

urban examples

FOR BASIC SERVICES DEVELOPMENT IN CITIES

14 February 1979

No. UE-1

SHELTER

This edition is a collection of examples of shelter-related urban basic services programmes which are or could be vehicles through which the children of the urban poor can be reached.

Each project has as a major component the improvement of existing, or construction of new shelter for low-income families. Such large-scale projects provide a special opportunity to support the inclusion of services benefiting children as part of a more comprehensive solution to problems of the urban poor that otherwise would not be possible. However, potential drawbacks like: the great deal of time, sometimes years, involved in planning these projects; resentment by affected people to insensitive project development processes that frequently exclude people from participating; and resistance that grows when people are unable or unwilling to pay back the improvement costs, should be taken into account and addressed in the beginning of any participation in such a project.

Nonetheless, if carefully developed, collaboration in a large-scale project does have the potential to reach large numbers of children of the urban poor with needed services.

The five examples that follow cover projects in Asia, Africa, North Africa and Latin America, including an innovative solution to the problem of garbage disposal in low-income urban areas, a public health problem with serious consequences for children.

WHY URBAN EXAMPLES?

The most frequent queries from UNICEF Field Offices concerning urban assistance programmes are - What examples are there of projects that show what others are doing? and, What is being done in other places that would help us and Government officials consider solutions once we have an understanding of the problems of children of the urban poor in the countries in which we work?

URBAN EXAMPLES is an attempt in part to answer these questions. Its content is a collection of reviews of projects, including some UNICEF-assisted ones, that briefly identify and summarize urban low-income area development activities which are or could be the means to reach children of the urban poor.

Organization

The format used is to first provide a concise one-page project summary that reviews:

- 1) NAME OF PROJECT.
- 2) TARGET POPULATION.
- 3) TIME FRAME.
- 4) EXECUTING AND CO-OPERATING AGENCIES.
- 5) COSTS.
- 6) SOURCES OF FUNDS.
- 7) OBJECTIVES.

This is followed by a brief description of the history and salient features of the project. The brief description ends with names and addresses where one can write for more detailed information.

Future Editions

This is the first of three - perhaps four - editions of URBAN EXAMPLES which will be distributed from UNICEF New York. This first edition is on Shelter-related projects, the following ones will group together other urban social development projects that focus on areas more typical of UNICEF collaboration like health, nutrition and other community-based social services.

The gathering and distribution of examples has started in New York because of the frequent requests for this type of information. Nonetheless, it is understood that in many ways it is the least appropriate place to actually carry out this activity. Field Offices are closest to on-going examples and they have access to the most current information on projects that would help other Field Offices with relevant and up to date examples of urban projects. So far, two Field Offices have agreed to contribute future reviews of case studies. Other Offices wishing to contribute are most welcome to and should let the Urban Advisor, UNICEF, New York, know of their interest.

Thanks goes to Teresita Palacios and Deolalika for assistance in preparing materials for URBAN EXAMPLES.

John J. Donohue
Urban Advisor

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urban examples

FOR BASIC SERVICES DEVELOPMENT IN CITIES

No. UE-1

WHAT IS URBAN EXAMPLES?

SINCE THE 1977 AND 1978 EXECUTIVE BOARD CONCLUSIONS THAT UNICEF HAS TO GIVE MORE ATTENTION TO CHILDREN IN LOW-INCOME URBAN AREAS, (SEE PRO-32), A MOST FREQUENT REQUEST HAS BEEN - WHAT EXAMPLES ARE THERE OF PROJECTS THAT SHOW WHAT OTHERS ARE DOING? URBAN EXAMPLES IS AN ATTEMPT TO ANSWER THIS QUESTION BY PROVIDING BRIEF PROJECT REVIEWS.

ORGANIZATION

IT IS ORGANIZED SO THAT YOU CAN READ THE BASIC FACTS ABOUT EACH SUMMARIZED PROJECT IN 30 SECONDS. THE FORMAT USED IS TO SHOW ON ONE PAGE:

- 1) NAME OF PROJECT
- 2) TARGET POPULATION
- 3) TIME FRAME
- 4) EXECUTING AND CO-OPERATING AGENCIES
- 5) COSTS
- 6) SOURCES OF FUNDS
- 7) OBJECTIVES

THIS IS FOLLOWED BY A TWO OR THREE-PAGE SUMMARY OF PROJECT DETAILS.

THE CONCLUDING PARAGRAPH IDENTIFIES A LIST OF PEOPLE WHO CAN BE CONTACTED FOR MORE INFORMATION.

THIS FIRST EDITION REVIEWS 5 SHELTER-RELATED PROJECTS THAT ARE OR COULD BE A MEANS TO REACH CHILDREN OF THE URBAN POOR.

- 1) NAME OF PROJECT: INTEGRATED URBAN DEVELOPMENT PROJECT, AHMEDABAD, INDIA.
- 2) TARGET POPULATION: 2,300 families in Vasna, a new resettlement area for flood victims.
- 3) TIME FRAME: Construction period, May 1974-September 1975; community assistance process is on-going.
- 4) EXECUTING AND CO-OPERATING AGENCIES: Ahmedabad Study Action Group (ASAG) is a multi-disciplinary voluntary group responsible for project execution.
- 5) COSTS:
- 6) SOURCES OF FUNDS: The Ahmedabad Municipal Corporation approved the scheme proposed by ASAG and agreed to provide water, sewage, street lighting, roads and community facilities such as nurseries, elementary schools, health and community centers. The State of Gujarat allocated a 43-acre site and provided a subsidy of Rs. 700 per family. OXFAM supplemented the subsidy and assisted the social action component. The Housing and Urban Development Corporation provided low-interest loans to participants. UNICEF provided support for community health programmes and a creative educational project for school and non-school children.
- 7) OBJECTIVES:
 1. Build a new community to house 2,300 families.
 2. Deal with the immediate problem not merely as a flood relief measure or housing but as an integrated development project emphasizing community participation.
 3. Assist in bringing new and supplementing existing services as a basis for human development.
 4. Help increase productive abilities and learning potential of the people.
 5. Identify, strengthen, upgrade, support and build community level indigenous organizations to have self-reliance and self-respect.

/...

8) BRIEF DESCRIPTION: INTEGRATED URBAN DEVELOPMENT PROJECT, AHMEDABAD, INDIA

The Vasna Project was set up by a voluntary agency - Ahmedabad Study Action Group (ASAG) in 1973 in response to the havoc created by the River Sabarmati which swept away more than 3,000 slum and squatter colonies situated along its banks. While the Ahmedabad Municipal Corporation was engaged in the task of providing emergency relief and placing flood-affected families in transit camps, ASAG, after establishing informal contacts with the affected slum communities, submitted a proposal to build a new community to house about 2,300 families. Its goals were to deal with the problem not merely as a flood relief measure in terms of providing housing, but also to take it up as an integrated developmental project emphasizing the community participation.

ASAG

The agency - ASAG - which conceived and implemented the project, is a multi-disciplinary, voluntary group of individuals which works primarily with the poor and tries participatory methods in design and implementation of projects. Wherever possible, ASAG adopts comprehensive development strategies and a multi-sectoral approach in dealing with problems. Its role is that of a catalytic agent, a facilitator in the process of the disadvantaged gaining access to the needed resources for their betterment, growth and development. Emphasis is on the role of voluntary agencies as an interface between the people and the government.

IUD PROJECT - A COMMUNITY PROJECT

The scheme proposed by the ASAG was approved by the Ahmedabad Municipal Corporation (AMC). The uniqueness of the project lies in the fact that many governmental and international agencies decided to work with ASAG and the affected community in evolving, planning and implementing the project. Besides the AMC which decided to provide water, sewage, street lighting, roads and community facilities, such as nursery and elementary schools, market, health and community center buildings, the Government of the State of Gujarat allocated a 43-acre site along with a subsidy of RS. 700 per family. OXFAM also supplemented the subsidy component and supported the social action component. The Housing and Urban Development Corporation provided a low-interest loan to the participants. UNICEF is also involved in the project collaborating in support for a community health programme and a creative educational project for the school and non-school children.

SALIENT FEATURES OF THE PROJECT

The project was initiated when a majority of the flood-affected slum dwellers, after weighing short and long-term implications of relocation, themselves agreed to move and decided to pay the eligibility deposit. The entire phase of planning and development involved the participants in decisions regarding lot allotments, housing design and supervision. The work on the project was started in May 1974 and was completed by September 1975, when about 2,300 houses and related services were ready.

The project was conceived to provide basic services to the urban poor. The costs for the services have been shared by the people. ASAG played the role of an intermediary catalyst between the people and the other agencies. The project has tried to reach beyond the delivery of services by attempting to initiate a process of education and organization that could build the internal capabilities of the people to meet their own needs in due course.

SOCIAL ACTION COMPONENT

The most important feature of the project is its social action component, which had the following objectives:

- a) to solicit community participation;
- b) to help rectify the consequences of dislocation;
- c) to assist in bringing and supplementing primary services to build a base for human development;
- d) to help increase the productive abilities and earning potential of the people;
- e) to identify, strengthen, upgrade, support and build community level indigenous organizations to cultivate a culture of self-reliance and self-respect.

The role of the ASAG community organizers in this process has been important. During the implementation phase and now, after the community has moved to the new site, they play the role as enablers and facilitators. The new community is now built in the physical sense but in terms of community dynamics is still in formation and is going through stresses, strains and conflicts. The community organizers play a role in conflict identification and resolution and have as a goal to move people from a dependency situation to a self-reliant position in their community. The community workers are also involved in organizing supplementing activities, health education programmes, and various community welfare programmes.

INCOME-GENERATING ACTIVITIES

The relocating process involved economic hardships to some inhabitants - loss of job opportunities due to increased distance, higher transportation and increased financial burden to pay house installments, etc. A selective approach to deal with this was adopted. Training-production centers in crafts were started and about 100 women have found jobs in these activities. Links were established to market the products produced. Through the intermediary credit referral services, about 400 people have been given loans by the banks to small entrepreneurs, to purchase bicycles and for other purposes.

Over 100 small shops and establishments have come up in the community to provide goods and services to people. Most of these owned and operated by the residents.

HEALTH

A community-based health programme is in operation. It began with the placement of a qualified nurse to make home visits and run a clinic. Currently, 10 women selected from the community are functioning as community health workers. Three volunteer doctors who give two hours per day in turn assist in training the community health workers. The intention is that the workers be paid through the contributions made by the residents. Each health worker is responsible for about 200 families. The doctors, the nurse and community health workers discuss the cases in groups and training is thus based on actual experience. Sometimes patients, too, are present during the discussion. The emphasis is on preventive health care, education, emphasizing children and women.

EDUCATION

The community workers in co-operation with the district authorities started an elementary school with an enrollment of 550 students. The high drop-out rate and general apathy have been the main problems in this venture.

With assistance from UNICEF, an experimental creative educational programme was taken up for children between 10-14 age group. The focus is on bringing out the creative abilities of children. Various forms of media using locally available material are provided or made by children. The programme had a significant impact although it began with only 60 children. The school attendance increased, students became more motivated, alive and interested. The programme has become a regular school activity and teachers are involved in the programme.

This education intervention has shown that children from poor communities can respond to creative approaches which could have an impact on their social, educational and cultural life. A decision has been made to turn the school into an experimental project and the education department is taking interest in the work. Parents have responded positively to the programme and have started coming to the school to enquire about the children's work and studies.

The programme is being extended to non-school children as well. Apart from art, science and other creative activities, children undertake tours, excursions, and other community-related activities.

The community also has a day-care center which caters to about 80 children while their mothers are working. A supplementary feeding programme has been set up for about 350 children and 50 pregnant women.

(Based on excerpts from an article by Kirtee Shah in Social Action, a journal published by Indian Social Institute, New Delhi, India, July-Sept. 1977 Vol. 27, No. 3. A copy has been sent to all UNICEF Offices. If necessary additional copies can be obtained from the UNICEF HQ Library.

For further information, write to: Mr. Kirtee Shah, Director, ASAG, Dalal Building, (behind Capri Hotel), Ahmedabab, 380001, India.)

For any additional help or information, write to John J. Donohue, Advisor on Urban Affairs, UNICEF New York. -----

- 1) NAME OF PROJECT: URBAN DEVELOPMENT PROJECT, EGYPT
- 2) TARGET POPULATION: Low-income communities in three cities in Egypt: Cairo, Alexandria and Assuit.
- 3) TIME FRAME: 1978-1981
- 4) EXECUTING AND CO-OPERATING AGENCIES: The responsibilities for implementing individual project components fall primarily on the Governorates of Cairo, Alexandria and Assuit through their various directorates.
- 5) COSTS: US\$ 21 million.
- 6) SOURCE OF FUNDS: World Bank, Government of Egypt and National Bank of Egypt.
- 7) OBJECTIVES:
 1. Help develop and implement low-cost solutions to Egypt's urban problems on shelter, employment and other urban services and make them responsive to the needs of the poor.
 2. Improve cost recovery, especially for shelter and related site infrastructure for which costs have not been adequately recovered to help insure replicability.
 3. Help establish and strengthen institutions in the sector including a new low-income housing development unit, low-income housing fund, the handicraft industries, and productive co-operative organizations.

8) BRIEF DESCRIPTION: URBAN DEVELOPMENT PROJECT, EGYPT

The urban development project in Egypt is the first demonstration project to test key elements of the Government's urban policy initiatives and to help lay the basis for an expanded urban development programme.

The project's major components are:

- a) Upgrading four low-income settlements in Cairo and Alexandria that have a total population of 97,000 and cover 160 hectares. Upgrading would be achieved through provision of secure tenure; improved or new on-site and off-site infrastructure like roads, water supply, sanitation, electricity, and refuse collection; community facilities including schools, health and community centers, and building loans.
- b) Sites and services: Provisions of about 4,600 serviced plots, with individual water supply and sewage facilities, and perimeter walls, home construction loans and community facilities as well as areas for workshops and commercial activities; that would benefit about 23,000 people in Alexandria and Assuit.
- c) Small Business Assistance and Manpower Training Programme: Provision at the above sites of loans for small business, technical help and training for small business, and accelerated and vocational training.
- d) Improvements in Solid Waste Collection and Disposal: The initial phase is aimed at introducing low-cost intermediate waste disposal systems, and improving waste collection, particularly in low-income areas by expanding the role of small private contractors.

INNOVATIVE APPROACH FOR SOLID WASTE COLLECTION AND DISPOSAL

Solid waste collection is a major problem throughout urban Egypt. The Government's responsibility for refuse collection is limited to street cleaning. House-to-house collection is left to small private contractors called Zabbaleen, who pay fees to middlemen for the right to collect waste from designated buildings. Zabbaleen are usually squatters earning their living by sorting refuse at their settlements and selling all reusable matter. In Cairo, Zabbaleen also feed organic waste to pigs which they raise to sell to supplement their income. Composted waste is sold to farmers as fertilizer. It is more profitable for Zabbaleen to collect refuse from wealthy areas, and poor neighbourhoods are neglected. The uncollected waste is thrown onto the streets and some is subsequently removed by the Government's street cleansing departments. Waste therefore accumulates on the streets where it constitutes a serious health hazard, particularly in poor areas.

One of the projected up-grading projects is located in the Zabbaleen settlement in Cairo. This 30-hectare settlement provides basic shelter, refuse-sorting areas, and small pig-breeding areas for about 15,000 people but lacks basic infrastructure facilities. About 1,000 tons of waste is collected daily by the inhabitants and brought to the settlement by donkey carts for recycling. The waste is first sorted, mostly by women and children. After selling the usable waste, the rest is allowed to accumulate on the site which creates serious health hazards. Living conditions are extremely bad. It is estimated that less than 40% of children survive their first year.

Apart from various infrastructural and community services, it is proposed to provide several ablution units with showers and washing sheds; demonstration housing for living, waste-sorting and pig-breeding; tin-baling plant and composting plant. The role of the Zabbaleen would also be expanded, with technical assistance and training. The Zabbaleen would also be paid to collect garbage from every dwelling not now receiving the service. Better equipment for handling and marketing scrap metal, pigs and compost might also be provided with the understanding that the Zabbaleen production and marketing methods would be more carefully supervised.

This project is visualized as a beginning in introducing low-cost intermediate technology solutions to city-wide deficiencies in the delivery of urban services, particularly solid waste collection and disposal which in the past has been seriously neglected.

(Based on excerpts from the World Bank report)

For further information, write to:

- (i) UNICEF HQ Library, New York- for copies of: Arab Republic of Egypt, Egypt Urban Development Project, Staff Appraisal Report, June 6, 1978
- (ii) For further information after reading the Egypt Report write to: Urban Project Department, North Africa Section, The World Bank, 1818 H. Street NW, Washington DC, 20433.
- (iii) For any additional help or information, write to: John J. Donohue, Advisor on Urban Affairs, UNICEF, New York.

- 1) NAME OF PROJECT: UPGRADING AND SITE AND SERVICES PROJECT,
LUSAKA, ZAMBIA
- 2) TARGET POPULATION: Three major squatter areas with a population
of 150,000 people who live in shanty towns,
without roads, water or city services.
- 3) TIME FRAME: 1974-1978
- 4) EXECUTING AND
CO-OPERATING AGENCIES: Government of Zambia represented by the
Lusaka City Council and the National Housing
Authority in co-operation with the American
Friends Service Committee (AFSC). The AFSC
administered in-field community development
training, self-help initiatives, house
construction supervision using skilled
Zambians trained in an AFSC self-help housing
project in Kafue. UNICEF assisted community
development worker training, PSC, day-care
activities, leadership training and a
nutrition programme.
- 5) COSTS: Total project costs US\$ 41 million.
- 6) SOURCE OF FUNDS: World Bank loan of US\$ 20 million; Government
of Zambia US\$ 21 million; UNICEF provided
US\$ 310,000.
- 7) OBJECTIVE: ~~Improve the homes and neighborhoods for
150,000 people in three major squatter areas
and increase some social services.~~

8) BRIEF DESCRIPTION: UPGRADING AND SITE AND SERVICES PROJECT, LUSAKA, ZAMBIA

HISTORY OF URBAN WORK IN ZAMBIA

The uniqueness of self-help housing and slum up-grading work in Lusaka, Zambia, is the involvement of various local, national and international Agencies in the evolution of this work. The Agencies now involved are the Lusaka City Council, the National Housing Authority of Zambia, the American Friends Service Committee (AFSC), the World Bank and UNICEF.

The roots of the project go back to 1966 when AFSC was requested by Government to explore ways to assist low-income urban families to build their own housing. Based on subsequent project development work in 1968 AFSC was asked to take part in the development of a self-help housing project in Kafue, a planned industrial city 26 miles from Lusaka. Kafue was a fast-growing city and had housing for its industrial workers but not for other low-income job-holders and job-seekers. As a result squatter settlements had spread rapidly around the city. Water and sewage were poor or non-existent. There was an urgent need for improvement in housing and municipal services. The project goals were to encourage some 228 families to join in building adequate and economical homes with reasonable security of tenure.

A survey in Kafue's chief squatter areas revealed that most families had resources to improve their dwellings, but would not do so owing to fear of eviction and lack of necessary knowledge and skills. Based on this, plans were drawn up to involve homebuilders in all phases of planning and construction. Plans were also drawn to provide water and sewage facilities.

Community development workers recruited squatters of varying backgrounds and brought them together in construction groups composed of seven to nineteen families. Prior to beginning construction, each of the 20 groups held sessions over a period of two months to plan for the building of their houses, to learn the requirements of the \$200 Government loan which each received for building materials, and to establish their mutual obligations for work, normally set at 1000 hours per family. After this preparatory period, the actual construction began, progressing from the pressing of bricks through the tying down the galvanized iron roofs.

The first construction groups began work in January 1970 and number 20, the last group, finished most of its houses in August 1973. Altogether 228 houses were built. Out of this co-operative effort in facing construction problems and group disharmonies, a sense of community emerged. This was reflected most visibly in a community committee, various clubs, and a school and a playground built co-operatively by the local residents. The Kafue project represents one model of self-help and the success of the training methods and community organization patterns instituted by AFSC led the Government of Zambia to invite AFSC to provide similar orientation and training of social development and technical staff for a large World Bank squatter up-grading project in Lusaka. UNICEF subsequently joined the discussions concerning the large-scale project.

A specific proposal was discussed in 1972 and it was agreed to move towards the identifying and costing of a project and AFSC and UNICEF between them funded

the proposal preparation process. Much of the thinking and research that went into the social development proposal prepared through AFSC-UNICEF support was incorporated into the World Bank financed Lusaka Site-and-Service and Squatter Up-grading Project.

LUSAKA SITE-AND-SERVICE UP-GRADING PROJECT

The overall Lusaka project aims at improving the social and physical infrastructure of 40 percent of the housing stock of Lusaka. The areas being improved are the formerly unauthorized settlements in the city itself. About 29,000 households will ultimately be affected by this project. The programme will construct 4,000 site-and-service plots and will up-grade 25,000 existing plots when the programme is complete in 1979. This project was established as a collaborative effort between the Government of Zambia, the World Bank, AFSC and UNICEF.

It was on the basis of the proposals prepared with AFSC-UNICEF support that UNICEF Zambia elaborated the urban section of its country programme in 1975. One component was to support the community involvement aspects of the large project by training jointly with AFSC some 50 Assistant Community Development Officers as well as establishing a community development group in the Housing Project Unit of the Lusaka City Council (the executing agency for the overall programme). In this way a unit was formed in the project executing agency that created access for community participation as a normal part of the project decision-making process.

It was also on the basis of this proposal that the UNICEF commitment was made to support what was to have been 17 pre-school programmes in as many community centers planned for the up-grading areas. So far three have been built. UNICEF's support to the pre-school component of the project provided funds for the training of pre-school supervisors, equipment for the schools, and assisting the Zambia Pre-School Association to develop its technical capacity, so that it will be in a better position to advise the Lusaka City Council in consultation with the Ministry of Education, on the educational aspects of the pre-school programme.

UNICEF has also been the major contributor to the small Project Support Communication unit in the Project Unit. It has provided funds towards an international consultant and funds for a Zambia counterpart, plus equipment. This unit has assisted in meeting the PSC needs of the project management group internally and has played an important role in establishing the communication link between the community and the project.

AFSC and UNICEF have jointly focused on the social development aspects of the project. This partnership has been one in which UNICEF has provided resources and AFSC has provided resources and has taken a direct operational role in regard to child-related and other social development activities.

The project, although behind schedule, is more than half complete and has accomplished major physical improvements.

(Based on excerpts from the AFSC and the World Bank and UNICEF Reports).

If further information is desired please contact:

- (i) Representative, UNICEF Lusaka
- (ii) American Friends Service Committee,
Africa Section,
1501 Cherry Street,
Philadelphia, Pennsylvania 19102
- (iii) World Bank,
Urban Projects Department,
Africa Section,
1818 H Street NW,
Washington, DC 20433
- (iv) For any additional help or information, John J. Donohue, Advisor on
Urban Affairs, UNICEF New York.

- 1) NAME OF PROJECT: SITES AND SERVICES PROJECTS FOR URBAN DEVELOPMENT: EL SALVADOR
- 2) TARGET POPULATION: Low-income families in major urban areas and several smaller cities where growth has been rapid and shelter most needed.
- 3) TIME FRAME: Phase I: 1974-1977; Phase II: 1977-1980.
- 4) EXECUTING AND CO-OPERATING AGENCIES: Fundación Salvadoreña de Desarrollo y Vivienda Mínima (FSVM, the El Salvador Foundation for Development and Minimal Housing) is the executing agency. FSVM is a private, non-profit agency established in 1970. It is concerned with improving the living conditions of low-income people in squatter settlements through self-help sites-and-services projects and other related programmes. It works in co-operation with Instituto de Vivienda Urbana, the National Housing Agency and the Federación de Cajas de Crédito.
- 5) COSTS: Total project costs are estimated at US\$ 24.5 million. The site-and-service component together with related infrastructure and community facilities would represent about 84 percent, the pilot up-grading 2 percent, and the small business scheme 14 percent.
- 6) SOURCE OF FUNDS: About 52 percent of total project costs is financed by the World Bank Group (US\$ 12.7 million); 31 percent from the Government (US\$ 7.7 million); 5 percent from FSVM through donations and local borrowings (US\$ 1.3 million); 9 percent from the Federación (US\$ 2.1 million); and 3 percent from other sources (US\$ 0.7 million).
- 7) OBJECTIVES:
 - Phase I:
 1. Demonstrate that sites-and-services approach is an effective and low-cost solution to housing problems of low-income groups.
 2. Encourage the provision of adequate community facilities and effective community development programmes as an integral part of low-cost housing.
 - Phase II:

Improve access to land, credit and technical skills for the low-income families to enable them to improve their standards of living through their own efforts.

8) BRIEF DESCRIPTION: SITES AND SERVICES PROJECTS FOR URBAN DEVELOPMENT:
EL SALVADOR

THE FOUNDATION FOR DEVELOPMENT AND MINIMAL HOUSING

In 1968, after the Rio Acelhuate flooded the village of La Charca in El Salvador, an informal organization was set up, at the request and with the participation of the families concerned, to reconstruct the community. The project was directed and supported by specialists from outside the community. This was the beginning of the Foundation for Development and Minimal Housing, a private not-for-profit organization. From these early days a guiding principle has been the concept of constructing communities which respond to the capacities and needs of their inhabitants and which are planned with their full participation, rather than to norms and values set by outside technicians and officials.

The approach used by the Foundation has a number of innovative aspects. From the beginning, housing problems were treated as part of the general problem of poverty rather than as an isolated phenomenon.

In order to avoid falling into the paternalistic patterns of traditional housing programmes, the Foundation has experimented with different types of individual and communal participation so that each project becomes an instrument of social change, both in the period before the families occupy the new settlements and afterwards.

The aim of the "open solution", sometimes called "progressive development", is to limit the technical intervention of the Foundation to the more complex elements, such as designing infrastructure systems, leaving the other components to the initiative and ingenuity of the community. This mutual help means a greater involvement by the people themselves; more attention can be paid to the needs of each family; and the whole process generates feelings of satisfaction and pride. The initial investment is lower, more unskilled labour is employed and no costly solution is imposed on poor families. A basis is created for promoting development and community organization. The prime consideration is to open up the supply of land and urban infrastructure services for families of limited resources, leaving the construction of dwellings to self-help efforts.

Parallel evaluation programmes have been designed in housing and community development to enable the Foundation to make comparisons and to measure the direct and indirect physical, economic and social effects of its human proportion programmes.

HISTORY

After the Foundation was legally incorporated, the first Five-Year Plan was approved at the end of 1971. One thousand housing units were financed by the Inter-American Foundation.

Initial experiences were able to demonstrate that low-cost₂ housing solutions in the Salvador context were possible - about US\$ 700 for a 66m² serviced lot including land, individual electricity and water supply, washbasin, shower and toilet facilities, the core-house, and related infrastructure. Since then two

major projects have been executed with the assistance of World Bank loans and credits. The Foundation is currently producing an average of about 1,500 housing units per year which is expected to increase to 2,300 per year.

SITES-AND-SERVICES PROJECT - 1974

The project was designed to demonstrate that a large scale sites-and-services programme was an effective and low-cost solution to the housing of the low-income groups. A further objective of the project was to encourage the provision of adequate community facilities and effective community development programmes as an integral part of low-cost housing.

The important components of the project were:

- a) Providing approximately 7,000 lots all of which would have a sanitary unit and, for about 50 percent, a basic dwelling. All lots have basic services;
- b) Water distribution and sewer mains and up-grading of access roads;
- c) Financing for a materials fund designed to facilitate self-help extension of basic dwellings, and provision of a small pilot loan fund for small industries;
- d) Related community facilities;
- e) Technical assistance and training for staff and various studies.

By 1977 nearly 3,000 units have been built affordable to families in low-income groups. Response to mutual help proved strong and additional work was shifted from the contractor to community group work.

THE SECOND SITES-AND-SERVICES PROJECT - 1977

The second project had many innovative additional features than had the first one. A pilot up-grading project was undertaken to improve living conditions in an unauthorized settlement which was expected to precede a national programme. The limited employment-increasing efforts in the first project proved successful and were expanded and placed within a permanent institutional base experienced in small lending operations. The second project was national in scope, covering San Salvador and several smaller cities where growth has been most rapid and shelter needs are the greatest.

SALIENT FEATURES OF THE SECOND PROJECT

It included:

- i) Approximately 8,000 lots produced in different cities. The project would also provide for the development of about 400 sites for small industrial or commercial, as well as residential use. Additionally, community facilities would be provided at the sites;
- ii) A pilot up-grading scheme which would involve the improvement of living conditions for about 800 households;

- iii) . Credit and technical assistance designed to reach proprietors of small enterprises living within marginal communities and currently operating outside the banking system;
- iv) Technical assistance and training.

SALIENT FEATURES OF THE PROGRAMME

MUTUAL HELP

The Foundation has been particularly successful in stimulating community involvement and rapid consolidation. Project participants generally assist in trench-digging, pipe-laying, and construction of core units. In carrying out this work, emphasis is on the "mutual help" process to distinguish it from self-help which applies to work on one's own house. The mutual help construction teams are organized into groups of 15-30 persons and trained by a Foundation technical foreman and social worker. Participants are paid through labor credits registered with the Foundation which are later applied toward their lot downpayment. The overall community development programme deals with a relatively broad range of related problems such as employment and savings and attempting to help residents structure effective local organizations capable of achieving continuing improvements. Households in previous projects have, for example, organized task forces for the construction of bridges, clinics, meeting houses, savings and loan societies, and co-operatives for concrete block production. While Foundation technical assistance has been provided to several small-scale commercial enterprises producing handwoven rugs and construction materials, their growth has been constrained by difficulties in obtaining start-up capital from traditional loan institutions. The second urban development project tackled this problem.

In the second project, the pilot up-grading component is being handled by the Instituto de Vivienda Urbana, the national housing agency. For this purpose the local residents' associations will be responsible for structuring community participation in planning stages, determining priorities between potential improvements, maintaining certain facilities and collecting monthly payments. Most important, the associations will purchase land, register individual property rights and mediate any tenure disputes which arise over time.

SMALL BUSINESS SCHEME

The small business extension scheme has two principal objectives: (i) the expansion of employment; and (ii) increasing income levels in poor urban communities of El Salvador. The programme is designed to reach proprietors of small enterprises living within marginal communities currently operating almost exclusively outside the banking system.

A survey of enterprises to be dealt with under this programme revealed a wide range of informal activities falling broadly into the categories of production of goods and services. The former includes clothing and footwear, leather goods, furniture, other wood products, tin goods, general household articles, tapestry and bakeries. Service establishments involve repair of automobiles and electrical equipment such as radios or photographs, food processing, small grocery shops, photo shops, barber shops, beauty salons, plumbers and small enterprises. The product and services of the enterprises participating in the programme will be marketed principally among residents of low-income communities.

POPULAR CREDIT SCHEME

The credit and assistance to small business enterprises will be administered through an agency - the Federacion de Cajas de Creditos. (Federation of Savings Associations). It is a limited liability co-operative society established in 1943 for the purpose of assisting small enterprises through loans and technical assistance.

Loans are extended to groups of approximately ten individuals who constitute an informal borrowing unit. Each group elects a chairman and collector who are recognized by the Federacion. Initially loans may be extended to all members of the group, but eventually a revolving credit system is established whereby members guarantee one another. No other form of collateral is required, nor, in fact, is generally available in the case of such small informal businesses. Payment records to date, however, appear good, probably due to the fact that alternative private credit sources would charge as much as 12 percent per day for similar unsecured amounts. Collection is normally on a daily basis, each user having a daily repayment quota. The pricing structure on small loans includes a saving plan which is intended to help the borrower establish his own operating capital.

FUTURE PROGRAMMES

Based on the success and impacts of these urban development projects, the Government of El Salvador is considering increasing urban development activity to improve living conditions for approximately 30 percent of the San Salvador's low-income families by 1982. The objectives of the programme would be:

1. Higher incomes for low-income households;
2. Improvements in the capital assets owned by or available to individual low-income households - land and housing, the capital controlled by small enterprises and household savings;
3. Improvement in the social services and facilities available to these households.
4. Increased personal capabilities and confidence and heightened aspirations for the members of the target household;
5. Improved social opportunities.

(Based on excerpts from an article by Alberto Harth Deneke, "The Work of the El Salvador Foundation for Development and Minimum Housing" in UNITAR News, Vol. 8 1976, and various reports of the World Bank.)

For further information write to:

- i) UNICEF HQ Library for copies of the Deneke article;
- ii) Mauricio Silva, General Manager, Fundación Salvadoreña de Desarrollo y Vivienda Mínima, 18 Avenida Norte 633, Apr. Postal (06) 421, San Salvador, El Salvador;
- iii) The Urban Projects Department, Latin America Section, The World Bank, 1818 H Street NW, Washington, DC 20433.
- iv) For any additional help or information, John J. Donohue, Advisor on Urban Affairs, UNICEF, New York.

- 1) NAME OF PROJECT: URBAN DEVELOPMENT PROJECT, COLOMBIA
- 2) TARGET POPULATION: 27 geographical zones in 23 selected cities of Colombia with a total population of 550,000. The first four cities included in the project and the proportion of residents with income below the poverty line are: Cartago 82.9%; Cucuta 73.9%; Pereira 54.3%; and Girardot (N/A).
- 3) TIME FRAME: Late 1978-1981
- 4) EXECUTING AND CO-OPERATING AGENCIES: Secretaria de Integracion Popular (SIP), Government of Colombia.
- 5) COST: US\$ 62.0 million.
- 6) SOURCE OF FUNDS: World Bank loan - \$24.8 million; Government of Colombia - \$19.5 million; Banco Popular - \$2.0 million; ICBF (Instituto Colombiano de Bienestar Familiar) - \$1.1 million; SENA (Servicio Nacional de Aprendizaje) - \$2.0 million.
- 7) OBJECTIVES:
 1. Improve the living standards and productive capacity of 550,000 Colombians living in relative poverty in 23 cities in Colombia by providing them with social services, credit, infrastructure and income-increasing opportunities.
 2. Enable the government through systematic monitoring and evaluation to refine the programme and assure its sustained cost effectiveness as coverage expands.
 3. Strengthen managerial base responsible for planning and executing the programme.

8) BRIEF DESCRIPTION: URBAN DEVELOPMENT PROJECT, COLOMBIA

The project focuses on the implementation of national urban policy and planning of national integrated urban development programmes. It is comprehensive and concentrates on multiple services in a single neighborhood.

The roots of this project can be found in the Cartagena slum and shanty town programme assisted by UNICEF. This programme originally proposed improvement of family living conditions through the creation of neighborhood development centers which would be a means for a co-ordinated extension of basic services in health, nutrition, non-formal education and recreation. Due to the slowness in constructing a pilot neighborhood development center, programmes including day-care homes, vocational training and production centers, up-grading of neighborhood informal schools, and primary health care centers were started in the community. The overall general approach was one in which the Government had continued interest and learned from this initial Cartagena pilot experiment, established a national policy and negotiated with the World Bank for support to country-wide urban improvement activities.

The main components of the country-wide project are:

- a) Improved social services, including the construction of and equipment for community development centers, primary schools and health centers, child and family welfare centers, as well as training of teachers, community health staff and child welfare workers;
- b) Increased employment and productivity;
- c) Physical and environmental improvements, including regularization of land tenure, credits for home improvements, sites-and-services development, and basic infrastructure services such as water and sewage.

SALIENT FEATURES OF THE PROJECT

The project takes an integrated and national view of urban problems and growth and not only is designed to directly attack the problem of urban poverty, but also to foster more balanced regional growth.

Traditional low-income urban improvement approaches were based on programmes developed on the basis of the physical situation - characterized by environmental deterioration, lack of infrastructural services, inadequate housing and uncontrolled squatting. Correspondingly, efforts to improve the situation were also viewed in the physical context. The national urban development project recognizes the importance of the quality of a deficient environment on low-income families but also takes into account other initial factors like insufficient education, inadequate health services, and dependency on low levels of cash income.

DETAILED PROJECT FEATURES

To deal with these problems the project would integrate several related measures in the employment, industrial, water supply, housing, health, education and family welfare sectors.

The Community Development Centre (CDC) component would construct facilities for education, health, vocational training, employment and productivity, and child and family welfare centers. Correspondingly, the facilities would be used as the main co-ordinating center of the project at the local level, and would contain the organizational units of some of the various sectors. Where facilities already exist in any area, they would be used before new ones would be constructed. It is estimated that this component would benefit 550,000 people.

EDUCATION

The education component is aimed at increasing primary education coverage which in some cases now stands as low as 40 percent of the eligible population, to a target level of 95 percent in all areas. Specifically the component would include: construction and furnishing of new classrooms; purchase and installation of teaching aids and equipment for classrooms; training and upgrading of teachers; improvements in the organization of school facilities to accommodate increased student enrollment through the use of double shifts; optimizing existing classroom facilities through multiple-use functions such as adult education programmes and related community activities.

HEALTH

The health component is aimed at bringing preventive and curative community-based health, nutrition and population services to the target groups.

Health centers use would be optimized by integrating the common features of the urban and nutrition projects into one delivery mechanism.

CHILD AND FAMILY WELFARE CENTERS

The component aims at providing pre-school day care, nutritional and family welfare advisory programmes for the target groups. In addition, the component aims at decentralizing existing facilities, so that services may be provided to a larger number of people at a smaller per capita cost. Most basic services would be rendered in private homes by women who would be required to register with, and would be supervised by the Integrated Pre-School Care Center and would receive training and certain basic educational equipment, would care for up to 10 children each, and would be offered loans to improve their houses for purposes of these services.

EMPLOYMENT AND PRODUCTIVITY CREDITS COMPONENTS

This component aims at increasing production, employment and incomes in the target areas by expanding the availability of credit to small-scale enterprises, and by providing training and technical assistance. The three principal sub-components are:

employment which aims at improving skills of workers and managerial competence of entrepreneurs;

providing productive credits which would support a programme of investments in credits to individuals and small-scale enterprises; and

technical assistance which aims at providing managerial, marketing, planning, and production assistance to solve specific problems of both individuals and small-scale enterprises.

THE PHYSICAL AND ENVIRONMENTAL IMPROVEMENTS COMPONENTS

This component aims at improving the physical and environmental conditions of the target areas through the regularization of land tenure, home improvement loans, and sites-and-services developments in the project areas, and water supply and sewage.

PROJECT MANAGEMENT AND EVALUATION COMPONENT

The project management and evaluation component aims at the national level and seeks to strengthen the project base by providing an administrative framework for its execution in these principal areas: project implementation, monitoring and evaluation, and project management.

(Based on excerpts from UNICEF and World Bank Reports.)

For further information on the Urban Development Project, Colombia, write:

- i) UNICEF HQ Library, New York for copies of "Appraisal of Colombia Urban Development Project", 10 April 1978, Report No. 16812-CO, Document of the World Bank;
- ii) Urban Projects Department, Latin America Section, The World Bank, 1818 H Street NW, Washington, DC 20433.

For information on the UNICEF-assisted Cartagena slum and shanty town programme, see:

- i) Reaching the Children of the Urban Poor, Note by the Executive Director, E/ICEF/L.1372, 28 April 1978, para's 28-40;
- ii) UNICEF Assistance Benefiting Children of the Urban Poor, Note by the Executive Director, E/ICEF/L.1653, 15 April 1977, para's 18-24;
- iii) write: UNICEF Representative, Bogota, Colombia;
- iv) For any additional help or information: John J. Donohue, Advisor on Urban Affairs, UNICEF, New York.