



**REPORT ON THE INAUGURAL MEETING OF THE AFRICAN MINISTERS'
CONFERENCE ON HOUSING AND URBAN DEVELOPMENT
(AMCHUD I)**

**Durban, South Africa
31 January – 4 February 2005**

Purpose and outline of the report

This report provides an overview of the proceedings of the Inaugural Meeting of the African Ministerial Conference on Housing and Urban Development (AMCHUD) or AMCHUD I. The meeting took place in Durban, South Africa, from 31 January to 3 February 2005.

Various AMCHUD I documentations are contained in **Annexures 1 – 5**.

1. Background and justification for the conference

During the course of the World Summit on Sustainable Development (WSSD), held in Johannesburg in 2002, discussions were held between the Executive Director of UN-Habitat, Dr. Anna Tibaijuka and various African housing Ministers on the need for a co-ordinated approach by African countries on issues dealing with housing and human settlements. In the context of the discussions the South African government expressed willingness to host a conference where African housing Ministers would agree on the modalities and the programme in that regard. The Second Summit of the African Union in Maputo in 2003 endorsed this principle of engagement with UN-Habitat to address the urban question in Africa in a concerted and comprehensive manner.

The need was felt by African governments and the African Union to forge common standpoints on urban development and urbanization in Africa in order to promote regional networks of cooperation and to engage more effectively with the international community. The importance of this is highlighted by the rapid rate at which African countries are becoming increasingly urban societies, and by the relative neglect to date of urban development issues in Africa.

Following the initial preparatory discussions the government of South Africa together with the African Union and UN-Habitat agreed to an Aide Mémoire for the arrangement of AMCHUD I (annexure I).

2. Organization of the conference

The conference was convened by UN-Habitat, in cooperation with the African Union, and hosted by the Government of South Africa.

The South African government covered the costs of the conference venue and all participants' accommodation at the conference as well as the travel costs of the African Union and UN-Habitat officials. The South African government also provided all logistical services and back-up.

3. The content issues addressed at the conference

The overall theme of the conference was '***Urbanization, shelter and development: towards an enhanced framework for sustainable cities and towns in Africa***'. Six main areas were identified for discussion at the conference. They were:

- (i) The challenge of slums, shelter delivery and the provision of and access to basic services for all;
- (ii) The challenge of urbanization and human settlements in the framework of the African Union's Strategic Plan and its NEPAD programme;
- (iii) Governance and urban development;
- (iv) Population and urbanization with the context of the International Conference on Population & Development (ICPD+10);
- (v) Financing housing and urban development;
- (vi) Draft enhanced framework for promoting cities and towns in Africa.

Background papers were produced on each of these six main areas and these were circulated beforehand.

4. Representation at the conference

More than forty (40) African countries attended the conference including representatives of the Regional Economic Communities (eg SADC, ECOWAS etc) and other UN agencies such as the UN Economic Commission for Africa. A substantial number of representatives from UN-HABITAT and the African Union were also received.

5. Envisaged outputs

The Aide Mémoire for the conference anticipated the following outputs:

- (i) An Enhanced Framework of Implementation on Housing & Urban Development in Africa;
- (ii) Report and recommendations of the 5th General Assembly of APC/Experts Meeting on Urbanization, Shelter and Development;
- (iii) Establishment of a consultative mechanism for African Ministers of Housing and Urban Development (AMCHUD), under the auspices of the African Union; and
- (iv) A Common position on Africa's message to CSD13 and the Implementation Review of the MDGs.

6. Outline of proceedings

6.1 The programme

The meeting's five day programme was broken into two components. The first three days of the consisted of a meeting of the 5th General Assembly of the African Population Commission which doubled up as a meeting of technical experts and officials in preparation for the arrival of Ministers for the final two days of the conference that formally constituted AMCHUD I.

6.2 Key note addresses

Key note addresses were provided by the following dignitaries.

- (i) Mr. Jacob G Zuma: Deputy President of the Republic of South Africa.
- (ii) Dr. Lindiwe Sisulu: Minister of Housing in South Africa;
- (iii) Adv. Bience Gawanas, AU Commissioner for Social Affairs;
- (iv) Dr. Anna Tibaijuka, Executive Director, UN-Habitat; and
- (v) Mr. Sbusiso Ndebele, Premier of KwaZulu-Natal

Deputy President Jacob Zuma's address emphasized the need for AMCHUD I to develop an African position and agenda on urbanization and housing. He felt that it was imperative

for African governments to place sustainable urbanization and urban development at the centre of their business and to treat housing as the most urgent and pressing challenge.

Dr. Lindiwe Sisulu, in an address that was read by Director General, Mpumi Mpofu, congratulated African Ministers for the steps they took in taking lead in the development of their countries. She told delegates that henceforth Africa's history was to be written anew to show the workings of Africa's governance systems and its institutions for purposes of delivery and service to the people. That history, she said, was to begin at AMCHUD I.

Adv. Gawanas' address, on behalf of the African Union, emphasized the need for Africa to work in partnership with the international community if it was to attain the Millenium Development Goals. She felt that AMCHUD was a most timely intervention, if not in fact overdue, as Africa is now clearly the most rapidly urbanizing continent. Adv. Gawanas highlighted the importance of addressing the needs of Africa's people through implementing the resolutions of conferences such as AMCHUD I.

UN-Habitat's Executive Director, Dr. Anna Tibaijuka, indicated that her organization's research showed that within less than 30 years Africa will cease to be a rural continent. By 2030 51% of Africans will live in cities, 'condemned to slums and shanties'. Dr. Tibaijuka emphasized the essential need to address women's rights and land rights when developing urbanization strategies, as well as to thoroughly understand urban-rural linkages. She announced that UN-Habitat was engaged in setting up a 'global network of land tool developers', and that the network could play a positive role in supporting practical strategies to tackle urban development challenges in Africa. Finally, she assured the conference that, as one of 17 members of the Commission for Africa (CFA), she would prioritise African urban development issues in her engagements with the CFA and the industrialized nations.

7. Six themes

Working groups of officials attending the conference discussed each of the themes separately at dedicated conference sessions on Day 2 (Tuesday 1 February 2005). The key issues raised by these working groups are set out below.

7.1 Shelter and slums: meeting the Millenium Development Goals (MDGs)

Debate in this working group ranged widely. It began with an attempt to identify the factors that lead to the development of slums. Factors identified included: unclear land tenure arrangements; ineffective housing and urban strategies; rural poverty; gender inequality and discrimination; poor governance; the effects of the HIV-AIDS pandemic; and population movements as the result of conflict. At the culmination of the debate it was agreed that slums are not likely to go away and that governments have to address the need for strategies that secure land tenure.

The discussion also focused on four key areas, namely: the need for new responsive legislative frameworks; the need to acknowledge the rights of slum dwellers; the participation of slum dwellers in decision-making by governments; and the acknowledgement of the important role played by women in decision-making.

The concluding points in this working group's deliberations focused on the attainment of the MDGs. On the one hand the view was expressed that Africa should set targets that are higher than those set in the MDGs, while on the other hand numerous speakers indicated that the costs attached to achieving the MDGs were high that it was going to be difficult to attain them without increased resources. They emphasised that external assistance was to be vital in this regard.

Participants expressed confidence in the newly established CFA and its willingness to assist. The UN Economic Commission for Africa as well as the African Development Bank both also pledged their support for AMCHUD.

7.2 Governance: decentralisation and local government reforms

This working group's session kicked off with a detailed presentation by South Africa on the nature and effect of local government transformation in South Africa. The presentation particularly emphasised the importance of capacity building for local governments.

A key outcome of this session was the prominence given to the issue of an institutionalised forum for learning and information-sharing across the continent. Issues raised in this regard included: 1) the inclusion of good urban governance as an item on the agenda of the United Cities & Local Government Africa ('UCLGA') as well as an element of the NEPAD peer review mechanism; 2) the importance of establishing links not only between central governments but also between municipalities; and 3) the need to use forums and networks such as AMCHUD to establish a united and strong African voice in global debates on urban development.

7.3 Land: pro-poor approaches

The debate in this working group centred on the question of how to ensure that land law reform achieved pro-poor outcomes. Ms. Clarissa Augustinus of UN-Habitat emphasised that African countries needed to tackle the distinction between land policies that focus purely on achieving the 'highest and best use' of land and policies that emphasise the 'social factor' of land, which addresses the needs and interests of the poor more directly.

Ms. Augustinus also pointed out that, while land policy development in Africa had been fairly successful, the implementation of these policies is the key difficulty, especially in terms of achieving pro-poor outcomes.

7.4 Finance: developing sustainable mechanisms

Discussions in the working group were initiated by a presentation by UN-Habitat's Don Okpala. The presentation emphasised the view that African governments, national and local, needed to pay more attention to generating domestic revenue to finance urban development. He indicated that UN-Habitat had established a Slum Upgrading Facility to help countries mobilise resources for slum improvement strategies.

A number of countries highlighted their difficulties with mobilising domestic resources, because of widespread poverty. South Africa highlighted the experience of this country's

multi-sectoral approach to funding urban development, as well as initiatives to promote household saving, especially for housing finance purposes. The caveat provided by South Africa was that, while maximising domestic revenue was obviously important, countries needed to be careful about not further impoverishing the poor in doing so. Nevertheless, the South African delegation emphasised that it was important to demonstrate, both in theory and practice, the benefits that would flow to communities with enhanced revenue collection.

The session concluded with the observation that a ‘pan-African cooperative or fund’ was needed to assist with housing and urban development finance, as well as debt relief in order to cover the costs of meeting MDGs and increased communication and consultation between African countries.

7.5 Population & development: urban poverty reduction strategies

This session began with an overview of the progress made on the ICPD+10 report with special emphasis on the importance of acknowledging the irreversible reality of urbanization on the continent. Each of the recommendations made at the 2004 Dakar ICPD+10 African Ministers’ conference were evaluated and discussed.

Particular issues that were highlighted in the ensuing discussions included:

- (i) Population development needs to be mainstreamed in Poverty Reduction Strategy Papers (PRSPs¹);
- (ii) Effective population development requires good data, and sound data analysis. Concerted effort is needed across the continent in this regard; and
- (iii) Integrated African efforts are needed to deal with the question of cross-border migration and urbanisation.

7.6 AU Strategic Vision & NEPAD: fostering regional coordination & integration

In relation to the question of urban development in Africa the following points were emphasised:

- (i) Poverty is the key urban issue plaguing Africa;
- (ii) Each of the African cities and towns have their own particular sets of challenges and opportunities and so. A ‘one size fits all’ approach to urban development and urbanisation was thus inappropriate;

¹ PRSPs are increasingly produced by African (and other developing) countries as the basis for negotiating their relationships with donors and creditors. They are described by the World Bank as describing ‘a country’s macroeconomic, structural and social policies and programs to promote growth and reduce poverty, as well as associated external financing needs. PRSPs are prepared by governments through a participatory process involving civil society and development partners, including the World Bank and the International Monetary Fund (IMF)’.

- (iii) Urbanization is seen as a problem but the challenge is to make it become an asset to the continent. While urban migration does lead to the urbanization of poverty, in overall terms it often means a reduction in overall poverty;
- (iv) The African Union was prepared and willing to include urban development in the qualitative transformation of the continent;
- (v) In order for the African Union, through its NEPAD programme, to realize the potential of urban development in Africa it was essential that the capacity of the officials and leaders responsible for running African cities is significantly enhanced.

8. Way forward

8.1 Conference resolutions

In line with the envisaged outputs of the conference the following two key documents were approved by the Ministers and the representatives of the African Union and UN-Habitat:

- (i) The Declaration on the Establishment of AMCHUD ('Durban Declaration') (annexure II);
- (ii) The Enhanced Framework of Implementation and Related Outputs (annexure III); and
- (iii) The Report of the 5th General Assembly of the African Population Commission ('APC Report').

The Enhanced Framework includes the Common Position on Africa's message to CSD13 and the Implementation Review of the MDGs.

Each of the envisaged outputs that were described in the Aide Mémoire were thus achieved at the conclusion of the conference.

8.1.1 The Declaration

The central decision in the Declaration was the resolution to institutionalize AMCHUD 'as the consultative mechanism on the promotion of sustainable development of human settlements in Africa, under the auspices of the African Union'. The key organs of AMCHUD will be a biennial conference, a bureau and a secretariat. The bureau is to be chaired by the South African Minister. The other countries to be represented on the bureau are Senegal, Algeria, Chad and Kenya. This bureau will remain in place for the two year period leading up to the next biennial conference. The bureau, with the assistance of the African Union and UN-Habitat, is responsible for establishing the secretariat, which will provide the AMCHUD with technical and administrative support. It is anticipated that the next meeting of AMCHUD will be in two years time and will be scheduled to precede that year's meeting of the UN-Habitat Governing Council.

Proposed activities for AMCHUD were identified in the resolution, over and above the general objective of realizing the goals of the Enhanced Framework. These included, but are not restricted to the following:

- (i) Serve as a forum to discuss the urban challenge at the continental level and regional level as a basis for national and city level strategies and as a focus for the discussion of the Habitat Agenda and the relevant MDGs;
- (ii) Encourage and strengthen good urban governance in Africa;
- (iii) Champion and support innovative urban development and urban land management practices in Africa;
- (iv) Facilitate South-South and international exchanges of expertise, research, experience and best practices;
- (v) Develop a better understanding of urban land tenure and land market dynamics in Africa, in order to promote the growth of urban land markets;
- (vi) Support and strengthen the NEPAD Cities Initiative;
- (vii) Engage with development partners and multi-laterals on urban development issues in Africa and their financing;
- (viii) Encourage the optimal use of domestic financial resources, especially through partnerships, for housing and urban development;
- (ix) Promote strong ties between research institutions to understand better the economic, legal and financial importance of urban development urban land in Africa;
- (x) Promote strategic urban planning, based on reliable data and information;
- (xi) Mainstream urban issues and other items dealing with human settlements in the macro-economic frameworks and national budgets of African governments including UNDAFs², PRSPs and other programmes;
- (xii) Serve as a platform for advocacy of good urban governance and security of tenure;
- (xiii) Provide a focal point to link relevant aspects of the African Union strategic plan and NEPAD programme as well as international processes and initiatives consistent with the urban agenda for sustainable development;
- (xiv) Implementing a monitoring and evaluation mechanism for urban governance reforms; and
- (xv) Encourage slum upgrading programmes and the building of partnerships between countries running such programmes.⁷

8.1.2 *The Enhanced Framework*

The Enhanced Framework is intended to provide strategic guidance and support to urban development programmes and projects across Africa.

The starting point for the Enhanced Framework is the acceptance of urbanization as an essential and indeed 'positive' part of the continent's development. Symbolically, it confirms the move away from decades of an almost exclusive focus on rural development in Africa. Obviously rural development remains central to Africa's future but the conference highlighted the need now to look at urban and rural challenges with equal vigour, and to prioritise available resources accordingly.

² United Nations Development Assistance Frameworks.

The Enhanced Framework is made up of nine main sets of recommendations, which are summarized below thus:

(i) Pro-poor focus and prioritizing the vulnerable:

- City development strategies and country Poverty Reduction Strategy Papers (PRSPs) must have an urban poverty reduction focus;
- Multi-sectoral, integrated approaches are needed to reduce risk and vulnerability, especially women, the aged, the disabled and street children;
- Inclusive decision-making processes are essential, especially to accommodate the needs of women and the poor;
- Law reform is needed to empower women and to strengthen their rights to land and shelter, in relation especially to slum-upgrading programmes;
- Awareness campaigns on the rights of women are needed.

(ii) The challenge of slums in Africa:

- Slum upgrading must become an 'essential ingredient' of national and local plans, city development strategies and PRSPs;
- Governments must promote secure land tenure, within a pro-poor framework, and undertake secure tenure campaigns;
- Governments, in consultation with all stakeholders, must set national slum targets, taking into account the relevant MDGs and also set out plans and strategies to reach these targets;
- Cities must play a leading role in meeting MDG slum targets.

(iii) Deepen understanding of land markets:

- Communicate the importance of urban land in poverty reduction, encourage provision of affordable land to the urban poor and make land markets more transparent;
- Conduct research into way that land markets work, with a special focus on getting them to work better for the poor.

(iv) Policy and law reform:

- Governments must respect the rights of their citizens to urbanise, and to support their urban citizens to realize their economic, social and cultural opportunities;
- Governments must enact and enforce building by-laws and regulations.

(v) More effective urban management and governance:

- Urban development, especially if it is to be pro-poor, depends on good urban governance;
- Monitoring of urban governance is a key tool in fighting corruption;
- Sound land administration is crucial for effective land use and land management;
- Decentralization and local government capacity building are essential;

- Planning approaches must be sensitive to environmental concerns and 'be tailored to the reality of African cities';
- Information and databases used by local governments for planning must be improved and strengthened;
- Suitable institutional arrangements for service delivery and decision making partnerships - with the private sector, NGOs and CBOs – must be established;
- Effective spatial planning, reflecting that urban and rural development are not mutually exclusive, is important;
- Sound intergovernmental relations are essential, and special arrangements must be identified for the governance of the continent's megacities.

(vi) Population trends, migration and urbanization:

- ICPD+10 recommendations must be prominently reflected in PRSPs and 'all development initiatives';
- Investment in the social sector – education and health – is important for urban development;
- More research on urbanization is needed to establish knowledge networks to strengthen urban planning;
- Population development issues must be integrated into urban social development programmes.

(vii) Capacity building:

- Capacity within the AU and the Regional Economic Communities ('RECs', eg SADC, ECOWAS) to address urban issues must be enhanced;
- Within governments capacity building for urban development is required at all levels;
- The capacity of civil society to participate in 2-way partnerships is equally important.

(viii) Financing urban development and housing:

- Both the private sector and local authorities and 'social security/provident funds' need to be involved in financing urban development;
- Urban development in Africa cannot be financed by domestic resources alone, within the current economic framework, hence the need for global cooperation in terms of development assistance, debt relief and increased market access;
- Flexible regulatory frameworks are needed to enable both financial institutions and the NEPAD Cities Programme, to develop urban development financing programmes;
- The financial sector in each country needs to be strengthened and encouraged to develop a range of financial options that are accessible to all sectors of society for urban development and housing finance;

- The construction sector needs to be encouraged to participate in slum-upgrading, and especially in terms of the use of appropriate low-cost technologies and partnership with the informal sector;
- Financial support from the international community should be focused on capacity building, technical expertise and funding.

9. Consultative mechanism

This issue was covered extensively in the Declaration, and refers to the ongoing institutionalization of AMCHUD and its interaction with related inter-ministerial conferences.

In addition to the Enhanced Framework the meeting of Ministers also agreed upon a Common African Position to be proposed at upcoming international meetings to be held later in 2005 such as CSD13 including the 20th Session of the Governing Council of UN-Habitat, the UN General Assembly Review of the MDGs and the Beijing Platform Review.

The Common African Position consists of thirteen (13) paragraphs, which are summarized below. They state that:

- (i) Poverty is the overarching urban issue to be addressed by the international community;
- (ii) Slum upgrading must be mainstreamed into all plans, city development strategies and PRSPs;
- (iii) City development strategies must focus primarily on slum upgrading and *in situ* upgrading, while not ignoring the need for serviced, affordable urban land to prevent new slum formation;
- (iv) Secure tenure, protected by a range of instruments that includes non-formal titles, is essential to slum upgrading;
- (v) Gender equality and women's empowerment, enshrined in law, is an essential precondition for effective slum upgrading;
- (vi) Women's action over the next decade must look at the wide range of urban development issues;
- (vii) Urban poverty is a cross-cutting issue that cannot be dealt by a single set of sectoral policies and strategies, but must be integrated, especially the three CSD 13 sectors of water, sanitation and human settlements;
- (viii) Developed countries must meet their Monterrey Conference commitments (0.7% of GDP for ODA) if Africa is to achieve sustainable urban development;
- (ix) Heavy indebtedness prevents African countries from addressing urban development challenges effectively. African countries expenditure on urban development, especially slum upgrading, should be subtracted from debt;
- (x) Effective urban development to meet MDGs in Africa depends on global cooperation: development assistance; debt relief; and increased market access for African goods;
- (xi) International technical assistance and capacity building for African governments is essential for decisive and responsive urban governance;

- (xii) Civil society must engage with urban development processes as active agents, not passive beneficiaries;
- (xiii) Local authorities must play a leading role in meeting MDG slum targets.

10. Report of the 5th General Assembly of the African Population Commission

The APC Report outlined the population development initiatives undertaken since the 1994 Cairo Conference and confirmed the Commission's commitment to mainstreaming urban development issues in its work.

ANNEXURE I
Aide Mémoire

**AFRICAN MINISTERIAL CONFERENCE ON
HOUSING AND URBAN DEVELOPMENT**
31ST January - 4TH February 2005
Durban, South Africa.

Aide Mémoire

THEME: *“Urbanization, Shelter and Development: Towards an Enhanced Framework for Sustainable Cities and Towns in Africa”.*

I. BACKGROUND

a) Justification

The increasing preoccupation at policy level with issues of shelter, employment, poverty, decentralization and municipal reforms brings to prominence the urgency of addressing the challenge of rapid urbanization in Africa. The fact that in less than two decades, more than half of the Continent's population will be living in urban centers has a bearing on the strategies that need to be adopted in taking measures aimed at eradicating poverty, improving governance, stimulating local economic development and promoting human development as a whole.

The combined population of African cities will double in the next 14 to 18 years, as 200 million additional people – mostly from the countryside – take up residence in Africa's cities. Whereas at current levels of urbanization, and with distinct variations across regions, an average of 70% of the urban population in sub-Saharan Africa are slum dwellers, the doubling of the population poses a major challenge not only for shelter delivery and modalities of governance, but also for ensuring adequate water, sanitation and basic infrastructure, security, social services, means of livelihoods and for combating major pandemics particularly HIV-AIDS.

Recent surveys have indicated that only 19% of the urban population in Africa is connected to the water networks and 7.5% linked to the sewerage system. It is the informal sector that provides a means of livelihood for 78% of the urban labour force in this region. At the same time, the region is still handicapped by weak capacities of local governance and despite the measures taken to undertake a decentralization of functions in many countries, a commensurate transfer of resources has not been effected.

Separately, each of the prevailing urban problems in Africa has been a subject of discussion and even ministerial declaration. A number of governments have even put in place national programmes relating to these commitments. Despite these initiatives, African human settlements remain overwhelmed by the dysfunctional aspects of rapid urbanization and fragmented approaches to tackling its impact. Very few countries have managed to direct and harness the developmental attributes of towns and cities. In fact, the challenge of rapid urbanization has not yet been considered as a priority issue in development. It is high time this anomaly is rectified and the urbanization agenda is taken up at a Continental level; not only in terms of declarations and affirmation of commitments, but in developing a concerted

framework of action that can guide and reinforce individual national initiatives. Indeed, this approach can also reinforce Africa's quest for closer integration.

(b) Offer by the Government of South Africa

With the above in mind, the Executive Director of UN-HABITAT held consultations in September 2002 with the Minister for Housing of the Government of South Africa as well as with a number of other Ministers of Housing regarding the actions to be taken as a follow up to the Round Table on Partnerships for Sustainable African Cities which was held during the World Summit on Sustainable Development. Towards this end, the Government of South Africa expressed its desire to host an African Ministerial Conference on Housing and Urban Development that would consider the articulation of programmatic policy tools for addressing the challenge of urbanization in Africa.

Over the past 10 years, the Government of South Africa has made significant gains in supplying services and infrastructure to formerly disadvantaged communities. More than 1.5 million low-income houses have been constructed between 1994 and 2003 through the Government's Subsidy Programme. The programme has also provided security of tenure as well as access to water and sanitation to more than 5 million of the poorest of the poor. Despite these achievements the Minister of Housing in the Government of South Africa recognizes that the challenge of eradicating the legacy of the segregated city still remains and in some cases has even been reinforced.

The Minister is aware that the challenges of urbanization faced in South Africa are, in varying degrees, similar to those faced by other African countries. It is therefore important to forge closer areas of cooperation and create for such as the proposed Conference that would enable learning from each other. Besides raising South Africa's profile, the Conference will provide the country and the Department of Housing with the opportunity to liaise with African partners leading to the development of stronger Continental synergies. It will provide an opportunity for South Africa also to work with other countries in developing a proactive advocacy for sustainable human settlement.

(c) Action by the African Union

When this issue was, subsequently, considered by the African Union (AU) at its Second Summit meeting which was held in Maputo, Mozambique from 4 to 12 July 2003, the African Union, after taking note of the challenges posed by the rapid rate of urbanization in Africa, adopted Decision 29 in which it requested the Executive Director of UN-HABITAT to continue rendering support to the Commission of the African Union in promoting the development of sustainable cities and towns in Africa. It also contributes towards the implementation of the population policies in Member States. The General Assembly is the main policy organ of the African Population Commission (APC) **and meets once every two years. It is coordinated by the Joint Secretariat of African Union, the African Development Bank and the Economic Commission for Africa, with the collaboration and support of United Nations Population Fund..** Within the framework of this expanded agenda, the 4th General Assembly of the APC held in February 2002, in Addis Ababa, Ethiopia deliberated extensively on HIV-AIDS, Youths, and Migration in Africa.

However, the relationship between these social challenges and population issues such as migration, **trafficking in humans**, poverty, **drug trafficking and abuse and other crime**, have not been given due attention in the continent. It therefore decided to **consider** urbanization, shelter, and **their** impact of these on population and **development at the next General Assembly**, and thereafter decided to adopt the theme of “Urbanization, Shelter, and Development” for its forthcoming Fifth General Assembly of the African Population Commission, convened by the Commission of the African Union and UN-HABITAT. **Furthermore, the AU has convened two Extraordinary Summits on issues that are closely associated with urbanization and shelter: the Extraordinary Summit on Agriculture and Water held in Sirte, Libya; and the Extraordinary Summit on Employment and Poverty Alleviation held in Ouagadougou, Burkina Faso, 3-9 September 2004.** Indeed, when all these developments are considered with the fact that cities possess a powerful strategic potential in realizing the goals and objectives of NEPAD and the Millennium Development Goals.

The challenge of urbanization and the overall management of African cities has also been given due attention in the Vision, Mission and Strategic Framework of the African Union for 2004 - 2007 which were submitted to the Assembly of the Heads of State and Government at its 3rd Session held in Addis Ababa in July 2004. Such issues as the rule of law, good governance, and human security are at the core of the strategic vision and mission. Similarly, the eradication of poverty and social exclusion and improving the quality of life among communities are among the priority programmes and activities in the Union’s Plan of Action. These strategic objectives and programmes of the African Union and its organs dovetail appropriately with the global programmes, technical cooperation initiatives as well as the twin campaigns of Good Urban Governance and Secure Tenure of the UN-HABITAT.

(d) Action by UN-HABITAT

All the above strategic objectives and activities of the African Union and its organs dovetail appropriately with the global programmes, technical cooperation initiatives as well as the twin campaigns of Good urban Governance and Secure Tenure of the UN-HABITAT. These Global campaigns, in the context of Africa, are aimed at working with governments, local authorities, private sector and civil society organizations in promoting inclusive and participatory systems of local governance. The Campaigns are charged with the task of shaping a global perspective on realizing the goal of sustainable human settlements. They also act as the catalytic force to spur partnerships and encourage cooperative solutions to the challenges of urban development. In doing so, the Campaigns focus on the basic foundation of sustainable urbanization. They give primary importance to norms and values that foster inclusiveness and collective engagement and target the reform of institutional and organizational systems and processes so as to promote sustainability and effectiveness. The aspect of nurturing integrated and well functioning urban systems in which people are at the center has been a driving factor for the campaigns.

A critical constituency for realizing the main goals of the Campaigns is the collective of African Ministers of Housing and Urban Development as well as the senior policy practitioners who have been charged with the responsibility of steering the shelter delivery process and urban development in general. The proposed conference will serve as an

important forum for energizing this constituency and their quest to surmount the challenge of providing adequate shelter for all and developing sustainable human settlements.

It can further be noted that the 13th Session of the Commission on Sustainable Development (CSD-13) is scheduled to take place from 11 to 22 April 2005. This is the policy session in the first two-year "Implementation Cycle" that will continue to focus on the thematic cluster of water, sanitation and human settlements. It will build upon the outcome of CSD-12 - the review session of the cycle - and take policy decisions on practical measures and options to expedite implementation of commitments in water, sanitation and human settlements as contained in Agenda 21, the Programme for the Further Implementation of Agenda 21 and the Johannesburg Plan of Implementation, as well the Millennium Declaration. AMCLHUD will provide an excellent opportunity for the Ministers to develop a common position as they prepare for CSD-13. In the same regard, the Conference will enable them to initiate consultations on the forthcoming implementation review of the Millennium Declaration particularly in their respective sectors of responsibility. The high-level review meeting is scheduled to take place from 14 to 16 September 2005 in New York during the 60th Session of the General Assembly.

(e) NEPAD

The New Partnership for Africa's Development (NEPAD) which was adopted at the Maputo session of the Assembly of African Heads of State and Government is conceived as an innovative people – centred framework for speeding up the sustainable development of Africa and the eradication of poverty has to be able to deal with urbanization and its consequences. To do this, NEPAD must seek to articulate strategies and guide lines aimed at promoting sustainable development through regional integration and acknowledge that well managed cities are the engines of economic growth. Cities have gained new political, economic and social influence, and they hold the potential to maximize the benefits and to offset the negative consequences of urbanization. Thus African cities can also provide the required leadership and guidance in managing the negative impacts of globalization. The conference should provide an opportunity to reflect on the concrete implications of urban development within NEPAD and particularly to examine the modalities of promoting the NEPAD Cities programme.

2. RECENT DEVELOPMENTS

While important initiatives have been taken to implement the Habitat Agenda, it was admitted during a review of implementation in 2001, that 50% of the Africans live in poverty and that the urbanization and feminization of poverty is increasing in many African countries. This is manifested in the form of inadequate urban housing and limited access to basic services. In the Addis Ababa Declaration on Human Settlements in the New Millennium, adopted in November 2000, African Ministers responsible for human settlements reaffirmed a commitment to the Habitat Agenda and also adopted new commitments in the areas of shelter, social development and poverty, environmental management, and governance.

Once again, in 2004, it was noted in the Report of the African Regional Implementation Review for the Commission on Sustainable Development (CSD-12) that African countries have responded to the various commitments with varying emphasis, efforts, and

achievements. However, a wide gap still exists between commitments and performance. With the exception of a few countries, all the efforts made have not had much impact on shelter delivery and poverty reduction. It was admitted at the Regional Implementation Meeting on water, sanitation and human settlements held in December 2003 at Addis Ababa that some African countries would be unable to meet the goals and targets of the Millennium Development Goals and the Johannesburg Plan of Implementation.

It is in the light of the above background that African Heads of State and Government at the second AU Summit in Maputo reiterated their determination to reap the benefits of cities and towns as places of opportunity and prosperity for all African people. They took a decision to promote the development of cities and towns in the sustainable development of the Continent, and requested the UN-HABITAT to continue working with the AU Commission in achieving the set objectives.

3. THE 5th GENERAL ASSEMBLY OF THE AFRICAN POPULATION COMMISSION

The African Population Commission (APC) was established in May 1994. The specific objectives and functions of the Commission are as follows:

- a) To increase political awareness on the implications of the current population trends on national socio-economic development efforts;
- b) To contribute towards the implementation of population policies in Member States;
- c) To help devise appropriate population policies which are sensitive and applicable to different local situations and can be readily adopted by all national sub-groups;
- d) To develop, guiding and monitoring systematic and sustained national efforts in actionable population policy programmes; and
- e) To promote cooperation among Member States and multilateral and bilateral agencies in the field of population and development including Urbanization, Shelter and Development.

The responsibilities of the APC also include coordination of the activities of the National Population Commissions, similar national institutions and organizations; and monitoring and evaluating the implementation of the resolutions and declarations adopted by African countries. The General Assembly is the main policy organ of the APC and is constituted of the highest officials of National Population Commissions and/or similar institutions of the AU Member States and holds its Session once every two years. The Secretariat of the Commission is Jointly coordinated by the OAU, ECA and ADB which work in close collaboration with the UNFPA. The AU is the lead organization and the co-ordinator of this Secretariat.

In June 2004, while meeting in the margins of the ICPD+10 review meeting in Dakar, Senegal, the Bureau of the APC, **in view of the *Maputo Decision 29 (ii) on the Promoting the Development of Sustainable Cities and Towns in Africa*** took note of the fact that urbanization, habitat and inadequate shelter as well as the growth of slums constitute a major challenge for the world in general and Africa in particular.

4. THE AFRICAN MINISTERIAL CONFERENCE ON HOUSING & URBAN DEVELOPMENT

In consolidating all these developments UN-HABITAT in cooperation the African Union are convening a conference of African Ministers responsible for Housing and Urban Development, which will be hosted by the Government of the Republic of South Africa in Durban from 3- 4 February 2005 and will be preceded by the 5th General Assembly of the APC/Experts Meeting from 31st January to 2nd February 2005. In line with the Maputo Decision, the overall theme of the Conference will be ***“Urbanization, Shelter and Development: Towards an Enhanced Framework for Sustainable Cities and Towns in Africa”***. Its objectives are:

- To agree on an enhanced framework of implementation in overcoming the challenges of shelter and urbanization taking into account the Millennium Development Goals, NEPAD and the World Summit on Sustainable Development Plan of Implementation;
- To identify the strategies for turning the urbanization challenge into an opportunity for development particularly by consolidating integrated approaches to urban development;
- To outline ways of managing the consequences of Urbanization especially the increase of urban poverty in slums and informal settlements in African urban areas;
- To consider modalities of enhancing collective capacities in the Continent through regular consultations and institutionalizing AMCHUD, exchange of experiences, joint activities and for ensuring that appropriate synergies are developed in executing the overall African Agenda for development.
- To provide a platform for developing common understanding among African countries, on issues of Housing and Urban Development, to enable African countries to speak with one voice during regional and international meetings, specifically, the 20th Governing Council, the 13th Commission on Sustainable Development and the Review of the Millennium Declaration in 2005.
- To consolidate above and previous decisions into a pragmatic strategy of action within the context of the NEPAD;
- To enable African decision-makers develop a collective understanding of the implication of urbanization and human settlements in the strategic vision and mission of the AU that has been recently adopted;
- To concretize decisions taken at the Divonnes-les-Bains International Working Groups Conference on the Provision of Basic Services, held in June 2004.

5. ORGANIZATION OF THE CONFERENCE:

To realize the above objectives, the conference will be organized by linking the 5th Assembly of the African Population Commission, with the Ministerial Conference. The APC was scheduled to discuss the theme of ***urbanization shelter and development***, and it will now serve as an experts group meeting - preparing recommendations for submission to the Ministerial Conference.

The overall conference, whose working languages will be both French and English, will therefore be convened in two steps:

Step 1: The first 3 days will be the convening of the 5th General Assembly of the African Population Commission addressing, at a technical level, the pertinent issues relating to the overall theme of ***“Urbanization, Shelter and Development: Towards an Enhanced Framework for Sustainable Cities and Towns in Africa”***. The composition of the General Assembly will include experts at official level from all the critical sectors in the sphere of population, housing and urban development, thus bringing together technical experts, policy implementers and senior government officials from sectors such as housing, population commissions, local government, urban service delivery and infrastructure development, urban environment and gender development. The Assembly will constitute itself as an Experts Group Meeting. Each country will be represented by **one Minister** and **at least 1** senior expert on a key component of urban development. Lead papers on six main areas will be delivered in Working Groups and Plenary Sessions. These areas are:

- i) **The challenge of slums, shelter delivery, and the provision of and access to basic services for all.**
- ii) **The challenge of urbanization and human settlements in the Framework of the African Union’s Strategic Plan and its NEPAD Programme.**
- iii) **Governance and Urban Development**
- iv) **Population and Urbanization with the context of the International Conference on Population and Development (ICPD+10)**
- v) **Financing Housing and Urban Development**
- vi) **Draft Enhanced Framework for promoting Cities and Towns in Africa**

Background papers will be distributed for information and to supplement the technical papers. At both levels, the Conference deliberations will go beyond making overviews and more attention will be given to action-oriented innovative ways of overcoming the challenges of urbanization and propelling a collective momentum forward.

Step 2: A synthesized report of the 5th Assembly of the African Population Commission/ Experts Meeting will be tabled for consideration by the Ministerial Meeting composed of Ministers in charge of Housing and Urban Development, and Population.

vii)

viii) **6. EXPECTED OUTPUTS**

The following outputs are expected:

- An Enhanced Framework of Implementation on Housing and Urban Development in Africa;
- Report and recommendations of the 5th General Assembly of APC/ Experts Meeting on Urbanization, Shelter and Development;
- Establishment of a consultative mechanism for African Ministers of , Housing and Urban Development ((AMCHUD) ; under the auspices of the African Union.
- A Common position on Africa's message to CSD 13 and to the Implementation Review of the MDGs.

7. FOLLOW-UP AND MONITORING

The outcome of the Conference will be submitted for adoption by AU Organs and the Governing Council of UN-Habitat. Member States, partners and the appropriate mechanisms to be identified will then work closely to follow-up and monitor the implementation of commitments agreed upon.

ANNEXURE II
DURVAB DECLARATION

ANNEXURE III
ENHANCED FRAMEWORK OF IMPLEMENTATION

ANNEXURE IV
REPORT OF THE AFRICAN POPULATION COMMISSION