

ENHANCED FRAMEWORK OF IMPLEMENTATION AND RELATED OUTPUTS

1. Overview

In Africa, rapid population growth has been accompanied by rapid urbanisation. The pace of socio-economic development in urban centres has not been matched by parallel development of infrastructure and social service facilities. In some cities, the population living in slum areas reaches more than 60 per cent. Consequently the majority of the population in some of the African cities live in abject poverty, illiteracy, and in poor housing conditions.

These legitimate concerns are taken into account at national and regional as well as continental and international levels in order to improve the lives of people in cities and towns. Against this background:

- The 1994 Cairo International Conference on Population and Development (ICPD) recognised that “The process of urbanisation is intrinsic to economic and social development ...” and recommended “... to foster a more balanced distribution of population by promoting sustainable development in both major sending and receiving areas.” The ICPD clearly underlined that “Such development should be ecologically sound and promote economic, social and gender equity”.
- In 1996 the UN-HABITAT Summit in Istanbul and the 2001 Istanbul + 5 review of the second Habitat Summit called on Governments to take necessary measures to ensure adequate housing for all, alleviate urban poverty and promote overall social development.
- The Heads of State and Government, in September 2000, in New York committed themselves to the Millennium Declaration, which provides an integrated development framework. Goal 7 – Environmental sustainability, Targets 10 and 11, address the challenge of housing and urban development. Within a wider framework of social and economic interventions, “improvement of the lives of slum dwellers” implies access to safe water, access to sanitation, security of tenure, durability of housing, and sufficient living area as well as social services such as health and education.
- Specifically, Targets 10 and 11 of the MDGs urge UN Member States to “Halve by 2015 the proportion of people without sustainable access to safe drinking water and basic sanitation” as well as to “Have achieved by 2020 a significant improvement in the lives of at least 100 million slum dwellers.”

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- Decision 29¹ of the Second General Assembly of African Heads of State and Government (2003) expressed concern that “... if left unchecked, rapid urbanisation is leading to the urbanisation of poverty on the African continent with attendant problems that have condemned the majority of urban dwellers to unemployment, food insecurity, and life under squalid conditions in slums and other unplanned neighbourhoods ...”. This Assembly requested the AU, in collaboration with the UN-HABITAT, to work towards the implementation of the Decision.
- The New Partnership for Africa’s Development (NEPAD) recognises the role of cities as engines of socio-economic development and growth, contributing to regional integration, and the objectives of AU and NEPAD, which need to be developed on sustainable basis.
- In May 2004, the first NEPAD cities forum was organised in collaboration with UN-HABITAT. The forum endorsed the priorities set by the seven African cities -Bamako, Douala, Durban, Lagos, Lusaka, Nairobi, and Rabat - the first targets of NEPAD-city development initiative.
- The newly adopted Vision, Mission and Strategic Plans of the African Union (2004) recapitulated all previous commitments for social and economic development of the Continent but re-emphasised the role of African cities and towns as centres of economic development and social integration. These plans reinforce the NEPAD cities initiatives and commit to provide political and policy support to the successful implementation of these initiatives.
- The 2004 ICPD + 10 review in Africa stated that “Many cities in the ECA region are facing major challenges in the provision of basic services (housing, transport and sewage disposal facilities) due largely to rapid population growth, increased insecurity, scarce foreign investment, and economic mismanagement”.

These regional and international responses to the challenges posed by rapid urbanisation coupled with extreme shortage of social services called for joint collaboration between the African Union, UN-HABITAT and the Government of South Africa to organise the Fifth General Assembly/Expert Group Meeting of the African Population Commission (APC) and the First African Ministerial Conference of Housing and Urban Development (AMCHUD) with the theme “**Urbanisation, Shelter and Development: Towards an Enhanced Framework for Sustainable Cities and Towns in Africa**”.

The recommendations and outcomes of the Meeting have resulted in the development of this enhanced framework for the implementation of programmes for sustainable development of cities and towns.

2. Urbanisation challenges and opportunities

¹ See Annex 1.

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In the next 30 years Africa's population will double from 888 million in 2005, to 1.77 billion. During the same period the urban population will increase from 353 million, which is 39.7 percent, to 748 million inhabitants at the rate of 4 to 5 percent per annum. In the next 30 years, roughly 400 million people will be added to the urban population. As highlighted in the 1994 Cairo International Conference on Population and Development (ICPD), the process of urbanisation is intrinsic to economic and social development.

In 2001, about 61 percent of all African urban residents lived in slums, with 54 percent of these in sub-Saharan Africa and 7 percent in Northern Africa. Even more notable is the slum incidence in sub-Saharan Africa, where 71.9 percent of the urban population currently lives in informal settlements. In addition to the situation above, 57 percent requires access to improved sanitation and 43 percent to improved sources of water.

It is estimated that 71 percent of the population live in poverty with two out of five living in extreme poverty (less than a dollar a day). In Africa, 31 countries have a Human Development Index (HDI) below 0.500, presenting a life expectancy at birth of 46 years and a GDP per capita of 469 US dollars. To add to the challenge, Africa remains the world's most affected region with an estimated 25.4 million infected with HIV/AIDS at the end of 2004. Within the same year, 2.3 million adults and children died from HIV/AIDS related diseases.

Rural-urban migration is a key component of urban population growth. Other factors in Africa contributing to this migration are civil wars and natural disasters such as drought and flooding. Urban areas have become the refuge for populations driven out of their homes because of fighting. Refugee camps, which are located near towns for ease of access to emergency assistance, have become permanent features in the human settlements of the Great Lakes Region, in Central Africa and several West African Countries. Twenty million refugees are in need of protection and assistance right now. An additional 25 million people are currently displaced within their own countries as a result of violence and human rights abuses.

Notwithstanding the above, urbanisation can be a positive development process if well managed and controlled with equitable access to land, adequate shelter as well as the provision of basic services. Political will, decentralisation, good governance and the empowerment of national and local authorities as well as the adoption of inclusive processes of mobilising local resources and judicious resource- allocation and decision making are fundamental to addressing the urbanisation challenge in Africa.

A balanced distribution of human settlements is an asset since such a network of cities and towns will allow a more efficient use of all resources and hence contribute to sustainable economic growth.

A well articulated hierarchy of cities of different sizes and characteristics fosters urban and rural economic integration by providing access to markets for small and medium enterprises as well as agriculture, livestock and fisheries. In addition, such a hierarchy enables better delivery of basic services such as education, health and sanitation.

In a rapidly urbanising Africa, the promotion of balanced and sustainable urbanisation requires, more than ever before, strategic, integrated planning, building consensus, gender mainstreaming, capacity building, international co-operation, south-south co-operation and conflict resolution systems.

3. Enhanced framework for housing and urban development in Africa

The framework aims to identify and suggest measures for more effective African urban development policies and strategies so as to guide the actions of all stakeholders (government and non-government) in the urban development process thereby steering them towards the achievement of a collective urban vision. The framework will also aim to identify linkages between land policies and urbanisation.

3.1. Pro-poor focus and prioritising the vulnerable

3.1.1: Poverty is a major challenge to urbanisation. An urban poverty reduction focus is required for towns and city development strategies (CDS), and PRSPs.

3.1.2: Cross-cutting and integrated approaches addressing, inter alia, water, sanitation and human settlements, are essential for poverty reduction. Multi-sectoral approaches that are sensitive to gender, the aged, the disabled as well as street children, and are participatory and deal with all aspects of an improved living environment, must be put in place to reduce risk and vulnerability.

3.1.3: Inclusive processes for decision-making which involve civil society must be encouraged and promoted. Particular emphasis must be placed on the involvement of women and the poor.

3.1.4: Countries should be encouraged to empower women, by removing or reviewing laws that are discriminatory against women especially with regard to property rights, and to promote affirmative action in favour of strengthening effective women's rights to land and shelter. Legal recognition and effective implementation of equal property rights for women are an essential element for effective slum upgrading.

3.1.5: Heighten awareness through a campaign concerning land rights for women.

3.2. The Challenge of Slums in Africa

3.2.1: Slum upgrading in the context of housing and urban development policies must be an essential ingredient of national plans, town and city development strategies and Poverty Reduction Strategy Papers (PRSPs).

3.2.2: Secure tenure is essential to empowerment of slum dwellers and should be based on a pro-poor land policy that emphasises a range of affordable options that is not limited to formal title. Secure tenure campaigns to be undertaken by governments.

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3.2.3: Governments are urged, in consultation with all stakeholders, to set national slum targets taking into account urbanisation trends and the MDG slum target and set out plans and strategies to prevent new slum formation.

3.2.4: Cities should take a leading role in implementing MDG slum upgrading targets.

3.3. Deepen understanding of urban land markets

3.3.1: Identify and communicate the role of urban land in poverty reduction, economic development and environmental sustainability in an African context. Affordable land should be made available to the poor, and land markets made transparent.

3.3.2: Research the ways in which public and private, formal and informal urban land and housing markets operate in African towns and cities, and how to make these markets work better for the poor.

3.4. Policy and law reform

3.4.1: Policies and laws must be revised and amended to ensure that they:

- a. respect the rights of citizens to move to towns and cities, and to support them in their efforts to realise the economic, cultural and social opportunities there;
- b. support, encourage and strengthen efforts to improve the quality of life and strengthen the rights to shelter, tenure security and services of slum dwellers; and
- c. support the enactment and the enforcement of building by-laws and regulations.

3.5. More effective urban management and governance

3.5.1: Improved urban governance is essential for addressing urban development challenges, including poverty reduction.

3.5.2: Monitoring of urban governance to ensure effective urban management of urban resources to eradicate corruption.

3.5.3: Land use and land management require a sound land administration system.

3.5.4: Decentralisation should be accompanied by necessary material, human and financial resources. To this end, it is critical to strengthen the capacity of local government to address urban management challenges.

3.5.5: Multi-sectoral and inclusive local/urban and spatial planning approaches must respond to the objectives of environmental sustainability, and develop land management and participatory decision-making processes tailored to the reality of African cities.

3.5.6: Strengthen information and databases required by local governments for development and planning.

3.5.7: Establish institutional platforms for partnerships for service delivery and decision-making between the public and private sector, NGOs and community-based organisations.

3.5.8: Effective spatial planning is important for sustainable urban development. Rural and urban development are not mutually exclusive processes.

3.5.9: Establish sound intergovernmental relations between national, regional /state/provincial and local/municipal government and set up institutional frameworks for effective governance of megacities.

3.6. Population trends, migration and urbanisation

3.6.1: The ICPD +10 recommendations on population distribution, migration and urbanisation in Africa should be explicitly adopted and incorporated into PRSPs and all development initiatives.

3.6.2: Promote investments in the social sectors, particularly education and health, to reduce urban poverty.

3.6.3: Promote research on urbanisation issues and establish data and information networks to strengthen urban planning and management.

3.6.4: Integrate population trends and concerns into social development programmes in urban areas.

3.7. Capacity building

3.7.1: Institutional capacity of the African Union and the Regional Economic Communities must be enhanced to address urbanisation challenges.

3.7.2: Ensure consistent, sustainable and appropriate programmes of urban development capacity building, at all levels of government.

3.7.3: Build capacity of civil society to enhance two-way partnerships with government.

3.8. Financing urban development and housing

3.8.1: Promote the private sector and local authority revenue generation as well as social security/provident funds for financing urban development and housing.

3.8.2: African urban development requires global cooperation. Effective urban development depends on global cooperation in terms of development assistance, debt relief and market access, without which it will not be possible for Africa to meet the MDGs.

3.8.3: Promote the establishment and strengthening of regulatory frameworks, laws and codes that are flexible, to enable financial institutions, and the NEPAD Cities Programme, to ensure effective and sustainable housing and urban development financing programmes.

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3.8.4: Build the financial sector in a form that is adapted to each country so that a range of appropriate, sustainable and effective financial options become more widely available, and accessible for all sectors of society, particularly women, the most vulnerable and the poor.

3.8.5: Support the construction sector, including small and medium enterprises and the community sector, involved in slum upgrading to use appropriate low-cost technology, to boost economic development.

3.8.6: The involvement of the construction sector in slum upgrading will contribute to the economic development of urban centres as well as revitalising the informal sector

3.8.7: Increased financial support from the international community should be targeted at capacity-building, technical expertise and funding.

3.9. Consultative Mechanism

3.9.1: Establish and institutionalise a consultative mechanism of African Ministers responsible for housing and urban development. The consultative mechanism will play a significant role in the implementation of the 2003 Maputo Decision on Promoting the Development of Sustainable Cities and Towns in Africa (Assembly/AU/Dec.29(II)).

3.9.2: The Consultative Mechanism should:

- a. Serve as a forum to discuss the urban challenge at the continental level and regional level as a basis for national and city level strategies and as a focus for the discussion of the Habitat Agenda and the relevant Millennium Development Goals and Targets;
- b. Encourage and promote the strengthening of urban governance in Africa;
- c. Champion and support innovative urban development and land management practices in Africa;
- d. Promote development of appropriate housing and low-cost construction technology for rural and urban housing;
- e. Facilitate South-South and international exchanges of expertise, research, experience and best practices, including on the eradication of slums;
- f. Develop a better understanding of urban land dynamics that can lead to improved land tenure and to the growth of urban land markets in Africa;
- g. Support and strengthen the NEPAD Cities Initiative;
- h. Support relief and rehabilitation of shelter and human settlements development in post-conflict and post-disaster situations;
- i. Engage with development partners and multi-laterals on urban development issues in Africa and their financing;
- j. Promote strong ties between research institutions to understand better the economic, legal and financial importance of urban development and urban land in Africa;
- k. Encourage the collection of data and information that can improve the planning and management of urban development;

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- l. Promote the institutionalisation of a culture for urban planning including the preparation of urban strategic plans at both national and local authority level;
- m. Encourage the mobilization of domestic financial resources for housing and urban development and promote the necessary partnerships for attainment of this objective;
- n. Mainstream urban and other issues dealing with human settlements in the macro-economic frameworks and national budgets of African governments including UNDAFs, PRSPs and other programmes;
- o. Serve as a platform for advocacy of good urban governance and security of tenure;
- p. Provide a focal point to link relevant aspects of the African Union strategic Plan and NEPAD programme as well as international processes and initiatives consistent with the urban agenda for sustainable development;
- q. Implementing a monitoring and evaluation mechanism for urban governance reforms;
- r. Encourage and support the adoption of programmes for slum upgrading and the building of partnerships among its members in pursuit of this goal;
- s. Undertake all other functions that will lead to the realization of the goals of the Enhanced Framework of Implementation for Housing and Urban Development in Africa adopted by this Conference;

3.9.3: Establish links with other inter-ministerial conferences working on issues related to the Habitat Agenda, including, but not limited to, matters concerning water supply and sanitation, local government, land and infrastructure.

4. Towards a Common African Position at Upcoming International Meetings

The position of African governments is reflected in support of common messages that are pursued at the 20th Session of the Governing Council of UN-HABITAT, the 13th Session of the Commission of Sustainable Development (CSD 13), the General Assembly Review of the Millennium Development Goals, and the Beijing Platform Review, all of which take place during 2005.

The Enhanced Framework sets out Africa's priorities for these forums:

- 1) Poverty, which is increasingly concentrated in African cities, is the overarching urban issue that the international community needs to address;
- 2) Slum upgrading, in the context of overall housing and development strategies, should constitute an essential component of national plans, towns and city development strategies, and PRSPs;
- 3) Regularising settlements and in situ upgrading should be regarded as intrinsic to town and city development strategies, with provision being made for affordable serviced land to prevent new slum formation;
- 4) Secure tenure is essential to slum upgrading to effectively address problems of urban poverty and should be based on a pro-poor land policy that emphasises a range of affordable options including non-formal titles;

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- 5) Promotion of gender equality and women's empowerment should be an integral part of urban poverty reduction strategies and programmes. Legal recognition and effective implementation of women's equal property rights are an essential precondition for effective slum upgrading;
- 6) Human settlements, urban poverty, shelter for all, secure tenure, land and property rights, water, sanitation, transport, power supply, increasing women's participation in decision-making at all levels and gender mainstreaming in municipal planning and development, and access to credit, should be priority areas for women's action in the coming decade;
- 7) Poverty in cities cannot satisfactorily be dealt with by sectoral policies and strategies. It is a cross cutting issue that must be addressed in an integrated manner. This particularly applies to the CSD 13 topics of water, sanitation and human settlements;
- 8) Sustainable urban development in Africa requires that developed countries fulfil their commitment made at the Monterrey Conference on financing for development. This should be focused on providing new and additional resources (0.7% of GNP of developed countries for ODA) to leverage local resources including community-based resources;
- 9) Heavy indebtedness of many African countries is impeding their capacity to address housing and urban development issues. It is therefore a priority that international financial institutions must exclude investments in the urban sector, and those that particularly target the MDGs, from the debt of developing countries.
- 10) African urban development requires global cooperation. Effective urban development depends on global cooperation in terms of development assistance, debt relief and market access, without which it would not be possible for Africa to meet the MDGS.
- 11) For sustainable urban development, government at all levels must be empowered to act decisively and responsively to the needs of their citizens. This requires technical assistance and capacity building supported by the international community;
- 12) To redress the problem of exclusion, urban civil society in general and the poor in particular must be engaged in city development strategies and slum upgrading activities as active agents, not as passive beneficiaries.
- 13) It is essential that city authorities have a leading role in implementing national and local action plans for MDGs, particularly the slum upgrading target in developing countries.