

Making Slums History – A Global Challenge for 2020

Conference Report

International Conference
Rabat – Morocco
26 – 29 November 2012



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Background

According to UN-Habitat estimates, between the year 2000 and 2010 a total 227 million people in developing countries have experienced significant improvements in living conditions. In other words, governments have managed to beat by a multiple of 2.2 MDG Target 7-D, namely to ***“Significantly improve living conditions for a least 100 million slum dwellers by 2020.”***

The world population is increasingly urban, there is no going back and, since 2010, over half of the global population live in urban areas. By 2030, the populations of all developing countries, most notably in Asia and Africa, will be more urban than rural. Regardless of size, urban areas afford existing and future residents more opportunities for improved living standards as they find their place in dynamic economic spaces with the benefits of the services afforded by economies of scale. In this sense, cities are in a constant state of flux.

Still, cities, and particularly those in the South, are a far cry from affording equivalent conditions and opportunities to their populations. A quasi-universal steepening of social inequities is taking on a particularly serious dimension in cities where extreme affluence can be found side by side with great poverty within restricted areas, in the process generating social instability and insecurity, with huge economic and social costs not just for the underprivileged but for the whole of society, too. The majority of urban populations come under a diversity of constraints of an economic, social, cultural and environmental nature.

In many developing countries, urban growth has frequently been characterised by the informal and/or illegal nature of human settlements, a clear demonstration of the failure of urban policies. This urban growth has been strongly associated with greater poverty and slum expansion. However, a number of countries have managed to curb slum expansion and improve living standards for their populations.

In developing countries over the past 10 years, the proportion of the urban population living in slums declined from 39 per cent in the year 2000 to about 32 per cent in 2010. Still, the urban divide remains an enduring reality, because, in absolute terms, urbanisation has caused a substantial increase in the numbers of slum dwellers, and the trend is bound to continue in the near future. Between the year 2000 and 2010, the urban population in developing countries increased by an average 58 million every year, which includes an annual average addition of six million people to the overall slum population. In the meantime, UN-Habitat estimates suggest that, thanks to improvements to, or prevention of, informal settlements, developing countries managed to improve substandard living conditions for an average 22 million every year between the year 2000 and 2010. On these trends, the world slum population should reach 889 million by 2020.

Some countries have, indeed, made significant progress in slum reduction and are clearly on the path of reaching MDG Target 7-D as well as prevention of further slums. Governments must recognise that the 100-million slum-dweller target only set a minimum and was surpassed by a multiple of 2.2 by 2010.

Therefore governments must commit to a revision and an increase in the number, taking in both achievements so far and the potential for new slums in the future.

In this sense, countries that have performed well to date must maintain and strengthen efforts to improve slum living conditions, while affording adequate alternatives to prevent further proliferation. Poorly performing countries must bring radical changes to bear on programmes and policies with respect to slums in particular and more generally urban poverty.

Conference objectives

In an effort to share best practices on policies and the implementation of slum upgrading, eradication and prevention programmes by local and national governments around the world, Morocco invited 20 top performers to this international conference. The event took place in Rabat on 26-29 November 2012, under the patronage of HM King Mohammed VI and under the authority of UN-Habitat, the UN agency specialized in cities. The specific objectives of the conference are:

1. Develop specific recommendations and guidelines for slum improvement policies and the development of well-adapted housing alternatives to prevent new slum formation (the Rabat Declaration).
2. Devise the strategy required to revise Target 7-D of the Millennium Development Goals (MDGs) and adjust it more closely to the diversity of national conditions and circumstances.
3. Share successful experiences, methodologies and evaluation methods with regard to slum reduction.
4. Broaden the scope of experience-sharing within the Conference to bring in Least Performing Countries (and African countries in particular), to help them implement effective slum reduction policies.
5. Strengthen partnerships between Morocco and other African countries

Over 150 participants attended the Rabat conference, representing 24 government delegations. Invited countries where the decrease in the slum-dwelling proportion of the urban population has been more significant were: **Argentina**, Bangladesh, **Brazil**, **China**, Colombia, Dominican Republic, **Egypt**, Ghana, India, Indonesia, Mexico, **Morocco**, **Nigeria**, Peru, Rwanda, **Senegal**, **South Africa**, **Turkey**, **Uganda**, Vietnam. Other guest countries invited include: Algeria, **Angola**, Benin, **Burkina Faso**, **Cameroon**, **Chad**, **Comoros**, **Djibouti**, Ethiopia, Equatorial Guinea, Haiti, Kenya, **Libya**, **Madagascar**, **Malawi**, Mali, **Mauritania**, Mozambique, **Nepal**, **Philippines**, **Tunisia**, **Zambia**.¹ International representatives of cities and local authorities, international NGOs, multilateral financial institutions, United Nations agencies, bilateral development agencies, academics and international experts also attended.

¹Participating delegations indicated in bold.

Session Reports

Opening Session

Day 1, 09:00 – 11:00

After a welcome address from the President of the Assembly, the floor was given to the various representatives of the Moroccan Ministries and to Dr. Joan Clos, Executive Director of UN-Habitat, for introductory remarks at the conference.

Mr. Abdellah Baha, Morocco's Minister of State, spoke on the challenges of growing urbanization in countries. In a context where the capacity of countries to respond to these challenges determines the potential for urban development, the Minister reiterated the importance of economic, social development, and human development and of an integrated and participatory approach to enable cities living spaces to becoming the engines of sustainable development. To this effect, Morocco has identified as priorities decentralization, regionalization and Ministerial cooperation to grant a greater role to local communities. Other priority actions envisaged by Morocco aimed at a greater involvement of civil actors and the development of policies to promote quality services, greater social equality and respect for human dignity.

"The city is both a space of proximity but also a key to access global economy."

The Minister of Foreign Affairs and Cooperation, Mr. Saad El Din Otmani, argued in favor of a collective review of the Millennium Development Goals in 2015 by the international community. He also focused on South-South cooperation to which Morocco attaches great importance, calling for more exchanges in the fields of development, the achievement of the MDGs, and specifically those concerning the habitat.

"A significant progress has been achieved on the way to achieving the Millennium Development Goal 7-D. But there are still many developing countries facing significant challenges, particularly in the formulation of housing policies."

Mr. Nabil Benabdallah, Minister of Housing, Planning and Urban Policy, spoke about Morocco's initiatives to address urban challenges and capitalize on the positive role of cities and urban centers. The Cities Without Slums Programme was launched in 2004 in 85 cities, with a total budget of MAD 25 billion (U.S. \$ 3 billion); this program has been an overall success, improving the lives of 60% of people and 45% of cities reported to be cities without slums. Despite these positive results, the Minister noted that constraints remain, particularly with regard to monitoring and evaluation. To this end, parallel programs have been created to increase the number of beneficiaries and Morocco is already drafting a new proactive urban policy, advancing the social integration and to reduce disparities, to fight against social marginalization and the expansions of the unplanned city outskirts.

"We want our cities to occupy the place they deserve and also choose how these cities could enable citizens to have attractive living spaces."

Dr. Joan Clos, Executive Director of UN-Habitat, reminded present members the need to reorient the MDGs towards Sustainable Development Goals (SDGs) and called for government support in this international endeavor. He then looked at the success of Morocco in the context of slum upgrading, noting that this success was due to five factors: 1) the government's political commitment had given a direction and unified initiatives, 2) the strategy had been consistent, despite changes in government, 3) housing policy was integrated within various policies related to urban issues, 4) housing and urbanization were designed as opportunities for economic growth and job creation, which has led to greater national prosperity; 5) housing policy was based on intelligent and balanced relationship between the national and local governments.

"We need to be proactive - have a deliberate policy of urban planning and design. We need a national urban policy. And have a real dialogue between central and local national governments. "

In the second part of the morning session, the objectives and context of the conference were discussed by **Mr. Alioune Badiane, Director of UN Habitat Project Office of** and **Mr. Daniel Biau, senior consultant for UN-Habitat**.

After having called upon delegations to submit their observations and comments on the Rabat Declaration, **Mr. Alioune Badiane** put emphasis on the vision of cities as engines of prosperity and social, economic and political development. Unfortunately, a large part of the urban population is deprived of the benefits that the city offers, including people living in slums, which still face the five deprivations with regards to access to safe drinking water, sanitation, security of tenure, adequate living spaces and durable constructions. If in 2010, the MDG 7-D has been reached, it is mostly in countries where governments have promoted policies and maintained strong political commitment despite changes in government.

"Economic development leads to social and political developments, and the cities are the engines of development and prosperity."

Mr. Daniel Biau presented the paper which was based on questionnaires sent to countries. Mr. Biau first summarized trends in growth and slum clearance in the major regions of the world, noting that the trend is slowing, although the absolute number of slum dwellers has increased. At the level of policy performance, he noted inequalities at regional and global levels. The challenges now are: 1) to include a national policy in slum areas, 2) to harmonize the definition of slums and methods of monitoring and evaluation, 3) to improve the synergy of actors within the institutional framework 4) to seriously consider access to land, a major obstacle to improving slums, 5) to continue the positive efforts towards access to basic services, 6) to have a better understanding of the costs of upgrading, and 7) to implement South-South cooperation more proactively. Opportunities that allow slum upgrading include, among other things, to consider cities as engines of sustainable development, to test and promote leaders and strengthen democracy, to boost construction jobs, and ultimately to empower the poor. Finally, after proposing a new definition of the role of actors, Mr. Biau lingered to identify key issues and

recommendations for slum improvement. Among the latter, he proposed to define a new global target and national targets to halve the slums, sustainable funding, adequate tools for land policy and simpler and more participatory institutional arrangements.

"The policy of slum upgrading should result in public investment, and leverage other investments (private, households)."

Development Partners Session

Day 1, 11:00 – 13:00

The third and last part of the plenary session was devoted to receiving the views of development partners and was concluded by a period of questions and answers from the Assembly.

André Herzog, Senior Urban Specialist for the World Bank Institute, presented the main aspects of the improvement and the prevention of slums within the World Bank. The new strategy of the World Bank for inclusive urbanization is based on the World Development Report 2009. In terms of rehabilitation and prevention of slums, Mr. Herzog noted three main lessons learned from previous decades: the importance of strong institutions, good coordination between different levels of government, and large stakeholder participation. A joint work program on successful approaches to slum upgrading has highlighted the growing role of government in the fight against slums to better manage urban growth and meet changing constituencies, although the study, too ambitious, failed to meet the infrastructure components and security of tenure.

John Groarke, Mission Director for USAID in Morocco, said that, in Morocco, USAID has worked to improve urban settlements since the 1980s. Thanks to this support, communities have been included in the process of slum upgrading, playing a role in negotiations with authorities. USAID noted that a key lesson for slum upgrading is to build institutions, not just provide physical improvements. Another lesson is the use of loan guarantees to counter the growth of new slums.

Serge Allou, Senior Urban Specialist for Cities Alliance, highlighted four main lessons learned over a decade working on slum upgrading: 1) the city as a whole must be considered and treated, not just pockets of slums; 2) slums are not only physical objects but also centers of population with lifestyles etc.. 3) the problem of slums is not only a physical housing problem. There are social, economic and environmental issues that need more solutions for policy implementation; 4) policies and slum upgrading programs require adequate resources to ensure the sustainability, accessibility and implementation at scale.

Ms. Aminata D. Traore, President of the Advisory Group on Gender Issues to UN-Habitat, reiterated the need to give voice and visibility necessary for women to report their experiences. Slums are inhabited and managed by women, who represent two thirds of the slum population. In general, it is women who face the daily management issues (water, sanitation, health centers) for the latter, all is far, everything is expensive, and everything is inaccessible. Ms. Traore then expanded her speech by sharing

her experience, where slums, "subhuman settlements" are places of concentration of human suffering. She proposed to change the model to eradicate slums, leaning on Man before buildings.

Joseph Muturiand Joseph Kimanifrom Shack / Slum Dwellers International presented a view from the "base". SDI was launched in 1996 and is a network of social movements based in 33 countries across Africa, Asia and Latin America. Its mission is to link poor urban communities and organizations for the poor to create a global platform for the exchange and sharing of knowledge. SDI is firmly convinced that the urban poor should be at the center of development, which means that governments must not only consult slum households, but empower them to be active agents of change in the formulation of policies, programs and implementation. Representatives of SDI the shared their views on SDGs: firstly, the SDGs should emphasize the need and benefit for community organizations as a key aspect of development and slum upgrading. Second, we must address the improvement of slums across the city and develop a comprehensive plan for the city that seeks to integrate functionally and spatially these slums. Third, the delivery of land must be improved and we must address the structural issues of land tenure.

Before closing the session, the Assembly President opened the floor for a brief question and answer period. Issues related to the choice of approaches to slums, namely in situ upgrading or resettlement; opportunities to promote rural development rather than urban development, and finally, the replacement of slums with mixed development projects.

With regards to approaches to the question of the slums, Mr. Allou stressed the importance of undertaking impact studies to understand the effects of short and long-term approaches, while representatives of SDI focused on the need to combine approaches to slums with human development goals. Mr. Biau for his part presented three parameters to be taken into account: 1) affordability, 2) the value of the land, and 3) functional aspects such as urban density.

Regarding the issue of rural development, Mr. Badiane consideredgoing back was not possible with regards to the development of cities, we must now adopt urbanization and see it as a force for development not a problem.

Country Presentations

Day 1, 14:00 - 18:00

Presentations were made from the following countries in the stated order:Morocco, Brazil/Ministry of Cities, Brazil/Sao Paolo, Brazil/Rio de Janeiro, China, Egypt, Nigeria, Senegal, South Africa, Turkey, Uganda and Zambia.

Countries are quite differently approaching the task of improving the lives of slum dwellers. Nevertheless some common issues emerged:

1. Supporting the building industry would not only strengthen slum upgrading efforts but also would spill over effect to the overall economy such as increased GDP and creation of job opportunities.

2. Slum upgrading needs to be addressed more holistically. It has to be mainstreamed in other policies such as transportation, social affairs, etc.
3. Slum upgrading needs to be part of the overall urban development plans to have a sustainable impact.
4. The city councils need to be empowered in the upgrading processes to fulfil a bigger role in the design and implementation process.
5. For the decision between situ upgrading and relocation social factors have to be included and emphasised.
6. The first step to slum upgrading is still the comprehensive acknowledgement of slums.
7. During evaluation of slum upgrading programmes the analysis of the social situation needs to be included in addition to the analysis of the physical improvement.

Main lessons learned from Day 1:

1. The importance of having strong institutions
2. A good coordination between different scales and government levels
3. A large participation of different actors
4. Strengthening of local institutions and non-governmental organisations
5. A better guarantees for loans for allowing the poorest to access housing
6. The city has to be considered as a whole and not only with its slum pockets
7. Slums are not only physical objects but also home to population and their lives
8. The problem of slum is not only a problem of housing. There are social, economic and environmental challenges that need solutions and actions
9. The policies and slum upgrading programmes need adequate financial resources for assuring sustainability, accessibility and up-scaling of projects
10. The need to give visibility to gender approaches in programmes fighting slums.

Dinner debate

Hotel Sofitel, 26 November

On the sidelines of the International Conference held in Rabat from 26 to 29 November 2012 under the theme "Making Slums History: a Worldwide Challenge for 2020," a dinner-debate was held on Monday, Nov. 27, 2012. The objective of this dinner-debate, which was attended by representatives of African States present at the Conference, was to share best practices, discuss possibilities and opportunities for cooperation and exchange between the Kingdom of Morocco and the African states, and particularly to reflect on the possible role of Morocco towards friend and brother countries in Africa.

The following recommendations emerged during discussions which took place at the dinner-debate:

- Identify best practices, disseminate and share them among African States;
- In the context of cooperation among African countries, governments should focus on defining planning policies and it is the role of the private sector to do almost everything else, in particular housing construction;
- On the fight against slums, governments and the private sector are expected to work hand in hand to urbanize effectively;
- Improved opportunities for cooperation between African states through capacity building of the institutions of UN-Habitat;
- The General Secretariat of UN-Habitat has a key role to play in the context of the cooperation between African states;
- The interest of some African countries to cooperate with the Kingdom of Morocco;
- The institutionalization of cooperation including the signing of agreements to facilitate trade between African States, at the image of what is done in northern countries, the U.S. and some Arab countries in terms of free-trade.

Thematic workshops

Day 2, 09:30 – 12:30; 14:00 – 16:30

Workshop 1: Planning, land management and urban

Panel: Raf Tuts, Coordinator Urban Planning and Design Branch, UN-Habitat; Ombretta Tempra, Land/GLTN Unit, UN-Habitat; El Hzam Abdellillah, Ministry of Habitat, Urbanism and Town Planning, Government of Morocco

Moderator: Allesandra d'Avila Vieira, Ministry of Cities, Brazil

Rapporteurs: Hamtami Nahid, Ministry of Habitat, Urbanism and Town Planning, Government of Morocco; Matthew French, Slum Upgrading Unit/PSUP, UN-Habitat

Land and planning are two fundamental prerequisites for addressing existing slums and taking a proactive positive approach to stemming the growth of new slum formation and limiting the expansion of existing slums.

Urban planning and design are increasingly recognized as important aspects of promoting sustainable urban development. Actions are needed at both the national and local levels. At the national level, National Urban Policies can steer countries' urban growth and development by integrating the many sectors that are traditionally approached individually. At the local level, five interventions are necessary and can be summarized as: 1) Planned city extensions in advance (for at least 20 years rather than an incremental plot by plot approach); 2) Proceed to Infill and densification; 3) Develop peripheral poles; 4) Support the creation of public spaces which should be considered as a priority; 5) Develop new towns and centres.

Processes of urban planning and land management are equally important. Planners need to shift from a paradigm of control to a paradigm promoting productive and livable cities. All stakeholders need to take a proactive approach to steer urban development in a planned and equitable manner. Informality should be allowed and supported – rather than be fought – and policies and programmes should take advantage of urban informal processes to maximize their contribution to urban development. For land management, this means adopting good governance, which should be reinforced and integrated, in particular, in terms of transparency, accountability, and including the participation of a wide range of stakeholders.

There are many pro-poor participatory land tools that enable communities, cities and governments to address the challenges of urban growth and slums. However, increased efforts are required to scale-up and intensify these tools to address the problem in a systematic and structural manner. In this sense, adequate land management systems and processes are fundamental for making land available at a scale that growing and continued urbanization demands. These types of tools can help prevent the formation of new slums and expansion of existing slums.

In practical terms for slum upgrading, adopting a city-wide approach links improved land management and urban planning and design. Citywide slum upgrading should empower local authorities to lead the upgrading process, which should be supported on the one hand by national policies by proposing regulatory framework and resources, and on the other hand by communities through meaningful participation. A citywide systematic approach can: improve land management, help reduce the negative effects of gentrification by allowing simultaneous interventions in all the slums of a city as well as helping with prevention and relocation of households through increased land delivery in city extensions.

Workshop participants raised questions and shared regional and country experiences. A key issue raised was the importance of implementation, highlighted as the most common barrier to overcome with of urban planning and improved land management processes.

Participants highlighted the need for incremental approaches. In most countries human and financial resources are insufficient to address the scale of the challenge of slums. This reality reaffirmed the need

to be realistic when formulating policies and plans, especially from the initial stages, and to tailor efforts to what is feasible in different countries.

Discussions highlighted the importance of making cities inclusive, particularly making them inclusive for the poor. The issue of gentrification was raised as a crucial issue in all slum upgrading and prevention programmes. The challenge is to create affordable housing units that are an attractive alternative to slums: housing and upgraded slums need to meet the intended beneficiaries' social, cultural and economic needs. Participants emphasized the need to evaluate the degree to which upgrading programmes have reached the poor, the intended beneficiaries. This was an important consideration to consider when planning, implementing and evaluating slum upgrading and prevention programmes to ensure their sustainability. For inclusive cities, communities have a key role to play in upgrading and they should be supported to utilise land and planning tools and engage in policy development. Communities can resist evictions and be involved in planning upgrading projects and thus create a sense of ownership, enabling the process and product to be tailored to their needs and aspirations. This can reduce the effects of gentrification whilst contributing to improved governance processes.

Workshop 2: Governance and Institutions

Presidency: Arab countries group

Chair: Mr. Mostafa Madbouly, Cairo Office, UN-Habitat

Presenters: Douglas Ragan, Youth Unit, UN-Habitat; Tarek El-Sheik, Kuwait Office, UN-Habitat; Ali Bouabid, Governance Expert; Tabai Ahmed, Ministry of Housing, Urbanism and Town Planning

Many experiments around the world have shown that good governance is a key to successful slum upgrading programs. This should include a coherent and operational institutional framework to support often very complex programs. Decentralization and advanced skills effectively allocated to local authorities are part of these prerequisites. Also, the association to decision-making of partners such as NGOs, civil society organizations and slum dwellers representatives, especially women and youth, is critical to the success of these programs. The participatory process must be defined by regulatory texts governing urban management. This goes in hand with a better understanding of people in targeted areas and with the existence of a strategic planning associated to effective resource mobilization strategies.

A presentation of urban governance issues in Arab States provided by UN-Habitat helped to highlight the current dynamics of these countries and the mechanisms implemented to cope with and take advantage of the urban phenomenon. Among the salient features of this region, we can highlight the ongoing revolution in urban social dynamics, marked by the Arab Spring of 2011 and the amplifying voice of youth and women, as well as the emergence of new spatial interventions aimed to guide urban development. Governance structures and institutions of the Arab States seek to develop more and more

cooperation between different groups of stakeholders and the engagement of the population in different stages of decision making.

The Habitat Agenda, roadmap to urban development and to the UN-Habitat agency, is one of the major documents of the United Nations system, taking into account the issue of youth development and urban governance. Experience has shown that the involvement of the population in developing strategies and decision-making processes, as well as the strengthening of actions and employment opportunities for youth are success factors of development. New technologies, especially social networks, may be relevant tools to develop new forms of inclusive governance.

The current institutional landscape in Morocco was described by the participants, and notably the ongoing regionalization and the existence of systems of devolution and decentralization of power. Participation of the population was cited as being both an opportunity but also a mechanism to carefully implement in order to maintain a balance between actors. Also, the importance of developing networks and the sharing of experiences between countries and stakeholders is important to accelerate the development process.

The example of the Moroccan program Cities Without Slums has illustrated the issue of governance applied to an operational program. Program funding has been mobilized by the supervisory Ministry. With regards to territory, each city in question has been the subject of consultation and implementation of City contracts in the fight against substandard housing. These City contracts are essential documents sealing the commitments of stakeholders, different institutional arrangements and schedules for implementation. In South Africa, a signed contract defining the roles and responsibilities of all is considered a key factor for the success of inclusive urban governance. The Moroccan Ministry has developed a participatory approach, tool of mediation between the public sector and the population, considered in all its components, especially the young and vulnerable, and this from the development to the program implementation (construction, rehabilitation and resettlement). According to the South African representative, "We give priority to in situ slum upgrading to preserve the environment of communities. Participatory approaches can legitimize projects and ensure their integration into the social fabric of the neighborhoods concerned."

The representative of Cameroon stressed the importance of transparency in local governance. He put forward the advanced level of decentralization in Cameroon, the importance of youth associations in priority neighborhoods and the importance of considering the populations of areas of interventions as resources in terms of skills and labor for the definition and implementation of programs.

Participants widely discussed issues of financing programs and the various mechanisms put in place to facilitate access to funds and housing credits for the poor. In South Africa, the cost of housing improvement per house is about 4000 dollars, financed by the Government on the basis of the needs expressed and supported by local authorities, including the costs of participation and community support. The representative of Senegal stressed the need for slum upgrading programs that are supported by national programs to ensure effective mobilization of funding for poor districts. In Malawi, the National Housing Policy now includes the issue of slum upgrading. In Botswana, funds are mobilized

by the government to address the issues of poverty and housing (and not slums directly), especially in the form of credits. Participants discussed the potential risks associated with the announcement of government programs for which resources are not made available at the municipal level, which often leads to a loss of public confidence detrimental to any future collaboration.

In South Africa, roles are clearly defined in the Constitution for slum upgrading: policies and strategies are defined at the national level, and cities are implementing programs within the framework of five-year strategic plans. Community participation is ensured at all levels. It is recommended not to disconnect the slum upgrading policies to other policies related to human and social development. Convergence and shared vision between the various policies and programs allow reducing costs. Municipal strategic planning and understanding of neighborhoods on a case by case basis is proved necessary.

Workshop 3: Financing slum reduction

Facilitators: Mr Jean-Yves Barcelo, Interregional Advisor, UN-Habitat; Mr Andre Herzog, Senior Urban Specialist, World Bank Institute, Urban and Local Government Program; Mme ChihabFatma, Director Social Housing and Land Affairs, Ministry of Housing, Urbanism and Town Planning of Morocco

In national financial systems, good practices such as the Housing Solidarity Fund in Morocco can be adapted to all countries regardless of their level of development. However, the use of these resources should be focused on securing tenure as it allows implementing systems like local taxation and increasing local finances, but it should also focus on urban planning and improvement of infrastructure and basic services. Public policy supporting housing finance can only be implemented in countries where resources allow for a massive intervention for all beneficiaries, avoiding of corruption and embezzlement in greater measures.

Two detailed presentations were made by Morocco and Brazil on financing tools developed by both countries for slum upgrading programs. In Morocco, several measures have been developed in parallel, to encourage the provision of social housing. In the 70s, financing was mainly ensured by the national government. At that time the government used to grant equipped land at subsidized prices. The intervention of international donors such as the World Bank, USAID and the European Union allowed the development of larger programs such as the Urban Development Programs. Starting in 1986, the Moroccan government established a compensation system to support poor households and started to integrate social mixity in the development of programs. The Housing Solidarity Fund, based on cement taxation, is one of the measures that have increased resources for housing finance in Morocco. The national measures, in particular the housing subsidies, have been gradually diversified and oriented towards urban integration and the improvement of living conditions for the poorest of the poor.

The experience of Brazil, presented by the Ministry of Cities, showed an interesting complementarity between national and local resources. In this country structured around a federal government, the urban governance lead by the municipalities is included in and protected by the constitution. Brazilian

cities have significant decision-making power and constitutional obligation to provide urban services. They have their own instruments to generate financial resources. In the 60s, two major funds were created to invest in the housing sector both for in situ improvement of housing and new housing production. 700 sites were funded and nearly 1.6 million families benefited from the program. After the 2008 financial crisis, the government decided to make the housing sector a priority in order to boost employment and respond to social problems related to the crisis. In particular tax measures were implemented for businesses in the construction sector, the reduction of taxes on materials, subsidy policies for families, as well as the distribution of resources to the states according to their deficits in housing. Brazil has mixed different approaches to reach all income levels, targeting women specifically, and to intervene in urban and rural areas alike. One of the highlights in Brazil was the separation of the right to build and the right of property in 2001, included in the cities by-laws. This mechanism allows cities to distinguish what belongs to individuals from what belongs to the community.

These two examples of national policies in middle-income countries show that economic growth allows for public investment in cities and slums, and that financial policies must result from an articulation between national and local interventions.

The World Bank Institute representative emphasized the importance of distinguishing the financing of the housing from the financing of infrastructure and services. In particular, in many countries national governments have been funding housing construction, leaving the responsibility of services provision to cities without insuring necessary funding. The representative stressed the need to develop the housing market by making it accessible to slum dwellers.

The issue of transferability of experiences from emerging countries to least developed countries has been raised. The absence of a strong institutional framework can lead to abuse and corruption situations. According to the representative of the African Development Bank, informality responds to a demand and therefore supporting the informal development can also be a solution.

The importance of engaging in policies to subsidize housing was raised as a habit to be looked at very cautiously. It was also advised to limit interventions to the essentials, to have progressive policies accessible to all and at all levels of income, as well as urban planning that allows predicting and guaranteeing scalability of the city and access to services.

The interventions of the participants from Cameroon and Djibouti have also helped to highlight shared problematic issues and programs developed by these countries.

Workshop 4: Performance evaluation and measurement methods

Presenter: Gora Mboup, Chief, Global Urban Observatory, UN-Habitat

Gora Mboup presented UN Habitat's approach towards the definition and monitoring of slums and improvements in slum upgrading. Mandated by the Habitat Agenda and the HABITAT II Conference in Istanbul in 1996 UN-Habitat defined in consultation with a wide range of other stakeholders the slum

definition in 2002 comprising the five deprivations: access to save water, access to sanitation, security of tenure, durability of housing and overcrowding. To improve the data collection the Global Urban Observatory (GUO) was established which is collecting data from all countries and now more than 1,000 cities around the world. The monitoring was extended over time to incorporate rather more cities for a comprehensive view on the situation then expanding the key indicators. Data were collected in 1993, 1998, 2003, 2008 and since then bi-annually to provide a better follow up on developments and up to date data for decision making. Attention has to be given to the difference in national statistics versus the data published by UN-Habitat on slums. National data are the basis for the UN-Habitat statistics but need to be factored due to the different national definitions of the term 'slum' and to follow the officially agreed international definition. Therefore statistics can vary whereby both are correct if used in the right way. It is advised that data issued by UN-Habitat should be used in any case for country comparisons and on international conferences.

Looking at the statistics of UN-Habitat there has been immense success in lowering the figures for slums overall. The percentage of people living in slums globally decreased from 39.3% in 2000 to 32.7% in 2010. On the other hand it has to be said that the absolute number of people living in slums increased during the same time from 766 million to 827 million. Also some countries were addressing the issue in such a strong way that they have outstanding figures in absolute and relative numbers, for example the host of the conference, Morocco, whereby other countries underperformed. This gives a clear indication that it should be lobbied for a redefinition of the slum target within the SDG discussions to formulate the new goal as a percentage target and measured on country level.

Another lesson learned is that improving the conditions of people living in slums is not a uniform challenge. Some countries, like most of the Sub Saharan countries, have to address multiple slum deprivations whereby others just have to deal with one or two deprivations. Therefore the figures for Sub Saharan Africa in particular are slowly improving. In addition other limitations were addressed as the target is just focusing one five indicators leaving out a number of other components which might be very important on country level like location, energy, electricity and roads. On the other hand UN-Habitat informed that such indicators are highly linked to the agreed indicators of water and sanitation and would not bring much more value to the definition. But it was encouraged to include these specific indicators in the country definition to better reflect and address the national situation. UN-Habitat also addressed the difficulty to monitor the deprivation of security of tenure in the past but informed that in the MDG report 2012 this issue is included and a study was started seven years ago with 25 pilot cities.

Following the presentation by UN-Habitat, the plenary session discussed the challenges and opportunities of monitoring the challenge of slums and providing inputs to the SDGs. It was widely acknowledged that monitoring and evaluation is important to adapt policies and programs to the needs of citizens. Some of the shared lessons learned were that the community is an important stakeholder in slum improvements but it is also very difficult to coordinate all the relevant stakeholders with their different objectives. Therefore the identification of a common goal at the beginning of a slum upgrading program is very important. Furthermore future monitoring and evaluation needs to include more social aspects and it has to be critically looked at the social and economic impacts for the families of relocation

programs. On the same note it was pointed out that it should not be assumed that pure physical improvement is making the lives of slum dwellers automatically better.

Further, UN-Habitat introduced the newly-developed Prosperity Index to move towards a more holistic approach for city monitoring. Pilot cities such as Mexico City and Johannesburg are monitored and evaluated according to the five indicators: Productivity, Quality of Live, Infrastructure, Environment, Equality. These indicators are further defined and should provide a high quality of monitoring and guidance for countries and cities to design their policies towards inclusive cities.

South-South Cooperation

Day 2, 16:30 – 18:30

The Honorable Minister, Ministry of Housing, Urbanism and Town Planning, Morocco

Chair: M. Abdelouahadourzik, Director of Legal Affairs, Ministry of Internal Affairs

Presenters: Claudio Acioly, Capacity Development Unit, UN-Habitat; NezhaAlaouiM’Hammdi, Ministry of Foreign Affairs and Cooperation, Morocco

Rapporteurs: Abdelali El Qour, Director, Agency for Urbanism in Meknes, Ministry of Habitat, Urbanism and Town Planning; Matthew French, Housing and Slum Upgrading Branch, UN-Habitat

The chair gave a background to the session and outlined the main aim of the session: to exchange experiences of South-South Cooperation (SSC) and identify areas for improved SSC in the field of slum upgrading. The chair emphasized the importance of decentralised development whereby local authorities are strengthened and are empowered to play a central role in urban development and slum eradication.

The Honorable Minister of Habitat, Urbanism and Town Planning addressed the plenary and explained that in the preparation for this conference, Morocco’s intention was to demonstrate the importance of South-South cooperation, and to see how countries could exchange experiences to learn from key lessons. The Minister noted that despite all the global efforts, particularly by UN-Habitat, we do not have a real South-South Cooperation in the field of slum upgrading and prevention today. The Minister noted that this occasion can be used to find new mechanisms, practical and operational, to head toward improved South-South Cooperation. Morocco is open to forms of institutionalization of South-South Cooperation in bi-lateral and concrete approaches with countries willing to do so.

NezhaAlaouiM’Hammdi, Ministry of Foreign Affairs and Cooperation, Morocco, spoke on the importance of SSC in Morocco. SSC can take many forms but it principally focuses on the sharing of expertise and experiences. This sharing has a concern for the human centered approach to urban development: for the development of people’s competencies and human capacities. Decentralized cooperation can allow the consolidation of the struggle against slums favoring new approaches that are underpinned by the human dimension, participation, social support, and the involvement of dwellers.

Claudio Acioly explored the meaning and our understandings of South-South Cooperation (SSC). In essence SSC is the direct exchange of experiences and technical support amongst various stakeholders located in developing countries. There are five distinct features of SSC compared with conventional development cooperation: a strong focus on capacity development; broader choice for horizontal partnerships; cost effectiveness; adaptability; and drawing from and deepening southern knowledge. The importance of decentralized SSC was emphasized. It was noted that a wide range of stakeholders are utilizing SSC – not only national governments but also local authorities, academic institutions, and grassroots organisations.

Mr Acioly presented numerous examples of SSC between various actors in different regions, highlighting that a lot is happening at the grassroots level – particularly through Shack/Slum Dwellers International – which is functioning as a global peer to peer learning and exchange platform. A key challenge in all SSC is the need to improve information systems; results-based management, and to show the added value of SSC to development projects. Mr Acioly concluded by outlining the ways forward and presented UN-Habitat's prosperity index which demonstrates how cities are performing in a diagrammatic format. UN-Habitat is supporting countries to develop SSC activities through, for example, creating a platform for knowledge exchange and development; brokering SSC, and convening workshops, etc.

Following the introductions and presentations, workshop participants shared their experiences and views on SSC. Many countries highlighted their successful cooperation efforts over the last two decades and explained the benefits this brought to their projects, programmes and policies. Other countries expressed that SSC was a relatively new approach for urban development and they therefore have a limited history and experience in this area.

Several key trends emerged during the discussions regarding the opportunities for improving SSC. First and foremost, the need to decentralize cooperation activities and empower local and municipal authorities to play a leading role in establishing, maintaining and evaluating cooperation activities was highlighted by many countries. In particular for slum upgrading, a greater focus on institutional cooperation in the finance sector for housing and upgrading activities is acutely needed if scale is to be achieved. Participants expressed the importance of utilising SSC to prioritize a people-centered approach to urban development which is underpinned by the empowerment of stakeholders, particularly slum dwellers and community based organisations. This is directly related to human rights and making cities a space for inclusion not exclusion.

Participants noted the urgent need to make SSC sustainable: that is, to undertake cooperation in a continuous, sustained way rather than only undertaking ad-hoc projects to solve immediate problems. This necessitates the need for appropriate strategic frameworks for cooperation that are institutionalized, funded and maintained beyond changes of government or the life of projects. Similarly, participants highlighted the need to build strong institutions in the process of cooperation which necessitates working with, not replicating, existing structures and working to build institutional capacity for developing long-term policies rather than focus on solving immediate problems only.

Throughout the session many countries that had achieved success with addressing the challenge of slums expressed their willingness to support and exchange with other countries. In particular, Morocco reaffirmed its commitment and interest in this respect. The invitation was warmly welcomed from many countries who have not achieved such success in slum upgrading to date.

Conference photos



Moroccan Minister of State M. Abdellah Baha gives his remarks during the International Conference



Moroccan Minister of Housing and Urban planning M. Mohammed Nabil Benabdellah gives his remarks during the Conference opening



UN-Habitat Executive Director, Dr. Joan Clos gives his opening remarks



Mr. Alioune Badiane, Project Office Director, taking part in one of the sessions



Guests and speakers taking part during the Conference



Mr Daniel Biau addressing delegates during the presentation



Delegates taking part during the Development Partners Session



Participants listening to the Country Presentations



The venue of the conference



The Financing Slum Upgrading Workshop, one of the four thematic workshops held on Day 2.



UN-Habitat Exhibition stand



Lunch being served

All photos © Julius Mwelu/UN-Habitat

Rabat Declaration

“Making Slums History: a worldwide challenge for 2020”

We, the participants gathered in Rabat, Morocco, from 26 to 28 November 2012 at the international conference “Making Slums History: a worldwide challenge for 2020”, under the High Patronage of His Majesty the King to review and share global progress in improving the living conditions of slum dwellers between 2000 and 2010 and devise a strategy for inclusive, sustainable and prosperous cities;

Expressing our gratitude to the Government of the Kingdom of Morocco and UN-Habitat for efforts made in hosting and convening this international conference;

Emphasizing our commitment to the promotion of sustainable urbanization and recalling the United Nations Millennium Summit in 2000, and the adoption of the United Nations Millennium Declaration and Millennium Development Goals;

Reaffirming the Millennium Development Goal 7, Target D to ‘by 2020 have achieved a significant improvement in the lives of at least 100 million slum dwellers’, and seeking to build upon it; and **acknowledging** that a slum household is defined as a group of individuals living under the same roof lacking one or more of the following elements: access to drinking water, access to improved sanitation facilities, secure tenure, sufficient living area and durability of housing;

Recalling the Resolutions of the UN-Habitat Governing Council 23/16 on the Formulation of a Global Housing Strategy and 23/9 on Global and National Strategies and Frameworks for Improving the Lives of Slum Dwellers beyond the Millennium Development Goals Target;

Noting the irreversibility of urbanization and its positive impact in advancing human development and poverty reduction and the importance of slum upgrading, eradication and prevention in reducing the physical, social and economic vulnerability of slum dwellers, and strengthening the existing social capital in their communities;

Recognizing the need to promote inclusive slum upgrading, eradication and prevention strategies that go beyond physical and environmental improvements and ensure that slums are fully integrated into the political, social, cultural, and economic dimensions of cities with a view to reducing urban poverty and inequality;

Underlining that new and additional actions must be taken at all levels, taking into account the wide variation of slum and housing conditions across the world;

commit ourselves to:

1. **Implement** the universal principles for slum upgrading, eradication and prevention such as prohibiting unlawful evictions, empowering women and youth, making slum upgrading interventions affordable and accessible, ensuring public participation regardless of race, sex, religious affiliation, and socio-economic status, and promoting accountability and transparency in all programmes;
2. **Formulate, implement and promote** inclusive urban policies, legislation, and national housing strategies allowing for efficient institutional frameworks, mechanisms for decentralization and strengthening of local authorities, providing mixed land-uses and tenure types to enhance local development and sustainable financing for slum upgrading, eradication and prevention;
3. **Apply more systematically** urban planning methods including participatory processes adapted to the needs of incremental urbanization standards, compact, better integrated and connected urban development patterns; solid financial inter-jurisdictional and inter-sector coordination instruments facilitating access to adequate housing and basic services for all;
4. **Increase** allocation of financial and human resources for slum upgrading, eradication and prevention and establishing financing strategies that mobilize public subsidies and income generated by land regularization and reallocation processes to develop investment plans for infrastructure and services;
5. **Promote** housing policies integrating sustainable approaches for energy efficiency in housing and human settlements respecting the environment and using innovative techniques and materials;
6. **Establish or strengthen** national entities such as urban forums or habitat committees to facilitate multi-sectoral dialogue with a wide range of stakeholders in preparation for the Habitat III Conference and the new Global Housing Strategy (Resolution 23/16);
7. **Support** through the inter-governmental bodies of the United Nations the definition of a global goal of halving the proportion of people living in slums between 2015 and 2030, to

be part of the overall formulation of the new Sustainable Development Goals and of the Habitat III Conference preparatory process;

8. **Define and reinforce** new national monitoring systems and national goals for halving, in each country, the proportion of people living in slums between 2015 and 2030, taking into account the experience gained so far in the implementation of MDG 7-D;
9. **Enhance** exchange of best practices in the framework of South-South cooperation, including regional and triangular cooperation and increasing our partnerships and cooperation with all stakeholders, including local authorities, non-State actors and other Habitat Agenda partners (Istanbul Declaration, Habitat II);
10. **Share** widely in cooperation with the Government of Morocco and UN-Habitat the outcomes of the present conference and **ensure** adequate follow-up at the global, regional, national and local levels; particularly in the preparation of the 24th Session of the Governing Council of UN-Habitat.

Rabat, 28 November 2012