

**Report
on the
International Workshop on
Integrated Urban Housing Development**

17th – 18th March 2003

**held at
The Schumacher Centre for Technology and Development
Bourton Hall
Burton-on-Dunsmore
Rugby
United Kingdom**

OPENING STATEMENT

Cowan Coventry, Chief Executive, ITDG

In his opening address to the workshop, the Chief Executive of Intermediate Technology Development Group (ITDG), Cowan Coventry, introduced the question of what needs to be done to reduce urban poverty. He underscored that urban poverty is multidimensional and multifaceted in character and manifestation. An integrated approach, and not simply a plural approach, is therefore required to help people leverage themselves out of poverty. A balance must also be struck between project interventions adding value to existing initiatives and activities and generating a critical mass to achieve sustainable poverty reduction.

OVERVIEW OF THE INTEGRATED URBAN HOUSING IN KENYA AND INDIA PROJECT

Theo Schilderman

The background to the *Integrated Urban Housing Development in Kenya and India* project (IUHP) was outlined by the International Project Manager, Theo Schilderman, and the rationale for choosing the integrated approach explained.

The roots of the IUHP can be traced to the experience gained by ITDG through working with the Cone Textiles Housing Co-operative (CTHC) in Zimbabwe in the 1990s. Thus, the underlying assumption in the IUHP was that an integrated approach to urban housing development would work better than a sectoral approach, and would “*increase the access of low-income households and the poor to adequate, safe and secure shelter*”. The premise was that, in addition to shelter, there is need also to address the question of infrastructure provision, employment and income generation, home-based enterprises (HBEs), and access to credit / finance, as well as issues of governance.

The key stages in this action research project were:

- An international start-up workshop
- The writing and circulation of the main working paper by Jenny Rossiter: *Comparison of Single Sector, Multisector and Integrated Urban Development Projects and their Impact on the Livelihoods of the Urban Poor*.
- The carrying out of literature reviews and detailed case studies of single sector, multisectoral and integrated approaches to urban development in the two project countries, Kenya and India.
- Testing of the integrated approach on the ground (and comparison with projects following a more sectoral approach).

With a view to stimulating the ensuing discussions and focusing the same on what were considered to be the most important issues, the following questions were posed to the participants:

- What lessons are there to be learnt from the project?
- How far has the integrated approach been proved to work?
- How best can the lessons learned and knowledge gained be documented and used to advocate for the integrated approach?
- What do we do and where do we go from here?

APPROACHES TO URBAN DEVELOPMENT

Jenny Rossiter

The author of the initial project working paper “*Comparison of Single Sector, Multisector and Integrated Urban Development Projects and Their Impact on the Livelihoods of the Urban Poor*”, Jenny Rossiter, spoke on “Housing and Approaches to Urban Development”. Warning on the level of generalisation, she presented a historical review of the dominant trends in the evolution of housing policy; development strategies and housing policy; and where we are now. The evolution of housing policy was placed within the context of wider social and economic development strategies, i.e.:

- Modernisation Strategies 1950s and 19960s;
- Basic Needs / Redistribution with Growth 1970s;

- Structural Adjustment 1984 – 1990s;
- New Generation of Poverty Alleviation Approaches.

The meaning and causes of urban poverty and their relation to housing were discussed, and the relationship between housing and other sectors was reflected on. The redefinition of the role of the state and the form of intervention were affirmed, i.e., the shift from conventional housing, in which the state constructed and provided housing units, to non-conventional housing, wherein the state intervenes only partially by providing support. The importance of user participation in housing delivery was also underscored.

Looking at where we are now, it was observed that the focus now is on the assets and vulnerability approach, which is contained within the sustainable livelihoods approach (SLA), rather than a needs based approach. The integration of the urban poor into the fabric of the city, i.e., the economic, social and political institutions of the city, is being supported. Rights based approaches are also gaining favour.

The presentation concluded with a brief reflection on the UK. Housing has become part of a multidimensional approach to addressing deprivation through regeneration, and there is a move away from development of large residential estates to integration with the wider city. There is direct support for people through specific budgetary allocations, and participation and partnerships are being actively promoted. Some voluntary organisations are using the SLA.

THE IUHP INDIA COMPONENT

Society for Development Studies

The presentation by SDS (Society for Development Studies), ITDG's project partner in India, began with Vinay Lall asserting that the integrated approach is an evolutionary concept that has not reach its goal. The approach was suggested as early as 1976 at the United Nations Conference on Human Settlements (Habitat I) held in Vancouver, which provided the first occasion to deliberate on human settlement issues, and adopted a number of recommendations relating to the provision of shelter, infrastructure and related services.¹ And SDS has also long been promoting the integrated approach. In 1994, a community based low income housing project in Indonesia that was conceived and implemented in the earlier stages by SDS, based on the integrated approach, received a Best Practice Award. SDS subsequently propounded the approach in a paper presented at the International Forum on Urban Poverty in Florence, Italy in 1997.

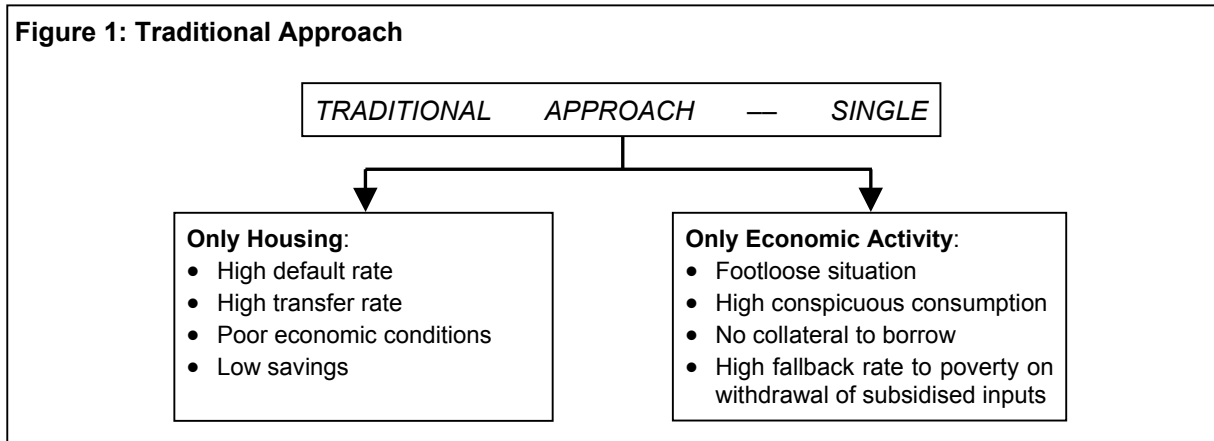
The United Nations has established eight (8) "Millennium Development Goals" (MDGs) to be achieved globally by the year 2015. The first, and overarching goal, is to "Eradicate Extreme Poverty and Hunger". More specifically, the target is to reduce the proportion of people who live on less than one dollar a day to half the 1990 level by 2015. According to Vinay, this is the first time a quantum target has been set for poverty reduction, and also the first time a time horizon has been set for the same. But he questioned whether there is a pronounced strategy to attain the goal in a sustainable way. In this respect, it was asserted that the IUHP provides a possible "Road Map".

A short overview of Alwar was presented to introduce the participants to the secondary town where the India component of the IUHP was implemented. The development of secondary towns such as Alwar as a result of rural-urban migration, as well as urban-urban migration, was briefly explained. It was made clear that because Alwar is also a heritage town traditional economic activities still play an important role in the urban economy. They service the lower end of the market but suffer from capacity problems.

The second part of the presentation was led by Prof. Stuti Lall. It began with an identification of the main problems associated with the traditional approach, i.e., single component, which were summarised as in Figure 1:

¹ Under Guidelines for Action, it was recommended that "A human settlement policy must seek harmonious integration or co-ordination of a wide variety of components, including, for example, population growth and distribution, employment, shelter, land use, infrastructure and services. Governments must create mechanisms and institutions to develop and implement such a policy."

Figure 1: Traditional Approach



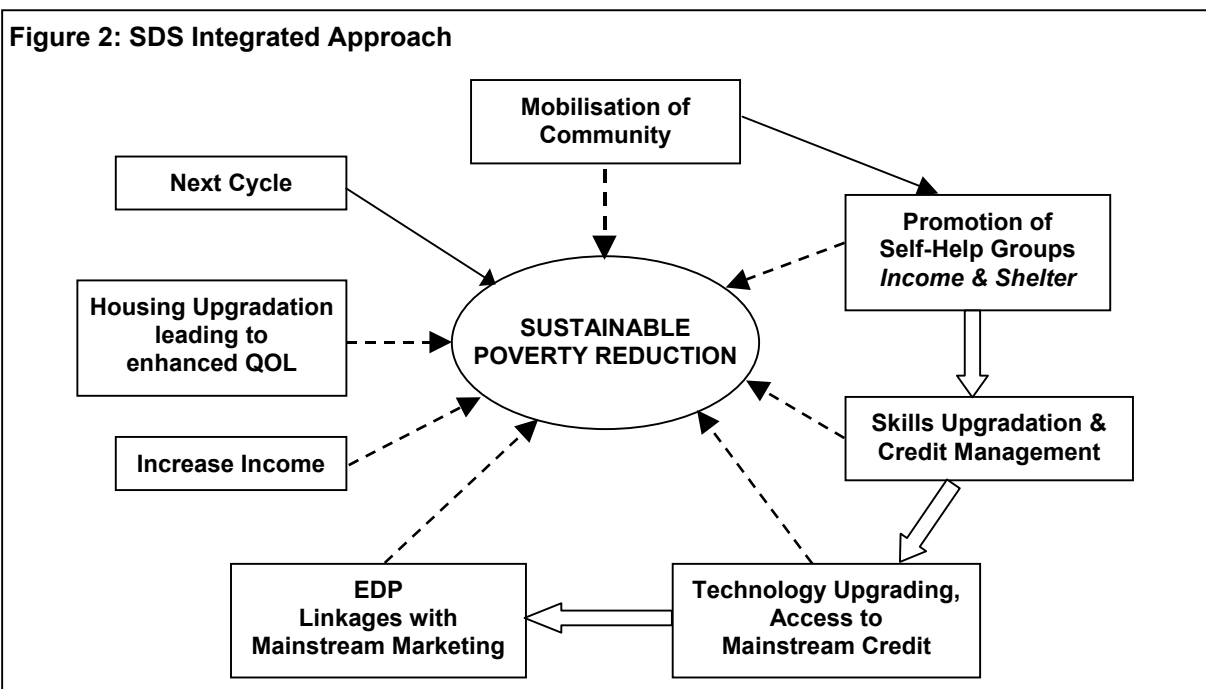
The objectives of the India component of the IUHP were thus to:

- Push up the urban poor on a sustainable basis through an inter-related income enhancement and shelter upgradation strategy
- In the short term: Introduce income generating activities (IGAs) and improve shelter with the enhanced income.
- In the long term: To upscale the project on a sustainable basis.

A more detailed picture of Alwar, the specific project sites and context in which the IUHP in India was implemented was presented. The project partners were enumerated, and the income skills and housing status of the target groups were described. Groups involved in IGAs with which the project worked had inherited skills in leather embroidery, textile embroidery, weaving and pottery. The example was given of how the income generating capacity of one of the groups, the potters, had been constrained by lack of space, isolation and dependency on middlemen prior to the project.

Groups were initially reluctant to receive skills upgrading that the project was offering, but rather demanded scholarships. However, demand for skills upgrading grew with time, and the increase in interest led to the duration of courses being extended from 6 to 11 weeks. Women, in particular, benefited from the courses as they not only found someone to talk to about their problems and aspirations, but were also able to communicate and interact beyond what had previously been a very confined realm.

The conceptual model of the SDS integrated approach shown in Figure 2 was presented:



The strategies adopted by SDS, which were different from more conventional ones, included:

- Conscious value addition from the onset
- Increased productivity and quality improvement (through technological innovations, bulk purchase of raw materials, and group marketing)
- Economic infrastructure (common workplaces, shared tools and equipment)
- Composite credit management (loans for multiple purposes with favourable repayment terms)
- Shelter upgrading for collateral purposes

The project recorded significant outputs — both quantitative and qualitative. The former included upgrading and diversification of skills of 250 artisans; the creation of 21 self-help groups; and the establishment of 50 profitable micro-enterprises, 80% of which were run by women. Linkages to both public and private markets were created for 60% of the project partners, while 40% were able to access bank loans. Incomes increased by 300-400% in 50% of cases, and 50-100% in the rest.

The project also achieved considerable improvements in housing conditions. Piped water supply and covered drainage was extended to 30 households, and a total of 10 and 25 households respectively gained access to individual and communal toilet facilities. Kitchens were constructed in 3% of the target group, and 30% switched to environmentally friendly fuel for cooking. Overall, 5% of the housing structures in the project locations were upgraded through improvements in the roof or other building components. Traditionally in the minority in the project locations, renters constituted only 30% of the beneficiaries—but this situation is changing.

The qualitative outputs and impacts of the IUHP India component include local communities recognising the value of improved shelter and related services as well as the importance of “ownership”. There has also been a change in the mind-set of the target groups from a dependency syndrome to market-oriented thinking. Groups involved in IGAs have cut production costs by reducing labour time through improved skills and technology. They are now able to identify markets, and the role of middlemen has been diminished resulting in an estimated 50% savings. The formation of common interest groups has facilitated access to formal credit and eliminated reliance on subsidies, and pride and self-confidence have been instilled.

The major impacts of the project were summarised as:

- Economic and social empowerment of women and men through the formation of self-help groups.
- A shift from centralised decision making to participatory decision making.
- Capacity built to manage multiple loans at one time; skills in costing imparted; appreciation of innovation, marketing and ability to negotiate.

Also highlighted were the unintended outputs and impacts of the project. These included the adoption of family planning practices and a reduction in child mortality as a result of women interacting in various courses under the project. There was also a community-initiated literacy drive, and children were pulled out of family enterprises and sent to school. In addition, there was a notable decrease in alcohol abuse by menfolk in the project locations was observed. The main initiative all along, it was underlined, has come from the women themselves. Participatory processes have been inculcated in local communities, and they no longer expect “free lunch” — they have learned to pay for things that they formerly believed they should receive free.

A number of reasons were given as to why the planned outputs could not be achieved within the project timeframe. A key one was that a blanket approach was adopted, which did not take into account contextual differences between the project locations in India and Kenya. Achieving an impact beyond the project itself was difficult because of the limited scale of the project. Government agencies were not willing to introduce reforms for such a small number of beneficiaries. The anticipated number of houses could not be built as the urban poor in India are unable to access housing credit because they do not have clear titles, have irregular incomes, and no funds were provided for this purpose by the project. There would thus have to be a substantial increase in the incomes of the target group if significant improvements in the housing they occupy are to be realised.

- A major operational requirement for effective implementation of integrated projects is availability of credit for the main project components — income generating activities and housing initiatives.

- A substantial increase in income is necessary if housing is to be upgraded by the project beneficiaries.

The major conclusion of the India component of the IUHP is that the integrated approach is an innovative approach to urban poverty reduction.

The presentation ended with the assertion that the integrated approach should be guided by the following operational principles:

- Start with an open mind
- Reduce dependency and reliance on subsidies among vulnerable groups through capacity building
- Foster community unity for negotiating and accessing development inputs
- Enable communities to access information and knowledge on all aspects of development
- Use information and knowledge to facilitate and promote co-ordination, convergence and leverage of resources specific to selected activities and locations.

As regards the way forward, the integrated approach still needs to be perfected. And while the approach adopted in the IUHP India component may not be replicable in all contexts, there are lessons and valid principles that can be drawn from project implementation experience.

Discussion points related to SDS presentation

- A query was raised about the unintended benefits, such as the reduction in alcoholism. Were these issues captured in the baseline survey and thus measurable, and if they were, and were considered to be important, why had they not been specifically addressed in the project activities?

These issues were not, in fact, included in the baseline study, which was restricted to the terms of reference (TOR) for the research. But once the project team started to notice changes with respect to these issues, they made sure they were monitored regularly.

THE IUHP KENYA COMPONENT

Intermediate Technology Development Group–Eastern Africa (ITDG–EA)

The presentation on the IUHP Kenya component was introduced by the Acting Programme Manager of ITDG–EA’s Urban Livelihoods and Shelter (ULS) programme, Rahab Mundara. It began with an explanation of the relationship between the IUHP and the Enabling Housing Standards and Procedures project (EHSP), the precursor to the IUHP in Kenya. A brief description was given of the project sites — three peri-urban settlements in Nakuru, namely Bondeni, Lakeview and Kwa Rhonda. And a conceptual model of the integrated approach adopted in Kenya was shown (Figure 3).

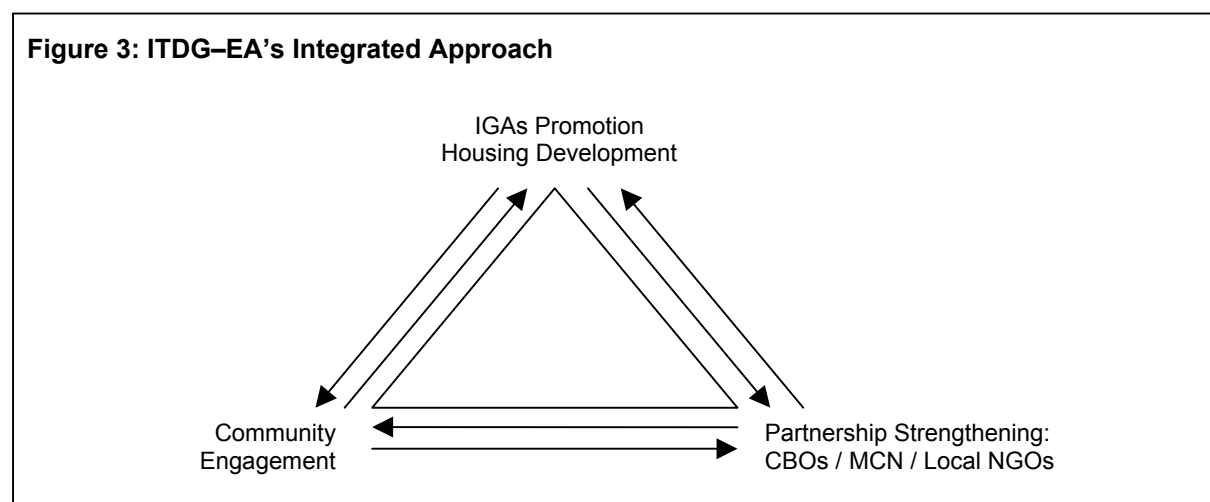


Figure 4: Participatory Needs Assessment

	PRIORITY NEEDS		
	Bondeni	Kwa Rhonda	Lakeview
1	Access to Credit	Adequate Water Supply	Housing
2	Environmental Sanitation	Housing	Environmental Sanitation
3	Education	Health	Employment
4	Housing	Environmental Sanitation	Access to Credit
5	Security	Education	Adequate Water Supply
6	Land	IGAs	Hospitals
7	IGAs	Gender Issues	Infrastructure

The second part of the presentation focused on community mobilisation and engagement in the three settlements, and was led by Michael Kinyanjui. The methods used to identify the target groups and beneficiaries that the project worked with were detailed. Project sites were identified through a participatory process, which was informed by a community-based inventory that also identified communities lacking access to basic urban services. Of particular note was that 70% of households were headed by women.

A survey was conducted to assess the communities' livelihoods assets and how they manage these. Information was collected on the communities' vulnerabilities and the coping and adaptive strategies they adopt to cope. Participatory urban appraisal methods were used, and a combination of questionnaires and semi-structured interviews were used to collect quantifiable and qualitative data and information about socio-economic circumstances and housing conditions. The following were identified as the major problems and issues that communities living in informal settlements in Nakuru wanted addressed:

- Income
- Access to credit
- The environment
- Housing and basic urban infrastructure

The participatory needs assessment that was carried out to determine the local communities' developmental priorities was described, and a summary of the findings presented (Figure 4). It was explained how the participatory needs assessment and further consultations with local community members led to the following four key issues being identified as needing to be addressed by the project through community organisation and mobilisation:

- Capacity building
- Income generation
- Environmental and sanitation improvement
- Shelter development

Capacity building of local communities was seen as fundamental, more so if project interventions were to be sustainable. A key starting point was to change attitudes and behaviour. In this regard, the project was committed to encouraging a culture of saving among poor communities, as a coping mechanism. The project also sought to create networks of horizontal and vertical linkages to facilitate the dissemination and exchange of information, and to foster dialogue between communities themselves, and between the communities and MCN.

Why the integration of partners was necessary to achieve the project objectives was explained: many of the project interventions required more than one actor for successful implementation. The partners that were involved included Municipal Council of Nakuru (MCN), National Housing Co-operative Union (NACHU), Technoserve and the World Bank Voucher Programme. The reasons for integrating local

communities into wider institutions were likewise spelt out. And the recognition of the importance of user participation in the housing process, and how this underpinned the implementation of the IUHP Kenya component was underscored.

MCN Environment Department Head, Simon Kiarie, who is also the Project Co-ordinator of the Localising Agenda 21 (LA21) initiative in Nakuru delivered the next part of the presentation, which focused on the experiences of the LA21 process. Some back ground information was provided and the LA21 process, which through a consultative meeting between stakeholders and partners resolved to make Nakuru a “people Green Town”, was outlined. Key dates, going back as far as 1996 when the institutional set up was established under Urban Pact 1, were also mentioned.

Images of some of the housing, environmental and greening initiatives in which the Council has been involved were presented. The Council continues to stimulate innovative partnerships, and there has been effective collaboration with ITDG and other NGOs in improving housing conditions and facilitating access to credit by poor communities in informal settlements within the Council’s jurisdiction. There has also been a “city-to-city co-operation” with Leuven (Belgium) on housing, education, health, environment, a cobblestone paving project and exchange visits, and this partnership has won a Habitat Scroll of Honour Award. Some of the other collaborative partners with which MCN has been working on various initiatives include: UN-HABITAT; Post Graduate Centre Human Settlements, Catholic University of Leuven (PGCHS–KU, Leuven); World Wildlife Fund (WWF); Japan International Cooperation Agency (JICA); African Development Bank (ADB); French Development Agency (AFD); International Council for Local Environmental Initiatives (ICLEI). The Council has also been collaborating with a number of cities and towns in the region such as Jinja and Kampala in Uganda, and Mwanza and Zanzibar in Tanzania.

The constraints that MCN has been faced with in trying to implement initiatives, many of which aim to improve the circumstances of poor communities in informal settlements in Nakuru, include:

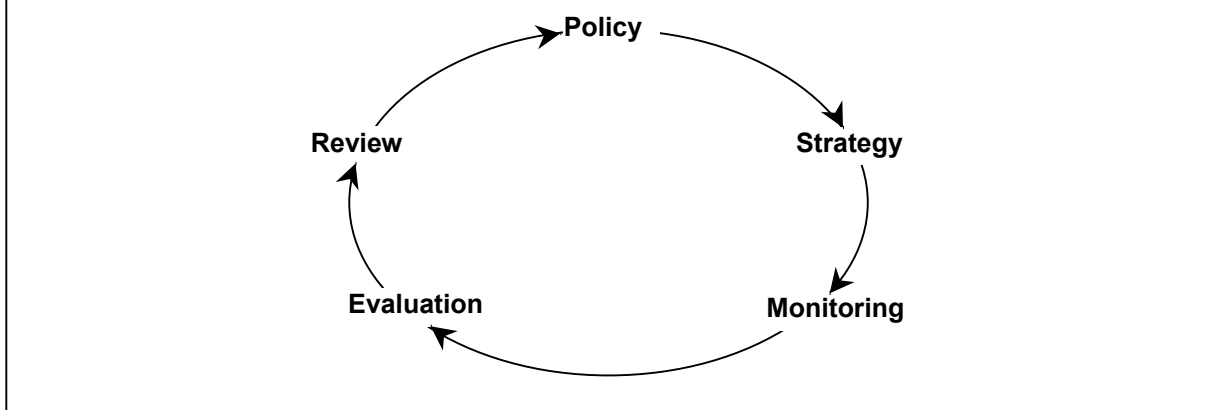
- Lack of a national framework to guide the LA21 process;
- Inconsistent policy pronouncements and implementation
- Lack of political will
- Inadequate human resources
- Frequent leadership and administrative staff changes
- Conservative administration
- Limited law enforcement and administrative ability

However, it was affirmed that prospects are good for the implementation of the Nakuru Strategic Structure Plan, integration of LA21 into the MCN budget, and promotion of linkages and partnerships.

In the last part of the presentation, delivered by Rahab, the adoption of the Sustainable Livelihoods Approach (SLA) in the IUHP was explained. Through project interventions, the livelihood assets of the beneficiaries were enhanced as follows:

- Natural Capital: by educating communities on land rights; helping land owners acquire title deeds; facilitating access to credit to purchase land.
- Social Capital: by developing community networks; strengthening, building capacity, and increasing the number of CBOs; the formation of Nakuru Affordable Housing and Environmental Co-operative (NAHECO — an apex body responsible for co-ordinating CBO developmental initiatives).
- Human Capital: through training and skills upgrading.
- Physical Capital: by increasing the housing stock through the construction of housing structures and rental rooms; improving access to basic urban infrastructure services (water supply, sanitation, and solid waste management).
- Financial Capital: by establishing and enhancing IGAs; facilitating access to credit for housing development; introducing daily savings schemes.

The role of indicators in the iterative strategy and policy formulation process evolving through the implementation of the IUHP in Kenya was also explained (Figure 5).

Figure 5: Strategy / Policy Formulation Process

The project outputs were also enumerated:

- Marketable skills (e.g., production and use of SSBs, food processing, etc.) imparted to over 400 women and men.
- IGAS set up by 60% of existing group members
- Five (5) new group-owned and managed enterprises established.
- Two (2) regional enterprises established.
- Appropriate building technologies have been used by 51 developers to construct dwelling units, providing accommodation for 194 households. Using SSBs for walling construction has resulted in savings of up to 30% compared with conventional masonry or concrete block walling.

The presentation ended with a statement of the major lessons learnt through implementing the IUHP in Kenya, which were:

- The poor have assets that can be built on in addressing housing needs
- Partnership building requires a high level of investment for best results.
- An integrated approach to urban housing development, although challenging, is possible and desirable.

Discussion points related to ITDG-EA presentation

- In response to a question about the percentage of beneficiaries whose incomes had increased, it was affirmed that the incomes of 68% of those who had benefited from skills training and capacity building had increased.

INTEGRATED URBAN DEVELOPMENT INITIATIVE/S IN ZIMBABWE ITDG-SA

Presentation on integrated urban development initiatives in Zimbabwe

Alex Mugova and Noah Sigauke, ITDG-Southern Africa, Zimbabwe

Integrated urban development interventions in Zimbabwe began in the 1990s when ITDG-SA first started working with Cone Textiles Housing Co-operative (CTHC) in Chitungwiza Municipality, which lies 30 km south west of Harare. Formed by employees of the Cone Textiles factory, the housing co-operative initially sought ITDG-SA's assistance to develop housing for its members. But when the factory closed and the workers were made redundant, income-generating activities (IGAs) were introduced alongside the housing development initiatives under the *Integrated Urban Development Project* (IUDP). The other key partners in the IUDP, along with CTHC and ITDG-SA, were Civic Forum on Housing (CFH) and Chitungwiza Town Council. The partnership was built around shared aims and objectives of providing adequate housing and services for CTHC members by creating jobs and income, and promoting democratic forms of urban governance that address the economic and social aspects of housing need and delivery, especially to low-income communities.

To date, 1000 stands have been serviced and most have completed houses built on them. In the majority of cases, conventional building materials and construction technologies have been. ITDG-SA has endeavoured to promote the use of alternative building materials, in particular stabilised soil blocks (SSBs) and micro-concrete roofing (MCR) tiles, but uptake has been slow. The IGAs introduced under the integrated approach include MCR tile production; candle making; peanut butter production; and making ice lollies. At least 250 people have been trained in these IGAs.

ITDG-SA's approach to housing development has changed as a result of lessons learned through the IUDP: it is now more community-driven and based on self-help, incremental approaches that emphasise local skills development and sustainability. More partnerships have been forged, including with local authorities, policy makers, housing standards boards and the private sector.

The integrated approach has been adopted in the '*Improving Urban Livelihoods*' project financed by the Community Fund. International in scope, the project is being implemented in Epworth, an informal settlement just outside Harare, as well as Kassala in Sudan and Nakuru and Mavoko in Kenya. More housing co-operatives and NGOs (i.e., Housing People of Zimbabwe and Dialogue on Shelter) are ready to adopt the integrated approach, as are groups belonging to Homeless Federation in Mutare, Kariba and Victoria Falls.

Discussion points related to ITDG-SA presentation

- Given the long period that has lapsed since ITDG-SA first started working in Chitungwiza, the question of whether original project beneficiaries have sold their plots and houses to higher income groups over time was raised. It was affirmed that there were some isolated cases of this happening, but it is not nearly as serious a problem as in Kenya. This is largely because official title deeds are yet to be issued.
- As a sub-sector analysis of the roofing sector in Nakuru, Kenya found MCR tiles not to be competitive, it was wondered whether there was a market for the tiles in Zimbabwe. It was confirmed that demand has been low, even with efforts by ITDG-SA to promote MCR tiles by demonstrating their advantages through housing co-operatives. But there have nevertheless been numerous requests for tile manufacturing equipment, especially from community based enterprise groups. A major problem however is the current fluctuation of prices in the Zimbabwean economy, which affects not only the price of inputs required for MCR tile production, but also the prices of competing roofing materials.

INTEGRATED URBAN DEVELOPMENT INITIATIVE/S IN SUDAN

Salih Orabi, ITDG-Sudan Programme Co-ordinator, Eastern Sudan

The '*Improving Urban Livelihoods*' project referred to earlier is the first 'integrated' urban project to be implemented by ITDG-Sudan. It is being implemented in Kassala town, which is in Eastern Sudan near the Eritrean border. Kassala State itself is home to about 35,000 internally displaced persons (IDPs) who have moved there due to drought and war from all over Sudan (South, West and East). Started in April 2001, the project targets residents of IDP camps surrounding the town. The project is addressing the income generation and livelihood priorities of the target groups through a participatory approach.

The presentation outlined project progress to date. The focus so far has been on training and IGAs. Strategic partnerships with the local authority and other NGOs have also been forged. But the large number of NGOs operating in the town also presents problems. Many are relief agencies whose approaches conflict with ITDG's approach, and also raise different expectations among the IDPs.

A total of 2,366 plots have so far been acquired and distributed to beneficiaries in Sudan. It has been relatively easy to secure land from the local authority, after some lobbying by ITDG, as the land tenure system in Sudan is not very problematic.

Discussion points related to presentation on Sudan

- In response to a query, the *vaulted roof technology* system that is being used in the construction of buildings in Sudan was explained.

- The use of alternative fuels for firing bricks is also being promoted by ITDG Sudan, in particular natural gas and bagasse. The latter is a waste material from the sugar industry that is readily available in Eastern Sudan. The efficacy of using the alternative fuels and their cost-effectiveness is still being analysed.

General comments and questions:

- There was a contention that the integrated approach is quite costly, with substantial sums of money spent on training. The number of people who have got jobs as a result of the training was asked. It was argued that if, in Zimbabwe, the approach is still expensive and sustainability has not yet been achieved after 10-12 years, it is questionable.

It was acknowledged that the approach in Zimbabwe was initially expensive, but it was maintained that the approach will eventually become self-sustaining.

- The extent to which the projects factored in the importance of good relations with local government, particularly with respect to land acquisition, building regulations and infrastructure services, was queried. Also questioned were the importance of local authority agreement to project success and the amount of time allowed for building relationships. This is particularly true in a context where housing and services for the poor are probably a low priority for local government.
- In India, a major problem was the scale of the project, which was so small (200 beneficiaries scattered in different locations across Alwar town) that it had little impact on poverty at the municipal level. Councillors were not prepared to support improvements to services with so few beneficiaries. This compromised the project's potential for wider adoption. SDS consequently had to develop a good relationship with the Government to get the integrated approach incorporated into national policies. Future projects need to be larger in scale or clustered in just a few wards.
- Another problem has been the rapid turnover of local government officials. It thus took a long time for a location for the Local Urban Observatory (LUO) to be identified and agreed upon. A decision was finally made to locate it in the District Collector's office, where it can provide a forum for stakeholders to meet.
- In Kenya, poverty alleviation is becoming an increasingly greater priority for local authorities as a result of the Kenya Local Government Reform Process (KLGRP). As of two years ago, city and municipal authorities are required to prepare a Local Authority Service Delivery Action Plan (LASDAP). ITDG-EA has been making the most of the opportunities this offers. It has, for example, made a case for small-scale informal water vendors to be allowed to operate legally.

In Zimbabwe, local authorities are recognised as a key player in the provision of urban infrastructural services. The problems that this poses have been recognised by ITDG-SA, and thinking has changed over the years. ITDG-SA is now moving towards a rights based approach to land and basic service provision, and is mobilising communities to lobby local government. They have also been seeking to develop partnerships with central and local government to address various issues, such as housing standards.

In Sudan, the question is not so much to do with local authorities, but rather with the many NGOs and United Nations agencies also operating in Kassala, with approaches inconsistent with those of ITDG. In addition, government resources have been constrained, and have been diverted mainly towards the civil war. Development will not be a priority as long as there is still civil war.

The wider implications of the forgoing discussion were noted. Generally speaking, the projects in the respective countries are being implemented in a fragmented institutional environment. There is also a fragmentation of interventions and stakeholders (between owners and tenants, those involved and those not involved).

CASE STUDY FROM ARGENTINA: ENRIQUE ORTECHE (CEVE)

Enrique Orteche, CEVE, Cordoba, Argentina

The presentation began with a brief overview of the socio-economic reality and politics of Argentina in an international context. Neo-liberal policies, characterised by a restructuring and shrinking of the role of the state coupled with the opening of the economy and growth geared towards foreign markets, have had an adverse impact on the country's economy. There are growing inequalities nationally and nearly 25% of the population live below the 'line of destitution'. The economy can be distinguished into the formal 'capitalist' economy and the informal 'popular' economy. The former follows the logic of accumulation and appropriation of surplus, while the latter follows the logic of trans-generational reproduction and livelihoods and produces little surplus, which is generally reinvested. The popular economy includes mutual help networks, supply or combined commercialisation networks, co-operative protest organisations, community services administration organisations, etc.

A framework used by CEVE that seeks to promote integration across three sectors — 'Habitat', 'Work' and 'Social Development' — was presented. A matrix was presented with these as columns intersected by seven rows of activities / outputs including the extent to which the project was integrated; the involvement of various stakeholders; the role of NGOs; the source of funds and their recovery; technologies; and replicability

CEVE has implemented projects in 7 states in Argentina. They focus on housing provision, but in a broader way. The presentation concluded with the following assertions:

1. New visions are possible — Housing should be seen as a process, not just a product
2. Employment generation is a growing priority in Argentina.
3. New processes are involving new actors with new roles, thereby promoting social inclusion.

CASE STUDY FROM PERU

Liliana Miranda, Cities for Life Forum, Peru (talking about NATURA)

Cities for Life Forum is a network, of which NATURA is a member, working on the Agenda 21 process. With membership drawn from municipalities, NGOs, universities and CBOs striving for a better quality of life in Peruvian cities, the Forum seeks to increase the economic (capital, technology) and symbolic (political, self-esteem, knowledge) power of the poor – working mostly on symbolic power with knock-on economic effects. The network builds tripartite alliances in each town between municipalities (who take the lead), universities and NGOs / private sector. Groups are linked across the city, then between cities, and nationally. Cities for Life Forum started with 12 member institutions in 6 cities, but there are now 78 formally constituted institutions in 27 cities.

The case study presented focused on the coastal town of Chimbote, which is dominated by the fishing and processing industry that causes severe environmental pollution. The town is also vulnerable to the El Niño weather phenomenon, which brings about heavy rain and flooding that devastates the town's fishing and processing industry. Agro-chemicals from the surrounding areas further pollute ground water, while sea water is polluted by industrial and domestic waste.

'New Chimbote' was created in 1994 and now has 30,000 inhabitants. As 1,500 hectares of the town is swampland, it has a high biodiversity rate. The Agenda 21 process began with sensibilization, networking, generating political will and entering into agreements. This was followed by strategic participatory planning, ratifying of agreements and the establishment of a local sustainable development council. An implementation plan was prepared on the basis of participatory budgeting, sustainable construction and alternative technologies. This helps connect the short-term (budgeting) with the longer term (Agenda 21).

Forum members recognise the need for sharing experiences and seeking consensus stakeholders. Perseverance, tolerance and leadership are crucial in this respect. Consensus building should begin with an issue on which everyone can agree even if it is not a top priority for all. Existing initiatives and people's capacities should be strengthened, but creativity is also required.

Discussion of case study from Peru

- With regard to the creation and maintenance of networks, the question of whether some organisations find it difficult to move from their own agenda to a joint one arose. Also questioned was manageability if there are too many parties involved.

Cities for Life Forum addresses these concerns by creating awareness of issues and formulating joint plans. Members contribute from their own resources to implementation.

- It was wondered whether there is something peculiar about Peru that makes a network such as NATURA possible, and whether a similar network would work in Kenya.

An explanation was given that Peru has a long-standing tradition of social organisation and networking. NGOs do not always agree, but they seek compromise on issues that they do agree on. In the recent past, NGOs were focused on protesting against the corrupt government, and had to communicate through their network because the media was state controlled. A new government has since been installed, and they are now taking those partnerships forward and implementing plans. There is a general movement towards decentralisation, and municipalities sometimes need the NGOs as the latter are frequently better off financially.

It was further pointed out that in the 1970s and 1980s, the focus of the international development community was on Latin America, which acted as a testing ground for new approaches and ideas. They thus have a 20-25 year head-start and a more conducive operational environment for NGOs.

General discussion

- A general observation was that the focus of the workshop presentations was on outputs and impacts, rather than processes. If scaling up is to be successful, processes need to be understood so that constraints and opportunities for leverage can be identified. (A paper on processes is available on the Cities for Life Forum web site <http://www.ciudad.org.pe/>).

But there is also a danger that, in the search for consensus, the focus may be on processes that do not upset vested interests. Issues of redistribution and inequalities that will lead to conflicts of interest may consequently be ignored.

- Questions were asked about the experience of workshop participants in communicating with government, and what can be done about corrupt mayors or councillors?

In Kenya, local government is subject to the powers of central government. Local government budgets, for example, have to be approved by central government. There is therefore not much scope for autonomous action. However, there is ongoing reform that is seeking to increase autonomy and opportunities for community participation. But many local authorities are in arrears, which poses problems. The question then arises, how can local authorities secure resources so that they can work more effectively and sustain themselves?

In Peru, the National Environment Commission was not interested in involvement with Cities for Life Forum, believing that they could work through the environment commissions at the city level. However, the environment commissions at the city level were siding with industry and organisations like NATURA were opposing them. The National Environment Commission subsequently invited Cities for Life to sit on their board. This demonstrates that a step by step process can raise awareness and eventually bring about change.

PRESENTATION ON HOME-BASED ENTERPRISES

Graham Tipple, CARDO, University of Newcastle

The presentation focused on the findings of a DFID-funded research project on home based enterprises (HBEs) in residential neighbourhoods in four cities in the South: Cochabamba in Bolivia; Delhi in India; Surabaya in Indonesia; and Pretoria in South Africa. It was combined with another study in Accra, Ghana.

HBEs have had a bad name because of their association with sub-contracting by large factories and exploitation. They are also considered to be environmentally hazardous and are against zoning regulations. The research found that the most prevalent HBEs, which commonly make up for lack of

local provision, are retailing, food production and clothing, and are mostly environmentally benign. HBEs operate in 25-45% of households in the urban South, and where they exist, provide 60-70% of household incomes.

How regulations could be revised to allow HBE activities while ensuring that they do not become a problem was explained. The example was given of lists of what has recently been allowed or banned being published. Minimum plot sizes may be required, it was affirmed, and planning needs to allow space for facilities and amenities such as markets, clinics, crèches, etc.

Discussion of HBEs

- It was asked if there are examples of countries where there are flexible rules for HBEs.

It was confirmed that exemplars are few. Indonesia, for one, has moved some way towards more rational regulations. However, in some countries planning and enforcement of regulations are so weak they are of no consequence for HBEs, which is advantageous for the poor.

- The question of how city legislation and by-laws can be liberalised to enable HBEs to operate without encumbrance was raised, and how HBEs can become more profitable.

Graham opined that the role of Northern researchers like himself was to raise issues rather than necessarily providing the answers. It is, however, easier to combine the role of researcher and practitioner in the South.

PRESENTATION ON “UNDERSTANDING URBAN LIVELIHOODS” PROJECT: STUART COUPE

Stuart Coupe, ITDG, Advocacy

The presentation outlined the background to *Understanding Urban Livelihoods* (UUL), a DFID-funded Knowledge and Research project that ITDG is managing. The purpose of the project, which began in January 2003, is to understand the interrelationships between income generation and neighbourhood improvements in order to improve the impact of urban development projects. The research focuses on interventions which adopt three different entry points: service delivery, income-generation, and social mobilisation. It seeks to identify the impact of each on the livelihoods of urban poor households by using the sustainable livelihoods framework to compare areas where there have been no interventions with ones where NGO interventions have been implemented. The project partners are CARE International UK; the Water, Engineering and Development Centre (WEDC); the International Institute for Environment and Development (IIED); ITDG Bangladesh; ITDG Southern Africa and ITDG Sudan. The case studies that ITDG Bangladesh and ITDG Southern Africa will be analysing as part of this research were briefly explained by Satya and Alex respectively.

The presentation concluded by identifying potential pitfalls in the research including:

- (a) the willingness of residents of settlements in which there have been no interventions to participate;
- (b) the scientific rigour of the research design, including the problem of attribution of changes in livelihoods to project interventions;
- (c) the comparability of results between case studies; and
- (d) the usefulness of the results for dissemination, replication and upscaling.

Discussion points related to UUL

- In response to the question of whether the case studies were so varied that comparison will not be possible or useful, Stuart asserted that grouping the cases according to a range of criteria will make comparison possible.
- There was concern about the risk of subjective bias if conditions in each case study were prejudged. This will be mitigated by the research adopting a flexible approach to comparison of NGO interventions. The methodology will be crucial. It must ensure sufficient validation / triangulation of results.
- Regarding whether the research is going to add to knowledge where it is already agreed that community mobilisation as an entry point is most appropriate, one of the objectives is to facilitate critical reflection and dialogue between NGOs about their assumptions and approaches.

PRESENTATION ON SUB-SECTOR ANALYSIS: MIKE ALBU

Mike Albu, ITDG, Senior Specialist, Enterprise Development, ITDG–UK

The presentation began by discussing the need for sub-sector analysis (SSA) as a way of identifying economic opportunities for poor people and designing effective interventions that will enable them to exploit these opportunities. The key steps in SSA were subsequently outlined. Examples were presented of sub-sector analyses conducted in Nakuru, Kenya and Kumasi, Ghana that aimed to explore whether SSA can be conducted in a participatory way, and whether this is practical and cost-effective. The sub-sectors analysed in each case were, respectively, roofing and carpentry. The presentation reflected on these experiences and, in particular, on the sub-sector mapping process. In Nakuru, the analysis concluded that MCR tile production was not a viable income generating activity (IGA) for urban poor community-based groups. However, in Kumasi, the analysis helped identify a key point of leverage in the timber regulations. Changes would allow carpenters much easier access to forest timber and make them more competitive.

Discussion points related to SSA

- The question of what criteria should be used to select the sub-sectors to be analysed was raised. This is an important step before an actual SSA is undertaken. There are criteria and processes that can be applied so it is done in a participatory way.
- It was asked whether SSA can really help identify what is viable, and whether it would not be better to look at what was already working. It was answered that SSA involves trying to identify where there is large scale unmet demand. It is also important to recognise that investments may not always be feasible, – SSA is intended to reduce investments in non-viable enterprises.
- A question was asked on the scale at which can SSA be applied, and whether it gets more complicated in bigger cities with more actors involved, e.g., in moving from Alwar to Delhi. It was pointed out that many sub-sector analyses are conducted at the national level where the unit of analysis is an industry, and it does not necessarily get more complicated. It may, however, be more difficult to make it participatory at this level, and losing the benefits of local ownership and participation would be unfortunate. On the other hand, the benefits of scaling up to the city level might be the opportunity to train up a cadre of people who could provide the facilitation needed.
- SSA is essentially a tool for identifying potential interventions. In selecting interventions, human capabilities should be considered, as should how far people are being asked to detract from their current activities. Micro-level implications likewise need to be taken into consideration.
- It was wondered why a positive result was achieved in Ghana and not in Nakuru, to which the reply was that it was probably because the remit in Ghana was wider (timber rather than roofing). If the wider construction sector in Nakuru had been analysed, more opportunities may have been found. On the other hand, the narrower focus provided a good opportunity for testing the SSA methodology.
- In response to questions regarding the efficacy of a SSA 'toolkit', its complexity, the number of steps involved, the clients, its reliance on expert inputs, it was affirmed that SSA was pioneered about 10 years ago. The aim of the work described was to develop a rapid, participatory version of it, and in this regard it succeeded to some extent. This is important, because if a methodology that works cannot be found, perhaps money should not be invested in enterprises that will inevitably fail. It was noted that it is now understood that poverty is a complex phenomenon, so simplicity is not necessarily a good thing.
- Recounting his experience of the exercise carried out in Nakuru, Michael Kinyanjui agreed that although SSA looks complicated, it is possible to involve various stakeholders, including urban poor women and men, at certain stages. The experience of trying to apply SSA in a similar way in Nairobi likewise suggests that some stakeholders need only be involved at certain stages in the process. These views were supported by experience in Zimbabwe.

TOWARDS A SUSTAINABLE SHELTER STRATEGY: MIKE MAJALE

Mike Majale, ITDG, Shelter and Urban Specialist

Rather than presenting a draft shelter strategy based on an integrated approach to urban housing development, the paper reviewed the project papers that had been written both from desk studies and from work in Alwar and Nakuru, and the Implications for a strategy.

The following key lessons learned were identified:

- Community organisation and capacity building are essential if the urban poor are to participate effectively in integrated development interventions.
- Partnerships are crucial in an integrated approach.
- The support of the local authority is needed if integrated urban poverty reduction initiatives are to be successfully implemented in secondary towns.
- A common development vision is needed amongst project partners if an integrated approach is to deliver the anticipated outputs.
- A critical analysis of the market (sub-sector analysis) and / or feasibility studies to determine the viability of proposed income generating activities should be carried out. And it takes time to identify viable income generating activities.
- Training and skills upgrading are fundamental requisites if community-based groups engaged in income-generating activities are to improve the quality and quantity of their products.
- The relationship between income generation and shelter upgrading is not as straightforward or simple as was originally assumed.
- It may be unrealistic to expect to significantly improve access to shelter and infrastructure by urban poor households within a short timeframe.

Discussion related to shelter strategy

In the discussion that ensued, the question of what is meant by “an integrated approach” was addressed. The initial project working paper put forward a definition of integration, but this was not unanimously agreed upon by all. There is need therefore, possibly through elaborating some principles, to articulate what constitutes an “integrated approach”.

The importance of considering the integrated approach to urban housing development within a global context was also emphasised, the reason being that current global developments are constraining local development. Local lessons need to be fed back to a global public, if global developments are to be influenced. It was argued that UN–HABITAT is not necessarily the most effective route to achieve this objective.

The overall conclusion of the discussion on the strategy was that an integrated approach to urban housing development has significant potential, but it takes time for results to become evident. Therefore, any targets set in a project such as the IUHP must be realistic.

FINAL SESSION: CONCLUDING DISCUSSION

In his introductory remarks at the start of the workshop, Theo asked the participants to bear in mind the following questions, with a view to having them answered in the final session:

1. What lessons have we learned?
2. How far has the integrated approach been proved to work, and can a case be made for the integrated approach, and what are eventually the remaining gaps?
3. How best can the lessons learned and knowledge gained be documented, disseminated and used to advocate for the integrated approach?
4. What do we do and where do we go from here?

What has been learned?

Meaning of Integration

- Integration should happen at both the level of activities and the level of partners (i.e., between actors at all levels, from local to national).

- Whether integration could happen only at the settlement or neighbourhood level or whether it should extend to the town or city level is debatable.
- An integrated approach means taking into consideration physical, financial and social assets, starting first with the social through the development of a shared vision.
- With the increasing tendency for the poorest to be excluded from common development activities, integration should perhaps firstly be about social inclusion.
- All people need housing and all people need livelihoods: the two are interlinked, but more so for some than others. For people such as landlords, housing is their livelihood, but for others such as home-based entrepreneurs, housing is where they both live and pursue their livelihood.
- The relationship between income generation and the upgrading of shelter and related services is not simple or straightforward.

Practicalities

- An analysis of the market and specific sub-sectors is needed to identify viable business opportunities. Such an analysis may take some time.
- Access to credit is crucial to the successful development of both housing and MSEs. However, housing development from savings alone takes a very long time.
- Training and skills upgrading are critical to viable income-generating activities.
- The emphasis should be not so much on technical know-how, but on practical how-to-do.
- It may be necessary to abandon the concept of a self-contained house on its own plot if people can afford no more than a single room. It is important therefore to offer multiple options.

Partnerships

- Partnerships involving a range of stakeholders are crucial to the success of an integrated approach.
- Partners in a project need to have a common development vision.
- Effective partnerships can ensure that resources are maximised.
- Partnerships work in the following way:
 - Vision: cognisance of the political system
 - Mission: a particular role being played by each partner (i.e., working with and building capacity of individual actors)
 - Ambition: empowerment of the poor.

Role of Authorities

- The support of local authorities is needed for the integrated approach to work.
- Central government also needs to be supportive of the approach to enable it to happen.
- How best to engage the authorities may be open to question.

Role of NGOs

- NGOs currently play an important role in mobilising communities, building capacity, forging partnerships, etc.
- Donor funding is tending to increasingly go to governments, which in turn are decentralising some responsibilities and resources to local authorities. This could imply that, in future, local authorities may have to play an increased role in integrated development whilst that of NGOs decreases.

Community Mobilisation

- A strong and viable civil society can bring real and lasting benefits. This may explain why community projects in Latin America appear to be more successful than others elsewhere in the world.
- Community organisation is essential if the urban poor are to participate effectively in integrated development.
- The IUHP started as a project that subsequently mobilised communities. In the Peruvian case, community mobilisation came first, followed by networking and advocacy. Thereafter, a loosely integrated, but quite effective, project developed.

Lobbying and Advocacy

- Integrated projects require strong policy and advocacy components.

- Project should adopt a rights-based approach, e.g., to lobby for improved access to land, housing and services.
- There is need for lobbying and advocacy at local, national and global levels.

Has a case been made for the integrated approach?

Is enough known about the integrated approach?

- A better understanding has been gained, but perhaps not sufficient insight. The research has raised a number of questions that are yet to be unanswered.
- There is perhaps no universal integrated approach as success is influenced by different factors, e.g. context. But it may be possible to define principles and conditions, or key factors, for a successful approach.
- It is known that integration is likely to produce better outcomes, but it is still difficult to develop models that work locally. A national or regional strategy could perhaps set out the principles, methods and processes that work, which can then be adapted to local conditions.
- Since local contexts can be very specific, it is important that such a strategy is sufficiently flexible: e.g., what should come first — income-generation, housing or services — may not be defined.

Is an integrated approach always appropriate?

- There are many stages of urbanisation and urban development. Different interventions may thus be required at various stages of consolidation of a settlement. An integrated approach may only be appropriate in well-consolidated, established settlements.
- In other situations, an alternative (incremental) approach could be to start working in a settlement on a priority intervention (an entry point) identified through a participatory approach, to build relations from there, and to develop areas of activity into a more comprehensive project progressively.

Time to see Impacts

- It takes time to achieve significant improvements in shelter and services.
- In projects of short duration, evaluations should be process-oriented, not output-oriented.

Small Scale of Project

- The scale of the project intervention provides questionable proof. The relatively small scale of the IUHP may have distorted reality, and therefore may not have been a real trial or test.
- It is difficult to assess the real costs and benefits when the scale is small.
- It may be difficult to influence local authorities with such a small-size project?
- To make a convincing case, the research project should have been a lot larger. Whether it should have covered the whole of a secondary town the size of Nakuru or Alwar is debatable, but it should certainly have covered more than a few hundred beneficiaries in each location. Within this particular funding framework, however, that might have been difficult.

Gaps, pitfalls and challenges

Project Design and Evaluation

- How can the needs of the poorest be met? In choosing to work with specific trades or established groups, they may have been excluded.
- The size of an integrated project and its time frame should be based on realistic estimates. The size and the time required in this particular case were probably underestimated.
- Integrated projects need to set realistic targets. But targets and expected outputs should also be flexible enough.
- The attribution of impact in integrated development projects can be a big problem.
- Criteria to assess sustainability are needed.
- How can the benefits of, for example, income generation and shelter be balanced with environmental concerns?
- Are the project interventions really cost effective?

Getting other Agencies to Change

- Many development agencies are established or structured on a sectoral basis. And many will have an innate resistance to an integrated approach, for a range of reasons: losing control, losing resources, corruption, etc.
- Many agencies and researchers do not have a participatory approach that enables the involvement of low income groups in decisions regarding projects. They like to set priorities from the outset, instead of letting them evolve.
- Donors can also pose a problem in requiring project proposals that focus on specific outputs rather than processes.

Dissemination

Scaling Up

- If a pilot project is a success, how can it be replicated?
- Practical components of the project need to be demonstrated if uptake is to be optimised.
- Can local economic development be institutionalised at local authority level?

Networking

- Involvement in networks with organisations with similar interests is important. Interests need not necessarily overlap completely — network members can share a vision, without having a common vision.
- But, taken together, they can have a shared agenda for lobbying and advocacy. Such networks are also a good platform for knowledge sharing and exchange.

Strategy Paper

- Opinions were initially divided as to whether a single international strategy paper would make sense. As there appears to be no universally applicable integrated approach, it might make more sense to go for national or regional strategy papers.
- However, national strategy papers could benefit from having several international examples, which might actually help to convince policy makers.
- If an international strategy paper is prepared, it should avoid being prescriptive, and instead focus on internationally relevant principles and examples.
- In the end, the opinion swung towards a single international strategy paper, with a clear set of principles and methods that work, as well as case studies on Nakuru and Alwar, and possibly boxes describing other experiences. Comparisons between these cases should be however be avoided as the contexts are so varied, and perhaps the differences highlighted.

Other Published Outputs

- The strategy paper will be complemented with a series of articles, at national and international levels, aimed at an audience of decision makers, donors, development agents and researchers.
- Similarly, project outputs will be accessible on various websites. The above articles and various short news stories will point the public to these.

Communicating With the Grassroots

- Lessons and ideas about strategy need to be fed back to the grassroots in a way that is useful and accessible for them.
- The videos that have been produced to document the development processes in Nakuru and Alwar will be a key tool in this respect.

Where do we go from here?

- IUHP has provided some answers, but also raised additional questions which may require further research. These include the following:
 1. What is the optimal scale of a pilot project of this nature? How can the need to show sufficient impact and reliable result be balanced against available resources?
 2. How important a variable is the project location/context?

3. How can economic development be addressed and integrated more systematically in city development strategies? How can more markets be explored and the best use made of economic opportunities?
 4. How can credit be brought into integrated projects from the start to accelerate their impact? (E.g., how can the experiences of Community-Led Infrastructure Financing Facility [CLIFF] or City-Community Challenge Fund [C3F] be combined with that of the IUHP?).
 5. With the responsibility for urban planning and development shifting from central government and NGOs to local authorities, how can the latter's attitudes and approaches be changed? What is required in terms of advocacy, awareness raising, capacity building, etc.?
- An evaluation of the project is scheduled to take place over the next three months; that will help to clarify these issues further.

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