

QUICK
GUIDES
FOR
POLICY
MAKERS



housing the **poor** in Asian cities



UN-HABITAT



United Nations
ESCAP

2

LOW-INCOME HOUSING:

Approaches to help the urban poor
find adequate accommodation

Copyright © United Nations Human Settlements Programme and
United Nations Economic and Social Commission for Asia and the Pacific, 2008

ISBN: 978-92-113-1947-7
HS/960/08E Housing the Poor in Asian Cities, Quick Guide 2

DISCLAIMER

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or its authorities, or concerning the delimitation of its frontiers or boundaries regarding its economic system or degree of development. The analysis, conclusions and recommendations of this publication do not necessarily reflect the views of United Nations or its member States. Excerpts may be reproduced without authorization, on condition that the source is indicated.

Cover design by Tom Kerr, ACHR and printed in Nairobi by the United Nations Office at Nairobi

Cover photo by Asian Coalition for Housing Rights

The publication of the Housing the Poor in Asian Cities series was made possible through the financial support of the Dutch Government and the Development Account of the United Nations.

Published by:

United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP)
Rajdamnern Nok Avenue
Bangkok 10200, Thailand
Fax: (66-2) 288 1056/1097
E-mail: escap-esdd-oc@un.org
Web: www.unescap.org

and

United Nations Human Settlements Programme (UN-HABITAT)
P.O.Box 30030 GPO 00100
Nairobi, Kenya
Fax: (254-20) 7623092
E-mail: tcbb@un-habitat.org
Web: www.un-habitat.org

Acknowledgements

This set of seven Quick Guides have been prepared as a result of an expert group meeting on capacity-building for housing the urban poor, organized by UNESCAP in Thailand in July 2005. They were prepared jointly by the Poverty and Development Division of UNESCAP and the Training and Capacity Building Branch (TCBB) of UN-HABITAT, with funding from the Development Account of the United Nations and the Dutch Government under the projects "Housing the Poor in Urban Economies" and "Strengthening National Training Capabilities for Better Local Governance and Urban Development" respectively. An accompanying set of posters highlighting the key messages from each of the Quick Guides and a set of self-administered on-line training modules are also being developed under this collaboration.

The Quick Guides were produced under the overall coordination of Mr. Adnan Aliani, Poverty and Development Division, UNESCAP and Ms. Åsa Jonsson, Training and Capacity Building Branch, UN-HABITAT with vital support and inputs from Mr. Yap Kioe Sheng, Mr. Raf Tuts and Ms. Natalja Wehmer. Internal reviews and contributions were also provided by Ms. Clarissa Augustinus, Mr. Jean-Yves Barcelo, Mr. Selman Erguden, Mr. Solomon Haile, Mr. Jan Meeuwissen, Mr. Rasmus Precht, Ms. Lowie Rosales, and Mr. Xing Zhang.

The Guides were prepared by Mr. Thomas A. Kerr, Asian Coalition for Housing Rights (ACHR) based on documents prepared by Mr. Babar Mumtaz, Mr. Michael Mattingly and Mr. Patrick Wakely, formerly of the Development Planning Unit (DPU), University College of London; Mr. Yap Kioe Sheng, UNESCAP; Mr. Aman Mehta, Sinclair Knight Merz Consulting; Mr. Peter Swan, Asian Coalition for Housing Rights; and Mr. Koen Dewandeler, King Mongkut Institute of Technology, Thailand.

The original documents and other materials can be accessed at: www.housing-the-urban-poor.net.

The above contributions have all shaped the Quick Guide series, which we hope will contribute to the daily work of policy makers in Asia in their quest to improve housing for the urban poor.

Contents

CONDITIONS

What are slums and squatter settlements?	2
No two are alike: Informal settlements in Asian cities.....	3
Why do slums exist at all?	4

CONCEPTS

What to do about slums?.....	5
4 key aspects of informal housing development.....	6
Women and low-income housing	8
Discrimination in access to housing and land.....	9

APPROACHES & GUIDELINES

Eviction and slum clearance.....	10
5 alternatives to eviction:	
Option 1: On-site upgrading	13
Why is on-site upgrading often the best option of all?.....	14
7 principles of successful upgrading.....	16
Upgrading do's and don'ts.....	19
7 stages of a typical upgrading project.....	20
Check list: Questions you should ask about your upgrading project.....	24
Option 2: Resettlement	25
Managing the resettlement process in a participatory way.....	26
Putting people at the centre of the resettlement process	28
The resettlement site.....	29
Option 3: Government-built new public housing	30
Can governments provide housing for all?	31
Option 4: Sites-and-services	32
5 ways to make sites-and-services work better	33
The problems of sites-and-services.....	34
Option 5: City-wide housing strategies	36
What do you need to go up to city-wide scale?	39

RESOURCES

Books, articles, publications and websites	40
--	----

Millennium Development Goal 7, Target 11:

“To achieve significant improvement in the lives of at least 100 million slum-dwellers by 2020, recognizing the urgent need for the provision of increased resources for affordable housing and housing-related infrastructure, prioritizing slum prevention and slum upgrading ...”.

Article 56.m of the September 2005 UN Summit resolution



PHOTO: HOMELESS INTERNATIONAL

Low-income housing: Approaches to help the urban poor find adequate accommodation

QUICK GUIDE FOR POLICY MAKERS NUMBER 2

This guide describes several ways of addressing low-income housing at the programme and project level. It focuses on well-tried methods of improving the housing and living environments of people living in slums and squatter settlements, and providing adequate housing for future generations of urban poor.

The first part presents concepts essential to understanding low-income housing, and explores the reasons behind the serious lack of decent, affordable housing — and hence the problem of urban slums. Key approaches to address the housing needs of the urban poor are outlined next, by examining alternative strategies for what to do about existing slums and how to avoid future slums through the production of new housing. Finally, the guide examines the main considerations needed to address the improvement of slums and production of adequate and affordable low-income housing on a city-wide scale.

This guide is not aimed at specialists, but instead aims to help build the capacities of national and local government officials and policy makers who need to quickly enhance their understanding of low-income housing issues.

What are slums and squatter settlements?

Not all of Asia's urban poor live in slums, and conversely, not all those who live in slums are poor. However, the poor quality of housing and lack of basic services that are common in slums represent a clear dimension of urban poverty. This guide will therefore look at slums as the main focus of low-income housing.

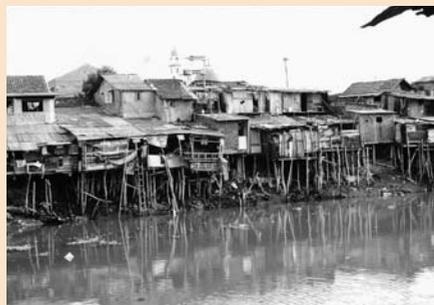
Urban poor settlements come in a variety of sizes and shapes, and are called by a variety of names — not only 'slums'. The word **slum** traditionally describes a neighbourhood of housing that was once in good condition but has since deteriorated or been subdivided into a state of high crowding

and rented out to low-income groups. A **squatter settlement**, on the other hand, is an area of poor quality housing built on illegally occupied land. A third kind of settlement is an **irregular subdivision**, in which the legal owner subdivides the land into sub-standard plots and sells or rents them out without following all relevant building bylaws.

UN-HABITAT defines a slum household as a group of people living under the same roof in an urban area who lack one or more of the following conditions: durable housing, sufficient living area, access to clean water, access to proper sanitation and secure tenure. (See *Quick Guide 1 on Urbanization*)

What makes an urban community a slum?

- It lacks basic services such as adequate access to safe water, paved walkways, drains, sanitation and other essential infrastructure.
- It contains dilapidated and poor quality housing structures that break the various building bylaws.
- It is overcrowded or characterized by extremely high density of dwellings and population.
- It has an unhealthy living environment and may be located on hazardous or "undevelopable" land.
- Its residents have insecure land tenure and may be evicted.
- Its residents experience high levels of poverty and social exclusion.



PHOTOS: ACHIR

No two are alike

Informal settlements in Asian cities come in all shapes and sizes, but the common denominator is their highly dynamic, highly resourceful response to an absolute lack of other options



PHOTO: ACHR

A KATCHI ABADI IN KARACHI, PAKISTAN, a city ringed with public land, where people have laid out and built their own city-sized settlements.



PHOTO: UNESCAP

A "GER AREA" IN ULANBATAAR, MONGOLIA, where the city's rural migrants have brought their nomadic-style, felt-lined ger tents along with them.



PHOTO: UNESCAP

A ROOFTOP SLUM IN PHNOM PENH, a city where even the roof terraces of derelict apartment buildings were used for poor people's housing.



PHOTO: ACHR

A FOOTPATH SLUM IN MUMBAI, INDIA, a city where 55% of the population lives in slums, and many can't even afford to buy houses in slums.



PHOTO: ACHR

A GARBAGE DUMP SLUM IN MANILA, where 35,000 households earn a good living gathering recyclable waste, but must still live in poor conditions.



PHOTO: ACHR

A CANAL-SIDE SLUM IN BANGKOK, THAILAND, where the long stretches of public land along canals has been occupied by some 220 communities.

Why do slums exist at all?

In most cities, the main problem is access to suitable **land**

"Slums are the products of failed policies, bad governance, corruption, inappropriate regulation, dysfunctional land markets, unresponsive financial systems and a fundamental lack of political will. Each of these failures adds to the toll on people already deeply burdened by poverty and constrains the enormous potential for human development that urban life offers."

<http://web.mit.edu/urbanupgrading>

Slums and squatter settlements exist because the poor cannot afford or access even the most minimal housing provided by the formal land and housing markets. Many also face enormous barriers in accessing housing and land because of the time, red tape and difficulties involved.

There are slums of one sort or another in most cities and towns throughout the world. In many Asian cities, such as Mumbai, Manila and Karachi, slums are home to over 50% of the city's population. In some places, the systems for distributing and acquiring land and housing are still governed by traditional or indigenous land tenure systems that exist outside the market, yet even in these places, slums exist

Low-income households need to live close to income-earning opportunities in the commercial and industrial centres of cities and towns in order to minimize the cost and time spent in getting to work. But good land in these central places is generally in high demand and therefore expensive. So poor households are forced to occupy land that is not in demand, because it is inappropriate or dangerous, such as land prone to flooding or landslides or along railway lines, canal banks and roadsides. They are also forced to occupy as little space as possible, which leads to very high densities and unhealthy levels of overcrowding in their settlements. Or alternatively, they may be forced to settle on land at the edge of towns and cities, where land may be more accessible, but is beyond the urban infrastructure networks and far from centres of employment.

An important role of governments is to intervene in land and housing markets to ensure that the lowest income groups in the city have access to secure land and decent housing. Political will within government and civil society is essential to resolve the problems of slum populations.



预览已结束，完整报告链接和二维码

<https://www.yunbaogao.cn/report/index/report?re>