

Vol.15, 2011

RDS

Regional Development Studies

John F. Jones, Qingwen Xu, and Wing Kwan Anselm Lam

Labour Protection in China in an Era of Growth:
Workers' Needs and China's Policy Response

Trymore Muderere

Global Rhetoric versus Local Receptivity: Challenges in
Translating Housing Rights into Local Realities for
Zimbabwe

Yoko Saito

Cyclone Shelter Management in Bangladesh: Lessons in
Developing a Guideline through Gender-Sensitive
Community Participation

Chanza Nelson and Innocent Chirisa

People or Environmental Quality? Solid Waste
Management Dilemma in Epworth, Harare

Michael Poku-Boansi

Transport Mode Choice by Commuters in Kumasi, Ghana

Samuel Owuor, Claire Bénit-Gbaffou, and Seyi Fabiyi

The Impact of Enclosed Neighbourhoods on Privatization
of Public Space: A Comparative Analysis of Nairobi,
Johannesburg, and Ibadan

Peter R. W. Gerritsen and Jaime Morales Hernández

Constructing Sustainable Development from the Locality:
The Experience of the Network for Sustainable
Agricultural Alternatives in Western Mexico



United Nations
Centre for
Regional Development
Nagoya, Japan



Regional Development Studies

An Annual Journal of the United Nations Centre for Regional Development
Published in Collaboration with the University of Nairobi

Volume 15
2011

CONTENTS

UNCRD/RDS Committee

Editors-in-Chief
Chikako Takase
Director, UNCRD

Isaac Meroka Mbeche
DVC-Student Affairs
College of Humanities and
Social Sciences
University of Nairobi

Enos H. Njeru
Principal, College of
Humanities and Social
Sciences
University of Nairobi

Peter Wanyande
Department of Political
Science and Public
Administration
University of Nairobi

Winnie Mitullah
Institute for Development
Studies (IDS)
University of Nairobi

Asfaw Kumssa
UNCRD Africa Office

Lillian K. Tsuji
UNCRD (Nagoya)

Isaac K. Mwangi
Department of Urban and
Regional Planning
University of Nairobi

iii **Peter M. Ngau**
Editorial Introduction

Articles

1 **John F. Jones, Qingwen Xu, and Wing Kwan Anselm Lam**
Labour Protection in China in an Era of Growth: Workers' Needs
and China's Policy Response

14 **Trymore Muderere**
Global Rhetoric versus Local Receptivity: Challenges in
Translating Housing Rights into Local Realities for Zimbabwe

28 **Yoko Saito**
Cyclone Shelter Management in Bangladesh: Lessons in
Developing a Guideline through Gender-Sensitive Community
Participation

42 **Chanza Nelson and Innocent Chirisa**
People or Environmental Quality? Solid Waste Management
Dilemma in Epworth, Harare

58 **Michael Poku-Boansi**
Transport Mode Choice by Commuters in Kumasi, Ghana

72 **Samuel Owuor, Claire Bénit-Gbaffou, and Seyi Fabiyi**
The Impact of Enclosed Neighbourhoods on Privatization of
Public Space: A Comparative Analysis of Nairobi, Johannesburg,
and Ibadan

Tabitha W. Kiriti-Nganga
School of Economics
University of Nairobi

Samuel Owuor
Department of Geography
University of Nairobi

Octavian Gakuru
Department of Sociology
University of Nairobi

Thomas Ongoro
School of Economics
University of Nairobi

Keziah M. Mwang'a
Editorial Assistant
RDS Journal
University of Nairobi

Book Review Editor
Caleb Mireri

Editorial Staff
Lillian K. Tsuji
Editor, UNCRD (Nagoya)

Desktop Publishing
Utako Watanabe
UNCRD (Nagoya)

Editorial correspondence
should be sent to:
UNCRD/RDS Committee
United Nations Centre for
Regional Development
Nagono 1-47-1, Nakamura-ku
Nagoya 450-0001, Japan

Annual Subscription Rate
(including postage by
surface mail):

Developing Countries
US\$15.00

Developed Countries
US\$20.00

**Please send subscription
order to:**
Publications
UNCRD
Nagono 1-47-1, Nakamura-ku
Nagoya 450-0001, Japan
Tel: (+81-52) 561-9377
Fax: (+81-52) 561-9375
E-mail: info@uncrd.or.jp

86 **Peter R. W. Gerritsen and Jaime Morales Hernández**
Constructing Sustainable Development from the Locality:
The Experience of the Network for Sustainable Agricultural
Alternatives in Western Mexico

Book Review

98 **Caleb Mireri**
Tai-Chee Wong and B. Yuen, eds., *Eco-city Planning: Policies,
Practice and Design*

101 **Contributors**

Editorial Introduction

Peter M. Ngau

University of Nairobi

Volume 15 of the *Regional Development Studies (RDS)* journal presents seven articles and a book review. The articles fall into three groups. The first set of two articles discuss national policy reforms; the first one examines progress on labour protection laws in China, while the second examines challenges in translating housing rights into local realities in Zimbabwe. The second set consists of three articles which discuss sectoral programmes; the first looks at cyclone disaster management in Bangladesh, the second addresses solid waste management in an informal settlement in Zimbabwe, while the third is on commuter model choice in Kumasi, Ghana. The third set consists of two articles that examine prospects for local level organization; the first is a comparative study on the impact of enclosed neighbourhoods on privatization of public spaces in Nairobi, Johannesburg, and Ibadan, and the second examines the experience of a social movement in constructing sustainable development from the locality in Mexico. The seven articles provide new insights into local and regional development from policy, programme and local social organization contexts.

The first article by John F. Jones, Qungwen Xu, and Wing Kwan Anselm Lam, titled, "Labour Protection in China in an Era of Growth: Workers' Needs and China's Policy Response" examines the protection that the Chinese government's laws and policies provide for the Chinese workforce in a period of social economic reform and expansion. The article traces the progress of labour legislation from 1978 to today. The authors utilize the conceptual framework of institutional analysis and development (IAD), focusing on the notion of commons to understand the mechanisms that have allowed institutional cooperation and collaboration in labour legislation and policy making in China. The article is organized into four main sections. The first section gives an account of China's dramatic economic development after the 1978 reforms, and the consequences of those reforms. These not only saw the fading away of state owned enterprises (SOEs), rapid growth of private enterprises, but also meant the end of guaranteed benefits for workers (so called pre-reform iron rice bowl employment system in line with socialist system). Utilizing the concept of "commons", the authors discuss how new policies became necessary in China with the fading away of the old guarantees associated with employment. In the second section, the authors discuss China's notion of labour market. While reforms opened doors to overseas investment, they also increased the need for cheap labour, and triggered massive rural-urban migration and lay-offs as state owned enterprises closed down. At the same time, the workers' rights and job security declined, and inequality increased. The Chinese government resisted dismantling the household registration system (*hukou*) initiated in 1958, which was aimed at controlling the movement of citizens within the country.

In third section, the authors trace the labour laws promulgated by the Chinese government to protect the labour force and maintain a productive human talent pool for the market-oriented economy. The laws were the 1994 labour law and the labour contract law of 2008. The labour laws of 1994 established principles and clarified the role of the state, local governments and employers in determining and implementing the minimum wage. A lengthy consultative process preceded the enactment of the 2008 labour contract law, which was

intended to strengthen worker's rights and covered employee's social security, wage standards, job security and labour protection. In the forth section, the authors observe that China has chosen a step-by-step approach to reforms (unlike the former Soviet Union countries which embraced drastic reforms) comprising of three steps. In step one, it chose to dismantle the former communes, replacing them with township and village enterprises. In step two, the economic reform created special liberalized enterprise zones, mainly in the southern and eastern coasts that are favourable for overseas trade. The reforms have been at a great cost (inequality and high unemployment rates), but the state has responded through labour law reforms by building on institutional collaboration.

The second article, titled "Global Rhetoric versus Local Perceptivity: Challenges in Translating Housing Rights into Local Realities for Zimbabwe" by Trymore Muderere, examines the challenges associated with translating housing rights into local realities in Zimbabwe. The underlying question is, "why do results from international conventions fail to translate into local practices?" The author notes that existing positions in housing policies and other institutional frameworks have largely ignored the needs and housing rights of the poorest sectors of society, and those of women. He argues that local receptivity has been characterized by denial, resistance, inconsistency and institutional deficiency. The article is organized into six main sections. The first section introduces the gist of the article, the discord in translating global norms and ideals into the realities of the local people, with the specific case of housing rights in Zimbabwe. The second section conceptualizes the context under which global ideals and norms are mediated into local laws and practices. The third section gives a history of housing rights, as proclaimed through international declarations and covenants. The forth section delves into the history of housing delivery in Zimbabwe, seen through three broad economic periods. The fifth section contextualizes housing rights in Zimbabwe through a critical analysis of the country's legal, technical, political and socioeconomic milieu. The last section consists of a discussion and conclusion.

The author aims to assess and trace the responsiveness of Zimbabwe to international conventions on housing rights. In the second section, the author starts by conceptualizing the context under which global (housing rights) are translated into local practice in Zimbabwe. He seeks to find out what has been the Zimbabwean central local government's response to global housing concepts? How has housing practices with respect to the urban flow evolved? What has been the experience of the urban poor in terms of housing rights? And what planning and policy measures can be recommended?

The third section traces the history of global declarations (norms) on the right to alternate housing, through various UN conferences: in 1976, on Human Settlement (Vancouver); in 1992, on Environment and Development; in 1996, on Human Settlements (Istanbul); in 2006, on the Millennium Development Goals (MDGs); and in 2002, World Summit on Sustainable Development. Such global norms and ideals have not only progressively elaborated the housing rights but have also been more clearly defined. In the forth section, the author traces the history of housing delivery in Zimbabwe, illustrating a stark contest in terms of progressive inability to meet universal housing rights at a time of an accelerating phase of urbanization, leading to preponderance of informal settlements and reactive policy practices by the state. In the fifth section, the challenge of translating the global ideals into local practice is contextualized, through persistence of rigid and an inflexible planning legal framework. The articles demonstrate how local laws, regulations, standards and policies militate against local reception of housing rights, including access to land and services. According to the author, the country's persistent denial, negativity and anti-informal settlement tendencies have only served to achieve the exact opposite.

The third article, titled "Cyclone Shelter Management in Bangladesh: Lessons in Developing a Guideline through Gender-Sensitive Community Participation" by Yoko Saito presents lessons from an action research project on gender community-based disaster man-

agement in Bangladesh. The research undertaken by the Disaster Management Planning Unit of the UNCRD aimed to mitigate community risks against cyclones and build community resilience with a special focus on gender perspectives in cyclone shelter management. The article is organized into six sections, the first being the Introduction. The second section presents the past and current status of disaster management in Bangladesh. The third section reviews international and national initiatives for inclusion of gender perspectives in disaster management. The fourth section describes the objectives, methodology and design of the UNCRD action research. The fifth section describes the training organized by UNCRD in collaboration with the Bangladesh Disaster Preparedness Centre (BDPC), and the development of gender sensitive guidelines. The sixth section presents the conclusion and future challenges.

According to the author, Asia has suffered the highest fatalities under cyclones (82 to be exact). It has been noted that the rate of female mortality is higher than that of men in times of disaster. In the second section of the article, the author observes that Bangladesh, owing to its location and surface hydrology, is extremely vulnerable to natural hazards such as cyclones. A severe cyclone occurs almost once every three years, the deadliest having struck in 1970, killing 300,000 people. The author then describes the institutional framework of disaster management in Bangladesh, which consists of three high-profile bodies at the national level, and a National Disaster Management Advisory Committee. In addition, the country has a Cyclone Preparedness Programme (CPP), which is a community volunteer based cyclone-transmittance programme. Both the Institutional framework, the construction of many shelters, and the CPP programme have contributed to a decline in cyclone fatality in recent years.

In the third section, the author discusses initiation and the rationale for inclusion of a gender perspective in disaster management. These include the Platform for Action adopted by the fourth World Conference on Women in Beijing in 1995, and The Hyogo Framework for Action adopted at the World Conference on Disaster Reduction in 2005. At the national level, the government of Bangladesh has addressed women's needs in the "standing order on Disaster". However the author points at a gap between national policy and community practice, particularly as concerns involving women in the decision-making process. The fourth section describes the objectives, methodology and design of the action research conducted by UNCRD in collaboration with BDPC. The research consisted of consultation, needs assessment, organization of workshops and training of the community, and national-level and disseminations. Three categories of shelter were examined: NGO-, government-, and community-led. The author describes the key features of each of the three types, and makes a comparison. It was found that the NGO- and government-led shelters lacked coordination; while community-led shelters exhibited a greater sense of responsibility and coordination in managing and maintaining the cyclone shelters. In the fifth section, the author describes the training conducted by UNCRD in collaboration with BDPC following the research, which led to the development of gender-sensitive guidelines. In conclusion, the author points at the need to involve the users, including women, in cyclone shelter management, and the need for multi-purpose facilities, and community ownership.

The fourth article, "People or Environmental Quality? Solid Waste Management Dilemma in Epworth, Harare" by Chanza Nelson and Innocent Chirisa, explores the tension between a local authority and its residents over its ability to deliver services (waste management) and the willingness to pay for these services by the people. The article is organized into five sections, the first of which provides an introduction by defining the problem and the research methodology employed. The second section gives a review of the theoretical perspective on solid waste management, while the third section elucidates the Epworth experience and the dilemma with solid waste management. The fourth section offers policy options and direction, while the fifth section concludes the discussion.

In defining the problem, the authors observe that solid waste management (SWM) has emerged as one of the most devastating challenges, especially in most urban settlements in the developing countries. Many countries have responded by encouraging their urban authorities to experiment with reform programmes so as to enhance quality and reduce the cost of service provision. However, there has been limited success in poorly resourced and managed urban authorities. The authors examine the challenges faced by the Epworth Local Board in Harare. The study utilized a mixed methods approach, with the selection of respondents entailing a two-stage sampling. Overall, the study was designed as a case method. In the second section, the authors review theoretical perspective on SWM by defining integrated solid waste management (ISWM), the 3R approach, participatory framework and principles such as the Polluter Pays Principle (PPP) and the User Pays Principle (UPP) as key to sustainable SWM. They also discuss the challenges facing the diverse legislation governing waste management as it exists in Zimbabwe, which include poor enforcement, overlapping institutional mandates and a bureaucratic maze.

In the third section, the authors present the case of Epworth, focusing on the dilemma faced by the local authority in the provision of SWM. The board faces a confluence of poverty and a limited institutional capacity. Its SWM approach is still rudimentary, consisting of dumping in shallow pits and burning due to lack of appropriate equipment and machinery. They observe that past initiatives to involve community-based organizations (CBOs), promote recycling, improve collection and awareness creation collapsed after the departure of the donor. The Epworth Local Board case depicts an incomplete SWM framework where waste hardly moves from where it is generated, resulting in dumping on roadways and open spaces. The dilemma is that the Epworth Local Board needs to raise more revenue to improve the SWM service, but the residents are poor and unwilling to pay for services they feel they are not getting. In the fourth section, the authors discuss policy options and direction. They argue that the solution lies in embracing a number of measures, which include encouraging enhanced participation by the informal sector, the private sector investment in waste recycling and community sensitization and awareness; redefining the role of the public, and harmonization of operations and activities. In conclusion, the authors highlight the need to address the twin challenges of improving the capacity of the local authority, and greater engagement with the community.

The fifth article, "Transport Mode Choice by Commuters in Kumasi, Ghana," by Michael Poku-Boansi examines factors influencing commuter modal choice in Kumasi, Ghana. Using the multinomial logit model, the study concludes that key determinants in commuter modal choice are: lower travel time, high level of comfort, trip purpose, trip distance, marital status and occupational status. The article is organized into the following seven sections: the introduction, literature review, study approach and methodology, results of data analysis on factors affecting commuter choice, the development of the model to predict commuter behaviour, findings and policy implications, and the conclusion.

The first section provides an overview of the modal choice, the factors affecting commuter decision, and the objectives of the study. On literature review, the author explores thematic literature on modal choice and empirical literature on transportation in Kumasi. The study covered Kumasi metropolis and was based on thirty-four traffic zones and interviews with a sample of 373 households and key stakeholders. The author utilized the logit model to describe and explain modal choice. In section four, the author presents characteristics of the urban transport service in Kumasi, and the demographic characteristic of the respondents. The key feature of the urban transport service in Kumasi is the dominance of minibuses called trotros, which are unregulated. Efforts are underway to introduce the rapid transit bus service. In the fifth section, results of the multinomial logit analysis are presented. They show a significant relationship between the dependent variable (modal used by commuters) and a set of independent variables: distance travelled, income, trip

duration, occupation, marital status, trip purpose and the level of comfort. In conclusion, the author recommends that city transport planners should place more emphasis on the quality of services provided by public transport operators, especially those using large occupancy vehicles.

The sixth article by Samuel Owuor, Claire Bénit-Gbaffon, and Seyi Fabiyi, titled “The Impact of Enclosed Neighbourhoods on Privatization of Public Space: A Comparative Analysis of Nairobi, Johannesburg, and Ibadan,” examines the issue of enclosed neighbourhoods in the three cities. In the introduction, the authors distinguish between “enclosed neighbourhoods” and “gated communities”. The former are neighbourhoods where the residents have taken upon themselves to restrict access to public roads or streets, most common by erecting a gate, a barrier or boon. Gated communities on the other hand are private estates conceived and built as walled neighbourhoods — designed in a layout of private streets in order to limit and control entry into the estate. The authors point out that restricting access and enclosing neighbourhood raises several questions in terms of security, mobility, exclusion and urban fragmentation.

According to the authors, the diffusion of enclosures is a symptom of increasing fear of crime and distrust towards the public authorities to guarantee basic security. A major concern with enclosed neighbourhood is that by restricting access, public space is privatized, whether formally or informally. The article seeks to contribute to the existing debate on the impact of the enclosed neighbourhoods, on privatization of public space, with particular emphasis on road or street closure, and from a comparative perspective of Nairobi, Johannesburg, and Ibadan. The article is divided into three main sections. The first section covers the impact of enclosures on mobility; while the second section considers the streets as territories and how their local management affects the social lives of urban residents inside and outside the enclosure. The last section discusses the conflicting scales of urban governance and management.

In all cases, the studies found that enclosed neighbourhoods have impacted negatively on mobility and fluidity within the city, although in different ways according to the dominant street pattern. Interesting variations are observed in the three cities with regard to social settings, the nature of controls required, and the cost of security device that determine the shape of the enclosure and its impact on the city structure. In the three cities, the authors found that enclosed neighbourhoods are generally concentrated in the middle- and upper-class residential areas, although there are some variations. In Nairobi and Ibadan, forms of enclosures can be found in lower income areas. The case studies also found that enclosures affect city permeability, and it is shown that overall permeability is quite low in northern Johannesburg.

The article shows that enclosures act as territories of inclusion and exclusion. At a local scale, despite the feeling of loneliness observed in the wealthy suburbs, many view enclosed neighbourhoods as beneficial to the community, the suppression or limitation of through-traffic allows children to play in the street and residents to jog. But they can also result in internal conflict, between “willing and non-willing”. At supra-local level or city, road closures are not only crime-prevention devices but encourage social exclusion. On urban governance, the study shows variations in the three countries with regard to the degree of formalization and legalization of enclosures, being high in Johannesburg and low in Nairobi and Ibadan. Under these conditions residents are quick to develop their own rules, laws or conventions in their neighbourhood, which are broadly tolerated by public authorities as they replace their failing intervention capacities.

The seventh article, titled “Constructing Sustainable Development from the Locality: The Experience of the Network for Sustainable Agricultural Alternatives in Western Mexico,” by Peter R. W. Gerritsen and Jaime Morales Hernández, describes the experience of the Network for Sustainable Agricultural Alternatives (RASA) in Western Mexico, which is an ini-

tiative of a civil society constituted of different social actors to construct new strategies for sustainable rural development. The article is organized into five main sections. These consists of an introduction, a review of theoretical underpinning of social movements and sustainable developments, the background on the Mexican countryside characterized by contrasting development models, a dominant commercialized rural development model reflecting globalization, and an increasing land surface dedicated to organic agriculture as an alternative rural development model. The fourth section provides a detailed description of a case study known as RASA, which means "Network for Sustainable Agriculture Alternative". The fifth section presents two sub-sections, on lessons learnt from the RASA experience, and a discussion and conclusion.

The authors set out by introducing the twin processes of globalization and decentralization that are negatively affecting countries such as Mexico. Counter movements have emerged at the local level — both as protests arising from the negative effects of globalization and the emergence of new forms of natural resource management. RASA is introduced as a new social organization in Western Mexico that has emerged to counter the negative effects of globalization and as an initiative for strengthening sustainable development. In the second section, the authors examine the origin of concepts of sustainable development and the emergence of social movements. They point out that achieving sustainability implies searching for a development model that is more ecologically and socio-politically appropriate, while many social movements have emerged from the contradiction between the need to ecological conservation and uncontrolled economic growth. In the third section, the characteristics of the Mexican countryside are presented. The authors point out that contemporary Mexico has many social and environmental problems, and describes the ecological, economic and social crises that prevail in the countryside. They note recent efforts at decentralization and the resultant limitations due to lack of adequate financial resources, emphasis on neo-liberal strategies and a failure to incorporate multiple social actors in decision-making processes. It is in this context that Mexican social movements have demanded genuine decentralization and the strengthening of the rural society's role in achieving sustainable development. The authors discuss the state of Jalisco in terms of the high social, cultural and environmental crises that prevails. Public policy for the rural sector is not mainly directed towards solving rural problems, but in promotion, a model that favours commercial agriculture. The emergence of organic agriculture has led to the production of more than 30 different products and created new jobs and improved incomes.

In the fourth section, the authors describe in detail the activities of RASA, which integrates different groups of organic farmers and their professional advisors in the state of Jalisco in Western Mexico. They describe the origins of RASA, its activities, its evolution and its structure. The last section of the article presents lessons learned from the RASA experience. According to the authors, RASA horizons have expanded over time: Its activities have evolved from addressing technological questions to the inclusion of rural women's demands and cultural issues. The authors identify several insights gained from the RASA experience: The groups have successfully consolidated their experience, increased their capacity to design and operate technological proposals, led to the growth of the network, while in the state of Jalisco, the RASA has become a reference point for organic agriculture and fair trade initiatives. The authors also give an account of challenges that confront RASA. These include marginalization of the countryside, absence of the youth, establishment of fair trade and links with consumers, and relations with government agencies. According to the authors, RASA can be considered a social movement since its work goes beyond the training of farmers in organic agricultural technique and fair trade promotion, to collective action for addressing social and political issues.