



# UN-HABITAT EVALUATION BRIEF

## End-of-Project Evaluation of the Sustainable Neighbourhood Programme in Mavoko Municipality, Kenya Evaluation Report 7/2012

### 1. INTRODUCTION AND BACKGROUND

The Sustainable Neighborhood Programme (SNP) was designed as a 27 month experimental, community-driven slum resettlement project, focusing on improving livelihoods of people living in 26 slum settlements in Mavoko Municipality. It was joint effort of the Government of Kenya—under the auspices of the Kenya Slum Upgrading Programme (KENSUP), the Government of Finland, and United Nations Human Settlements Programme (UN-Habitat).

A 55 acre piece of land in Mavoko municipality was provided by the Government of Kenya through a debt swap with the Government of Finland. KENSUP would lead project implementation with funding provided by the Government of Finland of EUR 750,000, and UN-Habitat provided in-kind support equivalent to USD 160,000. The programme was designed to be implemented from August 2002 to April 2005.

A new development process for the SNP was initiated in April 2011. At the time of the evaluation, the new development was in the process of determining the feasibility and possible re-design of the project.

The evaluation was requested by the Government of Finland. The purpose of the evaluation was to assess the extent to which the development objective and outcomes of the SNP were achieved; to articulate experiences, challenges and lessons learned over the implementation period, from 2002 to 2011.

### 2. EVALUATION PROCESS AND METHODOLOGY

The end-of-project evaluation of the SNP was carried out during the period,

December 2011 to January 2012 by an independent consultant, Ms. Kathleen Webb. The Regional Office of Africa and the Arab States managed the evaluation while the Evaluation Unit of UN-Habitat provided technical support.

The evaluation methodology comprised of document reviews and interviews with key stakeholders. Documents provided by UN-Habitat, SNP, Kenya Women Land Access Trust (KEWLAT), and the Youth Empowerment Project (YEP) and others were reviewed. A total of 75 persons were interviewed from UN-Habitat, Government of Kenya, non-governmental organizations (NGOs), and 11 slum cooperatives. The interview questionnaires were designed in advance and structured in line with evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability. Cross-cutting issues of gender and human rights were also considered.

The evaluation norms and standards of United Nations Evaluation Group (UNEG) were applied to ensure the evaluation was objective and impartial. Limitations to the evaluation were related to difficulties in accessing information as many key stakeholders had moved away and could only be reached by email or phone, and conducting the evaluation in the period of the December holidays meant many people were on holidays.

### 3. MAIN FINDINGS

#### Achievements

The SNP strengthened the role and capacity of the informal and community sector in the provision of housing, services and infrastructure.

The project strengthened community capacity through the sensitization, mobilization and training of men,

women and youth living in 26 Mavoko slum settlements who were then able to define their role in terms of healthy sustainable neighbourhoods and to improve their lives, by working together in 30 community-based organizations (CBOs) and six cooperatives.

The project was not able to deliver all planned outputs contributing to the achievement of the four outcomes due to a late start, complexity of the project design and management challenges faced during the life of the project.

Foundation outputs and activities which contributed to outcomes included:

- Geographic and hydro geological surveys done for part of the land;
- Situation analysis, community action plans and social mapping carried out in 26 slum settlements of Mavoko;
- The title for the land was released;
- SNP office equipped and studies archived;
- Formation of 30 community based organizations as a result of extensive sensitization, social mapping training and re-training of slum residents;
- Mobilization and formation of six Mavoko cooperatives with average membership of 500 persons per group;
- Extensive networking and research done with participation and commitment of more than fifty institutions, organizations and companies in the fields of appropriate technology, housing, community development and credit granting.

#### Implementation Arrangements

The roles and contributions of KENSUP and UN-Habitat were not clearly stated and this brought misunderstandings and differences between the two bodies, related to the nature, location, target population and procedures of carrying out the SNP project.

KENSUP continued to develop mixed income dwellings on their part of the SNP land, adjacent to the UN-Habitat SNP land in an effort to meet Kenya country demands for housing.

UN-Habitat also started two new projects on the UN-Habitat SNP land using separate funding. These were:

- A women empowerment project started with Kenya Women Land Access Trust (KEWLAT) whereby five cooperatives (drawn from slum settlements outside Mavoko) received cooperative training and four low-cost model houses were constructed; and
- A youth centre, constructed as part of a UN-Habitat Youth empowerment project (YEP) served as a central training site for more than 500 youth on mainly low-cost construction technology.

## Relevance

The SNP is in line with UN-Habitat priorities, specifically the Addis Ababa Declaration on Human Settlements in the New Millennium, which stresses the need to enhance the capacity of the private sector to develop housing and increase employment opportunities, promote the mobilization of domestic resources for shelter development and use of new technologies for the development of low-cost housing and infrastructure.

The project is also relevant to the Millennium Development Goal 7 target 11 of significantly improving the lives of at least 100 million slum dwellers globally by the year 2020 using domestic resources and new technologies.

UN-Habitat's development objective includes addressing housing needs of highly impoverished communities. However, there were gaps in SNP design which limited the degree to which the project could be implemented. Various concepts in the SNP were never developed to show how they would be applied. The design of the project was also not in line with the National Housing Policy for Kenya (which was under review during the evaluation period) which specifies building standards for slums.

## Efficiency and Effectiveness

The project strengthened community capacity through the sensitization, mobilization and training of more than

3,000 men, women and youth living in 26 Mavoko slum settlements.

The project promoted female participation, resulting in 25 per cent female representation in CBOs and cooperatives.

The identification of stakeholders in both the public and private sector was also effective as the project team reached far in the local and national domain to attract many interested parties in the areas of credit, housing and training needs for the project.

The SNP team brought in professionals from different sectors such as health and education sector and personnel from the Mavoko Municipal Council.

There were frequent meetings amongst leaders, project management and the communities in which issues and challenges were brought forth. The three field officers and the Project Manager were available to address the emerging challenges of the community based organizations.

The SNP field work including Community Action Plans, social mapping and other studies were completed using the project funds. However, there was little funding for major components of the project, including the architect studies, savings and credit programmes, technology workshop construction, and construction training.

Further, sensitization and social mobilization to the communities was not well budgeted for and had to be covered under the training budget of only USD 37,000 which was inadequate to meet the needs.

There was no provision of salaries for the three coordinators who received stipends. Monitoring to be carried out by field staff and others did not receive enough funding. There were also shortages in funding for transport, communication and stationery caused frequent delays in activity implementation.

The project funded several exchange trips (such as to the Third Session of the World Urban Forum held in Vancouver, Canada in June 2006) and local retreats in Kenya (Mombasa, Kitale, Nakuru), which gave exposure to some of the slum dwellers who were in leadership positions in the CBOs and six cooperatives, and a house design competition. Also funded was the

annual World Habitat Day celebrations held in Athi River, Kenya, which gave many slum dwellers the opportunity to meet and discuss progress with savings mobilization.

Cluster groups formed by the Executive Committee of the SNP brought together many professionals from public and private sector that provided expertise on housing design, training and credit and savings mobilization.

The informal allocation of land to YEP, KEWLAT and the six Mavoko cooperatives, did not contribute to the expected results of the SNP project as both the YEP and KEWLAT projects differed greatly from the SNP project in many areas such as focus, beneficiaries, mode of implementation, and training content.

## Impact and Sustainability

As a result of the SNP project, some people have changed their lifestyles towards preventive health practices for healthier living. In some cases, people in the Mavoko slum communities also developed better health and environmental practices in their existing slum settlements. In addition, some groups have raised funds to provide safe environments for their families.

The project has impacted positively on the private sector of Mavoko, linking industry and public sector together for the mutual goal of sharing of resources (financial and physical) and benefiting slum dwellers.

The training conducted by the Ministry of Cooperative Development enabled the cooperatives to save placing them in an advantageous position for accessing credit from credit-granting institutions.

## 4. CONCLUSIONS

The project design complexity limited its implementation. Lack of clarity of the project design in terms of timing, roles, functions, gender and activities to be completed, limited the project's implementation and potential outcomes.

Opportunities for research were not explored in-depth prior to and during implementation. There remains lack of clarity on the meaning of 'sustainable neighbourhoods' and how it will contribute to the development of the Mavoko municipality.

Despite not fully achieving the outcomes, the project empowered men, women and youth and approximately 3,000 persons (500 per cooperative) with life skills, primary health care, savings mobilization and community dynamics, through capacity building programmes.

## 5. MAIN LESSONS LEARNED

- Networking and linkages established. The formation of the Executive Committee in 2004 provided an opportunity for UN-Habitat to develop significant partnerships in both the public and the private sectors. The project also identified key players at university level for research. The new developments from April 2011 should build on the networking and linkages already made.
- Projects termed 'experimental' should not be combined with development projects. The research needed should be carried out first in a separate and/or parallel project and then the lessons learned can be applied to the development projects.
- Risk management during implementation. Every project needs adequate time, funding and staffing to mitigate the challenges which may occur during project implementation.
- The complexity of land allocation, management and sub-division is usually best managed by several

ministries. Working with several ministries and a wide range of key players, would make it possible to implement the project with minimal risk.

## 6. KEY RECOMMENDATIONS

- Studies and reports archived in the SNP offices should be sorted, organized and synthesized by UN-Habitat or an NGO so as to generate information and findings which can benefit the next phases of the SNP.
- The SNP offices were facilitated by funding and donation of facilities by the Mavoko Municipal Council. The offices are equipped with computers and furniture, and should be closed down officially.
- A directory of all the stakeholders who collaborated in implementation should be prepared by UN-Habitat or an NGO, with a view to involving them where feasible in such future projects.
- The gaps in the project's conceptual design and management structure should be addressed in the next phase of the SNP project through re-design.
- The project design should also consider infrastructure and services for labour saving devices which can reduce female workload and improve home management for the disabled.

- The anomalies in the Housing Act of Kenya regulations with respect to low cost innovative housing are under review by the Ministry of Housing. The Mavoko Development Advisory Council should keep abreast of the changes to ensure the conceptual issues related to SNP are incorporated in the new laws.
- An appropriate project management structure should be created by UN-Habitat and main partners in Phase 2 of the programme, building on the lessons learned. The project should form sub-committees to address needs for the youth, female headed households, the disabled and those infected/affected by HIV/AIDS.
- Phase 2 of the project should bring in the numerous stakeholders (industries and NGOs), early enough into the project to be part of a social initiative and can contribute funds, equipment and development interventions for specific groups.
- An environmental impact assessment should be conducted. The study should rely on past studies conducted under the umbrella of the SNP which identified hazards specific to the geographic areas in 2002 and how to alleviate them.