NAMIBIA UNIVERSITY
OF SCIENCE AND TECHNOLOGY

Integrated Land Management Institute (ILMI)
Land, Livelihoods and Housing Programme 2015-18

The Integrated Land Management Institute is a centre of the Faculty of Natural Resources and Spatial Sciences (FNRSS) at the Namibia University of Science and Technology (NUST) committed to develop reputable and multidisciplinary research and public outreach activities in the field of land, administration, property, architecture and spatial planning.

The Land, Livelihoods and Housing Programme 2015-18 aims at deepening and expanding the focus on these three key issues in Namibia. The programme was developed to guide ILMI's activities by organising it in four aspects: institutional, environmental, fiscal and spatial processes.

The role of universities in participatory informal settlement upgrading: experiences from Kenya, Namibia, Uganda, and Zambia.

SUMMARY

This document is a report on the session that focused on the role of universities in participatory informal settlement upgrading at the workshop titled '**Bottom-up City Wide Planning in Gobabis**', which took place on 11-13 May, 2017, in Gobabis. The event was convened by the Namibia Housing Action Group (NHAG) and the Shack Dwellers Federation of Namibia (SDFN), with support from Shack Dwellers International (SDI). Participants included the Namibia University of Science and Technology (NUST), the Municipality of Gobabis, the Ministry of Urban and Rural Development (MURD), and members from the federation; as well as representatives from homologous institutions from Zambia, Kenya, and Uganda.

The workshop showcased on-going efforts in Freedom Square and Kanaan, and included community meetings where inhabitants themselves accounted for the process. During the workshop, international visitors shared their experiences and gave input on finding ways to scale-up participatory informal settlement upgrading and city-wide planning in Namibia. The outcome of the workshop was a concept note to scale up bottom-up city-wide planning in Namibia through a partnership between SDFN, NHAG, NUST, MURD, and local authorities in Namibia. The concept note is available at ILMI's website.
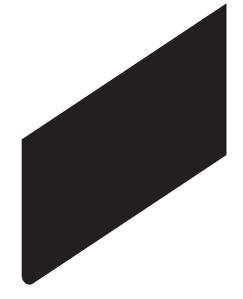
The session documented in this report focused on three specific aspects:
- Universities, Local Authorities and SDFN together with organised communities discuss their roles in City Wide Planning.
- Towards inclusive planning; Upscaling potential and what is required
- Universities: which curriculum adjustments are required

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ABOUT THIS REPORT

This report was compiled by Guillermo Delgado, from the Namibia University of Science and Technology; with comments from Baraka Mwau, from University of Nairobi; Hafisa Namuli, from ACTogether in Uganda; and Dr Wilma Nchito, from the University of Zambia.

The full programme of the three-day workshop can be found in Annexure 1.

The full list of attendants and their contact details can be found in Annexure 2.

CASES DISCUSSED

	Namibia	*Kenya*	*Zambia*	*Uganda*
Entity	Namibia University of Science and Technology.	University of Nairobi, Centre for Urban Research and Innovation (CURI)-anchored at the Department of Urban and Regional Planning.	University of Zambia.	Makerere University.
Name of Programme	**Community studios in Gobabis**	**Planning for inclusive urban development in Kitui, Kenya**	**Negotiating the interface between formal and informal spaces for inclusive and pro-poor city development**	**Know your City, Plan your settlement**
Programme base	Department of Architecture and Spatial Planning; Department of Land and Property Sciences.	CURI. There is some departmental engagement – among the participating students are selected from the department. Generally, it's easier to run this through centres especially when it becomes difficult to align this kind of studio with regular semester schedule.	Department of Geography and Environmental Studies, based on School of Natural Sciences.	School of Built Environment, Technology and Art.
Policy/ objectives	Cooperative education, 'Learning by doing'.	Addressing urban informality in both academia and practice; making planning work by taking planning to the lowest level, and up to the policy level.	Highlight the reality of informal settlements; produce capacity for Ministry and local authorities.	None

	Namibia	_Kenya_	_Zambia_	_Uganda_
Disciplines	Town and Regional Planning; Architecture.	Architects; Landscape architecture; Urban planning. This is challenging, but quite useful in promoting interdisciplinary learning.	Geographers; Physical Planners; Sociologists; Architects (rare); Engineers (not currently).	Architects (not very forthcoming); Physical Planners; Surveyors.
Duration	Semester courses	Three semesters (1.5 years)	2-years (full time)	Initially 3-year programme, then 4-year
Evaluation	Continuous assessment, at least 6 assessments required.	No university credits, students get certificates from the Centre.	Students get grades for different aspects of the studio; there are briefs with activities they have to complete; final submission is the Spatial Development Framework (SDF).	Students get a grade from supervisors (2) who are engaged with the organisations; supervisors join them in the field, students have logbooks that need to be signed off by supervisors
Degrees	Undergraduate. Bachelor of Town and Regional Planning (2 semester project: "community based projects")	Undergraduate. Degrees offered at the Planning Department: Graduate degree in Planning (B.A. Planning); Masters in Planning (M.A Planning).	Postgraduate. MSc. Spatial Planning	Undergraduate. Bachelor of Urban and Regional Planning Diploma on Urban and Regional Planning (offered by Institute of Survey and Land Management).
Student engagement	Course and internships.	Internship, with expenses covered.	Course only.	Course, but students classified as 'interns'; university would capture some of these funds.
Modality	Studio.	Studio (a mix of: fieldwork, technical working sessions, and instructor sessions).	Studio articulating three different contexts: local area, city region and regional.	Studio; theory in class in first 2 years, then fieldwork.
Work modality	Individual and group.	Group Work and Individual work.	Group work and individual work. Presentations, long papers, reports.	Group work.

	Namibia	*Kenya*	*Zambia*	*Uganda*
Topic	Open, only requirement is to be exposed to communities.	Integrated: research methods, integrated planning, participatory mapping, participatory design, infrastructure, housing, community development, and Local Economic Development.	Topics depend on lecturers.	Topics are selected by supervisors beforehand; topics can run in parallel, but emphasis on community planning.
Partners	SDFN; Local Authorities; Association of African Planning Schools (AAPS); Cities Alliance.	University/Centre (CURI); NGO (SDI-Kenya); County government (Kitui); CBOs & Community Leaders. This structure enhances partnerships and collaborations, but it takes time to build and sometimes tends to prolong planned schedules.	AAPS; SDI member (required by AAPS curriculum); Local council (required by AAPS curriculum).	AAPS; ACTogether.
Examples of topics	Community agriculture.	Public space, mobility, local economies, affordable housing, basic services.	Planning in-situ; mobility; retail and trade.	Housing, open spaces, community planning.
Geography	All over the country.	Secondary city.	Settlement decided in partnership with the local council.	All over the country.
Years	From 2012.	2015-7.	From 2013.	Around 2000s.

	Namibia	_Kenya_	_Zambia_	_Uganda_
Challenges	Uncertainty of topic; Timeframes Community process rhythms vs. academic calendar (exams, recesses); Responsiveness from university, can't be too quick; Community engagement requires council approval, which can take long (e.g. 6 months in Gobabis, 10 years in Windhoek).	University calendars, considering the process runs through years within a semester-based system; Final year for students is the more demanding one, which doesn't necessarily coincide with the needs of process; Insufficient funds to pilot actual projects on the ground (this is important for sustaining future community engagement).	Council changes; work goes 'back to scratch', buy-in is lost; Entry into settlements due to political climate (more difficult during election time)	Academic calendars; Engagement with architects; Land ownership in private hands.
Curriculum change process status	Currently built in the curriculum. Recent programme review (2016), where community engagement is encouraged. Up to 20% of the curriculum can be changed without the need for approval.	Curriculum change is not necessarily the main objective, rather is to influence existing curriculum through studios and teaching content to focus on urban informality.	Yes, through AAPS process. Required for the development of new legislative changes.	Part of the university process, however institutionalisation of the process is taking long; not yet there.
Funding source	AAPS since mid 2015; Cities Alliance (accommodation, food).	AAPS; Cities Alliance.	Ministry of Local Government; AAPS; Cities Alliance; SDI. Support went for food, transport, computers, printers, furniture.	AAPS; Funding through tuition rebates; Social Tenure Domain Model (STDM). Supported went for food, accommodation, transport.
University contribution	Transport, although currently not favourable funding outlook.	No additional financial contribution from the University, but the department offered a lecturer to instruct the student team.	Lecturers' salaries, teaching space.	Support for lecturers (allowances).

	Namibia	*Kenya*	*Zambia*	*Uganda*
Interaction between disciplines	Gradual insertion of disciplines throughout the semesters.	A bit challenging for communication between disciplines (perhaps something to do with the 'silo-approach' to training of planners, architects etc.). However, the studio managed to achieve good communication between students and community members.	It's open to students from all disciplines; with regards to bringing lecturers from different disciplines, is still in process.	Desirable, but still a challenge.
Provision for community participation	Participation, mandatory for land delivery procedures; however, no national policy on participation.	In Kenya, participation is legislated in a number of ways on various laws such as County Governments Act and the Urban Areas and Cities Act, but no clarity on the nature of participation. Every town, a 'citizen forum' is supposed to be created.	Not required for the process, the studio has the objective to change paradigms through its actions.	Yes, at constitutional level.
Proposals	Short courses; Regional Councils as part of the studio process; Vertical studios; Coordinated/planned 'handover' of studio semester by semester.	Continuous professional development can be offered for LAs, lecturers, and interested parties; Link with professional associations and the practice in general, is important for planning schools; Seminar series and forums are important in disseminating academic research (including outcomes of community studios) for policy uptake/consideration.	Getting lecturers from other disciplines to final presentations of courses.	Public lectures that teach to everyone.

	Namibia	*Kenya*	*Zambia*	*Uganda*
Outlook	Funding shortages will reduce interventions to the capital city, which is where the university is located. Vertical studios about to take place.	Research funding is decreasing- especially from governments; hence, the need to enhance partnerships that help universities and partners in attracting alternative funding resources specially to support 'change-making' research such as 'urban informality studios'.	Engagement with Zambia Institute of Planners; Creation of short courses for community and local government (local area panning, GIS, research methods, monitoring and evaluation).	Trying to make the process increasingly multi-disciplinary; Social workers, involved in the process; Signing of MoU's with technical institutions to sensitise of community processes.
Common points	- Priority for students is the passing mark in all their courses, which sometime conflict with effort required by process. - Sympathetic political leaders (e.g. councillors) are not always there, and changes in local authority's council, the experience and political support is 'lost'. - Piecemeal approach to informal settlement upgrading process-the need to up-scale appropriately, depending on context. - Institutionalisation of partnerships is crucial. - In the cases of Zambia and Kenya, university Centres have a role in the facilitation of the process; they can help overcome academic calendar limitations. - Ethical considerations of university's involvement in community processes are fundamental, particularly to manage communities' expectations. - Architects are generally difficult to engage, there is a disconnect with the needs of the country. - At the same time, architects are more implementation-oriented; their push for actual realisation of plans is important in these processes. - Short courses are desirable, they should target local authorities, community members, NGO staff, and other stakeholders. - If there is a national mandate for participatory procedures, community studios can tap into that.

COUNTRY-SPECIFIC CONTRIBUTIONS

Uganda

Planning process is required to be participatory by constitutional decree. However, it is not prescribed who undertakes this process. When it's community-driven, it is more participatory in nature; if it's a government initiative, it's more of a consultative process. The rationale is in part due to the difficulty for implementation without community's understanding of the nature of the plan. Resources, both with regards to time and money, impact the extent of participation. There are municipal forums, settlement forums, and a Forums Division. There is 'community contracting', a form of small-scale projects sub-contracted to community groups (e.g. waste collection, public sanitation). Architects tend to 'look down' on other disciplines, such as planning; not easy to engage with them. However, in the past, architects were much more engaged than planners; they were pushing for change. Students get to teach community members how to use technical devices, and community teaches how to interact with them. Community members were designing the project, students would provide technical support to make possible the proposals. Public lectures at the university open to the various stakeholders have been organised, and they have had positive effects.

Namibia

Council decisions take a minimum of 2 months. A decision cannot be ratified in the same meeting. NALAO's focus is on the Sustainable Development Goals (SDG), particularly SDG11; and the New Urban Agenda (NUA). This process is initiated from the Local Authorities' CEOs office, supported by technical support staff. A Local Government reform is on the table, which would be restructured under the SDGs and NUA. The new Urban and Regional Planning Bill is also soon to be tabled. NALAO and Local Authorities have the faculties to influence legislation. MoU between NHAG/SDFN and the Association of Local Authorities of Namibia (ALAN) and NALAO, will assist in opening doors for the influence of legislation representing shack-dwellers' interest. There were also attempts to change spatial form, but there is community's resistance. In Namibia in the 1980s there were attempts to change mental conceptions of what 'a house' can be, and 1:1 models were built to exercise spatial imagination, but they didn't have the desired effect. In Namibia, the legal status of the practice influences the professional outlook of young professionals. The expectation of high incomes deters from engagement in more social undertakings.

Zambia

AAPS proposed a curriculum to be piloted, and Zambia was ready to undertake the process. They consulted this with local councils and government levels. The proposal was sent for approval, and it was approved in 2013. New law required the formulation of Integrated Development Plans (IDP), but there were not many trained to do this; the new curriculum included this, therefore the Ministry supported this. Support allowed for computer equipment, as well as transport (bus). Settlements to work with are decided in partnership with the local council; this facilitates engagement as council has already presence in the settlement. Students' proposals are evaluated by community members; students have to effect the changes required by the input given. Students produce a plan, and final presentation of students is to the Mayor, council members, and other stakeholders. Through training, community has learned how to use GPS, which increases legitimacy of the information within the community. The university assists in mapping informal settlements, as LAs don't always have capacity to do this.

The objective of scaling up is limited by the academic calendar frame. Centre for Urban Research and Planning (CURP) has been instrumental in dealing with this and other challenges. It is not possible for the university to do all the work, but it is possible to scale-up. Courses in the centre are 2-3 weeks long, this represents also a stream of income for the institution. It is important to consider the degrees of participation, as well as the resources limitations for this.

UN-Habitat did a Participatory Slum Upgrading Programme (PSUP) project in Zambia, which had participation at the core. However, Phase 1 of the project didn't have effect even after considerable funds were invested in this. This phase was not particularly regarded as participatory. Government definition of participation leans more towards consultation, rather than co-production. The culture of volunteering is also not a resource that one can tap into. In Zambia, architects are difficult to engage; they are perceived as 'more commercial'. They would contribute for two weeks, but no longer; the process would then continue without their contributions. Architects' social commitment is not strong. The National Housing Authority, is normally run by architects but currently the CEO is a lawyer; when they 'redevelop' they imagine projects that resemble elite developments and they're not particularly characterised by social commitments.

Kenya

In some cases, after the county government legislations (the County Governments Act and Urban Areas and Cities Act), there are situations (e.g. Kitui County-the studio location) where there's no municipality to engage; only a regional (county) government. This implies the envisioned decentralisation at county level is not yet in place-especially for urban areas. This is similar to other countries where governments are yet to establish appropriate decentralised structures for better ('direct') engagement with citizens.

A municipality Board is not yet established, it is the Urban Areas and Cities Act that has provision for 'citizen forums', where through town hall meetings there is an opportunity to deliberate on budgetary matters, structure plans, development frameworks, planning, basic services, etc. However, given that a municipality Board doesn't exist, this structure of Government-civil society engagement just exists on paper.

In Kenya (and perhaps in many other countries in the region), most urban plans are outsourced to private consultants, who don't always have time or resources (financial and human) for community participation, and they often result in undertaking mere compliance to participation. For example, in a recent Integrated Urban Development Plan (IUDP) formulation for Kitui (location of the studio) the consultant was required to undertake six stakeholder workshops, but it is only the records (i.e. attendance lists) that are required to indicate that the workshops took place. There is little emphasis on the quality, outcomes, and how the views/opinions of the participants influenced or were factored into the final product, which is the plan. There is also a culture of 'allowances' for attending meeting, up to a point in which stakeholder meetings are only attended when allowances are included.

There is also a lack of understanding between disciplines, e.g. planners, engineers, architects, as well as between these disciplines and communities. The level of abstraction for communicating in workshops (e.g. lines, coded colours), doesn't necessarily translate in an understanding of the nature of the project. Besides, the political nature of arriving at planning decisions is often not well approached by professionals or they simply are not prepared to engage in negotiations, mediation and management of 'conflicts' (arising from vested interests). Participation then often ends up as a 'compliance strategy', rather than an in-depth commitment.

Centres tend to have a common vision; therefore, it is easier for them to undertake specific projects. The community studio process has many contingencies, for which NGOs or Centres are more able to respond than conventional university semester approach.

Disciplines required to strengthen outcomes of community planning studios include urban planning, architecture, engineering, urban design, sociologists, economists, land administrators and environmentalists. However, projects only involve one or two disciplines deepening on scope, although it's critical to note that what is designed by professionals doesn't always resonate with what communities perceive as needed and/or desired.

Participatory programmes involve costs, which become an increasing challenge with decreasing research budget. There is also lack of references from other cases in cities and countries in the region, which could be due to inadequate documentation of previous approaches. Hence, there is a need to strengthen documentation and dissemination of project processes and outcomes.

In terms of graduates applying skills in practice, there are new 'alternative practices' emerging in Kenya; they are attempting to practice differently from the conventional practice, but it's still marginal. There is a need to 'build community of practice' that pools together planners, architects, and other disciplines engaged with community planning and design. In studios, it is also difficult to manage expectations of communities with only one discipline involved. At some stage, the discipline reaches limits; for communities, a 'professional' means perhaps something broader. The ethical limits of community participation are to be considered as often studio raise unnecessary expectations among community members. Without a follow-up programme to implement some of the outcomes, it becomes a mere academic exercise to conduct this form of projects.

In Namibia, there seems to be an emphasis on 'land and housing'; less so in local economies that could sustain the urban environment that is envisioned. In Kenya, the city is often perceived as the 'the place to derive income'; an economic platform. Hence, a vibrant informal economy is that which offers those 'left' out in the formal economy a form of employment. Productive activities are in the streets/public spaces (e.g. retailers/vendors, artisan industries like production of furniture, fittings, windows etc.). Therefore, a major planning challenge in Kenya's cities and towns is how to plan for, manage and integrate informal economic activities. Among the non-conventional approaches being researched by the Centre (CURI) is to how to utilise certain land reserves for infrastructure and open public spaces for productive activities (at least in the medium-term) while the planned development takes place; application of flexible standards and rethinking of planning and design is needed for this.

Curriculum change is desirable; however, another component is the actual content of the courses. The focus on curriculum could be complimented with a coordinated effort between faculties and/or departments to engage with informal settlement upgrading processes.

INPUT FROM PARTICIPANTS

Students from NUST

- Curriculum changes are fundamental, as many only 'discover' community engagement for the first time.
- Volunteering can be a resource to tap into.
- Architecture studios, confined; the way students work is very 'dreamy', rather than reality-anchored.
- Students' commitment is primarily on their degree, rather than with the community process per se.
- Universities are one side of the collaboration; the other are professional institutions and practices.
- Private firms are rather strict with internships, they need to be engaged for them to become more accommodating to community work.
- It is necessary to re-imagine spatial form, rather than simply assisting in complying with current models.

- Sense of cultural identity can be stimulated through models and other devices, rather than simply working with aerial images.
- Namibia Urban Planning Students' Association has in its constitution to do community work, this can be expanded.

Ministry of Urban and Rural Development

- Short courses are desirable.
- There is a need to strengthen relationship with countries to learn from each other.
- Information sharing between institutions is desirable and commendable.
- Scaling-up informal settlement upgrading is a good initiative (individual comment).
- Certificates on the short courses and process can incentivise participation in these processes.

Gobabis Municipality

- Local Authorities should intensify their involvement with communities.
- Short courses for community members are desirable: income generating activities, trading, planning.
- Before the teams from other collaborators come to Gobabis, the community members should be ready to engage with the process; this is the job of LAs.
- What happens in Freedom Square and Kanaan is a beginning, and 'a means to an end'.
- Link with Flexible Land Tenure System, so that it becomes eventually effective; Gobabis can pioneer security of tenure with the assistance of this.
- The reference of what LUX Development Project did in Rundu and Katima Mulilo is a good precedent that would be desirable to see elsewhere, with regards to security of tenure.
- Densification is also something that can be considered in Namibia.
- Internships at the Municipality are also desirable, Gobabis is reviewing the mechanisms for them to welcome more interns.
- Gobabis has resorted to international cooperation agencies, such as the Japanese one (JICA); this can be an option to explore.

Namibia Association of Local Authorities Officers (NALAO)

- A benefit of these process is to dismiss the perception that 'people are lazy', and to prove hard work from the grassroots.
- Co-production is desirable.
- Community members in informal settlements are not unreasonable, they can be engaged in decision-making; however, they need to have access to information.
- NALAO has developed a 'certified municipal professional accreditation' (CMP) programme based on demonstrated competence. This is proven through actual work on the ground, and knowledge acquired through this. This can be linked to the short courses that have been discussed, as CMP provides for continuous education; with degree of demonstrated competence, employment desirability increases.
- Learning and exchange programmes is a cost-effective way to create capacity within LAs.
- Engaging media and politicians, important to consider in these processes.

Namibia University of Science and Technology

- There are opportunities to build on existing curricula within the departments.
- There are possibilities to have shared mandatory courses.
- Short courses are emerging clearly as a need.
- The role of Centres such as the Integrated Land Management Institute, can be instrumental in overcoming the inherent shortcomings of Departmental engagements.
- Winter schools can be considered to go beyond the limits of calendar rhythms.
- Community engagement comes at a good time as curriculum review has recently taken place, now it's time to implement; particularly with work-integrated learning (WIL).
- Links with other educational institutions, not make it a project of one single university.
- It is more difficult to re-structure the curriculum only on the occasion of a project, rather than to be in line with a national plan; e.g. in the case of Namibia, there is a need for a 'national informal settlement upgrading strategy' for universities to undergo the restructuring of curriculum thoroughly.
- The leadership of NUST needs to be engaged for them to support this initiative.

ANNEXURE 1

Program for City Wide Planning in Gobabis
(11 – 13 May 2017)

Date	Time	Activity	Responsible	Venue
Thursday, 11 May 2017	08:00	Arrival of all visitors	Uganda, Kenya, Zambia NHAG & SDFN NUST	Gobabis
	10:30	Meeting with the Council • Introduction • Sharing City Wide Planning methods in each country • Way Forward	Uganda, Kenya, Zambia NHAG & SDFN NUST Gobabis Municipality	Municipality Chamber
	14:00	Field Visit: Freedom Square Meeting • Presentation of information collected and maps by community members • Sharing methods, challenges and learning experiences • Way Forward	Uganda, Kenya, Zambia NHAG & SDFN NUST Gobabis Municipality Freedom Square Community	Freedom Square
	16:00	Field visit: Community Feedback Meeting • Community members from each settlement will present their collected data and maps. • Sharing methods, challenges and learning experiences • Way forward	Uganda, Kenya, Zambia NHAG & SDFN NUST Gobabis Municipality Kanaan A, B & C and Tuerijandjera Community	Kanaan C
Friday, 12 May 2017	10:00	City wide Planning information sharing meeting • Share work done in each country (Zambia, Kenya, Uganda and Namibia • Give input on how they've done their City Wide Planning • Reflection on lesson learned and implication for planning inclusive cities	All Stakeholders	
Saturday, 13 May 2017	09:00	• Universities, Local Authorities and SDFN together with organised communities discuss their roles in City Wide Planning. • Towards inclusive planning; Upscaling potential and what is required • Universities: which curriculum adjustments are required	All Stakeholders	

ANNEXURE 2

SHACK DWELLERS FEDERATION OF NAMIBIA (SDFN)
AND NAMIBIA HOUSING ACTION GROUP (NHAG)

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LIST OF PARTICIPANTS FOR MEETINGS

Main purpose of the meeting...Discussion and the Input of Universities, Local Authorities and SDFN & City, wide upgrading...

Place of the meeting...Kalahari Convention Centre/Hotel...

Date...13 May 2017...

Name & Surname	Gender M/F	Town/Village	Organisation	Email address/contact number
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