

# Evaluation of the Implementation of UN-Habitat's Medium-Term Strategic and Institutional Plan 2008-2013



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Evaluation of the Implementation of UN-Habitat's  
Medium-Term Strategic and Institutional Plan 2008-2013

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## ACRONYMS & ABBREVIATIONS

ACBAQ	Advisory Committee on Administrative and Budgetary Questions	GEAP	Gender Equality Action Plan
AfDB	African Development Bank	GEF	Global Environment Facility
AMCHUD	African Ministerial Conference on Housing and Urban Development	GIS	Geographic Information System
AOS	Administration and Oversight Services	GIZ	Deutsche Gesellschaft für International Zusammenarbeit
AU	African Union	GLTN	Global Land Tool Network
CCCI	Cities and Climate Change Initiative	GMIS	Grant Management Information System
CDM	Clean Development Mechanism	GNSC	Global Network for Safer Cities
CERF	Central Emergency Response Fund	GUO	Global Urban Observatory
CMP7	The 7th Session of the Conference of the Parties serving as the Meeting of the Parties to the Kyoto Protocol	GWOPA	Global Water Operators' Partnership Alliance
COMESA	Community for Eastern and Southern Africa	HLCP	High Level Committee on Programmes
COP17	The 17 <sup>th</sup> Conference of the Parties to the UNFCCC	IADB	Inter-American Development Bank
CPR	Committee of Permanent Representatives	IASC	Inter-Agency Standing Committee
DFID	UK Department for International Development	ICLEI	International Council for Local Environmental Initiatives
DPGL	Development Partners Group on Land	IDP	Internally Displaced Person
EAC	East African Community	IEES	International Ecological and Engineering Society
EC	European Commission	IFC	International Finance Corporation
ECA	United Nations Economic Commission for Africa	IFRC	International Federation of Red Cross
ECESA	Executive Committee for Economic and Social Affairs	ILO	International Labour Organization
ECLAC	United Nations Commission for Latin America and the Caribbean	IMDIS	Integrated Monitoring and Document Information System
ERSO	Experimental Reimbursable Seeding Operations	IOM	International Organization for Migration
EUR	Euro	IPCC	Intergovernmental Panel on Climate Change
FAO	Food and Agriculture Organization	IWA	International Water Association
GC	Governing Council	MDG	Millennium Development Goal
		MOU	Memorandum of Understanding
		MTSIP	Medium-Term Strategic and Institutional Plan

NGO	Non-Governmental Organization	UNCT	United Nations Country Team
NHC	National Housing Committee	UNDAF	United Nations Development Assistance Framework
OCHA	Office for the Coordination of Humanitarian Affairs	UNDAP	United Nations Development Assistance Plan
OECD	Organization for Economic Co-operation and Development	UNECA	United Nations Economic Commission for Africa
OIOS	Office of Internal Oversight Services	UNDESA	United Nations Department for Economic and Social Affairs
PAAS	Project Accrual and Accountability System	UNDP	United Nations Development Programme
QXB	Earmarked technical cooperation projects	UNEG	United Nations Evaluation Group
ROA	Regional Office for Africa	UNEP	United Nations Environment Programme
ROAP	Regional Office for Asia and the Pacific	UNFCCC	United Nations Framework Convention on Climate Change
ROAS	Regional Office for Arabic States	UNFPA	United Nations Population Fund
ROLAC	Regional Office for Latin America and the Caribbean	UNHCR	United Nations High Commissioner for Refugees
SADC	Southern African Development Community	UNHHSF	United Nations Habitat and Human Settlements Foundation
SIDA	Swedish International Development Cooperation Agency	UNICEF	United Nations Children's Fund
SMART	Specific, Measurable, Accurate, Reliable and Timely	UNITAR	United Nations Institute for Training and Research
SUD-Net	Sustainable Urban Development Network	UNODC	United Nations Office on Drugs and Crime
SWC	State of the World's Cities	WBI	World Bank Institute
SWOT	Strengths, Weaknesses, Opportunities and Threats	WFP	World Food Programme
UNACLA	United Nations Advisory Committee of Local Authorities	WHO	World Health Organization
UNBOA	United Nations Board of Auditors	WOP	Water Operators Partnership
UNCSD	United Nations Conference on Sustainable Development	WSA	Water and Sanitation for Africa
UNCDS	United Nations Commission on Sustainable Development	WSP-Af	Water and Sanitation Programme for Africa
UNCHS	United Nations Centre for Human Settlements		



## EXECUTIVE SUMMARY

### I INTRODUCTION

Implementation of UN-Habitat's six-year Medium-Term Strategic and Institutional Plan (MTSIP) started in 2008 and comprises six Focus Areas. The purpose of the present Evaluation is to provide an independent assessment of: 1) the progress on achieving the MTSIP Focus Area results over the 2008-2011 period; and 2) the efficiency and effectiveness with respect to the attainment of the key MTSIP objective. Specific objectives were provided in the Terms of Reference. This Evaluation is the second assessment of the MTSIP. The Peer Review conducted in 2009/10 was the first review, which focused more on institutional aspects and less on substantive, programmatic and result-based aspects. The intended users of the evaluation are the Committee of Permanent Representatives (CPR), UN-Habitat management and staff, donors, partners and the general public.

The MTSIP 2008-2013 was developed with the intention of: sharpening UN-Habitat's programmatic focus; and enhancing coherence between the normative and operational elements of UN-Habitat's programmes. The MTSIP has been conceived with six mutual reinforcing Focus Areas and a results framework that consists of strategic results, expected accomplishments, sub-expected accomplishments, and indicators of achievements. The results framework is the basis for organizational planning, programming and budgeting, monitoring and evaluation, and reporting. Policy and strategy papers were developed for Focus Area 1 to 5 and were published in 2010. The Enhanced Normative and Operational Framework (ENOF) was subsequently developed to promote the coherence between UN-Habitat's normative and operational work and to better connect global policy with regional and country activities.

The Evaluation was carried out between November 2011 and June 2012 by external evaluators, Mr. Don Okpala, Idoplin, Nigeria and Mr. Per Kirkemann, Nordic Consulting Group, Denmark. It builds on existing MTSIP progress reports and other MTSIP related assessments/evaluations that have been carried out and also benefits from a Self-Assessment Study of the MTSIP performance. Interviews were conducted at UN-Habitat Headquarters, the regional offices, and two country offices (Colombia and Sri Lanka). A country level survey was undertaken with the aim of having a broader participation in the Evaluation. The United Nations Evaluation Group (UNEG) evaluation criteria (relevance, effectiveness, efficiency, impact, and sustainability) were applied to assess the MTSIP Focus Areas. The 'coherence' dimension was also applied as an evaluation criterion.

### II MAIN FINDINGS

The first phase of the MTSIP (2008-2009) included the implementation of 12 'quick-wins'. Most of these quick wins were achieved by the end of 2008, but some tasks continue to undergo improvements, for example, delegation of authority, internal alignment, communication and information, programming and budgeting, performance monitoring, evaluation and reporting.

The Peer Review of the MTSIP conducted in 2009 raised a number of critical issues related to: the overall policy framework; the organizational set-up including the cooperation with regional and country offices; planning structure, performance monitoring; and donor funding. The Peer Review led to further analyses of the organizational set-up that is still ongoing.

## Highlights of MTSIP achievements by Focus Area

*Focus Area 1 Advocacy, monitoring and partnership for sustainable urbanization:* Progress for all its three expected accomplishments has been satisfactory, although not all targets were met. As of December 2011 there was evidence that awareness of sustainable urbanization at the global and national levels had increased. Press coverage of global reports increased significantly with the State of the World Cities report, while the number of parliamentary discussions of these reports has risen. There is evidence of improved global monitoring and awareness among governments, local authorities and other Habitat Agenda partners of human settlement conditions and trends.

*Focus Area 2 Urban planning, management and governance:* Progress on all its three expected accomplishments has been satisfactory. The targets for Focus Area 2 have been surpassed in terms of the quantitative indicators. However, these do not capture all the qualitative results achieved at the global, regional, and country level, for example, the number of institutions are counted, but the capacity built is not measured, and, there is limited information on how the cities involved are actually implementing urban planning, management and governance. The main emphasis has been on urban planning, urban safety, climate change, and risk reduction. Focus Area 2 has stimulated discussions and work on capacity development aspects that go beyond training, but more needs to be done to enhance long-term institutional sustainability.

*Focus Area 3 Promotion of pro-poor land and housing:* Progress on Focus Area 3 towards all its three expected accomplishments has been satisfactory, but the overall results of Focus Area 3 should take the contributions of field projects and operations into account. Adoption of the results-based management approach has been a weak link, as some of the indicators of achievements could have been better formulated to assess results vis-à-vis planned activities. The Global Land Tool Network (GLTN) was launched in June 2006 with the goal to contribute to poverty alleviation through land reform, improved land management, and security of tenure. Having

made a promising start with advocacy, research and tool development, GLTN now needs to upscale the testing of tools at country level, increase its impact outside of Kenya, and find means to support this new phase of activities.

*Focus Area 4 Environmentally sound basic urban infrastructure and services:* Progress towards one of the expected accomplishments has been satisfactory, while progress on the other two has been less than satisfactory. Surveys were not undertaken for two of the expected accomplishments' targets due to resource constraints, which affected sources of information related to progress monitoring. An impact study was undertaken of UN-Habitat's Water and Sanitation Trust Fund from October 2009 to January 2010. The Water and Sanitation Trust Fund was established in 2003 with the objective of bringing in new investment and ideas to expand the water and sanitation coverage for poor urban dwellers. The evaluation of the trust fund found that the successful shift from pilot to sustainable service development requires additional project design features. The energy and transport components have grown significantly with support from the Global Environment Facility.

*Focus Area 5 Strengthened human settlements finance systems:* Progress on its two expected accomplishments has been mixed. The initial concept of slum upgrading was to explore various ways of increasing financial resources for slum upgrading. During the implementation phase, the grant programme of the Slum Upgrading Facility (SUF), and to some extent the loan programme of the Experimental Reimbursable Seeding Operation (ERSO), focused on slum upgrading projects. However, it transpired during implementation that UN-Habitat was not well placed to continue with ERSO as a direct lender, given the lack of continuous funding for lending activities from external donors; and SUF proved unsuccessful in supporting municipalities in mobilizing financing for infrastructure development. It was decided to cease the further operation of Slum Upgrading Facility as of December 2011 and for ERSO to explore options for a partnership with a financial institution.

*Focus Area 6 Excellence in management:* Progress on its four expected accomplishments has been mixed. Progress has been slower than expected for most tasks. Staff skills are well aligned with the MTSIP requirements, information and knowledge sharing has improved, and the time taken to conduct business processes has been reduced. Growth in delivery and the overall programme volume put additional pressure on staff. However, UN-Habitat has assessed that overall progress has been satisfactory by taking all critical factors into account. A review of the organization was completed, following-up on the Peer Review's recommendations. Implementation of key reform decisions is on track, which is intended to enhance coherence and efficiency in obtaining results. There seems to be an imbalance in the deployment of staff to regional offices. There is an overall improvement in the programmatic alignment with the MTSIP Focus Areas and in adopting results-based management. The UN-Habitat income for the biennium increased significantly: the earmarked funds rose, whereas the non-earmarked funds decreased.

### **Crosscutting Issues**

The MTSIP includes three main crosscutting issues that are mainstreamed into the six Focus Areas: disaster management, gender mainstreaming, and urban youth.

UN-Habitat has been an important player in the area of disaster management, within the United Nations system, particularly in its operational activities. UN-Habitat is increasingly recognized as having specific competence in urban issues and humanitarian actors are seeking this expertise to improve the quality of their programmes. Strengthened UN-Habitat support for humanitarian challenges is being provided to a number of countries, including Afghanistan, Haiti, Iraq, Pakistan, Occupied Palestinian Territory, Somalia, Sri Lanka and Sudan. UN-Habitat needs to continue augmenting its technical human resources skills and competence for operating in complex urban and settlement contexts in order to ensure that its normative comparative advantage in this area is fully operational.

Efforts to improve the coherence of the Agency's work on gender mainstreaming necessitated the preparation and endorsement of the Gender Equality Action Plan (GEAP) in 2009 – as gender issues were not well articulated in the MTSIP. The GEAP is wide-ranging and ambitious. UN-Habitat's short policy brief on gender and disasters explicitly sets out the need to pay particular attention to ensure women's rights to land and property in the aftermath of crises. Work at country level should actively seek to ensure that women's rights to land are upheld in post-conflict situations and in countries where women's rights are systematically abused. UN-Habitat's Partnership Strategy has no provisions for guidance on partnership formation in the areas of gender mainstreaming and women's empowerment.

The Urban Youth Fund was set up in 2008 to support youth-led initiatives and to complement the Youth Empowerment Programme. Despite intensive work from the UN-Habitat secretariat, mobilizing additional resources to the Urban Youth Programme has been very challenging. The operation of the Urban Youth Programme is almost totally dependent on funding from the Government of Norway. Generating greater understanding and political will to attract a bigger donor base for the Urban Youth Programme has been extremely difficult. The limited administrative and financial resources therefore inhibit in-depth monitoring of some of the projects sponsored by the programme.

### **Organizational Transition**

An internal review of the organizational set-up led to a restructuring of UN-Habitat's organization, effective from January 2012. The main characteristics of the new organizational structure are: i) a flatter matrix organization; ii) a project-based organization; iii) a flexible organization working through flex teams; iv) an organization with clear delegation of authority down to the project level; and v) for existing field projects and normative policy work to be managed through a project-based accountability approach. The new structure consists of four offices – Office of the Executive Director, Management Office, External Relations Office and Project Office – and seven thematic branches. Perceptions among

the staff on the organizational transition to the new set-up were very diverse. Some saw the organizational changes as imperative for UN-Habitat to be able to better deliver its goals, while others saw the changes as constraining their work.

### **Observations on the preparation of the Strategic Plan 2014-2019**

The Strategic Plan's Focus Areas, which correspond to the seven proposed branches, are also the sub-programmes in the 2014-2015 biennial strategic framework, work programme and budget. The Strategic Plan contains a results framework from which the subsequent work programmes will be derived – thus ensuring that the reporting on the six-year Strategic Plan and the biennial work programmes are unified into a single process. The Strategic Plan will be implemented in close cooperation and coordination with other United Nations bodies/agencies – with a view to avoiding overlapping and duplicating programmes and activities. A number of cross-cutting issues, relevant to all seven Focus Areas in the Plan will be prioritized, including outreach and communication, gender, youth, partnerships, capacity development, and climate change.

## **III CONCLUSIONS**

### **The 2008-2011 MTSIP period**

The opinion of many stakeholders is that the MTSIP has been relevant for cooperating countries and has improved UN-Habitat's performance. The MTSIP has better rationalized and further sharpened the programmatic focus of UN-Habitat, brought about the better alignment of programmes, and played a catalytic role in encouraging and enabling more productive partnerships, which in turn have helped in leveraging increased funding for the Agency's programmes.

#### **Relevance**

National and local stakeholders appreciate UN-Habitat's support on sustainable urbanization. This is demonstrated by the fact that UN-Habitat has contributed to the formulation of national urban policies, strategies, and development plans at both

national and local levels. However, it was found that the concept of 'sustainable urbanization' needs to be more clearly defined and guiding principles need to be developed. There has been a significant increase in UN-Habitat's support to disaster-stricken and post conflict countries, which today constitutes a very large part of UN-Habitat's project portfolio. The relevance and catalytic effects of UN-Habitat's support increases when it is directed towards the needs as identified by national and local stakeholders, and when the support is an integral part of the United Nations Development Assistance Framework (UNDAF) or Delivering as One process and is well coordinated with other development partners.

#### **Effectiveness**

The immediate objectives of the MTSIP are represented in the targets set for 2013. A large part of these targets have been partially achieved and are likely to be fully met. As had been noted by the 2010 Peer Review Report, there still seems to be over-concentration and too much reliance on numerical indicators as measures of achievement, even for activities for which other types of indicators could be more appropriate. The outcome effects are not apparent from the reported indicators. The long-term development objectives are only loosely formulated and thus more difficult to predict their realization. The component of normative elements in country level projects appears well balanced with those of the operational elements. It appears that there is inadequate feedback from the country level to Headquarters for the aggregation of achievements, accumulation of knowledge and organizational learning.

#### **Efficiency**

Despite financial and human resources constraints, significant progress had been made in the implementation of most of the MTSIP Focus Areas. Of special note is the progress made in the implementation of Focus Areas 1, 2, 4 and 6. High staff turnover affected MTSIP Programme implementation, especially in Focus Areas 3 and 5. Limited resource allocations from the United Nations Regular Budget and a small base of donor support, with largely earmarked funding, limits the scope of what the Agency can do at Headquarters' level. The fact

that donors are hesitant with provision of non-earmarked funding indicates that they wish to maintain some measure of control, which limits UN-Habitat's ability to prioritize its global agenda.

The point has been often made that one of the reasons that implementation of the various Focus Areas of the MTSIP could not be optimal was that there was not adequate time to prepare for its implementation after it was formulated and adopted. The ENOF element of the MTSIP to support governments and their development partners to achieve more sustainable urbanization, has to some extent, improved coordination in UN-Habitat's programme implementation and management, but did not quite provide the clarity that it originally intended. The useful results framework was not accompanied with the allocation of adequate resources to enable generation of the required baseline data, which is a widespread and major weak link in MTSIP assessment of accomplishments.

UN-Habitat's full participation in the UNDAF process is hampered by the Agency's low visibility among the other United Nations Agencies. However, in those countries where UN-Habitat succeeded in a meaningful participation in the UNDAF process, more funding for UN-Habitat was accessed and synergies enhanced, which also resulted in increased visibility and voice. The role of the Habitat Programme Managers and the preparation of Habitat Country Programme Documents have enhanced UN-Habitat's role in the UNDAF process in some countries, but the resources are inadequate to back up and advance the Habitat Country Programme Documents. Even with limited resources the Habitat Programme Managers have succeeded in creating relevant projects and attracting earmarked donor funding for their implementation. Regional and country offices have made the point that they are regularly not consulted or involved during the process of initiation, formulation and development of new global programmes. As has been seen in the revenue trends, donors appear keener on providing earmarked funding than non-earmarked.

### **Impact**

MTSIP has already at this stage impacted on the countries' policies, strategies, and capacity devel-

opment. In some countries the urban development challenges have been incorporated into national development plans, which normally results in human and financial resources being allocated accordingly. Recipient countries perceive UN-Habitat's support for slum prevention and upgrading as contributing positively to improving the slum dwellers' situation in the longer-term through pro-poor housing policies, housing financing, and security of tenure, while short-term improvements will require substantial capital injections. The MTSIP Action Plan's third phase – the scaling up phase – suggests that the volume of UN-Habitat's support should have increased significantly, which has not materialized. Normative outcomes are likely to materialize further during 2012-2013. Currently, limited information is available on the likely, intended and unintended, medium-term outcomes and impacts related to urban social, economic, and physical achievements.

### **Sustainability**

The sustainability of UN-Habitat interventions relates to the extent to which these are requested by national and local governments and supported by donors and other partners. Political support is also critical for the sustainability of UN-Habitat interventions. The daunting challenge of resource adequacy remains for implementing new initiatives and sustaining them. Development of systemic municipal sources, such as municipal taxes, property taxes and government subventions, would be more sustainable than current over-dependence on unpredictable donor funding for urban services financing. Impact evaluations at country level will be required to determine the degree of sustainability.

### **Coherence**

In theory, there is good coherence between the six Focus Areas, but in practice the potential coherence has been jeopardized by the inflexible cooperation between the divisions that continue to persist at Headquarters. In some of the Habitat country programmes there has been good coherence between the various Focus Areas for which interventions were implemented. In such cases it has been due to the foresight of the UN-Habitat country teams. Due to the imbalance in staff allocation between the Headquarters and regional/country offices, the

coherence is limited. However, there seems to be good coherence between regional and country offices. The coherence between the biennial work programmes and the MTSIP existed in terms of substance. However, the implementation of the biennial work programmes (2008-2009 and 2010-2011) and MTSIP resulted in two sets of parallel monitoring and reporting processes, which were very resource demanding.

### **The 2012-2013 MTSIP period**

The implementation of MTSIP as outlined in the biennial work programme and budget (2012-2013) will continue – as approved by the General Assembly – but with a radically changed organizational set-up. While the need for organizational changes is appreciated, the changes were initiated before the organogram of the new organizational set-up had been finalized, which tended to cause some uncertainty among staff. In consequence, each Focus Area team of the current MTSIP is struggling to fix itself into the new organizational structure. A scrutiny of the new organizational structure discloses some aspects that would need further clarification, for example, environmental management, disaster management, policy aspects of crosscutting issues, and professional quality assurance.

The organizational restructuring has focused more on the Headquarters and less on the regional and country offices. It seems that the restructuring has not taken adequate note of the changing reality that programmes and projects are increasingly conceptualized and funded – through earmarked funding – at the country level. The issue of allocating more resources to regional and country offices and having a leaner organization at Headquarters has not been presented or addressed. Habitat Programme Managers have proved to be a valuable asset in countries with a large project volume, or which have the potential for large-scale UN-Habitat support. There is a great need to review the report preparation procedures with the aim of producing reports of good quality, minimizing resource requirement, and capturing of lessons learned. The lessons learned at regional and country levels represent a valuable source of information that can feed into flagship reports and contribute to UN-Habitat's normative dimension.

### **The Strategic Plan 2014-2019**

The conceptualization of the *Strategic Plan 2014-2019* has resulted in a more distinct framework for the Focus Areas. Even though the structure and scope of the Strategic Plan differ from the MTSIP, the new Focus Areas drew substantially from the MTSIP Focus Areas. The Strategic Plan could be characterized as a second-generation plan, which has rectified or will rectify the problems encountered with the MTSIP. The challenge remains, however, to embark on a detailed preparation that should include Focus Area policy and strategy papers, a more elaborate ENOF, indicators, baseline studies, etc. The Strategic Plan corresponds well to what the UN-Habitat country teams consider as priorities.

The Strategic Plan has been formulated in a neutral fashion, meaning that it could be applied to any country. While this is a positive feature, the Strategic Plan needs to be complemented with strategies on how to cope with different categories of countries, for example, fragile states, disaster stricken countries, post-conflict countries, least developed countries, low-income and middle-income countries. There is currently a large representation of post-conflict and disaster reduction projects in the current portfolio, which suggests that such projects in future could be an essential part of UN-Habitat's support. While normative interventions are warranted in all categories of countries, the operational interventions could be differentiated according to needs, implying that the allocation of UN-Habitat funds would in all probability favour the fragile, post-crisis and poorer countries. However, about 70 per cent of the world's poor live in middle-income countries, and thus there will also be a need to address urbanization in these countries. Most development agencies have for several years promoted the programmatic approach and have adopted the sector-wide approach and the principles of the Paris Declaration on Aid Effectiveness, which ideally should also be the case for UN-Habitat.

## IV LESSONS LEARNED

The evaluation team has deduced a number of lessons learned, which are linked to the conclusions. The most important of these are related to an increased attention to the country level support and how the Headquarters facilitates the UN-Habitat regional and country offices both in terms of, financial and human resources, and technical support. It appears that a large part of UN-Habitat's project portfolio is generated at country and regional level, which is also where funding is mobilized. Furthermore, it seems that UN-Habitat support becomes more effective when it is based on the policies and needs of the countries consistent with the sustainable cities concept, which needs to be better defined, and adherence to UNDAF/ Delivering as One. It has proven difficult to forecast the size of the resource envelope, which would call for a flexible implementation process and setting of realistic targets, and yet be prepared to accept unexpected demands for support, for example, in emergency situations.

## V RECOMMENDATIONS

The proposed recommendations are related to the remaining period of MTSIP (2012-2013) and the Strategic Plan (2014-2019). The recommendations for the 2012-2013 biennium are aimed at improving the performance of MTSIP, but these will be equally valid for the 2014-2019 Strategic Plan period. The recommendations for the 2014-2019 Strategic Plan should ideally be implemented prior to the launch of the Plan in 2014.

### Recommendations For The 2012-2013 Period

#### *MTSIP strategic planning*

1. UN-Habitat should continue to strengthen the strategic and results-based planning approach for its programmes to ensure continued sharpened focus and coherence.
2. More dedicated efforts should be made to fully involve the regional and country offices in the design, formulation and initiation of programmes. The UNDAF/ Delivering as One process should be strengthened and supported in countries with a good potential for UN-Habitat

interventions. Correspondingly, Habitat Country Programme Documents should be prepared or updated to reflect the individual countries' need for sustainable urbanization and associated capacity development.

3. In light of the difficulties that Focus Area 5 have encountered, the scope of the Focus Area should be reviewed in order to take note of the lessons learned, and possibly redirect the remaining resources for Focus Area 5 to the preparation of the Strategic Plan's Focus Area for *Urban Economy*.
4. Not all indicators of achievements have proved to be practicable, mainly because of inadequate preparation; and lack of resources for baseline surveys and monitoring at country level. Those indicators that are no longer practicable should be abandoned, or replaced with new indicators if these are still relevant to the MTSIP and the Strategic Plan.

### **Organization**

5. Management should review the new structure closely to assure its sustainability and substantive scope. The following organizational aspects should be considered: i) the policy function should be evident in the organizational set-up; ii) establishment of an Environmental Management Unit; iii) establishment of a Disaster Management Unit; iv) establishment of a policy focal point for crosscutting issues – the concept of a nucleus model for common mainstreaming of inequalities and rights-based approaches should be considered; and v) the professional quality assurance function should be assigned in appropriate office, more likely outside the Management Office.
6. The Organizational Review should be expanded to address the apparent imbalance of human resource allocation to regions and countries, which ideally should result in: i) a leaner organization at Headquarters, which is more responsive to regional and country level interventions; ii) regional offices that are delegated increased autonomy to formulate regional programmes; iii) a Habitat Programme Manager concept that should be expanded with more resources allo-

cated to the country offices to enable Habitat Programme Managers to engage more pro-actively in UNDAF/Delivering as One processes and in mobilizing financial resources; and iv) a country-level management and support system to partner with urban forums that need to be strengthened.

7. A new UN-Habitat internal communication strategy should be prepared, and continued effort should be invested in breaking down the communication and coordination barriers among branches and units, ensuring that coordination among these are institutionalized.

### **Resource mobilization**

8. Rather than seeing earmarked funding as a constraint, UN-Habitat should continue encouraging the development partners' willingness to fund specific programmes and projects. During the conceptualization of pilot programmes/projects, the design should have inbuilt options for scaling up; the intent of which should be agreed with the development partners in advance. Mobilization of non-earmarked funding should still be given a high priority.
9. Several middle-income countries and cities have financial resources of their own to support programmes and require mainly technical skills and expertise. UN-Habitat could invest in sourcing, mobilizing and providing an inventory to a reservoir of technical expertise, which could be offered to assist cities and middle-income countries that require such skills. Provision of such technical expertise is likely to facilitate a more inclusive participatory position in the UNDAF process. This may call for equipping regional offices with specialized technical staff that are able to respond to the needs of the countries in their respective regions.

### **Monitoring and progress reporting**

10. Country six-monthly progress reports should be prepared in summary format for those countries in which UN-Habitat is engaged and using the Result Framework's indicators of achievements in order to accumulate results at regional and global levels. The second six-monthly progress report of the year should accumulate

progress for the entire year and become an annual report. More detailed information on programmes and projects could be accessed from the countries' webpage and UN-Habitat's homepage.

11. Information at country level should be gathered on results achieved and experiences that significantly influence the evolution of the normative framework to feed into UN-Habitat's policy and strategic development and the flagship reports. A simplified system of country evaluations with limited resource requirements – complementing Focus Area or thematic evaluations – should be institutionalized in order to have a more solid base for determining outcomes and impacts.
12. The progress reports should primarily reflect on global and regional achievements and present feature stories based on country results that highlight urban trends and responses to urban development issues. An annex should be attached to the progress report, listing all the countries by region, and record the achievements by country and main indicator.

### **Recommendations for the Strategic Plan 2014-2019**

#### **Preparation of the Strategic Plan**

13. An overarching paper on the sustainable cities concept should be prepared, which would form the basis for the preparation of the Focus Area policy and strategy papers, thus ensure a high degree of coherence. Such papers should draw on the outcomes of the Rio +20 conference in June 2012, which could also be used for the initial preparation of the Habitat III conference in 2016.
14. The process of developing the *Strategic Plan for 2014-2019* period should draw on the lessons learned from the MTSIP. The preparation should include: i) preparation of policy & strategy papers for the seven Focus Areas – the preparation of Focus Area 6 *Risk Reduction and Rehabilitation* would benefit from a thematic evaluation that could help formulate the Focus Area; ii) further development of the ENOF concept with a particular attention to the interplay between the Focus Areas and how synergies



can best be achieved; and iii) conduct of baseline studies, which are relevant for the Focus Areas and development/refinement of indicators for the expected accomplishments.

15. The *Strategic Plan 2014-2019* should be complemented with strategies for the various categories of countries (fragile states, disaster stricken countries, post-conflict countries, least developed countries, low-income and middle-income countries) in order to indicate UN-Habitat's approaches and priorities for engagement. Furthermore, the Plan should be complemented with strategies on how to address urbanization at national and sub-national levels and different sizes of cities. The balance and relative emphasis between the normative and operational work by category of country and size of city should be indicated – assuming that the emphasis in the more affluent countries should mainly be on the normative aspects.
16. A decentralized approach for country level engagement for countries in which UN-Habitat would have a substantial engagement should be developed, which specifies the role of Habitat Programme Managers and the National

Urban Forums and how to engage in the national policy dialogue with UNDAF, Delivering as One, and cooperation with donors and other development partners.

### ***Project design and rationalization of the project portfolio***

17. The project-based approach should be managed in such a way that projects are formulated and implemented so that they constitute integral components of an overall and holistic programme – to enable a programmatic approach is pursued. Projects should be formulated and implemented in accordance with the results-based management concept with special attention to their catalytic effects and their up-scaling potential and with due attention to the crosscutting issues.
18. Following the preparation of the Focus Area policy and strategy papers, a thorough review of UN-Habitat programmes, tools and the project portfolio, should be undertaken and subsequent adjustments of these made to ensure a high degree of coherence with the seven new Focus Areas of the Strategic Plan.

# Part 1: **BACKGROUND**

## 1. INTRODUCTION

Implementation of UN-Habitat's six-year Medium-Term Strategic and Institutional Plan (MTSIP) commenced in 2008 and comprises six Focus Areas that constitute the MTSIP implementation framework. The purpose of the present independent evaluation<sup>1</sup> was to assess: 1) progress on achievement of the MTSIP Focus Areas results over the 2008-2011 period; and 2) efficiency and effectiveness with respect to the attainment of the key MTSIP objective of '*sustainable urbanization created by cities and regions that provide all citizens with adequate shelter, services, security and employment opportunities regardless of age, sex, and social strata*', and overall accomplishments.

The evaluation was the second assessment of the MTSIP. The first review of the MTSIP was the *Peer Review of the Implementation of UN-Habitat's Medium-Term Strategic and Institutional Plan* conducted in October-December 2009. The peer review focused more on institutional and strategic aspects and less on substantive, programmatic, and result-based aspects.

UN-Habitat recognized the need to have an evaluation of the current MTSIP, focusing more on the substantive Focus Areas (1 to 5), the results of which are envisaged to: improve the implementation of the MTSIP for the remaining period; and feed into the preparation of the *Strategic Plan 2014-2019*. The evaluation was intended to form the basis for deciding what Focus Areas should be carried over into the next strategic plan and how new priorities should be integrated, but the Focus Areas for the *Strategic Plan 2014-2019* were already decided upon in late 2011. As stipulated in the Terms of Reference of August 2011 (see Annex I), the specific objectives of the current MTSIP evaluation are:

- i. Assess, on the basis of secondary data and information, the extent to which the Focus Area results and expected accomplishments, as contained in the MTSIP results framework, have been achieved at the global, regional and country levels.
- ii. Identify areas needing more attention and improvement to successfully implement the MTSIP.
- iii. Identify critical factors, challenges and constraints to successful implementation and achievement of MTSIP results.
- iv. Examine the continued relevance of the Focus Areas specified in the MTSIP Results Framework.
- v. Suggest important programmatic elements to be incorporated/prioritized in the new *Strategic Plan for 2014-2019*.

The evaluation has assessed the progress of the implementation of the MTSIP in light of expected accomplishments in the MTSIP Results Framework for all Focus Areas. More attention was given to the substance of the Focus Areas 1-5, covering global, regional and country level achievements. However, delivery of results is highly dependent on a well performing organization and procedures, and thus the assessment of Focus Area 6 was also important. It was noted that parts of the outcome of the evaluation may be somewhat overtaken by the ongoing organizational changes in UN-Habitat, which were not foreseen in the Terms of Reference. Nevertheless, the outcome of the evaluation may lend validity to those changes.

The evaluation report is intended for UN-Habitat's governing bodies, management and staff, donors, partners, and the general public. The evaluation has assessed the achievements of the MTSIP over the period 2008-2011 and recommended potential

<sup>1</sup> The UN-Habitat Monitoring and Evaluation Unit decided to change the modality for the Study from a review to an evaluation in December 2011. The Terms of Reference were not changed to this effect.

improvements during the remaining period of the MTSIP (2012-2013), and raised issues for consideration of the *Strategic Plan 2014-2019*. The evaluation was prepared building on existing MTSIP progress reports and other MTSIP related assessments/evaluations that have been carried out, for example the organizational review, the project portfolio review, as well as thematic evaluations. The 2011/12 Self-Assessment Study *Progress made in the implementation of the MTSIP 2008-2013 Focus Areas* was an essential contribution to the evaluation.

The evaluation was conducted by external evaluators, Mr Don Okpala, Idopin, Nigeria and Mr Per Kirkemann, Nordic Consulting Group, Denmark. UN-Habitat's Monitoring and Evaluation Unit (now the Evaluation Unit) was responsible for planning and managing the evaluation. UN-Habitat Headquarters and regional and country offices participated in the evaluation through interviews and a country level questionnaire survey. The evaluation commenced on 21 November 2011 – ending in June 2012. The programme for the evaluation is attached as Annex II and the List of Persons Interviewed and Questionnaire Respondents as Annex III.

### **The Evaluation Report is divided into three parts:**

**Part 1: Background** – contains: Chapter 1 Introduction; Chapter 2 which elaborates on the evolution and background for the formulation of the MTSIP and presents the strategic and institutional objectives, and Chapter 3 which outlines the Evaluation approach and methodology, including the evaluation questions.

**Part 2: Main Findings** – contains the chapters that record the findings from the document review and interviews. These findings have been objectively recorded and do not represent the opinion of the evaluators. Chapter 4 deals with UN-Habitat's management framework including the MTSIP Results Framework and the ENOF. Chapter 5 deals with the achievements during the first phase (2008-2009) of MTSIP implementation including a summary of the 2009-2010 Peer Review. Chapter 6 provides a detailed account of the accomplishments of each of the six Focus Areas during the second phase (2010-2011) of the MTSIP. Chapter 7 deals with the crosscutting issues: disaster management, gender mainstreaming, and urban youth. Chapter 8 is concerned with the organizational restructuring that was implemented from January 2012 and which will impact on UN-Habitat's delivery of services during the current phase (2012-2013) of the MTSIP. Finally, Chapter 9 provides an account of the ongoing formulation of the *Strategic Plan 2014-2019* and the work programme for 2014-2015.

**Part 3: Conclusions, Lessons Learned, and Recommendations** – contains the evaluators' conclusions, lessons learned, and recommendations in Chapters 10, 11, and 12 respectively.

## 2. EVOLUTION AND SCOPE OF UN-HABITAT'S MTSIP 2008-2013

The first United Nations Conference on Human Settlements was held in Vancouver, Canada, in 1976 resulting in the establishment of the United Nations Centre for Human Settlements (UNCHS) by General Assembly Resolution 32/162 of December 1977. Faced with rapid urbanization, acceleration of slum formation and growing evidence of urban poverty, the second United Nations Conference on Human Settlements (Habitat II) was held in Istanbul, Turkey in 1996. The main outcome of the conference was the adoption of the Habitat Agenda, i.e. the mandate of UN-Habitat. The Habitat Agenda comprises two main goals: adequate shelter for all and sustainable human settlements development in an urbanizing world. The Cities without Slums Initiative of UN-Habitat and the World Bank endorsed the mandate in 1999<sup>2</sup>. The UN-Habitat mandate was, furthermore, reaffirmed by the Millennium Declaration (adopted at the 2000 Millennium Summit) that included the eight Millennium Development Goals (MDGs), of which the MDG7 'Ensure Environmental Sustainability' is of particular relevance<sup>3</sup>.

The Istanbul+5, a special session of the General Assembly on the implementation of the Habitat Agenda, held in 2001, recommended strengthening the UNCHS. This led to three main decisions: i) elevation of the UNCHS to a fully-fledged 'Programme' status – the United Nations Human Settlements Programme (UN-Habitat); ii) transformation of the Commission on Human Settlements into a Governing Council, and iii) establishment of the Committee of Permanent Representatives (CPR), as a formal inter-sessional subsidiary body of the Governing Council through resolution 56/206 of 21 December 2001. Other important decisions in the resolution include strengthening the normative role of UN-Habitat; designating UN-Habitat as the focal

point within the United Nations System for human settlements; and establishment of the World Urban Forum to foster dialogue and debate on human settlements.

The Johannesburg Plan of Implementation of the World Summit on Sustainable Development in 2002 further emphasized the importance of shelter as a key focus, alongside water and sanitation, health, agriculture and biodiversity. The 2005 World Summit Outcome carried the issue further and prioritized slum prevention alongside slum upgrading and encouraged support for the Habitat and Human Settlements Foundation and its Slum Upgrading Facility.<sup>4</sup> Additional mandates come from relevant legislative bodies regarding Agenda 21 (Chapters 7, 21, and 28) and resolutions of the UN-Habitat Governing Council and the United Nations General Assembly.

An in-depth evaluation in 2005 of UN-Habitat by the Office of Internal Oversight Services (OIOS) called for a reform of UN-Habitat, with the specific goal of sharpening its programmatic focus and broadening its funding base in order to have a greater impact. This led to the formulation of the six-year Medium-Term Strategic and Institutional Plan (MTSIP) 2008-2013.

The Governing Council of UN-Habitat endorsed and approved (resolution 21/2) the MTSIP 2008-2013 at its 21<sup>st</sup> session in April 2007. The overarching goal of the Plan is "to ensure an effective contribution to sustainable urbanization" and its vision is to help "create by 2013 the necessary conditions for concerted international and national efforts to stabilize the growth of slums and to set the stage for subsequent reduction in and reversal of the number of slum dwellers".

<sup>2</sup> The Cities Without Slums Initiative was launched through the Cities Alliance in 1999 with support from UN-Habitat and the World Bank. Cities Alliance is a global partnership with cities to promote prosperous cities without slums.

<sup>3</sup> Target 7.C: Halve by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation; and Target 7.D: Have achieved by 2020 a significant improvement in the lives of at least 100 million slum dwellers.

<sup>4</sup> At the turn of the 21st century it was recognized that the rate of urban growth was almost equal to the rate of slum formation in many developing countries. Slums represented the most visible manifestation of urban poverty, the failure of sectoral policies, and the failure of institutions in providing for the basic needs. Today one billion people live in slums and deprived neighbourhoods.



Delegates following the proceedings at the 21<sup>st</sup> session of the Governing Council held in 2007 that approved the MTSIP 2008-2013. © UN-Habitat

The MTSIP 2008-2013 was therefore developed with the intention of: sharpening UN-Habitat's focus in accordance with the United Nations system-wide reform initiatives; and enhancing coherence and results-based management. To realize its corporate vision and achieve its strategic and institutional objectives (see Box 2.1), the MTSIP has been conceived with six mutual reinforcing Focus Areas:

1. Effective advocacy, monitoring, and partnership;
2. Urban planning, management, and governance;
3. Access to land and housing for all;
4. Environmentally sound basic urban infrastructure and services;
5. Strengthening human settlements finance systems; and
6. Excellence in management.

Focus Area 1 concerns the global normative and advocacy role of UN-Habitat; Focus Areas 2 to 5 reflect the substantive areas; and Focus Area 6 concerns UN-Habitat's internal management, which cuts across Focus Areas 1 to 5. Focus Area Policy and Strategy Papers have been developed for Focus Areas 1 to 5 providing a detailed explanation on substance, strategy, actions, approach, and expected accomplishments.

Furthermore, a MTSIP Results Framework has been developed, which provides indicators for strategic results and expected accomplishments. Focus Area 6 was intended to create an enabling environment for the effective implementation of the five substantive Focus Areas – focusing on results-based management, knowledge management, monitoring and evaluation, and reporting.

### BOX 2.1: MTSIP strategic approach

#### Vision

Sustainable urbanization through the Habitat Agenda: adequate shelter for all and sustainable human settlements development.

#### Mission statement

To help create, by 2013, the necessary conditions for concerted international and national efforts to realize more sustainable urbanization, including efforts to arrest the growth of slums and to set the stage for subsequent reduction in and reversal of the number of slum-dwellers worldwide.

#### Strategic objectives

- In line with its catalytic role and drawing on its convening power to mobilize networks of Habitat Agenda partners to implement a shared vision of sustainable urbanization;
- To develop and advocate norms for sustainable and harmonious urban development, housing upgrading and prevention of slums as well as poverty reduction;
- To improve global knowledge and understanding of urban development issues and development strategies; engage in monitoring and dissemination of best practices about progress in the implementation of the Habitat Agenda and the relevant Millennium Development Goals;
- To build the capacity of governments, local authorities and other Habitat Agenda partners through technical cooperation and training;
- To develop innovative pro-poor mechanisms for financing of housing and urban services and infrastructure and

promote their up-scaling by appropriate development actors and investors.

#### Institutional objectives

- To develop and align its institutional and resource structure to ensure a balanced normative and operational programme of action for human settlements development;
- To continuously develop the capacity of UN-Habitat to bring together all spheres of government, civil society, and the private sector by strengthening partnerships for the promotion of sustainable urban development;
- To become the premier reference institution for global research, monitoring and dissemination of information and best practices on sustainable urbanization;
- To be the first stop for pro-poor urban development policy, ideas and strategies;
- To be recognized as a 'centre of excellence' in building the capacity of governments, local authorities and Habitat Agenda partners through technical cooperation and training and learning;

To become a catalyst in creating innovative financing mechanisms for affordable housing, basic urban infrastructure and services, to be scaled up by institutions with greater resources at the national and global levels, e.g. international finance institutions.

*Source: Governing Council, UN-Habitat Addendum MTSIP 2008-2013, 6 March 2007*

Following the endorsement of the MTSIP, an Action Plan was prepared with four objectives (the MTSIP Action Plan):

1. Preparation and implementation of an enhanced normative and operational framework to enable UN-Habitat to play a leadership role in promoting sustainable urbanization in at least 30 countries by 2013;
2. Implementation, by 2011, of a results-based management and knowledge management system that ensures transparency and accountability;
3. Development and implementation of a resource mobilization and communication strategy;

4. Realignment, by 2011, of human resources, managerial and administrative systems to enable the implementation of the MTSIP to be scaled up effectively and to contribute to excellence in management.

The Action Plan's timeframe was determined by two considerations: i) the necessity for all major policies, concepts and strategies to be put in place by the end of the first quarter of 2008 to enable UN-Habitat engage in extensive consultations with governments and partners during the second quarter of 2008 and launch the Plan at the Fourth Session of the World Urban Forum in China in October 2008; and ii) a three-phased approach including a one-year kick start phase in 2008, a two-year roll-out phase in 2009-2010, and a three-year scaling

up phase for 2011-2013. The Action Plan also presented a set of “quick-wins” and a corresponding set of indicators.

The MTSIP was to be implemented in three two-year phases corresponding to the regular biennial work programmes. Although it was anticipated that the MTSIP phases and the biennial work programmes should be fully aligned, the MTSIP Results Framework and expected accomplishments were formulated later and differently than those of the regular biennial work programmes for the biennia 2008-2009 and 2010-2011.

This necessitated the preparation of two separate periodic progress reports on UN-Habitat's performance, i.e. on MTSIP and work programme performance. However, the work programme for 2012-2013 is fully aligned with the MTSIP Results Framework and thus brings to an end the issue of double reporting. The MTSIP biennial work programme phases and the Action Plan phases are shown in Table 2.1.

TABLE 2.1: **Action plan phases and work programmes**

Work Programmes	2008	2009	2010	2011	2012	2013
Biennial work programme 2008-2010	■	■				
Biennial work programme 2010-2011			■	■		
Biennial work programme 2012-2013					■	■
<b>MTSIP Action Plan Phases</b>						
Kick-start	■					
Rollout		■	■			
Up-scaling				■	■	■



## 3. APPROACH AND METHODOLOGY

### 3.1 APPROACH

The United Nations Evaluation Group's norms and standards for evaluations in the United Nations system relate to those of OECD's Development Assistance Committee (DAC)<sup>5</sup>. The five United Nations Evaluation Group evaluation criteria of relevance, effectiveness, efficiency, impact, and sustainability, were applied to assess the MTSIP's Focus Areas 1-5 in order to pay attention to UN-Habitat's substantive work and the programmatic focus and, to some extent, also to Focus Area 6. The coherence dimension was also applied in relation to:

- Coherence between the global, regional, and country level efforts;
- Coherence among the six Focus Areas and with the normative and operational work;
- Coherence between the MTSIP and the biennial work programmes.

An ENOF was conceived to enhance internal harmonization and better coordination, especially between normative and operational work, policy integration and programmatic coherence at the country level. UN-Habitat has selected a number of countries to become priority countries of the ENOF. A limited number of the framework's priority countries were selected for closer scrutiny, as part of the Evaluation, to assess the outcomes of the implementation of the Focus Areas and what synergies are generated in countries where more than one Focus Area is introduced.

As part of the assessment, adherence to the five principles of the Paris Declaration on Aid Effectiveness<sup>6</sup> (ownership, alignment, harmonization, managing for results, and mutual accountability) were also considered in relation to UN-Habitat's interven-

tion – as deemed relevant – in those framework priority countries selected for closer scrutiny. The Paris Declaration was conceived with the intent of increasing the impact of aid on reducing poverty and inequality, increasing growth, building capacity, and accelerating achievements of the MDGs.

A Self-Assessment Survey<sup>7</sup> on MTSIP implementation was launched in September 2011 with the purpose of assessing the extent to which each Focus Area results and expected accomplishments, as contained in the MTSIP Results Framework, have been achieved. The Survey had two main objectives: a) to provide important information that will be validated during an independent evaluation; and b) provide lessons learned and recommendations that will inform decision-making in the preparation of the next *Strategic Plan for 2014-2019* and the biennial strategic framework for 2014-2015. The MTSIP Focus Area chairs and their teams, as well as senior managers, were invited to assess the performance of their respective Focus Areas. The themes for the Self-Assessment Survey include: a) planning and design of the MTSIP Focus Areas; b) achievements of MTSIP results and approach to implementation and management; c) continued relevance of the Focus Areas; d) lessons learned since the implementation of MTSIP; and e) recommendations for the preparation of the next Strategic Plan. The Evaluation has – as intended – made optimal use of the Self-Assessment Report.

### 3.2 EVALUATION QUESTIONS

Evaluation questions by evaluation criteria were conceived to help shape the scope of the evaluation and further the process of collecting data through the review of reports, interviews and questionnaires as listed in Table 3.1.

<sup>5</sup> The OECD/DAC "Quality Standards for Development Evaluation, 2010" has also formed part of the approach.

<sup>6</sup> The Paris Declaration on Aid Effectiveness was adopted at the High Level Forum in Paris in 2005.

<sup>7</sup> UN-Habitat, 2011, *Draft Terms of Reference: Progress Made in the Implementation of the MTSIP 2008-2013 Focus Areas: Self-Assessment*. The first draft of the Self-Assessment Report was received 15 December 2011 and the second draft 22 February 2012.

Table 3.1: Evaluation questions by evaluation criteria

Criteria	No.	Question
<b>Relevance</b>	1.	To what extent do national and local stakeholders consider the MTSIP relevant for promoting sustainable urbanization?
	2.	After four years of implementation, does UN-Habitat management still perceive the MTSIP as relevant, or what changes could ideally be made for the current MTSIP and what should the strategic framework be for the next Strategic Plan?
<b>Effectiveness</b>	3.	To what extent is the MTSIP likely to achieve its immediate and development objectives and what would be the probable time horizon?
	4.	What are the major factors influencing the achievements or non-achievements of the objectives, and what role has the planning process played?
<b>Efficiency</b>	5.	Are results generated in accordance with the MTSIP Results Framework, appropriately captured in the progress reporting/ monitoring process, and generated in a cost-efficient manner?
<b>Impact</b>	6.	To what extent has the implementation of MTSIP had intended and non-intended impact so far on national policies, strategies, capacity development, and resource allocation in Priority Countries of the Enhanced Normative and Operational Framework to promote sustainable urbanization?
	7.	What is the likelihood that MTSIP will have an impact on slum dwellers' situation worldwide?
<b>Sustainability</b>	8.	What is the likelihood that national governments and local authorities will continuously pursue the MTSIP policies and strategies?
<b>Coherence</b>	9.	What is the degree of coherence: a) among the six Focus Areas; and b) between global, regional, and country level efforts?
	10.	What is the degree of coherence between the MTSIP and the biennial work programmes, and is the performance monitoring effectively coordinated?

### 3.3 METHODOLOGY

The potential target groups for discussions, interviews and questionnaire surveys were identified as:

- Governing Council
- Committee of Permanent Representatives
- UN-Habitat Management/ Focus Area Managers at Headquarters
- UN-Habitat Regional Offices
- Liaison and Information Offices
- Country Teams/ Offices
- Governments/ Local Governments
- Donors
- Habitat Agenda Partners
- Civil Society

The methodology comprised a combination of tasks, the findings of which were validated through a triangulation process. Based on the findings from the document review, the triangulation comprised:

findings from interviews with UN-Habitat staff at Headquarters; findings from interviews with staff in the regional offices and country teams; and findings from questionnaire surveys addressing UN-Habitat interventions at the country level. The tasks included:

- Desk review of relevant MTSIP documents, refined MTSIP Results Framework, policy and strategy papers for each Focus Area, MTSIP progress performance reports, evaluations, reviews undertaken during the 2008 – 2011 MTSIP implementation period – including the 2011/12 Self-Assessment Survey. The List of Documents reviewed is attached as Annex IV;
- Semi-structured interviews with UN-Habitat stakeholders at Headquarters and regional offices (Africa, Asia and the Pacific, and Latin America and the Caribbean) were conducted in order to get the overall perception of the performance of the MTSIP implementation and to assess the degree of consensus on policy and strategic issues. The interviews were concerned

with the implementation of the current MTSIP, achieved results, and considerations on the next Strategic Plan. The Guide for the semi-structured interviews at Headquarters and regional offices is attached as Annex V;

- Semi-structured group interviews with the Focus Area teams at Headquarters were conducted in order to have specific information on the Focus Areas' performance and to assess the degree of consensus on policy and strategic issues. The guide for the semi-structured group interviews with Focus Area teams is attached as Annex VI;
- A questionnaire survey was conducted in order to reach a wider audience. The focus of the survey on the country level was to collect the viewpoints of national governments, local authorities, and civil society. The Evaluation Unit of UN-Habitat was requested to assist with the surveys. A summary of the country level questionnaire survey is attached as Annex VII;
- Field visits were conducted in two selected countries, Colombia and Sri Lanka in order to get a better understanding of country level achievements and cooperation patterns. Interviews were conducted with UN-Habitat country teams, government officials, and Habitat partners.

- Consultations were undertaken with UN-Habitat's senior management in conjunction with the presentation of the Evaluation's initial findings, conclusions, lessons learned, and recommendations before the finalization of the evaluation report to ensure the relevance of these for the further implementation of the current MTSIP and planning for the next Strategic Plan.

### 3.4 LIMITATIONS

The evaluation would have benefitted from wider consultations with Habitat partners, government officials, donors, and civil society. The MTSIP progress reports provide limited information on the outcomes and impact of UN-Habitat interventions, which to some degree is redressed by thematic and programme evaluations. The evaluation would also have benefitted from more in-depth country level assessments in order to obtain a more complete impression of outcomes and intended impacts, but this would have required a larger team and more time – and thus more resources.

## Part 2: **MAIN FINDINGS**

## 4. THE MTSIP MANAGEMENT FRAMEWORK

This chapter elaborates on some of the fundamental elements of the MTSIP that constitute its operational framework. Most of these elements evolved during the initial years of MTSIP and were therefore not in place when the MTSIP was launched. This gave rise to a complicated start and constrained the implementation of MTSIP in the initial phase, while also providing time for establishing a more focused approach to UN-Habitat's operations.

### 4.1 BIENNIAL STRATEGIC FRAMEWORKS, WORK PROGRAMMES AND BUDGETS

The biennial work programmes are based on a biennial strategic framework, which is structured on four sub-programmes that were endorsed by the Governing Council of the Human Settlements Programme and approved by the General Assembly. The MTSIP is being implemented in three biennial work programmes (2008-2009, 2010-2011, and 2012-2013). The 2008-2009 and 2010-2011 work programmes and MTSIP Results Framework were not fully aligned, as they were subject to their respective planning and approval processes. The relationship between the sub-programmes and Focus Areas is presented below:

1. Shelter and sustainable human settlements development (Focus Areas 2 and 3);

2. Monitoring the Habitat Agenda (Focus Area 1);
3. Regional and technical cooperation (all Focus Areas); and
4. Human settlements financing (Focus Areas 4 and 5)

The delegation of responsibilities to UN-Habitat's Divisions for the Sub-programmes and the Focus Areas is shown in Tables 4.1 and 4.2 respectively.

#### 2008-2009 biennial period

The proposed strategic framework for the period 2008-2009 was submitted for approval at the General Assembly's sixty-first session in 2006. The proposed work programme was presented to the Governing Council for approval at its 21<sup>st</sup> session in April 2007 at which session the MTSIP 2008-2013 was also approved. When approving the MTSIP the Governing Council acknowledged the need for improvement of the Plan to include results, indicators of achievements and targets in order to refine each of the Focus Areas. The process of refining the MTSIP started in September 2008 and was completed with the refined Results Framework in March 2009. Although the substance of the work programme and MTSIP to a large extent was similar, the two documents ended up having different expected achievements and indicators, resulting in double reporting.

TABLE 4.1: UN-Habitat Sub-programmes and responsible divisions

Sub-programme	Responsible Division
1. Shelter and Sustainable Human Settlements	Global Division
2. Monitoring the Habitat Agenda	Monitoring and Research Division
3. Regional and Technical Cooperation	Regional and Technical Cooperation
4. Human Settlements Financing	Human Settlements Financing Division

Source: United Nations Board of Auditors, New York, Management Letter – May 2011: Interim audit of the UN Human Settlements Programme (UN-Habitat).

TABLE 4.2: UN-Habitat Focus Areas and responsible divisions

Focus Area	Responsible Division
1. Advocacy, monitoring and partnership	Monitoring and Research Division
2. Participatory urban planning, management and governance	Global Division
3. Pro-poor land and housing	Global Division
4. Environmentally sound basic urban infrastructure and services	Human Settlements Financing Division
5. Human settlements finance systems	Human Settlements Financing Division
6. Excellence in management	Executive Direction and Management

Source: As Table 4.1.

### 2010-2011 biennial period

The proposed strategic framework for the period 2010-2011 was submitted for approval at the General Assembly's 63<sup>rd</sup> session in 2008. The proposed work programme was presented to the Governing Council for approval at the twenty-second session in April 2009. The work programme's expected accomplishments and indicators of achievement continued to be different from MTSIP Results Framework. The work programme emphasized: the crosscutting issues; adaption to and mitigation of the effects of climate change; reduction of urban poverty and vulnerability; expanded access to clean drinking water and sanitation, energy and transport; and economic development.

### 2012-2013 biennial period

The proposed strategic framework for the period 2012-2013 was submitted for approval at the General Assembly's 65<sup>th</sup> session in 2010. By this time, the strategic framework's expected accomplishments were aligned to the MTSIP Results Framework. The following two issues were emphasized: 1) strengthening of the programme review mechanism to facilitate mainstreaming of results-based management and to reinforce internal cohesion and information sharing; and 2) continued strengthening of gender mainstreaming. The proposed work programme was presented to the Governing Council for approval at the 23<sup>rd</sup> session in April 2011. The structure of the work programme follows the recommendations made by the Committee of Permanent Representatives; and the recommendations made by the Advisory Committee on Administrative and Budgetary Questions (ACABQ).

### Resource envelope

The financial framework for UN-Habitat comprises three sources of funding:

- United Nations regular budget allocations approved by the General Assembly. The regular budget falls into two major categories: human settlements; and regular programme of technical cooperation for sectoral advisory services in the field of human settlements;
- UN-Habitat and Human Settlements Foundation contribution which comprises: 1) the *general purpose* budget allocations that are non-earmarked voluntary contributions from governments and other donors<sup>8</sup> and which are approved by the Governing Council; and 2) the *special purpose* budget allocations that are earmarked voluntary contributions from governments and other donors for the implementation of specific activities that are included in the work programme and which are approved by the Executive Director; and
- Technical cooperation contributions that are earmarked funding from governments and other donors for the implementation of specific technical regional and country level activities, for which UN-Habitat receives an overhead.

The resource envelope for the three biennial work programmes is shown in Table 4.3. There was a substantial variation on the positive side between the biennial 2008-2009 budget estimate and the actual expenditures – with the main part of the additional funding being provided as earmarked funding.

<sup>8</sup> As donors are also providing non-earmarked funding, it is assumed that 'other donors' should be added to the text – as it appears in the work programmes.

TABLE 4.3: Resource envelope for the three biennial work programmes (USD '000')

Category	Actual 2008-2009	Approved appropriation 2010-2011	Estimates 2012-2013
<b>Core resources</b>			
Foundation general purpose	38,139.0	66,190.5	70,221.5
Regular budget	22,813.2	22,450.8	22,450.8
Foundation special purpose (overhead) programme	5,280.3	9,717.7	12,988.0
Technical cooperation (overhead) programme	12,062.1	17,593.9	15,929.4
<b>Subtotal</b>	<b>78,294.6</b>	<b>115,952.9</b>	<b>121,589.7</b>
Earmarked (incl. trust funds) resources			
Foundation special purpose	92,318.7	86,000.0	97,536.8
Technical cooperation	148,554.9	155,000.9	174,100.8
<b>Subtotal</b>	<b>240,936.6</b>	<b>241,000.0</b>	<b>271,637.6</b>
<b>Grand total</b>	<b>319,231.2</b>	<b>356,952.9</b>	<b>393,227.3</b>
Post	56,299.9	73,825.6	80,922.0
Non-post	262,931.3	283,127.3	312,305.3

Source: Proposed work programme and budget for the biennium 2012-2013, page 12, 10 January 2011. The amended Proposed programme budget for the biennium 2012-2013 dated 5 April 2011 has slightly revised figures

The budget estimate increased by 11.8 per cent from the first to the second biennial and by 10.2 per cent from the second to the third biennial. An overhead is drawn from the special purpose and technical cooperation funds, which has been in the range of 5.4 to 7.7 per cent to fund Headquarters' operations. The earmarked funding – excluding overheads – constitute 67.5 per cent and 75.5 per cent of the total budget. Table 4.4 shows that the distribution by budget category has changed little over the three biennia.

The expenditure distribution by Focus Areas for the biennial work programmes 2010-2011 and 2012-2013 respectively is shown in Table 4.5. There are some significant changes from the 2010-2011 work programme compared to the 2012-2013 work programme – with Focus Area 1, Focus Area 2 and Focus Area 6 obtaining substantial increases; Focus Area 3 and Focus Area 4 obtaining moderate increases; and Focus Area 5 a reduction.

TABLE 4.4: Distribution by budget category (percentage)

Budget category	2008-2009	2010-2011	2012-2013
Management & Administration	7%	7%	8%
Programme Support	4%	5%	4%
Programme activities	89%	88%	88%

Source: Work programmes

TABLE 4.5: Expenditure distribution by Focus Area (USD '000')

Work programme	Focus Area 1	Focus Area 2	Focus Area 3	Focus Area 4	Focus Area 5	Focus Area 6	Non-aligned	Total
2010-2011	66,190.0	42,211.2	50,818.8	60,221.4	42,458.4	20,292.1	69,761.0	356,952.9
2012-2013	114,473.1	75,718.3	55,284.1	69,075.5	38,174.5	40,501.8	-	393,227.3
% Change	72.9	79.4	8.8	14.7	-10.1	99.6	-	10.2

Source: Work programmes 2010-2011 and 2012-2013

Whereas 80.5 per cent of budget is related to the Focus Areas in the 2010-2011 work programme budget, the entire budget for 2012-2013 is fully aligned with the MTSIP Focus Areas.

The donor base for non-earmarked contributions is very narrow with 90 per cent of core voluntary contributions coming from just ten donors. The non-earmarked donor contributions are short-term in nature. Four donors (Norway, Spain, Sweden and United Kingdom) have signed multi-year programme framework agreements. Overdependence on a few donors and the small number of multi-year agreements render funding unpredictable and vulnerable to changes in donor priorities. In early 2011 the United Kingdom withdrew its support to UN-Habitat following a critical 2011 *Multilateral Aid Review* by DFID<sup>9</sup>. The United Kingdom funding constituted, at the time, about 7 per cent of UN-Habitat's core funding.

### Accountability and reporting of the MTSIP

The progress of MTSIP in relation to the Results Framework and the biennial work programmes are monitored on a regular basis: the first year with quarterly progress reports and since 2009 on a half-year basis. Instead of the second six-month progress report for 2011, it was decided that it would be turned into an annual report and thus accumulate progress for the entire year. For 2008-2009 and 2010-2011 UN-Habitat prepared two separate reports for the CPR due to the non-alignment of the MTSIP with the work programme. For the work programme, UN-Habitat uses the Integrated Monitoring and Document Information System (IMDIS) to monitor progress and generate reports on im-

plementation of the work programme and budget. For MTSIP, UN-Habitat monitors and reports on the implementation of the MTSIP sheets, which set out criteria and guidance on how progress, against each indicator of achievement, is measured.

### 4.2 MTSIP RESULTS FRAMEWORK

The MTSIP Results Framework consists of strategic results, expected accomplishments, sub-expected accomplishments, and indicators of achievements. The Results Framework is the basis for organizational planning, programming and budgeting, monitoring and evaluation, and reporting. The MTSIP goal is "Sustainable urbanization created by cities and regions that provide all citizens with adequate shelter, services, security, and employment opportunities regardless of age, sex, and social strata". The MTSIP strategic result is "Sustainable urbanization principles drive policy and practice" – and containing the following indicators: a) proportion of urban population living in slums in developing regions; b) percentage of access to piped water and sanitation services in developing regions; and c) percentage of access to durable housing and sufficient living area in developing regions. The six Focus Areas and their strategic results are shown in Table 4.6. The MTSIP Results Framework is attached as Annex VIII.

MTSIP Focus Area task forces were established with cross-divisional membership, which were chaired by division directors that reported to the MTSIP Steering Committee. The Focus Areas task forces were transformed into Focus Area teams in January 2010 with the intent to break what was referred to as a 'silo mentality' and encourage cross-divisional collaboration.

<sup>9</sup> UN-Habitat agreed with some of the conclusions, but was seriously concerned the research methodology and some critical omissions made in the review.



TABLE 4.6: MTSIP Focus Areas and strategic results

Focus Area	Strategic result
1. Effective advocacy, monitoring, and partnership;	Improved sustainable urbanization policies from local to global level adopted
2. Participatory planning, management, and governance;	Inclusive urban planning, management and governance improved at national and local levels
3. Access to land and housing for all;	Improved access to land and housing
4. Environmentally sound basic urban infrastructure and services;	Expanded access to environmentally sound basic urban infrastructure services with a special focus on the unserved and under-served
5. Strengthening human settlements finance systems	Increased sustainable financing for affordable and social housing and infrastructure
6. Excellence in management.	UN-Habitat delivers MTSIP results effectively and efficiently

### 4.3 THE ENHANCED NORMATIVE AND OPERATIONAL FRAMEWORK

The ENOF was developed to enhance the effectiveness of UN-Habitat's support to Member States in the implementation of the MTSIP 2008-2013. It provides a bridge between UN-Habitat's normative and operational work – seeking to better connect UN-Habitat's global policy with regional and country activities. The ENOF strategy focuses on: internal harmonization and better coordination between normative and operational work; policy integration and programmatic coherence at the country level; and monitoring, evaluation, and reporting. The framework has two tracks:

- The first track has four components: i) integrated normative and operational work at country level through Habitat Country Programme Documents; ii) advocacy platforms such as the World Urban Campaign<sup>10</sup> and National Urban Forums; iii) the focus areas' policy and strategy papers that link global, regional and country support; and iv) strategic partnerships. The goal is policy integration and programmatic coherence at the country level.
- The second track focuses on internal collaboration aiming to align UN-Habitat's resources to more effectively achieve impact at the appropriate scale in selected countries. It consists of an integrated programme of

activities at the global, regional, and national levels. Towards this goal, the ENOF Task Force provides a platform for internal policy dialogue and coordination among all MTSIP Focus Areas and the related agency branches.

UN-Habitat Country Programme Documents were developed, as a means through which the normative and operational divide would be integrated at country level. In 2008, 33 Habitat Country Programme Documents were prepared. They are useful for strategizing, planning, coordinating and monitoring of programme activities at the country level. The country documents linked with other formal strategies and frameworks, such as the UNDAFs. UN-Habitat is currently backstopping some countries to update their initial country documents, including Burkina Faso, Colombia, Costa Rica, Democratic Republic of the Congo, Ecuador, Kenya, Malawi, Mexico, the Philippines, Senegal, Vanuatu and Vietnam. Cuba will launch its first Habitat Country Programme Document in the near future.

A first assessment<sup>11</sup> was undertaken in 2010 to evaluate the experiences and lessons learned from the first batch of Habitat Country Programme Documents. The overall quality of most country documents was considered adequate, but a number of shortcomings were identified. A number of key MTSIP policy documents, including the Focus Area policy and strategy paper, were only made available after the first batch of country documents were published and disseminated, resulting in different interpretations of the Focus Area.

<sup>10</sup> The World Urban Campaign is a global coalition of public, private and civil society partners united by the common desire to advocate on the positive role of cities around the world, and to promote sustainable urbanization policies, strategies and practices. The Campaign was launched in Rio de Janeiro at the Fifth Session of the World Urban Forum in March 2010. The Campaign is coordinated by UN-Habitat and governed by a Steering Committee of partners.

<sup>11</sup> UN-Habitat, *The First Assessment of the Habitat Country Programme Documents, 2010*

#### BOX 4.1: United Nations Development Assistance Framework

The United Nations Development Assistance Framework is the strategic programme framework that describes the collective response of the United Nations system to national development priorities. The General Assembly – in the 2007 Triennial Comprehensive Policy Review of development activities – encouraged the United Nations development system to intensify its collaboration at the country and regional levels towards strengthening national capacities in support of national development priorities through the common country assessment. It is a programme document between a government and the United Nations country team that describes the collective actions and strategies of the United Nations to the achievement of national development goals. The time frame for these frameworks is typically from three to five years.

*Source: UNDAF/ Common Programming Tool: Toolkit*

In several cases, global programmes managed at Headquarters continued to operate their in-country activities in parallel with the country document. The lack of resources from Headquarters, the United Nations system and donors, reduced the relevance and impact of otherwise well-structured and comprehensive documents. In some countries, however, the Habitat Country Programme Documents had significant impact on policy changes/policy reforms in the human settlement sector and setting the priorities for urban development in the context of UNDAF/ Delivering as One processes. The assessment pointed towards the need of paying attention to emerging settlement priorities, which, among others, are: climate change, recovery in post disaster and post conflict countries, and attention to vulnerable groups.

The Habitat Programme Managers at country level are supposed to undertake a variety of tasks, including representing UN-Habitat, coordinating projects and programmes and ensuring that UN-Habitat priorities are taken into consideration in country level programming processes such as UNDAF and Habitat Country Programme Documents. UN-Habitat is part of the United Nations Country Teams and contributes to the elaboration and implementation of the national framework, which focus on poverty reduction, in line with the MDGs. As of December 2011, human settlements issues had been integrated into

44 frameworks, and into 38 national development plans.

The ENOF has to some extent improved coordination in UN-Habitat's programme implementation and management by narrowing the inter-divisional divide between the normative and operational programme activities of the Agency, and stimulating some degree of cultural changes in the way the Agency does business. But much more needs to be done in this sphere. While the potential of the process has been recognized at Headquarters, regional and country levels, the potentials are yet to be optimally exploited. While some progress has been made in the ENOF process, some challenges remain:

1. There is still inadequate collaboration among the normative divisions of the UN-Habitat Headquarters to align their planning with effective demand at the regional and country levels, resulting from failure to fully engage the Habitat Programme Managers at the regional and country levels. So, the intent and purpose of the ENOF are not yet fully internalized, either among the divisions and branches at headquarters, or between headquarters and regional or country offices.
2. Integration of the ENOF into the UNDAF processes and dynamics at the regional and country levels is still a challenge, particularly due to inadequate resources on the part of UN-Habitat to support its coordination. Overall, inadequate financial and institutional support of the process inhibits the intent and purpose of the ENOF.
3. The UN-Habitat regional offices and country teams are not fully consulted in the initiation, formulation and development of new programmes. Often such programmes are formulated and developed at Headquarters without inputs from the regional and country levels and then presented to them as a fait accompli. The result is that such programmes miss out on the accumulated knowledge, expertise and realities of regional and country situations.

#### Focus Area policy and strategy papers

The drafting of the policy and strategy papers for each of the five substantive Focus Areas began in January 2009. A revision of the policy and strat-

egy papers of the five substantive Focus Areas was undertaken during the second half of 2009, with engagement of the regional offices, to better establish how to deliver the results across divisions. The papers were published in 2010. The Peer Review of the Implementation of UN-Habitat's Medium-Term Strategic and Institutional Plan found that the policy and strategy papers had increased the clarity and focus of UN-Habitat's mission and strategies. However, it was found that all papers were not uniform in quality, and that in future all policy and strategy papers should include a discussion of programmatic priorities; challenges and constraints; the intervention strategies of programmes and projects; the achievement of specified results at the regional and country levels; and crosscutting issues.

### World Urban Campaign and National Urban Forums

Through the ENOF, UN-Habitat has supported the establishment or revival of the National Urban Forums in several countries across Africa, Asia and the Pacific, and Latin America and the Caribbean (see Box 4.2). As of December 2011, there were 35 National Urban Forums up from 14 in 2009. These forums are used for campaigns and other public debates on national urban issues through efforts such as the World Urban Forum and the World Urban Campaign. More concretely, National Urban Forums remained crucial in; supporting the design of a policy framework for concerted action and programmes that address national urban issues; promoting the World Urban Forum and World Urban Campaign efforts at the national level, as well as mobilizing national stakeholders for World Urban Forum.

### UN-Habitat's country level support

UN-Habitat is intensifying its work in 26 pilot 'priority countries of the ENOF' – of which most belong to the least developed countries – to support the efforts of national governments, local authorities, and other stakeholders. The support is intended to strengthen in-country synergies and feed into worldwide United Nations efforts to alleviate poverty and promote sustainable development. The number of focal areas included in the priority countries vary – some include all five substantive Focus

#### BOX 4.2: Background and perspective for National Urban Forums

National Habitat Committees were set up as part of the preparation for the Habitat II Conference in Istanbul in 1996. Their main limitations were that they only produced reports for the 1996 and 2001 (Istanbul+5) conferences/meetings. Since 2001, most committees have ceased to exist. Since Istanbul+5 in 2001, the advocacy framework for sustainable urbanization has evolved significantly at both global and national levels. The establishment of the biennial World Urban Forum in 2002 created a global non-legislative forum with international cooperation in shelter and urban development as its main focus. World Urban Forum sessions have taken place in 2002, 2004, 2006, 2008, and 2010.

From 2002 and onwards, National Urban Forums were established as complementary national bodies to the World Urban Campaign with the intent of replacing the National Habitat Committees. The overall objective of the National Urban Forum is to raise the profile of urban and housing issues at the country level with a view to developing policies and programmes for adequate housing and sustainable urban development. National Urban Forums are intended to inspire the UNDAF and Delivering as One processes and influence the preparation of Habitat Country Programme Documents.

*Source: UN-Habitat, 2012, Guidebook for the National Urban Forum, Draft*

Areas, which provides the opportunity to assess the synergies generated when all five Focus Areas are implemented in a country. The prioritized countries are shown in Box 4.3.

#### BOX 4.3: Enhanced Normative and Operational Framework priority countries by region

**Africa:** Burkina Faso, Democratic Republic of Congo, Ghana, Kenya, Liberia, Mozambique, Nigeria, Senegal, Tanzania, and Uganda

**Arab States:** Egypt, Iraq, Libya, and Sudan

**Asia and the Pacific:** Bangladesh, Indonesia, Nepal, Pakistan, Philippines, Sri Lanka, Vanuatu and Vietnam

**Latin America and the Caribbean:** Colombia, Ecuador, Haiti and Nicaragua

*Source: ENOF Policy Leaflet*

The visit to Sri Lanka and Colombia demonstrated that the UN-Habitat country teams are fully conversant with MTSIP and its normative and operational aspects. The country team is proactive in identifying needs and in formulating and implementing projects and has been very active in the UNDAF process. Brief overviews of UN-Habitat's engagement in Colombia and in Sri Lanka are presented in Box 4.4 and Box 4.5.

#### BOX 4.4: Colombia brief

Colombia hosts 25 United Nations Agencies and Funds. The UNDAF in Colombia consists of three major groups of development areas, namely: (1) Human Development, (2) Human Rights, and (3) Humanitarian Group. A Habitat Country Programme Document has been developed for Colombia and the National Habitat Committee participates in the framework. MTSIP in Colombia focuses on three of the Focus Areas, namely: Focus Area 2 (Urban planning, management and governance); Focus Area 3 (Access to land and housing); and Focus Area 4 (Infrastructure and urban services). The Government of Colombia has requested that the United Nations select 20 cities where United Nations Agencies should work together as ONE (Delivering as One).

For the first time, the Colombian National Development Plan recognizes the system of cities (five main cities) located in the more developed centre of the country. Specific Urban (Human Settlements) elements of the National Development Plan include: 1) Environmental Management Programmes; 2) New Housing Programmes; 3) Basic Services – water and sanitation services; and 4) Transportation and Mobility. The National Development Plan is to extend these programmes to ten cities with 100,000+ populations. Flooding disasters and landslides are frequent occurrences in Colombia. Consequently planning and disaster management are high in the priorities of the Government. Colombian municipalities fund projects in their municipalities with support from the central government.

Besides the visits to Colombia and Sri Lanka, a questionnaire survey was conducted in order to have a more representative view of UN-Habitat country teams' perception of the MTSIP implementation. In total, 17 countries responded to the questionnaire: six countries from Asia and the Pacific, eight countries from Africa, and three countries from Latin America and the Caribbean. A summary of the questionnaire survey is attached as Annex VII, a brief of which is presented below.

#### BOX 4.5: Sri Lanka brief

An UNDAF has been prepared for Sri Lanka for 2013-2017, which comprises four pillars: 1) Equitable economic growth and sustainable livelihoods; 2) Disparity reduction, equitable and quality social services; 3) Governance, human rights, gender equality, social inclusion and protection; and 4) Environmental sustainability, climate change and disaster risk reduction. The 2004 tsunami and the three decade long civil war that ceased in 2009 have left the country in a post-conflict situation and with an abundance of development challenges.

The current UN-Habitat Country Programme Document covers the period 2011-2012. The country programme document has been developed as a rolling plan in consultation with the Government of Sri Lanka, consistent with development needs and in coordination with partners (donors, NGOs, community service organizations and universities). The Habitat Country Programme Document is structured in accordance with the MTSIP's five substantive Focus Areas. The country programme document sets out UN-Habitat's activities, which are facilitated, coordinated and monitored by the country team. A main emphasis is to address the needs of the huge number of internally displaced persons. The current portfolio comprises the following projects:

- Climate Resilient Action Plans for Coastal Urban Areas
- Climate Change Initiatives in Sri Lanka
- Disaster Resilient City Development Strategies for Sri Lankan Cities
- Support to Conflict Affected People through Housing
- Shelter Support to Conflict Affected Internally Displaced Persons in Northern Sri Lanka
- Rebuilding Community Infrastructure
- Post Disaster Recovery: Shelter and Community Infrastructure Initiatives
- Pro-Poor Partnerships for Participatory Settlement Upgrading
- Ratnapura Low-Income Shelter Improvement Trust Fund

UN-Habitat's engagement includes normative aspects, especially support to a new national housing policy and development of an urban sector policy framework.

Most of the countries have prepared Habitat Country Programme Documents, some of which, however, need to be updated to correspond with the current time period. There has generally been a good balance between the normative and operational work.

The majority of countries operate in accordance with the UNDAF procedures and/or the Delivering as One initiative and take their point of departure in identified country needs. The UN-Habitat work at country level within the UNDAF, as well as outside the framework, is to a large extent related to the MTSIP Focus Areas. A few countries work with all five substantive Focus Areas and some with only one – the majority of countries work with two to four. The results are most commonly generated in accordance with the MTSIP Results Framework. The perception of the ENOF at country level varies from being seen as a positive contribution to being abstract and that it could be made more relevant.

All countries' perceive UN-Habitat's support as having a positive impact on national urban policies and planning. UN-Habitat has generally supported policies related to urban planning, land management, housing, water and sanitation, solid waste management and climate change. Most countries perceive UN-Habitat's support for slum prevention and upgrading as contributing positively to improving the slum dwellers' situation in the longer-term through pro-poor housing policies, housing financing, and security of tenure – short-term improvements at scale will require substantial capital injections. Some of UN-Habitat's support is translated into national development plans and legislation. The policy and strategy principles – as contained in the Habitat Agenda and MTSIP – are likely to continue influencing national and local governments' urban and housing policies. The UN-Habitat support – in cooperation with its partners – raises awareness and has a catalytic effect, which also encompasses governance, participatory planning and budgeting.

All countries see access to funding as the major constraint. The recipient countries' commitment, capacity and access to funding, limit the effect of UN-Habitat interventions. A large part of the funding is mobilized locally. More support from Headquarters for mobilizing funding is warranted, among others through consolidated partnerships with development agencies. The Habitat Programme Managers are supported with limited funding, which reduces the scope for pro-active initiatives.

The diversified internal reporting requirements are seen as a constraining factor. The coordination with the regional offices is generally effective and good, whereas the coordination with Headquarters is less effective with delayed response time. There is a need for improved coordination procedures in order to create better synergies. The cooperation with United Nations agencies at the country level is generally found to be good and has resulted in an increased activity level and additional funding. The cooperation with other United Nations agencies has increased UN-Habitat's visibility and voice.

The countries have stated the following priorities for the *Strategic Plan 2014-2019*: urban management and governance (with special attention to the urban poor), land management and access to land, climate change adaptation, disaster preparedness/risk reduction, urban environment, housing & slum upgrading and prevention, water & sanitation, transport and mobility, energy, and local economic development. Central and local governments' capacity development is also seen as a priority. The priorities vary from region to region and country to country according to the prevailing contexts.

#### 4.4 DELIVERING AS ONE UNITED NATIONS INITIATIVE

The Delivering as One initiative was taken at the World Urban Summit in 2005. A panel was established to explore how the United Nations system could work more coherently and effectively across the world, in the areas of development, humanitarian assistance, and the environment. The panel's report was issued in November 2006, which included recommendations on institutional reforms based on four pillars: One Leader, One Programme, One Budgetary Framework, and where appropriate One Office. A fifth pillar 'One Communication Strategy' was added later. Eight Delivering as One pilot countries were chosen, in six of which UN-Habitat was active. A review was undertaken of UN-Habitat's participation in the Delivering as One initiative in 2011<sup>12</sup>.

<sup>12</sup> UN-Habitat, 2011, *Review of UN-Habitat's Participation in the Delivering as One Initiative*, Evaluation Report 5/2011.

The countries in which UN-Habitat was active in the Delivering as One initiative were Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, and Vietnam. The review focused on the challenges and opportunities of UN-Habitat's participation in the Delivering as One initiative and made recommendations for a more rational, coherent and effective participation. The review found that it would be important for UN-Habitat, being a relatively small United Nations agency in the United Nations system with a specific mandate, to overcome a number of structural constraints at Headquarters, regional office, and country levels, in order to lay the foundation for full participation in the United Nations system-wide initiative.

Habitat Programme Managers took the lead in the time-demanding and complex tasks of Delivering as One planning and implementation. They made commendable efforts in demonstrating the competency and comparative advantage of UN-Habitat. It was mainly the Regional Technical Cooperation Division involved without significant inputs from other divisions. The Headquarters did not adapt its working system and structure as One UN-Habitat. Nonetheless, Delivering as One changed the way in which country offices were representing the agency by becoming fully participative in the new One United Nations approach. Some of the review's findings are:

- The Habitat Programme Managers in Delivering as One countries performed well. Habitat Programme Managers need some further delegation of authority and seed funds, to better contribute to the Delivering as One process at country level. Field staff, although qualified, were not able to respond to all of the new demanding requests from governments without support from Headquarters;
- UN-Habitat interventions undertaken and financed in Delivering as One countries were important and delivered results that were recognized by governments. However, it is possible that more emphasis on policy and strategy interventions could have contributed to greater impacts. UN-Habitat should prepare country strategies to respond to country specific challenges;
- The current fragmented practices in UN-Habitat should be reviewed to enable it to 'deliver as one' at country level. Without a common and unified administrative, budgetary, accounting and reporting system at country level, Habitat country programmes will remain fragmented and be less recognized in the Delivering as One process. UN-Habitat should continue to strengthen its normative and operational work at country level through active participation in the United Nations Country Teams in the Delivering as One context;
- UN-Habitat's ability to position the urban agenda is becoming extremely important. Establishment of 'National Urbanization Committees' or 'National Urban Forums' with membership drawn from government, civil society, and the private sector are seen as an essential means for advocating the urban agenda;
- Within the 'One United Nations' country planning documents (UNDAF, United Nations Development Assistance Plan, etc.) UN-Habitat should ensure that its component is coherent, structured and coordinated to demonstrate UN-Habitat's comparative advantages to the Delivering as One process;
- Regional offices should be gradually restructured and expanded to become fully-fledged regional arms of UN-Habitat – with balanced normative, operational and managerial tasks.
- The Delivering as One reform process has created a demand on UN-Habitat's way of 'doing business' within the United Nations system. There is a need at Headquarters' level to coordinate and monitor Delivering as One development and provide assistance to Delivering as One countries. Headquarters should systematize the Delivering as One experience through the Human Settlement Officers in regional offices and share this with Delivering as One countries and 'self-started' Delivering as One countries. UN-Habitat Headquarters should streamline its structure and working modality to become One UN-Habitat.

#### 4.5 UN-HABITAT PARTNERSHIPS

Through national and global information services, UN-Habitat facilitates that concerns and priorities of the human settlement sector are mainstreamed into national policies and programmes.

UN-Habitat uses global, regional, and national platforms to engage partners<sup>13</sup>:

- **Global level:** UN-Habitat worked with a wide range of fellow United Nations agencies, governments, and a wide range of partners, including World Habitat Day 2010, the World Urban Campaign, World Urban Forum, and the Shanghai World Expo 2010. Through global forums, UN-Habitat has focussed on engaging local authorities to tend to the MDGs.
- **Regional level:** Partnerships at the regional level have focused on: 1) support to regional conferences on housing and urban development in Africa, Latin America and the Caribbean, and Asia and the Pacific, which provide an effective partnership instrument for UN-Habitat in influencing policy, supporting of implementation, and joint monitoring and evaluation; 2) cooperation with regional development banks with a view to increasing investment flows to the UN-Habitat Water and Sanitation Trust Fund;
- **National level:** Partnerships include National Habitat Committees and National Urban Forums. Partnerships at the national and sub-national levels focused on five main Habitat Agenda issues: a) environment, climate change; b) emergency response and humanitarian assistance, post disaster and post conflict recovery and longer term reconstruction; c) land, housing and basic services; d) urban poverty reduction; and e) gender, women and young people.

A New Partnership Strategy was presented in May 2011<sup>14</sup>, which includes information on the background and current status. The current collaboration of UN-Habitat with old and new partners is in many ways the result of shifting funding patterns and funding partnerships with donors as well as their changing priorities.

<sup>13</sup> United Nations Economic and Social Council, 2011, *Coordinated Implementation of the Habitat Agenda: Report of the Secretary-General*.

<sup>14</sup> UN-Habitat, 2011, *UN-Habitat Partnership Strategy*.

There has been a lack of continuity, which in turn impacts on UN-Habitat's ability to foster and maintain horizontal cooperation and build a sturdy and enduring platform for advocacy, policy formulation, programme implementation, and resource mobilization. The challenge is to keep the major players on board over time and at the same time.

UN-Habitat has in recent times started to revive some partner networks, among them researchers, universities and professionals, which will provide all the more reason for a new partnership strategy, with the timing seeming right for a new concerted beginning, given the MTSIP, the World Urban Campaign, and the growing prominence of the World Urban Forum. Greater internal coordination and information exchange within UN-Habitat will be required to arrive at a common policy and adhere to it. Virtually every division, branch, regional office had their own exclusive network of partners developed over the course of their activities. Not all of these partners are known to the entire agency. The absence of internal information has led to a state where no single office has a total overview of UN-Habitat's cooperation with partners.

Strategic partnerships are key to the promotion of sustainable urbanization and the provision of adequate shelter for all. UN-Habitat must utilize a catalytic approach in its normative and operational work, and align its partnerships with the MTSIP Focus Areas and engage partners in the ENOF – using this as platform to go to scale nationally, regionally and globally. The following actions are envisaged in the New Partnership Strategy:

- UN-Habitat should launch a coordinated institution-wide effort to catalogue the Habitat partners, categorize them by Focus Area, partner type, and type of partnership using partner selection and evaluation criteria;
- A 'partners platform' should be established as an assembly of partners to dialogue among themselves, and with UN-Habitat, and which will set common priorities. Meetings of the partners' platform could take place at the sessions of the World Urban Forum and the Governing Council. The partners platform should primarily focus on global awareness raising, policy discourse, information exchange,

and exchange of best practices in sustainable urbanization;

- Habitat partners should be encouraged to actively participate in the formulation of sustainable urbanization policy at the global, national, and local levels. UN-Habitat should facilitate the operationalizing of ENOF at the national and local levels, especially when preparing country documents in cooperation with national governments – including the promotion of programmes and projects and their funding;
- Within Delivering as One and ‘One United Nations’, UN-Habitat should systematically revive interagency-level cooperation to support the achievement of sustainable urbanization. Such strengthened inter-agency cooperation should go hand-in-hand with improving collaboration with the World Bank, regional financial institutions, and bilateral development agencies. Building on UN-Habitat’s inter-agency cooperation, these linkages should be used as a means of facilitating a greater UN-Habitat presence in the country through the UNDAF process.

A reconsideration of the current situation with respect to partners and partnerships would not only be beneficial to UN-Habitat in fulfilling its role and goals, but would also enhance its political position in the United Nations system and other decision-making fora. The UN-Habitat Partnership Strategy paper contains guidelines for: partner selection and evaluation criteria; types of partnerships; and categories of partners.

#### 4.6 UN-HABITAT PROGRAMME/PROJECT PORTFOLIO

A review of UN-Habitat’s programme and project portfolio was conducted from November 2010 to April 2011 with the purpose of providing an overall overview<sup>15</sup>. The objectives were: 1) to review UN-Habitat’s databases of programmes and projects and make a map of the complete current portfolio according to selected variables; and 2) to make an initial, general analysis of the current portfolio’s relevance to the strategic results of the MTSIP.

The total number of projects/programmes was 344 in December 2010 having a total value of USD 769 million. ‘Project’ was chosen as the unit of analysis as it is a time-bound intervention with defined budget and sources of funding. However, the review encountered some problems with this definition, as programmes and fund facilities may contain several projects. The information in the database may not be fully accurate as: new projects have been added or old ones terminated without this being reflected; and several interventions may be part of the same managerial framework, for example one being a pilot phase leading to an implementation phase. There could therefore be two projects for financial and administrative reasons, but conceptually they are one and the same activity.

The projects’ average budget size is about USD 2.24 million and average duration is less than three years. 75 per cent of the projects have budgets below USD 1 million and the five largest projects account for 30 per cent. In terms of numbers, 76 per cent of the projects are implemented in one country only, 18 per cent are global, and 10 per cent are regional or sub-regional<sup>16</sup>. In terms of value, the corresponding percentages are 70, 22 and 8 per cent respectively. About 50 per cent of the projects relate to Focus Area 2 in terms of numbers, while only 2 per cent relate to Focus Area 5 and the other four Focus Areas have about 10 per cent each. In terms of value, the picture changes somewhat with 57 per cent relating to Focus Area 2, 16 per cent to Focus Area 4, and the other four Focus Areas are less than 10 per cent.

New programmes and projects on cities and climate change, municipal finance, urban planning, urban mobility and energy have been launched. Among these are: i) Promoting low emission urban development strategies in emerging economy countries (European Union at EUR 6.7 million); ii) Promoting sustainable transport solutions for East African cities (UNEP/GEF at USD 2.85 million); and iii) Development of urban corridors in Africa (European Union – awaits funding). Spain is funding new programme areas with USD 9.0 million under the theme Achieving Sustainable Urban Development Priorities.

<sup>15</sup> UN-Habitat, 2011, *Final Report: A review of the portfolio of projects and programmes in UN-Habitat as of December 2010*, prepared by Kim Fors.

<sup>16</sup> The percentages add up to 104 per cent. We contacted Kim Fors, who confirmed that this was an error, but he was not in a position to provide the correct figures.



## 5. ACHIEVEMENTS IN THE FIRST PHASE MTSIP 2008-2009

### 5.1 MTSIP ACHIEVEMENTS DURING 2008

Following the MTSIP approval, an Action Plan was developed with 12 'quick-wins' priority action areas that were initiated in the course of 2008. The fourth quarterly progress report (December 2008) presented overall progress, challenges and next steps. Some months were lost in the beginning of 2008 due to the political situation in Kenya<sup>17</sup>. The status of the 'quick-wins' by end of 2008 is presented in Table 5.1.

Other key relevant achievements during 2008 were:

- Refinement of MTSIP Focus Areas by articulating and reformulating 'specific, measurable, achievable, realistic, and time-bound SMART (Specific, measurable, accurate, reliable and timely) results and indicators that demonstrate consistency with results-based management principles;
- The Fourth Session of the World Urban Forum was held in November 2008 in China and attended by about 8,000 participants from 174 countries;

TABLE 5.1: **Status of MTSIP end of 2008**

No.	Indicator of achievement	Status
1.	Harmonisation of Flagship Reports	100%
2.	Habitat Country Programme Documents	100%
3.	Global Campaign for Sustainable Urbanization	90%
4.	Policy on the thematic Focus Areas of the MTSIP	95%
5.	Strengthening of the Programme Review Committee	80%
6.	Branding and fund raising	100%
7.	Delegation of authority	85%
8.	Internal alignment	75%
9.	Communication and information	75%
10.	Participatory work programme and budget preparation	80%
11.	Performance monitoring, evaluation and reporting	75%
12.	Launching of ERSO activities	100%

Source: UN-Habitat, 2008, *One year of Implementation of the MTSIP, 4th Quarterly Progress Report*.

<sup>17</sup> The 2007 presidential and parliamentary elections in Kenya caused severe public unrest.

- The Gender Equality Action Plan was developed to strengthen gender mainstreaming in implementation of the MTSIP as gender was not adequately captured – and was discussed at the Fourth session of the World Urban Forum with the intent of having it finalized;
- UN-Habitat intensified its MTSIP alignment to contribute to United Nations reforms at country level and was actively engaged in six out of the eight pilot countries of the Delivering as One initiative;
- UN-Habitat became a member of the Inter-Agency Standing Committee (IASC), putting the agency on a new and equal footing in global humanitarian policy and operations.

The cooperation for the period 2008-2009 between UN-Habitat and the Government of Norway was subject to an assessment of the results achieved after one year of implementation related to Focus Area 6, Excellence in management<sup>18</sup>. It concluded, among other, that: the MTSIP provided an overall new corporate vision and introduced a new drive and motivation among staff; the MTSIP Results Framework had contributed to a better alignment and integration between UN-Habitat's divisions, and focussing on results had led to an increased understanding of the need for collaboration; and that the Habitat Country Programme Documents for the first time presented a basis for joint programming and funding. Some activities had less progress: the Resource Mobilization Unit was only partly established; the proposals for delegation of authority and accountability framework encountered slow progress; and no organizational master plan was prepared. The MTSIP made a good start at providing an overarching organizational vision, but the institutional, governance and management arrangements at the time were not likely to sustain further progress. It was recommended that the peer review process for 2009 should be speeded up, which should also address the stalemate that existed between UN-Habitat and the CPR.

In the course of implementation of the MTSIP, some issues came to the fore, which included: a) conceptual and methodological difficulties in reconciling the ambitious expected results; b) complex efforts required for compliance with different reporting mechanisms and accountability frameworks; and c) inadequacy of organizational and governance structures of UN-Habitat.

## 5.2 MTSIP ACHIEVEMENTS DURING 2009

Six-monthly progress reports were introduced in 2009 that were structured around the MTSIP Focus Areas. CPR endorsed the first report in June 2009 and the second in December 2009. Highlights of achievements during 2009 are presented below:

*Effective advocacy, monitoring, and partnership (Focus Area 1):* UN-Habitat strengthened its role as facilitator for the application of policy-oriented urban indicators at the global, regional, national and local levels. UN-Habitat Global Urban Observatory cooperated with 133 urban observatories from all regions in 2009, up from 126 at the end of 2008. Media and web outreach and flagship reports improved awareness of sustainable urbanization issues. World Habitat Day was celebrated in 45 countries, up from 36 countries in 2008. Mobilization of partners increased and the Agency reached a total of 233 cooperation agreements with partners. The new World Urban Campaign started consolidating the partner base.

*Urban planning, management, and governance (Focus Area 2):* Twenty-eight countries had improved their policies, legislation and strategies for urban planning, management, and governance with support from UN-Habitat at the end of 2009. Human settlement issues were integrated into 23 UNDAF, 20 national development plans, and ten poverty reduction strategy papers; and a total of 29 institutions in targeted countries had received institutional strengthening, enabling them to promote sustainable urbanization at the national and regional levels. There were 112 cities implementing urban planning, management, and governance with support from UN-Habitat partners.

<sup>18</sup> UN-Habitat, 2009, *Assessment – Excellence in Management: Programme Agreement between UN-Habitat and Norway 2008-2009*, prepared by Stein-Erik Kruse.

*Access to land and housing for all (Focus Area 3):*

A total of 28 countries were in the process of implementing policies to improve access to land and housing with support from UN-Habitat. The Global Land Tool Network (GLTN) – a global mechanism to promote land reform – increased its partners to 40 organizations. Nineteen countries were implementing policies to improve security of tenure, including reduction of forced evictions. Twenty-four countries were implementing slum prevention and improvement policies with UN-Habitat support.

*Environmentally sound basic urban infrastructure and services (Focus Area 4):*

The capacity of 92 partner institutions was strengthened through the Water and Sanitation Programmes in 2009. As a result, about one million people were receiving safe drinking water and basic sanitation. UN-Habitat awareness raising and capacity building had increased the demand for water and sanitation services.

*Strengthening human settlements finance systems (Focus Area 5):*

UN-Habitat leveraged resources through the Slum Upgrading Facility and the Experimental Reimbursable Seeding Operations (ERSO) aiming at providing affordable housing and infrastructure. About USD 1 million was disbursed through the Slum Upgrading Facility in 2009 and USD 714,286 was disbursed through ERSO in 2009. UN-Habitat increased capacity in municipal finance in pilot countries (Ghana, Indonesia, Sri Lanka, and Tanzania).

*Excellence in management (Focus Area 6):*

- Several dimensions to staff empowerment were addressed, including: a) promotion of a strong leadership with a shared strategic vision; b) aligning of staff skills to the new plan; c) a set of business processes, systems and procedures which were designed to promote efficiency; and d) organizational structure that would facilitate effectiveness in achieving results. UN-Habitat conducted a staff survey as a means of measuring organizational effectiveness in 2009. The overall average score was 2.7 on a scale of 1-5. By the end of 2009, there were improvements recorded in business processes, for instance, average time of recruitment was reduced from 265 days in 2008 to 177 days in 2009.

- Strategic planning and programming and results-based management were applied based on the perception that the organization's substantive programmes should produce results aimed at achieving the organization's vision and strategic goals. Through the use of SMART indicators, actual programmatic results can be measured against baselines and targets. The degree of achievements can in turn be used for making strategic decisions regarding the future direction of programmes and allocation of resources.
- Results and indicators for each Focus Area were developed in consultation with all the divisions. This contributed to better integration and collaboration among divisions by focusing on expected results of UN-Habitat. However, systematic collection of necessary data and information was still a challenge, due to insufficient capacity.
- A Resource Mobilization Unit was established by end of 2009, with three staff, to increase financial resources to deliver MTSIP results. A plan for implementing the Resource Mobilization Strategy was prepared. A multi-year programme agreement was signed with Sweden, while the Government of Spain had indicated its willingness to do likewise. Actions to mobilize resources from non-traditional donors such as the Islamic Development Bank, Coca Cola and Google.org were initiated.

The review of Focus Area 6, *Assessment – Excellence in Management: Programme Agreement between UN-Habitat and Norway 2008-2009* commissioned by Norway concluded that the new Results Framework had provided a new corporate vision and that, by focusing on results, had led to the understanding of the need for collaboration and less fragmentation. The new Programme Review Committee was launched in October 2009 to facilitate strengthened quality assurance in the programme development phase.

*Enhanced Normative and Operational Framework:*

The policy and strategy papers for the five substantive Focus Areas were revised with greater engagement of the regional offices to better establish

how Focus Area results could be delivered across divisions. Through a combination of the operational capacity of the regional offices and normative expertise at Headquarters, several priority countries received support. A total of 33 integrated Habitat Country Programme Documents were prepared to strengthen engagement with governments, United Nations Country Team and in the UN DAF processes. Information about the UN-Habitat country level expected accomplishments and implementation arrangements in relation to the MTSIP was made available in the Country Activities Report 2009 that included 50 countries.

### 5.3 SUMMARY OF THE 2009/10 PEER REVIEW OF THE MTSIP

The Peer Review of the Implementation of UN-Habitat's Medium-Term Strategic and Institutional Plan concluded that the implementation of MTSIP had helped to establish a stronger common vision for UN-Habitat, create more enthusiasm and commitment among its staff, and reduce internal barriers through better collaboration and greater focus on shared results. MTSIP had also led to strengthened normative and operational linkages and an increased results orientation through the MTSIP Results Framework. Using the principles of results-based management, UN-Habitat had developed a chain of results for each Focus Area using participatory approaches. It was found, however, that the time had come to emphasize a programmatic reform and examine UN-Habitat's programmatic focus. The five Focus Areas covered important aspects of UN-Habitat's mandate, yet they had not been effectively and consistently elaborated and communicated.

The findings of the peer review<sup>19</sup> raised a number of issues that were deemed very relevant to the present evaluation. An abstract of the main findings, conclusions and recommendations that were important to this evaluation is presented below:

- a. The first phase of the plan's implementation, during the biennium 2008-2009, was focused on the institutional aspects of the reform. The second phase during the biennium 2010-2011, was focused on programmatic aspects against a background of continuing institutional reform. There was a need to revisit the indicators of achievements in the results framework;
- b. The existing organizational structure was not optimal for the effective delivery of the plan's envisaged results. The alignment of the agency's human resources with the plan's Focus Areas had to be completed;
- c. The plan had established a number of thematic priorities based on the Habitat Agenda, which led to the identification and reformulation of strategic entry points for the programme<sup>20</sup>. There was no evidence that major activities had been dropped or resources redirected – on the contrary, a number of new priorities had been adopted;
- d. Although 'sustainable urbanization' was central to the strategic goal driving the plan's five substantive Focus Areas, the concept had not been adequately defined. While the plan presented five substantive priorities covering important aspects of the UN-Habitat mandate, those responsible for the five corresponding Focus Areas did not always communicate well with one another. The policy and strategy papers need to be viewed together with the Habitat Country Programme Documents;
- e. Although the plan's results framework articulated SMART results and performance indicators for all six Focus Areas, there had been a tendency to reduce results to numerical indicators, even for roles and activities for which other types of indicators could have been more appropriate;
- f. Coordination between global, regional and country activities was often based on informal mechanisms that lacked clear roles and formalized systems. With an expanding level of activities at the regional and national levels, and an increased emphasis on a combined normative and operational approach, the current situation was unsatisfactory. There was a need for more formal structures to link the plan's Focus Areas to the regional offices and improved mechanisms for coordination;

<sup>19</sup> Abstracts from UN-Habitat, 2011, Proposed work programme and budget for the biennium 2012-2013: Report of the Executive Director, Addendum, Midterm review of the implementation of the MTSIP for the period 2008-2013.

<sup>20</sup> The biennial work programmes

- g. The distinction between the organization's normative and operational roles was often unclear. While there was clearly an improved understanding of the need for integration within the programme, most resources for country-level activities were mobilized by regional offices for operational activities that often had insufficient normative elements and feedback mechanisms for organizational learning;
- h. The planning structure was complex, with several levels, and involved a large number of documents. The work programme and budget lacked details on prioritization and linkages to resource allocation. The cost of maintaining two separate planning and reporting systems, i.e. one for MTSIP and one for the biennial work programme was high. More importantly, however, the existence of two systems side by side appeared to have created confusion in part of the programme;
- i. The dependence on a small group of major donors was considered the most critical risk for UN-Habitat. While the gap had narrowed, the imbalance between earmarked and non-earmarked funds remained a challenge that would have to be addressed as a matter of priority.

Some of the Peer Review's key recommendations were: a) UN-Habitat should clearly define policy and programme priorities for the short and long-term; b) an overarching paper that would link the individual policy and strategy papers and define key common concepts – including "sustainable urbanization" – should be prepared; c) the individual Focus Area policy and strategy papers should be standardized to obtain greater uniformity, quality, and focus on the ENOF and crosscutting issues; and d) regional offices should play a more active role in promoting a comprehensive and coherent normative and operational vision.

Two of the peer review's lessons learned were: 1) one unintended consequence of the adoption of MTSIP was the creation of overlapping systems of data collection and reporting, which created confusion and much additional work; and 2) major reviews at the organizational level (such as the peer review) are complex and therefore would require considerable time and resources – and should not be undertaken more often than every two years.

## 6. ACHIEVEMENTS IN THE SECOND PHASE MTSIP 2010-2011



UN-Habitat Executive Director, Dr. Joan Clos, Minister of Social Development, Mr. Heriberto Felix Guearra and the Governor of Augascalientes, Mr. Carlos Lozano De La Torre during 2011 World Habitat Day global celebration, in Augascalientes, Mexico. © UN-Habitat/Julius Mwelu

### 6.1 FOCUS AREA 1: ADVOCACY, MONITORING AND PARTNERSHIP FOR SUSTAINABLE URBANIZATION

The aim of Focus Area 1 is to raise awareness of sustainable urbanization issues among governments, local authorities, and Habitat Agenda partners. The strategic result of the Focus Area is the adoption of improved sustainable urbanization policies from local to global levels. The strategies of the Focus Area are based on three pillars: i) effective advocacy; ii) partnerships that will play a catalytic role in the achievement of sustainable urbanization; and iii) monitoring of urbanization conditions and trends. UN-Habitat collaborates with parliamentarians, public sector agencies, universities, local authorities, civil society organizations, youth organizations, professionals, and private sector partners.

#### Results: outputs, outcomes and impacts

The trends of indicators of achievements from the baseline in 2009 to end of 2013 are presented in Table 6.1.

#### Expected Accomplishment 1: **Improved awareness of sustainable urbanization issues at national and global levels**

*a. Number of media articles on flagship reports:* The number of media articles on the *State of the World's Cities* report was recorded at 25,000 in 2011, exceeding the target by 56 per cent. Improved awareness and policy guidance on urbanization issues was achieved through increased production and dissemination of knowledge products through flagship publications and strategic use of advocacy platforms – mainly through the World Urban Forum,

TABLE 6.1: Focus Area 1 indicators of achievements

Expected Accomplishments	Indicator of achievement	Baseline 2009 <sup>1</sup>	Actual 2010 <sup>2</sup>	Target 2011	Actual 2011	Target 2013
<b>Expected Accomplishment 1:</b> Improved awareness of sustainable urbanization issues at national and global levels	a. Number of media articles on flagship reports.	7,910	14,022	16,000	25,000	22,000
	b. Number of downloads from UN-Habitat website on sustainable urbanization materials.	283,539	822,156	900,000	1,076,039	1,200,000
	c. Number of countries with National Urban Forums	14	20	19	35	22
<b>Expected Accomplishment 2:</b> Habitat Agenda partners (HAP) actively participate in the formulation of the sustainable urbanization policy	a. Number of partnerships contributing to sustainable urbanization:					
	- International organizations	25	28	35	73	48
	- National governments	45	-	45	40	52
	- Local authorities <sup>3</sup>	38	-	45	-	55
	- Training institutions/universities	25	-	32	20	37
	- Foundations	9	-	10	-	-
	- Private sector organizations	26	-	36	31	50
- Civil society organizations	35	-	50	24	65	
<b>Expected Accomplishment 3:</b> Monitoring of sustainable urbanization conditions and trends improved	a. Number of operational Urban Observatories	135	155	160	237	200

Notes: 1) The baseline information is taken from the November 2009 six-monthly progress report; 2) there is no information for Expected Accomplishment 2 in the December 2010 six-monthly progress report; and 3) local authorities appear in 2009, but are combined with national governments in the 2011 Annual Report.

World Habitat Day, and the World Urban Campaign, global events, conferences and meetings.

The two flagship publications – the *Global Report on Human Settlements* and the *State of the World's Cities* report – focused on specific priority topics. The editions of the *Global Report on Human Settlements* for 2009 and 2011 were *Planning Sustainable Cities* and *Cities and Climate Change*, respectively. The 2008/2009 and 2010/2011 editions of the *State of the World's Cities* reports focused on the themes of 'Harmonious Cities' and 'Bridging the Urban Divide', respectively. There is a growing demand for these reports at the regional level, which is influencing policy debates and decisions at national and local levels. *State of African Cities* reports were prepared in 2008 and 2010 and the first

*State of Asian Cities* report was prepared in 2010. The themes of these publications, for example 'City and Climate Change' and 'Bridging the Urban Divide' served as the themes for advocacy platforms for the Fifth Session of the World Urban Forum and World Habitat Day celebrations.

A recent survey of the use of UN-Habitat's two flagship reports and the Best Practices Database by selected Habitat Agenda Partners revealed that a high number of the academic and training institutions were using the *Global Report on Human Settlements* (74 per cent) and the *State of the World's Cities* (69 per cent) in their programmes. The reports and the database are also used as resource materials for: capacity building of development practitioners (34 per cent); policy formulation (27 per cent); train-

ing activities at the postgraduate level (90 per cent); and undergraduate level (39 per cent). The flagship reports were included in academic curricula by partners (69 per cent for *Global Report on Human Settlements* and 59 per cent for *State of the World's Cities*). Also, some 71, 61 and 29 per cent of the partners reported that they were using the *Global Report on Human Settlements*, *State of the World's Cities* and the Best Practice Database, respectively, as core reference for research.

Enhanced policy coherence in the management of human settlement issues in the United Nations system is also reflected in the incorporation of sustainable urban development issues in the report of the United Nations High Level Committee on Programmes in its March 2011 meeting, and in the deliberations of the Executive Committee for Economic and Social Affairs. In raising awareness on sustainable urbanization, the United Nations Commission on Sustainable Development (UNCSD), reached an important milestone in policy improvement, with the adoption of urban mobility and pro-poor sanitation as critical ingredients for sustainable development, in its outcome document, in May 2011.

*b. Number of downloads from UN-Habitat website on sustainable urbanization materials:* The demand for and use of UN-Habitat's flagship reports increased significantly in 2011. More than one million downloads on sustainable urbanization were recorded, exceeding the target by 20 per cent. The most downloaded of UN-Habitat's flagship reports were *State of the World's Cities 2010/2011: Cities for All: Bridging the Urban Divide* and *State of the World's Cities 2008/2009: Harmonious Cities*, which recorded 23,610 and 13,510 downloads respectively. The report on *Interlocking Stabilised Soil Blocks and The Challenge of Slums - Global Report on Human Settlements 2003* had 10,397 and 9,904 downloads respectively. Since its launch in March 2011, the full version of the *Global Report on Human Settlements: Cities and Climate Change* was downloaded 3,643 times, while its abridged edition was downloaded 7,553 times in English, French, Spanish, Russian, Chinese, and Arabic.

In 2011, UN-Habitat publications on Scribd.com recorded 388,364 reads, compared with 232,934

reads in 2010, realizing a 67 per cent increase. All publications on Scribd.com can now be read on mobile devices through a digital reading service called Float. Ongoing efforts to produce the quarterly magazine *Urban World* and other UN-Habitat publications for mobile devices such as the iPad, iPhone, and Kindle are expected to further increase the dissemination of information on sustainable urbanization.

*c. Number of countries with National Urban forums:*

A growing number of countries have established a National Urban Forum as platforms for awareness raising and policy debate on sustainable urban issues. National Urban Forums play an important role in linking the normative and operational work at country level. Countries with Habitat Programme Managers and those with already established National Urban Forums are the most active with elaborate advocacy and learning events. The number of countries with established National Urban Forums as platforms for promoting sustainable urbanization and adequate shelter for all, reached 35 in 2011. UN-Habitat continued to provide technical and limited financial support for the establishment and strengthening of forums through the Habitat Programme Managers. UN-Habitat continued to support National Urban Forums in 13 countries (Burkina Faso, Cuba, Fiji, Ghana, Lebanon, Malawi, Mozambique, Nepal, Nigeria, the Philippines, Rwanda, Senegal, and Vietnam).

The World Urban Forum and World Habitat Day are increasingly becoming significant global advocacy and learning platforms. More than 10,000 participants attended the Fifth Session of the World Urban Forum, held in Rio de Janeiro in 2010. The 2011 World Habitat Day was celebrated in 65 countries and recorded 250 events compared to 239 events in 79 countries in 2010. The global celebrations of World Habitat Day in 2011 in the city of Aguascalientes, Mexico, attracted over 3,000 participants. The World Expo in Shanghai in 2010 attracted over 3 million visitors to the United Nations Pavilion and 150 events were held related to sustainable urbanization. UN-Habitat coordinated the global celebrations of the 2011 World Water Day, which were held in March 2011 in Cape Town, South Africa.



## Expected Accomplishment 2: **Habitat Agenda partners actively participate in the formulation of the sustainable urbanization policy**

*a. Number of partnerships contributing to sustainable urbanization increased:* In 2011, UN-Habitat signed cooperation agreements with 188 partners. These partnerships included 73 international organizations, 40 national governments and local authorities, 31 private sector organizations, 20 training institutions, and 24 youth groups. The increase in partnerships indicates increased participation in the formulation and promotion of sustainable urbanization policies.

The implementation of the *UN-Habitat Partnership Strategy* is expected to help improve the enabling environment, which in turn will facilitate UN-Habitat's partners to work better with the relevant divisions and sections/branches within the Agency. At the twenty-third Session of the Governing Council, UN-Habitat formally approved the Habitat Professionals Forum Charter: *The role of human settlements professionals in delivering a sustainable and equitable future*, which is expected to further improve UN-Habitat's work with its partners. The Urban Gateway, a global online portal for partners, launched in 2010, is significantly enhancing the sharing of information on urban issues and improving communication between UN-Habitat and its partners.

UN-Habitat strengthened its collaboration with agencies in the United Nations system, including International Labour Organization (ILO), UNDESA, United Nations inter-agency mechanism on energy (UN-Energy), UNEP, UNICEF, United Nations Institute for Training and Research, UNODC, United Nations inter-agency mechanism on water and sanitation related activities (UN-Water), WFP, WHO and the World Bank through joint initiatives and advocacy work in sustainable urban development. Beyond the United Nations system, UN-Habitat continued to consolidate relations with international organizations, national governments, local authorities, the private sector, and youth organizations. UN-Habitat supported the capacity development of 26 local and national government training institutions (from all regions) to formulate results and outcomes as an integral programme for strengthening local authorities.

The World Urban Campaign has significantly raised global awareness on urban issues. More than 50 partners – including professionals, civil society and the private sector – are part of the World Urban Campaign and five United Nations agencies (ILO, International Telecommunications Union and United Nations International Strategy for Disaster Reduction, Universal Postal Union, and WHO) have also associated their own global campaigns with the World Urban Campaign. Eight umbrella organizations have made commitments (through MOUs) to join the campaign on the agreed work and principles relating to sustainable urban development. Two networks, CitiScope (print) and South-South News (electronic) have joined to promote the World Urban Campaign messages and principles. Youth-led organizations in urban areas are becoming important Habitat Agenda partners through grants provided for youth empowerment and sustainable urbanization initiatives. Through its Urban Youth Fund initiative, UN-Habitat worked with 115 youth organizations, which have received grants and implemented activities worth USD 2 million.

## Expected Accomplishment 3: **Monitoring of sustainable urbanization conditions and trends improved**

*a. Number of operational Urban Observatories:* The Governing Council adopted a resolution at its 23rd session that encourages countries to enumerate their slum populations, and set realistic national, regional and local targets for improving the lives of slum dwellers. UN-Habitat continued to build the capacity of national departments to monitor urban indicators and assess urban conditions and trends. By December 2011, UN-Habitat was supporting 82 national and local urban observatories. The information collected and analysed was used in policy formulation and programme development for sustainable urban development, and production of the flagship reports.

### **Effectiveness**

As is evident from the foregoing achievements at both the global and country levels, awareness creation and promotion of sustainable urbanization policies, programmes and practices have been significantly effective in terms of quantitative achievements. The monitoring of these policies and prac-

tices within the constraints of human and financial resources availability has also been effective. The outcomes of Focus Area 1 have promoted awareness about sustainable urbanization policies at local, national and global levels. The number of countries that have adopted policies, legislation and strategies incorporating sustainable urbanization principles was recorded to be 39 (under Focus Area 2), but the actual impact is not monitored.

### **Efficiency**

Progress on all three expected accomplishments of Focus Area 1 has been satisfactory, although not all targets for expected accomplishment 2 were met, for example, national governments, training institutions, civil society organizations, and private sector organizations. The annual budget estimate (Financial year 2011) for Focus Area 1 was USD 33.1 million, the allocated budget was USD 54.8 million; and the actual expenditures were USD 40.9 million resulting in an utilization rate of 74.6 per cent.

Focus Area 1 is mainly implemented through the branches and sections of the Monitoring and Research Division. The Information Service Section is also involved. The Urban Economy Branch is no longer reporting for Focus Area 1, as it is reporting to the Human Settlements Financing Division. The transaction cost of staff is high. Most of the focal persons/coordinators of Focus Area 1 are multi-tasking, involved in multiple projects, resource mobilization, supporting regional and country offices, alongside coordination of the Focus Area. It is therefore highly taxing to the staff. The reporting requires better streamlining and more focus towards results rather than activities and outputs.

### **Relevance**

Focus Area 1 is the guiding rod for the sustainability of the Human Settlements Programme. Advocacy requires continued implementation through major global mechanisms, such as the World Urban Forum, World Urban Campaign, World Habitat Day, and the Dubai International Award for Best Practices ceremonies. The UN-Habitat urban indicators database is being used by other United Nations agencies such as UNFPA, UNICEF and WHO in their respec-

tive areas of specialization. The Global Urban Observatory Programme assists countries and cities in improving their capacity to design, access, manage and analyse their information to enhance existing policy, planning, and decision-making mechanisms. The programme is also used to regularly update the urban indicator database and provide urban statistical analysis for the *State of the World's Cities*, regional state of the cities reports, reports on youth and gender, and the annual MDG Report. These and other factors enhance the continued relevance of the Focus Area.

### **Sustainability**

Provided that there are adequate human and financial resources to sustain the momentum, the programme is sustainable. Political support is also critical for the sustainability of Focus Area 1. A daunting challenge remains resource adequacy and lack of relevant and consistent data at national and local levels for advocating urban issues.

### **Coherence**

An important issue is that global and national advocacy work is coherent, which would make it possible to translate global messages into country specific advocacy work that is related to UN-Habitat's interventions in the given country. The Habitat Country Programme Documents should be a means of ensuring such coherence.

### **Lessons learned**

As of December 2011 there was evidence that awareness of sustainable urbanization at the global and national levels had increased. Press coverage of global reports increased significantly and the number of parliamentary discussions of those reports has increased. There is evidence of improved global monitoring and awareness among governments, local authorities and other Habitat Agenda Partners of human settlements conditions and trends. There has been considerable progress in engaging youth in the formulation of UN-Habitat's policies and in governance processes.

## 6.2 FOCUS AREA 2: URBAN PLANNING, MANAGEMENT AND GOVERNANCE

Focus Area 2 aims at improving urban living conditions by addressing urban safety, climate change, and urban economic development. The strategic result of Focus Area 2 is the improvement of inclusive urban planning, management and governance at national and local levels. By encouraging inclusive urban planning, management and governance it is anticipated that strategic change will occur through; improved policies, legislation and strategies; strengthened institutions; and improved capacity of cities to function in a holistic, integrated, and sustainable manner. UN-Habitat is developing policies, tools, and methodologies for better institutional and organizational development and resource management. Linking the public, private and civil spheres is central to finding ways to promote transparency, accountability, and civic engagement. Particular attention is given to the following:

- Strengthening of the analytic capacities of public institutions with respect to sustainable urbanization;
- Strengthening the public information and communication skills of municipal governments;
- Strengthening the linkage between policy and strategic innovation, as well as the implementation capacity of public institutions involved in urban development;
- Strengthening the capacities of urban institutions to assess the impacts of public policies, programmes and projects as well as various private initiatives.

UN-Habitat works in post-conflict and disaster-affected countries and addresses specifically the needs of small- and medium-sized cities, towns and settlements. The work with urban-rural linkages and urbanization, with a regional perspective, is expected to intensify. In each of the continents, the Sustainable Urban Development Network (SUD-Net) will be utilized to identify partners. The work will involve the private sector, NGOs, and community-based organizations.



Children playing in the school yard in the centre of Esmeraldas, Ecuador. 2010. UN-Habitat is supporting cities in developing and least-developed countries, develop inclusive urban planning policies, including promotion of public spaces. © UN-Habitat/ Francois Laso

### Results: outputs, outcomes and impacts

The trends of indicators of achievements from the baseline in 2009 to end of 2013 are presented in Table 6.2.

TABLE 6.2: Focus Area 2 indicators of achievements

Expected Accomplishments	Indicator of achievement	Baseline 2009	Actual 2010	Target 2011	Actual 2011	Target 2013
<b>Expected Accomplishment 1:</b> Improved policies, legislation and strategies supporting urban planning, management and governance	a. Number of countries whose policies, legislation and strategies incorporate sustainable urbanization principles.	28	30	30	39	35
	b. Number of crisis-prone and post-crisis countries whose policies, legislation and strategies incorporate urban risk- and vulnerability-reduction measures.	9	11	10	11	11
<b>Expected Accomplishment 2:</b> Strengthened institutions promote inclusive urban planning, management and governance	a. Number of institutions in targeted countries that actively promote sustainable urbanization dimensions.	29	41	50	53 <sup>1</sup>	70
<b>Expected Accomplishment 3:</b> Improved implementation of inclusive urban planning, management and governance	a. Number of cities implementing inclusive urban management, planning and governance. <sup>2</sup>	112	132	139	147	209

Notes: 1) 27 of the institutions were local government training institutions; 14 were universities; and 12 were local government associations and regional/global local government training institutions; and 2) the implementation were in areas of governance, safety, environment, and risks and crisis.

### Expected Accomplishment 1: **Improved policies, legislation and strategies supporting urban planning, management and governance**

*Urban planning:* Policies, legislation and strategies are essential means of providing direction for urban growth and governing urban affairs in support of sustainable urbanization. Examples from Asia and the Pacific, Africa, and Latin America and the Caribbean include: drafting of a regional strategy on inclusive urban planning, management and governance with the Geographic Information System (GIS) and spatial planning; local reviews of urban planning legislation and policy; review of local governance systems and development of action plans for undertaking reforms; revision of regulations concerned with national-local housing policy coordination; and promotion of public spaces for more inclusive cities.

*Urban safety:* At its 23<sup>rd</sup> Session the Governing Council adopted a resolution for safer cities and urban crime prevention, which, among others led, to the formation of the Global Network for Safer Cities. A regional framework to foster international cooperation for better access to public safety services was endorsed by 24 countries in Africa and the Arab States region. The General Organization for Physical Planning tool was piloted in African cities, and safety needs assessments were conducted in other cities to provide information on crime trends. A compendium on good urban safety practices has been developed that also includes slum areas. Support for safer settlement planning has been provided through development of guidance notes and capacity building.

*Climate change:* The Cities and Climate Change Initiative (CCCI) was initiated in 2008 and is a component of SUD-Net. Since 2008, CCCI has developed tools to support national and city level activities especially in four pilot countries (Ecuador, Mozambique, the Philippines and Uganda). By December 2011, CCCI activities had expanded its scope to 20 countries focusing on urban planning approaches, exploring linkages between urban governance and climate change actions, and promoting gender and youth inclusive responsive networks. The approach and tools used in the United Nations system to support cities to take action on mitigation and adaptation to climate change were documented and became better known as a result of UN-Habitat's coordination of ten United Nations agencies at a UNFCCC side event in Cancun in December 2010 – some of the elaborated strategies were integrated into the implementation plans of the Cities and Climate Change Initiative (CCCI). UN-Habitat contributed to the preparation of The Fifth Assessment Report of the Intergovernmental Panel on Climate Change (IPCC) that will be finalized in 2014. A major contribution in 2011 to global efforts on climate change issues was the publication of the Global Report on Human Settlements 2011: Cities and Climate Change that provided evidence-based documentation on the linkages between climate change and cities. Governments have begun to pass by-laws and undertake concrete activities to enhance climate resiliency and reduce greenhouse gas emissions.

*Risk reduction in crisis-prone and post-crisis:* By December 2011, UN-Habitat was supporting 11 countries towards incorporating urban risk and vulnerability reduction measures and established an IASC Task Force in early 2011 on Meeting the Humanitarian Challenges of Urban Areas. UN-Habitat is jointly working with UNEP, UNFPA and UNICEF on a reconstruction programme in Haiti. In Afghanistan, UN-Habitat has assisted with policy preparation for informal settlement upgrading with a view to reducing risks and vulnerability.

### Expected Accomplishment 2: **Strengthened institutions promote inclusive urban planning, management and governance**

*Cooperation with training institutions:* UN-Habitat established partnerships with a number of training institutions that draw on UN-Habitat's experiences, which among others include: a) the Association of

African Planning Schools (a network of 42 tertiary planning institutions), which has developed a '*Climate Change and African Cities*' curriculum; b) the University of Johannesburg, which has institutionalized local government training, based on '*Strategic Planning for Local Economic Development*'; c) the University of Botswana, which provides courses on climate change, conducted a course in 2009 based on '*Climate Change and Urban Planning*'; d) a regional training institute in Kenya that offers a wide range of urban planning, management and governance training for local authority personnel in East Africa; and e) the International Urban Training Centre in Asia that offered seven regional training courses on urban planning, management and governance. UN-Habitat also developed a guidebook entitled *Local Action for Biodiversity*, published in 2010, for Governments to support cities and local authorities in the implementation of the Convention on Biological Diversity.

*Cooperation with other United Nations agencies:* The United Nations Advisory Committee of Local Authorities (UNACLA) – for which UN-Habitat serves as secretariat – is promoting sustainable principles and good practices in urban mobility, job creation and local productivity, environmental resilience, and municipal finance through the implementation of a four-year work programme aimed at demonstrating the integration of these issues into urban planning, management and governance. UN-Habitat developed the *Introductory Handbook on Policing Urban Space* in partnership with UNODC, and the curriculum addressing urban policing in partnership with the Institute of Public Security in Barcelona and partners in the Police Platform for Urban Development.

*Cooperation with cities and municipalities:* More than 20 municipalities in East Africa have benefitted from a diploma course on urban development prepared and managed by the Lake Victoria City Development Strategies Initiative (an initiative supported by UN-Habitat for improved urban environment and poverty reduction) in collaboration with the Institute of Housing and Urban Development Studies of Erasmus University. Enda Tiers Monde has, in collaboration with UN-Habitat, supported municipalities in Senegal in participatory budgeting. About 3,000 local government staff in Liberia have been trained in leadership development, urban financial management, and local economic development.

### Expected Accomplishment 3: **Improved implementation of urban planning, management and governance**

*Number of cities implementing inclusive urban planning, management and governance:* UN-Habitat continued to respond to the growing requests for technical and financial resources. By December 2011, a total of 146 cities were implementing urban planning, management and governance with support of UN-Habitat.

*Urban planning:* The Lake Victoria website spatial portal and repository for regional urban planning continued to play an increasingly critical role of keeping track of East African regional indicators to evidence-based strategic planning and provide practical tools for urban planning. UN-Habitat initiated the Habitat Partner University Initiative with the aim of strengthening urban education, urban research, and capacity development and providing evidence-based policy advice. The Global Planning Education Association Network, representing nine regional and national planning education associations, signed a memorandum of understanding to strengthen urban planning education worldwide.

*Climate change:* Mayors and other elected local leaders from 28 countries from all regions signed the Durban Adaptation Charter for Local Governments (a set of 10 specific commitments to strengthen local resilience) during the Local Government Convention (held with support from the International Council for Local Environment Initiatives (ICLEI), the South African Government, UN-Habitat and others), which ran in parallel to the 17<sup>th</sup> Conference of Parties and 7<sup>th</sup> Meeting of Parties to the UNFCCC held in November-December 2011 in Durban. Following the lobbying by UN-Habitat and others, the Board of the Clean Development Mechanism approved the multi-sectoral and multi-methodology 'City-wide programme of action' approach, which may help unlock carbon finance for secondary cities. In partnership with the Cities Alliance, UNEP and the World Bank, UN-Habitat developed a city level greenhouse gas emissions inventory standard, which was launched at the fifth session of the World Urban Forum in 2010. The standard is harmonizing a wide range of greenhouse gas emission practices and contributing to the monitoring of city level efforts to mitigate climate change.

*Urban safety:* The Medellin Laboratory launched best practices on urban safety, slum upgrading and integrated urban sustainable development projects in 2011 as part of the south-south cooperation promoted by UN-Habitat. Human Security training was conducted for 35 local government participants from 18 cities in the Asia Pacific. UN-Habitat expanded its knowledge base for partners on urban safety by introducing the 'Youth Crime and Violence Prevention Manual' and the 'Toolkits on Youth Crime Prevention and Community Safety' (Guia Para La Prevencion con Jovenes; and Guia Para La Prevencion en Barrios) for Latin America and the Caribbean and conducted three regional training sessions.

### **Effectiveness**

The targets set for Focus Area 2 have been surpassed in terms of the quantitative indicators. However, these do not capture all the qualitative results achieved at global, regional, and country levels. Thirty-nine countries have been covered, but this achievement should be compared with the number of countries that would be in need of improved policies. The six-monthly and annual reports are only able to reflect on a fraction of what has been achieved, especially so at the country level, for example for Expected Accomplishment 2, the number of institutions is counted, but the actual capacity built is not measured. Overall, indicators are at best proxies that are measurable with the resources available. In regards to Expected Accomplishment 3, there is limited information on how the involved cities are actually implementing urban planning, management and governance, i.e. is it only in parts or is a comprehensive approach applied? Measuring of urban planning, management and governance achievements is still a work in progress. There is a need to establish partnerships and monitoring systems to assess results and reflect these in the periodic reporting.

### **Efficiency**

Progress on Focus Area 2, for all its three expected accomplishments, has been satisfactory. The annual budget estimate (Financial Year 2011) for Focus Area 2 was USD 23.6 million, the allocated budget was USD 47.2 million; and the actual expenditures were USD 30.1 million resulting in an utilization rate of 64 per cent.

Staff of Expected Accomplishment 2 participated fully in the MTSIP preparation of: the policy paper, the Results Framework, and expected accomplishments. Some branches within Focus Area 2 are of crosscutting nature and feel they are severely limited to work within the restrictions of the Focus Area, for example the Training Capacity Building Branch's operation functions are crosscutting in nature. Expected accomplishments and sub-expected accomplishments have deliberately avoided a sectoral approach – efforts were made to focus on upstream change processes. However, a deeper commitment is needed to deal with the cumulative effects of the various entry points. Local policy may change in ten cities on climate change and in ten other cities on safer cities, but if there is no overlap, this may not lead to improved urban planning, management and governance.

Focus Area 2 was formulated in way that was meant to promote integration and coordination within the Focus Area and with other Focus Areas – thereby enhancing UN-Habitat focus and effectiveness. In terms of implementation there has been some success within Focus Area 2. However, limited coordination with other Focus Areas has been achieved – although some of the Global Division's branches are beginning to have increased collaboration with other Focus Areas. Resources could be utilized more efficiently if work across the Focus Areas was encouraged/mandated and if there were early cut-off deadlines after which the fund could be reallocated within the Focus Areas. There is a general consensus across branches that funding for Focus Area 2 is uneven. The ENOF, in theory, looks flawless in providing coherence between the Focus Areas for better results, but in practice this is not felt to be the case. During the last two years there has been improved integration of crosscutting issues (gender, youth and disaster).

### Relevance

National governments are requesting substantial support for their institutions. There are interesting changes within UN-Habitat, as focus is shifted towards a capacity development strategy and not solely remaining a training strategy. Focus Area 2 remains relevant in view of the GEF's 5<sup>th</sup> replenishment (2010-2014), the Rio +20 process (2012); the

UNFCCC Cancun Agreements on climate change (2010); and the Nagoya Action Plan on cities and biodiversity (2010). It is also worth noting that the proposed revised Cities and Climate Change Initiative (CCCI) logframe for 2012-2013 will be fully coherent with Focus Area 2 logframe/indicators.

Focus Area 2 has stimulated discussions and work on capacity development aspects that go beyond training, but more needs to be done in the coming years for this to take root in the organization's culture and practice and begin impacting on partners. Emphasis should be placed on long-term sustainability in building capacity.

### Sustainability

Limited information is available on likely Focus Area 2 outcomes and impacts. Outcomes and impacts will, however, undoubtedly materialize. More detailed reviews/evaluations at the country level would most likely disclose contributions to policy changes, reforms, and strategic approaches, which in all probability would have long-term impacts. An independent evaluation of CCCI is ongoing and expected to be completed by November 2012.

### Coherence

Urban planning is intended to be an all-encompassing exercise that addresses all essential issues. As such Focus Area 2 should have a bearing on Focus Areas 3, 4 and 5. Urban safety and climate change are two dimensions that should be addressed through comprehensive planning. More efforts are required to make the ENOF a reality to attain coherence between the Focus Areas. Coordination with other Focus Areas has proven particularly challenging and is not as robust as it could have been. An effort should be made to analyse the overall top-level outcomes and achievements of the MTSIP in terms of "sustainable urban development" over and above individual Focus Areas.

### Lessons learned

Reduction of reporting times and development of systems to manage institutional know-how and knowledge is needed. There is an urgent need of an outcome evaluation of Focus Area 2 in its totality. There has been a notable emphasis to articulate

and track efforts in terms of outcomes instead of outputs and activities – however, more needs to be done. It would be useful to focus and report on one city (or country) to demonstrate aggregated results of UN-Habitat achievements. Correspondingly, a monitoring information system to support evidence based planning would assist in recording the results that have been achieved. In parallel with collecting inputs for external reporting, a clearly separate process for capturing lessons that will be used for internal reflection should be established.

The exclusive focus of indicators on quantitative measures and the limited resources available for normative work that underpins the long-term success of the operational activities remains a major challenge. The non-sectoral approach of Focus Area 2 is an asset for UN-Habitat as it provides added value particularly at the city level.

### 6.3 FOCUS AREA 3: PROMOTION OF PRO-POOR LAND AND HOUSING

The aim of Focus Area 3 is to help create the necessary conditions for concerted international and national efforts to stabilize the growth and proliferation of slums and set the stage for the subsequent reduction in the number of slum dwellers and reversal of the current trend of uncontrolled urban slum proliferation. The strategic result is improved access to land and housing, security of tenure, and slum improvement and prevention, all of which rely on three crosscutting strategies: 1) knowledge management and advocacy; 2) capacity building at the global and regional levels; and 3) supporting implementation at the country and local levels. The issues of gender, youth and the elderly are mainstreamed into the approach.

At the country level, UN-Habitat's engagement in land and housing issues were shaped by: governments' demand, where there is a commitment to policy reform; and countries undergoing post-disaster and post-conflict processes, where assistance to housing- and land-related issues are at the top of the agenda. Focus Area 3 programmes and projects towards improving and promoting more productive land and housing policies were being implemented in partnership with governments and other Habitat Agenda Partners. There is a substantial scope for interaction between Focus Area 3 and the other sub-

stantive Focus Areas of the MTSIP.

The Global Land Tool Network (GLTN) was launched in June 2006 with the goal to contribute to poverty alleviation and the MDGs through land reform, improved land management and security of tenure. The GLTN is implemented by UN-Habitat and is funded by the Government of Norway and the Swedish International Development Cooperation Agency (SIDA). The project's commencement pre-dates (2006) and was subsequently integrated into the MTSIP. The GLTN was scheduled to run until 31 December 2011. A *Mid-Term Evaluation of the Global Land Tool Network* was undertaken from August 2009 to March 2010<sup>21</sup>. Working with its partners, GLTN aims to identify and develop land tools to support innovations in pro-poor and gender appropriate tools that are affordable and can be applied at scale. GLTN advocates for progressive approaches, and develops the global knowledge base through evaluation of innovative land programmes and conduct of priority research. The GLTN aims at improving global coordination on land and strengthening of existing land networks. It promotes the establishment of a continuum of land rights, rather than just focus on formal land titling.

#### Results: outputs, outcomes and impacts

The trends of indicators of achievements from the baseline in 2009 to end of 2013 are presented in Table 6.3.

#### Expected Accomplishment 1: Improved land and housing policies implemented

Reform, modernization and improvement of existing land policies, including access and tenure systems, and housing delivery systems, land and housing reform in general, were and are being undertaken.

The *Global Shelter Strategy to the Year 2000* that was adopted by the United Nations General Assembly in 1988 advocated for the need to shift housing policies away from an exclusive focus on building houses to a more holistic approach, which would include government interventions related to land, finance, regulations, planning, infrastructure and housing markets.

<sup>21</sup> UN-Habitat, 2011, *Mid-Term Evaluation of the Global Land Tool Network, Evaluation Report 3/2011*, prepared by G. Collet and A. Burns



TABLE 6.3: Focus Area 3 indicators of achievements

Expected Accomplishments	Indicator of achievement	Baseline 2009	Actual 2010	Target 2011	Actual 2011	Target 2013
<b>Expected Accomplishment 1:</b> Improved land and housing policies implemented	a. Number of countries implementing improved land and housing policies	28	33	30	37 <sup>1</sup>	32
<b>Expected Accomplishment 2:</b> Security of tenure increased.	a. Number of countries implementing policies to improve security of tenure, including measures to reduce forced evictions	19	24	21	29	23
<b>Expected Accomplishment 3:</b> Slum improvement and prevention policies promoted.	a. Number of countries implementing slum prevention and improvement policies	24	33	26	33	28

Note: 1) The new countries are Burundi, Democratic Republic of Congo (DRC), Iraq and South Sudan.

The adoption of neo-liberal policies has implied serious limitations, as documented in UN-Habitat's *Global Report on Human Settlements 2003: The Challenge of Slums* that revealed a remarkable increase in the population living in slums to nearly 1 billion people.

At its twenty-third session in April 2011, the Governing Council adopted a resolution requesting UN-Habitat to assess the results and impacts of the Global Shelter Strategy to year 2000 and formulate a Global Housing Strategy to the Year 2025. The new strategy to year 2025 advocates for the need to radically shift housing theory and practice. The goal is to advance on the achievements and lessons learned with strategy to year 2000 and formulate a global housing policy emerging from a broad-based national, regional and global consultation process, which integrates housing policies into broader urban planning strategies as well as into social, economic and environmental policies.

The process to develop a global housing policy document envisages critical benchmarks. Some of them are associated with the Sixth and Seventh Sessions of the World Urban Forum (2012, 2014), the Rio +20 Conference in Rio de Janeiro (2012), the Habitat III Conference (2016), and the 24th and 25th session of the Governing Council (2013, 2015). An Expert Group Meeting was held in March 2012 in

Rio de Janeiro to assess regional trends, formulate the global housing strategy roadmap towards 2025, and outline the methodology.

Vulnerable groups in Africa may gain more equitable access to land as a result of the Land Policy Initiative Implementation Plan developed by the African Union Commission, UNECA and the AfDB, with UN-Habitat support. The African heads of state, East African Community (EAC), Economic Community of West African States (ECOWAS) and Southern African Development Community (SADC) approved the Land Policy Initiative framework and guidelines in 2009. A number of partnership arrangements were developed to advance the main objective of Focus Area 1. An example is the Development Partners Group on Land in Kenya, to promote improvement of land policies and access to affordable land with secure tenure; establishment of Land Policy Advisory Commission in Iraq, to initiate policy reform in the land sector; development of the Social Tenure Domain Model, which aims to address the information requirements of unplanned settlements.

GLTN has promoted pro-poor land policies and programmes through the capacity development work targeting government staff, practitioners, and Habitat Agenda partners. GLTN is developing pro-poor and gender appropriate land management and land tenure tools with the participation of grassroots or-

ganizations. The Secretariat of GLTN had engaged both large and small partners in research, tool development and training. It has been very successful in encouraging and retaining a broad array of partner organizations from very different perspectives and backgrounds. By end of December 2011, the network had partners from 48 organizations, up from 33 in 2008, with individual membership of 1,800 members from 142 countries. The partners include international networks of civil society, international finance institutions, international research and training institutions, donors, and professional bodies involved in the land sector.

The mid-term evaluation found that the GLTN had been very effective in communicating technical and policy issues to different audiences, for example, through the United Nations Commission for Sustainable Development and its involvement in the AU/ECA/AfDB<sup>22</sup> framework and guidelines on land policy in Africa. Successful messages include the continuum of rights and the need for affordable, pro-poor, gender appropriate approaches to land governance. In the area of strengthened capacity for land governance a considerable number of tools have been developed or were in draft form at the time of the mid-term evaluation. Progress in testing tools at the country level has been limited as GLTN country-level engagement is still at an early stage. GLTN efforts towards donor coordination at the country level have made very important contributions in Kenya, but expanding of the GLTN to other countries is constrained due to its lack of presence. Nevertheless, by end of 2011, plans were made to support donor coordination in Ethiopia (led by the World Bank), and country level support was extended to Democratic Republic of Congo, Iraq, Liberia, Myanmar (with UN-Habitat support) and nine countries in the Eastern Caribbean region. As regards to institutional capacity, the GLTN has been successfully established with a continuously expanding number of registered members and partners.

### Expected Accomplishment 2: **Security of tenure increased**

The Governing Council endorsed the continuum of land rights framework at its twenty-third session in April 2011, which was further endorsed by 80 GLTN

partners. It is reported that overall, governments and Habitat Agenda partners had been mobilized to progressively improve security of tenure and reduce forced evictions in 28 countries over the years (2008-2011), including in post-disaster and post-conflict situations. Specifically, the review of progress on Focus Area 3 reports that:

- Over the period (2008 -2011), strategies to promote the full and progressive realization of the right to adequate housing have been developed and progressively refined, incorporating a rights-based approach in developing housing policies and programmes. UN-Habitat's normative effort to promote alternatives to forced evictions became more structured through the Advisory Group on Forced Evictions and its partners;
- A comprehensive policy research review process of the full and progressive realization of human rights to adequate housing has been implemented by UN-Habitat, which enabled indigenous people in five Latin American countries (Bolivia, Colombia, Ecuador, Peru and Venezuela) to progressively gain improved access to adequate housing;
- Significant progress has been made towards increased access to secure and affordable housing in Africa as a result of technical, financial, institutional and policy support from UN-Habitat, by raising awareness through institutional platforms such as the African Ministerial Conference on Housing and Urban Development (AMCHUD) and the Bamako Plan of Action;
- Numerous tools and policy guides, including gender sensitive ones, for improving land and housing policies were developed and applied in a number of countries in Africa, Asia and the Pacific, and Latin American and the Caribbean. Tool testing at country level is being undertaken in Brazil, Ghana, Nepal, Tanzania and Uganda;
- The Policy Guide to Secure Land and Property Rights for Indigenous People in Cities was developed by the GLTN and the UN-Habitat Housing Policy Section to address problems encountered as a consequence of urban expansion, migration, and long-standing discrimina-

<sup>22</sup> African Union/ United Nations Economic Commission for Africa/ African Development Bank

tions preventing indigenous people and other vulnerable groups from enjoying their housing and property rights.

- A number of disaster and conflict affected countries (Afghanistan, Burundi, Democratic Republic of Congo (DRC), Haiti, Iraq, Liberia, Somalia, South Sudan, Uganda, etc.) are progressively promoting and institutionalizing land conflict resolution and security of tenure using tools and methodologies developed by UN-Habitat.

### Expected Accomplishment 3: **Slum improvement and prevention policies promoted**

As of December 2011, 33 countries (17 in the Africa and Arab States region, ten in Asia and the Pacific, one in Europe and five in Latin America and the Caribbean) were implementing slum prevention and improvement policies with UN-Habitat support, which is above the 2011 target of 26 countries. Twelve countries prepared slum upgrading and prevention programmes for implementation with support from the Participatory Slum Upgrading Programme and funding from the European Commission. Slum improvement and prevention programmes and projects are progressively being promoted and supported by UN-Habitat. Between 30 and 40 countries in various regions and sub-regions of the world are implementing slum prevention and improvement programmes and policies supported by UN-Habitat. Specifically:

- In collaboration with some Habitat Agenda partners (including Cities Alliance, GIZ, IADB and WBI), UN-Habitat has, within the framework of Focus Area 3, completed the revision of the National Slum Upgrading Frameworks of nine countries, (Brazil, Chile, Colombia, India, Indonesia, Morocco, South Africa, Thailand and Tunisia), and are replicating the exercise in five more countries (Bangladesh, Cote d'Ivoire, Ethiopia, Ghana and Kenya). This has provided the opportunity for knowledge sharing and capacity development;
- An international symposium/research workshop on participatory slum upgrading and policy

reforms to slum prevention was convoked and coordinated by UN-Habitat in June 2011 to share experiences and develop/strengthen the capacity of practitioners and stakeholders from all sectors – NGOs, community based organizations, academia, professional bodies and other private sector entities. The resulting publication *Change by Design: Building Communities Through Participatory Design* was widely disseminated;

- UN-Habitat supported slum improvement and prevention in a number of conflict and post-conflict countries, for example Colombia, Iraq, Nepal, Occupied Palestinian Territory, and Sri Lanka. UN-Habitat is also supporting the 'Urban Partnerships for Poverty Reduction Project' in Bangladesh. The project is the largest urban poverty reduction initiative in Bangladesh.

### Effectiveness

Overall, the expected accomplishments have been partially achieved. It should be noted that the overall results of Focus Area 3 should take the contributions of field projects and operations into account. Normative work of Focus Area 3, including promoting secure tenure and alternatives to forced evictions remain a challenge. Results based management has been the weakest link, as some of the indicators of achievements could have been better formulated to assess results and impacts vis-à-vis planned activities and available resources. Human resource allocation and the appointment of specialized staff needs to be increased.

### Efficiency

Progress on Focus Area 3, for all its three expected accomplishments, has been satisfactory. The annual budget estimate (Financial Year 2011) for Focus Area 3 was USD 25.4 million, the allocated budget was USD 106.2 million; and the actual expenditures were USD 84.1 million resulting in an utilization rate of 79.1 per cent.

Overall, human and financial resources were inadequate. There was a lack of core resources to recruit staff to design programmes and initiatives to achieve the expected accomplishments of the

MTSIP. UN-Habitat donors, such as Norway, Spain and Sweden, who contribute to global activities through framework agreements, use the Focus Areas of the MTSIP as their funding framework. However, the bulk of funding is generated for projects at regional and field levels. Project planning is demand driven, and the demand comes from government, donors and other partners. To improve and scale up UN-Habitat's portfolio, the relevant strategic frameworks in the field should be reinforced.

Focus Area 3 was involved in the planning process of MTSIP Focus Areas' results. Expected accomplishments for land, housing, and property in post conflict countries were articulated. The planning exercise contributed to shape the 'Adequate Housing for All Programme'. There is a full alignment between the GLTN and MTSIP. Indicators of accomplishment were, however, not sufficiently adapted to strategic outputs to efficiently report on the progress and achievements of the Housing Policy Section's work at the global normative level. The definition of the Adequate Housing for All Programme Component 2: 'Global Eviction Monitoring and Prevention' does not include impact assessment, dispute resolution, or linkages with compensation, acquisition, and expropriation. There is scope to focus on prevention, but this was not captured in the MTSIP framework.

MTSIP Focus Areas contributed to the development of a clear framework for Focus Area 3 in the spirit of results based management. Internal evaluation of global and country programmes is very weak. Monitoring and evaluation should provide a clearer guidance and stronger support. A better reporting system to reinforce sources of information to assess impact of achievements, media coverage at local level, impact of national policies, and public awareness are missing. There is a lack of agency wide performance analysis. The Disaster and Post-Conflict Section has initiated a disaster and post-conflict journal to collect global, regional and country results and translates these into concise information for cities, partners, donors, and member states. Efforts have been made to mainstream gender and youth issues in Focus Area 3 outputs. Focal points have been appointed, project proposals formulated, but the efforts were not fully supported by the substantive units.

## Relevance

Land constitutes one of the three core thematic areas in the Habitat Agenda. Land is fundamental to delivering on the MTSIP substantive areas. The successful implementation of GLTN projects within MTSIP shows that the Agency has developed expertise, leadership and a brand, which are valuable and recognized by key urban stakeholders and donors.

Housing is a core UN-Habitat mandate. The *Global Housing Strategy to the Year 2025* is being formulated as per resolution of the 23<sup>rd</sup> session of the Governing Council. The new strategy aims to address the challenge of slums, inadequate housing and extreme urban poverty worldwide. Increased requests from national governments have been expressed for UN-Habitat to provide technical assistance in identifying bottlenecks and challenges of the housing sector – and in implementing enabling housing strategies and public policies at regional and local levels. The challenge of slums and successful implementation of pro-poor housing policies and programmes are closely related to the successful implementation of Focus Area 4 on basic infrastructure and services, as well as on Focus Area 2 on good governance, urban planning and environment.

Disaster and conflicts are increasing worldwide and cities are becoming the centres of concentration of urban risks. UN-Habitat possesses expertise across the spectrum of core urban functions, such as shelter and housing, land and property rights, basic infrastructure and services. UN-Habitat has developed large-scale programmes in post conflict countries. Requests to support urban recovery and reconstruction are increasing. Regional offices are central to the delivery of the urban agenda in post-crisis countries.

## Sustainability

The sustainability of Focus Area 3 interventions relates closely to the quality of the tools applied and the extent to which these are requested by national and local governments and supported by donors and other partners – and in turn how these are transformed into national policies and legislation. The GLTN is a good example of a network that has the prospect of becoming sustainable, but has not

yet been tested widely at the global level. Ultimately, the sustainability relates to the benefits attained by residents in the targeted urban and slum areas and how these are sustained over time. Impact evaluations on a country basis will be required to determine the degree of sustainability.

In the short and medium-term, sustainability will be dependent on the capacity of the GLTN Secretariat and the level of donor support. Having made a promising start with advocacy, research and tool development, GLTN now needs to upscale the testing of its tools at the country level to sustain its credibility and expand its outreach outside of Kenya. GLTN must also find mechanisms and means to support this new phase of activity. Among the most important constraints facing the expansion of GLTN is its limited administrative and technical capacity in relation to the ambitious programme of country level activities planned.

### **Coherence**

Joint implementation and collaboration with other Focus Areas have not been supported by existing mechanisms and reporting systems – a case in point is the collaboration between Focus Area 2 and 3 (being managed by the same division). A framework for results and collaboration among MTSIP Focus Areas for improving effectiveness does not exist. There has been an effort – and gains – to link normative with operational activities. Mechanisms (for example, the Enhanced Normative and Operational Framework) to promote cooperation in implementing joint activities across Focus Area 3 have remained weak.

### **Lessons learned**

A better reporting system is missing, which would reinforce sources of information to assess the impact of achievements and activities, media coverage at local level, impact on national public policies and public awareness. Monitoring and evaluation should provide clearer guidance and stronger support in implementing the MTSIP and more attention is required to focus on results and impacts on the ground. Clearer mandates for branches, sections and units are warranted for the implementation of planned outputs and expected accomplishments. The ENOF task force could have been more effective.

Joint implementation and collaboration with other Focus Areas was not supported or encouraged by the existing mechanisms and reporting system. This is happening more often now due to organizational reform. The MTSIP has been considered to lack programmatically driven discussions, programmes, and outputs among Focus Areas, thus limiting collaboration. A framework for results and collaboration among MTSIP Focus Areas for improving effectiveness could be improved. Results based management has been a weak link as some of the indicators of achievements could have been better formulated to assess results and impacts vis-à-vis planned activities and available resources.

The Global Housing Strategy has triggered considerable discussion and debate, both internally and externally. There is a feeling that donors remain reluctant to finance housing programmes despite the potential of housing stimulating economic growth.

## **6.4 FOCUS AREA 4: ENVIRONMENTALLY SOUND BASIC URBAN INFRASTRUCTURE AND SERVICES**

The aim of Focus Area 4 is to make sustainable urbanization in targeted countries a fundamental principle. The strategic result is expanded access to environmentally sound basic urban infrastructure services with a special focus on the un-served and underserved populations. The implementation of Focus Area 4 is closely linked to other Focus Areas: Focus Area 1 for monitoring of basic services; Focus Area 2 for integrating water and sanitation, transport and energy into urban planning; Focus Area 3 for integrating infrastructure aspects with provision of housing; and Focus Area 5 for linking with financing mechanisms for basic infrastructure and services.

Through the Water and Sanitation Trust Fund UN-Habitat has established strategic partnerships with multilateral organizations and regional development banks. The partnerships with development banks are particularly important in terms of capacity development and access to investment funding. The trust fund has provided a fast-track mechanism for cities and towns to reach the poor through six major programmes: i) Water for African Cities Programme; ii) Water for Asian Cities Programme; iii) Water for



Construction of a new water tank funded by UN-Habitat in Bondo, Kenya, 2011 © UN-Habitat/Julius Mwelu

Latin American and Caribbean Cities Programme; iv) Lake Victoria Water and Sanitation Initiative; v) Mekong Regional Water and Sanitation Programme; and vi) The Global Water Operators Partnership Alliance.

The Water and Sanitation Trust Fund was established in 2003 with the objective of bringing in new investment and ideas to expand the water and sanitation coverage for poor urban dwellers and help build momentum for achieving the MDGs. Three key outcomes were envisaged: increased institutional capacity in partner countries for pro-poor water and sanitation initiatives; increased flow of investment into the water and sanitation sector catalysed by trust fund's interventions; improved MDG monitoring mechanisms in place in partner countries. An impact study was undertaken of UN-Habitat's Water and Sanitation Trust Fund from October 2009 to January 2010<sup>23</sup>.

### Results: outputs, outcomes and impacts

The trends of indicators of achievements from the baseline in 2009 to end of 2013 are presented in Table 6.4.

<sup>23</sup> UN-Habitat, 2001, *Main Report of the First Water and Sanitation Trust Fund – Impact Study*, prepared by independent consultants. The study was completed in January 2010, but the final report was only released some time in 2011.

Expected Accomplishment 1:

### **An enabling policy and institutional framework promotes expanded access to environmentally sound urban infrastructure and services**

*a) Number of countries adopting relevant policies:*

The impact of policy reforms and ongoing programmes in the water and sanitation sector is illustrated by the increasing number of beneficiaries of these services. Advocacy and technical support were provided to partner countries through policy dialogue, sector reviews, and strategic development. Technical and advisory support on water and sanitation to partner countries had a catalytic effect on national policy reforms for improved access to basic urban services and resulted in the adoption of financing mechanisms targeting poor households. Progress was made in the development, adoption and implementation of sanitation and solid waste management plans and legislation.

The United Nations Commission on Sustainable Development adopted urban mobility and pro-poor sanitation in its outcome from May 2011. The Water Operators' Partnership of the Global Water Operators Partnership Alliance (GWOPA) has been institutionalized as a capacity building strategy through different frameworks, for example the

TABLE 6.4: Focus Area 4 indicators of achievements

Expected Accomplishments	Indicator of achievement	Baseline 2009	Actual 2010	Target 2011	Actual 2011	Target 2013
<b>Expected Accomplishment 1:</b> An enabling policy and institutional framework promotes expanded access to environmentally sound urban infrastructure and services.	a. Number of countries progressively adopting relevant policies that aim to expand access to environmentally sound urban infrastructure and services.	28	35	30	36 <sup>2</sup>	37
	b. Number of institutions in target countries progressively adopting institutional mechanisms that expand access to environmentally sound urban infrastructure and services.	81	123	105/93	126	120
<b>Expected Accomplishment 2:</b> Increased institutional efficiency and effectiveness in the provision of basic urban infrastructure and services.	a. Percentage of service providers (water & sanitation utilities) supported by UN-Habitat recovering at least 95% of operation and maintenance costs of services.	33%	N/A <sup>3</sup>	40% <sup>1</sup>	N/A	50%
	b. Percentage of consumers of UN-Habitat partner service provider organizations reporting satisfaction with services provided.	Water 80% Sanitation 58%	N/A	62% <sup>1</sup>	N/A	62%
<b>Expected Accomplishment 3:</b> Enhanced consumer demand for efficient and environmentally sustainable basic urban infrastructure and services.	a. Percentage of consumers ranking basic urban infrastructure services as the first three of their priority needs.	N/A	N/A	N/A <sup>1</sup>	N/A	N/A
	b. Percentage of initiatives with a difference in the price of basic infrastructure services paid by the poor vis-à-vis rest of consumers in selected communities.	N/A	N/A	22% <sup>1</sup>	N/A	20%

Note: 1) The survey for this indicator was not undertaken due to resource constraints; 2) 13 in Asia and the Pacific, 8 in Latin America and the Caribbean, and 15 in Africa; and 3) information is not available (N/A) either due to lack of baseline studies or performance monitoring.

United Nations Commission for Latin America and the Caribbean (ECLAC), and the Agence Française de Développement (AFD). GWOPA has established partnerships with the Caribbean Development Bank and the Development Bank of Southern Africa. Regional achievements include:

- **Africa and Arab States:** UN-Habitat contributed to the policy dialogue on “Water and Urbanization”, which formed part of the main outcome of the third Africa Water Week in Addis Ababa in November 2010. UN-Habitat participated in the launch of the ‘Promoting
- **Asia and the Pacific:** UN-Habitat supported a regional project on gender mainstreaming with the Gender and Water Alliance. Partnerships were forged with international agencies such as UNDP and WHO to engage UN-Habitat in more sector based activities;

sustainable transport solutions for East African cities’ project funded by the Global Environment Facility. AfDB provided a USD 110 million grant in December 2010 to a second phase of the Lake Victoria Region Water and Sanitation Initiative;

- **Latin America and the Caribbean:** The 'Central American Solid Waste Management Technical and Institutional Assistance Initiative' expanded its scope to include Honduras. As a result of activities under the Water for Cities Programme, UN-Habitat was invited, alongside with the Inter-American Development Bank (IADB) and the Water and Sanitation Group of the Americas Water Forum, to lead pro-poor policy reforms in the water and sanitation sector across the region. The IADB funded 'Improving Capacity for Solid Waste Management Programme' was expanded in the region in partnership with the Spanish Development Corporation Agency.

The support to countries in all the three regions was mainly concerned with the water and sanitation sectors dealing with sector reforms, financing mechanisms and tariffs, and capacity building. The main countries of cooperation were: Bolivia, Burkina Faso, Cambodia, El Salvador, India, Indonesia, Kenya, Mexico, Nepal, and Pakistan. In Kenya, water reform and legislative change were made in the Water Act and implemented in the water sector investment programme. In Nepal, the Solid Waste Management Act was developed with support from UN-Habitat. In India, UN-Habitat supported the water policy reform and assisted in the finalization of cities' sanitation plans.

*b. Number of institutions adopting mechanisms to expand access to infrastructure:* The utilities' capacity worldwide to monitor performance changes as a result of the Water Operators Partnership has been enhanced by the introduction of the GWOPA web tools such as the Geo-Referenced Utility Benchmarking System (GRUBS). The École Nationale du Génie Rural des Eaux et des Forêts – a major international training centre for water utility managers) in Montpellier, France, has adopted the Waster Safety Plan approach following training that was prepared and delivered by GWOPA in partnership with WHO, the International Water Association, and some champion utilities in Africa. UN-Habitat and the International Ecological and Engineering Society made the commitment in October 2011 to ensure that urban components are adequately addressed in the 'Sustainable Sanitation and Water Management' toolbox. Regional achievements include:

- **Africa and Arab States:** UN-Habitat has, through the Lake Victoria Region Water and Sanitation Initiative, assisted the Lake Victoria Basin Commission of the East African Community (EAC) to establish the institutional capacity for expanding access to water and sanitation services in the region. UN-Habitat was requested by the Community for Eastern and Southern Africa (COMESA) to establish a similar programme for Lake Tanganyika with possible funding from the EC. UN-Habitat developed an institutional framework for Water and Sanitation for All in Africa in December 2011 in collaboration with Water and Sanitation for Africa.
- **Asia and the Pacific:** International Council for Local Environmental Initiatives and UN-Habitat jointly announced the EcoMobility project at the EcoMobility Changwon 2011 World Congress. Training on "Sustainable Urban Mobility" in Asian cities was conducted for research institutions and local governments from nine countries. Water utilities in the Mekong region were strengthened in operations and maintenance, project management, financial management, poverty mapping, GIS mapping, and MDG monitoring.
- **Latin America and the Caribbean:** The Solid Waste Management Technical and Institutional Initiative concluded its first phase of sector assessment in five selected countries (ref. Expected Accomplishment 1.a). UN-Habitat, the Stockholm Environment Institute, and local stakeholders from five countries have promoted the integration of sustainable sanitation approaches.

The support to countries in all three regions was mainly concerned with the water resources and supply, sanitation and solid waste management. The main countries of cooperation were Bangladesh, Bolivia, Ethiopia, Ghana, Kenya, Madagascar, Mali, Mexico, Nepal, Nicaragua, Nigeria, Rwanda, Senegal, and Tanzania. In Kenya, UN-Habitat has supported efforts to promote appropriate food security interventions with built in mechanisms to ensure resilience and sustainable mitigation against drought shocks.



## Transport and energy

Following the creation of the Transport and Energy Sections in 2009, demonstration projects, as well as investment projects, were initiated. Before that, UN-Habitat's work on energy and transport were mainly in the form of advocacy, awareness and capacity building. Several expert group meetings on energy and transport and high-level conferences were held to promote sustainable transport and energy options. Some results:

- A feasibility study on the construction of a micro-hydro plant near the water pumping station in Kisii, Kenya to reduce the electricity bill of the water pumping stations. Kisii municipality submitted the study to a bilateral donor that agreed to fund the implementation of the project.
- After years of advocacy on the important role of energy in promoting sustainable development, different donors are now willing to provide funding for energy related projects.
- A regional project on 'Promoting Energy Efficiency in Buildings in East Africa' was developed to be implemented with Global Environment Facility funding. The project has been well received by the five governments of East Africa. A Global Environment Facility project on transport was also developed and approved in 2011.

Although energy and transport were not highly integrated in the MTSIP, these two issues play a crucial role in climate change mitigation and poverty eradication. More governments are increasingly requesting technical assistance to mainstream energy efficiency and renewable energy technology into their building code. This will reduce not only their energy bill but will also reduce their ecological footprint. An urban energy strategy is being developed to respond to the several requests for technical assistance from national and local governments on urban energy issues.

### Expected Accomplishment 2: **Increased institutional efficiency and effectiveness in the provision of basic urban infrastructure and services**

*a. Percentage of service providers recovering at least 95 per cent of operations and maintenance costs:* UN-Habitat worked with service providers to improve institutional efficiency and effectiveness of water and sanitation utilities:

- *Africa and the Arab States:* Through the Lake Victoria programme, seven utilities in three countries integrated physical infrastructure improvements with capacity building – cost recovery is on track with 86-95 per cent cost recovery of operations and maintenance costs. More than 100 African utilities have enhanced their service delivery monitoring system through a three year continent-wide benchmarking exercise carried out by GWOPA in partnership with Water and Sanitation Programme in Africa;
- *Asia and the Pacific:* Under the programme of the Southeast Asian Mekong Water and Sanitation Initiative, two towns in Laos were recovering 100 per cent of operations and maintenance costs and others are expected to achieve similar levels in 2012-2013; and
- *Latin America and the Caribbean:* UN-Habitat organized a Distance Learning Capacity Diploma for Water operators in an effort to increase performance of water and sanitation service providers – in partnership the National Association of Water Utilities (ANEAS) and the Distance Learning Department of the Engineering Faculty of the National Autonomous University of Mexico.

The support to countries was mainly concerned with the water and sanitation. In Ghana the installation of consumer meters on water supply connections resulted initially in increased revenues for the water operator. The main countries of cooperation were: Bolivia, Ghana, Nepal, and Kenya.

*b. Percentage of consumers reporting satisfaction with services provided:* A stakeholder survey, conducted as part of the external evaluation of the Water and Sanitation Trust Fund, indicated that 83 per cent of the respondents perceived that the programme had created visible results to beneficiaries. Preliminary results from the Urban Inequities Surveys – that were carried out in ten Lake Victoria towns –

indicate that significant improvements in the level of satisfaction with water, sanitation and solid waste management services as a result of UN-Habitat interventions.

### Expected Accomplishment 3: **Enhanced consumer demand for efficient and environmentally sustainable basic urban infrastructure and services**

*a. Percentage of consumers ranking basic urban infrastructure services in the first three of their priority needs:* The 'Monitoring to Inform and Empower Platform' launched during the Stockholm Water Week in March 2010, as a global online water and sanitation monitoring system, is now operational, which helps lower costs and increase the quality and quantity of data collected. UN-Habitat hosted the WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation Technical Task Force Meeting on 'Monitoring progress in water supply and sanitation – Challenges in urban settings' in June 2011, which resulted in an action plan for global MDG monitoring of urban water supply and sanitation coverage. Regional achievements include:

- *Africa and Arab States:* Under the Lake Victoria Region Water and Sanitation Initiative, about 220,000 people have benefitted from improved water services through piped connections, access to community managed water kiosks, and rainwater catchment. Rapid water quality surveys were conducted in Kenya and Tanzania in collaboration with public health and water authorities. Water quality issues were also addressed in Mali, where a project has been launched to treat contaminated water.
- *Asia and the Pacific:* In the Mekong Region some 70,000 people have benefitted from improved water supply, 170,000 people from improved sanitation, and 6,000 people from solid waste management. The improvements resulted in reduced cost of water, which previously could be 15-20 times higher than that of consumers that had access to piped water.
- *Latin America and the Caribbean:* Under a regional agreement, UN-Habitat led training workshops in water, sanitation, and public

hygiene education in Bolivia targeting school teachers and students 'in one city'. The *Guide for Educators and Students Handbook* was published.

*b. Percentage of initiatives with a difference in the price of basic infrastructure services:* Lessons learned from UN-Habitat's pro-poor approach in water and sanitation programmes show that the poor tend to pay more for water. By facilitating pro-poor tariff setting, UN-Habitat's interventions reduced the price poor people had to pay. Through the water and sanitation initiatives in the Lake Victoria Region and Mekong some 25,000 additional people benefitted from pro-poor water and sanitation tariffs. The support to countries focused mainly on water supply, sanitation, and solid waste management. In Mali, a biogas plant was piloted contributing to a reduction in fuel wood use. In Mongolia, streetlights were provided to reduce crimes and accidents. The main countries of cooperation were: Bolivia, Ethiopia, Kenya, Mali, Mexico, Mongolia, Nicaragua, and Senegal.

### **Effectiveness**

UN-Habitat's solutions to improve sustainable water and sanitation service development for the urban poor, gender equality, and sector information are widely recognized as critical. Gender mainstreaming strategies are of good quality. Though some of this work has influenced policies, many mainstreaming initiatives remain project focused, which limit their impact. With some notable exceptions (for example the Lake Victoria Region Water and Sanitation Initiative), gathering, processing and disseminating of gender-disaggregated data have not always been consistent, which makes it difficult to assess the achievements with respect to gender. Focus Area 4 has made significant progress in strengthening the capacity of municipal service providers to deliver efficient, reliable and cost-effective services.

The project activities on the ground are making substantial, strategic and direct impacts from a relative small investment. UN-Habitat has achieved significant leverage on post pilot follow-up investments, especially with AfDB and ADB. However, the order of magnitude of the impacts of the Water and San-

itation Trust Fund interventions in Kenya and Nepal is limited in terms of the increase in water and sanitation coverage required to achieve the MDGs. In Kenya, the trust fund's projects were not implemented according to a country strategy and did not support core national strategic sector reform processes. In Nepal, UN-Habitat is supporting a sector-wide approach, but at the same time, the project portfolio contains a large number of small projects, each aiming for replication at a larger scale. There is, therefore, a need to shift the focus from pilot project implementation to 'strategic influencer' of the urban sector – influencing policy and investment.

### **Efficiency**

Progress on Focus Area 4 for Expected Accomplishment 1 has been satisfactory, while progress on Expected Accomplishment 2 and 3 has been less than satisfactory. The annual budget estimate (Financial Year 2011) for Focus Area 4 was USD 30.1 million, the allocated budget was USD 78.9 million; and the actual expenditures were USD 63.1 million resulting in an utilization rate of 80 per cent. The performance assessment was limited by the fact that projects did not consistently use the logframe, gather baseline data, or report regularly against logframe indicators. The performance information sources for the Focus Area 4 Results Framework are inadequate. Performance assessments have not been regularly conducted due to lack of funds – this affects the following sources of information: urban inequity surveys, service provider performance surveys, citizen report cards, and consumer needs assessment. Correspondingly, the quantitative impact assessment in the evaluation of the Water and Sanitation Trust Fund was constrained by limited use of the logframe approach, baseline surveys, and monitoring.

The Focus Area 4 team was actively involved in refining MTSIP – making it more focused and results oriented. The Focus Area 4 Performance Management Data Sheet sets out clear objectives, expected accomplishments, strategic outputs and indicators. Lack of baseline data, upon which performance targets are set, hampered the measurement/tracking of progress. Funding and staff resources deployed to achieve the Focus Area 4 results were inadequate.

The six-monthly reports on Focus Area 4 results include water and sanitation programmes implemented by the Regional Technical Cooperation Division. This has been a first step in improving inter-divisional collaboration. Weak collaboration, however, has hindered efficient use of both staff and financial resources across Focus Areas. More needs to be done to strengthen collaboration with other Focus Areas in planning, implementation, monitoring and reporting. Focus on results based management has ensured that the performance reporting of the Focus Area has – as much as possible – remained at results level achievements, and not activities and inputs. Gender, youth and disaster have been mainstreamed into Focus Area 4 programmes.

### **Relevance**

The recently concluded external evaluation of UN-Habitat's Water and Sanitation Trust Fund – which supports 80 per cent of the activities under Focus Area 4 – concluded that the Water and Sanitation Trust Fund strategy and activities are highly relevant, especially focusing on basic urban services, which are at the core of the sustainable development of cities. As engines for economic growth, cities are dependent on basic urban services. Transport networks connect people to jobs and social services. Industry and service sectors are dependent on quality, reliability, and the cost of services, such as water supply, sanitation, energy, and transport. Basic urban services also sustain health, livelihoods and the general living environment of the city workforce. Equally important, basic urban services are at the cornerstone of a municipal government's compact with its residents.

### **Sustainability**

The sustainability of Focus Area 4 interventions relates closely to the quality of UN-Habitat interventions and the extent to which these are requested by national and local governments and supported by donors and other partners – and in turn how these are transformed into national policies and legislation. Ultimately, the sustainability relates to the benefits attained by residents in the targeted urban and slum areas and how these are sustained over time. Impact evaluations at country/local govern-

ment level will be required to determine the degree of sustainability.

The Impact Study of the Water and Sanitation Trust Fund showed that while project solutions are often innovative and solve obstacles to serving the poor, achieving sustainability remains a significant challenge. The successful shift from pilot to sustainable service development requires additional project design features. Even taking the excellent leverage effect into account, the resources available to the trust fund are still far outstripped by the resources, expertise, and implementation time needed to rollout pilots at the scale necessary to meet the MDG goals.

### Coherence

The Impact Study of the Water and Sanitation Trust Fund underscored the need for coherence at country level, coherence with the countries' policies, strategies and development plans, and coherence with donors. Such coherence can be attained through the adoption of the sector-wide approach and application of the Paris Declaration's principles on aid effectiveness. The MTSIP was envisaged to increase inter-Focus Area collaboration in programme planning and execution. This aim proved difficult to achieve due to the 'silos syndrome' in the organization. The consolidation of basic urban services (water, sanitation, solid waste, transport, and energy) into one thematic Focus Area will strengthen synergies with other Focus Areas such as urban planning, urban governance, and urban economy. The energy and transport components of Focus Area 4 have grown significantly with support from the GEF.

### Lessons learned

The Impact Study of the Water and Sanitation Trust Fund demonstrated the need for: increased engagement in national policy dialogue and involvement of key government policy makers, and promotion of a sector-wide approach and donor coordination, and adjustment of country support strategies with increased focus on the role as strategic influencer. This may require a shift in staffing profiles to attain a better balance between pilot project implementation to increased policy engagement, and increased attention at an earlier stage on follow-up financing from pilot projects to ensure that solutions can be

rolled out at the scale needed.

The performance information sources for the Focus Area 4 Results Framework are inadequate – including lack of baseline data. Data on indicators has not been regularly collected due to lack of funds. There is therefore a need to upgrade impact monitoring, including collection of baseline data that are gender-disaggregated. There is an ongoing review of indicators with the intent of formulating good indicators, where data can be collected to track progress on Focus Area 4 results.

## 6.5 FOCUS AREA 5: STRENGTHENED HUMAN SETTLEMENTS FINANCE SYSTEMS

The aim of Focus Area 5 is to assist in achieving the slum related MDG target. The strategic result is increased sustainable financing for affordable and social housing and infrastructure by strengthening human settlement finance systems at micro level, particularly through lending and credit enhancement programmes in emerging and frontier economies, and to mobilize public and private investment in shelter and basic services. Focus Area 5 results are attained through two main programmes: 1) the Experimental Reimbursable Seeding Operations (ERSO) Revolving Loan Fund Programme; and 2) the Slum Upgrading Facility (SUF) – a grant programme. UN-Habitat intended to fill a vital niche – in collaboration with the International Finance Corporation (IFC), the World Bank, and other major international finance players – in producing excellent knowledge on local government finance and housing finance systems. Extensive partnerships at the global, regional, national and local levels – in a sensitively gender balanced manner – were envisaged.

### Results: outputs, outcomes and impacts

The trends of indicators of achievements from the baseline in 2009 to end of 2013 are presented in Table 6.5. The initial expected accomplishments were replaced in the course of implementing Focus Area 5.

Expected Accomplishment 1: **Financing raised for and increases recorded in affordable and social housing stock and related infrastructure**

Table 6.5: Focus Area 5 indicators of achievements

Expected Accomplishments	Indicator of achievement	Baseline	Actual	Target	Actual	Target
		(USD millions)				
		2009	2010	2011	2011	2013
<b>Expected Accomplishment 1:</b> Financing raised for and increases recorded in affordable and social housing stock and related infrastructure	a) Value of commercial loans, government subsidies, and donor grants made available for projects financing affordable housing, upgrading, and basic infrastructure in targeted countries and communities	1.8	9.5	7.0	22.8	10.0
	b) Percentage housing loans by domestic banks and micro-finance institutions going to lower-income deciles and/or people with informal incomes.	N/A <sup>2</sup>	N/A	5%	N/A	10%
<b>Expected Accomplishment 2:</b> Increase in activities in municipal finance and affordable housing finance (globally excluding OECD countries)	a) Funding raised and leveraged for municipal finance for affordable housing and basic infrastructure <sup>1</sup>	0	N/A	6.8	N/A	10.0

Note: 1) This indicator replaced the previous two indicators as indicated in the Results Framework: a) Level of municipal sector activity; and b) Level of affordable housing finance sector activity; and 2) information is not available (N/A) either due to lack of baseline studies or performance monitoring.

a. *Value of commercial loans, government subsidies, and donor grants:* Two financial service programmes were used to fulfil the expected accomplishment: the revolving loan fund ERSO and the SUF's grant programme.

- The donor grants for ERSO came from the governments of Spain and Bahrain and the Rockefeller Foundation totalling USD 3.7 million. ERSO succeeded in making five seed funding loans totalling USD 2.75 million for projects in Nepal, Nicaragua, Occupied Palestinian Territory, Tanzania and Uganda. The loans are still running and are estimated to have reached some 8000 beneficiaries as of December 2011. All loans are performing to schedule with a loan recovery rate at 100 per cent;
- The donor grants for the Slum Upgrading Facility amounted to USD 19.2 million. Of the amount, agreements worth USD 6,524,684

were concluded in Ghana, Indonesia, Sri Lanka, and Tanzania through local finance facilities for building new homes or for commercial stalls and stores. An independent end-of-programme evaluation conducted in 2011 showed that the bulk of the success was in the strengthening of the local finance facilities and the impact they were having on national policy. The evaluation recommended that the programme be scaled up, and support to the local facilities maintained during the programme period.

b. *Percentage of housing loans by domestic banks and micro-finance institutions going to lower-income deciles and/or people with informal incomes:* A survey would be required to indicate progress on this indicator. Performance monitoring has been undertaken on the number of low-income households directly benefitting from housing loans through domestic banks and micro finance institutions collaborating with ERSO.

## Expected Accomplishment 2: **Increase in activities in municipal finance and affordable housing finance**

a. *Funding raised and leveraged for municipal finance*: Aside from the USD 3,629,597 raised for the four-year ERSO field-test, there has not been much progress in the raising of funds for municipal finance activities. Much of the work done on municipal finance has been on normative research and development aspects of the programme. Focus on municipal finance is also relatively recent. ERSO worked with a number of key partners including local banks, Overseas Private Investment Corporation, the Middle East Investment Initiative, among others, in various municipal activities. In addition, eight publications on human settlements finance systems were produced over the period of 2010-2011. The publications are of high demand.

### **Effectiveness**

Focus Area 5 has been of limited effectiveness. Expected accomplishments were partially achieved, but in view of UN-Habitat's decision to terminate its engagement in the programmes, the expected accomplishments are logically not fully achieved in the remaining years of MTSIP. From the successive periodic (quarterly, six-monthly, annual and End-of-Programme Evaluation) progress report over the period (2008 – 2011), it is clear that ERSO and the SUF were both operated on a pilot basis, and were initially successful and showed promise.

The *End-of-Programme Evaluation of the Slum Upgrading Facility Pilot Programme*<sup>24</sup> noted that most participants from the Local Finance Facilities, the pilot team, programme management unit, and donor agencies that were interviewed, had concluded that the initial goals and expectations of the SUF were not realistic. The SUF pilot programme's objectives were adjudged to be much broader and much less specific to the extent that the Slum Upgrading Facility had not yet managed "to take slum upgrading to scale", and that contrary to the initial expectations, the SUF has not helped a single municipality mobilize financing for infrastructure development from local financial market nor attracted support from other international facilities or new donors. Despite attempts to pursue a suitable partner institution

and structure for transfer of the SUF programme, so far, there is no viable alternative. With no donors interested in continuing to fund the programme, the Executive Director decided that UN-Habitat's involvement with the SUF programme, as a grant programme, would officially end on 31 December 2011.

The *Evaluation of the Experimental Reimbursable Seeding Operations*<sup>25</sup> conducted in 2011, proposed options for the future of the programme and recommended, based on the lessons learned, a shift in the focus of UN-Habitat's work in the area of human settlement financing towards normative approaches to the urban economy and the promotion of finance for urban upgrading, housing and basic services. However, it transpired that UN-Habitat is not well placed to continue ERSO, as the direct lender, given the lack of continuous funding for lending activities from external donors, and the administrative cost of establishing a permanent lending programme. Exploration of suitable partners to take over the lending operations is being sought.

### **Efficiency**

Progress on Focus Area 5 for its two expected accomplishments has been mixed. It would seem that the design of Focus Area 5 was weak from the start. Some of its expected accomplishments and indicators of achievement did not logically follow from the objective of the Focus Area. Additionally, expected accomplishments were heavily predicated on donor support and, as it turned out, donor commitment to human settlements financing is not predictable – making it difficult to undertake appropriate long-term planning and target setting. An earlier self-assessment by the Focus Area 5 managers judged that the initial indicators of achievement for the SUF were not practical. Given that the initial managers of the Focus Area were changed, the indicators they formulated, though no longer applicable, could not be changed. The annual budget estimate (Financial Year 2011) for Focus Area 5 was USD 21.2 million, the allocated budget was USD 18.3 million; and the actual expenditures were USD 13.1 million resulting in an utilization rate of 71.6 per cent.

<sup>24</sup> UN-Habitat, 2011, *End-of-Programme Slum Upgrading Facility Pilot Programme, Evaluation Report 4/2011*.

<sup>25</sup> UN-Habitat, 2011, *Evaluation of the Experimental Reimbursable Seeding Operations, Evaluation Report 6/2011*.

## Relevance

The intent of Focus Area 5 remains relevant within UN-Habitat's mandate and priorities. This is because sustainable financing is a necessary basis, indeed *'sine-qua non'* for effective human settlements development and improvement of conditions. No aspect of human settlements development and management – be it planning, housing, infrastructure and services – can be realistically contemplated without assured financing. Housing and urban infrastructure conditions in many developing countries are inadequate and require finance to accelerate delivery of housing, basic services and infrastructure.

## Sustainability

The programme is potentially sustainable if well designed and anchored on systemic municipal finance programmes, with the exploration and development of traditional sources of municipal revenues, for example as municipal taxes, property taxes, poll taxes, rates, fines and fees, municipal bonds, special purpose commercial loans, and central government transfers. Development of such systemic sources would be more sustainable than the current over-dependence on unpredictable donor funding for urban services financing. UN-Habitat demonstrated that it is capable of establishing collaboration with the IFC, the World Bank, and other major international finance and development institutions and that it can act as a vital bridge to local finance institutions and NGOs.

Stakeholders considered the ERSO concept relevant. Most stakeholders considered ERSO successful within the given funding and human resources constraints. But ERSO was not found viable and, at its twenty-third session, the Governing Council requested the Executive Director discontinue the programme as it was not institutionally sustainable – the operational platform for lending within UN-Habitat was not sufficiently robust to administer loans and scale up ERSO.

## Coherence

There have been many crosscutting synergies with the Regional Technical Cooperation Division (through Habitat Programme Managers), Urban

Economy Branch, and Shelter Branch – all in efforts to mobilize financial resources for urban development, particularly for housing and slum upgrading. In this context, the focus on obtaining commercial finance in the upgrading of slums has been the pre-occupation of the Agency in its search for sustainable development.

## Lessons learned

The initial concept of slum upgrading was to explore various ways of increasing financial resources for slum upgrading. During the implementation phase, the SUF and to some extent ERSO focused on the establishment of grant-funded local finance facilities to offer guarantees to local banks to enable them to engage in slum upgrading project financing. UN-Habitat has worked with the national and local governments and local banks to support the projects. Project partners were pleased with the results and have suggested specific follow-ups on projects. As mentioned, UN-Habitat is not well placed to continue ERSO as a direct lender; and the SUF has proved not to be successful in supporting municipalities in mobilizing finance for infrastructure development. The experiences and lessons learned from the performances of both the Slum Upgrading Facility and ERSO would certainly be instructive in redesigning and strengthening Human Settlements Finance Systems in the *Strategic Plan 2014-2019*.

## 6.6 FOCUS AREA 6: EXCELLENCE IN MANAGEMENT

The strategic result of Focus Area 6 is that UN-Habitat delivers MTSIP planned results effectively and efficiently. The *In-depth evaluation of the United Nations Human Settlements (UN-Habitat) Programme* (2005) conducted by OIOS concluded that the agency was mainly output driven and that an overall corporate framework was lacking.

The 2009 assessment of excellence in management<sup>26</sup> arrived at a number of positive conclusions: a) MTSIP provides an overall new corporate vision; b) MTSIP has introduced a new drive and motivation among staff; c) the Results Framework has contributed to better alignment and integration between

<sup>26</sup> UN-Habitat, 2009, *Assessment – Excellence in Management: Programme Agreement between UN-Habitat and Norway 2008-2009*, prepared by Stein-Erik Kruse.

**Table 6.6: Focus Area 6 indicators of achievements**

Expected Accomplishments	Indicator of achievement	Baseline 2008/09	Actual 2010	Target 2011	Actual 2011	Target 2013
<b>Expected Accomplishment 1:</b> Staff are empowered to achieve planned results	a. Percentage of staff whose skills set are aligned with their MTSIP compliant job description	60%	94%	100%	99%	100%
	b. Percentage of staff reporting improved information and knowledge sharing (scale on 1-5, where 5 is the highest)	2.5	N/A <sup>4</sup>	60% 2.6	N/A <sup>4</sup>	2.8
	c. Reduction in time spent of completion of selected business processes complying with rules and quality standards (days):					
	• Average time Programme Review Committee review	9	8	8	8	8
	• Average time for IT procurement	67	50	40	21	35
	• Average time for approval of Cooperation Agreements	11.6	10.4	10	8	8
	• Average time selection time on UN-Habitat recruitments	274	174	150	170	130
<b>Expected Accomplishment 2:</b> Institution aligned to deliver MTSIP results	a. Percentage of staff reporting increased horizontal collaboration (inter-divisional, inter-Focus Area) <sup>5</sup>	2.5	N/A <sup>4</sup>	2.7	N/A <sup>4</sup>	2.9/ 100%
	b. Number of key restructuring decisions implemented as recommended by the organizational review	N/A	N/A <sup>4</sup>	100%	N/A <sup>4</sup>	100%
<b>Expected Accomplishment 3:</b> Result based management principles applied	a. Percentage of programmes and projects that are contributing to Focus Area results	95%	97%	98%	98%	100%
	b. Willingness to be held accountable for MTSIP results (1-5 scale, where 5 is the highest)	2.8	N/A <sup>4</sup>	2.9	N/A <sup>5</sup>	3.0
<b>Expected Accomplishment 4:</b> Financial resources to deliver MTSIP results available	a. Degree to which resource targets for non-earmarked and earmarked funding are met:					
	• Non-earmarked (USD millions)	21.5	13.0 <sup>1</sup>	14.3	17.3 <sup>2</sup>	46.3 <sup>3</sup>
	• Earmarked (USD millions)	99.5	119.0 <sup>1</sup>	126.0	198.6 <sup>2</sup>	150.3 <sup>3</sup>
	b. Percentage of non-earmarked and earmarked resources allocated to MTSIP Focus Areas:					
	• Non-earmarked	80%	100%	100%	100%	100%
• Earmarked	61%	95%	74%	100%	100%	

Note: There are a number of minor inconsistencies when comparing end-of-year progress reports, as well as in the 2011 Annual Report. 1) These figures are November 2010 report figures; 2) The figures are taken Quarterly Report on the financial status of UN-Habitat, April 2012; 3) The 2013 target are taken from the 2012-2013 biennial work programme and are divided by two to correspond an annual amount – like the other figures; 4) It is assumed that the indicator refers to a 1-5 scale; and 5) N/A – No information is available, as the surveys have been postponed to 2012.



divisions; d) the Habitat Country Programme Documents represent a basis for joint programming and fund raising; and e) there is a better understanding of the normative role within the organization. It was indicated that the investment in executive direction and support for the reform process seemed to have been insufficient and that there was still weak capacity for the rollout of the results-based management system – in particular for data collection, analysis and feedback to planning.

The Organizational Effectiveness Indicator Staff Survey from 2009 resulted in a score of 2.7 on a scale from 1 to 5, where 1 indicates a clear need for increased development, and 5 indicates a high level of development. The survey included questions on purpose and direction, learning, innovation and change, external relationships, effective processes, resource management, and accountability. A total of 456 respondents participated with a response rate of 70 per cent.

### Results: outputs, outcomes and impacts

The trends of indicators of achievements from the baseline in 2009 to end of 2011 are presented in Table 6.6.

#### Accomplishment 1: Staff are empowered to achieve planned results

*a) Percentage of staff whose skills set are aligned with their MTSIP compliant job description:* A revised skills inventory was introduced in 2009 to reflect UN-Habitat's new additional priorities – and subsequently an analysis of gaps in needed skills was undertaken. The self-assessment survey conducted by UN-Habitat found that 99 per cent of the staff had skills aligned to the MTSIP, up from 60 per cent in 2009. All recruitments during 2008-2011 were reviewed to be compliant with the MTSIP requirements. The anticipated review of job descriptions was postponed to 2012, in order to reflect the revised skills inventory. Staff empowerment was enhanced through skills development and training programmes.

*b) Percentage of staff reporting improved information and knowledge sharing:* The Organizational Effectiveness Indicator Staff Survey was postponed

to 2012. There have been improvements in the internal information and knowledge sharing through use of the new intranet (Habnet), the redesigned website ([www.unhabitat.org](http://www.unhabitat.org)), directors meetings, senior manager meetings, and divisional and Focus Area retreats. Implementation of the Knowledge Management Strategy commenced in 2012 to support results based management. A major achievement during 2011 was the introduction of the Urban Gateway<sup>27</sup>.

*c) Reduction in time spent of completion of selected business processes complying with rules and quality standards:* Initiatives introduced have continued to improve business processes by reducing transaction costs and time. Lessons learned from the 'organizational review' were harnessed in redefining ongoing business processes. For instance, approval of co-operation agreements now takes eight days down from 11.6 days in 2008, and average recruitment time is 170 days down from 274 days in 2008.

#### Expected Accomplishment 2: Institution aligned to deliver MTSIP results

*a) Percentage of staff reporting increased horizontal collaboration:* Staff collaboration across the Agency was strengthened through the extensive consultative organizational review process and the participatory planning process of the 'new' MTSIP (*Strategic Plan 2014-2019*). Regular updates by the Executive Director through 'town hall meetings' contributed to horizontal collaboration. The number of days for approval of cooperation agreements has been reduced.

*b) Number of key restructuring decisions implemented as recommended by the organizational review:* The completion of the organizational review that aligns the structure with the Focus Areas of MTSIP took the seven recommendations of the MTSIP peer review into account:

Establishment of an organizational structure to better achieve results within priority areas;

- Establishment of a unified planning, monitoring

<sup>27</sup> UN-Habitat launched the website [www.urbangateway.org](http://www.urbangateway.org) in April 2011. The website is the first internet based platform of its kind that will enable everyone involved in cities, urban planning, and urban management to keep abreast of urbanization issues.

and reporting function;

- Transparent definition of programme priorities;
- Establishment of an independent evaluation function;
- Establishment of cooperation mechanisms at all levels;
- Strengthening of the programmatic aspects while continuing with the institutional reform;
- Intensification of efforts to raise the organization's profile.

In June 2011, the CPR approved the roadmap for preparing the *Strategic Plan 2014-2019*. The draft Results Framework was presented to the CPR at its meeting on 15 December 2011. The 'Open-ended Contact Group was mandated to finalize Parts 1 and 2 of the proposed strategic plan by early February 2012, to enable the preparation of the biennial *Strategic Framework for 2014-2015* by 17 February 2012. A draft of the strategic plan will be ready by the end of July 2012.

#### Expected Accomplishment 3: **Results based management principles applied**

*a) Percentage of programmes and projects that are contributing to Focus Area results:* There is an overall improvement in programmatic alignment, coherence and results focus, which is evident from the quality of project documents – especially the logframes – which, among others, is the result of training in results based management. For the first time, the biennial work programme and budget for 2012-2013 (approved by the General Assembly in December 2011) is fully aligned to the MTSIP Results Framework. The MTSIP reporting is more results focused and includes resource allocation and utilization. MTSIP reporting to donors and CPR has been harmonized – starting from June 2011 – as the main development partners have agreed to adopt the reports submitted to the Governing Council for their accountability requirements. In 2011, 16 evaluations were completed and conducted according to UNEG's norms and standards. There has been a notable progress in implementation of evaluation recommendations. A peer review of UN-Habitat's evaluation function was conducted between Octo-

ber 2011 and January 2012<sup>28</sup>. The peer review concluded that: a) evaluations conducted are credible, balanced, producing reports of good quality, and that the evaluations have been found to be useful; and b) UN-Habitat's evaluations were used to influence decision-making and often feed into the planning of new interventions. However, as there is little attention to strategic level evaluations, there is a marginal influence on policy and strategy formulation.

*b) Willingness to be held accountable for MTSIP results:* Staff are increasingly willing to be held accountable for MTSIP results. Structures have been created, including the MTSIP Steering Committee, task forces on all MTSIP thematic areas, programme review committees at Headquarters and the regional offices, and focal points for MTSIP reporting.

#### Expected Accomplishment 4: **Financial resources to deliver MTSIP results available**

*a) Degree to which resource targets for non-earmarked and earmarked funding are met:* With regard to resource mobilization, efforts have focused on putting systems in place and providing required information to support diversification and increased funding. A new edition of the catalogue UN-Habitat Products and Services was issued and launched at the twenty-third session of the Governing Council. New communications and fundraising tools have been developed to harmonize resource mobilization. The Donor Information System has been enhanced and is updated and maintained regularly. Joint annual consultations with development partners have proved to be a valuable approach that contributes to the alignment of delivery of resources. Cooperation agreements with Norway and Sweden for 2012-2013 were finalized in 2011.

The first portfolio review of UN-Habitat (see Section 4.6) was finalized assessing the financial and thematic characteristics of all UN-Habitat's programmes and projects. This informed the organizational review and facilitated the consolidation of projects and programmes for the new project-based management approach.

<sup>28</sup> UNEG, 2012, *Professional Peer Review of the Evaluation Function of UN-Habitat*.

b) Percentage of non-earmarked and earmarked resources allocated to MTSIP Focus Areas: The following steps were undertaken to improve the efficiency and accountability in the management of the agency's financial resources: introduction of the Project Accrual and Accountability System (PAAS); enhancement of the Grant Management Information System (GMIS); and development of cost allocation and recovery policy. The Project Accrual and Accountability System, once it is operating, will support the project-based organizational structure, bring disjointed corporate systems together, provide a solid basis for results based management, and improve financial management and accountability. The total revenue for the 2010-2011 biennium was USD 423.4 million, which represents an increase of 47 per cent of the earmarked funds and a 40 per cent shortfall of the non-earmarked funds<sup>29</sup>.

### Effectiveness

Overall, the expected accomplishments of Focus Area 6 have been partially achieved. For most parts, progress has been slower than expected. UN-Habitat has assessed that overall progress for Focus Area 6 has been satisfactory, by taking all critical factors into account. The organizational review was completed<sup>30</sup> and the implementation of key reform decisions is on track. The staff survey conducted in 2009 was to be repeated in 2011, however, it has been postponed until the third quarter of 2012. Progress in some areas of Focus Area 6 has been hampered by United Nations system reforms, which has meant that initial objectives/targets have been moved out of the Focus Area 6 without any control from UN-Habitat's side.

TABLE 6.7: Distribution of programmes by region

Regional Programmes <sup>1</sup>	2010 actual					2011 ongoing <sup>2</sup>			
	(USD Millions)								
	No. of projects	No. of countries	Total budget	2010 budget	Share of portfolio % <sup>3</sup>	No. of projects	No. of countries	Total budget	2011 budget
Regional Office for Africa	55	25	31	15	8.4	54	24	31	13
Sudan/ DRC	8	2	9	4	2.2	8	2	14	6
Somalia	12	1	15	7	3.9	11	1	17	6
Iraq	15	1	31	14	7.9	11	1	22	9
Regional Office for Arabic States	14	4	41	21	11.8	16	7	44	13
Regional Office for Asia and the Pacific	86	19	259	103	57.9	67	14	330	135
Regional Office for Latin America and the Caribbean	31	13	13	10	5.6	31	13	24	15
Technical Advisory Branch/Europe	10	6	31	4	2.2	8	5	17	3
Total	231	71	429	178	100.0	206	67	499	200

Notes: 1) Foundation and earmarked technical cooperation projects including regional and global projects; 2) as per 15 November 2011; and 3) share of 2010 budget.

<sup>29</sup> The revenue figures stem from the UN-Habitat, 2012, Performance Report on Implementation of the Programme Cooperation Agreement between the Government of Norway and UN-Habitat for the biennium 2010-2011.

<sup>30</sup> The Organizational Review Report has not been made available to the evaluation team, as it is apparently considered confidential.

The regional offices' project portfolio (including global projects) constitutes about 80 – 86 per cent of total budget. This raises the issue of a balanced deployment of staff to regional offices and country teams. Table 6.7 shows the distribution of the regional programmes among the regional offices (Democratic Republic of Congo, Iraq, Somalia and Sudan are not incorporated into the regional offices' portfolio). The Regional Office for Asia and the Pacific has by far the largest share (57.9 per cent) of the portfolio. Many of the projects are generated and negotiated at the regional and country levels.

The United Nations Board of Auditors carried out an external audit of the Regional Office for Asia and the Pacific in April 2011<sup>31</sup>.

The auditors "found no significant errors, omissions or misstatements during their work on the financial records kept at the regional office in Fukuoka and that the design and the operation of the controls that are in place were adequate".

One of Board's key findings was that there is an apparent imbalance in the allocation of staff posts between UN-Habitat's regional offices and Headquarters when considering the level of expenditure, which is managed through the various offices (see Table 6.8). The Board recommended that UN-Habitat provide the Board with the rationale for its current staff structure and placement. If the existing rationale did not consider the agency's key areas of expenditure and activity, UN-Habitat should undertake a

new review of the staff structure in order to assure the Agency that staff resources are deployed in the most effective and efficient manner.

The portfolio of the Regional Office for Asia and the Pacific is unevenly distributed, with Afghanistan accounting for 66 per cent of the expenditures. Even without the Afghanistan portfolio, regional office still remains the regional office with the highest level of expenditures. The regional office manages 94 UN-Habitat field offices, of which 46 are located in Afghanistan, with about 2,000 field staff. About 80 per cent of the project portfolio is concerned with peace building and response to conflicts, post-conflicts, and disasters.

The staff members at the Regional Office for Asia and the Pacific have been assigned responsibilities related to: MTSIP Focus Areas and global programmes; reporting and monitoring in relation to its' activities; liaison with donors and other partners active in Asia and the Pacific; and country assignments, implying that senior staff provide support to the country teams in UN-Habitat supported countries. Accounting for the field offices and field staff is handled by the regional office, but the lack of common UN-Habitat operational manuals and guidelines is an issue that needs to be addressed. The regional office has taken steps to align its operations with the new Headquarters' organizational set-up. The 2010 peer review's observation and recommendations confirm that deployment of UN-Habitat staff is an issue that needs further consideration.

**TABLE 6.8: Regional Office for Asia and the Pacific professional staff compared with portfolio size**

	Professional staff posts	Professional staff posts %	Annual budget <sup>3</sup> USD mn	Annual budget %
UN-Habitat (whole of organization) <sup>1</sup>	190	100	262.8	100
UN-Habitat Regional Office for Asia and the Pacific (Fukuoka Office)	8	4	103.4	39
UN-Habitat Regional Office for Asia and the Pacific (including country/field offices) <sup>2</sup>	25	13	103.4	39

Source: Management Letter – UN-Habitat Regional Office for Asia and the Pacific, September 2011

Notes: 1) Total Foundation and Technical Cooperation; 2) As at December 2010; and 3) Allotment for the year.

<sup>31</sup> United Nations Board of Auditors, Management Letter on the audit of the UN-Habitat Regional Office for Asia and the Pacific, 21 September 2011.

The peer review recommended that regional offices should play a more active role in promoting comprehensive and coherent normative and operational visions between global divisions and Focus Areas and country programmes. There are several examples of significant progress in UN-Habitat's country level work. To date, however, achievements have not been systematically documented. UN-Habitat should undertake a comprehensive independent assessment to document what has been achieved to date, learn lessons from implementation experiences, and identify mechanisms for systematically tracking its work at country level. The MTSIP has focused on policy administrative reforms, but should now concentrate more on staff composition, competency and commitment at all levels.

These are preconditions for further success in the implementation of the MTSIP.

### **Efficiency**

Progress on Focus Area 6 for its four expected accomplishments has been mixed. For most parts progress has been slower than expected. The expected accomplishments of Focus Area 6 were very ambitious compared to the actual staffing and resources allocated. New staff were recruited at a later stage to complement the existing staff. Four years into the MTSIP, some of the new staff have moved on. Growth in delivery and the volume of the overall programme put additional pressure on staff. Overall, human and financial resources were adequate, but the time taken to utilize resources appropriately delayed progress, which was not anticipated from the start. The annual budget estimate (Financial Year 2011) for Focus Area was USD 10.1 million, the allocated budget was USD 11.7 million; and the actual expenditures were USD 8.4 million resulting in an utilization rate of 72 per cent.

There is a visibly strengthened and consolidated programmatic reporting system – linking MTSIP implementation to financial expenditures. However, better performance measurement is warranted. The necessary evidence has to be obtained primarily from evaluations, but this is not happening as systematically as would be desirable. The objective was to simplify/streamline the administrative processes

through increased delegation of authority and empowerment of staff, improved support mechanisms and systems, and a comprehensive review and approval system.

There has been a tendency among the divisions to criticize rather than work together to achieve progress. The 'silo mentality' still exists across divisions and it will be important to break it down to achieve a harmonized environment. It might be useful to create a matrix whereby there is a real cross-divisional accountability for achieving results within the priorities of Focus Area 6. The senior management should play a larger role in championing the MTSIP.

As a part of the United Nations Secretariat, UN-Habitat is influenced by policy and procedures introduced on a regular basis, with different cost implications. The change of recruitment systems from Galaxy to Inspira has created significant problems for all UN Secretariat entities, but impacted, in particular, on UN-Habitat as regards to the reduction of recruitment delays. New recruitment policies and contract modalities also impeded the efforts to empower UN-Habitat. Some planned UN Secretariat initiatives that were launched have proved to be distracting and time consuming to absorb.

The transaction costs of numerous MTSIP reporting impacted seriously on staff time. This burden was eased over time, as many donors accepted harmonized reporting. The Donor Information Database, improved Habnet access, and the delegation of authority to divisions and regional offices, in respect of signing cooperation agreements, have had a positive impact on the cooperation with UN-Habitat partners.

### **Relevance**

The relevance of Focus Area 6 remains high. With the ongoing organizational review it will take on a new dimension. The success of the new project-based structure will depend on a clear approach and appropriate resource allocation.

### **Sustainability**

The organizational reform process has not completely succeeded in breaking down the internal



Results Based Management Training for the staff development of the results framework and performance measurement plan for Strategic Plan held in Nairobi, Kenya 2012 © UN-Habitat/ Julius Mwelu

coordination and cooperation barriers. While MTSIP facilitated increased internal coherence, it did not succeed in breaking down the 'silo mentality' completely. The 'silo mentality' could be a result of a combination of UN-Habitat's current organizational set-up and the attitude of some staff members. The current restructuring is anticipated to negate this and create a mind-set that will be more conducive to addressing strategic and institutional challenges. The continued reform process may eventually, in the medium to long-term, succeed in achieving a higher degree of coherence and efficiency in obtaining results and make these more sustainable. Currently, the organizational environment is still in need of improvements.

### Coherence

One critical issue is the apparent imbalance between the resource allocation between Headquarters, regional offices and country teams. At country level, there is an increasing need for UN-Habitat staff to engage in policy dialogue with national stakeholders and donors, and to pursue more holistic solutions that include the sector-wide approach, better alignment to government policies and plans, and better harmonization with donors. This shift in emphasis will require complementary competences to those of the project driven approaches.

### Lessons learned

Between January 2008 and September 2011 there was a better grasp of the need for readjusting the MTSIP focus. The understanding and commitments to MTSIP across the Focus Area teams have grown and there is a desire to further improve support to the Agency in facilitating its mandate. The lessons learned are, among others: Results-based biennial work programme and budget aligned to MTSIP have become critical monitoring tools; Improvements in the effectiveness of a reformed and results-oriented Programme Review Committees have ensured that programmes and projects respond to member states' needs, but UN-Habitat is still not adequately reporting its achievements on the ground;

- Changing staff culture and attitudes to their roles and responsibilities have been challenging – establishing a results-oriented culture takes time and efforts;
- Demonstrating and attributing the results of UN-Habitat's interventions are difficult for higher-level results under 'Delivering as One'.

## 7. CROSSCUTTING ISSUES



Residents of Khyber Pakhtunkhwa District in Pakistan have a boat ride to safer grounds after floods, 2010. UN-Habitat facilitates reconstruction after natural and man-made disasters. © **UN-Habitat**

### 7.1 DISASTER MANAGEMENT

Following the endorsement, in November 2010, of UN-Habitat to lead mid-term strategy for meeting humanitarian challenges in urban areas and the two year action plan, the Inter-Agency Standing Committee (IASC) created a reference group to coordinate and monitor the implementation of the action plan under UN-Habitat chairmanship. UN-Habitat has forged relationships with IASC partners (FAO, IFRC, OCHA, UNHCR, UNICEF, and WFP), which has resulted in the improved visibility of UN-Habitat's technical capacity in the humanitarian field. It has also increased humanitarian financing for UN-Habitat field projects (USD 6.1 million in 2009; USD 18.10 million in 2010; and USD 80.4 million in 2011). UN-Habitat has embraced a neighbourhood approach to reconstruction, drawing upon community enumeration methodologies. These methodologies, experimented upon in Haiti, are now being adopted by other United Nations Agencies, including the International Organization for Migration (IOM) and several NGOs.

UN-Habitat continues to support local authorities and other institutions to be actively engaged in its programmes. At the 3<sup>rd</sup> meeting of the Global Platform for Disaster Reduction in Geneva, Switzerland, in May 2011, UN-Habitat supported mayors and local authorities from around the world to prepare the "Mayors' Statement on Resilient Cities," which included a call to establish a permanent Secretariat for the "Making Cities Resilient Campaign" – a campaign that is linked to UN-Habitat's World Urban Campaign. Humanitarian agencies, such as UNHCR, UNICEF and Oxfam, have requested UN-Habitat's technical advice to strengthen urban water supply, sanitation and basic services programmes. UN-Habitat is increasingly recognized as having specific competence in urban areas and humanitarian actors are seeking this expertise to improve the quality of their programmes.

At the country level, UN-Habitat has provided technical advice to UNHCR on sanitation and solid waste management issues in the Dadaab refugee camp in northern Kenya. As a result, a new programme has been formulated for more sustainable solid-waste management. United Nations Children's

Fund and UN-Habitat are collaborating to initiate a programme to improve access to sanitation and basic services in Antananarivo. Oxfam and UN-Habitat have agreed to collaborate in a selected number of pilot cities in which both agencies have existing programmes.

UN-Habitat actively participated in the Consolidated Appeal Process and in the Central Emergency Response Fund (CERF), thus facilitating approval of funding for humanitarian projects in countries and regions prone to and recovering from human and natural disasters. These countries include Afghanistan, Haiti, Iraq, Nepal, Pakistan, Somalia, Sri Lanka and Sudan. In the Occupied Palestinian Territory, UN-Habitat participated in the revision of the reconstruction Guidelines for the Reconstruction and Rehabilitation of war affected housing in the Gaza Strip through the Gaza Shelter Reconstruction Working Group in the housing sector. UN-Habitat increasingly provides technical advice to Oxfam, UN-HCR and UNICEF on urban water supply, sanitation and basic services programmes in urban areas; and to UNHCR on sanitation and solid waste.

### Challenges

UN-Habitat needs to continue augmenting its technical human resources skills and competence for operating in complex urban context in order to ensure that its normative comparative advantage in this area is fully operationalized. UN-Habitat has expertise in humanitarian issues but its capacity is still limited to provide sectorial and substantive support for risk reduction, rehabilitation work and disaster management.

## 7.2 GENDER MAINSTREAMING

Gender mainstreaming and women's empowerment has, since the early 1990s, been an important component of UN-Habitat programmes and has since been given special attention. The Agency has taken a number of steps to promote gender equality and women's empowerment, both in its programmes and within the institution itself. To underline the importance of this issue, the Governing Council in its resolution 20/7 of 2005 had requested the Executive Director to ensure "that all normative and operational activities developed and implemented

by the various divisions, branches and units of UN-Habitat address gender equality and women's empowerment in human settlements development by incorporating gender impact assessment and gender disaggregated data criteria in the design, implementation, monitoring and evaluation of the activities".

Consequently, UN-Habitat has sought to integrate and mainstream gender into core areas of its work. The strategic and institutional arrangements for this integration and mainstreaming include many actors: the Gender Mainstreaming Unit, a network of Gender Focal Points, and a Gender Task Force. UN-Habitat counts on a network of Gender Focal Points, with staff members distributed throughout the divisions, regions, countries and programmes. A number of them have high-level expertise in gender analysis and technical skills and the group is potentially a powerful asset for delivering on the Agency's commitments to gender mainstreaming. A network of Gender Focal Points, together with staff of the Gender Management Unit, are members of the Agency's Gender Task Force.

Recent efforts to improve the coherence of the Agency's work on gender mainstreaming include the preparation and endorsement of the Gender Equality Action Plan (GEAP) in 2009. In a significant effort to render the action plan consistent with the Agency's broader goals, it was aligned with the MT-SIP Focus Areas. The elaboration of plans for gender mainstreaming in each Focus Area in 2009 was a further step towards implementation of the GEAP. The formulation of the gender equality action plan was an attempt by UN-Habitat to pursue a more strategic and coherent approach to its work with gender equality and women's empowerment because the MTSIP had not made gender mainstreaming adequately explicit. An independent gender mainstreaming evaluation was undertaken during 2010/2011<sup>32</sup>. The objectives of the evaluation were to assess what UN-Habitat had achieved in mainstreaming gender equality in its programmes, the appropriate place at a time when further reforms were being formulated in the wake of the review of the MTSIP.

<sup>32</sup> UN-Habitat, 2011, *Evaluation of Gender Mainstreaming in UN-Habitat, Evaluation Report 1/2011*.



This has resulted in the decision to mainstream gender in branches instead of having a dedicated gender unit.

UN-Habitat has achieved significant results in a number of areas, including production of advocacy materials, and evidence-based information on gender and urbanization, support to women's networks and partners as change agents; capacity-building in gender mainstreaming in local governance, and in strengthening gender mainstreaming in all UN-Habitat activities in Asia and the Pacific, Africa, Arab States, and Latin America and the Caribbean. The First Gender Equality Action Assembly was held at the Fifth Session of the World Urban Forum in 2010, which: 1) enabled participants to assess progress of the Gender Equality Action Plan; 2) led to revision of the action plan; and 3) informed the preparation of the next assembly to be held before the Sixth Session of the World Urban Forum in 2012.

UN-Habitat's work on governance and security in cities has demonstrated an awareness of the problems associated with gender-blindness with local government institutions, and its work on Safer Cities has promoted a focus on greater gender sensitivity in planning practices. The Agency has taken considerable steps to promote women's access to security of tenure and challenged gender inequalities such as legislation on land and housing that is discriminatory towards women. The report *Gender Equality for Smarter Cities: Challenges and Progress* was published in 2010. It has been ranked as the most read UN-Habitat publication on Scrib.com (a popular social network for publishers). The GLTN has produced an innovative tool that can be used at the grassroots level to assess the sensitivity of land policy in relation to gender equality. UN-Habitat's work in access to water and sanitation provisions has sought to engage stakeholders in local government and utility companies to raise awareness on gender equality issues. To ensure climate change adaptation and mitigation methods are gender sensitive, a checklist has been tested in two vulnerability assessments undertaken by UN-Habitat.

In terms of agency-wide partnerships with organizations of gender equality advocates, UN-Habitat's institutionalized relationships with the Huairou Commission and with UNIFEM. The agency's part-

nership with the Huairou Commission is highly strategic. This system of women's networks provides access for UN-Habitat to organizations that have a wealth of knowledge on local contexts and access to informal groups and slum dwellers' organizations that it would not be able to muster on its own. UN-Habitat supported the Huairou Commission developing a women's online information portal ([www.womenandhumansettlements.org](http://www.womenandhumansettlements.org)) to facilitate global exchange of information and learning on issues pertaining to women and human settlements. The portal was launched in 2010. The agency's work to date on Safe Cities with United Nations Entity for Gender Equality and Empowerment of Women provides a useful stepping-stone to increase engagement with the new United Nations Women (UN Women) entity. It can be concluded that the efforts of UN-Habitat in mainstreaming and promoting gender equality and women's empowerment across its programmes and policies has demonstrated positive results and is therefore certainly relevant.

UN-Habitat's Partnership Strategy does not have adequate provisions for guidance on partnership formation in the areas of gender mainstreaming and women's empowerment. Criteria for partnership should include a willingness and ability to 'adopt mutual approaches to gender equality' in line with the Agency's Policy and Strategy Paper for Focus Area 1. Findings at country level show that partners who are implementing the Agency's programmes and projects will not necessarily be willing, nor able, to ensure that their work is gender sensitive.

### Challenges

The GEAP is wide-ranging and ambitious and efforts to monitor its implementation still had to get off the ground. The Gender Management Unit cannot implement the action plan alone, nor can it be held solely responsible for overseeing an extremely detailed and ambitious plan. An immediate task was to revisit the gender equality activities in the MTSIP and the action plan's Focus Area Frameworks. The establishment of a system of Gender Focal Points is a strategic tool for promoting work on gender equality. However, the decentralized model based on the Gender Management Unit and focal points is still in need of being adequately developed.

UN-Habitat should ensure that findings from its own research on gender equality are integrated into general guidance materials published by the Agency. Its short policy brief on gender and disasters explicitly sets out the need to pay particular attention to ensure women's rights to land and property in the aftermath of crises such as wars and natural disasters. Work at country level should actively seek to ensure that women's rights to land are upheld in post-conflict situations and in countries where women's rights are systematically abused.

One of the challenges of the gender programme is staffing inadequacy, which has delayed delivery of some outputs. Human resource constraints also hinder collaboration with other United Nations joint programmes on gender equality and the empowerment of women. The appropriateness of its institutional arrangements and strategic partnerships in the process requires continuous review, rationalization and strengthening, for more optimal results. It is noted that, at present, GEAP depends on very few donors (Norway and Sweden) for its continued existence. Its efficiency and effectiveness can only improve with appropriate and adequate human and financial resource support.

### Lessons learned

Some of the lessons learned were that the decentralized model of Gender Management Unit and Gender Focal Points has not been adequately developed; not all branches have undertaken high quality analysis and there is frequently a disconnection between policy papers and operational work; and in post-conflict work on land there is a need for active support for women's land rights in accordance with UN-Habitat's policy.

### Recommendations

Some of the independent gender mainstreaming evaluation's recommendations were:

- Choose priority goals for the Gender Equality Action Plan. Senior management, Focus Areas teams and the Gender Task Force should actively collaborate with the GMU on implementation; Select a limited number of indicators, linked to prioritized areas, for monitoring of the action plan;
- Align the action plan with the MTSIP monitoring process and collect sex-disaggregated data for a selection of already existing indicators;
- Programme design should integrate analysis of the potential impact on gender equality and include specific indicators of achievements;
- The monitoring framework for gender equality and women's empowerment should adopt a results-based monitoring and evaluation approach;
- Partnership with UN Women should be actively pursued, particularly at country level.
- The partnership base should be expanded beyond grassroots networks.

The roles and responsibilities of Gender Management Unit, the Gender Focal Points and the Gender Task Force need to be re-defined. UN-Habitat should prioritize substance and decide on which gender equality results it wants to pursue before detailed decisions are taken on the necessary staff strength and competencies. The concept of a 'nucleus model' for dealing with inequalities more broadly was mentioned in the evaluation report. The rationale for such a model would be that UN-Habitat's work on human settlements touches on a variety of inequalities defined by class/socio-economic status, age, race, ethnicity and faith, for which a common mainstreaming concept could be attempted. The work does not necessarily become easier by working with broader and different forms of inequalities. Gender and social impact assessments still need to be done.

## 7.3 URBAN YOUTH

Young people constitute over 70 per cent of the urban population in many developing countries and are disproportionately affected by major urban problems (unemployment, crime, drug abuse and insecurity). The Youth are both perpetrators and victims of these problems. The Habitat Agenda commits UN-Habitat to work in partnership with young people in human settlements management and development using participatory approaches.

Successive resolutions and decisions of the Governing Council and that of the United Nations General Assembly have called for adoption of crosscutting

perspectives on issues and concerns related to youth and gender in UN-Habitat programmes with a view to enhancing the development of youths and streamlining of gender and empowering women in those development activities. These resolutions and decisions have also called for strategies to enhance the full involvement of youth in their development. UN-Habitat has consequently incorporated Youth Development and Empowerment in its Programmes and in the MTSIP.

The Youth 21 is a recent UN-Habitat initiative, which focuses on the engagement of youth in the UN system. Youth leaders and activists have shared their experiences, and exchanged ideas and approaches on youth-led development with their peers at the 'Youth 21 Building for Change Stakeholder Meeting & Global Youth Leadership Forum on Inclusive Governance' held in March 2012 in Nairobi. The result of this forum was a series of recommendations for youth engagement at local, national and international level, named the Nairobi Declaration. The Nairobi Declaration is the starting point for the wider discussion on establishing a United Nations Permanent Forum on Youth. This is due to the importance UN-Habitat attaches to the need for a United Nations-wide policy pertaining to increased youth engagement in the United Nations system.

A Special Fund, named the Opportunities Fund for Urban Youth-led Development, otherwise known as the Urban Youth Fund, was set up in 2008 with the goal of supporting youth-led initiatives and providing support in the following areas:

- Mobilizing young people to help strengthen youth-related policy formulation;
- Building the capacities of governments, non-governmental organizations, civil society organizations and private sector entities at all levels to ensure a better response to the needs and issues of young people;
- Supporting the development of interest-based information and communication-oriented networks;
- Piloting and demonstrating new and innovative approaches to employment, good governance, adequate shelter and secure tenure;
- Sharing and exchanging information on best practices;
- Facilitating vocational training and credit mechanisms, in collaboration with the private sector and in cooperation with other United Nations bodies and stakeholders, to promote entrepreneurship and employment for young people;



A group of young people participating in a UN-Habitat Youth funded project to promote youth participation in the construction of public policies for youth in Brazil, 2012 © UN-Habitat

- Promoting gender mainstreaming in all activities involving urban youth.

The Urban Youth Fund targeted non-profit organizations led by young people in Africa, Asia and the Pacific and Latin America and the Caribbean. It is financed by the Government of Norway, which allocated USD 2 million for a pilot phase (2009–2011), to be renewed for 2012–2013. The UN-Habitat Youth Empowerment Programme aims to foster youth empowerment for meaningful solutions to urban challenges. The programme supports efforts to:

- Improve the livelihoods of marginalized youth in urban slums;
- Encourage local governments and other institutions to engage youth in policy formulation and programme implementation;
- Increase understanding of the role of youth in sustainable urbanization through information, communication and learning;
- Identify urban challenges and solutions by encouraging youth participation in local, national and global level forums; and
- Scale up and sustain youth orientated approaches by ensuring broad based multi-stakeholder engagement in the youth strategy.

Activities in pursuance of Focus Area 1 and the ENOF were implemented through the Youth Empowerment Programme. Activities were carried out within the context of the 2010/2011 biennial work programme related to both the normative and operational dimensions. Support was provided in conjunction with partners, particularly local government entities and youth groups/youth serving organizations. Relationships with other United Nations agencies are being strengthened through the UNDAF and One United Nations framework.

Several activities and programmes were developed and implemented to advance Youth development and empowerment. These included: the setting up of the Youth Advisory Board to ensure integration of youth concerns in the activities of UN-Habitat; establishment of several facilities to cater for the needs of youths, including One Stop Centres (in Dar es Sa-

laam, Kampala and Nairobi) and assist young people in improving their own lives (about 6,000 youths have undergone training at these Centres); 'We are the Future' Centres in post-conflict countries in Addis Ababa, (Ethiopia), Freetown (Sierra Leone) and Kigali, (Rwanda) to support affected children and youth and provide intergenerational programming in life skills (community health, agriculture, nutrition, arts, sports, and information technology). The Moon Bean Youth Training Centre was also established in Kibera, Nairobi, to train young people in construction work, business development, and information and communications technology. Several other programmes were developed to support the development and gainful engagement of youth.

The Youth Development agenda has been mainstreamed into several branches and programmes of UN-Habitat, including in the Urban Environment Planning Branch, Water, Sanitation and Infrastructure Branch, and in the Safer Cities Programme. The Programme has also produced and published a number of reports, including State of Urban Youth Report 2010/2011: Leveling the Playing Field, which presents important issues concerning young people residing in urban settlements. This report has been widely distributed and is also available online. The programme has also produced information and training manuals, such as, Asset Mapping Programme Manual for Urban Youth Centres, Entrepreneurship Programming for Urban Youth Centres; Program Planning and Evaluation in Urban Youth Centres. The information and training manuals provide opportunities to raising awareness of youth issues across the world. Youth development issues are also strongly represented in UN-Habitat's latest State of the World's Cities 2010/2011 – Cities for All: Bridging the Urban Divide. The flagship Global Report on Human Settlements 2011: Cities and Climate Change has also integrated youth issues.

UN-Habitat continues to affirm its role as a leading agency in bringing the urban youth to the global agenda, highlighting its contribution to sustainable urban development through such mechanisms as the 'African Urban Youth Assembly: Youth and Prosperity' of cities held in Abuja, Nigeria in July 2011. The event attracted senior government officials, NGOs, local authority representatives and over 300

youth from 23 African countries. The youth shared lessons and best practices from youth initiatives and government policies promoting youth employment and youth participation in a number of areas related to urban economy, environment and equity. UN-Habitat has developed evidence-based products substantiating the centrality of youth, such as the State of Urban Youth 2010-2011: Leveling the Playing Field on equalities of youth development issues. The report provides recommendations on policy direction. The global helpdesk is an interactive online portal for those interested in UN-Habitat's work with urban youth.

UN-Habitat continues to strengthen engagement of urban youth in developing effective strategies for addressing issues that affect them. The use of professional youth artists has contributed to raising the profile of the urban youth agenda within UN-Habitat and the international community as indicated through the various initiatives. Through the 'Messengers of Truth' Initiative, UN-Habitat has worked closely with some of the world's leading popular artists and musicians to raise awareness on matters ranging from women's rights to urban slum conditions.

In addition to the core funding of the programme provided by the Government of Norway, UN-Habitat has, in partnership with the same Government, launched a USD 100,000 Zanzibar Funding Window of the Urban Youth in 2011. Over 70 young people attended this event from youth organizations in Zanzibar. Since the launch in early 2011, awareness workshops on the programme have been held in and around Zanzibar and over 2,000 young men and women have attended.

An independent *Evaluation of the UN-Habitat Youth Programme & Urban Youth Fund* was conducted between October 2010 and February 2011<sup>33</sup>. The evaluation focused on: a) the overall relevance of UN-Habitat work with youth; b) integration of youth issues into the normative and operational work of UN-Habitat; c) operations of the Urban Youth Fund; and d) the normative and operational performance of the youth empowerment initiatives of UN-Habitat. The evaluation gave recommendations for further improvement of the programme. At its 23rd session, in April 2011, the Governing Council

adopted a youth resolution (resolution 23/7), which recognized UN-Habitat's role as a leader in youth engagement in the UN system.

## Conclusions

In view of the limited funding at the disposal of UN-Habitat, the use of partners remains a viable option. The positive impact of partnerships will be the greatest when normative and operational activities are carefully integrated. Operational work must be in the form of pilots so that they can form the basis for lessons learned about promising practices and act as a catalyst with strategic partners who can bring additional resources on board.

Through various pilot activities, UN-Habitat has demonstrated its potential to change urban development by supporting and training young people to take charge of programmes that are relevant to them. Many partners have been enlisted to help accelerate the project operations. Nevertheless, operational challenges continue to plague youth initiatives: these include delays in the disbursement of funds; the inadequacy of new funding to ensure sustainability; some confusion as to the extent to which young people themselves should be responsible for programme decision-making; and inadequate staffing.

Youth programmes have attracted considerable interest. The Urban Youth Fund has attracted extensive interest from UN agencies, international and national institutions and other youth programmes. The volume of applications to the Fund and the media interest that it has generated indicate a rapidly growing demand for the models developed by UN-Habitat. Each individual model, however, presents challenges that ought to be explored and incorporated into lessons learned as a way to encourage more participation of young people.

Implementation of youth programmes, which is largely decentralized, should involve consultations among the partners and the Youth Branch, the relevant UN-Habitat entities and other players on: improvement of implementation, documentation of knowledge on best practices and emerging issues, and a youth-friendly strategy for the dissemination of lessons learned to support advocacy and capacity development.

<sup>33</sup> UN-Habitat, 2011, *Evaluation of the UN-Habitat Youth Programme & Urban Youth Fund, Evaluation Report 2/2011*.

The Youth Programme of UN-Habitat is considered relevant. It has invested much effort and made significant progress in engagement with urban youth. It has made a notable contribution to highlighting the needs of young people in the urban setting and identifying issues that need be addressed.

### **Main Challenges of the Youth Programme**

Despite intensive work from the UN-Habitat Secretariat, mobilizing additional resources to the Urban Youth Programme has been very challenging. The operation of the Urban Youth Programme is almost totally dependent on funding from the Government of Norway. Generating greater understanding and political will to attract a bigger donor base for the Urban Youth Programme has been extremely difficult. The limited administrative and financial resources therefore inhibit in-depth monitoring of some of the projects sponsored by the programme.

### **Lessons learned**

The lessons learned are summarized as follows:

- It is crucial that decision-making in youth centres should involve young people themselves. It is also essential to define the appropriate and distinct roles to be taken by adults as a means of clarifying what exactly is meant by the concept of 'substantive youth engagement';
- The concept of a laboratory is a useful metaphor for the work of the youth programmes in the sense that the programmes need to be put into practice in order to test what actually works;
- Most youth activities have been undertaken on an ad hoc basis, both in terms of financing and staff. Employing staff that have particular expertise in youth issues is sensible and would encourage the mainstreaming of youth issues into particular programmatic areas.
- UN-Habitat uses various programmes to integrate youth empowerment into its work. To a certain extent the models used offer a unique opportunity to deal with youth issues in different contexts. While each model does have some lessons to offer, it is clear that no single model can serve as the solution to all urban youth problems;
- UN-Habitat has been instrumental in linking young people with other actors involved in urban issues, such as municipalities and the private sector. Support from the private sector and various foundations have been instrumental to increasing the visibility of UN-Habitat and its youth activities.

### **Recommendations from the independent youth evaluation**

The recommendations are summarized as follows:

- UN-Habitat should build the capacity of its youth programme by: broadening the diversity of its core funding; developing strategic partnerships, such as with the ILO and UNICEF; increasing staff to ensure that skills match programme goals; increase the involvement of young people, youth leaders, UN-Habitat regional and country offices.
- UN-Habitat should review its Youth Programme strategy within an agreed upon organization-wide framework for mainstreaming youth issues;
- UN-Habitat and its partners should review the governance structure of youth programmes to align the priorities in national policies;
- UN-Habitat should strengthen the implementation of the Urban Youth Fund by limiting the selection of future awards to countries where UN-Habitat already has a strong presence; and ensuring that funding is awarded to projects that fall within existing Focus Areas, or in which there is a specific donor interest;
- UN-Habitat should strengthen its monitoring, evaluation and reporting strategy to enhance its handling of future youth projects and programmes.

## 8. ORGANIZATIONAL TRANSITION

The Governing Council requested the Executive Director, at its twenty-first session in April 2007, (resolution 21/2 paragraph 10) "...to give immediate priority to the proposed institutional reforms, including the further implementation of the of results-based management, robust knowledge management, and any institutional adjustments necessary to better align the organization with the MTSIP, consistent with the wider process of United Nations system-wide reform". As evident from the foregoing, UN-Habitat's organizational set-up during the first four years of MTSIP was not optimal. The goal of the ongoing restructuring is to fully align the organization with the *Strategic Plan 2014-2019*.

The 2010 Peer Review recommendations on organizational restructuring were followed-up with an organizational review process, which was formally launched in February 2011<sup>34</sup>. In February 2011, an Internal Review Team was established to launch and guide the review process. An external change management consultant and a senior staff member from the United Nations Secretariat's Department of Management facilitated the consultative process as part of the broader United Nations institutional reform. The review process entailed a series of workshops, interviews, and consultations with staff and partners. The results of the organizational review, which were submitted in July 2011, also contained recommendations for improving UN-Habitat's organizational structure.

This process led to a restructuring of UN-Habitat's organization that took effect from January 2012. The third and last biennial work programme 2012-2013 of the MTSIP will be implemented within the new structure. The aim of the new structure is to ensure a more effective and efficient delivery of UN-Habitat's mandate at the country, regional and global levels.

The main characteristics of the new organizational structure are: i) a horizontal flatter matrix organization; ii) a project-based organization, which brings together the normative and operational work under each project; iii) a flexible organization working through flex teams; iv) an organization with clear delegation of authority down to the project level; and v) existing field projects and normative policy work managed through a project-based accountability approach. The new proposed organizational structure consists of seven thematic branches, as outlined in Table 8.1.

The branches are considered as 'virtual' as they will consist of staff located in both regional offices and Headquarters thus breaking down the divide between normative and operational work. In the new proposed structure – as elaborated in June 2012 – policy, management and administration will be dealt within four offices:

**Office of Executive Director:** Strategic Planning, Legal Unit, Regional Offices, Scientific Advisory, Governing Council Secretariat, Liaison Offices and the Evaluation Unit;

- **Management Office:** Quality Assurance, Finance, Finance and Budget, Office Management, ICT Support, and Knowledge Management Support, Human Resources Liaison, Headquarters' Project Administrators, and Field Project Administrators;
- **Project Office:** Project Implementation and Monitoring, Portfolio Strategy; and
- **External Relations Office:** consist of two branches 1) Partner and Inter-Agency Branch; and 2) Advocacy, Outreach and Communications Branch: Production Unit, Outreach and Events, Press and Media, Editorial Unit, World Urban Forum, and World Urban Campaign.

<sup>34</sup> This Section draws on information from the Executive Director's informational briefing to the Committee of Permanent Representatives of 7 September 2011 and 15 December 2011.

TABLE 8.1: Reorganization of UN-Habitat – Thematic Branches and Units

Urban Legislation, Land and Governance Branch	Urban Planning and Design Branch	Urban Economy Branch	Urban Basic Services Branch	Housing & Slum Upgrading Branch	Risk Reduction and Rehabilitation Branch	Research & Capacity Development Branch
Urban Legislation Unit	Regional and Metropolitan Planning Unit	Local Economic Development Unit	Solid Waste Unit	Slum Upgrading Unit	Settlements Recovery Unit	Research Unit
Land & GLTN Unit	City Planning, Extension & Design Unit	Municipal Finance Unit	Energy Unit	Housing Unit	Shelter Rehabilitation Unit	Capacity Development Unit
Local Government & Decentralization Unit	Climate Change Planning Unit	Youth & Job Creation Unit	Urban Mobility Unit	-	Urban Risk Reduction Unit	Global Urban Observatory Unit
-	-	-	Water & Sanitation Unit	-	-	-

Source: UN-Habitat, 14 June 2012

The Project Office is responsible for the overall coordination of UN-Habitat's project portfolio attending to the following functions:

- Project identification
- Project formulation
- Project implementation and coordination
- Resource mobilization
- Portfolio information management
- Portfolio monitoring/knowledge management

UN-Habitat's work will continue to be guided by the MTSIP until the end of 2013. A matrix has been developed that shows how the 2012-2013 work programme's sub-expected accomplishments relate to

UN-Habitat's new organizational structure and thus constitutes the framework for the branches' and their units' work and budget. It is expected that the organizational transition will be concluded by June 2012. The restructuring of UN-Habitat will, however, pose some challenges in relation to the implementation of MTSIP as regards to coordination among the newly established units and performance and progress monitoring of ongoing programmes.

During the interviews, it became evident that the perceptions among the staff on the organizational transition to the new set-up were very diverse. Some saw the organizational changes as imperative for UN-Habitat to be able to better deliver, while others saw the changes as constraining their work.



## 9. OBSERVATIONS ON THE STRATEGIC PLAN 2014-2019

### Launching of the Strategic Plan preparation

The Governing Council of UN-Habitat requested the Executive Director, at its 23<sup>rd</sup> session in April 2011 (resolution 23/11), in consultation with CPR, to develop the *Strategic Plan for 2014-2019* taking into account the recommendations of the *Peer Review of the Implementation of UN-Habitat's Medium-Term Strategic and Institutional Plan* and other reviews of the MTSIP for presentation and approval by the Governing Council at its 24<sup>th</sup> session in 2013.

Draft Terms of Reference was developed for the Open-Ended Contact Group on the *Strategic Plan for 2014-2019* comprising both members of the CPR and the Secretariat in preparation of the UN-Habitat Strategic Plan. A CPR approved road-map guided the preparation of UN-Habitat's *Strategic Plan for 2014-2019* that consists of three parts:

- *Part I, Strategic Analysis*, providing what could be considered to be the rationale of the Strategic Plan, or answering the question 'why?'
- *Part II, Strategic Choice*, containing the Strategic Plan itself, or answering the question 'what?'
- *Part III, Strategy Implementation*, addressing the issues of how the Strategic Plan will be implemented, i.e. answering the question 'how?'

The formulation of the *Strategic Plan 2014-2019* has taken into account: the Executive Director's new strategic priorities; UN-Habitat's official mandate; the continuity between the MTSIP 2008-2013 and the *Strategic Plan 2014-2019*; and issues of alignment with the biennial strategic framework and programme budget. The Strategic Plan's Part I and II have been prepared and Part III will be developed in early 2012<sup>35</sup>.

### The Strategic Plan's Part I: Strategic Analysis

While some elements of the *Strategic Plan 2014-2019* represent continuity from the MTSIP, others will be included to respond to emerging urban demographic, environmental, economic, spatial and social trends. Some of the identified key trends are:

- *Demographic factors*: The world's urban population is expected to rise from 50 to 60 per cent. Ninety per cent of the world urban population growth between now and 2030 will be in developing countries, and most urban growth will be in towns between 100,000 and 250,000;
- *Environmental factors*: Rising impacts of climate change and natural disasters with cities and their inhabitants becoming more vulnerable, and increased scarcity of water resources;
- *Economic factors*: Despite a stable economic growth in many developing countries, there are limited funds available for investment in urban infrastructure and services. Although the informal economy is expanding, there is significant under- and unemployment, especially among the youth;
- *Spatial factors*: Most urban dwellers live in small and medium sized urban settlements of less than 1 million people. Rapid urbanization in developing countries has resulted in uncontrolled peri-urban expansion – most of it being informal;
- *Social factors*: Urban poverty is increasing globally and inequality is rising, which is manifested in slums. The number of refugees and internally displaced people is increasing.

<sup>35</sup> The elaboration in this Chapter draws on the Draft Strategic Plan of UN-Habitat for 2014-2019: Parts I and II, 25 January 2012.

### Lessons from the MTSIP 2008-2013

A number of problems encountered during the preparation of MTSIP have affected negatively on the implementation. The formulation of the *Strategic Plan 2014-2019* will take note of these lessons learned – the most important ones of which are:

- The MTSIP 2008-2013 was developed separately from the biennial work programme. Its six Focus Areas were different from the four sub-programmes of the work programme. Although the second and third work programmes were progressively aligned, the general impression remained that UN-Habitat was reporting in relation to two programmes, which meant burdensome double work.
- The MTSIP Results Framework that was developed during 2009 (rather than at the very beginning) came up with a different set of strategic results, expected and sub-expected accomplishments, and indicators of achievements than the 2008-2009 work programme, which had already been approved.
- The ENOF and Focus Area policy and strategy papers were developed late in the process and did not fully provide the strategic directions and overview they were intended to do.
- Some of the expected accomplishments and indicators of achievement that were formulated in 2009 proved not to be adequately specific and realistic, making it difficult to keep track of the accomplishments.
- Gender, youth and partnerships were not properly reflected in all Focus Areas as crosscutting issues when the MTSIP was formulated. Gender was only addressed in 2009 during the elaboration of the Results Framework. Management of partnerships was located in one of the Focus Areas rather than being reflected across all Focus Areas.



Child outside an IDP camp in the outskirts of Goma, DRC where UN-Habitat/GLTN is implementing a land programme on conflict mediation, 2012. © UN-Habitat

## SWOT analysis for the Strategic Plan 2014-2019

The Executive Director and Division Directors conducted a 'Strengths, Weaknesses, Opportunities and Threats' (SWOT) analysis of UN-Habitat's prospects. The results of the analysis and the deliberations of the CPR Open-ended Contact Group have informed the implementation of the Strategic Plan. Some of the key points are presented below:

- *Strengths:* Very good achievements have been attained in post-conflict and post-disaster countries; innovative water and sanitation approaches have been promoted; land management (GLTN) has been strongly supported by donors; advancements have been made on urban safety and security and forced evictions; gender and youth have been mainstreamed in many interventions; global advocacy has increased the awareness on urban issues; and regional ministerial platforms on housing and urban development are active in Africa, Asia and the Pacific, and Latin America and the Caribbean.
- *Weaknesses:* There is a need for: 1) more effective management systems and reduced bureaucratic load and better use of human resources; 2) improved core productivity at Headquarters and delivery efficiency in the initial phases of field projects, especially emergencies; improved effectiveness at the country level, where most donor funding has shifted; 3) improved funding predictability and resource mobilization; 4) improved internal strategic planning in order to enhance policy and programme implementation coherence; 5) systematic harvesting of core knowledge and lessons learned; and 6) improved external communication.
- *Opportunities:* Increasing global importance of the urban agenda and recognition of the leading role of cities in national economic growth; global movement to revive urban planning and increased demand for assistance in planning for small and medium sized urban settlements of less than one million people in developing countries; increasing global importance of cities in addressing climate change and energy efficiency; the normative and operational mandate

of UN-Habitat to conceive innovative solutions and the potential for catalytic effects; importance of slum upgrading, as well as drinking water and sanitation; and preparation for the Third United Nations Conference on Housing and Sustainable Urban Development (Habitat III) to be held in 2016.

- *Threats:* The main threats facing UN-Habitat are mostly from the external environment. These include declining donor contributions to non-earmarked revenues in recent years, partly due to the current global economic crisis, possible divergence between UN-Habitat's official work programme and donor interests – as reflected in the increasing earmarked revenues from donors, rising interest in the urban agenda among other multilateral agencies having the potential risk of duplication of efforts, and inability to respond in a timely manner to the demands for its services.

## Guiding principles of the Strategic Plan 2014-2019

The Strategic Plan's Focus Areas are also the sub-programmes in the 2014-2015 biennial strategic framework, work programme and budget, thus ensuring complete alignment among the three documents. The Strategic Plan contains a results framework, which is prepared at the very beginning – thus ensuring that the reporting on the six-year Strategic Plan and the biennial work programme are unified into a single process. The Strategic Plan will be implemented in line with the need for closer cooperation and coordination with other United Nations bodies/agencies and with a view to avoiding overlapping and duplicating programmes and activities.

## The Strategic Plan's Part II: Strategic Choice

UN-Habitat's work, which is both normative and operational, seeks to assist local, regional and national authorities that are responsible for urban and human settlement issues, to improve the standard of living of their citizens through policies that are in conformity with the guiding principles of sustainable urban development and subsidiarity. The main features of the Strategic Plan are presented in Box 9.1.

**BOX 9.1: Main features of the Strategic Plan 2014-2019**

**Vision:** UN-Habitat promotes the stronger commitment of national and local governments as well as other relevant stakeholders to work towards the realization of a world with economically productive, socially inclusive and environmentally sustainable cities and other human settlements.

**Mission:** UN-Habitat, in collaboration with other United Nations entities and relevant stakeholders, supports governments and local authorities – in line with the principle of subsidiarity – to respond positively to the opportunities and challenges of urbanization by providing normative policy advice and technical assistance on transforming cities and other human settlements into inclusive centres of vibrant economic growth, social progress and environmental safety.

**Goal:** Well-planned, well-governed and efficient cities and other human settlements with adequate infrastructure and universal access to employment, land, and basic services – including housing, water, sanitation, energy and transport.

**Strategic Result:** Environmentally, economically and socially sustainable, gender sensitive and inclusive urban development policies implemented by national, regional and local authorities have improved the standard of living of the urban poor and enhanced their participation in the socio-economic life of the city.

**Focus Areas:** Seven Focus Areas have been identified. The three first have been included to better respond to the 21<sup>st</sup> century cities' challenges and opportunities in a more holistic way. The MTSIP also included urban planning, management, governance, land and financing systems, but composed differently.

The Focus Areas of the *Strategic Plan 2014-2019* and MTSIP 2008-2013 are shown in Table 9.1 and the Strategic Plan's Focus Areas and strategic results are shown in Table 9.2. A number of crosscutting issues, relevant to all seven Focus Areas, will be prioritized, including outreach and communication, gender, youth, partnerships, capacity development, and climate change. The work will focus on actions that have the potential for triggering or catalysing changes at the urban level. The support to national, regional and city authorities will be undertaken through clearly defined projects that combine both normative and operational work. The UN-Habitat catalogue of model projects (developed at the end of 2011) will be continually updated.

**Results-based biennial strategic framework for 2014-2015**

In parallel with the preparation of the *Strategic Plan 2014-2019*, strategic frameworks were developed for the seven sub-programmes corresponding to the seven Focus Areas (dated 11 January 2012). In addition, sub-programmes were developed for Executive Direction and Management and Management and Administration. The sub-programmes outline expected accomplishments and indicators of achievements.

**TABLE 9.1: Focus Areas of the Strategic Plan 2014-2019 and MTSIP 2008-2013**

Focus Areas Strategic Plan 2014-2019	Focus Areas MTSIP 2008-2013
1. Urban Planning and Design	1. Effective advocacy, monitoring, and partnership
2. Urban Land, Legislation and Governance	2. Urban planning, management, and governance
3. Urban Economy	3. Access to land and housing for all
4. Urban Basic Services	4. Environmentally sound basic urban infrastructure and services
5. Housing and Slum Upgrading	5. Strengthening human settlements finance systems
6. Risk Reduction and Rehabilitation	6. Excellence in management
7. Research and Capacity Development	

TABLE 9.2: **Strategic Plan 2014-2019 – Focus Areas and strategic results**

Focus Area	Strategic Result
1. Urban Legislation, Land and Governance	City, regional and national authorities have established systems for improved access to land, adopted enabling legislation, and put in place effective decentralized governance that fosters equitable sustainable urban development.
2. Urban Planning and Design	City, regional and national authorities have implemented policies, plans and designs for more compact, better integrated and connected cities that foster equitable sustainable urban development and are resilient to climate change.
3. Urban Economy	City, regional and national authorities have improved capacity to implement urban policies supportive of local economic development, creation of decent jobs and enhanced municipal finance.
4. Urban Basic Services	City, regional and national authorities have implemented policies for increasing equitable access to basic urban services for improving the standard of living of the urban poor.
5. Housing and Slum Upgrading	City, regional and national authorities have implemented policies for increasing access to adequate housing and improving the standard of living in existing slums.
6. Risk Reduction and Rehabilitation	Cities have increased their resilience to the impacts of natural and human-made crises in an equitable manner, and undertaken rehabilitation in ways that advance sustainable urban development.
7. Research and Capacity Building	Knowledge of sustainable urbanization issues disseminated and capacity enhanced at international, national and local levels in order to improve formulation and implementation of evidence based policies and programmes, and to improve public awareness of the benefits and conditions necessary for sustainable urbanization.

Part 3:  
**CONCLUSIONS,  
LESSONS LEARNED AND  
RECOMMENDATIONS**

## 10. EVALUATION CONCLUSIONS

The evaluation team's conclusions are related to three time periods: the 2008-2011 MTSIP period; the 2012-2013 MTSIP period; and the Strategic Plan period 2014-2019. The conclusions will relate to the evaluation's specific objectives and the ten evaluation questions.

### 10.1 THE 2008-2011 MTSIP PERIOD

#### Meta conclusion

The opinion of many stakeholders is that the MTSIP has been very positive to UN-Habitat. It has better rationalized and further sharpened the programmatic focus of UN-Habitat from what it was before, brought about the better alignment of programmes, and played a catalytic role in encouraging and enabling more productive partnerships than *hitherto*, which in turn have helped in leveraging increased funding for the Agency's programmes.

Even critics agree that, on the whole, the MTSIP has charted a more focused and credible direction for UN-Habitat's programmes. It has brought about better integration and realignment of activities within programme countries – the insistence on results-based management has been a positive contribution. Overall, as a result of the MTSIP, UN-Habitat Programmes, while not yet perfect have attained a significantly higher degree of focus, coherence and alignment than before the MTSIP was instituted. Medium-term strategic planning is therefore seen an important mechanism for obtaining results that makes a positive difference.

The MTSIP's expected accomplishments have been partially achieved during the four years of implementation. Many – but not all – of the accomplishments will be fully achieved by the end of 2013. The MTSIP Results Framework has been well conceived, but the implementation has encountered a number of problems including difficulties in collecting and

analysing data and reporting on achievements. The cause for these problems should be addressed so that the negative effects are eliminated in the future.

#### Relevance

National and local stakeholders appreciate UN-Habitat's support for sustainable urbanization. This is demonstrated by the fact that UN-Habitat has contributed to the formulation of national urban policies, strategies, and development plans at both national and local levels. However, it was found that the concept of '*sustainable urbanization*' needs to be more clearly defined and guiding principles need to be developed. There has been a significant increase in UN-Habitat's support to disaster-stricken and post conflict countries, which today constitutes a very large part of UN-Habitat's project portfolio. The relevance and catalytic effects of UN-Habitat's support increases when it is directed towards the needs, as identified by national and local stakeholders (including Habitat partners), and when the support is an integral part of the UNDAF or Delivering as One process and is well coordinated with other development partners. The main thrust on donor coordination was with other United Nations agencies. A further emphasis on donor coordination with a wider spectrum of stakeholders and greater promotion of sector-wide approach would significantly enhance UN-Habitat's normative role.

The UN-Habitat management still considers the MTSIP strategic and institutional objectives to be valid. The fundamental strategies and principles – on which MTSIP are based – are still considered relevant. With the exception of Focus Area 5 – although the intent is appreciated – the expected accomplishments and sub-expected accomplishments and associated activities of MTSIP are consistent with the overall goal and with the intended impacts. With the

hindsight of four years of experience, the strategic framework could have been formulated differently, as is now the case with the proposed *Strategic Plan 2014-2019*. However, the fundamental elements of the strategic plan remain, to a large extent, identical to that of the MTSIP and thus represent a continuation of MTSIP – sharing identical overall goals.

### **Effectiveness**

The MTSIP long-term development objectives are only loosely formulated and thus difficult to predict their realization. The outcomes are not immediately apparent from the reported indicators. A large part of the MTSIP targets have been partially achieved and are likely to be fully achieved. As had been noted in the peer review of the MTSIP, there has been an over-concentration and too much reliance on numerical indicators as measures of achievement, even for roles and activities for which other types of indicators, albeit qualitative ones, could have been more appropriate. Besides, some of these numerical indicators tended to stretch credibility. Programme and thematic evaluations/reviews have provided a more in-depth analysis of MTSIP's implementation performance than the progress reports, but evaluations/reviews are limited in number and do not present an overall assessment of UN-Habitat's work.

### **Efficiency**

Despite financial and human resources constraints, significant progress had been made in the implementation of most of the MTSIP Focus Areas. Of special note is the progress made in the implementation of Focus Areas 1, 2, 4 and 6. The expected accomplishments for Focus Area 6 appeared very ambitious compared to the actual staffing and resources allocated. Increased delivery and the overall programme volume put additional pressure on staff. Overall, human and financial resources were adequate, but time taken to utilize resources appropriately delayed progress. The issue has been raised about staff shortages and high staff turnover in several programme areas, which have negatively affected the full implementation of some of the Focus Area programmes and had disrupted working patterns. There appears to be an apparent and substantial imbalance in human resource allocation

between Headquarters and regional/country offices.

Resources inadequacy – financial and human – has been a major weak link in the chain of the Agency's programme development and implementation. Limited resource allocations from the United Nations Regular Budget and a small base of donor support, with largely earmarked funding, limits the scope of what the organization can prioritize. According to the *Annual Progress Report on the Implementation of the Medium-Term Strategic and Institutional Plan (January-December 2011)*, the Focus Areas' utilization rates varied from 64 to 80 per cent (expenditure/allotment) for Financial Year 2011.

The MTSIP planning process has not been optimal. The conceptualization of MTSIP Results Framework, and Focus Areas' policy and strategy papers were delayed. The ENOF did not quite provide the clarity it was intended to do. Baseline surveys were not conducted, which would otherwise have guided the choice of indicators and how they could best be measured – one reason being that adequate resources to generate the baseline data were not allocated. The ENOF element to support governments and their development partners to achieve more sustainable urbanization has improved coordination in UN-Habitat's programme implementation and management by narrowing, if not bridging, the inter-divisional divide between the normative and operational programme activities. But much more needs to be done in this area. The component of normative elements in country level projects appears well balanced with that of the operational elements.

Parallel reporting for the MTSIP and for the regular biennial work programme, and reporting demands of the different donors, placed a heavy burden on the limited staff. It is welcoming, however, to note that the MTSIP and the biennial work programme and budget have become completely aligned and congruent as of the 2012-2013 biennium and donors have agreed to one harmonized MTSIP six monthly and annual progress report. Although the progress reports are quite extensive, they are not able to capture country level achievements in any great detail.



UN-Habitat's full participation in the UNDAF and Delivering as One processes was hampered by the Agency's low visibility among other United Nations agencies with respect to what it is capable of contributing to countries' development programmes, considering UN-Habitat's lack of substantial resources to invest in a given country's development programme. However, in those countries where UN-Habitat succeeded in a meaningful participation in the UNDAF process, more funding for UN-Habitat was accessed and synergies enhanced, which also resulted in increased visibility and voice of UN-Habitat.

There is expressed need for more guidance from the Headquarters to the regional and country office levels to ensure consistency and congruence of the Agency's programmes. Correspondingly there is a need for efficient feedback mechanisms from the countries and regions to the Headquarters to raise Headquarters' awareness of the country level dynamics and how this should influence the future normative and operational work. This suggests that there is need for better and more efficient information flows. Regional offices handle the accounting for projects, field offices and field staff, which represents a substantial workload, but no common operational manuals and guidelines exist, which could streamline and facilitate this work. UNDP, for example, has such manuals and guidelines.

The Habitat Programme Managers and the preparation of Habitat Country Programme Documents have enhanced UN-Habitat's role in the UNDAF process (as well as the Delivering as One process) in some countries. Without adequate resources to back up and advance the Habitat Country Programme Documents, the Agency's participation and representation in the UNDAF process will have limited impact. However, even with limited resources some Habitat Programme Managers have succeeded in generating relevant projects and attracting earmarked donor funding for their implementation. As has been seen in the revenue trends, donors appear keener on providing earmarked funding than non-earmarked.

The point was made by staff at the regional and country offices that they are generally hardly consulted or involved during the process of initiation, formulation and development of new global programmes. Rather, such programmes are often initiated, formulated, developed and adopted at

Headquarters without inputs from the regional and country levels and then dumped on them as a *fait accompli*. The result is that these programmes miss out on the accumulated wisdom, knowledge and experiences of the regional and country offices, which makes implementation of some of these programmes difficult or inoperable at country level.

### Impact

MTSIP has already, at this stage, had an impact on the countries' policies, strategies, and capacity developments. In some countries, the urban development challenges have been incorporated in national development plans, which normally would trigger allocation of human and financial resources accordingly. Normative outcomes are likely to materialize further during MTSIP's next two years. Currently, limited information is available on likely medium-term outcomes and impacts related to urban social, economic, and physical achievements – intended as well as non-intended. Outcomes and impacts will undoubtedly materialize in years to come. The scale of outcomes and impact at the global level depends on the amount of funding that can be mobilized. The order of magnitude of the impacts of UN-Habitat's investments is limited in terms of coverage required to achieve the MDGs. More detailed reviews/evaluations at the country level would certainly disclose attributions and contributions to the catalytic effects on policy changes, reforms, and strategic approaches, which in all probability will have long-term impacts.

Recipient countries perceive UN-Habitat's support for slum prevention and upgrading as contributing positively to improving the slum dwellers' situation in the longer-term through pro-poor housing policies, housing financing, and security of tenure – short-term improvements at scale will require substantial capital injections to have a wider impact. The MTSIP Action Plan's third phase – the scaling up phase – suggests that the volume of UN-Habitat's support should have increased significantly. In terms of increase in monetary volume there is only a 10 per cent increase in the 2012-2013 budget compared to the 2010-2011 budget. Some of the support may be scaled up without the involvement of UN-Habitat, but such catalytic effects do not seem to be well captured.

## Sustainability

The sustainability of UN-Habitat interventions relates closely to the quality of these interventions and the extent to which these are requested by national and local governments and supported by donors and other partners – and in turn how these are transformed into national policies, strategies and legislation and the extent to which national capacity is developed to support implementation. Country-level political support and funding are critical for the sustainability of UN-Habitat interventions – resource adequacy to follow new initiatives through and to sustain these remains a daunting challenge. Development of systemic municipal sources such as municipal taxes, property taxes and government subventions would be more sustainable than current over-dependence on unpredictable donor funding for urban services financing.

## Coherence

In theory there is good coherence between the six Focus Areas, but in practice the potential coherence has been jeopardized by the *'silo mentality'* that continues to persist at the Agency Headquarters. In some of the Habitat country programmes there has been good coherence between the various Focus Areas for which interventions were implemented. In such cases it has been due to the foresight of UN-Habitat country teams. While MTSIP facilitated increased internal coherence, it did not succeed in breaking down the *'silo mentality'* completely. The *'silo mentality'* could be a result of a combination of UN-Habitat's current organizational set-up and the attitude of some staff members. The continued reform process may eventually in the medium to long-term succeed in achieving a high degree of coherence, but over a short-term perspective the situation does not appear tenable. Due to the imbalance in staff allocation between the Headquarters and regional/country offices, the coherence is limited. There seems to be good coherence between regional and country offices. The lack of coherence between the Headquarters and regional/country offices is further accentuated by less effective coordination and communication.

The coherence between the biennial work programmes and the MTSIP existed in terms of substance, but in terms of implementation the biennial

work programme (2008-2009) and MTSIP resulted in two sets of parallel monitoring and reporting procedures. They consumed an unnecessarily large amount of resources, which could have been put to much better use. The coherence was improved for the second work programme (2010-2011), and was fully achieved for the third work programme (2012-2013). The mismatch in coordination during the first two years happened as the 2008-2009 work programme had to be submitted in mid 2006 in accordance with the United Nations Secretariat procedures, at which time the preparation of the MTSIP had just started.

## 10.2 THE 2012-2013 MTSIP PERIOD

The implementation of MTSIP as outlined in the biennial work programme and budget (2012-2013) will continue – as approved by the Governing Council – but with a changed organizational set-up. While the need for organizational changes is appreciated, the changes were initiated before the organogram of the new organizational set-up had been finalized, which tended to cause some uncertainty among staff. This gave rise to substantial misunderstanding among several UN-Habitat staff members about the continued relevance of the MTSIP in the light of the organizational and programmatic restructuring of UN-Habitat. In consequence, each Focus Area team of the current MTSIP is struggling to fix itself into the new organizational structure. The sentiment is that existing portfolios of the current MTSIP have been dumped into the proposed new (2014-2019) Focus Areas and thereby still perpetuating elements of the *'silo mentality'*. Part of this feeling may be attributed to the absence of adequate information flow from the management to staff. This can also result from some staff not carefully reading issuances from management. The main challenge will be to continue implementation of MTSIP, while the restructuring is consolidated. Even though this is a complicated process, the advantage is that UN-Habitat's organizational set-up will be fully aligned to the Strategic Plan when it is launched in 2014, and devoid of many of the complications that confronted the MTSIP in its start-up phase.

The organizational restructuring has focused much on the Headquarters and less on the regional and country offices. It seems that the restructuring has

not taken adequate note of the changing reality with programmes and projects being increasingly conceptualized and funded through earmarked funding at the country level. The issue of allocating more resources to regional and country offices and having a leaner organization at Headquarters have not yet been presented or addressed. Habitat Programme Managers have proved to be a valuable asset in countries with a large project volume or having a significant potential for UN-Habitat interventions – both in terms of generating new projects and mobilizing funding. The roles and functions of Regional Directors and Habitat Programme Managers need to be reviewed as part of the organizational restructuring. It is not enough just to change the organizational structure, but also the mind-set of senior staff to make the organizational change a success. UN-Habitat advises governments to apply the subsidiarity principle – that could equally well be applied to UN-Habitat's own organization. There is no doubt that there will be a need for effective support from Headquarters for facilitating and attending to global issues. A scrutiny of the new organizational structure discloses some aspects that need further clarification:

- The policy aspects are not reflected. Overall policy considerations will be essential to guide the further evolution of UN-Habitat and its programmes.
- Environmental management has not been reflected. Even though environment is a cross-cutting issue when formulating programmes and projects, it is also an important discipline by itself in connection with urban planning and management.
- The broader aspects of disaster management, as opposed to risk reduction, have not been adequately reflected. The scale of UN-Habitat's engagement in disaster stricken countries would warrant increased attention to this discipline – and not only as a crosscutting issue.
- Except for the Youth Unit, the crosscutting issues do not seem to be reflected. Although crosscutting issues will be mainstreamed into the Focus Areas' programmes, it is important

that policy and strategy aspects across the Focus Areas are coherently addressed. The concept of a 'nucleus model' for a common mainstreaming concept dealing with rights and inequalities more broadly as defined by class/socio-economic status, gender, age, race, ethnicity and faith could be considered – and thus avoid having focal points and teams for each of the inequalities.

- There is a need to distinguish between administrative/budgetary quality assurance and professional quality assurance. This raises the question of clarity as regards to the responsibility for professional quality assurance.

There is a great need to review the report preparation procedures with the aim of producing reports of good quality, minimizing resource requirement, and capturing of lessons learned and good practices. The normative and operational lessons learned at regional and country levels represent a valuable source of information that can feed into the flagship reports and to some extent into the progress reports. The lessons learned at country level will contribute to UN-Habitat's normative dimension – ensuring that this is based on concrete and tested practices. The country level reporting is essential and needs to be shaped so that it sustains the Agency's conceptual aspects.

### 10.3 THE STRATEGIC PLAN 2014-2019

The conceptualization of the *Strategic Plan 2014-2019* has resulted in a more distinct framework for the Focus Areas. Even though the structure and scope of the Strategic Plan differ from the MTSIP, the new Focus Areas drew substantially from the MTSIP Focus Areas. The strategic plan could be characterized as a second-generation plan, which has rectified or will rectify the problems encountered with the MTSIP, and also confirms the continued relevance of the MTSIP's Focus Areas. The challenges remains to embark on a detailed preparation that should include Focus Area policy and strategy papers, a more elaborate ENOF, 'SMART' indicators for the expected accomplishments, baseline studies, etc. The *Strategic Plan 2014-2019* corresponds well to what the UN-Habitat country teams consider as priorities. The survey [conducted by the evaluation

team] pointed to a pro-poor approach and prioritized urban environment.

The *Strategic Plan 2014-2019* – as it currently appears – has been formulated in a neutral fashion, meaning that it could be applied to any country. While this is a positive feature, the strategic plan needs to be complemented with strategies on how to cope with different categories of countries, for example fragile states, disaster stricken countries, post-conflict countries, and least developed countries, low-income and middle-income countries. The engagement of Habitat Programme Managers and mobilization of national urban forums should be incorporated in such strategic considerations. There is currently a large representation of post-conflict and disaster reduction projects in the current portfolio, which suggests that such projects in future could also be an essential part of UN-Habitat's support.

While normative interventions are warranted in all categories of countries (which would be formulated in accordance with the country context), the operational interventions could be differentiated according to needs – implying that the allocation

of UN-Habitat funds would in all probability favour the fragile and poorer countries. However, about 70 per cent of the world's poor live in middle-income countries, and thus there will also be a need to address urbanization in these countries – possibly with an increased emphasis on normative interventions. Another aspect that will need to be addressed is the overall issue of urbanization and how to address the various types of cities: mega, primary, secondary, and tertiary cities.

The new management set-up emphasizes the project-based approach. While this may be an effective way of managing UN-Habitat's interventions and ensure the necessary budgetary discipline, the focus on a project-based approach may be at the expense of the programmatic approach. Most development agencies have for several years promoted the programmatic approach, which include diversified interventions, for example policy-making, institutional development, and capacity building. Many development partners have adopted the sector-wide approach and the principles of the Paris Declaration on Aid Effectiveness.

## 11. LESSONS LEARNED

The evaluation team has deduced the following lessons learned, which are considered important for both the MTSIP 2012-2013 biennial period and the *Strategic Plan 2014-2019*:

1. It is essential that the concept of sustainable cities be well defined – and yet flexible to capture current and future urban development trends – so that it will constitute the overall policy and strategic framework for the Focus Areas' policy and strategic papers and ENOF<sup>36</sup>. It was found that the MTSIP policy and strategy papers would have benefited from an overall policy that would have established a common framework.
2. UN-Habitat support becomes more effective when it is based on the policies and needs of the countries in which UN-Habitat are engaged, consistent with the sustainable cities concept and adherence to UNDAF/Delivering as One. A large part of UN-Habitat's project portfolio is generated in regions and countries, where funding is mobilized, which would warrant a more proactive engagement at country level. The presence of Habitat Programme Managers in countries where there is substantial scope for UN-Habitat support makes a difference in terms of quality and volume of support. It was found that the degree of success of Headquarters programmes and projects is substantially reduced if the formulation does not draw on the knowledge and experience of the UN-Habitat regional and country offices.
3. The outcomes of UN-Habitat support at country level are not adequately captured at Headquarters level, which is a lost opportunity for more efficient global level advocacy and adjustment of global programmes. The practical experience and accomplishments at country level represent a wealth of knowledge, which is essential for flagship reports and provides UN-Habitat with a comparative advantage in relation to research institutes and universities in capturing the urban dynamics. Drawing on the country level experience, as attained by UN-Habitat country teams and National Urban Forums, will increase the relevance and effectiveness of the future World Urban Forum sessions and the World Urban Campaign.
4. One of the reasons that implementation of the various focus areas of the MTSIP could not be optimal was that there was not adequate time to prepare for its implementation after it was formulated and adopted. A better planned review mechanism of the MTSIP implementation from the outset might have assisted in correcting some of the observed constraints earlier on, which might have further facilitated the breaking down of the cooperation and communication barriers between the various UN-Habitat entities. It was only after two years into the implementation of MTSIP that it was realized that extensive organizational changes would be required. The implementation of MTSIP has demonstrated that the implementation of a comprehensive plan would have benefitted from organizational amendments from the outset, to be compatible with implementation requirements. The conduct of an institutional review in conjunction with the plan preparation would have pointed to challenges ahead and increased the awareness of what means could have been applied.
5. The need for more consultations, open and transparent communications and information flow between management and staff at both Headquarters and regional/country offices on programmes is extremely important. This will

<sup>36</sup> The MTSIP's biennial work programmes were based on the four pillars that were approved by the Governing Council in 2003 and thus conceptualised possibly in 2001, which imply a considerable time lag from conceptualisation to implementation.

minimize uncertainties with respect to goals and objectives of programmes and enhance the impact of the ENOF. The preparation of the MTSIP Results Framework early on would have allowed more time for wider consultations and a higher degree of consensus throughout the organization. There is a substantial imbalance in resource allocation between Headquarters and regional/country offices, which among others, tends to disfavour communication flows from country and regional offices to Headquarters.

6. It has proven difficult to forecast the size of the resource envelope, which would call for a flexible implementation process and setting of re-

alistic targets – and yet be prepared to accept unexpected demands for support, for example, emergency situations. The issue of availability of adequate resources – financial and human – is a serious continuing constraint in the implementation of the MTSIP at all levels, which requires a constant dialogue with donors, and central and local governments. An opportunity exists in middle-income countries to mobilize the countries' own financial resources, which if exploited, would result in increased funding to the poorer countries. The countries' participation in funding of UN-Habitat inspired interventions is likely to enhance ownership and sustainability.

## 12. RECOMMENDATIONS

The proposed recommendations are related to the remaining period of MTSIP (2012-2013) and the *Strategic Plan 2014-2019*. The recommendations for the 2012-2013 biennium are aimed at improving the performance of MTSIP, but equally valid for the 2014-2019 period of the strategic plan. The recommendations for the strategic plan should ideally be undertaken prior to the launch of the Plan in 2014.

### Recommendations for the 2012-2013 Period

#### MTSIP strategic planning

1. UN-Habitat should continue adopting the strategic and results-based planning approach for its programmes to ensure continued sharpened focus and coherence. Transparently open consultations and involvement/participation of the branches and units, as well as with the regional and country offices should be the norm. This is to get a full set of inputs into programme formulation and development and to carry important stakeholders along when it comes to the implementation stage in order to enhance the prospects for sustainable results. Full and meaningful consultations and involvements would also facilitate better cooperation and coordination in the spirit of the ENOF.
2. More dedicated efforts should be made to fully involve the regional and country offices in the design, formulation and initiation of programmes, so that all levels are in the picture from the start and understand their objectives, purpose and rationale. Regional offices should be encouraged to formulate strategic development frameworks for their respective regions and countries – with resources allocated to them for the purpose. The UNDAF/ Delivering as One process should be strengthened and supported in countries with a good potential for UN-Habitat interventions. Correspondingly, Habitat Country Programme Documents should be prepared or updated to reflect the individual countries' need for sustainable urbanization and associated capacity development.
3. In light of the difficulties that Focus Area 5 has encountered, the scope should be reviewed in order to take note of the lessons learned, and possibly redirect the remaining resources for Focus Area 5 to the preparation of the Strategic Plan's Focus Area for Urban Economy.
4. Not all indicators of achievements have proved to be practicable, mainly because of inadequate preparation and lack of resources for baseline surveys and monitoring at country level. Those indicators that are no longer practicable should be abandoned, or replaced with new indicators, subject to these having continued relevance for the MTSIP and the Strategic Plan.

#### Organization

5. Management should review the proposed branches and units in the new organizational structure and assure its sustainability and substantive scope. It should also be ensured that branches, units and their staff are given clearly defined terms of reference. Furthermore, the following organizational aspects should be considered:
  - The policy function should be evident in the organization set-up to underscore the importance of UN-Habitat's continued policy dialogue and evolution. The Strategic Planning Unit could be expanded to include the policy dimension.

- Establishment of an Environmental Management Unit – possibly under the Urban Planning and Design Branch that among others will deal with urban-wide environmental planning and environmental impact assessments;
  - Establishment of a Disaster Management Unit – possibly under the Risk Reduction and Rehabilitation Branch – in support of UN-Habitat's substantial engagement in disaster stricken countries;
  - Establishment of a policy focal point for crosscutting issues, which could be part of the policy function, mentioned above, to ensure that policy and mainstreaming aspects are continuously adapted to the evolving context. The concept of a nucleus model for common mainstreaming of inequalities more broadly (class/ socio-economic status, gender, age, race, ethnicity and faith), including rights-based approaches should be considered.
  - The professional quality assurance function concerned with the technical substance of programmes and projects should be assigned in appropriate office, more likely outside the Management Office – and could possibly be assigned to the Office of the Executive Director – with the staff having direct access to the Executive Director.
6. The Organizational Review should be expanded to enhance an appropriate alignment of staff and resources to regions and countries, which ideally should result in:
- A leaner organization at Headquarters, which is more responsive to regional and country level interventions to ensure consistency and congruence of the Agency's programmes;
  - The regional offices should be delegated increased autonomy to formulate and implement regional programmes;
  - The Habitat Programme Managers concept should be expanded and more resources allocated to the country offices to enable Habitat Programme Managers to engage more pro-actively in UNDAF/Delivering as One processes and in mobilizing financial resources. The Habitat Programme Managers should report to the regional directors.
7. A new UN-Habitat internal communication strategy should be prepared in support of continued efforts in breaking down the communications and coordination barriers among branches and units – ensuring that coordination among branches and units are institutionalized and not merely personalized, whether at Headquarters, regional or country offices. As had been recommended by an earlier review report (*Peer Review of the Implementation of UN-Habitat's Medium-Term Strategic and Institutional Plan*), coordination at the global, regional and country levels should be formalized and strengthened.
- ### Resource mobilization
8. Rather than seeing earmarked funding as a constraint, UN-Habitat should embrace the development partners' willingness to fund specific programmes and projects. During conceptualization of pilot programmes/projects, the design should have inbuilt options for scaling up, the intent of which should preferably be agreed with the development partners in advance. Mobilization of non-earmarked funding should still be given a high priority.
9. In middle-income countries, several countries and cities would have their own financial resources to support programmes, but would mainly require technical skills and expertise. UN-Habitat could invest in sourcing, mobilizing and recording a reservoir of technical expertise, which could be offered to assist countries and cities that required such skills. Provision of such technical expertise is likely to earn the Agency a more inclusive participatory position in the UNDAF process. This may call for equipping regional offices with specialised technical staff personnel to respond to the needs of the countries in the respective regions.



## Monitoring and progress reporting

10. Country six-monthly progress reports should be prepared in summary format for those countries in which UN-Habitat is substantially engaged and using the Result Framework's indicators of achievements in order to accumulate results at regional and global levels. The second six-monthly progress report of the year should accumulate progress for the entire year and become an annual report. More detailed information on programmes and projects could be accessed from the countries' webpage and UN-Habitat's homepage.
11. Information at country level should be gathered on results and experiences that significantly influence the evolution of the normative framework, which could feed into UN-Habitat's policy and strategic development. Such information could also contribute significantly to UN-Habitat's flagship reports. A simplified system of country evaluations with limited resource requirements – complementing thematic evaluations – or rather Focus Area evaluations – should be institutionalized in order to have a more solid base for determining outcomes and impacts. Such five evaluations could be conducted on a yearly basis.
12. The progress reports (Headquarters) should primarily reflect on global and regional achievements and present feature stories based on the results in the countries that highlight urban trends and responses to urban development issues. An annex should be attached to the progress report – listing all countries by region – and record the achievements by country and main indicator. The global progress report could in this way provide a total simplified global overview of UN-Habitat's engagement and at the same time present essential urban development features and trends.

## Recommendations for the Strategic Plan 2014-2019

### Preparation of the Strategic Plan

13. An overarching paper on the '*sustainable cities concept*' should be prepared that would form the basis for the preparation of the Focus Areas policy & strategy papers and thus ensure a high degree of coherence. Such a paper should draw on the outcomes of the Rio +20 conference in June 2012, and could also be used for the initial preparation of the Habitat III conference in 2016.
14. The further process of developing the *Strategic Plan for 2014-2019* period should draw on the lessons learned from the MTSIP. Adequate time should be devoted to developing the mechanisms for its implementation (baseline data, institutional mechanisms, monitoring, reporting and coordinating structures) before implementation starts. Such preparation should include:
  - Preparation of policy & strategy papers for the seven Focus Areas consistent with the sustainable cities concept – the preparation of Focus Area 6 *Risk Reduction and Rehabilitation* would benefit from a thematic evaluation that could help formulate the Focus Area;
  - Further development of the ENOF concept with a particular attention to the interplay between the Focus Areas and how synergies can best be achieved;
  - Conduct of baseline studies as relevant for the Focus Areas and development/refinement of SMART indicators of achievements for the expected accomplishments.

15. The *Strategic Plan 2014-2019* should be complemented with strategies for the various categories of countries (fragile states, disaster stricken countries, post-conflict countries, least developed countries, low-income and middle-income countries) in order to indicate UN-Habitat's approaches and priorities for engagement in terms of technical assistance and funding. Furthermore, the Plan should be complemented with strategies on how to address urbanization at national and sub-national levels and different sizes of cities (mega, primary, secondary and tertiary cities). Finally, the balance and relative emphasis between the normative and operational work by category of country and size of city should be indicated.
16. A decentralized approach for country level engagement for countries in which UN-Habitat would have a substantial potential for interventions should be developed, which specifies the role of Habitat Programme Managers and the National Urban Forums and how to engage in the national policy dialogue, UNDAF, Delivering as One, and cooperation with donors and other development partners.

### **Project design and rationalization of the project portfolio**

17. The project-based approach should be managed in such a way that projects are formulated and implemented so that they constitute integral components of an overall and holistic programme – to enable a programmatic approach to be pursued. Projects should be formulated and implemented in accordance with the results based management concept with special attention to their catalytic effects and their up-scaling potential and with due attention to the crosscutting issues.
18. Following the preparation of the Focus Area policy and strategy papers, a thorough review of UN-Habitat programmes, tools and the project portfolio should be undertaken and subsequent adjustments of these to ensure a high degree of coherence of the portfolio with the Focus Areas.



# ANNEXES

## ANNEX I: TERMS OF REFERENCE

### TERMS OF REFERENCE (TOR) FOR THE REVIEW OF THE IMPLEMENTATION OF UN-HABITAT'S MEDIUM-TERM STRATEGIC AND INSTITUTIONAL PLAN (MTSIP), 2008 -2013

#### I. Introduction and Mandate

1. The Governing Council (GC) of the United Nations Human Settlement Programme (UN-Habitat) approved the Medium-Term Strategic and Institutional Plan (MTSIP) for 2008-2013 at its 21st Session, through Resolution 21/2 of 20 April 2007. In the same resolution, in operational paragraph 18, the GC further requested UN-Habitat, *"to establish an annual peer-review process, in close collaboration with the Habitat Agenda Partners, on the implementation of the MTSIP"*. In operational paragraph 21 of the resolution, the GC requested UN-Habitat, *"...in close collaboration with the Committee of Permanent Representatives (CPR), to conduct a mid-term review of the MTSIP and to present the results of that review to the GC at its twenty-third session"*.
2. A peer review of the MTSIP took place during October-December 2009, and the findings were presented to the CPR in March 2010. The review was conducted by an independent panel of nine (9) members established by the CPR. The review focused on assessing the implementation of the first phase of the MTSIP, 2008-2009, focusing more on institutional measures that would enhance programmatic focus. Specifically, the peer review assessed: *Whether UN-Habitat has become more strategic with a sharper focus; and whether UN-Habitat has become more efficient and effective in its operations since the reform under the plan began in 2008*. The peer review found that the implementation of the MTSIP thus far had helped to establish a stronger common vision for UN-Habitat, had created more enthusiasm and commitment among staff members and had reduced internal barriers through better collaboration and a greater focus on shared results. Considerable progress was found to have been made and significant results achieved by UN-Habitat through implementation of the plan, but it had also been found that there had been less progress in certain areas, such as improvement of business processes, resource mobilization and organizational restructuring. The peer review concluded that *"...the time has come to emphasize programmatic reform..."* and that *"...a sharp and fresh examination of UN-Habitat's programmatic focus is needed."*
3. At the twenty-third session of the Governing Council, Resolution 23/11 was adopted, requesting the Executive Director to develop, in consultation with the CPR, a strategic plan for 2014–2019, including a road map for preparatory work. The *Strategic Plan 2014-2019* must take into account recommendations of the MTSIP Peer Review and other reviews. Among the basic principles for the preparation of the new strategic plan is that it should reflect some continuity from the current MTSIP, but with sharper focus and better prioritization. Furthermore, new areas of emphasis such as new urban planning, governance and urban legislation, urban economy, job creation and municipal finance, should be integrated into the Strategic Plan.
4. To facilitate the preparation of the *Strategic Plan 2014-2019*, a review of the current MTSIP is required, this time focusing more on the substantive work and assessing progress made towards achieving substantive Focus Areas results. This would form the basis for deciding what Focus Areas would be carried over into the new strategic plan, how this would be done and how new priorities would be integrated.

5. The present TOR set out key elements of the review of the implementation of the MTSIP (focusing more on the programmatic/substantive Focus Areas, i.e. 1 to 5). They describe the background, purpose, scope and focus, methodology, competences of the consultant to conduct the review, implementation arrangements, time schedule and expected deliverables.

## II. Background and context

6. The *MTSIP 2008-2013* was developed with the intention of sharpening UN-Habitat's focus and in alignment with the United Nations system-wide reform initiatives, including on coherence and results-based management. The sharpened MTSIP focus is reflected in its six Focus Areas, comprising the following: (a) advocacy, monitoring and partnerships; (b) participatory urban planning, management and governance; (c) pro-poor land and housing; (d) environmentally sound and affordable urban infrastructure and services; (e) strengthening human settlements finance systems; and (f) excellence in management. Furthermore, to fine-tune the MTSIP Focus Areas, the MTSIP results framework was developed with clear strategic results, expected accomplishments, and indicators of achievement. This framework is the basis for planning, monitoring, evaluation and reporting on the implementation of the MTSIP. Focus Area Policy and Strategy Papers have been developed for Focus Areas 1-5 providing clarity and explaining the focus of UN-Habitat's mission and strategies. In addition, new priorities (areas of emphasis) recently adopted under the leadership of the new Executive Director are already integrated in the current MTSIP.
7. The peer review conducted in October-December 2009 was the first review of the MTSIP. It focused more on institutional and strategic fronts and less on substantive, programmatic and result based aspects of the plan. The review report provides a general assessment of the impact of the plan on UN-Habitat, specifically covering progress made on strategic and programmatic aspects; organizational structure and alignment; programme planning and re-

view process; business processes; and resource mobilization. These areas respond to the organization's capacity with respect to delivering MTSIP Focus Area 6, i.e. *Excellence in Management*.

8. UN-Habitat is now implementing the second biennium of the current MTSIP. The formulation of a follow-up strategic framework for 2014-2019 is also underway. An outline, which has been prepared and discussed with the CPR already shows how UN-Habitat intends to incorporate the current MTSIP Focus Areas in the new strategic plan. UN-Habitat therefore recognizes the need to have a review of the current MTSIP, focusing more on the substantive Focus Areas (Focus Areas 1-5), which will feed into the preparation planning of the new *strategic plan for 2014-2019*.
9. Other parallel institutional reviews are currently being undertaken to help assess the over-all performance and effectiveness of UN-Habitat. These include an organizational review and reform, and a project portfolio review and reduction. In addition, thematic evaluations on gender, youth, ERSO, SUF, water and sanitation, Global Land Tool Network and safer cities have already been conducted. Findings and lessons learned from these reviews and evaluations will also inform the design of the new *strategic plan for 2014-2019*

## III. Purpose of the second MTSIP review

10. The purpose of the review is to assess progress on achievement of the MTSIP Focus Areas results. It will assess efficiency and effectiveness with respect to the attainment of the key MTSIP objective of "*sustainable urbanization created by cities and regions that provide all citizens with adequate shelter, services, security and employment opportunities regardless of age, sex, and social strata*", and over-all expected accomplishments. The review will build on existing MTSIP progress reports and other MTSIP related assessments / evaluations that have been carried out so far, as well as related institutional processes such as the organizational review and project portfolio review.

#### IV. Specific objectives

- i. Assess, on the basis of secondary data and information, the extent to which the Focus Area results and expected accomplishments, as contained in the MTSIP results framework, have been achieved at the global, regional and country levels. Secondary data and information will be obtained from existing evaluation reports and reviews.
- ii. Identify areas needing more attention and improvement to successfully implement the MTSIP.
- iii. Identify critical factors, challenges and constraints to successful implementation and achievement of MTSIP results.
- iv. Examine the continued relevance of the Focus Area results specified in the MTSIP Results Framework.
- v. Suggest important programmatic elements to be incorporated/prioritized in the new *strategic plan for 2014-2019*.

#### V. Scope and focus

- 11 The review will assess progress in the implementation of the MTSIP in light of expected accomplishments specified in the MTSIP Results Framework for all Focus Areas. More focus will be placed on substantive work, i.e. MTSIP Focus Areas 1-5, covering global, regional and country level achievements

#### VI. Methodology

- 12 A variety of methodologies will be applied:
  - Desk review of relevant MTSIP documents, refined MTSIP results framework, policy/strategy papers for each Focus Area; MTSIP progress performance reports, evaluations and reviews undertaken during the MTSIP implementation period;
  - Interviews with various stakeholders, including relevant UN-Habitat staff, and those involved in the formulation of the new strategic plan, CPR members, donors, and other relevant UN-Habitat partners;

- Group meetings for consultations and validation of findings;
- Triangulation of methods to validate the findings/results of the review (highly recommended);
- Analysis and synthesis of information should be presented logically to give an overall assessment of progress in the implementation of the MTSIP addressing all Focus Areas.

#### VII. Key pillars of the review

13. The review will apply three core criteria by which its merit will be assessed.
  - *Independence*: The review process should be impartial and independent.
  - *Credibility*: The review process should be open and transparent to achieve credibility.
  - *Utility*: The review should be planned, conducted and reported in ways that will enable the findings to be used to improve implementation of the MTSIP and feed into the formulation of the new *strategic plan for 2014-2019*.

#### VIII. Implementation of the review

##### The composition of the review Team:

The review will be conducted by two independent consultants, one lead and one associate, working together. Both consultants must have extensive experience in carrying out programme and project evaluations/reviews. In addition, the lead consultant must have working experience and/or technical knowledge of UN-Habitat and the MTSIP. The associate consultant must have experience of evaluating/reviewing implementation of cross-cutting issues such as gender and youth.

14. The Monitoring and Evaluation Unit will manage the review process; and other parts of the Office of the Executive Director will facilitate the review process.

Item	Description	Timeframe
1	Development of draft TOR	August 2011
2	Approval of TOR by the Executive Director	August 2011
3	Recruitment of the review consultant(s)	August – September 2011
4	Data collection, including desk reviews of relevant documents, interviews, group meetings	September -November 2011
5	Draft report submitted for comments	Mid-December 2011
6	Production of final version of the review report	January 2012
7	Presentation of the final report to CPR	February (March meeting) 2012

### IX. Time schedule and deliverables

15. The conduct of the review will take place during August - December 2011 and is estimated to take 10 weeks. The table below indicates timelines and expected deliverables for the review process.

### X. Key deliverables

16. The final product will be a report of findings and recommendations to be presented to the UN-Habitat Management and to the CPR for consideration and endorsement in March 2012.

### XI. Resources and payment

17. Each consultant will be paid a review fee, and paid DSA when working in Nairobi. The review fees and DSA will be paid on the basis of United Nations terms and conditions for consultants, taking into account experience and qualifications.

## ANNEX II: EVALUATION PROGRAMME

Time Frame	Activity	Comment
21.11.11 – 09.12.11	Briefing/ consultations/ interviews Desk review of documents Preparation and submission of the Inception Report	Don Okpala visited UN-Habitat Nairobi from 28 November to 15 December 2011
12.12.11 – 06.01.12	Further desk review of documents Data collection and analysis Development of semi-structured interviews Development of questionnaires Preparation and submission of the Desk Report	
09.01.12 – 13.01.12	Interviews with UN-Habitat HQ staff Interviews with UN-Habitat Africa Regional Office staff	The UN-Habitat Country Office in Tanzania could possibly be included
16.01.12 – 20.01.15	Interviews with UN-Habitat Asia Regional Office staff Interviews with UN-Habitat Latin America Regional Office staff	The two visits will be conducted in parallel
23.01.12 – 27.01.12	Interviews with selected UN-Habitat Country offices Interviews with other stakeholders	Sri Lanka and Colombia were visited
30.01.12 – 09.03.11	Synthesis of the Evaluation Submission of 1st Draft Evaluation Report (09.03.12)	
30.03.12 – 09.04.12	Incorporation of comments received from the Evaluation Unit on 30.03.12 Submission of 2nd Draft Evaluation Report (09.04.12)	
12.05.12 – 11.06.12	Incorporation of comments received from the Evaluation Unit on 12.05.12 Submission of Draft Final Evaluation Report (11.06.12)	
26.06.12 – 01.07.12	Incorporation of comments received from the UN-Habitat staff and the Evaluation Unit on 25.06.12 Submission of Final Evaluation Report (02.07.12)	
	Presentation of the Evaluation Report to the CPR and Governing Council	



## ANNEX III: LIST OF PERSONS INTERVIEWED & QUESTIONNAIRE RESPONDENTS

### UN-Habitat Headquarters<sup>37</sup>

**Mr Paul Taylor,**  
Chief

**Dr Naison Mutizwa-Mangiza,**  
Senior Advisor

**Mr Chris Mensah,**  
Secretary to the Governing Council and Chief of  
External Relations and Inter-Agency Affairs

**Ms Anna Moreno,**  
Spokesperson, Head Press and Media Relations

**Mr Martin Barugahare,**  
Chief, Monitoring and Evaluation Unit

**Ms Susanne Bech,**  
Programme Officer, Monitoring and Evaluation Unit

**Ms Asenath Omwega,**  
M&E Officer, Monitoring and Evaluation Unit

**Mr Roman Rollnick,**  
Editor, Information Services Section

**Dr Remy Sietchiping,**  
GLTN Specialist, LTPAS

**Mr Claudio Acioly Jr.,**  
Chief, Housing Policy Section

**Mr Mohamed Halfani,**  
Urban Development Branch

**Mr Thomas Melin,**  
Senior Policy Advisor

**Mr Rafael Tuts,**  
Chief, Urban Environmental Planning Branch

**Mr Mohamed El-Sioufi,**  
Head Shelter Branch

**Mr Alioune Badiane,**  
Ag. Director

**Mr Alain Kaynyinda,**  
Coordinator, Special Programmes

**Mr Bert Diphorn,**  
Ag. Director and Head, Water, Sanitation & Infrastructure

**Ms Angela Mwai,**  
Project Finance Adviser, SUF

**Mr Andre Dzikus,**  
Chief, Water and Sanitation Section II

**Mr Graham P. Alabaster,**  
Chief, Section II, Water, Sanitation and  
Infrastructure Branch

**Mr Pireh Otieno,**  
Associate Program Officer, Water, Sanitation and  
Infrastructure Branch

**Mr Saturnino Machancoses,**  
Human Settlements Officer

**Dr Dorothy Mutizwa-Mangiza,**  
Chief, Programme Planning & Coordination Unit

**Mr Neil Reece-Evans,**  
Chief, Programme Support Section

**Prof. Banji Oyelaran-Oyeyinka,**  
Director

**Dr Eduardo Lopez Moreno Romero,**  
Head, City Monitoring Branch

**Dr Markandey Rai,**  
Chief, Global Parliamentarians and Trade Unions

**Ms Maharufa Hossain,**  
Human Settlements Officer

**Mr Jan Meeuwissen,**  
Ag. Director

**Mr Doudou Mbye,**  
ROAAS Senior Human Settlements Officer

**Mr Joseph Maseland,**  
ROAAS Human Settlements Officer

**Ms Dorothee Von Brentano,**  
ROAAS Senior Project Officer

**Mr Alain Grimard,**  
Director

**Mr Erik Vittrup Christensen,**  
Senior Human Settlements Officer –  
Regional Programmes

**Mr Frederic Saliez,**  
Human Settlements Officer

**Mr Fernando Patino,**  
Programme Officer –  
Support to the Rio City Government

**Ms Leila Sirica,**  
MTSIP Research Assistant

<sup>37</sup> The list of UN-Habitat staff and their positions reflects the situation in January 2012 during the interviews and before the restructuring was completed. Changes in staff and positions have since occurred.

**Mr Victor Aroyo Carmena,**  
Chief Technical Advisor, WATSAN

**Ms Rosa Azambuja,**  
Implementation Assistant

**Mr Toshiyasu Noda,**  
Director

**Mr Chris Radford,**  
Senior Human Settlements Officer

**Mr Yoshinobu Fukasawa,**  
Senior Human Settlements Officer

**Mr Lalith Lankatilleke,**  
Senior Human Settlements Officer

**Mr Bruno Dercon,**  
Human Settlements Officer

**Ms Lowie Rosales,**  
Human Settlements Officer

**Ms Nelum De Silva,**  
Programme Management Officer

**Ms Pura Abdullah,**  
Programme Management Officer

**Ms Yumi Kumagai,**  
Information Assistant

**Mr Edgar Catano Sanchez,**  
Habitat Programme Manager

**Ms Muriam Merchan,**  
Programme Officer

**Ms Tania Ibanez,**  
Adviser to the City of Bogota on the Safety Integral Plan

**Ms Maria Eugenia Rolon,**  
Local TA Coordinator for the Land Management Plans

**Mr Lucas Jaramillo**

**Ms Maria Paulina Garcia,**  
UN Coordination Analyst, UNDP Bogota

**Mr Ivan Baztan,**  
Coordination Specialist and Special Assistant to the  
UNDP Resident Coordinator

**Mr Laxman Perera,**  
Habitat Programme Manager

**Mr M. L. Sunil Fernando,**  
Advisor, Ministry of Local Government &  
Provincial Councils

**Mr Leo Fonseka,**  
President Management Resources for  
Good Governance (MaRGG)

**Prof. Mahanama,**  
Dean Faculty of Architecture,  
University of Maratuwa

## Questionnaire Respondents

Colombia: **Mr Edgar Catanõ Sanchez, HPM**

Ecuador: **Ms Mónica Quintana, HPM**

Mexico: **Ms María Dolores Franco Delgado, HPM**

China: **Mr Zhenshan Zhang, HPM**

Indonesia: **Mr Kemal Taruc, HPM**

Nepal: **Mr Padma Sunder Joshi**

Pacific/Fiji: **Ms Sarah Mecartney, HPM**

Sri Lanka: **Mr Laxman Perera, HPM**

Vietnam: **Mr Nguyen Quang, HPM**

Ghana: **Ms Victoria Abankwa, HPM**

Madagascar: **Ms Monique Rakotoarison, HPM**

Malawi: **Mr John Leo Chome, HPM**

Mozambique: **Mr Silva Magaia, HPM**

Rwanda: **Ms Monique Sewumba, HPM**

Tanzania: **Mr Phillemon Mutashubirwa, HPM**

Uganda: **Mr Peter K. Wegulo, HPM**

Zimbabwe: **Mr Peter Mutavarti, HPM**

## ANNEX IV: LIST OF DOCUMENTS

### REVIEW OF THE IMPLEMENTATION OF UN-HABITAT'S MEDIUM-TERM STRATEGIC AND INSTITUTIONAL PLAN (MTSIP) 2008-2013

#### MTSIP 2008-2013: Plan Documents

UN-Habitat, 2007, Medium-term Strategic and Institutional Plan for UN-Habitat for the Period 2008-2013

UN-Habitat, 2007, Medium Term Strategic and Institutional Plan: Action Plan 2008-2013 (starts on page 22)

UN-Habitat, MTSIP Overview Results Framework

#### MTSIP 2008-2013: Focus Area Policy and Strategic Papers

UN-Habitat, MTSIP, Focus Area Policy and Strategy Papers: The Enhanced Normative and Operational Framework – Promoting Sustainable Urbanisation at the Country Level

UN-Habitat, MTSIP, Focus Area Policy and Strategy Paper, Focus Area 1: Effective Advocacy, Monitoring, and Partnerships, 2010 and Summary

UN-Habitat, MTSIP, Focus Area Policy and Strategy Paper, Focus Area 2: Participatory Planning, Management, and Governance, 2010 and Summary

UN-Habitat, MTSIP, Focus Area Policy and Strategy Paper, Focus Area 3: Access to Land and Housing for All, 2010 and Summary

UN-Habitat, MTSIP, Focus Area Policy and Strategy Paper, Focus Area 4: Environmentally Sound Basic Urban Infrastructure and Services, 2010 and Summary

UN-Habitat, MTSIP, Focus Area Policy and Strategy Paper, Focus Area 5: Strengthening Human Settlements Finance Systems, 2010 and Summary

#### MTSIP 2008-2013: Progress Reports

UN-Habitat, 2008, Implementation of the MTSIP: 1<sup>st</sup> Quarterly Progress Report

UN-Habitat, 2008, Implementation of the MTSIP: 2<sup>nd</sup> Quarterly Progress Report

UN-Habitat, 2008, Implementation of the MTSIP: 3<sup>rd</sup> Quarterly Progress Report

UN-Habitat, 2008, One Year of Implementation of the MTSIP, 4<sup>th</sup> Quarterly Progress Report

UN-Habitat, 2009, Six-monthly Progress Report on the Implementation of the MTSIP (May 2009)

UN-Habitat, 2009, Six-monthly Progress Report on the Implementation of the MTSIP (November 2009)

UN-Habitat, 2010, Six-monthly Progress Report on the Implementation of the MTSIP (June 2010)

UN-Habitat, 2010, Six-monthly Progress Report on the Implementation of the MTSIP (December 2010)

UN-Habitat, 2011, Six-monthly Progress Report on the Implementation of the MTSIP (22 June 2011)

UN-Habitat, 2011, Annual Progress Report on the Implementation of the MTSIP (December 2011)

#### MTSIP Biennial Work Programmes

UN-Habitat, 2007, United Nations/ Governing Council of the United Nations Human Settlements Programme: Work programme of UN-Habitat for the 2008-2009 biennium and budget of the United Nations Habitat and Human Settlements Foundation for the 2008-2009 biennium, HSP/GC/21/4, 3 January 2007

UN-Habitat, 2009, United Nations/ Governing Council of the United Nations Human Settlements Programme: Work programme of the United Nations Human Settlements Programme and budget of the United Nations Habitat and Human Settlements

ments Foundation for the 2010-2011 biennium, HSP/GC/22/5, 20 January 2009

UN-Habitat, 2011, United Nations/ Governing Council of the United Nations Human Settlements Programme: Work programme of the United Nations Human Settlements Programme and budget of the United Nations Habitat and Human Settlements Foundation for the 2012-2013 biennium, HSP/GC/23/5, 10 January 2011

### Proposed Strategic Frameworks

General Assembly, 2012, Programme 12 Human Settlements: Results-Based Biennial Strategic Framework for 2014-2015, 11 January 2012:

- Executive Direction and Management
- Management and Administration
- FA1: Urban Land, Legislation and Governance
- FA2: Urban Planning and Design
- FA3: Urban Economy
- FA4: Urban Basic Services
- FA5: Housing and Slum Upgrading
- FA6: Risk Reduction and Rehabilitation
- FA7: Research and Capacity Development

General Assembly, 2010, Programme 12 Human Settlements: Proposed strategic framework for the period 2012-2013 – Part two: biennial programme plan, 15 March 2010

General Assembly, 2008, Programme 12 Human Settlements: Proposed strategic framework for the period 2010-2011 – Part two: biennial programme plan, 29 February 2008

General Assembly, 2006, Programme 12 Human Settlements: Proposed strategic framework for the period 2008-2009 – Part two: biennial programme plan, 30 May 2006

### Evaluations & Reviews

UNEG, 2012, Professional Peer Review of the Evaluation Function of UN-Habitat

UN-Habitat/Norwegian Ministry of Foreign Affairs,

2012, Performance Report on the Implementation of the Programme Cooperation Agreement between the Government of Norway and UN-Habitat for the Biennium 2010-2011

UN-Habitat, 2012, Self-Assessment on the Progress Made in the Implementation of the UN-Habitat's Medium-Term Strategic and Institutional Plan (MT-SIP) for 2008-2013

UN-Habitat, 2011, End-of Programme Evaluation Slum Upgrading Facility Pilot Programme, Evaluation Report 4/2011

UN-Habitat, 2011, Evaluation of the UN-Habitat Youth Programme & Urban Youth Fund, Evaluation Report 2/2011

UN-Habitat, 2011, A review of the portfolio of projects and programmes in UN-Habitat as of December 2010, prepared by Kim Forss

UN-Habitat, 2011, Partnership Strategy, May 2011

UN-Habitat, 2011, Evaluation of the Experimental Reimbursable seeding Operations (ERSO), Evaluation Report 6/2011

UN-Habitat, 2011, Evaluation of Gender Mainstreaming in UN-Habitat, Evaluation Report 1/2011y 2011

Proposed work programme and budget for the biennium 2012-2013, 11 February 2011: Addendum, Midterm review of the implementation of the MTSIP for the period 2008-2013

UN-Habitat, 2011, Document 01: Main Report of the First Water and Sanitation Trust Fund, Impact Study,

UN-Habitat, 2011, Document 02: Kenya Country Impact Study

UN-Habitat, 2011, Document 03: Nepal Country Impact Study

UN-Habitat, 2011, Document 04: Gender Mainstreaming Impact Study

UN-Habitat, 2011, Mid-Term Evaluation: Global Land Tool Network, prepared by G. Collet & E. Burns

UN-Habitat, 2010, The First Assessment of the Habitat Country Programme Documents (HCPDs)

UN-Habitat, 2010, Peer Review of the Implementation of UN-Habitat's MTSIP (2008-2013),

UN-Habitat, 2009, Assessment "Excellence in Management": Programme Agreement between UN-Habitat and Norway 2008-2009

### **Strategic Plan 2014-2019**

UN-Habitat, 2012, UN-Habitat staff list (under the transitional organizational structure, 14 June 2012

UN-Habitat, 2012, Strategic Plan of UN-Habitat for 2014-2019: Parts I and II, 25 January 2012

UN-Habitat, 2012, Preparation of UN-Habitat's *Strategic Plan for 2014-2019*: Draft ToR for the CPR Open-Ended Contact Group and Secretariat Strategic Plan Team

UN-Habitat, Compilation of Suggestions on Vision and Mission Statements, Overall Goal and Strategic Result of Strategic Plan, and Focus Areas Strategic Results

### **Sri Lankan Reports**

UN-Habitat, Country Programme Document 2011-2012, Sri Lanka

UNDAF, Draft UN Development Assistance Framework (UNDAF) 2013-2017 for Sri Lanka, December 2011

UN-Habitat, 2009, Sri Lanka – Innovative Approaches for Involuntary Resettlement

## ANNEX V: GUIDE FOR SEMI-STRUCTURED INTERVIEWS WITH HEADQUARTERS AND REGIONAL OFFICES

### EVALUATION OF THE IMPLEMENTATION OF UN-HABITAT'S MEDIUM-TERM STRATEGIC AND INSTITUTIONAL PLAN (MTSIP) 2008-2013

#### Global and Regional Level Interviews

To UN-Habitat Management at Headquarters and Regional Directors

#### Introduction:

The purpose of the Evaluation is to assess progress on achievement of the MTSIP Focus Areas results over the 2008-2011 period. It is expected to assess the efficiency and effectiveness with respect to the attainment of the key MTSIP objective of *“sustainable urbanization created by cities and regions that provide all citizens with adequate shelter, services, security and employment opportunities regardless of age, sex, and social strata”*, and overall accomplishments.

1. QUESTION: After four years of implementation, are the MTSIP strategic and institutional objectives still perceived as valid?

ANSWER:

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2. QUESTION: To what extent are the MTSIP strategic and institutional objectives likely to be met by end of 2013 and will a sharper focus been attained?

ANSWER:

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3. QUESTION: What is the main line of thinking behind the tentative Focus Areas for 2014-2019 strategic plan compared to the current MTSIP 2008-2013 and what are the current considerations on the strategic and institutional objectives?

ANSWER:

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Focus Areas MTSIP 2008-2013	Tentative Focus Areas 2014-2019
7. Effective advocacy, monitoring, and partnership;	8. Urban Planning and Design
8. Participatory planning, management, and governance;	9. Urban Land, Legislation and Governance
9. Access to land and housing for all;	10. Urban Economy
10. Environmentally sound basic urban infrastructure and services;	11. Urban Basic Services
11. Strengthening human settlements finance systems; and	12. Housing and Slum Upgrading
12. Excellence in management.	13. Risk Reduction and Rehabilitation
	14. Research and Capacity Development

**4. QUESTION: In what ways have the new UN-Habitat organizational structure been tailored to the MTSIP and future strategic plans and how will it impact on planning and resource allocation?**

ANSWER:

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**5. QUESTION: Has the coordination between the UN-Habitat Country Office, the Regional Office and Headquarters been effective – and how will the new organisational set-up affect coordination and implementation?**

ANSWER:

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**6. QUESTION: What is the likelihood that the new UN-Habitat Partnership Strategy will be adopted and in what ways will the new organizational structure facilitate that the current partnership problems are overcome?**

ANSWER:

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**7. QUESTION: How can it be avoided having two parallel monitoring systems for the strategic plan 2014-2019 and who will be responsible for ensuring that?**

ANSWER:

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**8. QUESTION: How could the ENOF be improved to ensure adequate coherence between Focus Areas and between the global, regional and country levels?**

ANSWER:

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**9. QUESTION: In what way could or should UN-Habitat support be prepared in order to best accommodate countries' priorities and needs?**

ANSWER:

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**10. QUESTION: How should the UN-Habitat programme and project portfolio evolve to ensure a high degree of consistency with MTSIP and the next strategic plan?**

ANSWER:

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**11. QUESTION: What improvements could be made to ensure that the current MTSIP Results Framework adequately captures quantitative and qualitative results?**

ANSWER:

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**12. QUESTION: Does the current progress reporting system adequately capture progress at global, regional and country levels – and if not how could it be amended?**

ANSWER:

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**13. QUESTION: How could increased alignment with UNDAF and One UN improved country level planning and cooperation with UN partners and donors;**

ANSWER:

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**14. QUESTION: How are conventional and non-conventional donor contributions likely to evolve in the current financial crisis and what should be done to balance budgets and revenues?**

ANSWER:

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**15. QUESTION: What could be done to have more donors contributing to core funding (general purpose funds) and/or basket funding for joint programmes/ projects?**

ANSWER:

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**16. QUESTION: What kind of problems/ distortions related to the MTSIP do donors' earmarked funding create – or are donors' projects with earmarked funding well aligned with the MTSIP Focus Areas?**

ANSWER:

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**17. QUESTION: Has the implementation of MTSIP had the intended impact on national policies, strategies, capacity, and resource allocation to promote sustainable urbanization in the UN-Habitat supported countries?**

ANSWER:

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**18. QUESTION: What are the likely outcomes of the MTSIP on slum dwellers' situation worldwide during the MTSIP plan period and what are the anticipated longer-term impacts?**

ANSWER:

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**19. QUESTION: What is the likelihood that the MTSIP policies and strategies will continue to be relevant to governments and urban local government authorities?**

ANSWER:

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## ANNEX VI: GUIDE FOR SEMI-STRUCTURED INTERVIEWS WITH FOCUS AREA TEAMS

### EVALUATION OF THE IMPLEMENTATION OF UN-HABITAT'S MEDIUM-TERM STRATEGIC AND INSTITUTIONAL PLAN (MTSIP) 2008-2013

#### Focus Area No.

To the UN-Habitat Focus Area chairs and groups

#### Introduction:

The purpose of the Evaluation is to assess progress on achievement of the MTSIP Focus Areas results over the 2008-2011 period. It is expected to assess the efficiency and effectiveness with respect to the attainment of the key MTSIP objective of *“sustainable urbanization created by cities and regions that provide all citizens with adequate shelter, services, security and employment opportunities regardless of age, sex, and social strata”*, and overall accomplishments.

**1. QUESTION: After four years of implementation, are the MTSIP strategic and institutional objectives still perceived as valid from your Focus Area point of view?**

ANSWER:

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**2. QUESTION: To what extent are the MTSIP strategic and institutional objectives likely to be met by end of 2013 and has a sharper focus generally been attained and specifically for your Focus Area?**

ANSWER:

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**3. QUESTION: What is the main line of thinking behind the tentative Focus Areas for 2014-2019 strategic plan compared to the current MTSIP 2008-2013 and how does your current Focus Area relate to the ones for the ones outlined for 2014-2019?**

ANSWER:

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**4. QUESTION: Has the Focus Area Policy and Strategy Paper for your Focus Area maintained its relevance – or how could it ideally be changed?**

ANSWER:

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Focus Areas MTSIP 2008-2013	Tentative Focus Areas 2014-2019
1. Effective advocacy, monitoring, and partnership;	1. Urban Planning and Design
2. Participatory planning, management, and governance;	2. Urban Land, Legislation and Governance
3. Access to land and housing for all;	3. Urban Economy
4. Environmentally sound basic urban infrastructure and services;	4. Urban Basic Services
5. Strengthening human settlements finance systems; and	5. Housing and Slum Upgrading
6. Excellence in management.	6. Risk Reduction and Rehabilitation
	7. Research and Capacity Development

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5. QUESTION: Have the biennial work plans and budgets accommodated activities for your Focus Area adequately – or what constraints do you experience?

ANSWER:

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6. QUESTION: How have you been able to influence the programme/ project portfolio within your Focus Area and do you find it consistent with the intended scope of the Focus Area?

ANSWER:

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7. QUESTION: Has the Enhance Normative and Operational Framework (ENOF) coordination and coherence between your Focus Area and the other Focus Areas?

ANSWER:

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8. QUESTION: Are results within your Focus Area consistent with the MTSIP Results Framework – or where do you see challenges and how have these been addressed?

ANSWER:

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9. QUESTION: Do you find the MTSIP Results Framework is able to adequately capture the results you find significant?

ANSWER:

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10. QUESTION: What do you consider are the main results and outcomes that have been achieved at the global, regional and country levels – and how efficiently have these results been achieved?

ANSWER:

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11. QUESTION: Do you find that the half-yearly progress reports capture the achievement for your Focus Area adequately – if not what improvements could be made?

ANSWER:

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12. QUESTION: What partner networks are specifically relevant for your Focus Area and do you find that they have adequate competence in contributing to results for your Focus Area?

ANSWER:

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13. QUESTION: Which UN partners are especially relevant for your Focus Area and how is the cooperation with these partners promoted?

ANSWER:

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14. QUESTION: Which donors provide support to your Focus Area – either as non-earmarked or earmarked support and how the cooperation with donors maintained?

ANSWER:

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15. QUESTION: Is there any evidence that the work of your Focus Areas has had or is likely to have an impact on country level policies and strategies?

ANSWER:

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## ANNEX VII: SUMMARY OF COUNTRY QUESTIONNAIRE SURVEY

### EVALUATION OF THE IMPLEMENTATION OF UN-HABITAT'S MEDIUM-TERM STRATEGIC AND INSTITUTIONAL PLAN (MTSIP) 2008-2013

To the UN-Habitat Country Officer

#### Introduction:

The purpose of the evaluation is to assess progress on achievement of the UN-Habitat **Medium-Term Strategic and Institutional Plan** (MTSIP) Focus Areas results over the 2008-2011 period. It is expected to assess the efficiency and effectiveness with respect to the attainment of the key MTSIP objective of *"sustainable urbanization created by cities and regions that provide all citizens with adequate shelter, services, security and employment opportunities regardless of age, sex, and social strata"*, and overall accomplishments. Two independent consultants have been assigned to conduct the evaluation.

You are kindly requested to answer the below questions as appropriate for the country in which you are posted. Please fill in your answers in the text boxes

below. Please return the Questionnaire by 30 January 2012 as indicated on the covering mail.

#### Countries responding to the Questionnaire:

**ROAP:** China, Indonesia, Nepal, Pacific Sub-Region (count as one country), Sri Lanka, and Vietnam (six respondents);

**ROA:** Ghana, Madagascar, Malawi, Mozambique, Rwanda, Tanzania, Uganda, and Zimbabwe (eight respondents);

**ROLAC:** Columbia, Ecuador, and Mexico (three respondents).

ROAAS has recently been split up into the Regional Office for Africa (ROA) and the Regional Office for Arab States (ROAS). None of the ROAS countries responded to the questionnaire.

**NB:** *All the respondents' answers are not always unambiguously clear. The Evaluation team's interpretation may thus not necessarily correspond to the respondent's intent.*

### MTSIP FOCUS AREA AND STRATEGIC RESULTS

Focus Area	Strategic result
1. Effective advocacy, monitoring, and partnership;	Improved sustainable urbanisation policies from local to global level adopted
2. Participatory planning, management, and governance;	Inclusive urban planning, management and governance (UPMG) improved at national and local levels
3. Access to land and housing for all;	Improved access to land and housing
4. Environmentally sound basic urban infrastructure and services;	Expanded access to environmentally sound basic urban infrastructure services with a special focus on the unserved and under-served
5. Strengthening human settlements finance systems	Increased sustainable financing for affordable and social housing and infrastructure
6. Excellence in management.	UN-Habitat delivers MTSIP results effectively and efficiently

**1. QUESTION: Has a consistent UN-Habitat Country Programme been developed – and if so, how does it balance the normative and operational work?**

ANSWER:

**ROAP:** Except for the Pacific-Sub-Region, HCPDs were prepared for all four countries and three out of four had a good balance between normative and operational work. The Pacific Sub-Region focussed on five core countries with an emphasis on operational work.

**ROA:** Six out of eight countries have HCPDs, three of which need to be updated. The two countries that do not have a HCPD encounter difficult political situations. For those countries having a HCPD, there is a good balance between normative and operational work.

**ROLAC:** All three countries have a HCPD, but one country needs to have it updated. There is a good balance between normative and operational work.

**2. QUESTION: How do the UN-Habitat programmes and projects that have been formulated within the UNDAF contribute to achieving the MTSIP Focus Area results 1-5?**

ANSWER:

**ROAP:** Three countries worked within UNDAF, Vietnam participated in the One-UN pilot project, and the Pacific Sub-Region is the process of preparing a UNDAF for 2013-2018. There is a wide variation in the work related to Focus Areas – one country worked in all five, one in only one, and the rest in between two and four.

**ROA:** Five countries worked within UNDAF, and in three countries the UN-Habitat support was related to government national plans. Three countries were engaged in the Delivering as One initiative. The countries were involved in one to three Focus Areas, FA4 being the most prominent.

**ROLAC:** Two countries worked within UNDAF, and in one country the UN-Habitat support was related to the government national plan. One country was involved in all five Focus Areas (Ecuador), one in two, and the third one Mexico in at least one (the webpage for Mexico was not updated, so it was not possible from this source to see the type of interventions).

**3. QUESTION: How do the UN-Habitat programmes and projects that have been formulated outside the UNDAF contribute to achieving the MTSIP Focus Area results 1-5 – and if not, what is the nature of this portfolio?**

ANSWER:

**ROAP:** Interventions outside the UNDAF (or DaO) also contributed to the MTSIP Focus Areas, especially 3 and 4. In one country disaster recovery was mentioned.

**ROA:** In two countries, all interventions were within UNDAF (or DaO). Interventions outside UNDAF generally contributed to the MTSIP Focus Areas. In one country disaster recovery was mentioned.

**ROLAC:** In one country, all interventions were within UNDAF. Interventions outside UNDAF generally contributed to the MTSIP Focus Areas.

**4. QUESTION: Does the Enhanced Normative and Operational Framework (ENOF) promote sustainable urbanization in the country and does ENOF enhance coherence between normative and operational work and the substantive Focus Areas that are supported in the country?**

ANSWER:

**ROAP:** Only one country responded positively. Three countries mentioned that ENOF was not very effective – one of these mentioned that ENOF did not distinguish between a development context and a disaster/post conflict context. One country did not respond.

**ROA:** Six countries responded positively. One country mentioned that ENOF was abstract and another that ENOF needed a revision.

**ROLAC:** One country mentioned that ENOF could be more relevant among others through increased communication with ROLAC and Headquarters. One country referred to other coordination mechanisms: HCPD, UNDAF, MTSIP (which however are integral parts of ENOF). One country did not respond.

**5. QUESTION: Is the UN-Habitat support relevant to the ministries responsible for urban planning, land, and housing, and does it promote national priorities in relation to sustainable urbanization – including pro-poor mechanisms for financing of housing, and urban infrastructure and services?**

ANSWER:

**ROAP:** All five countries responded positively that their interventions support national urban policies.

**ROA:** All eight countries responded positively that their interventions support national urban planning and housing policies, but one country mentioned that limited funding was available and another mentioned that the government only recently have prioritised urban policies.

**ROLAC:** All five countries responded positively that their interventions support national urban policies.

**6. QUESTION: Is the UN-Habitat support as regards slum upgrading and prevention relevant to local urban authorities, and how are Habitat partners mobilised and engaged in providing complementary support?**

ANSWER:

**ROAP:** Four countries responded that the UN-Habitat support is relevant. China mentioned that the question is not relevant for China.

**ROA:** All eight countries responded that the UN-Habitat support is relevant – one responded that it was mostly the normative aspects and another that it was advocacy aspects.

**ROLAC:** None of the three countries are directly involved with slum upgrading. The emphasis in Colombia is more related to security, climate change and risk reduction. In Ecuador the government is considering its policies on slums. In Mexico the support is directed towards influencing local urban agendas.

### 7. QUESTION: What are the likely outcomes of the MTSIP on slum dwellers' situation in the country and what would be the expected longer-term impacts?

ANSWER:

**ROAP:** Slum is not an issue in China. In the other four countries it is reckoned that there is short-term outcomes where funding has been mobilised for upgrading and that longer-term outcomes will be the result of increased recognition of the slum problem, housing policies, housing financing, and security of tenure.

**ROA:** All eight countries are in different ways attempting to improve slum dwellers' situation. The majority of countries strive to improve slum dwellers situation through pro-poor housing policies and guidelines, access to finance, and rights-based approaches. It is mentioned that financing is required to move from normative interventions to larger scale operational interventions.

**ROLAC:** Two countries are attempting to improve slum dwellers situation through policy adjustments. One country did not make any statements.

### 8. QUESTION: What major constraints or challenges have been encountered during the implementation of the UN-Habitat support/ MTSIP and how could these be resolved?

ANSWER:

**ROAP:** The constraints mentioned varied among the countries. Access to funding/co-funding is seen as a major constraint. The HPM arrangement is supported with limited funding, which does not match the ambition and tasks to be performed. Country capacity and commitments and access to resources limit the effect of UN-Habitat interventions. The MTSIP disaster focus is weak, which would call for a broader framework and larger outcomes.

**ROA:** Lack of funding is generally seen as the major constraint – both as regards funding of UN-Habitat office operations and funding for implementation of operational projects. Most of the funding is mobilised locally, so more support from HQ is warranted in generating funds. Lack of countries' implementation capacity is also a constraining factor.

**ROLAC:** Lack of funds – which warrants consolidated partnerships with development agencies. The countries' lack of knowledge of urban issues and implementation capacity. The amount of resources required for internal reporting is seen as a constraining factor.

### 9. QUESTION: Are results generated in accordance with the MTSIP Results Framework and how are the achievements monitored and reported at country level?

ANSWER:

**ROAP:** Results are most commonly generated in accordance with the MTSIP Results Framework. One country mentioned that there is no system for MTSIP monitoring. Six-monthly progress reports are submitted to ROAP and Headquarters. Reporting to donors is as far as possible in accordance with the MTSIP Results Framework. Vietnam reported according the One UN requirements.

**ROA:** Results are most commonly generated in accordance with the MTSIP Results Framework. The response to reporting is very diversified, e.g.: according to programmes being implemented; reporting to Headquarters in accordance with UNDAF/ One UN, which is consistent with MTSIP as far as UN-Habitat's support is concerned; according to template from Headquarters; and MTSIP reporting at country level is not clear and will need to be worked out.

**ROLAC:** Results are most commonly generated in accordance with the MTSIP Results Framework. Progress reports are prepared on a monthly basis. One country mentions that it is difficult to translate MTSIP into the operational framework. UN-Habitat reporting according to UNDAF requirements is consistent with MTSIP.

### 10. QUESTION: To what extent is the UN-Habitat support/ MTSIP likely to have the intended impact on national policies, strategies, capacity, and resource allocation to promote sustainable urbanization?

ANSWER:

**ROAP:** UN-Habitat has generally supported development of policies and strategies in support of urbanization, especially within the areas of housing, water & sanitation and solid waste management, and climate change. The likely consequence of policies being formally adopted is that resources are allocated correspondingly.

**ROA:** UN-Habitat has generally supported development of policies and strategies in support of urbanization, especially within the areas of housing, slum upgrading and prevention, and resettlement. In some of the countries the policy development has been incorporated into the national development plans and thus contributed to resource allocation and capacity development.

**ROLAC:** UN-Habitat has generally supported development of policies and strategies in relation to urbanization, especially within the areas of housing and land management. Some of this support was translated into the national development plan and legislation.

### 11. QUESTION: What is the likelihood that the government and urban local government authorities will adhere to the MTSIP policies and strategies?

ANSWER:

**ROAP:** The policy and strategy principles as advocated by UN-Habitat – and as contained in the Habitat Agenda – are likely to continue influencing policy formulation related to: urban planning, management and governance; land management; and housing – at national and local levels.

**ROA:** The policy and strategy principles as advocated by UN-Habitat – and as contained in the Habitat Agenda and MTSIP – are likely to continue influencing urban and housing policies. The UN-Habitat support has raised awareness of the MTSIP policy principles and is likely to have a catalytic effect. The participatory planning and budgeting approach will facilitate translating policies into actions. In a number of countries UN-Habitat's support has influenced policy-making and national development plans and has thus created a momentum for MTSIP policy and strategy principles continuously being adhered to.

**ROLAC:** Many alliances and partnerships have been built with national planning agencies and local government associations through networking and technical assistance. The governments have included parts of the Habitat normative framework into policies and national plans.

#### 12. QUESTION: What would be the national priorities that should not be missed during the next plan period 2014-2019?

ANSWER:

**ROAP:** Among the countries there is a high degree of consensus on the following priorities for the next Strategic Plan: climate change adaptation, disaster preparedness/ risk reduction, and urban environment. Decentralised urban governance, housing, and transport and mobility are other important priorities.

**ROA:** The identified priorities are: climate change adaptation, disaster risk reduction, urban safety, land management and access to land, housing and slum upgrading/ prevention, housing finance, water and sanitation, urban mobility/transport services, and energy. Attention to general urbanization issues and capacity development for urban management and governance – with special attention to the poor and vulnerability. Economic empowerment and local economic development are also seen as priorities.

**ROLAC:** The identified priorities are: development of a normative framework and tools for urban and regional planning and urban economic development; land management, legislation and registration – including use of GIS; housing and slum improvements; and participatory urban planning and decentralized local governance – and associated capacity development.

#### 13. QUESTION: How effective has the coordination been between the UN-Habitat Country Office, the Regional Office and Headquarters?

ANSWER:

**ROAP:** The cooperation with ROAP is very good and strong. The cooperation with Headquarters is somewhat isolated apart from Training and Capacity Building Branch, Disaster Branch, and some global programmes. There is a need for improved procedures related to: procurement, financial management, authorization of payment, etc.

**ROA:** The coordination with ROA is generally effective and good – although the response time could be improved. The coordination with HQ is less effective and at times delayed responses occur, which lead to some frustration.

**ROLAC:** The coordination with ROLAC is generally good. The Headquarters response time is too long and in some cases the response is not forthcoming. Coordination could be improved to create better synergies.

#### 14. QUESTION: How has the cooperation with other UN programmes facilitated the implementation of the UN-Habitat programmes and projects?

ANSWER:

**ROAP:** The cooperation with other UN agencies has been good. In Vietnam the cooperation was found to be very positive and generated good results – funding was channelled through One Plan Fund. In Sri Lanka – although not included in the One UN pilot initiative – the One UN principles were pursued.

**ROA:** The cooperation with other UN agencies was generally found to be good. The countries participating in the One UN pilot initiative (Mozambique, Rwanda and Tanzania) accessed additional funding – the cooperation with other UN agencies has increased UN-Habitat's visibility and voice. Malawi 'self-started' the One UN initiative, which resulted in accessing funding for three projects. In Zimbabwe, the cooperation with other UN agencies has helped UN-Habitat to effectively implement its programmes.

**ROLAC:** Colombia and Mexico operate within the UNDAF procedures, which have facilitated a more effective implementation. In Mexico, the UN Country Team has jointly designed programme proposals, which has improved communication and has contributed to better coordination in the country.

## ANNEX VIII: THE MTSIP RESULTS FRAMEWORK

### FOCUS AREA 1: EFFECTIVE ADVOCACY, MONITORING AND PARTNERSHIPS RESULTS FRAMEWORK

<b>Goal</b>	Sustainable urbanization principles drive policy and practice		
<b>Strategic Result</b>	Improved sustainable urbanization policies from local to global levels adopted		
<b>Indicators</b>	<p>(a) Number of local authorities that adopt improved sustainable urbanization policies in ENOF countries</p> <p>(b) Number of policies on sustainable urbanization adopted by inter-governmental bodies, disaggregated by global and regional levels</p> <p>(c) Number of Enhanced Normative and Operational Framework (ENOF) countries that adopt improved policies on sustainable urbanization</p> <p>(d) The number of stakeholders in ENOF countries who positively evaluate that UN-HABITAT's support has improved sustainable urbanization policies</p>		
<b>Expected Accomplishments</b>	1 Improved awareness of sustainable urbanization issues at the local to global levels	1 Habitat Agenda partners (HAP) actively participate in the formulation of sustainable urbanization policy	1 Monitoring of sustainable urbanization conditions and trends improved
<b>Indicators</b>	<p>a) Number of media articles and pro-programmes on sustainable urbanization issues</p> <p>b) Number of cities that have web pages covering sustainable urbanization issues</p> <p>c) Number of downloads from UN-Habitat website</p>	<p>a) Number of policy making forums in which HAP participate in ENOF countries at the national level</p> <p>b) Number of policy making forums in which HAP participate in ENOF countries at the local level</p> <p>c) Number of HAP in ENOF countries that report increased participation in urban policy formulation</p>	<p>a) Number of cities in ENOF countries with operational local urban observatories</p> <p>b) Number of concerned government agencies in ENOF countries that adopt good practice monitoring tools</p>
<b>Sub-Expected Accomplishments</b>	<p>1.1 Effective dissemination evidence-based knowledge on urban issues</p> <p>1.2 Expanded use of evidence-based knowledge in education</p>	<p>2.1 Improved awareness increase HAP participation</p> <p>2.2 HAP commit to agreed norms and principles for sustainable urbanisation</p> <p>2.3 HAP capacity in monitoring government policy and implementation strengthened</p>	<p>3.1 Increased capacity for implementation of urban monitoring systems</p> <p>3.2 Increased demand for evidence-based knowledge in policy making and practice, including sex- and age disaggregated data</p>

## FOCUS AREA 2 : PROMOTION OF PARTICIPATORY PLANNING, MANAGEMENT & GOVERNANCE RESULTS FRAMEWORK

<b>Goal</b>	Sustainable urbanization principles drive policy and practice		
<b>Strategic Result</b>	Inclusive urban planning, management and governance (UPMG) improved at national and local levels		
<b>Indicators</b>	a) Number of countries where UPMG addresses/incorporates one or more sustainable urbanisation dimensions b) Number of cities in targeted countries with broadened/increased diverse participation of stakeholders/ societal groups in UPMG		
<b>Expected Accomplishments</b>	1 Improved policies, legislation and strategies support inclusive UPMG	2 Strengthened institutions promote inclusive UPMG	3 Improved implementation of inclusive UPMG
<b>Indicators</b>	a) Number of countries that have established rules, procedures and mechanisms for promoting inclusive UPMG b) Number of countries whose policies, legislation and strategies incorporate/ reflect sustainable urbanisation	a) Number of local/ national institutions in targeted countries that actively promote sustainable urbanisation dimensions b) Number of institutions in targeted countries which received higher demand for support in UPMG	a) Number of cities which establish joint partnership frameworks b) Number of action plans [and strategies] implemented
<b>Sub-Expected Accomplishments</b>	1.1 Improved policy analysis	2.1 Strengthened organisational structures and processes for UPMG	3.1 Improved inclusive action planning
	1.2 Policy advocacy improved, including through Campaign (see FA1)	2.2 Improved competencies and enhanced base of human resources for UPMG	3.2 Enhanced strategic partnerships for UPMG
	1.3 Increased application of best policy practices	2.3 Improved development of, access to and application of tools for UPMG	3.3 Improved management of financial resources for UPMG
	1.4 Effective policies and strategies related to UPMG, including in crisis-prone and post-crisis human settlements contexts		3.4 Improved capacity to apply UPMG, including in crisis-prone and post-crisis human settlements contexts

## FOCUS AREA 3: PROMOTION OF PRO-POOR LAND AND HOUSING RESULTS FRAMEWORK

<b>Goal</b>	Sustainable urbanization principles drive policy and practice		
<b>Strategic Result</b>	Improved access to land and housing		
<b>Indicators</b>	Increased number of Habitat Agenda Partners improving access to land and housing Increased number of countries implementing policies to improve access to land and housing		
<b>Expected Accomplishments</b>	1 Improved land and housing policies implemented	2 Security of tenure increased	3 Slum improvement and prevention policies promoted
	a) Number of Habitat Agenda Partners implementing improved policies	a) Number of Habitat Agenda Partners implementing policies to improve security of tenure	a) Percentage of slum communities being upgraded in select cities
	b) Number of countries implementing improved land and housing policies	b) Number of partners implementing policies to reduce forced evictions	b) Number of countries implementing policies to deliver land and housing at scale



<b>Sub-Expected Accomplishments</b>	1.1 Govt/HAP knowledge of innovative land and housing policies and programmes improved	2.1 Govt/HAP knowledge of equitable land and housing rights increased	3.1 Govt/HAP knowledge on slum upgrading and prevention improved
	1.2 Govt/HAP capacity to promote hazard resistant and sustainable housing construction increased	2.2 Govt/HAP capacity to achieve equitable land and housing rights strengthened	3.2 Govt/HAP capacity to develop slum upgrading and prevention policies and strategies strengthened
	1.3 Govt/HAP capacity to implement land and housing policies increased	2.3 Govt/HAP capacity to effectively address housing, land and property in crisisprone and post-crisis contexts increased	3.3 Govt/HAP supported in implementing slum upgrading and prevention policies and strategies
		2.4 Govt/HAP utilise alternative approaches to forced evictions	

#### FOCUS AREA 4: ENVIRONMENTALLY SOUND BASIC URBAN INFRASTRUCTURE AND SERVICES RESULTS FRAMEWORK

<b>Goal</b>	Sustainable urbanization principles drive policy and practice		
<b>Strategic Result</b>	Expanded access to environmentally sound basic urban infrastructure services with a special focus on the unserved and underserved populations		
<b>Indicators</b>	<p>a) Increase in the numbers of people in target communities with access to environmentally sound basic urban infrastructure services.</p> <p>b) Number of stakeholders reporting positive perception of UN-Habitat's contribution to expanded access for the poor to basic urban infrastructure services</p>		
<b>Expected Accomplishments</b>	1 An enabling policy and institutional framework promotes expanded access to environmentally sound urban infrastructure and services	2 Increased institutional efficiency and effectiveness in the provision of basic urban infrastructure services	3 Enhanced consumer demand for efficient and environmentally sustainable basic urban infrastructure and services
<b>Indicators</b>	<p>a) Number of countries progressively adopting relevant policies that aim to expand access to environmentally sound urban infrastructure and services</p> <p>b) Number of countries progressively adopting institutional mechanisms that expand access to environmentally sound urban infrastructure and services</p>	<p>a) Numbers of service providers recovering at least operation and maintenance cost of services</p> <p>b) Number of consumers of UN-Habitat partner service provider organizations who report satisfaction with services provided</p>	<p>a) Number of consumers ranking basic urban infrastructure services high in their priority of needs</p> <p>b) Number of consumers aware of their rights and obligations in the provision of basic urban infrastructure services</p>
<b>Sub-Expected Accomplishments</b>		2.1 Strengthened service-provider capacity	3.1 Knowledge of basic urban services rights enhanced
		2.2 Improved service delivery monitoring mechanisms inform decisions	3.2 Environmentally sound standards and practices in place
		2.3 Enhanced capacity of service providers to address climate change	3.3 Sustainable consumption practices utilised

## FOCUS AREA 5: STRENGTHENED HUMAN SETTLEMENTS FINANCE SYSTEMS RESULTS FRAMEWORK

<b>Goal</b>	Sustainable urbanization principles drive policy and practice		
<b>Strategic Result</b>	Improved access to sustainable financing for affordable housing and infrastructure in targeted countries		
<b>Indicators</b>	a) Increased number of households accessing financing (disaggregated by gender) b) Targeted communities perceive that there is more access to sustainable financing		
<b>Expected Accomplishments</b>	1 Increased financing for affordable housing and infrastructure	2 Empowered consumers (incl. women's organizations) access financing for affordable housing and infrastructure	3 Effective local institutions catalyse access to finance for affordable housing and infrastructure
<b>Indicators</b>	a) Amounts of private sector funds available for affordable housing and infrastructure in targeted communities b) Number of targeted banks that perceive affordable housing and infrastructure as a attractive business opportunity	a) Number of bankable projects in targeted areas ready for commercial financing b) Number of consumers who report increased confidence to submit loan applications	a) Number of local institutions assisting with development of bankable projects b) Number of targeted local institutions that report an increase in capacity to finance affordable housing and infrastructure c) Revenues of local authorities and utilities for extending services to support the development of affordable housing and infrastructure projects
<b>Sub-Expected Accomplishments</b>	1.1 Increased financial institution awareness of new market opportunities for affordable housing and infrastructure	2.1 Better informed consumers with particular reference to savings groups	3.1 Effective local finance facilities specifically for affordable housing and infrastructure
	1.2 Financial institutions adopt policies to make finance available for affordable housing, land and infrastructure	2.2 Effective community based organizations increase access to financing	3.2 Strengthened local institutions enable investments in affordable housing and infrastructure projects
	1.3 Application of innovative financial instruments for housing, land and infrastructure		3.3 Financially-sustainable local service providers

## FOCUS AREA 6: EXCELLENCE IN MANAGEMENT RESULTS FRAMEWORK

<b>Goal</b>	Sustainable urbanization principles drive public policy and practice		
<b>Strategic Result</b>	UN-HABITAT delivers MTSIP planned results effectively and efficiently		
<b>Indicators</b>	<ul style="list-style-type: none"> <li>a) Percentage of CPR Members who assess increased efficiency and effectiveness</li> <li>b) Percentage of staff who positively evaluate leadership effectiveness</li> <li>c) Percentage of staff positively evaluate organizational effectiveness</li> <li>d) Percentage score on organizational performance</li> <li>e) Increased efficiency in programme delivery</li> </ul>		
<b>Expected Accomplishments</b>	1 Staff are empowered to achieve planned results	2 Institution aligned to deliver MTSIP results	3 RBM principles applied
<b>Indicators</b>	<ul style="list-style-type: none"> <li>a) Percentage of staff who report that there is a conducive policy/institutional environment</li> <li>b) Percentage of staff whose skills set are aligned with their job description</li> <li>c) Contribution to achievement of focus area results integrated into staff appraisal system</li> <li>d) Percentage of staff reporting effective business processes</li> </ul>	<ul style="list-style-type: none"> <li>a) Percentage of staff reporting Increased horizontal collaboration (inter-divisional, inter-focus area)</li> <li>b) Intra-divisional restructuring in support to focus areas</li> <li>c) Inter-divisional restructuring in support of focus areas</li> <li>d) Increased percentage of staff reporting a sense of strategic direction</li> </ul>	<ul style="list-style-type: none"> <li>a) Percentage of programmes and projects that are evaluated as contributing to focus area results</li> <li>b) Percentage of staff reporting delivering results as being the operating principle organizing their work</li> <li>c) Staff reporting willingness to be held accountable for FA results</li> <li>d) Degree to which the organization is outcome driven</li> </ul>
<b>Sub-Expected Accomplishments</b>	1.1 Strengthened staff competencies related to the MTSIP	2.1 Rationalised organisational structure	3.1 Programmes derived from MTSIP results
	1.2 Knowledge management systems effectively utilised	2.2 MTSIP focus area result delivery system operational	3.2 Performance measurement and evaluation informs decisionmaking and programming
	1.3 Incentive structure for performance in place		3.3 Quality standards consistently applied in the achievement of planned results
	1.4 Delegation of authority within an accountability framework		
	1.5 Efficient business processes applied		





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