



dpu

The Development Planning Unit  
University College London

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# dpu news

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DPU International Conference  
Rural-Urban Encounters:  
Managing the Environment of  
the Peri-Urban Interface

DPU, London 9-10 November 2001

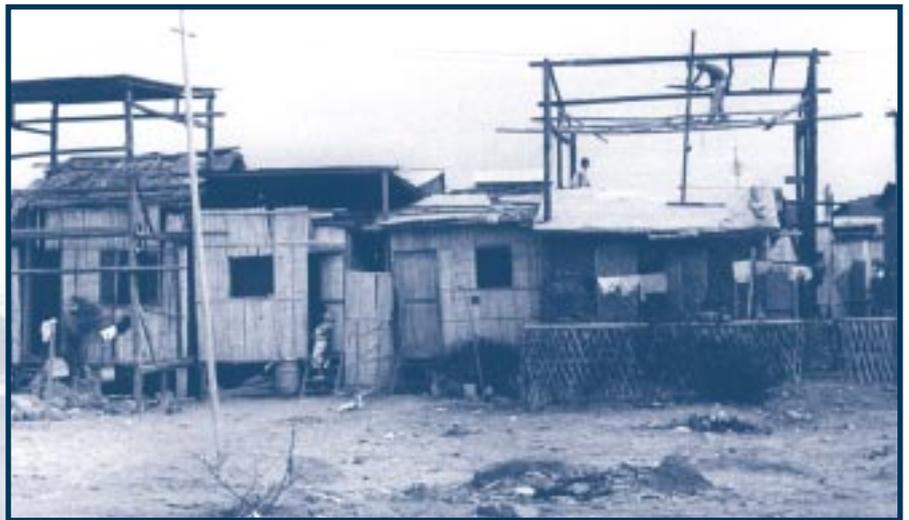
# focus on

## HOUSING POLICY, POVERTY AND THE CITY

by Elizabeth Riley, Director of the MSc in International Housing Studies at the DPU.

Teaching, training, research and consultancy in the field of housing policy, practice and theory have been core activities of the DPU since its establishment in 1971. Over time and space the variations in policy approach to providing housing to urban low-income groups reveal schisms and shifts, progress and reversals, however, a broad continuity is identifiable. Over the last five decades housing policy has become much less about the provision of walls and roofs and much more about the provision of services, infrastructure and security which are essential to households and their occupants. As such, housing policy is now about processes of improving the urban environment in which people live. It is an area of policy whose dominant component remains infrastructure 'hardware' such as water, electricity, sewerage and drainage systems, public spaces and buildings, and sometimes the bricks and mortar of houses. However, contemporary housing policy is above all a social policy that aims to alleviate the poverty of women and men living in inadequate shelter by providing them with a healthier, safer and more secure living environment. As poverty has come to be understood as the result of a conjunction of political, social and economic processes, so too have housing initiatives for poverty alleviation begun to incorporate elements of resident participation and 'empowerment', health and education projects, and income generation schemes. At the turn of the new century, housing policy is more ambitious and complex than ever before. Given the current emphasis of donors and governments alike on the need to eradicate poverty, it is an area of policy whose importance is once more being recognised.

For over 50 years there has been a body of public initiatives, policies and institutions which have been directed toward the provision of housing for low-income populations in both developed and developing country cities. Prior to this there were, of course, numerous examples of governments, private companies, charities



and philanthropists acting to house their workers, the destitute and those 'in the way' of projects to redevelop and valorise areas of strategic importance within cities. Nevertheless, only since the 1950s has there been a body of public policies consistently identifiable across cities, regions and countries that have aimed to house the urban poor and which can be referred to as low-income housing policy.

During the 1950s and 1960s, central governments of developing countries around the world took an interventionist stance in many areas of society and economy, a policy stance informed by the theories of modernisation and a desire to leave their Third World status behind. In the field of housing, this translated into conventional housing policies, resulting in the construction of estates of modern, finished housing units, and the establishment of financial systems to capture savings and generate resources for housing programmes. Subsidised to ensure access to the poor (if only in rhetoric), such housing was built to resettle the growing populations of the slums and squatter settlements that were seen as inconsistent with the image of the modern city. Not only did the razing of slums and squatter settlements free up valuable land for redevelopment, but the construction of conventional housing estates was also a

means to stimulate economic growth. The labour- and materials- intensive construction sector stimulated domestic industry and produced jobs and wealth, as shown by DPU research conducted by Ronaldo Ramirez and Jorge Fiori in Caracas (Venezuela) in the 80s. It was hoped or assumed that such growth and wealth would eventually act to improve the lot of all citizens and attempts to directly assist the poor were few and far between. The public housing estates built for the slum and shanty-dwellers were usually on peripheral land, of poor design, and frequently unaffordable or unsuited to the poor, reflecting the primacy of the economic rather than social motives of housing policy in the 1950s and 1960s.

By the late 1960s, the consequences of the inability of governments around the developing world to fulfill its promises of trickle down and wealth creation became so glaring that rhetoric was no longer sufficient to appease social pressure for change. In the field of housing there was a global transition away from conventional programmes that were expensive and ineffective, and instead non-conventional policies of sites-and-services and settlement upgrading were heralded as a means to address housing problems through utilising and aiding the self-help housing efforts of the urban poor. Such policies aimed to quash social unrest

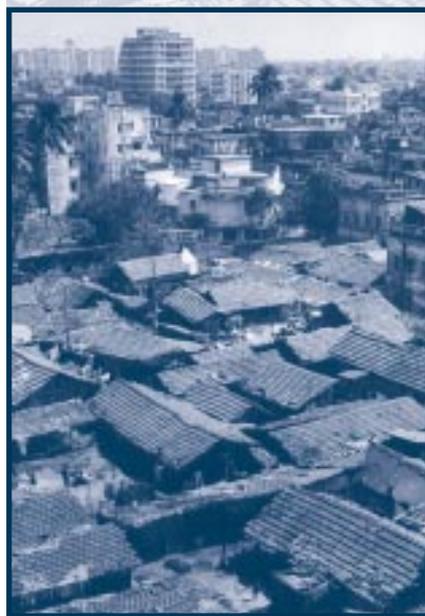
and reduce costs, but also to alleviate poverty. The latter was to be achieved by meeting the basic needs of the poor, providing them with sufficient subsidised resources that would act to stimulate their own investment in their housing, encouraging their participation in labour-intensive projects that would increase their productivity and employment opportunities. In 1972, the World Bank launched its first sites-and-services project in Senegal and 10 years later it had funded more than 70. Upgrading projects, such as the Million Houses Programme in Sri Lanka in which the DPU (particularly its current Director Patrick Wakely) was involved, grew to be more popular still, a popularity founded not only on their lower costs, but also on the political and social gains to be won from avoiding evictions.

By the early 1980s, housing policy was once more in flux, with debt crises and resulting stabilisation and structural adjustment programmes causing the disappearance of the poverty alleviation objective from housing policy. The result was a shift away from housing projects for the urban poor to the reform of the housing sector as a whole, in line with macro-economic reform. The multiple executive, technical, financial and administrative institutions and systems that had proliferated in the housing sector since the 1950s became the subject of drastic cost cutting. Expenditure in all social sectors was slashed at a time when poverty and inequality in many developing countries grew at alarming rates. It was only by the late 1980s that the alarm bells began to be heeded and the orthodox neo-liberal policy of economic reform began to be somewhat softened. In the housing sector, this was revealed in the 'enabling approach' of the World Bank that talked of the need for institutional reform to promote local government and its ability to manage lands markets, infrastructure, the construction industry and urban planning, with greater participation from the private sector and NGOs and community organisations.

Such an emphasis on participation, partnership, local government and cross-sectoral planning for better urban management remains very much at the heart of the current phase of housing policy. It is now accompanied, however, by an explicit emphasis on the need to alleviate, if not eradicate, the poverty of women and men living in squatter settlements, slum

tenements, and illegal-sub-divisions, sometimes amounting to over 50 per cent of city populations. As shown by recent DPU research on the Favela Bairro programme in Rio de Janeiro (Fiori, Ramirez and Riley in 1999), this emphasis on poverty alleviation means that housing, education, health, employment and the environment are sectors that should no longer act unilaterally, but in strategic combinations. Such a multi-sectoral strategy is reflected in the Habitat Agenda and is intended to mirror the multidimensional aspects of poverty and includes :

- improving the incomes of the poor;
- enhancing their ability to access the job market through better education;
- reducing the incidence of diseases such as cholera, malaria, HIV-AIDS;
- improving housing conditions by increasing security of tenure and access to housing resources;
- and, finally, enhancing their political and social integration into the city by creating democratic channels for their participation in initiatives which affect their lives and the management of the city as a whole.



Housing policies and programmes that illustrate this integrated, comprehensive and participatory approach are still few in number. The institutional and contextual conditions needed to ensure that the approach can be implemented at a large scale are not those found in most developing country cities. Some of the variables that need to be in place for the latest phase of housing policy to turn into action on the ground are:

- strong local government capable of internal institutional and political reform to ensure the integration of sectoral activities at both policy making and execution levels;
- financial resources to provide adequately subsidised investment on a large scale;
- management skills to foster partnerships with the private sector and to oversee the activities of numerous actors accustomed to working alone;
- innovative approaches and tools to redesign public and private spaces that explicitly mainstream gender and social diversity;
- professionals capable of stimulating the participation of settlement residents used to regarding government with hostility or indifference;
- authorities willing to give up some of their power and hand over decision making powers to communities and NGOs.

Over the last 50 or so years of public policy in the field of housing for the urban poor, the concern to meet the real needs of the poor has waxed and waned. Even today, with increasingly sophisticated and complex urban management approaches to develop more democratic and sustainable cities, cities in both developing and developed countries continue to produce examples of profoundly undemocratic and discriminatory practices and policies. In the arena of housing, most policy makers in developing countries continue to rely on modest infrastructure upgrading programmes and projects, while some continue to neglect or bulldoze squatter settlements. Some cities even appear to be going backwards and aim to resettle the majority of the city's squatters and slum residents in high-rise blocks of flats. Such approaches fail to recognise the rights of the poor to decent housing, safe and secure living conditions, access to basic infrastructure, employment opportunities and education and health services, and the right to influence decisions which profoundly affect their lives. The latest phase of housing policy is built upon a recognition of such rights, and even though its complexities and ambitions make it a tall order for even the most capable and well-resourced of governments, the principles and practices on which it is built can serve to inform more sustainable approaches and, over time, strengthen their capacity to meet the range of social, economic and political needs of the urban poor.

# research on

[www.ucl.ac.uk/dpu/research.htm](http://www.ucl.ac.uk/dpu/research.htm)

## Rapid Urban Spatial Planning in Ghana and Uganda

This DFID funded project aims to develop alternative approaches to conventional spatial planning and to institutionalise the practice of spatial planning. Field investigations have led to the drafting of training materials for urban spatial planning to guide urban infrastructure investment, which have recently been tested in pilot training workshops.

**Michael Mattingly** and **Julio Dávila** ran the first workshop in Sunyani in February 2001. Ghana was chosen because it is actively decentralising government to the local level and is engaged in urban service infrastructure development, while Sunyani was attractive because the Chief Economic Planner for the region, Nicholas Sintim-Ofosehene, who, incidentally is a graduate of a DPU short course, was enthusiastically interested and had the authority to bring together the economic and the town planners from all of the districts of the Brong Ahafo region. In total, 36 people participated, including some chiefs from the traditional administration and representatives of service-providing agencies.

Over the two day workshop, materials explaining a simpler and more rapid method for conducting urban spatial planning than is common were distributed and explained, using a hypothetical example. One message of the materials is that this type of spatial planning is not for land use control or regulation and that the methods should not be confused with those of traditional town planning, with all of its problems. After the event, the participants returned to their offices with the tasks of picturing the future of a town that they know well and estimating the additional service infrastructure that will be needed over the next five years from a physical development point of view. Their ability to use the materials and the explanations given in the two day workshop was a good test of the materials and the methods.

In March, a follow-up workshop was organised. Working in teams, the participants presented the pictures of what 10 towns in the Brong Ahafo Region would

be in five years and their estimates of additional infrastructure needs from a physical development perspective. All showed signs of using the training materials, producing the basic knowledge that was needed for investment planning. Although it is difficult to measure the added value of the training materials for the physical planners involved, this was clearly the first time they had done such an exercise.

The second pilot workshop started in April in Jinja (Uganda). **Julio Dávila** and **Michael Mattingly** delivered the first part of the workshop to eight participants, building on the Ghana experience. In May, Michael returned to attend feed-back presentations. With fewer participants than in Ghana, a broader and deeper exploration of the cases of the municipalities involved was possible. The workshop became a vehicle for an exchange of information between the municipal council technical officers and the ministry officer responsible for promoting local government infrastructure investment plans. "I reckon that this exchange, and the network building that accompanied it, were worth several times over the effort of mounting the workshop" says Michael. "We learned about the kinds of service facilities that are needed in municipalities, the scale of the need, how different the needs can be from one place to another, and how spatial planning considerations actually matter when deciding on a programme of expenditures. We also learned about the Ministry's policy, intentions, procedures, and areas of knowledge and ignorance. Moreover, as in Ghana, the occasion provided an opportunity that was all too rare for council technical officers to share experiences and views and to advise one another." The training materials – containing a number of modifications generated by their trial in Ghana – served their functions well and there were discussions about how such training might be extended to other Ugandan municipalities.

The materials tested in these workshops have been put together with notes for trainers, making a document that can serve as both a training manual and a user's manual. A form is used that makes for easy

photocopying. This document has been distributed widely, but it can also be downloaded from the DPU's website.

## Wrapping up the Environmental Planning Management for the Peri Urban Interface project

This three-year research project funded by DFID concluded in March 2001 with the production of a set of Guidelines for strategic environmental planning and management of the peri-urban interface (PUI). The guidelines were formulated by critically reviewing and consolidating the existing knowledge and experience world-wide concerning environmental issues and actions at the peri-urban interface and then discussing the results with representatives of government, NGOs, CBOs, universities, and business and with citizens in and around five cities: Hubli-Dharwad, India, Kumasi, Ghana, Manizales, Colombia, Curitiba, Brazil, and Chennai, India. Local collaborators gathered information and opinions, and organised workshops for these discussions. Pre-existing research in Hubli-Dharwad and Kumasi provided a wealth of information about their peri-urban interfaces and effects upon the livelihoods of the poor of a kind and a depth that is unique. In addition, representatives of more than ten international development support organisations - including ICLIE, UNCHS, USAID, DFID and IIED - provided critical commentary on the draft recommendations.

Later, local collaborators in Hubli-Dharwad, Kumasi, and Manizales conducted activities to field-test various means of disseminating the guidelines. These included the website, posters, street plays, a video, and leaflets, as well as a set booklets. The overall purpose of the dissemination strategy used was twofold:

First, to reach the poor affected by the peri-urban interface with knowledge that empowers them to become involved in issues and actions that relate to their own lives.

Second, to raise awareness among and support other relevant actors in order to

increase their capacities to participate in the environmental planning and management of the peri-urban interface, such that it contributes to the livelihoods of the poor and enhances the sustainability of the natural resource base.

Testing the various materials used, was a vital part of understanding the relevance, clarity and usefulness for different users of the dissemination materials. It was through these tests that final decisions upon which materials to use and how to use them were made. Testing of the dissemination materials took place using four different strategies:

- Consultation with external support agencies: a draft version of the contents of the guidelines was given to over 30 external support agencies on which they commented upon relevance, clarity and usefulness. The feedback was used to adjust the contents of the guideline booklets, defining the most appropriate format for their final edition.
- Direct interaction with poor villagers: using local intermediaries in Hubli-Dharwad, slides, leaflets, posters and street plays were presented to and discussed with peri-urban villagers. These activities were conducted through the Extension Agricultural Centre of the local university and through a local NGO working directly in four villages.
- Training workshops: held in the three localities of Hubli-Dharwad, Manizales and Kumasi. Using and building upon the structures created for earlier workshops, the ability of training materials to mainstream the principles advocated in the booklets/ guidelines in the work of local actors (local government and NGOs) was explored.
- Questionnaires and discussions: with users from local and regional government agencies and NGOs, allowing assessment of the usefulness of the booklets and the website.

A detailed account of the process and outcomes of the dissemination strategy can be found in the PUI website: [www.ucl.ac.uk/dpu/pui](http://www.ucl.ac.uk/dpu/pui). The guidelines produced after the dissemination test can also be downloaded from the website.

The research team was led by **Adriana Allen** and included **Michael Mattingly**, **Julio Dávila** and **Patrick McAlpine**. Building on the knowledge and experience obtained throughout this project, the Peri-urban Research Project team is now organising an International Conference on “Rural-Urban Encounters: Managing the Environment of the Peri-Urban Interface”. (See DIARY and flyer enclosed)



For more information or for a hard copy of the guidelines contact: [a.allen@ucl.ac.uk](mailto:a.allen@ucl.ac.uk)

## Communication for Sustainable Urban Livelihoods (CSUL)

‘Communication for Sustainable Urban Livelihoods’ is the title of a 28-month action research project funded by the UK government’s Department for International Development (DFID) under the Engineering Knowledge and Research (KAR) Programme of its Infrastructure and Urban Development Department. The project is being managed by the DPU in partnership with researchers in the three cities of Nairobi, Colombo and Rio de Janeiro. The research partners in these cities are: Nairobi - Wendy Taylor (freelance consultant) and Sarah Gitau; Colombo – Sevanatha Urban Resource Centre; Rio de Janeiro – the Brazilian Institute of Municipal Administration (IBAM) and the Brazilian Institute for Social and Economic Analysis

(IBASE).

The purpose of the project is to increase the effectiveness of communication processes between government authorities responsible for the provision of services, infrastructure and land to low-income groups and those living in poor communities. To achieve this aim the research seeks to understand processes of communication between government agencies and low-income communities, also examining the roles played by any non-governmental actors. The research seeks to understand not only the patterns and methods of communication and information exchange, but also explain them, analysing the values, attitudes and prejudices which influence how people communicate, who communicates and with what outcome in terms of the transfers of resources to poor women and men. The project also aims to develop strategic guidelines to improve communication processes so that development actors can enhance their understanding of each other’s needs and constraints, enabling them to improve the equitable and efficient distribution of resources that are essential to the livelihoods of the urban poor.

The project got underway in March 2001, and to date, in addition to conducting a literature review, this inception phase of the research has centred on refining of objectives and methodology of the research. **Patrick Wakely** and **Elizabeth Riley** made trips to Nairobi, Colombo and Rio in May and June, spending time with the research partners to define how the research would be conducted in each of the three cities. Visits were also made to local DFID offices, to local policy makers in municipal and regional governments, UNCHS-Habitat, and the British Council to foster support for the project. Between now and August of next year, the research teams will be undertaking their fieldwork in a range of squatter settlements and tenement slums, in local and regional government offices and agencies, and also working with relevant NGOs. The result will be case studies to be discussed at regional workshops, counting on the participation of community, government and NGO actors from all three cities at all three workshops. These will also be an opportunity to begin to formulate strategic guidelines to improve communication flows and negotiation processes. For further information contact: [e.riley@ucl.ac.uk](mailto:e.riley@ucl.ac.uk)

# head on

## Academic news

### MSc in International Housing Studies

Focus On in this issue discusses the evolution over policy approaches to housing the urban poor over the last 50 years. Like housing policy and practice, the DPU's MSc housing course has not stood still. Currently it has a new Director, with Elizabeth Riley taking over from Ronaldo Ramirez following his retirement. The course has also changed its title from Urban Housing to International Housing Studies to reflect a broader comparative base to the course, introducing some elements of UK and Eastern European housing policy, though remaining primarily focused on developing countries. Taking this international perspective, the course provides an understanding of the evolution of policies and practices to house the urban poor, examining the changing roles of government, private, non-governmental and community sectors in the provision, management and maintenance of housing and urban infrastructure.

The course aims to explore how housing programmes and projects can be designed and implemented to address poverty within the broader context of urban development processes. It gives emphasis to comparisons between and within countries of the South and North, to upgrading and urban regeneration initiatives, to participatory housing programmes and projects, to land, housing and housing finance markets, and to the impact of context and culture on housing policy and practice. The core modules of the course are now: 'Theories for Housing Policy and Practice'; 'Housing Policy in Comparative Perspective'; 'Housing Programme and Project Design and Management'; and 'Land, Finance and Housing Markets'. For more information contact: [e.riley@ucl.ac.uk](mailto:e.riley@ucl.ac.uk)

### PhD Awards

Congratulations to the following who have been recommended to the University of London for a degree of doctor of philosophy.

**Abdul Moshen M. Reshoud** '*Decentralisation in the Kingdom of Saudi Arabia. The Role of the Provincial Council with Special Reference to the Riyadh Province*'.

**Fernando Salamanca** '*Sustainability of Urban Social Projects: The case of the social investment fund in Chile*'.

**Jesus M Navarrete Heredia** '*Participation as Negotiation: The Implementation of Government-led Participatory Housing Strategies in Guerrero, Mexico*'.

Jesus' PhD thesis is an investigation into the participation of low-income users in public housing. It uses evidence from a Mexican case study to challenge the cynicism towards government-led participation which has become the norm, and which has engendered scepticism towards the role of government in the design and implementation of participatory housing strategies.

Cynics have questioned the developmental worth of participation, claiming that the participation of low-income users in government-led housing initiatives is exploited for purely instrumental objectives and political advantage. The premise of this thesis, however, is that such participation can be significant and can result in improved housing and living conditions for the users involved. This premise is based firstly on the assumption that some form of relationship between low-income users and the government is inevitable in these initiatives; and secondly on the proposal that these are relationships not of exploitation and subjugation, but of negotiation. The way to understand participation is through the negotiations between low-income users and

government officials that develop during the implementation of these housing strategies.

The thesis is based on the systematic examination of the processes of negotiation that develop during the actual execution of government-led participatory housing strategies. It investigates the housing process which took place in the 1980s in 'Los Amuzgos', a low-income settlement in Zihuatanejo, Guerrero, Mexico, and which was supported by various government-led participatory housing initiatives. Through this examination, the thesis contributes to the understanding of the potential of government-led housing strategies to engender significant forms of participation, countering current scepticism and arguing for greater recognition of the role of governments in fostering the developmental benefits associated with participation.

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### Speakers' corner

The following speakers delivered lectures at the DPU:

**Colin Hines**, Associate, the International Forum on Globalisation and former Head of Greenpeace International Economics Unit: The new protectionism of localisation will save the world.

**Prof. Irene Tinker**, Professor Emerita of City and Regional Planning and of Women Studies, University of California, Berkeley, USA: Paths out of Poverty, the case of street food vendors.

On the occasion of the exhibition "Century City: Art and Culture in the Modern Metropolis" at the new Tate Modern Gallery Thames in London, **Julio Dávila** was invited to participate in a 30-minute programme for the BBC Latin American Service.

### New DPU Working Papers

No 114: *The Social Context of Built Form: The Case of Informal Housing Production in Mexico City*, A Walker, 2001

No 115: *Housing Use Value at Three Levels of Analysis: The Case of Basic Housing in the Santiago Metropolitan Region*, L Brunelli, 2001

No 116: *Singapore's Export Promotion Strategy and Economic Growth (1965-84)*, Chao-Wei Lan, 2001

New and selected DPU Working Papers are now downloadable from: [www.ucl.ac.uk/dpu/public.htm](http://www.ucl.ac.uk/dpu/public.htm). For paper copies, you can still contact the Publications Officer: [dpu@ucl.ac.uk](mailto:dpu@ucl.ac.uk)

# publications

## Implementing the Habitat Agenda: In Search of Urban Sustainability

DPU, London, ISBN 874502-00-5

This book presents a series of 84 concrete examples of innovative approaches to participation and partnership between governments and low-income urban communities in implementing the Habitat Agenda. It was commissioned by DFID as a contribution to the United Nations General Assembly Special Session in June 2001 (see Opinion, p.12). The book sets out to demonstrate that new relationships between public sector agencies and civil society can be established, even within the most entrenched bureaucracies and domineering political regimes, and that they are effective.

Running throughout the book is a 'narrative argument' that makes the case for the devolution of authority and good governance, and the development of partnerships between government, civil society and the private sector in managing urban development and the administration of municipal infrastructure and services. This is broadly presented under the two main headings of the Habitat Agenda: 'Sustainable Urban Development' and 'Adequate Shelter for All'.

The case studies, closely referenced to the narrative, have been drawn from programmes and projects that have been implemented since 1996. They are broadly grouped under the headings of 'Shelter', 'Social Development and the Eradication of Poverty', 'Environmental Management', 'Economic Development', and 'Urban Governance' and embrace examples from all regions of the world. They illustrate initiatives that have been initiated by urban communities, NGOs, local authorities and central government agencies. They are not all success stories or best practices, but they all have important and innovative lessons.

The final message of the book is that the first five years since Habitat 2 have shown that "it

can be done" and the next stage is to "go to scale". Thus it calls for the development of new community and city networks and international exchanges and co-operation that are able to disseminate experience and transfer the lessons from them.

The book was researched and written by **Patrick Wakely, Nicholas You, Sonja Meijer, Anna Soave** (also design and typeset), **Julian Walker, Jesus Navarrete, Elizabeth Riley, Tamsin Ramasut** and **Irene Wong**.

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**Nadia Taher**, *'In the Shadow of Politics: US AID-Government of Egypt Relations and Urban Housing Intervention'*: Environment and Urbanisation, Vol 13, No 1, April 2001.

This paper shows how international and local politics influence aid projects, using the example of Helwan housing project in greater Cairo funded by USAID. Most discussions on aid focus on its economic role, neglecting how politics within donor and recipient countries often limit its effectiveness. In describing the implementation of this project, the paper shows the dependency of international donors on recipient government agencies and the considerable power of the latter in the aid relationship.



"Guiding Cities" by **Babar Mumtaz** and **Emiel Wegelin**. Designed as a "one-stop" source of current best advice, the primary objective of the book is to provide a guide for those concerned with economic or social development, as well as those concerned more directly with urban development and management, to the main issues and the range of options available to deal with them. The book contains examples of practice generated by the Urban Management Programme in cities in countries around the world. "Guiding Cities" is available from UNCHS, Nairobi ([ump@unchs.org](mailto:ump@unchs.org)) or directly from the DPU.

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## GENDER MAINSTREAMING CONFERENCE ON THE WEB

The proceedings of the International Conference 'Mainstreaming Gender in Policy and Planning: South-North Experience' (June 1999) are available on [www.ucl.ac.uk/dpu/genindex.htm](http://www.ucl.ac.uk/dpu/genindex.htm).

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# hands on

## DPU staff consultancy work, training and professional courses in the UK and abroad and DPU's participation in international networks.

### HABITAT in New York

In June, **Patrick Wakely** was a member of the British Government delegation to the United Nations General Assembly Special Session (UNGASS) on the Implementation of the Habitat Agenda, 5 years after Habitat 2, the Istanbul conference. He was also appointed by the United Nations as the facilitator of one of the four sessions of the Thematic Committee that ran in parallel with the General Assembly plenary. (See Opinions, p.12). This provided the opportunity to comment upon and lead the discussion on issues of Urban Governance based on presentations from Nigeria on the ambitious and progressive policies of the new democratic government; the city development strategies of Lyon and Barcelona; and the 'social inclusion' strategy of the municipality of Santo Andre in Brazil.

Other important presentations to the Thematic Committee included South Africa's policy for the right to adequate housing; Community driven sanitation in India, presented by SPARC and the National Slum Dwellers Federation; comprehensive urban environmental renovation in Chengdu, China; the Thailand Urban Community Development Fund; participatory municipal budgeting in Peru; and urban poverty reduction strategies in Morocco.

In New York, Pat and Nick You, Co-ordinator of the Habitat Best Practices and Local Leadership Programme, launched the DFID-funded book "Implementing the Habitat Agenda: In Search of Urban Sustainability" (see Publications, p.9). The book was introduced at a two-hour session attended by more than 100 delegates, NGOs and multi-laterals representatives, where it was extremely well received and provoked a good discussion. It was then formally launched by Anna Tibaijuka, Executive Director of UNCHS and John Hodges, Head of the Infrastructure and Urban Development Department of DFID, at a cocktail party for some 250 delegates hosted by the UK Ambassador to the United Nations.

Many many DPU alumnae and friends were at UNGASS as national delegates, members of NGOs and international agency officials. It

would be nice to name them all, but that would require another two full pages of DPUNews. Sorry.

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### Género y Desarrollo

For the third year running, **Claudy Vouhé** presented a two-day workshop to the students of the Master Course in Gender and Development at the Institute for International Studies of the Complutense University in Madrid (ICEI). "Students were about to leave for their placement, mainly to South America, so they were very keen on the practical tools our methodology has to offer". ICEI's feedback from last year's students confirms that they have successfully used the Web in their field work.

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### Devolution and local governance in Ghana

In May, **Patrick Wakely** continued playing an advisory role in a new programme with Ibis (a Danish NGDO with whom the DPU has worked in Namibia since the early 1990s). Pat's visit followed a three-week mission in February 2000 in which he contributed to a pre-appraisal study for a sustained (10 years plus) programme to support the District Assembly process of devolution and local governance with emphasis on strengthening civil society organisations. This trip was to update the conceptual framework of the project in the light of demands made by Danida (funders of the programme) and the change of government in Ghana following the recent elections.

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### Gender and Water

The London-based NGO WaterAid has been promoting the integration of women in its projects for many years and is committed to mainstream gender in its work with over 600,000 people in 13 different countries. To jump start this process, a two part Strategy Development Workshop was held at the DPU for 15 staff of WaterAid UK, facilitated by **Caren Levy** and **Claudy Vouhé**.

The first workshop served to clarify basic gender concepts and to introduce key tools

for gender diagnosis and planning, using WaterAid's own projects as case studies. Participants applied the "Web of Institutionalisation" to diagnose the extent of gender mainstreaming in their programmes and procedures, gradually moving from diagnosis to strategy development. A follow-up workshop was held six weeks later to review what participants had been able to do, the difficulties they had faced, and what new ideas they had been able to develop with their colleagues at WA between the two events. A gender working group was created to ensure follow-up.

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### Metropolitan Environmental Management in Argentina

For the third year, **Adriana Allen** gave a two-week seminar in Political Ecology and Urban Sustainability Theory to the students of the Masters Course in Metropolitan Environmental Planning at the Faculty of Architecture, Design and Urbanism of the National University of Buenos Aires.

The seminar covered both theoretical and methodological aspects of a political ecology approach to environmental management. Participants applied the contents of the seminar to the elaboration of a Local Agenda 21 for the metropolitan area of Buenos Aires.

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### NETWORK NEWS

N-Aerus (Network-Association of European Researchers on Urbanisation in the South) held a workshop in Brussels/Leuven (2-4 May) around the theme of illegality and informality. This workshop was the last in a series of three events supported by the European Science Foundation and was attended by DPU's **Liz Riley** and **Michael Mattingly** (who co-ordinate the network) and **Edesio Fernandes** (DPU Associate).

According to Michael "there was an underlying current of scepticism that the provision of legal, formal land title could serve as a general remedy to urban poverty, as suggested by Hernan De Soto and embraced by the World Bank. Two of the sessions extracted evidence and argument from on-going research that this notion was too simplistic and that formal land title had benefits that could indeed be considerable, but only under certain circumstances and at certain times that may not occur frequently. Evidence was collected showing that,

although there was an indirect relationship between illegality/informality and urban poverty, this could be beneficial as well as negative, ie. that the relationship was not one in which the poor necessarily became trapped to their disadvantage, and that the relationship was always changing. There was evidence in practice (in Dar es Salaam) of community recognition of rights and community regulation of land development behaviour that provided just one alternative to providing legal title. There was also evidence of bank lending (in Lima) that paid more attention to the possession of the regular income of a salaried job than to the possession of a title deed. One conclusion was that future research was needed into just who gains and who loses from formalisation and legalisation, under what circumstances, and what exactly are these gains and losses". Reports from the sessions will be posted on [www.naerus.org](http://www.naerus.org).

At the general assembly meeting following the workshop, Liz and Michael were asked to continue as coordinators of N-aerus for

another year. N-AERUS now has a formal, legal entity, incorporated in Belgium, that can accept funds. Michael was chosen to be on the board of directors and to be its first chairperson.

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During May and June, **Michael Mattingly** delivered a series of lectures on urban management at the Institut Français d'Urbanisme in the University of Paris VIII, using case studies of Oshakati (Namibia), Calcutta (India), Dar es Salaam (Tanzania) and municipalities of Nepal. The audience were French post-graduate students in a course on urban development and management who have a particular interest in the problems of the countries of the South.

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**Julio Dávila** presented the results of his research about the work of private foundations in helping alleviate poverty in Cali (Colombia) at an international conference entitled "Cities for Life" held in Bogota in May. This was a preparatory meeting of the Latin America and Caribbean region to the Istanbul+5 conference in New

York. The full report of this research will be published by the International Institute for Environment and Development (IIED) later this year.

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**Claudy Vouhé** presented the DPU gender methodology at the "Women and the City" seminar organised by the Department of Urbanization at the School of Architecture in Madrid. There were interesting cases of approaches to urban planning that were "gender and participation" aware in several European cities, highlighting the contribution of gender to effective and efficient environmental and cosmopolitan planning as well as the need for a "Women's right to the city". [www.inicia.es/generourban](http://www.inicia.es/generourban).

Claudy also took part in a seminar on "Gender, Population and Development" in Abidjan (Ivory Coast) which brought together policy-makers and practitioners mainly from Francophone countries.

# staff news

## Goodbyes and Hellos

The DPU has restructured its administrative team to accommodate new and increasing demands arising from the Unit's diverse activities. **Deepa Visavadia** has moved from Courses Administration to become the Senior Executive Officer whilst **Frankie Liew** has moved from the Documentation Centre to become the Courses Administrator, assisted by a new member of staff, **Paula Clay**. **Trevor Long** is the new Maintenance Officer and Administrator of the Documentation Centre. He previously worked for the Architectural Association, and remembers the DPU's historical beginnings in the mid-1970s!

**Claire Edwards** has returned to the corporate world and **Apollon Kabahizi** is now working with *Survivors of the Rwandan Genocide*.

**Tamsin Ramasut** has also left. Tamsin started working at the DPU in 1996, after completing her MSc in Urban Development

Planning. During the last five years, she has been teaching on the Diploma and Social Development courses and has also been part of research teams (eg. on "Urban Sustainable Livelihoods" and "Energy, Livelihoods and Poverty") which took her to Indonesia and Egypt. Recently, she was part of the team which prepared the book "In Search of Sustainability: Implementing the Habitat Agenda". Tamsin has no definite plans as of yet but if anyone has a job for her anywhere near a tropical beach, she would be most grateful!

**Claudy Vouhé**, current editor of DPUNews is also leaving, moving to a quiet part of France. "London is too much for me!" Since joining the DPU in 1997, Claudy has worked principally on the Gender Policy and Planning Programme with Caren Levy and Nadia Taher. "I am forever indebted to Caren and Nadia for the gender spectacles they've helped me build. Being in the Gender team

has not only been challenging and rewarding, it has also been pleasurable and fun. I have learned so much from the DPU, both from students and colleagues. I will remember all of them fondly on my daily *country walks!*" Claudy will work as an independent consultant and remain an Associate of the DPU. [cvouhe@aol.com](mailto:cvouhe@aol.com)

**Patrick McAlpine** (ESD 98) completed his MSc in Environment and Sustainable Development in 1998 and started working at the DPU in January 2001. Since then, he has collaborated in the final production and dissemination of the Guidelines for strategic environmental planning and management of the peri-urban interface (PUI). He is currently working in the organisation of the PUI International Conference that will be held at the DPU in November 2001 and also assisting Adriana Allen in the Environmental Planning and Management Programme of the DPU. [p.mcalpine@ucl.ac.uk](mailto:p.mcalpine@ucl.ac.uk)

# connections

**Nyachiriga Bright Msalya** (EPM Diploma, 1990): "Since January 2000 I have been working as a participatory methods training officer for RIPS (Rural Integrated Project Support), a Finnish government funded participatory rural development programme in east southern Tanzania. Councils main tasks there include the facilitation of participatory methodology in workshops with district staff, councillors and village facilitators as participants, so that they in turn can facilitate sustainable community action plans in their own areas. Participatory planning and demand driven development processes and democratisation form the core of the local government reform programme in Tanzania. RIPS is now in its third phase and will end in 2005. Besides RISP, I am now in the second year of a degree course at the open university of Tanzania at Mtwara Centre and I would like to be in touch with course mates of DPU Sept 1990!" [mtwara@twiga.com](mailto:mtwara@twiga.com)

**Joanna Raynold** (UDP 96) is working as a Physical Planner for the Government of St. Lucia on Regularization of Unplanned Settlements, a special programme aimed at rationalizing squatter settlements which have become established on public land. Its is the first programme of its kind in the Caribbean. "It was exciting at first but planning in the small islands can be frustrating too!"

**Gastone Rusiha** (DAP 2000) is back in Kigali: "What I found when I came back home was tough and very challenging. Very many fundamental changes have taken place in Rwanda, both in democratisation and in the building of the economy. Initially, I was appointed as Director of Personnel and Training in the Kigali City Council. In the first Local and Municipal elections since independence from Belgium 39 years ago, I was elected as Deputy Mayor of the Kigali City Council. My responsibilities extend to Social Services in the city. The country is now returning to normal and the economy is picking up with an annual growth of 5%, although social legacies emanating from the war and genocide continue to be a huge burden for us". [rusahagastone@hotmail.com](mailto:rusahagastone@hotmail.com)

**Alexia Spanoudaki** (UDP 2000) was accepted to do a PhD at a Greek university but decided to join the family business for a

while. So, she is in the real estate business and very happy! She is in touch with course mates Amilia (research assistant at a Greek University), Tom (in South Africa) and Marco (in Iran). [Alexiasp@hol.gr](mailto:Alexiasp@hol.gr)

News from **Shubhagato Dasgupta** (Int. Housing 96): "I am now Assistant Vice President - Operations (Urban Infrastructure) at IDFC, a hardcore Financial Institution. The job profile is to finance urban infrastructure projects to the private sector and also to provide advisory services in the sector. I am looking forward to being directly engaged in funding exercises which would involve financial modeling and provide crucial exposure that I feel is very important to the development of the urban sector in the future. Paromita has also been enjoying her work at the WB". [Sdg@hudco.aworld.net](mailto:Sdg@hudco.aworld.net)

**Sivilla Papa** (ESD 2000) "I have started working for the Intermediary Company for the Operational Programme of Energy (OPE) in Greece which provides public co-financing to investments in Greece. OPE concerns itself with energy saving and/or applications of renewable energy sources. My responsibilities include monitoring and technical economic auditing of any energy-related projects undertaken by existing enterprises in Greece. My first degree in Physics together with the DPU MSc offered me a wide range of professional opportunities. The combination of environmental and economic modules offered me a grounding in micro-economic analysis and provided me with a critical perspective in environmental considerations and management mechanisms and the way the latter enter into the development of strategies and programmes adequate to address urban contemporary problems and the sustainability problematic. All proved to be extremely useful in my new job. I really enjoyed the whole DPU experience, the seminars and the field-trip, and I loved the philosophy of the department that places emphasis on written essays and projects and encourages the development of close relationships between students and tutors. I find it essential, given the huge amount of work that students are required to do. Hard work or time pressure and deadlines are no longer an issue for DPU graduates! I had a really good time last year! [syvp@yahoo.co.uk](mailto:syvp@yahoo.co.uk)

**Makiko Hisatomi** (ESD 2000) is working in London for a Japanese telecom company. "I know it has nothing to do with what I've learnt in the DPU, but it is quite relevant to my degree. PS - I miss my DPU friends!". Tel: (0)58 596795. [M.Hisatomi@Fujitsu.co.uk](mailto:M.Hisatomi@Fujitsu.co.uk)

**Sanjay Gaurav Verma** (Dip Urban Planning Practice 91) is trying to contact Myrna Ragasa from Manila, Philippines. [sanjay\\_gaurav@yahoo.com](mailto:sanjay_gaurav@yahoo.com).

**Musharraf Rasool** (DAP 98) "I have been transferred to Karachi from Peshawar, in the south of the country. During my long Government leave, I carried out a short term assignment for UNICEF and IUCN. These have been very interesting and I am thinking of continue doing such work until I go back to the government". [mrcyan@hotmail.com](mailto:mrcyan@hotmail.com)

**Enrico Corubolo** (UDP 99) writes from Italy: "Life is F.I.N.E. I live in a flat with a great view on the city and the sea (god, I missed that in London!), I have a decent job (National Institute of Statistics) which doesn't keep me too busy and gives me money to live on and time to play music". [corubolo@istat.it](mailto:corubolo@istat.it)

**Subramanian Karuppiah** is now working as a Lecturer of English in a private college and still hopes to do his PhD at the DPU if the opportunity arises. [subu\\_india@yahoo.com](mailto:subu_india@yahoo.com)

**Igor Nemghirov** (DAP 99) wrote to say: "Thank you! Now, I begin to understand how the teaching of the DPU helped me. I'm working as Senior Researcher and Representative in Moscow in Kalmykian Institute of Economic, Social and Legal Research. I just have finished an article "Critical Assessment of Concepts of Globalisation and National Competitiveness in appliance to Republic of Kalmykia", which is going to be published in the Institute's magazine". [nimgrin@hotmail.com](mailto:nimgrin@hotmail.com)

**Hattori Satoshi** (UDP 98) got married last November. [hattos@gol.com](mailto:hattos@gol.com)

**Rose Chimansa** (UDP 97) is now Programme Manager for PROSPECT (formerly PUSH), CARE Zambia's

largest project. It is a poverty alleviation programme working in peri-urban settlements of Lusaka and Livingstone. The Livingstone programme has now been completed after two years and is being phased out, with concentration now being in Lusaka. PROSPECT stands for Programme of Support for Poverty Elimination and Community Transformation and is multi-sectoral in nature. It is a five year programme, targeting 600,000 beneficiaries, which began in March 1998 and will end in March 2003. The components of the programme are (a) Infrastructure Improvement (mainly covering water projects development / rehabilitation and related environmental health, with the latter mainly focusing on behavioural change), (b) Microfinance whose main output is establishment of community managed savings schemes for the poor, usually those left out by conventional microfinance institutions, (c) Institution Building and Governance, where focus is mainly on promoting the formation and capacity building of local institutions so that they can manage development projects and lobby for services. It is an exciting programme, usually exploring new ways of doing things and using experiential learning to advocate for new policy formulation or policy changes. Currently, there are four community managed peri-urban water schemes, three more are near completion while work has just started on the remainder. The Microfinance programme had undergone a revisioning exercise which led to the piloting of a new strategy tailored to meet the needs of the poorest among the poor. The pilot phase assessment survey has been finalised and the data is now being analysed. The pilot phase included 153 Financial Savings Groups (minimum group membership being 15 and maximum 25) with a total membership of 1,510. More is happening in the area of institution building (examining governance issues i.e. role of civil society versus political leadership) and environmental health.

**chimansa@zamnet.zm**

**Adama Moussa** (Gender French Course 2000) is still with the NGO AFEM (dealing with illiteracy amongst young female urban migrants) in Bamako (Mali) "Je viens de co-animer une session genre et j'ai aussi animé

un debat télévisuel sur le genre au Mali. Ici, on confond "Genre et Développement" et "promotion de la femme". On travaille difficilement avec le genre quand on ne voit que femme. De plus en plus, les gens disent ici: Nettoie tes yeux et porte tes lunettes genre!" **djeou@yahoo.fr**

**Ooy** (UDP 96) "I am very thankful to the DPU Newsletter for publishing my news in their last issue. It means so much to me. I am now thinking of becoming a lecturer after I graduate. In the next few years most Thai universities will be autonomous and I should have more choices. Finally, I would like to congratulate DPU staff for their work in developing countries. It keeps you busy but it pays off! Home address: 110/208 Amornphan 12, Soi Phahoyotin 69/1, Phahoyotin Rd., Bangkok, Bangkok 10220, Thailand.

**c.maneepong@student.unsw.edu.au**

**Emmeline Verzosa** (Gender Short Course) is a Consultant at the University of the Philippines (UP) Center for Women's Studies, also teaches Nutrition as a part-time lecturer at the UP College of Home Economics. She has been involved in setting up the Co-op INSIGHT (Cooperative of Integral Services in Gender, Health and Technology) – a consultancy group initially providing training, project development, and maybe direct services in the future.

Emmeline recently worked in Vietnam on "Integrating Gender in Public Management" hosted by the National Academy of Public Administration. There she met Pham Hoai Giang (Gender Course 91), now the Head of the International Cooperation Dept of the Vietnam Women's Union! Tran Thi Que, her classmate at DPU is with the Centre for Gender, Environment and Sustainable Development Studies (GENDCEN) in Hanoi and is primary author of "Gender Basic Concepts and Gender Issues in Vietnam" published by her office in Hanoi in 1999 (in English and Vietnamese). Yen (another DPU alumni) is Program Manager of a World Bank Project on National Protected Areas and has been working with environment issues. **elv@pworld.net.ph**

**Araki Kosuke** (UDP 97) has started a new job with the Institute for Global Environmental Strategies (IGES),

in Hayama Town. **koaraki@jilc.or.jp**

**Dr. Kian Tajbakhsh** (Diploma 84) is now a professor of urban politics and policy at the Milano Graduate School, New School for Social Research in New York City and is currently on sabbatical in Iran researching the process of institutional reform at the local level. **TAJBAKHS@newschool.edu**

**Odette Bolie Nonkwa** (Gender French Course 1999) from Kinshasa (RDC) writes: "Je suis au HCR depuis une année déjà en qualité d'Administrateur National et j'ai le "Genre" dans mes attributions ainsi que la promotion de la femme réfugiée. Je fais des formations sur le Genre à nos encadreurs de terrain. C'est un net succès.

**BOLIE@unhcr.ch**

**Cormac Rooney** (BUDD 97) is returning to Ireland after spending two years in South Africa. "Jo'burgh is really a fascinating place". **cormacrooney@hotmail.com**

**Peter Elderfield**, who died on 23 January was the founder-president of the Building and Social Housing Foundation that awarded an annual prize for innovative housing initiatives world wide as well as running a series of other events, including an annual workshop on "issues of the day" with far reaching implications been part of the awards (Million Houses Programme in Sri Lanka; Build Together Programme in Namibia; the Development Workshop (John Norton); Surabaya Kampong Improvement Programme (Johan Silas); Costa Rica National Housing Programme and Ismailia (Culpins).

# opinion

## HABITAT FIVE YEARS ON GREAT ADVANCES IN ACTING LOCALLY LITTLE PROGRESS IN THINKING GLOBALLY

by Patrick Wakely and Tony Lloyd-Jones

The United Nations General Assembly Special Session (UNGASS) that convened in June 2001 to review progress in implementing the Habitat Agenda, was in part a success and in part a great disappointment.

The success was the innovation of a 'Thematic Committee' that sat in parallel with the Plenary to receive presentations and to debate issues of substance based upon a series of 16 case studies of alternative approaches to urban development, governance and management that had been implemented since Habitat 2. The examples, each from a different country and representing all regions of the world, embraced national urban policies, regional development strategies, urban governance and management programmes, slum improvement processes. They were presented by ministers, mayors, city managers, NGOs and community leaders in four half-day sessions under the broad headings of 'Shelter and Services', 'Environmental Management', 'Urban Governance' and 'Eradication of Poverty'.

The presentations were professional and informative, and the discussions that followed them were substantial and of high intellectual calibre, with many interesting and progressive policy implications. They demonstrated a high level of commitment to implementing the Habitat Agenda, many aspects of which entail political risk and demand radical administrative reform.

In contrast to the Thematic Committee, the political arena of the General Assembly made little, if any, advance on the Habitat Agenda, despite many hours or tortuous negotiation. This started at PrepCom 2 in February when a series of conservative alliances, in which the new United States administration played a significant role, conspired to hold back any real progress on key issues such as rights to housing, the role of the family, and women's rights to property. At UNGASS China, Egypt and Iran, amongst others, joined forces with the USA in attempts to dilute the Habitat proposals to take forward support for the strengthening of local government.

The hard-line taken by the leadership of the Group of 77 Non-Aligned States (currently presided over by Iran) on this issue almost caused a split within its ranks, with many African and South Asian delegates taking strong objection to the move to downgrade the decisions that had been fought over in Nairobi. However, consensus was finally reached in the early hours of the last day in time for a vote to accept the 'Declaration on Cities and Other Human Settlements in the new Millennium'.

Although, after hard and often bitter argument, the political negotiations at UNGASS held the line on any retrogressive renegotiation of the Habitat Agenda, they did not progress it. However, the discourse in the Thematic Committee and the many other events that filled the committee rooms and exhibition spaces of the United Nations headquarters for a week in June once again demonstrated that people, communities, NGOs, local authorities and government departments are getting on with the job. They are devolving authority, creating partnerships, participating, communicating and building cities and settlements, with little regard for the deliberations of the 'Community of Nations'.

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## diary

### DPU International Conference Rural-Urban Encounters: Managing the Environment of the Peri-Urban Interface

DPU, London 9-10 November 2001

We are pleased to open the call for papers and participation in the International Conference on "Rural-Urban Encounters: Managing the Environment of the Peri-Urban Interface", which will take place at the DPU between 9 and 10 November 2001.

For more details, please see the flyer enclosed or contact: Patrick McAlpine [p.mcalpine@ucl.ac.uk](mailto:p.mcalpine@ucl.ac.uk) or consult: <http://www.ucl.ac.uk/dpu/pui/index.htm>

### Gender Mainstreaming: A methodology for practice

DPU, London 8 - 19 APRIL 2002

The aim of the workshop is to share a methodology to mainstream gender in policy and planning and to explore institutional and organisational dimensions of gender and social change. It will introduce tools for gender diagnosis and dialogue, strategy development and monitoring, that will assist participants to mainstream gender in their own policies, programmes and projects and/or in their own organisation. The workshop is targeting women and men with experience of working with gender issues as development practitioners, trainers or researchers in different sectors, including WID/GAD specialists.

Fee: £1400 include tuition fee and course material. For more information, contact Frankie Liew, DPU Course Administrator.