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FOURTEENTH MEETING OF MINISTERS AND HIGH-LEVEL AUTHORITIES OF THE HOUSING AND URBAN DEVELOPMENT SECTOR IN LATIN AMERICA AND THE CARIBBEAN (MINURVI)

NINTH IBERO-AMERICAN CONFERENCE OF MINISTERS AND HIGH-LEVEL AUTHORITIES OF THE HOUSING AND URBAN DEVELOPMENT SECTOR.

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REGIONAL REPORT

TOWARDS A REGIONAL SOCIAL HOUSING AND HUMAN SETTLEMENTS PROGRAMME, IN THE FRAMEWORK OF THE REGIONAL ACTION PLAN OF LATIN AMERICA AND THE CARIBBEAN ON HUMAN SETTLEMENTS. STRATEGIES FOR PRIORITY ISSUES

This document was prepared by the Sustainable Development and Human Settlements Division of ECLAC, United Nations, and the Technical Secretariat of MINURVI, represented by the Minister of Housing and Urban Development of Chile. The views expressed herein are those of the author and do not necessarily reflect the views of the Organization.

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Towards a Regional Social Housing and Human Settlements Programme in the Context of the Latin American and Caribbean Regional Plan of Action on Human Settlements¹

Strategies for Priority Issues

I Institutional Information and Frame of Reference

In October 2002, the Ministers and High-level Authorities for Housing and Urban Development for Latin America and the Caribbean met in Santo Domingo, Dominican Republic for the eleventh MINURVI Regional Meeting and the seventh Ibero-American Conference. On that occasion, they agreed to reaffirm their determination to work towards the elimination of poverty, which is expressed in various forms of socio-spatial inequity, in the context of the commitments and goals set by the Heads of State during the Millennium Summit held in 2000. They also charged ECLAC with the preparation of a report on the state of human settlements that is reflective of the situation of urban poverty in the region (Agreements 1 and 3, Santo Domingo Declaration, 18 October 2002).

The following year, during the twelfth MINURVI Regional Meeting and eighth Ibero-American Conference held in La Paz, Bolivia in October 2003, the MINURVI Executive Committee requested the Technical Secretariat to prepare a document entitled “*El impacto de la desaceleración del crecimiento económico en el desarrollo urbano y la vivienda: los asentamientos humanos y la exclusión de los servicios básicos, el suelo y la vivienda*,”² which was produced with ECLAC support. The document demonstrates the various situations of poverty and urban precariousness that exist in the region as well as challenges related to combating these phenomena, particularly in urban areas.

It was proposed that national sectoral entities should implement a joint strategy to raise awareness about reducing poverty and urban precariousness in order to increase cities’ competitiveness, among other reasons. A proposal was also presented to develop urban agendas to develop actions that place special emphasis on the region’s urban poor. These agendas would consider both central and subnational investments and actions and forms of democratic and participatory management designed to involve all citizens – including the poor – in the development of their cities and neighbourhoods.

On this occasion the Ministers and High-level Authorities for Housing and Urban Development for Latin America and the Caribbean agreed to include the multiple dimensions of habitat precariousness in programmes for overcoming poverty in a manner

¹ Agreements 1 and 2 of the San José Declaration (*Declaración de San José*), thirteenth MINURVI Regional Meeting and ninth Ibero-American Conference, San José de Costa Rica, 25-28 October 2004 and the “Plan of Action and Budget for the Year (Plan de trabajo y presupuesto para el año),” Acta Reunión Comité Ejecutivo MINURVI, Panama City, 6 December, 2004.

² Platform for debate at the twelfth MINURVI. “*Tema central: El impacto de la desaceleración del crecimiento económico en el desarrollo urbano y la vivienda: los asentamientos humanos y la exclusión de los servicios básicos, el suelo y la vivienda*,” Technical Secretariat, October 23, 2003.

that recognizes the different needs and priorities of the region's cities and countries. They also made a commitment to provide information about advances in policies, programmes and projects oriented towards reducing poverty and habitat precariousness in order to prepare a regional analysis on the progress that is being made in these areas (Agreements 6 and 13 of the La Paz Declaration, November 7, 2003).

The thirteenth MINURVI Regional Meeting and ninth Ibero-American Conference were held on 25-28 October 2004 in San José, Costa Rica. In fulfilment of the mandate that it received during the previous meeting, ECLAC presented the document "*La otra agenda urbana. Experiencias y programas para aliviar la pobreza y precariedad en las ciudades de América Latina.*"

This document³ highlights five particularly urgent tasks to be undertaken in order to combat poverty and urban precariousness in Latin America and the Caribbean:

- To increase access to urban land for the poorest members of society;
- To offer services, particularly potable water and sanitation, in the neighbourhoods that house the most vulnerable households;
- To improve access to lodging that satisfies the basic needs of comfort, safety and health for those that lack housing or live in precarious habitats;
- To create public spaces designed to strengthen a sense of belonging, social coexistence and integration in the poorest sectors of urban society at the neighbourhood, local and city levels, thereby promoting the accumulation of social capital;
- To provide spaces and facilities that will enable the urban poor to engage in productive activities and increase their incomes.

On this occasion the Ministers and High-level Authorities for Housing and Urban Development for Latin America and the Caribbean analysed and discussed the phenomenon of economic growth with unequal income distribution, the low rate of development of formal sector employment, urban environmental problems and the persistence of high rates of urban poverty linked to socio-spatial segregation.

The Executive Committee requested the Technical Secretariat to prepare a document on promoting a regional social housing and human settlements programme based on an agenda of priority actions. The agenda identifies the following five key issues: (i) the creation and improvement of access to land; (ii) the provision of and access to basic infrastructure services; (iii) improved housing quality and the construction of new housing; (iv) the provision and improvement of public spaces and social equipment; and (v) the provision of spaces for developing productive activities and generating employment and income (Agreement 1 of the San José Declaration, 28 October 2004).

³ ECLAC, "*La otra agenda urbana. Experiencias y programas para aliviar la pobreza y precariedad en las ciudades de América Latina.*" LC/INT.142. Document presented at the thirteenth MINURVI Regional Meeting and IX Ibero-American Conference, held in San José de Costa Rica on 25-28 October 2004.

During the thirteenth Regional Meeting and ninth Ibero-American Conference, the Ministers also recognized that the Latin American and Caribbean Regional Plan of Action on Human Settlements includes the main goals that may be used to guide the work carried out by the region's countries in regard to the five key issues listed above.

It is well known that the Plan of Action⁴ is a valuable instrument for the region and that it has been used by the Ministers and High-level Authorities of the Housing and Urban Development Sector to build a concentrated platform in the area of housing. The numerous regional agreements that focus on these five high-priority areas (achieving social equity and alleviating urban poverty; increasing the productivity of human settlements; improving the urban environment; promoting governance and participation; and policy and management efficiency) allow for the implementation of joint management initiatives that complement each country's individual efforts to develop housing policies.

The present document combines the five key issues of the Regional Programme on Social Housing and Human Settlements, identified at the thirteenth MINURVI and ninth Ibero-American Conference, with the five high-priority areas of the Latin American and Caribbean Regional Plan of Action on Human Settlements.

Furthermore, this document is designed to serve as an input for discussion, based on the work mentioned above and ongoing since 2002, and presents strategies for the implementation of a regional programme on housing and human settlements in each of the areas identified. Though it has its limits, it brings together experiences with the five key issues and shows that there is a considerable amount of experience in the region. In view of this, the main task to be undertaken in the coming years will not be developing new programmes and instruments but perfecting existing ones and coordinating them with initiatives that are geared towards the development of the city as a whole.

However, it is important to note that the purpose of this document is not to put an end to discussion or analysis of regional experiences, approaches and actions designed to face the challenges identified by the Ministers and High-level Authorities of the Housing and Urban Development Sector for Latin America and the Caribbean.

It is presented as an ongoing effort, future versions of which will include information on new and innovative experiences in countries around the region. This document also provides in-depth analyses of the effectiveness and improvement of such efforts in order to respond to the social demands of urban areas in the region as well as the subsequent presentation of a regional analysis that includes the rural habitat, which is strongly

⁴ The plan of action was approved by the ECLAC member countries during the Latin American and Caribbean Regional Preparatory Meeting for the United Nations Conference on Human Settlements (Habitat II) and the fourth MINURVI (November 13-17, 1995), which was held in Santiago, Chile. It was updated in the context of the ninth MINURVI and approved during the fifteenth Special Session of the United Nations General Assembly, which was held in order to analyse and evaluate the application of the Habitat II programme (New York, 6-8 June 2001).

reflected in several Latin American and Caribbean countries, even though much of the population is concentrated in urban areas.

II Methodology

The institutional and methodological framework for this guide to the promotion of a regional social housing and human settlements programme that is geared towards the poor is a topical emphasis on the Millennium Development Goals (MDGs) related to the reduction of urban poverty. This emphasis was chosen by the Ministers and High-level Authorities who participated in the thirteenth Regional Meeting and the ninth Ibero-American Conference. The poverty-related MDGs include, from Goal 7 on Ensuring Environmental Sustainability, Target 10 *to halve, by 2015, the proportion of people without sustainable access to safe drinking water* and Goal 11 *to significantly improve the lives of at least 100 million slum dwellers by 2020*. The Regional Action Plan for Latin America and the Caribbean on human settlements (cf. paragraph 4 of the Declaration of San José) was also used to form the framework of this document.

The five key issues – (a) the creation and improvement of access to land; (b) the provision of and access to basic infrastructure services; (c) improved housing quality and the construction of new housing; (d) the provision and improvement of public space and social equipment; and (e) the provision of spaces for the development of productive activities, employment and income generation – have been combined with the various actions that have been identified for the five priority areas of the Latin America and Caribbean Regional Plan of Action on Human Settlements: achieving social equity and alleviating urban poverty; increasing the productivity of human settlements; improving the urban environment; promoting governance and participation; and policy and management efficiency. The results are presented in Table 1 (see Annex 1).

Annex 3, Table 3, lists the five priority areas along with the specific action identified in the Regional Plan of Action and an example of how the initiative is being implemented in countries around the region. This information was compiled using the information on programmes and policies that countries have submitted to the MINURVI Technical Secretariat. These initiatives were also developed using shared format files (see www.minurvi.org, *Experiences- Country Programmes*) that list their main characteristics and contents. Each policy and/or programme has been associated with the five priority areas, which have been given the following short titles: land, services, housing, public space and employment (see Annex 2, Table 2). It is important to note that in view of their focus on integration many of the programmes and/or policies analysed address more than one issue and appear in various sections. The basic data have been complemented with information from studies of experiences carried out by ECLAC in Latin America and the Caribbean (see Annex 3, Table 3).

The purpose of creating this table was to contribute techniques and policies that operate in the area of human settlements in order to ensure that the Ministers and High Authorities, technicians and political figures who work in the area of human settlements would have an instrument based on a regional priority action that leads to the

identification of a policy. Furthermore, the tool is designed to show how this specific policy has been implemented in one or more countries in the region. Each file also includes a link to additional information, the full document or contact information for the appropriate local institution.

III Review of Accumulated Experience with Priority Issues in the Region

1. Improved Land Access

Two high-priority policy areas have been identified: improving land tenure security and developing policies regarding the availability of urban land for low income sectors in order to respond to social demand for access to land and to prevent illegal occupations. Table 3 presents a number of land access programmes.

The sample of ownership regulation policies and urban policies that have been implemented in the region (see table) represents both achievements and limitations. Their analysis allows for the development of proposals for improving processes for implementing new programmes. While some require minor adjustments, others present a need for operational changes in order to increase their social and urban effectiveness.

The formulation and execution of policies for preventing informality continue to be weak. There is therefore a need to address problems related to their successful implementation, most of which are political. An analysis of the programmes that have been applied in the region suggests that the most important challenge is increasing most programmes' limited coverage given the presence of massive urban informality.⁵ Second, the information suggests that it would be advisable to coordinate ownership regulation policies with urban-environmental policies in a more effective manner in order to develop a more comprehensive approach to reducing urban poverty and precariousness. If improvements are undertaken without regard for ownership regulation, one runs the risk of significant insecurity. It is also important to avoid legal regulation of lots in at-risk areas given that ownership and urban regulation are contradictory in these cases.⁶

The regulation programmes that have been integrated into environmental urban development policies are more adequate for planning and building the city as a whole. In addition, their coordination with credit or subsidy programmes for building and improving houses in settlements has been successful, as have been efforts to coordinate them with productive development programmes that favour the creation of employment for the target population.

From a legal perspective, even given the rigid legal definition of ownership that is used in countries in the region, in some cases it has been possible to apply alternative tenancy or

⁵ Nora Clichevsky "Pobreza y Acceso al Suelo Urbano, Algunas interrogantes sobre las políticas de regularización en América Latina," ECLAC. December, 2003.

⁶ Herzer H. M., Clichevsky, N. "Las inundaciones en Buenos Aires (versión preliminar)," Seminario Internacional: Inundaciones en el Área Metropolitana de Buenos Aires, 15 y 16 de julio de 1999, Convenio FADU-UBA (Ugycamba) - BANCO MUNDIAL (Programa Disaster Management Facility). (Convenio Banco Mundial - Programa del Medio Ambiente).

innovative land management procedures. This has helped strengthen households that could not cover the cost of acquiring the land in a conventional manner.

There is a need to improve and increase community participation in future programmes, as it has proved to be beneficial from formulation through implementation. One forum for generating, agreeing upon and implementing regulation policies is councils made up of urban dwellers, the organizations that represent them, government institutions, NGOs and other actors.⁷

A fundamental challenge is creating programmes that anticipate poor communities' need for access to land and establish adequate channels for responding to them.⁸ Meeting this challenge involves making the supply of private urban land on the legal market more dynamic and using government land for policies that benefit the low-income population.

There is also a need to apply direct intervention tools such as land banks and reserves, develop legal instruments for increasing the supply of urban land, and reformulate regulations that impede the development of solutions for precarious settlements.

Lastly, experience has shown that attempts to redirect the resources collected in land legalization to investments in the neighbourhoods themselves have not been very successful. Little or no money has been collected, particularly when there is a need to set prices for the "social" sale in order to benefit the poor. If market values are applied, larger amounts could be collected in order to implement programmes that benefit the community, but the dangers of a lack of focus and slowness suggest that these approaches are not advisable.

2. Provision of and Access to Basic Infrastructure Services

Several priority areas of action have been identified for improving the provision of and access to basic infrastructure services directed at the poor (see Table 3):

- To incorporate the needs of poor sectors in the provision of water and sanitation services;
- To ensure the continuousness and sustainability of water and sanitation services;
- To offer water and sanitation services in the improvement of slum areas; and
- To improve solid waste management

Most of the successful experiences or proposals in this regard that have been developed in the region and the actions that are being conducted in the context of privatization services feature community participation in the privatization process, the timely provision of information to low-income groups, measures that favour equitable management and

⁷ Brakarz, José, Margarita Green and Eduardo Rojas (2002), *Cities for All: Recent Experiences with Neighborhood Upgrading Programmes*, Inter-American Development Bank, Washington, D.C.

⁸ Cabrales Barajas, Luis Felipe (1997) *Las reservas territoriales: recapitulación de elementos para el debate*, en *La política de constitución de reservas territoriales en los Estados de Colima, Jalisco y Michoacán*, Consejo Nacional de Ciencia y Tecnología, Universidad de Guadalajara, pp. 93-112.

appropriate inclusion of poor neighbourhoods, and initiatives for making standards more flexible.

Regardless of the efforts that are being made in this area in the countries of the region,⁹ we must remember that increasing access to basic services, particularly in medium and small towns, requires significant investments in infrastructure. These investments are needed in order to extend networks and to remove and treat waste, and their costs far exceed the capacities of the region's poor municipalities. It is therefore probable that those who live in precarious neighbourhoods will not be able to cover the commercial fees that will allow for the recuperation of the investments and operational costs. A major challenge for providing sufficient services for the urban poor is therefore the design of financial mechanisms and subsidies that allow for the operation of the services.¹⁰

Future programmes designed to improve access to services for lower income populations must address the following:

- Including the issue of sanitation in the list of priorities for national policy;
- Applying the criterion of universal access to water and sanitation services;
- Ensuring that fees cover costs and that a subsidy system that provides more poor people with access to services (connection and use) is developed;
- The use of legal mechanisms for requiring coverage to be extended to slums;
- Educational programmes designed to raise awareness in the community;
- Support for community work at the neighbourhood level;
- The application of alternative and more economic technologies that allow community members to get involved in these efforts.

3. Improving Housing Quality and the Construction of New Housing

Table 3 presents an extensive set of innovative initiatives that address the four main areas that have been identified for the development of policies and programmes for improving housing quality and the construction of new housing: (i) the provision of new housing; (ii) the improvement of the depleted public housing stock; (iii) the improvement of consolidated neighbourhoods; and (iv) the improvement of slum areas.

The authors have highlighted some of these experiences, including complex systems for selecting benefits that allow for resources to be focused on the poorest.¹¹ Some programmes have also led to greater openness on the part of municipalities and organized groups that participate in housing management.

⁹ Pírez, Pedro (2000), "*Servicios urbanos y equidad en América Latina. Un panorama con base en algunos casos. Serie Medio Ambiente y Desarrollo.*" Sustainable Development and Human Settlements Division, ECLAC.

¹⁰ Peña, H. and Solanes, M. (2002), "*Gobernabilidad del agua en las Américas: una tarea inconclusa,*" paper for the Foro Agua para las Américas en el Siglo XXI, Mexico, 8-11 October 2002.

¹¹ Szalachman, Raquel (2000), "*Perfil de déficit y políticas de vivienda de interés social: situación de algunos países de la región en los noventa,*" serie Financiamiento del desarrollo, (LC/L.1417-P/E), Santiago de Chile, ECLAC.

These new forms of management give sectoral entities a more indirect role in the projects' execution, which currently falls to the private sector. Similarly, financing has changed. The government provides direct subsidies for the purchase of housing while supply is handled by the private sector.

In many cases social housing policies are forced to implement projects in the periphery or in areas of limited urban value, with the associated risk of exclusion that perpetuates poverty. In order to mitigate these undesired effects, some policies include measures to reserve land and/or locate some small housing developments on unoccupied land located in more central areas.

The importance of increasing the density of the region's urban fabric has also increased. Some countries have applied guidelines in this area and present interesting experiences that should be used for future initiatives. In general, housing policies have not addressed this area, applying unrealistic urban development standards and norms that lead to extensive use of urban land. There is a need to support more intensive use of urban land by families, which will allow for increased density and the expansion of lots.

As the region's main housing problem is a qualitative one, most of the policies presented focus on promoting the production of new units. The work of developing programmes for correcting the precariousness of relatively recent housing has traditionally fallen to the NGOs that initiated these types of interventions as part of comprehensive programmes for alleviating poverty in at-risk neighbourhoods in urban and rural areas. Housing sector agencies must increase their coverage and ensure that they are incorporated into regular social housing policies.

For their part, housing improvement programmes have been directed at meeting the needs of at-risk neighbourhoods and housing in the field of secure tenancy and access to basic services. "Ownership regulation" programmes address informal or illegal land occupation by poor households that have no other way to settle in the city. In other cases, they look to correct urban conditions and deficient infrastructure in specific settlements. "Urban-environmental regulation" includes initiatives to provide water, sanitation, lighting and other basic services and to establish procedures for operating, maintaining and charging for those services in settlements.

Experience has shown that it is advisable to implement ownership regulation programmes simultaneously with other types of actions in order to have an effective impact on the precariousness of the habitat. Furthermore, some programmes have broadened the range of available interventions to include housing improvement, the provision of urban equipment, training and even productive development¹² in order to address poverty in slum areas in a comprehensive manner. Some of these programmes are presented in Table 3 in the section on the provision of spaces for the development of productive activities and generation of employment and income.

¹² Vukusich, Daniel González (2003) "*Gestión municipal para la superación de la pobreza: estrategias e instrumentos del empleo, a partir de la experiencia chilena*", serie Medio ambiente y desarrollo, N° 54 (LC/L.1802-P/E), Santiago de Chile, ECLAC.

The complex processes that are unfolding in the Latin American habitat have created a need to introduce a broader vision that coordinates housing management with the work of other sectors, agents and actors.¹³ It is also important to increase “vertical” integration in the region so that policies for improving housing quality and the construction of new housing contribute to creating better neighbourhoods and for these to form communities in which the issues of segregation and exclusion are addressed.

4. Provision and Improvement of Public Space and Social Equipment

Table 3 identifies two priority areas: (a) the provision of public spaces and equipment that respond to the needs of poor communities at the city-wide level, giving the poor access to a broader area; and (b) the use of processes for developing public space in order to accumulate social capital.

The varied regional experiences that are presented and analysed in this document demonstrate that the public spaces that are appropriated by the community or that allow them to give these spaces symbolic meaning present a significant potential for integrating different parts of the city both physically and socially.¹⁴

These experiences are characterized by the coordination and harmonization of institutions and agents that direct citizen participation and security, acting as designers, executors or evaluators and mobilizing public (national and local), private and international resources. One important shared characteristic of these programmes is that they have developed locally and feature significant community participation as well as the recruiting of key local actors who have experience in the area (NGOs and social organizations).¹⁵

5. Provision of Spaces for Developing Productive Activities and Generating Employment and Income

As a programmatic focus of an urban agenda that is sensitive to the issue of poverty, the provision of productive spaces in precarious settlements has been achieved in very few cases. The sample is not large enough to allow us to identify trends or examples of successful actions. However, the data can be used to suggest types of approaches that could be developed in the future. Recent interventions have focused on providing access to spaces and facilities that strengthen local production and generate income.¹⁶

Specifically, renewal projects that focus on urban centres and deteriorated neighbourhoods have looked for ways to avoid negatively affecting poor residents. In these cases, formal productive activities were promoted in a manner that was compatible with the existence and strengthening of informal modes of survival.

¹³ Burgess, R (1992) “Helping Some to Help Themselves: Third World Housing Policies and Development Strategies” in K Mathey (Ed.) *Beyond Self-Help Housing*, Mansell, London.

¹⁴ Borja, J. and Z. Muxí. (2003). *“Espacio público: ciudad y ciudadanía.”* Barcelona: Editorial Electa.

¹⁵ Segovia, O. and G. Dascal, eds. (2000). *“Espacio público, ciudadanía y participación.”* Santiago: Ediciones SUR.

¹⁶ IDB (2001), *Group Support to the Microenterprise Sector (1990-2000)*, Washington, D.C.

Experience suggests that renovating centrally located neighbourhoods that expel poor residents or security and adornment plans for urban areas that “clean” the streets of street vendors should be avoided because of their negative impact on urban poverty unless they offer accessible alternatives. Something similar occurs in precarious settlements or social housing projects when the city or municipal regulation prohibits or limits the development of productive activities or informal services. In general, the most successful actions in this field have allowed for the coexistence of both sectors, providing gradual processes in which improvements in productivity are compatible with the temporary protection of informality.

In many countries in the region, programmes for providing new housing for the urban poor have been characterized by a mainly sectoral approach that emphasizes the issue of housing and ignores or minimizes the importance of community and productive components.¹⁷ In regard to the latter, some countries’ policies have prohibited productive activities in social housing projects. In other cases, municipal regulations do not allow for the installation of spaces for production in residential areas. Several countries have relaxed these laws in order to allow for the development of productive activities in or near homes, which clearly benefits women and the elderly, who find it more difficult to leave the settlements to go to work.

Progress in the areas of communications and computerization offers interesting opportunities for ensuring that productive development is not limited to industrial or commercial poles and that it takes place throughout a network of dispersed locations that may include precarious neighbourhoods. Public and private initiatives related to employment centres, small productive centres and other initiatives in poor neighbourhoods are leading to increased opportunities for generating income in the neediest households.

IV Conclusions

This preliminary review of the experience that has been accumulated in the area of programmes for alleviating urban poverty and precariousness in the region’s cities shows that there is a significant amount of accumulated knowledge and lessons learned, and that there are effective instruments for addressing this issue. In order to continue to move forward, the effectiveness of a regional social housing and human settlements programme focused on the priority tasks proposed herein must be increased and disseminated.

While our region has important tools for gathering information on urban poverty and precariousness, these resources have been underutilized. In some cases, poverty-related urban programmes depend on budgets and conditions that are established by financial agencies or public-sector agencies. Only in very few cases are they developed in response to a detailed analysis of available data on urban poverty and precariousness. Continuing to disseminate available material at the regional level and opportunities for

¹⁷ María Luisa Chiappe de Villa (1999), “*La política de vivienda de interés social en Colombia en los noventa,*” ECLAC, LC/L.1211-P/E, Serie Financiamiento del Desarrollo N° 80, Junio de 1999.

complementing it with other experiences may help define the most urgent challenges for combating poverty and precariousness in our cities.

On the other hand, programmes for alleviating urban poverty should be comprehensive, which requires complex institutional arrangements that go beyond the sectoral sphere. Some countries in the region have applied organizational models for executing these programmes, including plans that incorporate the local institutional structure and the community in a clear manner. A registry of the various institutional and national models would allow for the identification of the best approaches to achieving effective implementation of programmes for overcoming poverty and precariousness in cities. There is also a need to explore new funding sources for this “other urban agenda” and its components (land, services, housing, public space, productive space).

Recent ECLAC studies on the characteristics of the phenomenon of urban poverty and precariousness suggest that they have followed a path that should be of concern to the region’s countries.¹⁸ The accumulation of want, particularly in medium and small centres, could become unmanageable if more appropriate and large-scale actions are not undertaken.

This review of the efforts to combat urban poverty and precariousness that have been undertaken in Latin America and the Caribbean allows us to present a more promising picture. In spite of the difficulties and limited financial and institutional resources, the region has accumulated experience, corrected errors, and persevered when success has been met. These data could serve as the basis for applying strategies in the area of access to land, improvement of services, provision of housing, the rehabilitation of public spaces and productive development in the poorest neighbourhoods in our urban centres. Together, these areas form this “other urban agenda” that our towns so urgently need.

¹⁸ ECLAC, “Objetivos de Desarrollo del Milenio: una mirada desde América Latina y el Caribe,” José Luis Machinea, Alicia Bárcena, and Arturo León, Coordinators, LC/G.2331, (2005), Santiago de Chile.

Annex 1

| Table 1 | | THEMATIC AREAS OF THE REGIONAL IMPLEMENTATION PLAN | | | | |
|--------------------------------------------------------------------|----------------|-------------------------------------------------------|--------------------------------------------------|-------------------------------------------------------|----------------------------------------|----------------------------------|
| | | ACHIEVING SOCIAL EQUITY AND ALLEVIATING URBAN POVERTY | INCREASING THE PRODUCTIVITY OF HUMAN SETTLEMENTS | IMPROVING THE URBAN ENVIRONMENT AND HUMAN SETTLEMENTS | PROMOTING GOVERNANCE AND PARTICIPATION | POLICY AND MANAGEMENT EFFICIENCY |
| A REGIONAL PROGRAMME OF HOUSING AND HUMAN SETTLEMENTS: CORE ISSUES | LAND | 5 6 7 9 13 14 15 16 | 1 2 3 4 5 6 7 | 1 2 3 5 11 | 1 2 3 4 6 9 10 | 1 2 3 4 6 9 10 11 14 15 16 |
| | URBAN SERVICES | 1 4 5 6 10 11 12 13 14 15 16 | 1 2 3 4 5 6 7 8 9 | 1 2 3 4 5 6 7 9 | 1 2 3 4 5 6 7 | 1 2 3 4 5 6 7 |
| | HOUSING | 1 2 3 4 5 6 8 9 10 11 12 13 14 15 16 | 1 2 4 5 6 7 8 9 | 1 2 4 5 6 10 11 12 13 14 | 1 2 4 5 6 10 11 | 1 2 4 5 6 10 11 13 14 |
| | PUBLIC SPACE | 1 4 6 11 13 14 15 16 | 1 2 3 4 6 9 | 1 2 3 4 7 9 10 | 1 2 3 4 5 6 8 9 10 | 1 2 3 4 7 9 10 |
| | WORK | 1 4 6 11 13 14 15 16 | 1 2 3 4 5 6 9 | 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 | 1 2 3 4 6 9 10 11 | 1 2 3 4 6 9 10 11 14 15 16 |

Annex 2

Table 2, MINURVI programme analysis

| Programme | Land | Housing | Services | Public space | Employment | Table 3 |
|-----------------------------------------------------------------------------------------------------------|------|---------|----------|--------------|------------|---------|
| Argentina: FONAVI Reactivación I y II | | | | | | |
| Argentina: Programa Federal de Construcción de Viviendas | | | | | | |
| Argentina: Programa Federal de Mejoramiento de Viviendas "Mejor Vivir" | | | | | | |
| Argentina: Subprograma de Urbanización de Villas y Asentamientos Precarios | | | | | | |
| Argentina: Programa de mejoramiento de barrios "PROMEBA" | | | | | | |
| Argentina: Programa de provisión de agua potable, ayuda social y saneamiento básico "PROPASA" | | | | | | |
| Argentina: Programa de desarrollo social en áreas fronterizas del noroeste y noreste argentinos "PROSOFA" | | | | | | |
| Argentina: Programa Federal de Solidaridad Habitacional | | | | | | |
| Argentina: Programa Federal de Emergencia Habitacional | | | | | | |
| Argentina: Programa Hábitat Rosario | | | | | | |
| Bolivia: Subprograma de prevención, mitigación de riesgos y atención de emergencias 1999-2004 | | | | | | |
| Bolivia: Mejoramiento de viviendas en zonas endémicas de Chagas 1999-2004 | | | | | | |
| Bolivia: Programa de financiamiento de vivienda | | | | | | |
| Bolivia: Proyecto piloto de regularización del derecho propietario urbano 2001-2004 | | | | | | |
| Bolivia: Proyecto piloto baterías de baños en unidades educativas de El Alto 2002-2004 | | | | | | |
| Bolivia: Mejoramiento de barrios 1998-2004 | | | | | | |
| Bolivia: Subprograma de subsidio directo a la vivienda 1999-2004. | | | | | | |
| Chile: Fondo concursable para proyectos habitacionales solidarios | | | | | | |
| Chile: Sistema de subsidio habitacional DS 40 | | | | | | |
| Chile: Programa de pavimentación participativa | | | | | | |

| Programme | Land | Housing | Services | Public space | Employment | Table 3 |
|--------------------------------------------------------------------------------------------|------|---------|----------|--------------|------------|---------|
| Chile: Programa concursable de espacios públicos | | | | | | |
| Chile: Sistema de subsidio habitacional rural | | | | | | |
| Costa Rica: Bono familiar de vivienda | | | | | | |
| Costa Rica: Bono familiar de vivienda mediante la aplicación del art 59 de la Ley del SFNV | | | | | | |
| Costa Rica: Ahorro-Bono-Crédito "ABC" | | | | | | |
| Costa Rica: Ahorro Bono Crédito Vertical | | | | | | |
| Costa Rica: Programa de reparaciones, ampliación, mejora y terminación de vivienda "RAMT" | | | | | | |
| Costa Rica: Plan nacional de desarrollo urbano 2000-2008 | | | | | | |
| El Salvador: Legalización de tierras | | | | | | |
| El Salvador: Programa de financiamiento habitacional | | | | | | |
| El Salvador: Reubicación de comunidades en riesgo | | | | | | |
| España: Plan de medidas urgentes en materias de vivienda y suelo "Plan de Choque" | | | | | | |
| Guatemala: Programa de subsidio directo para poblaciones desarraigadas y desmovilizadas | | | | | | |
| Guatemala: Programa de descentralización y desarrollo a la vivienda popular | | | | | | |
| Guatemala: Programa de fortalecimiento a la demanda de vivienda popular | | | | | | |
| Honduras: Convenio AMHON-SOPTRAVI-Municipalidades, oope-dic. 2004 | | | | | | |
| Honduras: Programa de vivienda pos Huracán, 2002-2004 | | | | | | |
| Honduras: Programa de reconstrucción solidario de viviendas, 2002-2005 | | | | | | |
| México: Programa de ahorro, subsidio y crédito para la vivienda progresiva "Tu casa" 2004 | | | | | | |
| México: Programa oopera | | | | | | |

| Programme | Land | Housing | Services | Public space | Employment | Table 3 |
|-----------------------------------------------------------------------------------|-----------|-----------|-----------|--------------|------------|-----------|
| Panamá: Programa de mejoramiento habitacional | | | | | | |
| Panamá: Programa de apoyo rápido para viviendas de interés social | | | | | | |
| Panamá: Programa de financiamiento conjunto | | | | | | |
| Panamá: Programa de construcción de viviendas | | | | | | |
| Panamá: Programa fondo de ahorro habitacional | | | | | | |
| Panamá: Programa fondo de asistencia habitacional | | | | | | |
| Panamá: Programa lotes servidos | | | | | | |
| Panamá: Programa mensura y legalización | | | | | | |
| Paraguay: Programa de construcción de vivienda por ayuda mutua | | | | | | |
| Paraguay: Programa mejoramiento de la comunidad | | | | | | |
| Paraguay: Programa redescuento de créditos hipotecarios | | | | | | |
| Perú: Techo propio con el bono familiar habitacional | | | | | | |
| Perú: Programa integral de barrios "Mi Barrio" | | | | | | |
| República Dominicana: Construcción de viviendas nuevas | | | | | | |
| República Dominicana: Construcción de viviendas nuevas de emergencia | | | | | | |
| República Dominicana: Mejoramiento y/o reconstrucción de viviendas urbano y rural | | | | | | |
| República Dominicana: Programa de subsidio habitacional | | | | | | |
| Total 57 | 15 | 41 | 13 | 7 | 4 | 51 |

ANNEX 3

| Issue: <u>To increase access to urban land for the poorest members of society</u> | | |
|---------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Policy option | Action | Examples |
| <i>To improve the security of land tenure</i> | <ul style="list-style-type: none"> To strengthen land regularization programmes focused on precariousness and poverty | <p>Legalización de tierras (El Salvador): Promueve la legalización de la tierra en un cuadro de mejoramiento de las condiciones de vida de la población de escasos recursos.</p> <p>Proyecto Piloto de regularización del derecho propietario urbano (Bolivia): Diseña mecanismos para saneamiento físico, legal y registral masivo de la propiedad pública y privada</p> |
| | <ul style="list-style-type: none"> To develop and offer alternative forms of land tenure | |
| | To integrate the environmental dimension into land tenure regularization programmes | <p>PAT-PROSANEAR (Brazil): Promueve prácticas integradas de regularización de la tierra con particular atención a los problemas de carácter ambiental y al gobierno de las áreas más vulnerables de los asentamientos precarios brasileños.</p> |
| | To integrate the management of urban vulnerability areas with land tenure regularization programmes. | <p>Proceso de Legalización en Barrios Informales (Guatemala): Integra la regularización de los asentamientos precarios en un proceso de regularización más amplia de los barrios en la ciudad.</p> <p>Reubicación de comunidades en riesgo (El Salvador): Relocaliza población proveniente de zonas de riesgo en suelos factibles de ser legalizados en el corto plazo.</p> |

Issue:

To increase access to urban land for the poorest members of society

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|--|------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | To incorporate credit opportunities into land tenure regularization programmes | Programa 'Pro Moradia' (Brasil): Ofrece posibilidades de crédito para construir unidades habitacionales en un cuadro integrado de regularización de la tierra. |
| | To differentiate the treatment of public and private land regularization | Programa de Renovación Urbana – PRU (Nicaragua): Estudia formas diferentes de regularización después de la definición de las condiciones específicas de la tenencia. |
| | To develop and implement property registries for public and private lands | Programa para la formalización de la propiedad y modernización de la titulación predial 'TITULAR' (Colombia): Pone de relieve los mecanismos de los procesos de regularización y la modernización del catastro. |
| | To arrange the participation of the population in the different stages of the programmes, from formulation to implementation | Programa Rosario Hábitat (Argentina): Promueve la participación de los involucrados a través del fortalecimiento de las redes de solidaridad en las diferentes etapas del proyecto. |
| | To arrange the participation of municipalities and local government authorities in programme management | Programa Habitar Brasil –BID (Brasil): pone la municipalidad como primero actor en la promoción, ejecución y gestión del programa a nivel local. |

Issue:

To increase access to urban land for the poorest members of society

| | | |
|--------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| To develop policies related to supply of urban land for low-income segments of population | Reformulate urban standards | - Parámetros territoriales – ambientales (Programa Multifase de Atención a la Pobreza Urbana, México), en especial de superficie de lote y de infraestructura (Programa Mensura y Legalización, Panamá), en relación a la normativa existente, con objeto de colocar en el mercado tierra de menor precio -como aumentar los índices constructivos (Programa Ahorro-Bono-Crédito Vertical, Costa Rica) -derecho preferencial de compra; captura de plusvalía, impuesto progresivo (IPTU, Brasil)-vía concertación (Rehabilitación Integral de los Barrios de extrema pobreza, Nicaragua) o expropiación |
| | To use mechanisms of land supply and to invest resources in land plans or housing for low-income families | Mejoramiento Integral de Barrio MIBARRIO (Perú) : Promueve la creación de suelo urbano y facilita la población de bajo ingreso en el mejoramiento de vivienda y en el proceso de regularización. |
| | To use economic mechanisms in relation to the prices of land | |
| | To set up public and private land reserves | Programa Hábitat (México) : Desarrolla mecanismos de construcción de reservas de tierra pública, en el territorio de la ciudad, finalizadas a la vivienda social. |

| Issue: To increase access to urban land for the poorest members of society | | |
|--------------------------------------------------------------------------------------|------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | To provide information to the public concerning land markets | Proyecto Mejoramiento de la Capacidad de Gestión de la Municipalidad de Moreno en Relación al Suelo Urbano (Argentina): Trasparenta el mercado del suelo a través de una acción informativa a nivel barrial. |
| | To improve public information on the functioning of land markets | Programa Nacional de Formalización de la Propiedad Informal en Perú - COFOPRI (Perú): Considera el acceso de la población a la información sobre los mecanismos de mercado de la tierra como punto fundamental en el desarrollo del proceso de legalización. |

| Issue: To improve equity in access to urban services (particularly water and sanitation) for the urban poor | | |
|-----------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Policy option | Action | Examples |
| <i>To incorporate the needs of low income population in the provision of water and sanitation</i> | To ensure investment in the provision of urban services for the low-income segments (for example, contracts that incorporate pro-poor evaluations) | Programa de Provisión de Agua potable, Ayuda social y Saneamiento básico/PROPASA (Argentina): Asegura medidas especiales por la población de bajo ingreso en emergencia sanitario y habitacional. |
| | Use different mechanisms and instruments for the extension of networks: (i) technology and appropriate standards; (ii) microcredit, use of labour force and adequate materials; (iii) subsidies; (iv) differentiate payment modalities | PAT-PROSANEAR (Brasil): Utiliza distintas prácticas de acción (tecnologías, estándares, subsidios) en la provisión del agua y saneamiento. |

| Issue: To improve equity in access to urban services (particularly water and sanitation) for the urban poor | | |
|-----------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | Training courses for the correct use and maintenance of infrastructure and water resources | Programa de Desarrollo Social en Áreas Fronterizas del Noroeste y Noreste Argentino/PROSOFA (Argentina) : Pone de relieve la importancia de la capacitación en la manutención de las infraestructuras. |
| <i>To ensure the continuity and sustainability of water and sanitation services</i> | Integrated management of water resources | Sub-Programa de Urbanización de Villas y Asentamientos Precarios (Argentina) : Promueve una gestión integrada del recurso agua (con otras intervenciones en los asentamientos precarios). |
| | Appropriate and balanced sectoral organization | Participación Pública Privada/PPP, Aguas de Cartagena/ACUACAR (Colombia): Articula la acción a través de diferentes intervenciones en los sectores involucrados. |
| | Ensure efficient management (including cost recovery) of water and sanitation companies (public or private) | SANASA, Campinas (Brasil): La acción de la empresa (de carácter mixto, público y privado) se distingue para su sostenibilidad económica que incorpora la recuperación de los costos. |
| | Look for partnerships in service provision | Programa de Provisión de Agua potable, Ayuda social y Saneamiento básico/PROPASA (Argentina) : Promueve una acción participada entre varios niveles de gobierno, ONG y empresas en la provisión de servicios básicos. |
| | To guarantee the continuity of service to the poor sectors (subsidy mechanisms for payment for services in situations of emergency and indigence) | Proceso de modernización del sector sanitario (Chile): Ofrece modalidades de pago diferentes para la población de bajo ingreso. |

| Issue: To improve equity in access to urban services (particularly water and sanitation) for the urban poor | | |
|-----------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <i>Slum upgrading: water and sanitation</i> | Use appropriate technologies and adapt standards | Programa de alivio a la pobreza urbana desarrollo de capital humano (Costa Rica) : Actúa medidas de adecuación sobre el problema de la provisión de servicios básicos. Resíduos sólidos |
| | Negotiate connection conditions with service companies | |
| | Consider management instruments for the implementation of programmes and projects: participation, microcredit and the coordination of stakeholders (municipality, subnational levels of government, NGOs, communities and the private sector) | Mejoramiento Integral de Barrio MIBARRIO (Perú) : Promueve una acción participada entre los diferentes actores involucrados y la población objetivo. |
| | Promote micro- and medium service suppliers | Programa Integral de Mejoramiento de Barrios Subnormales en Medellín (Colombia) : Incorpora en la diferentes acciones a actores pequeños y medianos. |
| <i>To improve the management of solid waste</i> | Promote the activities of private or self-managed companies | Programa de renovación urbana (Nicaragua) : Pone de relieve la posición de empresas privadas en la gestión de servicios básicos. |
| | Promote community participation in management and control | Programa de Desarrollo de las Zonas Urbano-Marginales de Guayaquil 'ZUMAR' (Ecuador) : Promueve mecanismos de gestión participada de los desechos sólidos. |
| | Develop environmental training programmes | PAT-PROSANEAR (Brasil) : Pone de relieve la información y la educación en el proceso de mejoramiento de las condiciones ambientales de los barrios. |

Issue:

To provide and improve housing for the poorest households

| Policy option | Action | Examples |
|---------------------------------|------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Provision of new housing | To promote urban densification | <p>Programa de Ahorro, Subsidio y Crédito para la Vivienda Progresiva-Tu casa 2004 (México): Promueve la densificación urbana a través de una oferta habitacional diferenciada. trabajo con la demanda pre y post entrega de la vivienda (Fondo concursable para proyectos habitacionales solidarios, Chile)</p> <p>(Bono familiar de vivienda mediante la aplicación del art 59 de la ley del SFNV, Costa Rica)</p> <p>(Programa de subsidio directo para poblaciones desarraigadas y desmovilizadas, Guatemala)</p> |
| | Integrate social housing within urban planning | <p>Programa FONAVI, Reactivación I y II (Argentina): Considera la vivienda social como parte de un proceso de implementación de políticas urbanas más amplias. (Programa de Construcción de Viviendas, Panamá)</p> |

Issue:

To provide and improve housing for the poorest households

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|--|---------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | <p>Improve urban connectivity</p> | <p>Programa de Reconstrucción Solidario de la Vivienda (Honduras): Pone de relieve la relación entre las nuevas viviendas y el tejido urbano existente. (Ahorro – Bono – Crédito (ABC), Costa Rica) (Sistema de subsidio habitacional DS 40, Chile) (Construcción de viviendas nuevas, República Dominicana) en especial en relación a las fuentes de trabajo</p> |
| | <p>Ensure social heterogeneity in residential neighbourhoods</p> | <p>Fondo Solidario de Vivienda (Chile): Asegura una heterogeneidad social en los barrios a través de una mayor flexibilidad en la oferta habitacional (diferentes opciones y tipologías de vivienda). (Fondo de Asistencia Habitacional, Panamá) (Construcción de viviendas nuevas de emergencia, República Dominicana)</p> |
| | <p>Facilitate sufficient and appropriate provision of land for housing programmes</p> | <p>Programa Lotes Servidos (Panamá): Facilita los mecanismos de provisión (y legalización) de tierra para programas de vivienda.</p> |

Issue:

To provide and improve housing for the poorest households

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| | Adapt standards and consider progressive construction processes | Programa Federal de Emergencia Habitacional (Argentina) : Desarrolla una utilización adecuada de los estándares en los procesos de construcción de las viviendas. (Programa Cooperativas de Vivienda por Ayuda Mutua, Paraguay) |
| | Differentiate housing supply with better focalization | Programa de Financiamiento de Vivienda (Bolivia) : Pone atención al tema de la diferenciación de la vivienda a través de diferentes mecanismos de financiamiento. |
| | Strengthen the key role of the municipality as coordinator between the State, the entrepreneurial sector and demand | Convenio AMHON-SOPTRAVI-Municipalidades (Honduras) : Promueve la municipalidad como elemento clave en el proceso de producción de las viviendas. |
| | Promote appropriate housing demand systems | Programa Fortalecimiento a la Demanda de Vivienda Popular (Guatemala) : Desarrolla sistemas de postulación diferenciados. (Programa Fondo de Ahorro Habitacional, Panamá) |
| | Promote social production of housing | Programa de Reparaciones, Ampliación, Mejoría y Terminación de Vivienda - RAMT- (Costa Rica) : Pone atención sobre la habilitación social como instrumento para el mejoramiento de la oferta habitacional. |

Issue:

To provide and improve housing for the poorest households

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|--|-----------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | <p>Ensure appropriate and sustainable financing for households, also through joint public and private investments</p> | <p>Programa de financiamiento habitacional (El Salvador): Promueve financiamientos diferenciados y sostenibles para la población de bajo ingreso. (Programa de Financiamiento Conjunto, Panamá) Acceso a hipoteca de vivienda con la Banca Estatal o privada. Bono familiar de vivienda (Costa Rica): Articula la participación pública y privada en el financiamiento Programa Redescuento de Créditos Hipotecarios (Paraguay): Facilita obtención de créditos hipotecarios a estratos bajos y medios Techo Propio con el Bono Familiar Habitacional (Perú): Financia la adquisición, construcción o mejoramiento de viviendas para las familias de bajos ingresos Programa de subsidio habitacional (República Dominicana): Otorga subsidios a familias de ingresos medio-bajos, para completar el precio de viviendas construidas y financiadas por el sector privado</p> |
| | <p>Promote housing mobility for appropriate use of the existing housing stock</p> | |

| Issue: To provide and improve housing for the poorest households | | |
|-------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <i>Improvement of deteriorated public housing (social housing) (integral)</i> | Identify the various problems | Programa de Mejoramiento de vivienda en zonas endémicas de Chagas (Bolivia) : Actúa una diferenciación en las diferentes intervenciones después de la análisis de los problemas que interesan el barrio. |
| | Develop programmes focused on this sector | Programa Federal de Mejoramiento de Viviendas “Mejor Vivir” (Argentina) : Reduce el déficit cualitativo de vivienda de la población pobre. |
| | Incorporate the participation of the population in the different stages of programmes, from formulation to implementation | Programa de Apoyo Rápido para Viviendas de Interés Social (Panamá) : Pone de relieve la participación de la población en el desarrollo del programa. |
| | To incorporate the participation of municipalities and local authorities in programme management | Programa de Descentralización y Desarrollo de la Vivienda Popular (Guatemala) : Pone de relieve la acción integrada y la gestión coordinada del programa a los varios niveles gubernamentales. |
| <i>Improvement of consolidated neighbourhoods (integral)</i> | Analyse and describe the situation | Programa de Mejoramiento de la Comunidad (Paraguay) : Ofrece intervenciones diferenciadas a través de una análisis de las diferentes situaciones. |
| | To develop programmes focused on this sector | Programa de Mejoramiento Habitacional (Panamá) : Articula una acción finalizada al mejoramiento de las condiciones habitacionales de barrios. |

| Issue: To provide and improve housing for the poorest households | | |
|----------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | Promote participation by the population in the different stages of programmes, from formulation to implementation | Programa de Mejoramiento de Barrios – PROMEBA (Argentina): Pone de relieve la participación de la población en las diferentes etapas del proyecto. |
| | Incorporate the participation of municipalities and local authorities in programme management | Programa de Mejoramiento y/o reconstrucción de viviendas urbano y rural (República Dominicana): Articula una acción en diferentes contextos con un rol importante por los gobiernos locales. |
| Improvement of deteriorated neighbourhoods (integral) | Facilitate urban inclusion and connectivity | Programa de Mejoramiento integral PMI (Colombia): Promueve la incorporación de los barrios tuzgurizados en la ciudad consolidada. |
| | Promote the integrality of interventions: different combinations of interventions (housing, services, urbanization, employment, community facilities, education, health) | Sub-Programa de Mejoramiento de Barrios (Bolivia): Promueve la combinación de distintas acciones integradas en la intervención sobre los barrios. |
| | Incorporate the social construction of habitat into implementation | Programa de rehabilitación y mejoramiento de asentamientos humanos marginales en las áreas urbanas de El Salvador/FUNDASAL (El Salvador): A través de diferentes intervenciones pone de relieve la construcción social del hábitat. |
| | Consider different programme implementation instruments: materials banks, microcredit, stakeholder involvement (municipality, local government, NGOs, communities, national and international bodies, private sector, others) | Mejoramiento Integral de Barrio MIBARRIO (Perú): Promueve la acción en los diferentes ámbitos urbanos y pone de relieve la participación como elemento clave del programa. |

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| Issue: To provide and improve housing for the poorest households | | |
| | To coordinate different sectoral interventions in the neighbourhoods | Casa Mejor/Programa de Apoyo a la Autoconstrucción, Fortaleza (Brasil): Promueve diferentes acciones intersectoriales en los barrios interesados. |
| | To incorporate the evaluation of environmental impact | |

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|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Issue: Public spaces: to facilitate social coexistence, diversity, security and integration in urban life | | |
| Policy option | Action | Examples |
| To provide public spaces and equipment: (i) at the neighbourhood level in order to meet the needs of poor sectors (ii) at the urban level in order to connect poor neighbourhoods with the city | To create new public and community spaces and recover deteriorated areas in precarious settlements. In new social housing settlements, to ensure the existence of these spaces | Subprograma de Mejoramiento de Barrios 1998-2004 (Bolivia): En un proceso integrado crea y recupera espacios públicos en la ciudad. Proveer una iluminación y escala adecuada, y definir el mobiliario según prioridad usuarios. |
| | In programmes to equip public spaces on the urban scale (recovery of squares, green areas, mobility spaces), to include the necessities and demands of low-income sectors (informal sector) | Plan de reubicación y modernización del comercio minorista del centro histórico de Quito (Ecuador): Pone de relieve la posición de la población pobre en la programación de los espacios públicos. |
| | To assure access and connectivity | Sistema de Transporte Masivo Publico de Pasajeros /TRANSMILENIO, Bogotá (Colombia): Promueve el acceso y la conectividad como factores fundamentales en la ciudad. |

| Issue: Public spaces: to facilitate social coexistence, diversity, security and integration in urban life | | |
|---------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | To create multi-functional areas | Programa de pavimentación participativa (Chile): A través de una acción participada incorpora espacios multi-funcionales. Elementos simbólicos y de identidad (Programa concursable de espacios públicos, Chile) |
| | To include security criteria in design and equipment | Programa Parques Urbanos (Chile): El tema de la seguridad tiene una posición de particular relevancia en el programa. |
| To use public-space development processes in order to promote the accumulation of social capital | To promote the rehabilitation of public spaces, empathizing with social integration and residents' participation in the planning, implementation and maintenance of interventions | Programas de animación y capacitación dirigidos a diferentes grupos (Proyecto Ciudades Sin Violencia para las mujeres, ciudades sin violencia para todos, Rosario, Argentina); seguridad (Proyecto de animación urbana AXIS, Ciudad de México, México), utilizar fiestas, celebraciones y hitos culturales (Proyecto servicios integrados para jóvenes: experiencia de un plan deformación en recreación, Palmira, Colombia). |
| | To create partnerships among stakeholders in the rehabilitation and management process | Programa de Recuperación y Animación Participativa de Espacios Públicos, Calama (Chile): Promueve la acción junta de diferentes actores en la implementación y gestión del programa. |
| | To combine social and cultural interventions with the rehabilitation/construction of public spaces | Plan nacional de desarrollo urbano/ 2000 – 2008 (Costa Rica): Pone de relieve la intervención social y cultural en el proyecto de los espacios públicos en el tejido urbano. |

Issue:

To improve access to employment and regular incomes for the urban poor

| Policy option | Action | Examples |
|---------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>To improve the portfolio of assets (human capital, social capital, productive capital) of the urban poor in their economic dimension</p> | <p>To set up training activities in construction and production of construction materials</p> | <p>Programa de Apoyo al Sector Habitacional (Perú): Promueve acciones en la gestión y producción de materiales de construcción y viviendas. Industrial, social</p> <p>Articulación con programas de habilitación social en los programas de mejoramiento integrales de barrios (habilidades y hábitos orientados al trabajo) (Programa Alivio a la pobreza urbana y desarrollo del capital humano, Costa Rica)</p> <p>Acceso físico vía desarrollo de infraestructura y redes de transporte y mayor integración de nueva vivienda social en la trama urbana, y acceso por precio (Programa Rosario Hábitat, Argentina)</p> |
| | <p>Organization of childcare in local neighbourhoods in habitat programmes and/or coordination with other social programmes</p> | <p>Programa de Integración de Asentamientos Irregulares/PIAI (Uruguay): Promueve servicios de atención a jóvenes y niños y mecanismos de integración social.</p> |
| | <p>Improvement of access to urban transport networks and infrastructure</p> | <p>Sistema de Transporte Masivo Publico de Pasajeros /TRANSMILENIO, Bogota (Colombia): Pone de relieve el rol del transporte urbano en el mejoramiento de las condiciones de los pobres.</p> |

Issue:

To improve access to employment and regular incomes for the urban poor

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| | Incorporation of popular and community saving in programmes to improve neighbourhoods and social housing | Programa de Ahorro, Subsidio y Crédito para la vivienda progresiva 'Tu casa', 2004 (México) : Promueve mecanismos de ahorro y crédito popular como apoyo al financiamiento de la vivienda. |
| | Set up programmes focused on the informal sector and facilitate the use of public spaces in habitat programmes, especially through trade associations (informal, formal). Coordination with existing municipal programmes | Plan de reubicación y modernización del comercio minorista del centro histórico de Quito (Ecuador) : Favorece una mejor relación entre los espacios públicos del centro de la ciudad y el comercio informal. |
| | Creation or coordination of community microenterprise programmes in habitat programmes | |
| | Promote the use of microfinancing in: (i) the improvement of housing in order to create productive activities and/or rental opportunities, and (ii) income generation projects in neighbourhood improvement programmes, including production of construction materials and social construction of the habitat | Programa de Desarrollo Local/PRODEL (Nicaragua) : Promueve medidas finalizadas al mejoramiento habitacional de los barrios. |

| Issue: To improve access to employment and regular incomes for the urban poor | | |
|-----------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | Promote the construction of social housing with spaces for productive activities | Programa de Financiamiento de Vivienda (Bolivia): Aporta subsidios para mejoramiento o ampliación de viviendas en ambientes destinados a uso productivo. Programa de Mejoramiento de la Comunidad (Paraguay): Incorpora la creación de espacios de espacios de producción comunitaria. |
| | Include in the localization of social housing easy connection to employment and access to urban services, with particular emphasis on higher labour insertion of women | Proyecto Multisectorial Integrado Vila-Barrio, Teresina (Brasil): Considera fundamental la relación entre los espacios de la vivienda y los servicios urbanos. |
| | Promote neighbourhood rehabilitation with productive spaces for micro-scale trade | Plan de reubicación y modernización del comercio minorista del centro histórico de Quito (Ecuador): Pone de relieve el rol de comercio de micro-escala en la conformación y construcción de los barrios centrales de la ciudad. |
| To create managerial and employment opportunities (for micro-, small, and medium enterprises) | Promote intensive manpower use in the construction of housing, infrastructure and equipment | Programa Federal de Emergencia Habitacional (Argentina): Promueve la reinserción al circuito laboral formal, a través de Cooperativas de Trabajo. |
| | In public bidding, support the participation of small and medium enterprises of poor workers | Programa de Desarrollo Local/PRODEL (Nicaragua): Favorece el desarrollo de programas de micro-emprendimiento a nivel local. |

| Issue: To improve access to employment and regular incomes for the urban poor | | |
|-----------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | Support micro-, small and medium enterprises, strengthen management, finance, commerce and production programmes | Programa de Desarrollo Local/PRODEL (Nicaragua): Fortalece los programas de administración existente y actúa nuevas medidas por el desarrollo de las instituciones financieras y comerciales para la micro y pequeña empresa a nivel local. |
| | Promote the creation of entrepreneurial areas near the poor neighbourhoods | |