

Evaluation of Impact of UN-Habitat's Housing Approach to Adequate, Affordable Housing and Poverty Reduction, 2008-2019

AFRICA REGION REPORT



UN-HABITAT

Impact Evaluation of UN-Habitat's Housing Approach to Adequate and Affordable Housing and Poverty Reduction 2008-2019

Africa Region Report

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AFRICA REGION REPORT
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South Africans walking on the street of informal settlement in Cape Town, South Africa.
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ACRONYMS AND ABBREVIATIONS

ACP	African, Caribbean and Pacific	MIC	Middle income country
ANAMM	National Association of Municipalities of Mozambique	MICOA	Ministry for Coordination of Environmental Affairs
CCGC	Coordinating Council of Disaster Management	MINAG	Ministry of Agriculture
CO	Country Office	MOPH	Ministry of Public Works and Housing
CSO	Civil society organization	MPD	Ministry of Planning and Development
DRC	Democratic Republic of Congo	MPWRH	Ministry of Public Works, Reconstruction and Housing
DRR	Disaster risk reduction	MTC	Ministry of Transport and Communication
ENOF	Enhanced normative and operational framework	MTSIP	Medium Term Strategic and Institutional Plan
FA	Focus Area	NHP	National Housing Policy
FGS	Federal Government of Somalia	NRC	Norwegian Refugee Council
FRS	Federal Republic of Somalia	OCHA	United Nations Office for the Coordination of Humanitarian Affairs
GLTN	Global Land Tool Network	OHCHR	UN Office of the High Commissioner for Human Rights
GRZ	Government of the Republic of Zambia	One UN	One United Nations
CTGC	Technical Council for Disaster Management	PAAS	Projects Accrual and Accountability System
DRR	Disaster risk reduction	PPP	Public-private partnership
FAO	Food and Agriculture Organization of the United Nations	PSUP	Participatory Slum Upgrading Programme
FNDP	First National Development Plan	RO	Regional Office
GDP	Gross Domestic Product	ROAf	Regional Office for Africa
GHS 2025	Global Housing Strategy to the year 2025	ROAP	Regional Office for Asia and the Pacific
GoM	Government of Mozambique	ROAS	Regional Office for the Arab States
H@C	Housing at the Centre	ROLAC	Regional Office for Latin America and the Pacific
HAP	Habitat Agenda Partner	RSP	Regional Strategic Plan
HCPD	Habitat Country Programme Document	SADC	Southern African Development Community
HDI	Human Development Index	SDG	Sustainable Development Goal
HIPC	Heavily Indebted Poor Countries Initiative	SP	Strategic Plan
HPM	Habitat Programme Manager	STDM	Social Tenure Domain Model
HRC	Human Rights Commission	TOC	Theory of Change
ICP	Inclusive Community Planning	TOR	Terms of Reference
INAM	National Meteorology Institute	TPM	Third-Party Monitoring
INGC	National Disaster Management Institute	UN	United Nations
INGO	International non-governmental organization	UN-Habitat	United Nations Human Settlements Programme
JICA	Japan International Cooperation Agency	UNCT	United Nations country team
km	Kilometre	UNDAF	United Nations Development Assistance Framework
M&E	Monitoring and evaluation	UNDP	United Nations Development Programme
MAE	Ministry for State Administration	UNEP	United Nations Environmental Programme
MDAs	Ministries, departments and agencies	UNHCR	United Nations High Commissioner for Refugees
MDG	Millennium Development Goal	UNIDO	United Nations Industrial Development Organization
MAE	Ministry for State Administration	UNCTAD	United Nations Conference on Trade and Development
ME	Ministry of Energy		



EXECUTIVE SUMMARY

Introduction: The urban housing context in Africa

Africa, like other developing regions, is urbanizing rapidly, and as it does so the housing challenge is growing equally. In 1950, Africa had the lowest proportion urban of any geographic region (14%). However, by 2018 its urban population share had risen to 43%; and it is projected to increase to 59% by 2050. There are however wide regional variations within the continent. Southern Africa and Northern Africa have already reached urban-majority populations, with shares of 62% and 52% respectively, while the corresponding figures for Central and Eastern Africa are 44% and 26% respectively.

Also occurring in parallel is the urbanization of poverty, which is evidenced by the proliferation and expansion of slums which are characterized by inadequate housing which does not meet one or more of the seven criteria of adequate housing as defined by the UN Office of the High Commissioner for Human Rights (OHCHR) and UN-Habitat¹, which are legal security of tenure, availability of services, affordability, habitability, accessibility, location and cultural adequacy. In 2019, about 47% of Africa's urban population (257 million people) lived in slums, and this number is expected to triple in the next three decades if effective measures to curb the growth are not implemented.

UN-Habitat, the United Nations Human Settlements Programme, is the United Nations (UN) agency mandated to address the above global challenge by promoting adequate housing for all and sustainable urbanization. These twin aims, together with its Governing Council and United Nations General Assembly resolutions and organizational policies and strategies have influenced its 'Housing Approach' to delivering on its mandate.

The present report is one of nine reports produced as part of an evaluation commissioned by UN-Habitat "Evaluation of the impact of UN-Habitat's Housing Approach to Adequate, Affordable Housing and Poverty Reduction 2008-2019." The evaluation thus covers the

Medium Term Strategic and Institutional Plan (MTSIP) 2008-2013 and the Strategic Plan (SP) 2014-2019 periods – with a particular emphasis on the housing-related focus areas in the respective strategic plans.

The report covers the Africa region, and similar reports were prepared for the Arab States region and Asia and the Pacific region, as well as two in-depth case studies covering Zambia and Mexico. These reports complemented a Global Report which assesses UN-Habitat's programmes at the global, regional and country level, and two methodology notes. At the end of the evaluation, a shorter Synthesis Report was prepared that brings together the key findings, lessons and recommendations of the evaluation.

Objectives of the evaluation

The specific objectives of the evaluation were to:

1. Determine to what extent **identified changes in adequate and affordable housing and poverty reduction** in countries can be attributed to UN-Habitat's Housing Approach, policy frameworks, programmes and capacity building.
2. Determine to what extent UN-Habitat has influenced **political commitment to adequate and affordable housing** issues at global, regional and country levels and assisted selected countries to deliver on such commitments.
3. Assess UN-Habitat's impact on vulnerable poor groups with the intent of assessing **how the Housing Approach has created better opportunities to improve the living standards** of poor people and ensure their housing rights.
4. Assess how other **cross-cutting issues** such as gender, youth, and climate change have been impacted by the UN-Habitat's Housing Approach.
5. Identify **lessons and make recommendations** on how the Housing Approach and related work could be modified to increase impact.

1 OHCHR and UN-Habitat (2009) The Right to Adequate Housing

The central evaluation question was *What have been the main effects and impacts of UN-Habitat's Housing Approach in promoting adequate and affordable housing, and reducing urban poverty?*

The Africa regional evaluation addressed the same questions within the African context.

Articulating the UN-Habitat Housing Approach

The assessment of the performance of the Africa regional programme presented in Chapter 7 of this report is based on the definition of the UN-Habitat "Housing Approach" developed by the consultants for this evaluation. The Housing Approach is summarized in Section 1 and described in more detail in the Global Report and the Synthesis Report. This framework understands the Housing Approach as an organizational strategy to provide a systematic approach to address adequate housing issues encompassing a core strategy of influencing housing policy to improve housing practice. UN-Habitat has operationalized the Housing Approach through the five fundamental normative and operational activities (Implementation Scope) listed in Table 1. Three additional dimensions are included in the table that can also be used to assess performance within a broader development framework. The 8 dimensions are combined to define the "*Comprehensive Housing Approach*."

Performance on these 5 (or 8) activities was rated to assess how successfully the Housing Approach was implemented at the country or regional level. In terms of a conventional logic models these activities are defined as the programme outputs or products.

The Housing Approach has a range of strategic and operational objectives relating to increasing access to adequate housing and the reduction of poverty. Only the strategic objectives were assessed in this report (see Table 2). All of these objectives are context-specific; but several objectives can be combined within a specific country housing strategy or programme.

The primary goal of the Housing Approach is to increase access to adequate housing through policy reform, operationalizing housing strategies and implementation of housing programmes and projects. The Housing Approach is an implementation model of housing reform based on (1) the recognition and promotion of adequate housing rights, (2) the revision of housing-related laws, policy and regulatory frameworks, (3) the adoption of improved housing policy and strategic frameworks, and (4) the implementation of improved housing and slum-related programmes and projects.

The consultants developed a theory of change (see Figure 1) that describes how UN-Habitat's 5 fundamental areas of intervention are combined to produce a set of strategic and operational outputs and outcomes that together are intended to influence country housing stakeholders' knowledge, commitment and capacity, in order to trigger and influence the reform and implementation of improved housing frameworks, which will contribute to 5 sets of impacts (sustainable urbanization, poverty reduction, cross-cutting issues, increased access to affordable and adequate housing, improved living conditions in existing slums, and prevention and reduction of the growth of slums).

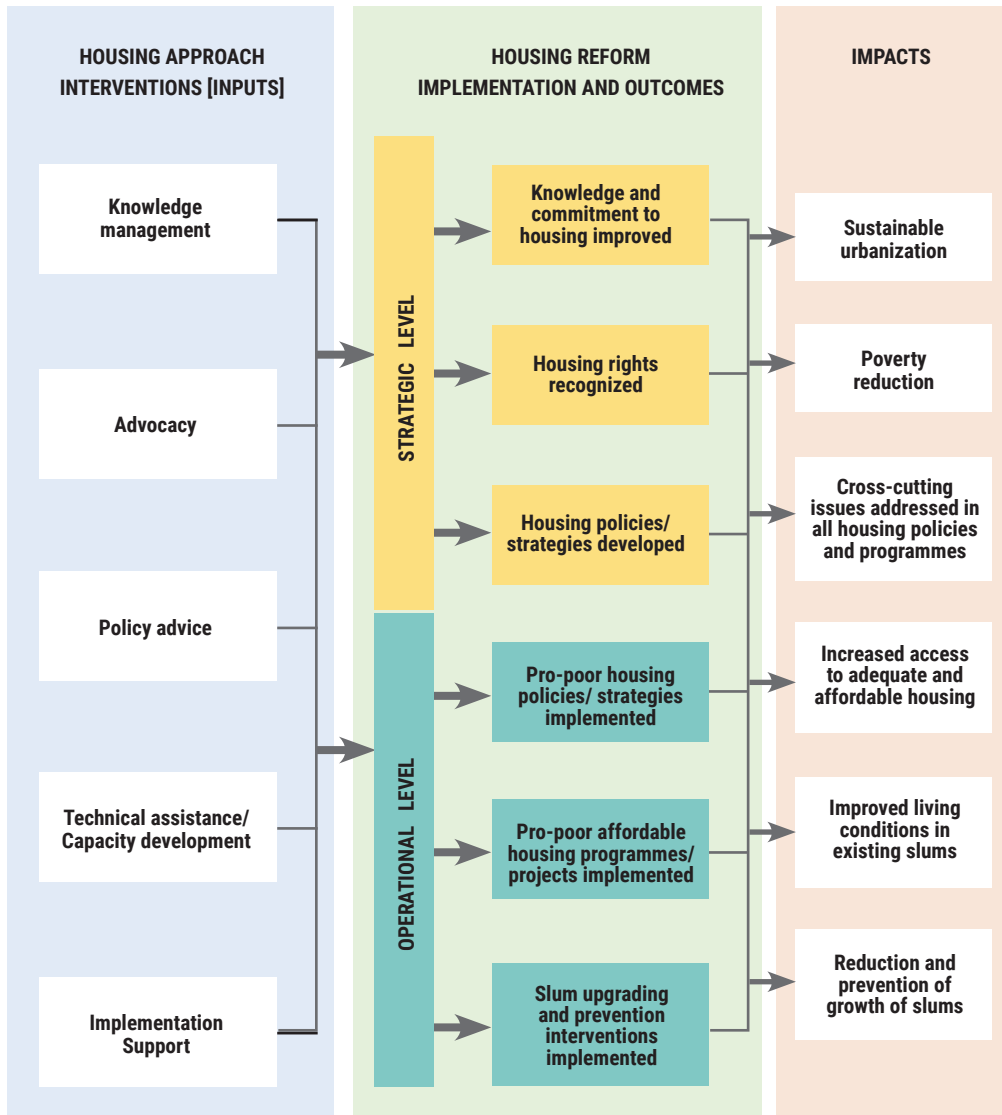
Table 1: The Fundamental Activities (Implementation Scope) included in the Housing Approach

Activities	Normative/Operational
1. Advocacy	Normative
2. Knowledge	Normative
3. Policy advice	Normative
4. Technical assistance and capacity development	Normative/Operational
5. Implementation	Normative
Additional elements for assessing the housing approach within a broader development framework	
6. Integration (coordination) of the housing program with other UN-Habitat programs	
7. Adequate attention to cross-cutting themes (gender, youth, climate change)	
8. Sustainability of the housing programs	

Table 2 :Strategic criteria for assessing the performance (outcomes) of a country housing programme

Adequate housing criteria
1. Increase access to adequate housing for all and particularly for low-income households
2. Support diversification of adequate housing solutions and government interventions
3. Support for advocacy groups and self-organizing housing initiatives (by NGOs and INGOs)
4. Provide adequate housing to crisis-affected populations (conflict, disaster, migration etc)
5. Improve living conditions in existing slums/informal settlements
Poverty reduction and cross-cutting issues
6. Increase housing affordability for all focusing on low-income households
7. Improve access to economic resources, affordable goods and services for low-income households
8. Improve social inclusion and integration at city-wide scale
9. Support targeted housing programmes for female-headed households, the elderly or youth.
10. Support climate change responsive housing strategies and programmes

Source: Developed by consultants

Figure 1: Summarized Theory of Change

The application of the Housing Approach does not always involve all the five elements – the application varies across the different levels and geographies, from global to local, from region to region, and from country to country. It may also be proactive or demand-driven, and hence have different entry points. Also, the five elements do not necessarily need to be structured sequentially and implemented in a linear manner; but rather can be implemented more flexibly or iteratively.

In Africa, the Housing Approach Framework was applied to all country case studies, and where data was available to all UN-Habitat countries in the region, to document the extent to which the different components were incorporated and to identify variations among countries in the region in how the Approach has been applied (see Section 4).

The Evaluation Approach and Methodology

Background and methodology

The evaluation, which covered the period 2008-2019, was conducted between September 2019 and April 2020. The independent evaluation team comprised two international consultants, Simon Deprez (Impact Evaluation Expert) and Michael Majale (Housing Policy Expert), supported by a development evaluation expert, Michael Bamberger.

This was the first global evaluation commissioned to assess the impact of UN-Habitat Housing Approach and consequently a new methodology had to be developed. A 7-step methodology was used (Box 1).

The methodology incorporated some innovative elements including: complexity-responsive evaluation, an expanded portfolio analysis framework, an expanded theory of change and value-added analysis (an adaptation of contribution analysis tailored to the more limited data availability for the present study). While the ability to fully apply some of these methodologies in the present evaluation were limited by the time and data constraints in this evaluation, recommendations were developed on how these methodologies could be applied in future UN-Habitat evaluations.

In order to complement available UN-Habitat sources, a questionnaire was sent to 51 Country Offices (COs) [including 23 in Africa] through the respective Regional Offices (ROs). Responses were received from only fifteen (15) COs [including 5 in Africa]. While this number is too small to be able to generalize to all countries, it did include almost all of the countries included in the case study countries selected from each region for more in-depth analysis. Two (Mozambique and Zambia) of the three (Mozambique, Somalia and Zambia) case study countries in Africa responded to the questionnaire.

The case study methodology

In Africa, the Arab States and Asia and the Pacific, 3 case study countries were selected per region to permit a more in-depth understanding of UN-Habitat's country programmes and to better understand the Housing Approach and how it was adapted to each of

Box 1: The evaluation methodology

1. Defining the key evaluation questions
2. Articulating the Housing Approach and developing a Theory of Change
3. Definition of the programmes to be covered by the evaluation.
4. The levels of analysis:
 - a. Global
 - b. Regional
 - c. Country
5. Using portfolio analysis to identify comparator and case study countries
6. Dimensions of the evaluation:
 - a. Relevance
 - b. Impact:
 - Impacts on adequate housing
 - Impacts on poverty
 - Structural indicators (process and outcomes)
 - c. Sustainability
 - d. Contribution to MDG 7 and MDG 11
 - e. Value-added of the Housing Approach
7. Lessons learned: Adapting the original evaluation design to regional and country contexts

the country political, economic, demographic and socio-cultural contexts in which the housing programmes were designed and implemented. The 3 case study countries in Africa were Zambia, Mozambique and Somalia. The Zambia case study included a one-week country visit while the other two were based on desk research and key informant interviews.

Limitations of the Evaluation

The evaluation faced two major limitations in estimating the Housing Approach achievements: limited aggregation of quantitative data on the Housing Approach, and limited indicators to quantify impact on adequate housing. It is very difficult to estimate the scale and intensity of impact of the Housing Approach on adequate housing and poverty reduction. Most UN-Habitat monitoring data only cover structural indicators at the policy level, and do not capture the numbers of people supported at the country, regional or global level.

Comparative Country Case Studies

The Africa regional evaluation combined 3 country case studies which permitted a more in-depth analysis of the country context, the housing situation, the institutional framework and the UN-Habitat approach in the region.

The Somalia and Mozambique case studies were based on document reviews and key informant interviews, while the Zambia case study also included a one-week visit by a member of the evaluation team.

The three country case studies present different urban and housing contexts and thus challenges with respect to access to adequate housing and urban poverty reduction.

Zambia, unlike most of its neighbours, has not been affected by war but rather has enjoyed continuous political stability since it attained independence from British colonial rule in 1964. In contrast, Mozambique, with which it shares a border, suffered from years of civil war beginning soon after its 1975 independence from Portugal and finally ending after 16 long years with the signing of the Rome Peace Accord in 1992. However, the country is well endowed with natural resources, and the development strategy is based on improving the quality of life for the population through economic transformation. The biggest challenge Mozambique now faces is its vulnerability to natural disasters, including climate change-induced extreme events such as flooding, cyclones and droughts. Somalia on the other hand, continues to experience violence, political instability, governance and human security challenges, as well as climate-related disasters, in particular drought. These significantly varying contexts have implications for the implementation of the UN-Habitat's Housing Approach and the government institutions it engages and partners with.

Mozambique is one of the lowest ranked countries in Africa, and indeed the world, on UNDP's HDI standing at 180th out of 189, while Zambia is ranked 143rd. Somalia is not included in the 189 countries that are ranked, but is instead listed under 'Other Countries or Territories', for which there is only limited data available.

The level of urbanization for all three case study countries is below the average of 43% for the Africa region as a whole², standing at 32.2%, 39.6% and 40.9% respectively for Mozambique, Somalia and Zambia.

In Zambia, about half (54%) the urban population lives in slums or informal settlements, a substantially lower proportion than in both Somalia (73.6%) and Mozambique (80.3%). However, in terms of absolute numbers of slum dwellers, Mozambique and Zambia have almost an equal number (3.1 and 3.3 million respectively), while Somalia has more than the two countries combined (6.8 million). The high number of slum dwellers in Somalia is largely because of decades-old conflict that has ravaged the impoverished country resulting in a high number of IDPs and returnee refugees who mostly live in camps and informal settlements.

Zambia has the lowest level of urban poverty of the three countries at 29.6%, compared to Mozambique and Somalia, where about half of the urban population (49.6% and 52% respectively) lives below the national poverty line.

The problem is compounded by the low levels of housing affordability. Across Africa, the confluence of low urban household incomes and high cost and unfavourable terms of housing finance, or near total lack of housing finance, results in very low housing affordability. Indeed, there are very few countries where the majority of urban households can afford the cheapest newly built house by a private sector developer, including the three case study countries.

The-Habitat Housing Approach in Africa

UN-Habitat's regional strategy for Africa

The Africa Regional Strategic Plan 2014-2019³ affirms that effective implementation of the SP 2014-2019 and the realization of the intended goals call also for a clear articulation of its operational implications in the various regional contexts. It emphasizes that regional strategic plans (RSPs), when appropriately formulated, strengthen the broader global strategy by aligning the latter's content to the realities, dynamics and aspirations of the regions. RSPs also provide a means for further engagement and partnerships with stakeholders, taking into consideration

² United Nations (2019) World Urbanization Prospects: The 2018 Revision

³ UN-Habitat (2015) Africa Regional Strategic Plan 2014-2019

common attributes as well diversities. They can also facilitate the monitoring and measurement of aggregated results while enhancing the linkage of inputs, outputs and their progression into outcomes. At the level of execution, RSPs are intended to guide country office (CO) staff in organizing country activities and in ensuring that intended objectives are achieved on the ground.

The Plan, which the evaluation reviewed was aimed to operationalize the New Urban Agenda (NUA) and provide a framework for realising the agency's goals during the SP 2014 – 2019 period. The strategy was intended to reposition ROAf to participate effectively in translating UN-Habitat's urban and housing agenda into a broader African development vision that moved the region's countries and cities from a state of perennial risks and vulnerabilities, in particular to climate change-induced extreme weather events and other natural hazards, to a state of enhanced security and safety; from rural poor to prosperous cities; and from low productivity into a path of long-term rapid development underpinned by sustainable urban urbanization. The RSP is being revised in line with the new UN-Habitat Strategic Plan 2020-2023⁴.

Comparative analysis of the Zambia, Mozambique and Somalia UN-Habitat country programmes

UN-Habitat has been working in all three Africa region case study countries since before the start of the evaluation period (2008-2019) – in Somalia since the early 1980s; in Zambia since the early 1990s; and in Mozambique since the early 2000s. However, the COs differ substantially in terms of staff size and composition; programme/project portfolio size and composition; and budget size and composition, as shown Figure 9. This is largely because of the contextual differences between the three countries, as explained above. But a sizable majority of the programmes and projects aim to create better opportunities to improve the housing conditions and living standards of poor people and ensure their housing rights through the Housing Approach.

The country contextual differences have significantly influenced the evolution of the country programmes and the Housing Approach in the three countries in terms of focus and the normative and operational elements that

are prioritized. This is clearly reflected in the respective tables on 'Housing related programmes/projects – Housing Approach elements and timeframe'. The tables indicate which normative and operational elements of the Housing Approach projects that have or are being implemented in the respective countries include, and thus the degree to which they are consistent with the Housing Approach.

Somalia has the largest portfolio of the three countries, and indeed UN-Habitat in the region, implementing multi-layered projects in a complex post-conflict environment through the Housing Approach. Unlike some of the post-conflict environments where there has been policy, but the implementation is affected by conflict, the Somalia scenario is different in that the policies are largely absent due to the prolonged conflict. Indeed, even before the conflict a lot of the policies and institutions were not in place. The Somali Country Programme therefore works on policy development; institutional strengthening and capacity building; and operational project implementation support in tandem.

In Mozambique, activities during the 2007 and 2008 floods and cyclones helped to consolidate its proposed DRR approaches, especially while coordinating the Shelter Cluster – a multi-stakeholder working group comprising government institutions and NGOs that organizes the sectoral emergency response and early recovery strategy. Through its longstanding continuous in-country presence, UN-Habitat has provided consistently alternative strategies, innovative planning and inventive architectural solutions which are now positively influencing national policy-making processes.

In Zambia, which is recognized for its political stability but has the smallest project portfolio, there has been a balance of normative and operational interventions, through global, regional and national programmes and projects involving all or most of the Housing Approach elements – a trend that continues to date.

KEY FINDINGS

Consistency of the regional and country strategies and programmes with the housing approach

Using a 5 point scale (1=no relevance and 5 = highly relevant) Table 3 reports on the relevance of the Africa regional housing programme in terms of 10 elements. Overall the programme received ratings of 4 (high relevance) or 5 (very high relevance) on all 10 dimensions.

Relevance of the Regional and Country Programmes and Housing Approach to national and local priorities

The Mozambique, Somalia and Zambia Country Programme Documents are all aligned to both global frameworks – in particular the SDGs – and the countries' national development priorities as spelt out in their respective key national development frameworks

and documents; as well as the priorities identified in UNDAF. The country national development plans that were reviewed all made reference to first the MDGs, and now the SDGs, and proposed measures to achieve them – with key objectives being to improve the living standards of their citizens and reduce poverty. The Housing Approach aims to support national and local governments and other HAPS achieve these development goals.

Estimating the impact of the Housing Approach

Table 4 presents the summary impact ratings of the Africa regional programme on each of the 5 elements of the housing approach (knowledge management, advocacy, policy advice, technical assistance and capacity building and implementation). All of the 5 elements generally received positive ratings in all 3 case study countries. Table 4 shows for Zambia the ratings on all 5 elements were either 4 (significant impact) or 5 (high impact).

Table 3: Overall Rating of the Regional and Country Strategies and Programmes – Consistency/Relevance/Value Added

Elements of the Housing Approach / Key issues	Rating				
	1	2	3	4	5
1. Consistency Of Regional Programme With The Housing Approach Framework					✓
2. Knowledge Management				✓	
3. Advocacy				✓	
4. Policy Advice				✓	
5. Technical assistance/Capacity building				✓	
6. Implementation				✓	
7. Cross-cutting issues				✓	
8. Consistency with policies of country partners					✓
9. Relevance of global frameworks					✓
10. Value-added of the Country Programme/Housing Approach					✓

Rating code: 1 = None; 2 = Low; 3 = Moderately; 4 = High; 5 = Very High

Table 4: The Impact of the UN-Habitat Zambia Country Programme

Elements of the Housing Approach	1	2	3	4	5
1. Knowledge Management					✓
2. Advocacy				✓	
3. Policy Advice				✓	
4. Technical assistance/Capacity building				✓	
5. Implementation					✓

Rating code: 1 = No impact; 2 = Limited impact; 3 = Moderate impact; 4 = Significant impact; 5 = High impact

Box 2 presents some of the most significant quantitative impacts of UN-Habitat programmes in Somalia, Mozambique and Zambia.

Box 2: UN-Habitat evidence of impact of Housing Approach interventions

Somalia

- **More than 200,000 households** have improved access to urban basic services through creation of more than 3,000 long-term jobs and provision of skills training to more than 1,000 people.
- **5,500 houses were constructed**, and are providing shelter to a total of **36,000 beneficiaries** ensuring better standards of living.
- **15 districts** (7 Puntland and 8 in Somaliland) using the integrated accounting information management system (AIMS) and the billing information management system (BIMS) to improve on revenue collection.

Mozambique

- **1,500 classrooms**, administrative rooms and toilet facilities being constructed and reconstructed between 2017-2020; benefiting approx. **45,000 children and teachers** in 3 provinces in Mozambique
- **18 public community shelters** in 9 selected communities designed and constructed .
- **More than 3,000 people** benefitted from on-the-job trainings and technical workshops over the last 17 years.

Zambia

- **Over 23,000 Households** benefited from the DRR flood control drainage in Kanyama ward 10 by Lusaka City Council with UN-Habitat support.
- **18,400 households** were enumerated and mapped using the GLTN's STDm for issuance of occupancy licenses to improve security of tenure
- **Over 10,000 former refugees** and host communities in Meheba and Mayukwayukwa resettlement scheme benefited from the programme

UN-Habitat's contribution to cross-cutting issues

UN-Habitat's normative and operational activities in Mozambique are highly appreciated by both government and development partners for the participatory bottom up approach, which is considered a good reason to engage with UN-Habitat. Also recognized and appreciated is the particular focus on the role of women in pilot projects for housing and public spaces, and on the safety of young and adolescent girls⁵.

The Zambia Case Study, and in particular women's CBOs through the network organization ZHPPF demonstrates the positive effects of the involvement of both normative and operational Housing Approach activities

The *Somalia Country Programme - Annual Report 2018*⁶ highlights two important lessons learned with respect to the youth and vulnerable groups that are applicable to several of the other countries in the region, and indeed the other regions as well: a) Adopt a holistic youth development approach, which includes youth in governance. as well as other key youth empowerment mechanisms; and b) It is important to shift the mindset on IDPs from vulnerable populations to persons with economic potential if provided with the appropriate and relevant opportunities and enabling environment.

UN-Habitat's perceived areas of comparative advantage through the Housing Approach

Section 7.4 of the Africa regional report identifies a number of areas where UN-Habitat is considered to have a comparative advantage:

- Knowledge management: particularly through the series of regional and global publications.
- Advocacy: particularly through regional and global forums
- Ability to engage with all major stakeholders at the national and regional levels
- The agency's long-term engagement in the region
- Specialized regional and international expertise in housing
- Ability to engage in housing analysis in a holistic manner

One area in which UN-Habitat is not considered to have a comparative advantage concerns housing finance. This limitation is recognized by the agency.

5 Project Document: 'Implementing Habitat Country Programme in Mozambique'

6 UN-Habitat (2019) Somalia Country Programme - Annual Report 2018



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Sustainability

Sustainability is not systematically monitored or documented in the PAAS. However, key informant interviews suggested that long-term presence in a country is essential to ensure sustainability. Given resource constraints it is difficult to ensure this presence. However, a number of the projects in all three case study countries have received donor funding to enable them to extend the projects through subsequent phases, which is indicative of donor confidence in the replicability, scalability, sustainability and potential impact of the interventions.

Mozambique was one of the few countries in which systematic documentation of sustainability was available. In the case of Mozambique, the majority of the fully completed donor reports available on PAAS have well-articulated sustainability strategies or plans. The 'Financing for Resilient and Green Urban Global Solutions' project provides a good example, with its well-defined comprehensive sustainability strategy that addresses sustainability from five perspectives.

First, it targets a wide spectrum of beneficiary communities through the promotion of inclusive and resilient financing approaches; Second, it focuses on capacity building of local authorities in resilient and inclusive financing; Third, it supports cities to develop city-wide resilient and inclusive financing strategies through local participation and institutionalisation; Fourth, the innovative financing mechanisms will be developed and external funding sought to implement scalable demonstration projects; Fifth, it forms a global resilient financing consortium and technical assistance platform which can continue to provide support even after the project ends.

Impact monitoring

As the majority of the UN-Habitat COs, the three COs do not have specific impact assessment monitoring mechanisms in place. This lack of impact monitoring has been a limitation in the analysis of the Housing Approach impact on access to adequate housing poverty reduction. This is in particular due the lack of RBM, which does not appear to have been institutionalized to the degree that was initially planned in the MTSIP 2008-2013.

LESSONS LEARNED

1. It is important that UN-Habitat clearly and comprehensively defines its Housing Approach so that COs have a clear understanding of its objectives, principles and practices.
2. UN-Habitat has unique advantage as a UN specialized agency and its ability to engage with the full range of housing stakeholders at all levels – from national government at the highest level to grassroots community organizations at the lowest level – that it can leverage in pursuit of access to adequate housing for all and urban poverty reduction.
3. Where necessary and advantageous, as in the case of the Zambia CO, ways should be found to strengthen the CO in terms of its human resource capacity – either through employment of more CO technical staff or engagement of consultants – to more efficiently and effectively implement Housing Approach normative and operational activities.
4. Global events such as the WUFs are not only effective advocacy and learning platforms, they can also facilitate gaining and securing of political will by bringing together the full range of HAPs in a stimulating, non-threatening and equalizing forum for dialogue
5. DRR interventions can have an immediate poverty reduction impact on vulnerable communities slums and informal settlements located in areas prone to natural hazards and climate-change induced extreme events such a flooding.
6. Housing Approach normative and operational outputs and activities can achieve wider reach, and also cascade learning and good practice, through working in partnership with established national structures, such as the multi-stakeholder National Habitat Committee (NHC), and CSO and CBO networks, such as the Civic Forum on Housing and Habitat Zambia (CFHHZ) and Zambia Homeless and Poor People's Federation (ZHPPF).
7. Working with regional organizations such as the African Union Specialized Technical Committee on Public Service, Local Government, Urban Development and Decentralization (AU-STC8), (which replaced the African Ministerial Conference on Housing and Urban Development – AMCHUD) can provide a platform to accelerate advocacy and policy innovation to reach the highest decision-making level – i.e., Heads of State and Ministers.
8. There are significant opportunities for strategic partnerships with regional and country organizations that have a specific comparative advantage – e.g., the Centre for Affordable Housing Finance in Africa (CAHF).
9. Pilot projects cannot only have an immediate impact in the communities in which they are implemented, but are also a powerful advocacy tool, as well as fundraising tool, as they demonstrate a track record and are evidence of the agency's expertise, capacity and experience. They may also point to the potential sustainability and impact.
10. A comprehensive M&E framework –with baseline indicators, targets, objective means of verification and reporting tools at the activity, output, outcome and impact levels – and systematic monitoring is essential to provide, on a continuous basis, evidence-based information that is credible, reliable and useful, especially for external independent evaluations.

RECOMMENDATIONS

The following recommendations concerning actions to be taken at the policy and strategic, planning and management, regional and country programme levels and to strengthen monitoring and evaluation systems, are discussed in Section 9 of this report. An expand set of recommendations covering all regions and the global level are also discussed in the Global Report.

Policy and strategic level

1. Leverage UN-Habitat's status and reputation.
2. Strengthen the coherence and application of the Housing Approach.
3. Align country housing programmes with the UN-Habitat regional strategic plan
4. Comparative advantage:
 - a. Identify and strengthen UN-Habitat's areas of comparative advantage.
 - b. Create value-adding partnerships.

Planning and management

1. Review thematic classification of programmes and projects.
2. Strengthen the nexus between humanitarian and development programming.
3. Strengthen poverty reduction impact monitoring.
4. Knowledge management: Strengthen the production and dissemination of normative knowledge products.
5. Advocacy:
 - a. Explore ways to expand local participation in global and regional advocacy events.
 - b. Strengthen reporting on advocacy and communication management strategies.
6. Policy advice:
 - a. Strengthen evidence-based policy advice.
 - b. Draw on international experience to strengthen policy advice
7. Ensure a sustainability strategy covering all programmes and projects.

Regional level

1. Raise awareness of support available for the regional and global offices on cross-cutting issues.
2. Promote RO support and collaboration.

Country level

1. Prepare and apply a Habitat country program document.
2. Cross-cutting issues and poverty reduction: Ensure relevance and consistency of treatment of cross-cutting issues with national and local priorities.
3. Capacity-building:
 - a. Follow-up on technical assistance and capacity building support.
 - b. Adopt a cascade capacity-building approach.
4. Strengthen and expand operational implementation support at the local level.
5. Support and strengthen the capacity of the Zambia country office.

Monitoring and evaluation

1. Ensure capacity of the CO to implement results-based management.
2. Ensure adequate resources to monitor all activities.
3. Enforce compliance to PPS reporting.
4. Introduce systems analysis into program evaluation.

1. INTRODUCTION

The world is urbanizing rapidly, and as it does so the global housing challenge is growing equally. Some 50% of the world's population is now urban and this figure is projected to increase to 60% by 2030. Also occurring in parallel is the urbanization of poverty, which is evidenced by the proliferation and expansion of slums in which in some developing countries 80% of the urban population lives. Slums are characterized by inadequate housing which does not meet one or more of the seven criteria of adequate housing as defined by the UN Office of the High Commissioner for Human Rights (OHCHR) and UN-Habitat⁷, namely: 1) legal security of tenure; 2) availability of services; 3) affordability; 4) habitability; 5) accessibility; 6) location; and 7) cultural adequacy. These criteria are explained in Annex 1.

UN-Habitat, the United Nations Human Settlements Programme, is the United Nations (UN) agency mandated to address the above global challenge by promoting adequate housing for all and sustainable urbanization. These twin aims, together with its Governing Council and United Nations General Assembly resolutions and organizational policies and strategies have influenced its 'Housing Approach' to delivering on its mandate. The purpose of this evaluation is thus to assess the impact of UN-Habitat's Housing Approach on adequate and affordable housing, as well urban poverty reduction, between 2008 and 2019 in the regions where it has been implemented, of which the Africa region is one. The evaluation covers the Medium Term Strategic and Institutional Plan (MTSIP) 2008-2013 and the Strategic Plan (SP) 2014-2019 periods — with a particular emphasis on the housing-related Focus Areas (FAs) in the respective strategic plans which are listed in Annex 2.

The specific objectives of the evaluation are to:

1. Determine to what extent identified changes in adequate and affordable housing and poverty reduction in countries can be attributed to UN-Habitat's Housing Approach, policy frameworks, programmes and capacity building.
2. Determine to what extent UN-Habitat has influenced political commitment to adequate and affordable housing issues at global, regional and country levels and assisted selected countries to deliver on such commitments.
3. Assess UN-Habitat's impact on vulnerable poor groups with the intent of assessing how the Housing Approach has created better opportunities to improve the living standards of poor people and ensure their housing rights.
4. Assess how other cross-cutting issues such as gender, youth, and climate change have been impacted by the UN-Habitat's Housing Approach.
5. Identify lessons and make recommendations on how the Housing Approach and related work could be modified to increase impact.

The evaluation addresses 11 questions, which are included in Annex 3, with a predominant analytical focus on the first: *What have been the main effects and impacts of UN-Habitat's Housing Approach in promoting adequate and affordable housing, and reducing urban poverty?*

There is, however, no precise, consistent and shared definition of the 'Housing Approach' used by UN-Habitat, nor has any explicit Housing Approach framework or strategic guidance been developed and documented by UN-Habitat. The Evaluation Team consequently developed a conceptual framework that understands the Housing Approach as an organizational strategy to provide a systematic approach to address the challenge of adequate housing for all in a rapidly urbanizing world by influencing housing policy to improve housing practice. This conceptualization is informed by the Housing Approach in the MTSIP, SP and the New Urban Agenda (NUA)⁸, as explained in the Terms of Reference (ToR), as well as a comprehensive review and observation of UN-Habitat's normative and operational activities, and key informant interviews (KIIs) with staff at

7 OHCHR and UN-Habitat (2009) The Right to Adequate Housing

8 See Annex 4 for a summary of the Housing Approach in the NUA

UN-Habitat headquarters in Nairobi, and in the Regional Offices (ROs) and Country Offices (COs), UN-Habitat has operationalized the Housing Approach through the five fundamental normative and operational elements or components listed in Table 5. Application of the Housing Approach does not always involve all the five elements – it varies across the different levels, from global to local, from region to region, and from country to country. It may also be proactive or demand-driven, and hence have different entry points. Furthermore, the five elements need not necessarily be structured into sub-sequential phases and implemented in a linear manner; but rather can be implemented more flexibly of iteratively. The Housing Approach is explained in more detail in the Synthesis Report.⁹

The five fundamental elements together with the three additional elements in Table 5 – referred to as the 'Comprehensive Housing Approach in the Global Report – informed the articulation of the evaluation conceptual framework which in turn informed the development of the comprehensive Theory of Change (TOC), which is

presented in Annex 5, as well as the evaluation design and methodological approach. A simplified version of the TOC is presented in Figure 2.

The purpose of the regional evaluation therefore was to assess the changes or impacts of UN-Habitat's Housing Approach on adequate and affordable housing, and urban poverty reduction in different regional and country contexts.

The analysis of the extent to which identified changes in adequate and affordable housing and poverty reduction can be attributed to UN-Habitat's Housing Approach normative and operational interventions in the four main regions – Africa, Arab States, Asia and the Pacific, and Latin America and the Caribbean – has been undertaken at three levels, as shown in Table 6.

The regional and country analyses that this report presents (levels 2 and 3 respectively in Table 6) were designed to help understand how the Housing Approach is applied within different regional and country contexts,

Table 5: Fundamental Elements of the Housing Approach

Activities	Normative/Operational
1. Advocacy	Normative
2. Knowledge	Normative
3. Policy advice	Normative
4. Technical assistance/capacity development	Normative/Operational
5. Implementation	Operational
Additional elements for assessing the housing approach within a broader development framework	
6. Integration (coordination) of the housing program with other UN-Habitat programs	
7. Adequate attention to cross-cutting themes (gender, youth, climate change)	
8. Sustainability of the housing programs	

Table 6: Levels of analysis of the impact of the Housing Approach

Level of Analysis	Impact analysis procedure
1. Regional portfolio analysis	Analysis of available data for the region, complemented by a survey sent to regional offices (ROs) and country offices (COs).
2. Regional comparative country analysis	Comparative country analysis for three countries in each region based on analysis of country data and key informant interviews (KIIs) but not including country visits.
3. Country case-studies	Country case study based on a country visit.

⁹ The evaluation produced a total of eight reports: a global report; four regional reports (Africa, Arab States, Asia and the Pacific, Latin America and the Caribbean); two country case study reports (Mexico, Zambia); and a synthesis report.



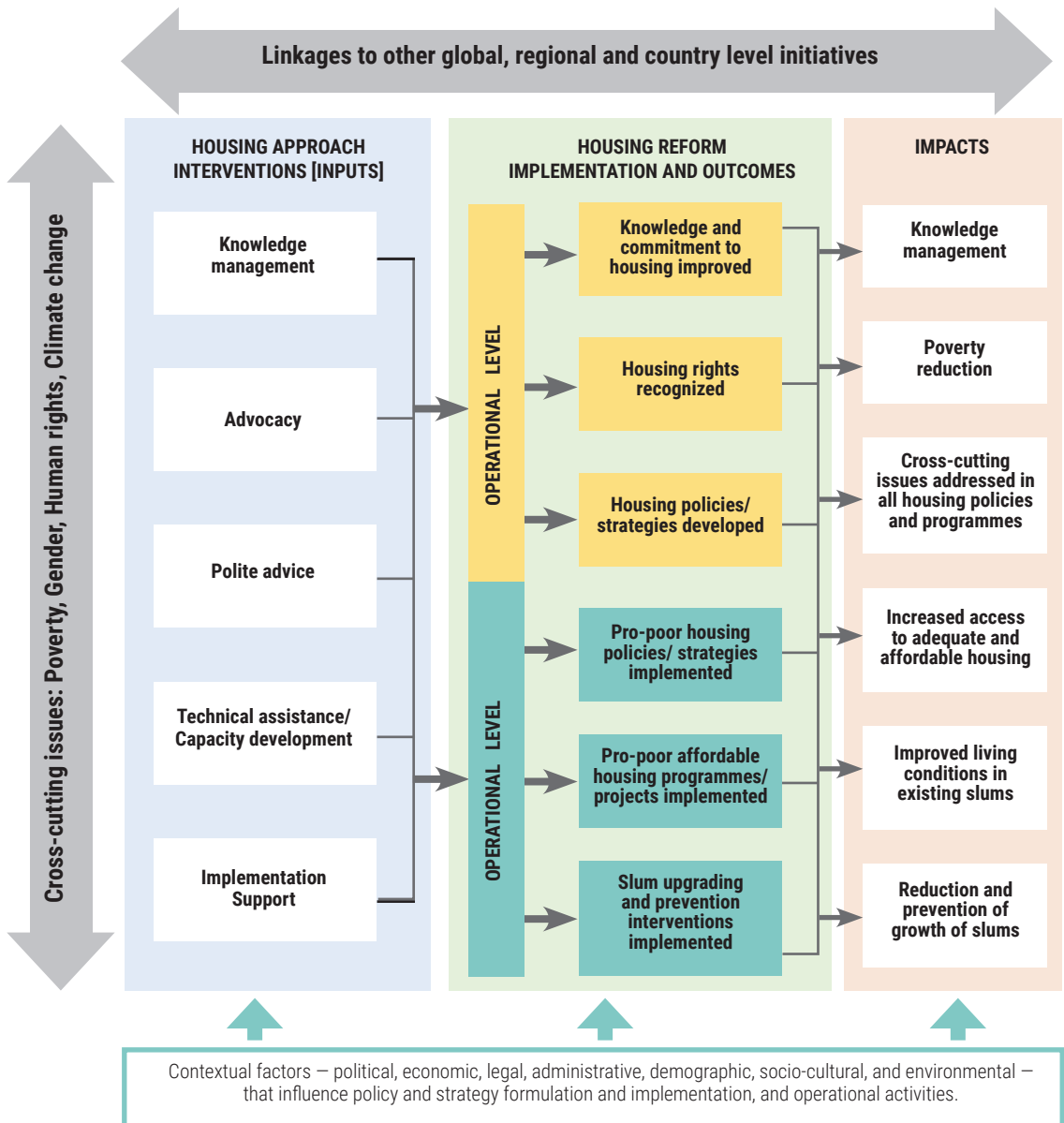
Photo from a helicopter flight with ED in Sofala Province. © Mr. Juan-Ignacio Martinez Hurtado, DRR Coordinator in Mozambique.

and to assess how effectively a global housing approach can be implemented in widely different regional and country contexts. The 12 comparative country case studies drawn from the four main regions in which UN-Habitat is working,¹⁰ two of which involved country visits – to Mexico in the Latin America and the Caribbean region and Zambia in the Africa region –

assess the implication of the variation in contexts on country programmes, implementation of the Housing Approach, and the main effects and impacts of the Housing Approach in increasing access to adequate and affordable housing, and reducing urban poverty at regional and country level.

10 See Table 3

Figure 2: Housing Approach Theory of Change



The logic of the Housing Approach is based on the implementation of five complementary Housing Approach interventions and their respective sets of activities, which should take into consideration the four cross cutting issues. Each of these activities is intended to deliver outputs and outcomes able to influence country housing stakeholders' knowledge, commitment and capacity, in order to trigger and influence the reform and implementation of improved housing frameworks. The implementation model of housing reform comprises the following, not necessarily sequential, activities: 1) knowledge creation; 2) recognition and promotion of housing rights; 3) revision of housing frameworks; 4) adoption of improved housing frameworks, and 5) implementation of pro-poor housing and slum upgrading and prevention programmes. All of the above are influenced by contextual factors (political, economic, legal, administrative, demographic, socio-cultural, and environmental) and should be linked to other global, regional and country level initiatives.

2. AFRICA REGION EVALUATION METHODOLOGY

The purpose of the regional reports and country case studies

The regional and country case studies are aimed to provide a better understanding of how the Housing Approach is implemented within different regional and country contexts, and to assess how effectively a global approach can be adapted to and implemented according to varying contexts. A related purpose is to help determine and clarify what exactly constitutes the UN-Habitat 'Housing Approach'. This is important for several reasons, including: (a) the Housing Approach has not been clearly defined, articulated and documented by UN-Habitat; (b) it has evolved historically in accordance with global development frameworks; and (c) it has to be adapted to different regional and country contexts if it is to address adequate and affordable housing needs and achieve sustainable transformational changes at regional, national and local levels.

The three country case studies for each region were selected from among those countries where the country programmes were considered representative of the Housing Approach at regional level, the full list of which is presented in Annex 6¹¹. In most cases these were countries in which UN-Habitat has had a long-term presence; and for which sufficient information on programmes and achievements was available. Other factors also influenced the selection of the countries, such as the ability of the CO to support data collection and to facilitate contacts with country key informants. This selection was then agreed with UN-Habitat headquarters. It is important to emphasize that this was a purposive sample where the countries selected had more comprehensive country programmes. This selection strategy was used as the purpose was to assess the extent to which identified changes in adequate and affordable housing and poverty reduction, in identified countries, can be attributed to UN-Habitat's Housing Approach, policy frameworks, programmes and capacity building. Table 7 shows the final selection of the country case studies

Table 7: Countries selected for case studies

Region	In-depth Case Study	Comparative Case Studies
Africa	Zambia (country visit)	Mozambique, Somalia
Arab States	Iraq (no country visit)	Egypt, Jordan
Asia and the Pacific	Myanmar (no country visit)	Mongolia, Sri Lanka
Latin America and the Caribbean	Mexico (country visit)	Colombia, Haiti

11 This process is described in detail in the Main Report



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The regional and country case study evaluation design framework

The main steps in the design and conduct of the Africa region evaluation are summarized in Table 8. While the overall evaluation design framework for the four regions was the same, there are some differences in how the steps and analysis of the regional context and programme and the main and comparative country case studies were implemented.

There is an important significant difference between the present evaluation design and methodology and other conventional evaluation approaches. Most evaluations assess actual programme performance against the defined programme goals and objectives. However, in the three country case studies presented in this report – Zambia, Mozambique and Somalia – the COs did not have a comprehensive and well-articulated country strategy and programme with clearly defined objectives, performance indicators and monitoring and evaluation (M&E) framework.

Consequently, the three case studies used a more inductive approach in which a country-specific Housing Approach had to be constructed on the basis of the available country programme documents, project documents and project interventions implemented in each country.

A major limitation to the assessment of the implementation and impact of the Housing Approach at the country level was the low response rate to the questionnaire survey. The questionnaire was sent to 51 purposively selected COs through the respective ROs, but only 15 completed questionnaires (in some cases only partially completed) were returned. However, as a purposive sampling method was used, and the results are not being used to generalize about all COs, some of the results of the questionnaire survey are presented and discussed in this report. Of the 15 countries that responded to the questionnaire, five (5) are in the Africa region, namely: Angola, Cabo Verde, Ethiopia, Mozambique and Zambia.

Table 8: Evaluation design and methodology for the Africa Region Comparative Case Studies

Step 1: Key questions to be addressed in the evaluation
The key questions to be addressed (see Annex 3) were adapted from the TOR and the inception report.
Step 2: Defining the housing approach framework
The three case study country offices (COs) – Zambia, Mozambique and Somalia – do not have a clearly defined country-specific housing approach against which to assess performance and impact. The comparative case study evaluation therefore used the overall UN-Habitat Housing Approach framework as a reference against which to compare actual country programme normative and operational activities.
Step 3: Evaluation design and methodology
The evaluation design included the following elements: <ol style="list-style-type: none"> 1) A comprehensive review of available programme/project documents and other relevant documentation and material made available by UN-Habitat; government reports; other relevant reports; and online resources. 2) A summary comparative review of the urban and housing context in the region and in the case study countries. 3) Construction of a country-specific theory of change (TOC) for the Africa region in-depth country case study, Zambia, outlining the causal logic from interventions through to impact. 4) A brief historical analysis of how the regional and three country programmes have evolved over time and how they have responded to changes in government policy and the evolving country context. 5) Development of a matrix, based on the housing approach framework and the TOC to identify the main areas covered by the country programme and Housing Approach normative and operational activities, and to compare these with the overall Housing Approach framework. 6) Application of the Value-Added Analysis (VAA) methodology to estimate the value added of UN-Habitat's Housing Approach to the implementation of regional and national development frameworks; and national and local government, and non-government actors housing policies, strategies, programmes and projects.¹² 7) Assessment of the impact of the Housing Approach normative and operational interventions on access to adequate, affordable housing and poverty reduction in the three countries and wider Africa region.
Step 4: Data collection
Mixed-methods data collection approach: <ol style="list-style-type: none"> 1) Identification and compilation of relevant data and information from the comprehensive review of available programme/project documentation on UN-Habitat's Projects Accrual and Accountability System (PAAS) and other relevant secondary data sources. 2) A questionnaire survey sent to the COs, through the ROs, requesting detailed information on the country programme and their rating of the Housing Approach and its constituent elements. 3) Remote key informant interviews (KIIs) with UN-Habitat regional and CO staff and other regional and country stakeholders. 4) A country visit to Zambia with key informant interviews guided by a questionnaire (included in Annex 6).
Step 5: Data analysis and report preparation
Data analysis used the 'Housing related programmes/projects– Housing Approach elements' matrix, the overall and country specific TOC, and the VAA framework to compare actual programme/project activities, outputs, outcomes and impacts with the Housing Approach framework. However, unlike a conventional evaluation which assesses how well a programme/project has performed against defined goals and objectives, the present evaluation assesses what results have been achieved through the COs normative and operational activities.

¹² VAA is a simplified form of Contribution Analysis (CA) which is used because the necessary data was not available to conduct a complete CA. It addresses similar questions to CA, but is adapted to the limitations imposed by the more limited data availability.

PART 1

REGIONAL AND COMPARATIVE COUNTRY CASE STUDIES:

Regional and Case Study Countries Contexts



3. URBAN AND HOUSING SITUATION IN THE AFRICA REGION

Overview

Africa is a region of great diversity in terms of geographical size, climate, topology, resource endowment, historical background, population, income per capita, socioeconomic fabric, political stability and peacefulness, as well as urbanization, and urban and housing situation of individual countries. These characteristics make it almost impossible to address issues of socioeconomic development for all of Africa without over-generalizing — and also have significant implications for UN-Habitat's Housing Approach in the region, as explained below.

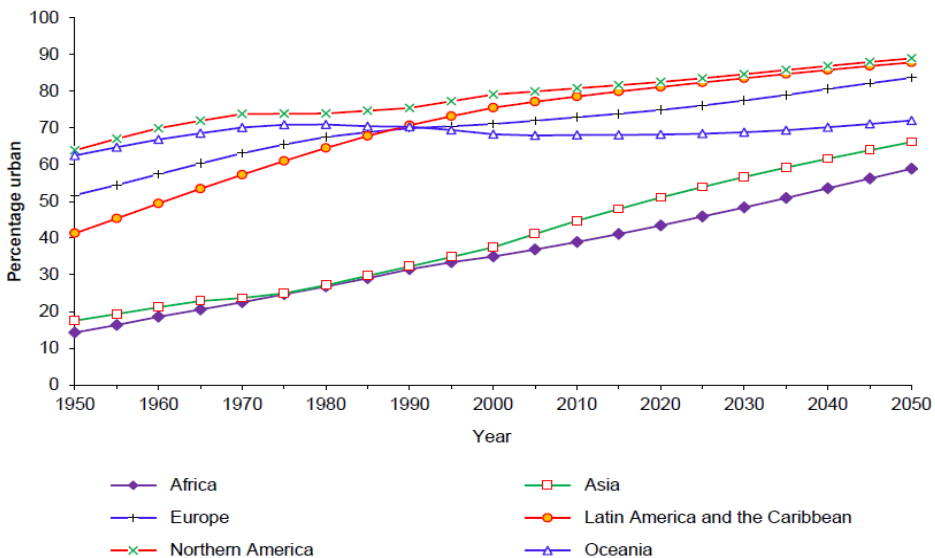
Urban context

In 1950, Africa had the lowest proportion urban of any geographic region (14%), but it experienced the fastest rate of urbanization by far during 1950-1970 (2.3%) and the second fastest after Asia during 1990-2018 (1.1%), as Figure 3 shows. Consequently, by 2018 its urban

share had risen to 43%. But Africa's rate of urbanization over the coming years is projected to decrease resulting in a level of urbanization of 59% by 2050. Still, it will have surpassed the 50% threshold, making the region's population more urban than rural. The rapid urban population growth is a function of three factors: 1) natural population increase; 2) in-migration from rural areas; and 3) the transformation of previously rural settlements into urban ones (or reclassification).

There are however wide regional variations within the continent. Southern Africa and Northern Africa have already reached urban-majority populations, with shares of 62% and 52% respectively; while the corresponding figures for Central and Eastern Africa are 44% and 26% respectively¹³. The urban population share for selected African countries is shown in Annex 6. This substantial variation underlines the need for adapted approaches to address the urban and housing challenge in the different sub-regions and countries.

Figure 3: Percentage of population residing in urban areas by geographic region, 1950-2050



Source: World Urbanization Prospects: The 2018 Revision.

In many countries, however, the rapid rate of urbanization is overwhelming the institutional, human technical and financial resource capacities of central and local governments to plan and manage urban development and provide infrastructure and services. The fast growing urban population is characterized by a disproportionately larger share of youth, high rates of unemployment and underemployment, and high dependence on the informal economy for jobs.¹⁴ The challenges countries are facing are being compounded by the urbanization of poverty, whereby an increasing proportion of poor households are now located in urban rather than rural areas. In the absence of commensurate economic growth in urban as well as rural areas, urban poverty has become proportional to the rate of urban-rural migration and natural urban growth.¹⁵

Most rapidly expanding cities in Africa are thus characterized by a dual development process in which a 'formal' and 'informal' city are developing in parallel. In most cases, the latter is predominating and transforming the urban landscape and environment. Cities are essentially being built 'back to front', with development taking place before formulation of urban planning policies and strategies and implementation of urban management and development control regimes — building first and servicing and regularizing afterward¹⁶.

This dual and reversed development process is also reflected in the housing development process and is manifested most conspicuously in the proliferation and expansion of slums and informal settlements. These are often located in areas exposed to natural hazards, including climate-change induced extreme events such as floods, landslides and prolonged droughts.

Housing context

Poverty levels and housing affordability in the region

Access to adequate and affordable housing — particularly in urban areas — is a current and growing challenge in countries across Africa. This is because of the high proportion of the population that falls below the poverty line in many African countries, in which a majority of the urban population earn their livelihoods from the informal sector (see Annex 9). The challenge is thus largely one of affordability¹⁷: the cost of even the cheapest housing supplied by the formal sector is beyond the income and affordability levels of the majority of urban households in the region, as illustrated in Annex 10. As a result, having no other options, vast numbers of households are compelled to live in inadequate housing in slums and informal settlements.

African Governments have used a variety of approaches and models to realize adequate housing from the aspect of affordability, a sample of which are presented in Annex 11, with varying degrees of implementation success — but all of which are yet to realize the objective of increasing access to adequate, affordable housing. Consequently, in most African countries, slums and informal settlements are home to more than one in two urban dwellers.

Population living in slums and informal settlements

There is a wide variation in the proportion of the urban population living in slums and informal settlements¹⁸ between countries in the Africa region, as highlighted in the Habitat III Regional Report for Africa¹⁹ and illustrated in Figure 4.

14 African Planning Association and UN-Habitat (2013) *The State of Planning in Africa: An Overview*

15 UN-Habitat (2018) *The State of African Cities 2018: The Geography of African Investment*

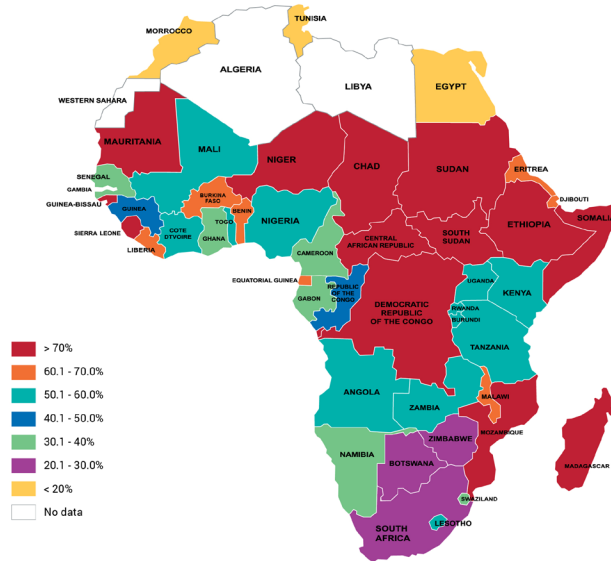
16 Majale, M. (2008) *Employment Creation through Participatory Urban Planning and Slum Upgrading: The Case of Kitale, Kenya*

17 Definitions of affordable housing derive from several methods ranging from a "Rule of Thumb" on housing expenditure of no more than 30% of household income to one that ensures that a household has sufficient left for non-housing expenditure in addition to housing expenditure.

18 The UN-Habitat criteria for distinguishing the different terms is shown in Annex 12.

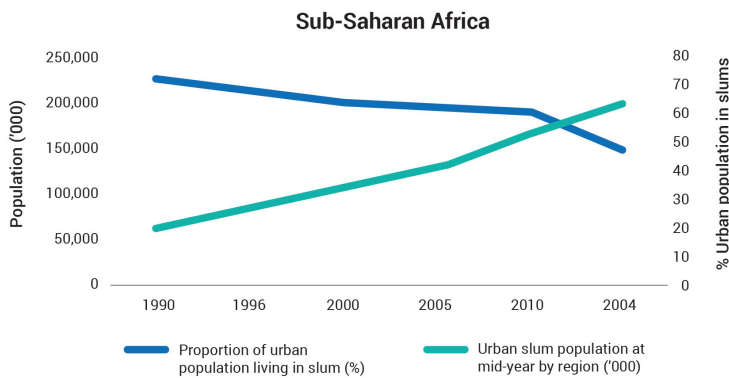
19 United Nations Conference on Housing and Sustainable Urban Development (2017) *Habitat III Regional Report Africa Region: Transformational Housing and Sustainable Urban Development in Africa*

Figure 4: Proportion of African population living in slums, 2015



Source: Africa Research Institute, 2016²⁰

Figure 5: Changes in slum population 1990-2014



Source: SDG 11 Synthesis Report

As Figure 4 illustrates, in most countries in the Africa region, more than half of the population lives in slums; and in many this figure is over 70%. While the proportion of slum dwellers has decreased in some countries owing to successful UN-Habitat-led efforts to meet Millennium Development Goal (MDG) Target 7.D of “achieve by 2020 a significant improvement in the lives of at least 100 million slum dwellers”, the absolute numbers of

slum dwellers have increased because of the overall total population growth in Africa. Thus, in 1990 around 93 million people were living in slums, but that number had risen to over 200 million by 2014²¹, as shown in Figure 5. In 2019, about 47% of Africa’s urban population (257 million people) lived in slums,²² and this number is expected to triple in the next three decades²³ if effective measures to curb the growth are not implemented.

20 Africa Research Institute (2016) Habitat III : “A Critical Opportunity for Africa”

21 UN-Habitat (2015) Africa Regional Strategic Plan 2014-2019

22 UN-Habitat, et al. (2020) Covid-19 in African Cities: Impacts, Responses and Policies Recommendations.

23 Saghir, J. and J. Santoro (2018) Urbanization in Sub-Saharan Africa: Meeting Challenges by Bridging Stakeholders.

4. COMPARATIVE COUNTRY CASE STUDIES

Zambia

Overview

Zambia is an entirely landlocked country covering an area of 752,612 km² in the centre of southern Africa with a population of about 16.6 million. It is bordered by Tanzania and the Democratic Republic of the Congo (DRC) to the north, Mozambique and Malawi to the east, Namibia and Zimbabwe to the south, and Angola to the west, as shown in Figure 6. It is one of the 16 member countries of the Southern African Development Community (SADC).²⁴

Zambia is endowed with a number of mineral resources, including copper, cobalt, lead, gold, silver, uranium and zinc. Other natural resources include coal, emeralds and, very importantly, hydropower.

In contrast to most of its neighbouring countries, Zambia has not been affected by war, and is recognized for its continuous political stability since it attained independence from British colonial rule in 1964. Zambia's economy has seen significant growth over the past two decades, and it Africa's second-largest producer of copper as well as one of the most urbanized countries in the region.²⁵ Zambia achieved middle-income country status in 2011 during a period (2004-2014) when economic growth averaged 7.4% per year. However, only a small segment of the urban population has benefitted from the growth, which has had limited impact on poverty. Indeed, Zambia has one of the highest levels of inequality worldwide. As of 2015, 58% of Zambians earned less than the international poverty line of US\$1.90 per day, compared to 41% across Sub-Saharan Africa.²⁶ Indeed, rural poverty and high unemployment levels remain significant challenges, although recent strong

Figure 6: Location of Zambia within the Africa region



Source: CAHF Yearbook 2019

economic growth augurs well for a general improvement in living standards.²⁷ In 2019, Zambia had a GDP per capita of US\$ 1,291.²⁸

Zambia is one of the countries highly impacted by natural hazards and climate-change induced extreme events in the SADC region. Studies in the sub-region suggest that losses due to flooding have increased in frequency over the past two decades and have had an adverse effect on the economy of the sub-region, and of the communities – especially the poorest and most vulnerable – in many of the SADC countries. An estimated 75% of all natural disasters in Zambia are attributed to climate-change related weather events, including storms, floods and prolonged droughts²⁹.

24 The 16 member countries of SADC are: Angola, Botswana, Comoros, Democratic Republic of Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, United Republic of Tanzania, Zambia and Zimbabwe.

25 <https://www.mypsup.org/countries/Zambia>.

26 <https://www.worldbank.org/en/country/zambia/overview>

27 CIMA and UNISDR (2018) *Zambia Disaster Risk Profile*

28 <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD>.

29 Republic of Zambia (2008) *Zambia's Report on the Various Thematic Cluster of Issues Submitted to the United Nations Commission on Sustainable Development (Uncsd -16)*

Urban context

Table 9: Comparative Urban Indicators – Zambia, Mozambique and Somalia

	Zambia		Mozambique		Somalia	
	Value	Year	Value	Year	Value	Year
Surface area (km ²)	752,612	2014	799,380	2014	637,657	2014
Population (projection)	16,717,000	2016	28,751,000	2016	11,079,000	2016
Pop. density (per km ²)	22.5	2016	36.6	2016	17.7	2016
Capital city	Lusaka	2015	Maputo	2015	Mogadishu	2015
Capital city population	2,179,000	2015	1,187,000	2015	2,138	2015
Population growth rate (average annual %)	3.1	2010-2015	2.8	2010-2015	2.4	2010-2015
Urban population growth rate (average annual %)	4.3	2010-2015	3.3	2010-2015	4.1	2010-2015
	2005	2014/2015	2005	2014/2015	2005	2014/2015
Urban population	4,199,000	6,351,000	6,303,000	8,737,000	2,977,000	4,399,000
Level of urbanization (%)	36.6	40.9	30.0	32.2	35.2	39.6
Proportion of urban population living in slum areas (%)	57.2	54.0	79.5	80.3	73.5	73.6
Urban Slum Population	2,350,000	3,283,000	5,714,000	6,789,000	2,161,000	3,108,000
	Value	Year	Value	Year	Value	Year
Urban Gini Coefficient	57.1	2010-2017	54	2010-2017	32	2016
Urban poverty headcount ratio based on national poverty lines	29.6%	2015	49.6%	2008	52%	2016

Source: CAHF Yearbook 2019

Zambia has been experiencing rapid population and urban growth since the early 1960s. In 1963, only 20.7% of the population of 3.4 million lived in urban areas, but the proportion almost doubled to 39.8% by 1980. In 2010 the national population stood at 13.1 million, with 38.7% living in urban areas. Projections indicate that the overall population will rise to 44.2 million by 2050, of which 25.8 million – more than half (58%) – will live in urban areas (see Annex 13). The current average annual urban population growth rate of 4.3% is higher than the overall national population growth rate of 3.1%. It is also significantly higher than the sub-regional rate, and slightly higher than the rate for the Africa region as a whole, as the graph in Annex 13 shows.

Housing Context

Zambia is thus faced with a critical housing deficit which dates back to pre-independence and is largely the result of inadequate land titling, lack of an effective housing finance system, rural-urban migration and rapid urban population growth. The deficit currently stands at 1.5 million units and is projected to double to 3 million by 2030, with urban areas alone requiring 1.3 million housing units. To meet the housing need from 2001 to 2030 will require that about 3 housing units are constructed every three minutes. If no intervention measures are taken, these numbers are expected to increase.

Urban centres in Zambia thus have large numbers of slums – or informal settlements as they are more commonly referred to in Zambia – which are characterized by poor quality housing and lack of basic infrastructure and services; and which are home to about 70% of the total urban population. The main contributory factors to the proliferation and expansion of informal settlements include: failure of master planning, poor land administration systems, lack of serviced land, land speculation, inadequate government resources, urban population growth³⁰ – and housing unaffordability.

Most of the urban growth in Zambia has taken place in informal settlements. Indeed, land for housing development is more readily available and accessible in informal settlements through informal and illegal channels, such as through political patronage of illegal occupation. Thus, in Lusaka, about 70% of all housing is informal; accommodating about 90% of the population but occupying only 20% of the residential land in the city³¹.

Constitutional, policy, strategy, legal and institutional frameworks

The Constitution is the supreme law of the country and is to be interpreted in accordance with the Bill of Rights. The 1964 Independence Constitution of Zambia contained a Bill of Rights that encompassed economic, social, cultural and environmental rights, which included the right to decent housing. Since 1964, there have been several efforts to develop a new constitution.³² In June 2019, the Constitutional Amendment Bill 2019 was released for public comment. Although the Bill cannot amend the Bill of Rights, it has been argued that its provisions could adversely affect the full protection of fundamental human rights³³, including the right to adequate housing.

The National Housing Policy (NHP) launched in 1996, was a Government effort to localise prevailing international trends by realizing the twin goals of the Habitat Agenda : (i) adequate shelter for all; and (ii) the development of sustainable human settlements in an urbanizing world. This resulted in the formulation of the NHP, which was awarded the UN-Habitat 'Scroll of Honour' in 1996.

The policy was reviewed in 2007 to promote the active participation of the private sector through public-private partnerships (PPPs) to improve housing supply, but this did not achieve the anticipated results. Hence another review of the NHP was started in 2015 in response to challenges of access to land, infrastructure, housing finance and technological options that have constrained the efficient and effective functioning of the housing sector. The review is guided by the UN-Habitat Global Housing Strategy to the Year 2025 (GHS2025).

The housing sector in Zambia is governed by a comprehensive legal framework, with laws dating back several decades , which is summarily presented in Annex 14. The review of the housing-related laws points to a progressive and enabling legal framework.

The housing sector in Zambia is governed by a range of institutions at the national and local level, as identified in the NHP. They include: Ministry of Local Government and Housing; the National Housing Authority (NHA); local authorities; financial institutions; private sector developers; community and co-operative housing developers; and local planning authorities. Others are the formal private sector, international development partners, international and local non-governmental organizations (NGOs); and civil society organizations (CSOs) and community-based organizations (CBOs).

The Government has established a multi-sectoral National Habitat Committee (NHC), with advisory support from UN-Habitat, that comprises of Habitat Agenda partners (HAPs)³⁴.

30 UN-Habitat (2009) Zambia Urban Profile.

31 UN-Habitat (2012) Zambia Urban Housing Sector Profile.

32 These include: the Constitution of Zambia Act, 1973; the Constitution of Zambia, Act No. 1 of 1991; and the Constitution of Zambia (Amendment) Act, 1996, which, even though it did not repeal the whole of the 1991 Constitution, introduced such significant changes as to render the resulting document a new Constitution. In August 2016, Zambians voted on, and rejected, a referendum on changes to the Bill of Rights.

33 See, for example, Musonda, E. (2019) What's in Bill No 10?

34 The Habitat Agenda Partners (HAPs), as identified in the MTSIP, include: local authorities, non-governmental and community-based organizations, the private sector, parliamentarians, foundations, trade unions, professionals and researchers, academies of science and engineering, human solidarity groups, youth groups and women's groups.



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National Development Planning Framework

Vision 2030³⁵ is the country's long term national development blueprint that sets out the goals and targets for Zambia to become "a prosperous middle-income nation" by 2030. The socio-economic development objectives of the Vision include gradually increasing annual economic growth rates from 6 to 10% by 2030 and significantly reducing poverty levels. The vision for the 'Housing and Settlements' sector is "Planned resettlement with adequate, affordable and quality housing by 2030".

Vision 2030 includes priority components that are translated into five-year national development plans (NDPs), which are implemented on a sectoral basis but managed centrally by the Ministry of Finance (MOF). The NDPs also reflect the evolution of Zambia's housing strategies and programmes..

Mozambique Overview

Mozambique is located in Southeast Africa, It is bordered by Tanzania to the north, Malawi and Zambia to the northwest, Zimbabwe to the west, Eswatini (Swaziland), South Africa to the southwest, and the Indian Ocean to the east (Figure 7). As of 1 January 2020, it had an estimated population of 31.7 million³⁶.

Mozambique gained independence from Portugal in 1975, but it is still suffering from the effects of the 16 year long civil war that immediately followed, ending in 1992 with the signing of the Rome Peace Accord. In particular, poverty has remained a major challenge since 1975, when the country was listed as one of the world's poorest. It was still ranked 180 out of 189 countries on the UNDP Human Development Index (HDI) in 2019³⁷.

35 Republic of Zambia (2006) Vision 2030: A Prosperous Middle Income Nation by 2030

While rural poverty declined from 66.4% in 2008/09 to 56.0% in 2014/15, and urban poverty from 41.1% to 32%, the absolute number of people living in poverty has remained largely unchanged³⁶.

Mozambique is however endowed with important natural resources, such as arable land, forestry, water, mineral and energy resources, including the third largest reserves of natural gas in Africa³⁷. But despite the vast deposits of diversified natural resources from which a range of construction materials can be produced, only the most basic materials (sand, cement, wood) are sourced locally while the rest (about 90%) are imported³⁸.

The gross domestic product (GDP) growth rate in 2018 was 3.3% and was projected to increase to 4.5% in 2019 and 5.0% in 2020, driven mainly by natural gas projects and post-natural disaster reconstruction activities⁴¹. And the GDP per capita in 2019 was US\$ 492.⁴²

Mozambique is one of the most disaster-prone countries in the world. The frequent occurrence of natural disasters such as floods, cyclones, earthquakes and drought has consistently impacted both the economy and the people, especially their housing conditions. Indeed, it is estimated that up to 25% of the population faces a high mortality risk from such events. Climate change effects may potentially increase this risk in the future, and thus not only undermine development efforts, but also increase the vulnerability of the poor, who depend on the environment for their livelihoods⁴³.

Urban context

Mozambique is urbanising rapidly, with the urban share of the population growing fast as the rural share reduces equally fast. This rate is however lower than that of Africa as a whole (see Annex 13).

Figure 7: Location of Mozambique within Africa



Source: CAHF Yearbook 2019

Mozambique's urban population is projected to increase from 32% in 2018 to 50% by 2050. The majority of this population lives in the country's most important cities such as Maputo, the capital city, Matola, Beira and Nampula. However, available data suggest that secondary and tertiary urban centres will likely grow proportionally faster than the established ones⁴⁴. Several of the major cities and secondary towns are under serious risk of flooding, especially the informal settlements in which the majority of the urban population live. Currently, more than 60% of the population lives within 50 km of the coast or along the country's main rivers, often on low-lying land.⁴⁵

While Mozambique's economic growth is relatively strong, its cities currently lack the capacity to respond effectively to the rapid urbanization. They are generally characterized by inefficient urban planning, management and development control; poor quality infrastructure that delivers only the most basic urban services; and high numbers of people living in natural disaster-prone areas⁴⁶.

36 <https://countrymeters.info/en/Mozambique>.

37 UNDP (2019) Human Development Report 2019.

38 World Bank (2018) Mozambique Poverty Assessment: Strong but Not Broadly Shared Growth.

39 <https://www.mz.undp.org/content/mozambique/en/home/countryinfo.html>.

40 UN-Habitat (2017) Strategy of Implementation of the National Housing Policy.

41 African Development Bank (2019) Southern Africa Economic Outlook 2019.

42 <https://data.worldbank.org/indicator/NY.GDPPCAP.CD>.

43 https://www.mz.undp.org/content/mozambique/en/home/ourwork/environmentandenergy/in_depth.html.

Housing context

Housing demand in Mozambique is growing continuously, especially in the main cities like Maputo, Nampula, Beira, Nacala and Tete, where economic development and population growth are being driven by natural resource extraction. However, housing is generally unaffordable. This is especially the case in Maputo – the primate capital city and main port— where, according to some estimates, the cost of housing can average up to 80 times the monthly minimum wage of US\$65⁴⁷.

The last three decades have thus seen a drastic increase in the proportion of the urban population living in slums, or 'barrios' as they are known locally. Today, over 80% percent of Mozambique's urban population lives in slums, in very basic concrete block houses with limited or no services. In Maputo, some 75% of the population lives in slums; but the situation is especially acute in secondary cities, where unregulated, informal settlements make up roughly 90% of municipal territory.

Mozambique requires an additional 1.2 million housing units to accommodate the projected population growth between 2016 and 2026⁴⁸. The bulk of the housing continues to be supplied by the household and informal sectors, which is consistent with the main supply process in the Africa region in which households use their own financial resources and engage informal small-scale contractors or artisans to build a house incrementally. The cost of construction materials is however high, with the price of cement being particularly prohibitive. Furthermore, housing finance in the country is extremely limited, with only 3% of the population able to access formal credit⁴⁹.

The housing challenge is exacerbated by the high levels of housing destruction and displacement of flood-affected households caused by the floods and cyclones that routinely hit the country. For example, in December 2019, Mozambique experienced strong rains, winds and flooding, that affected at least 58,851 people, and more than 10,200 houses damaged, of which 2,589 were completely destroyed⁵⁰.

Constitutional, policy, strategy, legal and institutional frameworks

The Constitution of Mozambique, adopted on December 21, 2004 and amended in 2007, is the basic law governing Mozambique. Article 91.1 affirms that: *"All citizens shall have the right to a suitable home, and it shall be the duty of the State, in accordance with national economic development, to create the appropriate institutional, normative and infra-structural conditions."*

While the Government of Mozambique has ratified major human rights conventions, it has not ratified the Covenant on Economic, Social and Cultural Rights, which includes the Right to Adequate Housing. Still, UN review mechanisms have generally given positive feedback on the continual pursuit of improved housing – but have noted the restricted access that minority groups have to housing.⁵¹

In Mozambique, all land is the property of the state, and the Land Law of 1997 outlines the rights of use and benefit of the land to individuals, communities, and corporations. Mozambican law also includes safeguards for affected populations including fair compensation prior to expropriation⁵².

The National Slum Upgrading Policy (2010), developed with the support of UN-Habitat, offers a comprehensive framework for addressing the challenges of slums. The policy embraces participatory planning processes and provides a roadmap for improving existing slums while preventing the formation of new ones – a simultaneous 'twin-track approach'.

44 IHS (2017) Urbanization in Mozambique: Assessing Actors, Processes, and Impacts of Urban Growth

45 UN-Habitat (2012) Focus on Mozambique: A Decade of Experimenting Disaster Risk Reduction Strategies.

46 IHS (2017) Urbanization in Mozambique: Assessing Actors, Processes, and Impacts of Urban Growth

47 World Bank (2017) Mozambique Urbanization Review.

48 Mozambique HCPD 2018-2021.

49 UN-Habitat (2017) Strategy of Implementation of the National Housing Policy

50 OCHA (2020) Mozambique: Heavy Rains and Flooding.

UN-Habitat also supported the development of the *Housing Policy and Strategy for Mozambique*⁵³, which was approved in 2011; but there has been little progress in terms of its operationalization and implementation. This is in part because of poor coordination of the institutional framework for housing delivery, which comprises several Government ministries, departments and agencies (MDAs), as shown Table 10; and in particular between the Department of Housing and Urban Development and the National Housing Fund which have key mandates and responsibilities in the areas of policy/regulation, and execution/finance of housing respectively. The lack of technical capacity and of a comprehensive housing finance strategy has further undermined the implementation of the Housing Policy and Strategy. In this regard, even UN-Habitat's in-country presence has not been able to overcome the political inertia that has been a major contributory factor.

National Development Planning Framework

Agenda 2025: The Nation's Vision and Strategies⁵⁴, the country's national development blueprint published in 2003, envisages: "A Country where the community lives in a healthy environment, with food security, sanitation and reliable supply of drinking water, adequate housing, access to education and work, with a right to information, and facilities for accessing healthcare and essential medicines."

In 2014, the Government launched the National Development Strategy for 2015–2035 (ENDE) the main objective of which is to improve the livelihoods of the population through structural transformation of the economy, and expansion and diversification of national production. The strategy is implemented through the 5-Year Government Programmes (PQGs), while annual implementation of the PQG is carried through the Economic and Social Plan (PES). The PQG goal for 2015-19 is to increase employment, productivity and competitiveness to improve living conditions of all Mozambicans, while consolidating democracy and inclusive participatory governance.

Somalia

Overview

Approximately 640,000 km² in area, Somalia is located in East Africa, forming part of what is commonly referred to as the Horn of Africa. It is bordered by Djibouti to the northwest, Ethiopia to the west and Kenya to the southwest, as shown in Figure 8.

From 1991 to 2012, the country was ravaged by civil war, which destroyed urban infrastructure and services, and devastated commercial and residential neighbourhoods in the capital city of Mogadishu and many other urban centres.

Table 10: Key Institutions with Housing-Related Mandates

Institution	Mandate
Ministry of Public Works, Housing and Water Resources (MOPHRH)	Formulation of policies, guidance and supervision of housing and urbanism practice
Housing and Urbanism National Directorate (DNHU)	Development and implementation of policies on housing.
Ministry for the Coordination of Environmental Action (MICOA)	Territorial planning and ordering.
Municipalities	Implementation and management of urban and housing policies.
Provincial Governments	Implementation of territorial planning.
Fund for Housing Finance (FFH)	Promoting access to affordable housing.
Territorial Planning and Ordering National Directorate (DINAPOT)	Planning and ordering policies.

Source: Chitsungo, 2009

51 Project Document: 'Enhancing the Planning Capacities of Cities in the Nacala Corridor (Nampula, Tete and Nacala)'.
 52 <https://www.hrw.org/news/2012/09/17/human-rights-watch-recommendations-mozambiques-resettlement-decre>

53 Ministry of Public Works and Housing (2011) Housing Policy and Strategy for Mozambique

54 Committee of Councillors (2003) Agenda 2025: The Nation's Vision and Strategies



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In 2012, the Federal Republic of Somalia was reconstituted marking the first permanent government since the collapse of the Somali Democratic Republic in 1991. The Federal Government of Somalia is internationally recognized as Somalia's official central government.

Since 2012, Somalia has made significant progress in recovering from the many years of conflict and state fragmentation. From 2012 to 2017, the average GDP growth rate was 3.5-4.5% per year; and in 2018 growth was estimated at 2.9%, driven primarily by expansion of the livestock, agriculture, telecommunications and financial sectors. GDP growth is projected to rise to 3.2% in 2020 and 3.5% in 2021.⁵⁵ But nearly 7 of 10 Somalis still live in poverty – the 6th highest rate in the region

after the Democratic Republic of Congo, Central African Republic, Madagascar, Burundi, and South Sudan.⁵⁶ Somalia's GDP per capita in 2019 was US\$ 130.⁵⁷

Despite the improving security situation, normalization of relations with international financial institutions, and prospects of debt relief under the Heavily Indebted Poor Countries Initiative (HIPC) in 2020⁵⁸, the challenges facing the country remain enormous. Political and social instability and the overlapping of the clan system with a fledgling democracy make the Somali context a very complex one. This complexity is compounded by the rapid urban growth the country is undergoing, and absence of a facilitative urban context for the recovery, rehabilitation and development processes⁵⁹.

55 African Development Bank (2020) African Economic Outlook 2020: Developing Africa's Workforce for the Future.

56 World Bank Group (2018) Somali Poverty and Vulnerability Assessment: Findings from Wave 2 of the Somali High Frequency Survey.

57 <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD>.

58 African Development Bank (2020) African Economic Outlook 2020: Developing Africa's Workforce for the Future.

59 <https://mirror.unhabitat.org/content.asp?typeid=19&catid=233&cid=3905>

In addition to the prolonged civil war, severe droughts in the Somali region have led to the internal and external displacement of hundreds of thousands of people. And after many years in exile, most returnees opt to settle in urban areas rather than their rural areas of origin. They however typically end up in informal settlements on the urban periphery — often already occupied by large numbers of internally displaced persons (IDPs).

Urban context

Urbanization is accelerating in Somalia as a result of a combination of several factors, including conflict, internal displacement, refugee return and repatriation, rural-urban migration and climate change⁶⁰. The average annual urban population growth is estimated at 4.1%, which is higher than that for the sub-region but almost equal to that of the Africa region as a whole (see Annex 13). The capital city, Mogadishu, is one of the fastest growing cities in Africa, and indeed the world, with an average annual growth rate of 6.2% between 2005 to 2015⁶¹. However, the inadequately planned and managed urban growth has led to many challenges, key among which are a large and growing uneducated urban youth population and high unemployment.

Mogadishu is home to nearly 400,000 IDPs, which is over one third of the overall internally displaced population in Somalia, about 55% of whom are concentrated in two of the city's peripheral districts. Overall, this constitutes one of the highest IDP concentrations in the Africa region⁶².

Housing context⁶³

With Somalia's high urbanization rate and its complex driving forces, access to adequate housing, like in most African countries, is an increasingly-growing challenge. The Somalia National Development Plan (SNDP) 2017-2019 summarizes the housing conundrum as follows: "Adequate housing is not affordable to IDPs and the urban poor, and affordable housing is not adequate."⁶⁴

Figure 8: Location of Somalia within Africa



Source: CAHF Yearbook 2019

After more than 20 years of conflict, the public and private housing stock has been largely destroyed. An increasing number of urban dwellers, especially the poorest and most vulnerable groups — not only IDPs, but also refugee returnees, women-headed households, youth, and persons with disabilities — are thus living in informal settlements, most of which are controlled by gatekeepers. Residents of these settlements live in inadequate housing lacking access to basic services and other amenities, excluded from livelihood opportunities, and vulnerable to forced evictions⁶⁵.

According to the SNDP 2017-2019, 14.7% of households in the country are IDPs living in informal settlements or camps. Many IDP settlements have turned into sites of urban impoverishment, where returnees, refugees, economic migrants and urban poor households have joined IDPs. The regular influx of newly displaced persons into IDP settlements compounds the challenges faced by existing residents⁶⁶.

60 UN-Habitat (2019) UN-Habitat Somalia: Briefing Note.

61 United Nations (2018) The UN's Joint Programme on Local Governance and Decentralized Service Delivery – Phase Iii: Programme Document.

62 Project Document: Rental Subsidy-Innovative Solutions for Internally Displaced in Mogadishu.

63 This section is drawn from the SNDP 2017-2019.

64 FGS (2016) The Somalia National Development Plan (SNDP) 2017 – 2019, p.140.

65 FGS (2012) Provisional Constitution of the Federal Republic of Somalia.

66 FGS (2012) Provisional Constitution of the Federal Republic of Somalia.

For example, between January and August 2017, over 109,000 IDPs living in informal settlements across the country were forcefully evicted; 77% were around Mogadishu⁶⁷.

The Somali population is growing by almost 3% per year, driven by a high fertility rate of 6.3 children per woman, the fourth highest in the world. Housing strategies must therefore take into account not only the deficit of adequate housing for the current population – and in particular for the urban poor, IDPs and refugee returnees – but also plan for the high natural population growth⁶⁸.

Constitutional, policy, strategy, legal and institutional frameworks

The Provisional Constitution of the Federal Republic of Somalia⁶⁹ adopted in August 2012 is the governing framework of the country. The Constitution recognizes federalism as the principle for organizing and structuring the state, and establishes a two-tier government—at the central level and the state level. It also formally recognizes the principle of local government but does not grant the latter the status of a third tier of government.

Somalia does not have a National Housing Policy. However, the SNDP 2017-2019 recognizes that housing rights challenges are common in Somalia like in other post conflict countries; and that post- conflict housing reconstruction can play an important role in supporting peace. It thus affirms the need for a National Housing Policy that addresses: *“widespread property destruction, mass population return and internal displacement, reconstruction needs of the post conflict communities, innovative housing finance mechanisms and promotion of local building culture”*⁷⁰.

*The National Policy on Refugee-Returnees and Internally Displaced Persons (IDPs)*⁷¹ affirms that all refugee-returnees and IDPs, like any other citizen, have the right to an adequate standard of living and, without discrimination, are to be provided with, among other things, basic shelter and housing

The Federal Government of Somalia (FGS) has not managed to establish a functioning institutional and administrative framework at national level. Most of its institutions, including ministries and the civil service in general, are barely functioning⁷². The Ministry of Public Works, Reconstruction and Housing (MPWRH) is mandated to undertake the planning, design and construction of government buildings, infrastructure and other public works; and to promote standards in the construction and housing sectors. However, the Ministry is limited in its ability to deliver on its mandate by capacity constraints, including financial, human, technical and administrative capacities.

The UN-Habitat Somalia CO thus works closely with local government. Indeed, local institutions of governance are the most important avenue through which the poor, women and vulnerable minorities can participate in governance and influence decisions affecting their lives and livelihoods.

National Development Planning Framework

*The Somali Compact*⁷³ was the result of an inclusive process to determine the priorities of Somalia for the period 2014-2016. The priorities and principles presented in the Compact were developed through a participatory and consultative process, which also involved civil society. The Compact provided an overarching strategic framework for coordinating political, security and development efforts for peace and state-building activities for the period 2014-2016. The Compact also recognized the role women in community mobilization and peacebuilding in Somali society, and promoted their economic empowerment and participation in political and public decision making processes.

The Somalia National Development Plan (SNDP) 2017–2019 builds on the Somalia Compact. It outlines Somalia's short to medium term strategic direction, development priorities and proposed implementation mechanisms including the use of development aid.

67 World Bank Group (2018) Somali Poverty and Vulnerability Assessment: Findings from Wave 2 of the Somali High Frequency Survey.

68 FGS (2012) Provisional Constitution of the Federal Republic of Somalia.

69 FGS (2012) Provisional Constitution of the Federal Republic of Somalia.

70 FGS (2012) Provisional Constitution of the Federal Republic of Somalia, p.44.

71 FGS (2019) National Policy on Refugee-Returnees and Internally Displaced Persons (Idps).

72 Bertelsmann Stiftung (2018) Bti 2018 Country Report – Somalia.

73 FGS (2017) The Somalia Compact.

The Plan's theme is to accelerate socio-economic transformation in order to achieve the stated objectives for poverty alleviation, economic revival and societal transformation in a socially just and gender equitable manner.

One of the eight goals of the SNDP is to: ***"Increase access to adequate and affordable housing in particular for IDPs, returnees, the urban poor and other persons in vulnerable situations"***⁷⁴. In this regard it identifies the necessity for a National Housing Policy addressing widespread property destruction, mass population return and internal displacement, reconstruction needs of the post conflict communities, innovative housing finance mechanisms and promotion of local building culture. One of the strategies and milestones is thus the 'National Housing Programme: Adequate, Affordable and Sustainable Housing', which includes developing a National Urban Housing Sector Profile and National Housing Policy; and developing resettlement and integration solutions that are durable while at the same time upgrading conditions of temporary IDP shelters to meet minimum living standards through participatory pilot projects.

Summary Comparative Analysis

The regional and comparative country case studies – Zambia, Mozambique and Somalia – present different urban and housing contexts; constitutional, policy, strategy, legal and institutional frameworks; and national development planning frameworks.

Zambia, unlike most of its neighbours, has not been affected by war but rather has enjoyed continuous political stability since gaining independence in 1964. In contrast, Mozambique, with which it shares a border, suffered from 16 years of civil war that began immediately after it gained independence in 1975 and ended in 1992. Somalia was similarly ravaged by civil war from 1991 to 2012 with devastating consequences to infrastructure and housing in urban areas.

The biggest challenge Mozambique now faces is its vulnerability to natural disasters, including climate change-induced extreme events such as flooding, cyclones and droughts. Somalia on the other hand, continues to experience violence, political instability, governance and human security challenges, as well as climate-related disasters, in particular drought. These significantly varying contexts have implications for the implementation of the UN-Habitat's Housing Approach and the government institutions it engages and partners with.

Mozambique is one of the lowest ranked countries in Africa, and indeed the world, on UNDP's HDI standing at 180th out of 189, while Zambia is ranked 143rd. Somalia is not included in the 189 countries that are ranked, but is instead listed under 'Other Countries or Territories'.

Table 9 compares the urban indicators for the three countries. The level of urbanization is below the average of 43% for the Africa region as a whole⁷⁵, standing at 32.2%, 39.6% and 40.9% respectively for Mozambique, Somalia and Zambia.

In Zambia, about half (54%) the urban population lives in slums or informal settlements, a substantially lower proportion than in both Somalia (73.6%) and Mozambique (80.3%). However, in terms of absolute numbers of slum dwellers, Mozambique and Zambia have almost an equal number (3.1 and 3.3 million respectively), while Somalia has more than the two countries combined (6.8 million). The high number of slum dwellers in Somalia is largely because of decades-old conflict that has ravaged the impoverished country resulting in a high number of IDPs and returnee refugees who mostly live in camps and informal settlements, while in Mozambique it is a result of the, mostly climate-change induced extreme water events, in particular floods and cyclones.

74 FGS (2016) The Somalia National Development Plan (SNDP) 2017 – 2019, p.144.

75 United Nations (2019) World Urbanization Prospects: The 2018 Revision



PART 2

REGIONAL AND COMPARATIVE COUNTRY CASE STUDIES ANALYSIS OF THE REGIONAL AND COUNTRY HOUSING APPROACHES



5. THE UN-HABITAT HOUSING APPROACH IN THE REGION

Overview

UN-Habitat has been engaged with the Africa region for over 30 years. However, the UN-Habitat Regional Office for Africa (ROAf) was established in 2011, after the split of the former Regional Office for Africa and Arab States (ROAAS), which supported Africa and the Arab States regions, into two entities: 1) Regional Office for Africa (ROAf) and 2) Regional Office for Arab States (ROAS).

ROAf covers Sub-Saharan Africa (SSA), which is the least urbanized (at about 43%), but most rapidly urbanizing (at 3.5% annually) of the four main regions in which UN-Habitat is working, namely: (i) Africa, (ii) Arab States, (iii) Asia and the Pacific, and (iv) Latin America and the Caribbean. ROAf covers 49 countries in the region and currently has an active portfolio in 23.

Regional strategy

At the time of the evaluation, ROAf was guided by the Africa Regional Strategic Plan 2014-2019⁷⁶. A key premise of the strategy is to support the realization of UN-Habitat's overall goal in the SP 2014-2019 of:

*"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."*⁷⁷

The ROAf Strategic Plan underlines that the achievement of the goal and strategic results of the global SP 2014-2019 requires a clear articulation of the normative and operational implications in the various regional contexts. In this regard, it asserts that regional strategic plans (RSPs) can strengthen the broader global strategy by aligning it to the realities, dynamics and aspirations of the regions. The importance of RSPs as a mechanism for contextualising the Strategic Plan and engaging

regional partners and stakeholders was affirmed by the *Mid-Term Evaluation of the Implementation of UN-Habitat's Strategic Plan 2014-2019*⁷⁸, as was its linkage with the UN Development Assistance Framework (UNDAF) and the national planning frameworks in countries of operation. At the level of execution, RSPs can guide country office (CO) staff in organizing country activities, support achievement of objectives, and facilitate monitoring and measurement of aggregated results.

The ROAf Strategic Plan aims to reposition ROAf to participate effectively in translating UN-Habitat's urban and housing agenda into a broader African development vision. It deploys an integrated approach to strategy implementation through normative and operational rigour and flexibility; multi-scalarity; spatial, programmatic and institutional coordination; and incorporation of the cross-cutting issues of gender, youth, human rights and climate change. This is effectively the 'Africa Region Housing Approach', which is substantially consistent with the overall UN-Habitat Housing Approach presented in Table 5 and explained in detail in the Main Evaluation Report.

The Strategy further explains ROAf's intent to develop catalytic partnerships with governments that will leverage UN-Habitat's capabilities in the Strategic Plan thematic areas, including 'Housing and Slum Upgrading'. This will be done through knowledge management and the dissemination of innovations; increased policy dialogue and advocacy; enhanced technical assistance and capacity building; and backstopping programme execution – the UN-Habitat Housing Approach – as well as leveraging financial resources to mobilize additional funding. ROAf's strategic approach has had significant impact in the region through programmes and projects implemented by COs using the Housing Approach, with ROAf providing fundraising and implementation backstopping support.

76 UN-Habitat (2015) Africa Regional Strategic Plan 2014-2019.

77 UN-Habitat (2013) Proposed Work Programme and Budget for the Biennium 2014-2015: Draft Strategic Plan 2014-2019 of the United Nations Human Settlements Programme.

78 UN-Habitat (2017) Mid-Term Evaluation of the Implementation of UN-Habitat's Strategic Plan 2014 - 2019

Regional portfolio

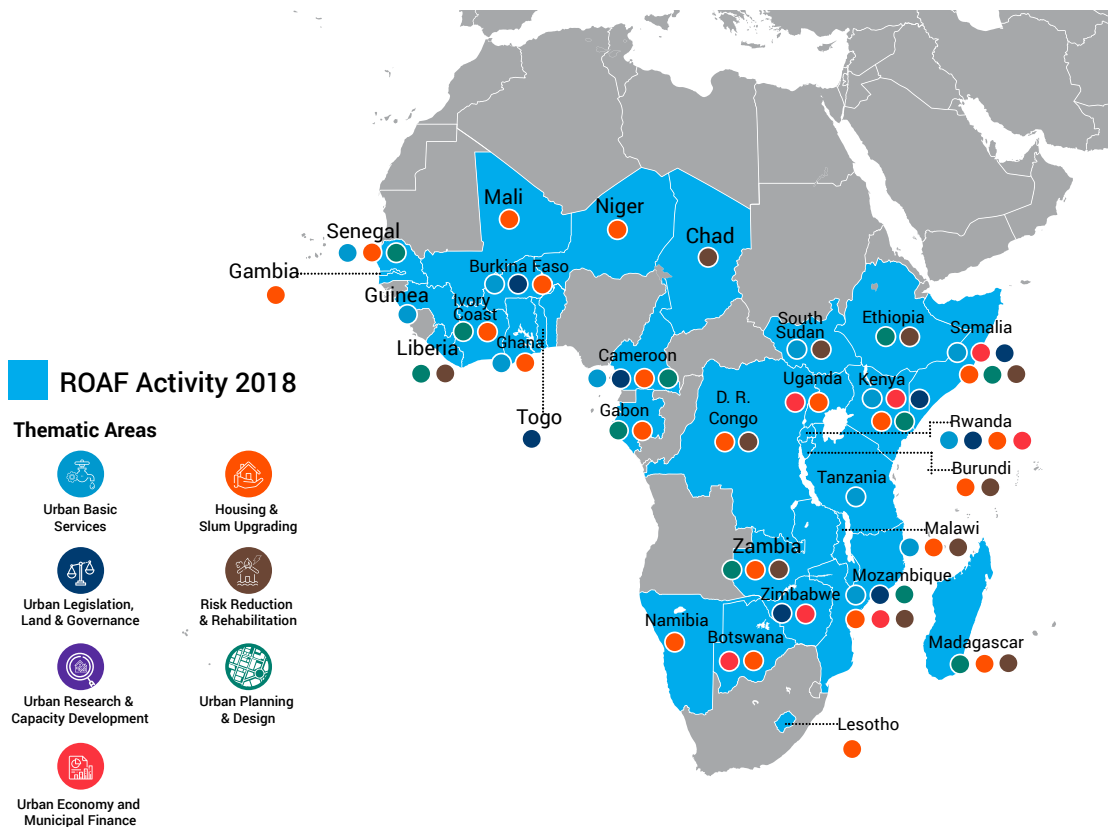
Figure 9 gives a graphic overview of the ROAf project portfolio per country in 2018. Somalia and the Democratic Republic of Congo (DRC) have the largest portfolios in terms of budget, with a total portfolio of between US\$20 million and US\$30 million each. Other countries with sizeable portfolios (US\$ 2 – 8 million) include: Ethiopia, Kenya, Mozambique, Nigeria, Ghana, and Sao Tome and Principe. The rest of the countries have smaller project portfolios (below US\$2 million).

In terms of thematic focus, the largest operational projects focus on post-conflict reconstruction and rehabilitation⁷⁹, with Somalia and DRC having the largest portfolios. Other projects cover housing and slum upgrading; urban basic services; urban legislation, land

and governance; urban economy and municipal finance; and urban planning and design, as shown in Figure 9.

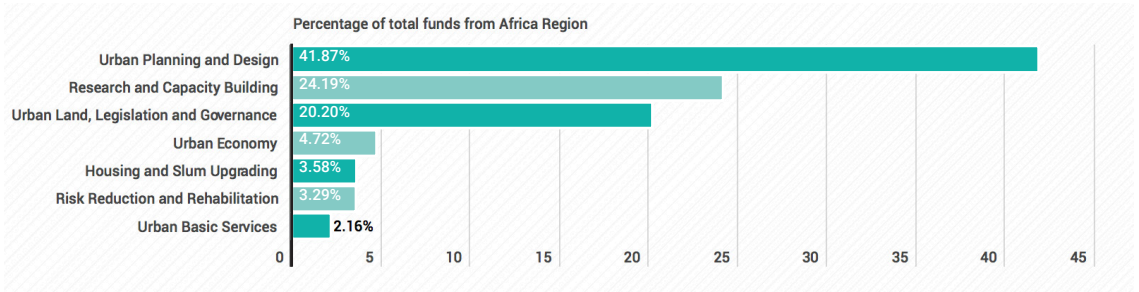
Figure 10 shows the themes of UN-Habitat projects funded by the Africa Region for the period 2014-2019. This reflects the prioritization of four of the seven focus areas in the SP 2014-2019 which were considered to have been previously neglected, namely: (i) Urban Planning and Design; (ii) Urban Legislation, Land and Governance; (iii) Urban Economy; and (iv) Urban Basic Services. Annex 12 shows the thematic distribution of the portfolio in Africa in 2018. The highest allocation is towards Urban Economy (36%), followed by Urban Land Legislation and Governance (17%); and Urban Basic Services and Risk Reduction and Rehabilitation (both 14%), which also reflects this prioritization.

Figure 9: ROAf Project Portfolio



Source: UN-Habitat Country Activities Report 2019, p.52

Figure 10: Theme of UN-Habitat projects funded by Africa Region (2014-2019)



Source: UN-Habitat Country Activities Report 2019, p.161

Flagship projects

The Participatory Slum Upgrading Programme (PSUP) – a tripartite initiative of the Secretariat of the African, Caribbean and Pacific Group of States (ACP)⁸⁰, the European Commission (EC) and UN-Habitat launched in 2008 – is currently being implemented in 40 countries worldwide, of which 30 are in Africa⁸¹. PSUP addresses the biggest deprivations for slum communities: the lack of adequate and safe housing conditions, clean water supply, sanitation and secure land tenure. It also focuses on gender equality human rights and, climate resilience and participation of the local communities, including the youth, in the slum upgrading process.

PSUP is fundamental to achieving Sustainable Development Goal (SDG) Target 11.1: “By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums”. Now in its third phase, PSUP has had a significant impact in the countries and cities in which it is being implemented through its normative and operational interventions. Indeed, the countries and cities have made demonstrable progress towards upgrading slums and addressing urban poverty in a participatory and holistic manner through the PSUP process, which is consistent with UN-Habitat Housing Approach framework of normative and operational activities, as shown in Table 11.

Table 12 shows the PSUP countries and phases. As can be seen, Africa has the highest number of countries of all the regions, underscoring the challenge of slums that the region is facing and the relevance of the programme. The investments, achievements and lessons learned from PSUP I and II have informed PSUP III, which is tailored to specifically deliver on SDG 11.1 and which is targeting at least 40 ACP countries, of which 30 are in Africa.

PSUP offers an integrated and comprehensive approach responding to many thematic and governance related entry-points in line with global policy frameworks, in particular the NUA and SDGs. PSUP recognizes the diversity of the ACP countries – economically, socially, culturally and environmentally – that in turn present varying slum and scale challenges and hence different entry-points for interventions. The different key strategic entry points for PSUP I, II and III are presented in Annex 16. In this regard, as the Evaluation Main Report emphasises, application of the Housing Approach does not always involve all the five elements – it varies across the different levels, from global to local, from region to region, and from country to country; and it may also be proactive or demand-driven, and hence have different entry points.

The fact that the PSUP is now in its third round of funding from the EC underlines its relevance and consistency with the priorities of the EC, and the EC’s confidence in the replicability, scalability and sustainability, as well as impact potential, of the programme.

80 The ACP Group consists of 79 Member-States, all of them, save Cuba, signatories to the Cotonou Agreement which binds them to the European Union: 48 countries from Sub-Saharan Africa, 16 from the Caribbean and 15 from the Pacific.

81 Angola; Benin; Botswana; Burkina Faso; Cameroon; Cabo Verde; Cote d’Ivoire; DRC; Gambia; Ghana; Guinea; Kenya; Lesotho; Madagascar; Mali; Mauritania; Mauritius; Mozambique; Namibia; Niger; Nigeria; Republic of Congo; Rwanda; Senegal; Sierra Leone; Somalia; Sudan; Togo; Uganda; Zambia

Table 11: PSUP phases, and consistency with the Housing Approach

	Phase I Urban Profiling	Phase II Action Planning	Phase III Pilot Projects
PSUP Phase I (2008-2011)	25 new countries	–	–
PSUP Phase II (2012-2016)	18 new countries	12 countries	–
PSUP Phase III (2017-2021)	8 new countries	18 countries	Up to 9 countries

	Activities/Outputs/Outcomes	Housing Approach Elements
Phase I 2008-2011 25 countries	Urban Profiles (National/City)	Knowledge
		Advocacy
Phases II 2012-2016 35 Countries	City-wide slum upgrading and prevention strategy	Policy Advice
	Action Planning	Technical Assistance/Capacity building
	Programme/project document formulation	
PSUP 2017-2021 40 countries	Pilot Projects	Implementation

Table 12: PSUP Countries and Phases

Phase	Region	Country
Phase I: Urban Profiling / Urban Assessment Studies	Africa (5)	Benin, Botswana, Lesotho, Rwanda, Togo
	Caribbean (1)	St Vincent and the Grenadines
	Pacific (2)	Tuvalu, Vanuatu
Phase II: Action planning and programme design	Africa (11)	Burundi, Cape Verde, Côte d'Ivoire, Gambia, Madagascar, Malawi, Mali, Mauritius, Nigeria, Republic of Congo, Rwanda, Uganda
	Caribbean (4)	Antigua and Barbuda, Haiti, Jamaica, Trinidad and Tobago
	Pacific (3)	Fiji, Papua New Guinea, Solomon Islands
Phase III: Implementation	Africa (10)	Burkina Faso, Cameroon, Democratic Republic of Congo (DRC), Ghana, Kenya, Malawi, Mozambique, Niger, Senegal, Zambia

The Global Land Tool Network (GLTN) is a multi-sectoral alliance of more than 75 global, regional and national partners launched in 2006 in response to gaps in land administration and governance approaches, systems and tools constraining delivery of secure land tenure at scale. GLTN recognizes that land tenure security is fundamental to accessing adequate housing; as well as for the

realization of human rights and poverty reduction⁸². The GLTN tool development approach illustrated in Figure 11 is clearly consistent with UN-Habitat's Housing Approach, including both normative and operational activities, and with a strong focus on capacity building.

Figure 11: GLTN Tool Development – Generic Steps



Source: Selebalo 2016

GLTN works to improve tenure security in both rural and urban areas, with a specific focus on women, youth and vulnerable groups. Its emphasis is on development and dissemination of pro-poor land tenure approaches supported by practical, fit for purpose, gender responsive and innovative tools that promote sustainable development by leaving no-one behind and alleviating poverty. Large-scale adoption of these tools will contribute significantly to the achievement of the SDGs. GLTN has already successfully completed two phases with significant impacts⁸³: – Phase 1 (2006–2011) and Phase 2 (2012–2018) – and is now in its third phase (2019-2023).

GLTN Phase 3 is being implemented in Kenya, Uganda, Democratic Republic of Congo and Zambia in the Africa region; and Laos⁸⁴, Nepal and the Philippines in the Asia and Pacific Region. The project is led by the Legislation, Land and Governance Unit, in collaboration with the Housing and Slum Upgrading, Land and GLTN, Urban Planning and Design, Urban Economy, and Research and Capacity Development Units; and the Africa, Arab States, Asia and the Pacific, and Latin America and the

Caribbean ROs. The range of collaborating units reflects the ‘integratedness’ of the project. If they are well-coordinated and synergies are leveraged, the project will achieve greater results and impact.

The ‘Strengthening Capacities for Reducing Urban Vulnerability and Building Resilience in Southern Africa’ project aims to (i) facilitate capacity building for SADC and its member States related to urban vulnerability and resilience; and (ii) support SADC in identifying policies and guidance on collaborating UN-Habitat (2018) Global Land Tool Network Strategy 2018-2030 with cities and local governments for strengthening urban resilience in southern Africa. The project is working in 16 countries⁸⁵ in the Southern Africa region with the aim of developing a regional policy framework on urban DRR and resilience in southern Africa. The project is promoting measures for strengthening and retrofitting all risky housing stock, including in slums and informal settlements, to make it resilient to disasters, in coordination with local authorities and stakeholders, and includes both normative and operational activities. The key external partners, as identified in the Project Document, are ROAS, Regional

83 GLTN tools are changing land policies and land admiration practices for the benefit of the poor in GLTN's pilot countries, Democratic Republic of Congo (DRC), Kenya, Uganda and Zambia in Africa.

84 Officially the Lao People's Democratic Republic

85 Angola, Botswana, Comoros, Lesotho, Madagascar, Mozambique, Mauritius, Malawi, Namibia, Swaziland, Seychelles, Tanzania, South Africa, Democratic Republic of Congo, Zambia, Zimbabwe.

Office for Asia and the Pacific (ROAP) and Regional Office for Latin America and the Caribbean (ROLAC) which stand to gain from the knowledge produced by the project, and sharing of good practices and lessons learned which can lead to wider impact.

In southern Africa, UN-Habitat facilitated the establishment of the Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR) that aims to promote South-to-South cooperation to foster the development and dissemination of knowledge and solutions as well as developing capacities for disaster risk management, CAA and urban resilience DiMSUR's approach and activities

include: i) Identification, compilation, preparation, sharing and dissemination of tools, best practices, adequate adaptation/mitigation models and solutions; and strategies and plans; ii) Advocacy and outreach; iii) Provision of expert advice on more effective institutions, legal frameworks and policies; iv) Provision of qualified technical assistance; v) Capacity building and empowerment of decision makers, practitioners and communities; vi) Pilot project design and implementation support⁸⁶. The flagship product of DiMSUR, developed with the support of UN-Habitat, is the City Resilience Action Planning (CityRAP) tool⁸⁷, which has already been implemented in 25 African cities in nine different countries⁸⁸.



The participative approach used for the implementation of the ERRP project in Nampula, Mozambique 2021. © UN-Habitat

86 FGS (2016) The Somalia National Development Plan (Sndp) – Towards Recovery, Democracy and Prosperity 2017 – 2019

87 CityRAP is a participatory planning process, that enables city managers and municipal technicians in small to intermediate sized cities to understand and plan actions aimed at reducing risk and building resilience.

88 UN-Habitat (2019) Strengthening Capacities for Reducing Urban Vulnerability and Building Resilience in Southern Africa.

6. COMPARATIVE COUNTRY HOUSING APPROACH CASE STUDIES

Zambia

Overview

UN-Habitat has long been actively involved in the urban and housing sector since even before the start of the evaluation period 2008-2019. It facilitated the implementation of the Sustainable Cities Programme (SCP) – a global technical cooperation facility of UN-Habitat and the United Nations Environmental Programme (UNEP) that worked at city level to build local partners capacity in environment planning and management – in Zambia from 1994-2007. The SCP was implemented in Lusaka City from 1991-2004; and then extended to Kitwe city from 2002-2007⁸⁹.

UN-Habitat also provided technical assistance for the preparation of the Zambia: Lusaka Urban Profile⁹⁰ published in 2007, which used the Rapid Urban Sector Profiling for Sustainability (RUSPS)⁹¹ methodology that was being promoted by UN-Habitat at the time. The profiling was undertaken under the leadership of national and local authorities and with the involvement of local universities, with the support of UN-Habitat

Over the evaluation period 2008 and 2019, UN-Habitat, through the UN-Habitat headquarters, ROAf and the Zambia CO, has implemented several global, regional and national programmes and projects, which have applied UN-Habitat's Housing Approach, as described below.

Country Programme

The Zambia Country Programme Document 2008-2009⁹² was one of the 20 Habitat Country Programme Documents (HCPDs) prepared in 2008 under Objective 1 of the MTSIP 2008-2013: "To prepare and implement an enhanced normative and operational framework (ENOF) to enable UN-Habitat to play a leadership and catalytic role in promoting sustainable urbanization in at least 30 countries by 2013". The HCPDs⁹³ were designed as strategic tools to (a) promote alignment of normative and operational activities at the country level through the ENOF⁹⁴; (b) strengthen engagement with national government development plans, the UNDAF process and United Nations Country Teams (UNCTs); and (c) mobilise resources and partners to scale up initiatives⁹⁵.

The focus of the Zambia HCPD 2008-2009 was on forging strong in-country partnerships to promote sustainable urbanisation through policy review and development; supporting national and local government capacity building; developing strong networks at the national, city and community levels; and implementing projects together with government and other partners – key elements of UN-Habitat's Housing Approach. UN-Habitat was to have joint interventions with the Government in the thematic areas of Governance, Housing and Basic Services, Environment and HIV/AIDS, with UN-Habitat playing a key supporting role towards the achievement of the Fifth National Development Plan (2006-2010) and the UNDAF 2007-2010.

89 UN-Habitat (2009) The Sustainable Cities Programme in Zambia (1994-2007): Addressing Challenges of Rapid Urbanization

90 UN-Habitat (2007) Zambia: Lusaka Urban Profile

91 RUSPS were aimed to help formulate urban poverty reduction policies at the local, national and regional levels through a rapid, participatory, crosscutting, holistic and action-orientated assessment of needs.

92 UN-Habitat (2008) Zambia Country Programme Document 2008–2009.

93 HCPDs identify national urban development goals and priorities including housing, access to basic services, finance and urban governance. They also address cross-cutting issues such as, gender, the environment, disaster response and vulnerability reduction. HCPDs are thus supposed to be prepared in close collaboration with host governments and UNCTs, and to integrate normative and operational activities.

94 The ENOF priority countries in Africa were: Burkina Faso, Democratic Republic of Congo, Ghana, Kenya, Liberia, Mozambique, Nigeria, Senegal, Tanzania, and Uganda.

95 UN-Habitat (2007) Medium Term Strategic and Institutional Plan Action Plan 2008-2013.

The key objective of the Country Programme was to support Government and the UNCT to realize the MDGs in general, and in particular, MDG Goal 7, Targets 9, 10 and 11 on sustainable development, water and sanitation and slum improvement.

The Zambia Country Office (CO) is one of the active COs in the Africa region with a small but significant project portfolio in terms of potential impact on access to adequate housing and poverty reduction. The CO has received substantial support from ROAf, and in particular the Senior Human Settlements Officers (HSOs), who have played important roles in among other things, fundraising, programme coordination, and policy advocacy and influence, thereby strengthening UN-Habitat's engagement with the Government and other key housing stakeholders through the CO. As a result, respect for the CO has grown over the years, and it is

now a first port of call for the Government on urban, land, housing, spatial planning and urban resilience matters. This was confirmed in the interviews with key national and local government partners, especially in regard to the questions on the comparative advantage and added value of UN-Habitat. This is elaborated in the detailed Zambia Country Case Study Report appended to this regional report.

Programme/Project Portfolio

Since the start of the evaluation period in 2008, the Zambia CO has had a continuous portfolio of programmes and projects, many of which are global or regional and thus supported by UN-Habitat headquarters (e.g., PSUP and GLTN) or ROAf which is one of the reasons why it is still functioning — unlike many others in the region that were closed down as explained above.

Table 13: Housing-related objectives and activities of programmes and projects

Programme/Project	
Participatory Slum Upgrading Programme (PSUP)	The overall objective of the programme is to “ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums” (SDG Target 11.1).
Global Land Tool Network (GLTN) Programme	Purpose and Justification: Promoting secure tenure to land and housing for the poor and vulnerable is an essential requirement for equitable land and housing rights.
Strengthening Urban Planning Capacity in Lusaka, Zambia	Purpose and Justification: Residents living in unplanned settlements will benefit directly through improved city planning which is expected to lead to secure land tenure and adequate housing for most of the population.
Technical Assistance for African Water Operators through Water Operators Partnerships	The Global Water Operators' Partnerships Alliance (GWOPA) ⁹⁶ is supporting operators to implement practices to improve access to safe drinking water and adequate sanitation. which are among the seven adequate housing criteria, explained in Annex 1
Building Flood Risk Reduction Capacity in Lusaka City, Zambia	The project aims to improve the institutional, legal and governance framework for DRR) in Lusaka; and involves participatory action planning for priority basic infrastructure and services at neighbourhood level, including water and sanitation.
Supporting the Formulation of a National Urbanisation Policy for Zambia	The project is supporting the preparation of a National Urbanisation Policy (NUP) to guide urban development by addressing issues related to land management, infrastructure development, housing, social services and urban poverty, among others.
Promoting Human Security through Sustainable Resettlement in Zambia	Key activities include: land tenure and property; basic services and infrastructure (i.e. water and sanitation); and shelter, housing and public infrastructure.
Strengthening capacities for reducing urban vulnerability and building resilience in southern Africa	The project aims to: “promote measures for strengthening and retrofitting all risky housing stock, including in slums and informal settlements, to make it resilient to disasters, in coordination with local authorities and stakeholders” (NUA para. 17).

⁹⁶ The GWOPA Secretariat is institutionally anchored within UN-Habitat.

The thematic categorization of the programmes and projects in the UN-Habitat Projects Accrual and Accountability System (PAAS) database, UN-Habitat's portfolio and project management system, is presented in Annex 16. Only one project, 'Building Flood Risk Reduction Capacity in Lusaka City, Zambia', is listed under the 'Housing and Slum Grading' theme, but all the projects do, in fact, aim to improve access to adequate

housing or address one or more of the seven adequate housing criteria in Annex 1as shown in Table 13. As can also be seen in Annex 16, some projects appear under more than one theme. The thematic categorization thus does not appear to have any rational underlying logic which comprises the utility of PAAS as a planning, monitoring and evaluation tool.

Table 14: Illustrative housing related projects– Housing Approach elements, cross-cutting issues and timeframe

Project Title	Housing Approach Elements					Cross-cutting Issues				Pro-poor; Focus / Vulnerable Group Focus		
	Knowledge	Advocacy	Policy Advice	Technical Assistance/ Capacity building	Implementation	Gender Equality	Youth	Human Rights	Climate Change			
1. PSUP Phase 1`	✓	✓								✓		
2. PSUP Phase II			✓	✓						✓		
3. PSUP Phase III	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
4. GLTN Phase 2 programme 2012-2017	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
5. GLTN Phase 3 programme 2019-2023	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
6. Building Disaster Resilience Capacity in Lusaka City, Zambia		✓	✓	✓	✓			✓	✓	✓		
7. Strengthening Urban Planning Capacity in Lusaka, Zambia	✓	✓	✓	✓		✓		✓	✓	✓		
8. Technical Assistance for African Water Operators through Water Operators Partnerships	✓	✓		✓	✓	✓		✓		✓		
9. Building Flood Risk Reduction Capacity in Lusaka City, Zambia			✓	✓	✓	✓		✓	✓	✓		
10. Supporting the Formulation of a National Urbanisation Policy for Zambia	✓	✓	✓	✓		✓		✓	✓	✓		
11. Promoting Human Security through Sustainable Resettlement in Zambia	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
12. Strengthening capacities for reducing urban vulnerability and building resilience in southern Africa	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
13. Sustainable Resettlement Programme, UNTFHS, Zambia				✓			✓			✓		
Year	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Plan Period	MTSIP 2008-2013						SP 2014-2019					
Evaluation Period	2008-2019											

Consistency with the Housing Approach framework

Table 14 shows a list of the programmes and projects that have or are currently being implemented by the Zambia CO in the evaluation period 2008-2019. It also shows the elements of the Housing Approach that they involve, as well as the cross-cutting issues they address and whether or not they have a pro-poor and/or vulnerable group focus. As can be seen, the two global programmes, PSUP and GLTN, involve all the elements of the overall UN-Habitat Housing Approach framework shown in Table 5, as do most of the other projects. All address one or more of the cross-cutting issues, and all have a pro-poor and/or vulnerable group focus. There is thus a high degree of consistency with the overall Housing Approach as conceptualized by the Evaluation Team, and with the Housing Approach as articulated in the NUA (see Annex 4).

Monitoring and Evaluation (M&E)

A key objective of UN-Habitat Projects Accrual and Accountability System (PAAS) is to strengthen project and programme coherence, alignment and results focus, and provide a management information system that ensures timely access to up-to-date and accurate project and financial data. PAAS integrates information on projects and financial resources, and make this information accessible to all headquarters regional and country offices. PAAS was updated and version 2 was launched on 8 November 2017, which includes sections on monitoring at activity, output and expected accomplishment levels as well as a section on lessons learned⁹⁷.

While all the ongoing and recently completed programmes and projects, except for PSUP, are included in the PAAS database, a number have incomplete Project Documents and Donor Reports (General Reports, Interim Reports and Final Reports), – including sections 7 and 12 mentioned above. Section 12 in which the logframe is supposed to be articulated does not provide for a Goal/ Impact Statement with objectively verifiable indicators (OVIs) and means of verification as typically included

in a logframe. Comprehensive, detailed and accurate information on programme and project activities/inputs, outputs, outcomes, achieved results and impacts is thus not provided.

Because of its very limited staff capacity, the CO faces significant challenges in executing its M&E functions. While it applies Results-Based Management (RBM)⁹⁸ principles and objectives, it is not adequately equipped in terms of capacity and tools to do this effectively, and it is not well-reflected in the project documentation. This however is in part due to the project document and donor reports template formats on PAAS.

The Zambia Country Programme has not yet been the subject of any external evaluation. However, some of the global and regional programmes in which Zambia has been one of the participating countries, e.g., PSUP Phase II (2012-2016) and GLTN Phase 2 (2012-2017), have been externally evaluated – in both cases with a positive assessment of the impact or potential impact of the Housing Approach normative and operational interventions in Zambia.

The evaluations conducted by UN-Habitat fall into five categories based on the general categories of the United Nations Office of Internal Oversight Services (OIOS), as distinguished in the UN-Habitat Evaluation Policy⁹⁹, namely: (a) Mandatory self evaluations; (b) Mandatory external evaluations; (c) Discretionary external evaluations; (d) Discretionary Internal evaluations; and (e) Mandatory project evaluations. Projects with a budget of under US\$1 million and of less than three-years' duration are only subject to an internal end of project evaluation. Most of the ongoing projects have a value of less than US\$1 Million, as Annex 16 shows. Internal evaluations, which are conducted either by the stakeholders themselves (partners, target groups) or by UN-Habitat staff or a combination of both, contribute greatly to internal learning processes, but are often not recognised as independent and "objective" assessments. The findings of internal evaluations are generally shared with the project donor and implementing partners, and circulated internally in UN-Habitat.

97 UN-Habitat (2018) UN-Habitat Annual Progress Report 2017. <https://unhabitat.org/annual-progress-report2017>

98 "A management strategy focusing on performance and achievement of outputs, outcomes and impacts"– UN-Habitat (2017) UN-Habitat Results-Based Management Handbook: Applying Rbm Concepts and Tools for a Better Urban Future, p.2

99 UN-Habitat (2013) UN-Habitat Evaluation Policy

100 UN-Habitat (2017) UN-Habitat Results-Based Management Handbook: Applying Rbm Concepts and Tools for a Better Urban Future

According to the SP 2014-2019, gender and youth perspectives were to be mainstreamed in UN-Habitat's programming through integration in both normative and operational programmes, projects and activities as well as monitoring using data disaggregated on the basis of gender and age. In line with this requirement, the strategic result indicators of achievement in the Results Framework of the Strategic Plan for 2014-2019: Overview are disaggregated by gender and youth. The UN-Habitat Results-Based Management Handbook¹⁰⁰ also emphasizes gender monitoring and reporting. The Project Document template in PAAS includes a section on 'Cross Cutting Issues', which in the case of the Zambia Project Documents has been filled out in all cases. The projects thus aim to address the cross-cutting issues of gender, youth, human rights and climate change through a planned and systematic approach, but this is not always captured in the reports – particular with respect to the baseline situation.

Zambia Housing Approach Theory of Change

Categorization of the Housing Approach

The analysis of the programme portfolio of the Zambia CO, which was based on a comprehensive documentation review and interviews with the CO staff and key partners and stakeholders during the country visit, highlighted the programme's consistency with the generic Housing Approach. The findings of the consistency analysis are presented section 6.1.4.

The Housing Approach implemented in Zambia is characterized by:

- a) Normative work, including different forms of knowledge management and advocacy activities at the global, national and local levels;
- b) Policy advice and technical assistance and capacity building support at the national and local levels; and
- c) Direct and indirect technical and operational implementation support and activities at the local level.

The outputs and outcomes of each of these activities are consistent with the overall UN-Habitat Housing Approach TOC and results chain framework shown in Annex 5.

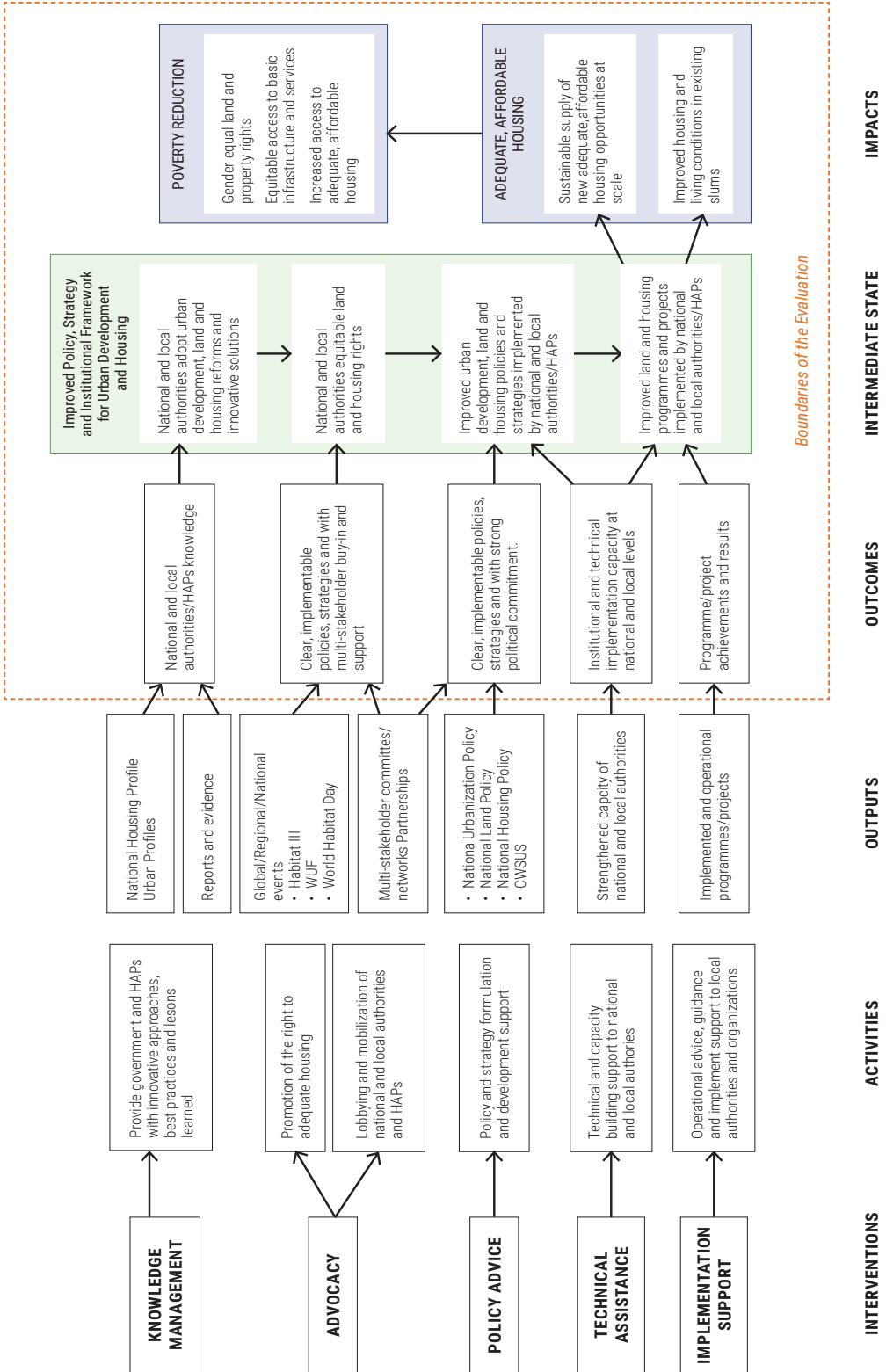
Zambia Housing Approach Theory of Change

The analysis of the programme/project documentation and implementation of the Housing Approach in Zambia, and the country visit and KIIs enabled the articulation of a country-specific TOC shown in Figure 12, which is adapted from the overall Housing Approach TOC in Annex 5. The Zambia Housing Approach TOC (intervention logic) takes into account normative and operational interventions implemented in-country under global and regional programmes with the support of UN-Habitat headquarters and ROAf, as well as the CO-led national (country-specific) project interventions. It also defines the boundaries (limits) of the impact/contribution analysis, which focuses on:

- The impacts of global and regional level activities on government political commitment to adequate housing rights;
- The contribution of knowledge management and policy advice activities to the development and implementation of improved housing policy and slum upgrading and prevention strategy frameworks;
- The contribution of the technical assistance and capacity building to improved participatory slum upgrading and prevention frameworks;
- The contribution of the technical support and operational activities to project implementation; and
- The contribution of the approach to the improvement of access to adequate, affordable housing for all and to poverty reduction.

The main differences between the overall Housing Approach TOC and the Zambia Housing Approach TOC are at the level of the outputs and outcomes as these are contextualized and respond directly to national and local priorities and needs in the case of the latter.

Figure 12: Zambia Housing Approach Theory of Change



Mozambique

Overview

UN-Habitat first started working in Mozambique in 2002. Since then, UN-Habitat has had a long-standing continuous presence in the country, building a strong position in the country, through working closely with the Government of Mozambique and other partners and stakeholders. Currently UN-Habitat is working with teams based in Maputo, Nampula and Quelimane on projects in seven provinces across the country. The Mozambique CO has supported normative and operational activities, and provided technical advisory services, in among others, the following areas:

- Urban planning and infrastructure;
- Disaster risk reduction (DRR);
- Rehabilitation and advocacy for urban resilience:
- Housing and informal settlements upgrading;
- Improving access to basic facilities and various training;
- Studies and policy development support to the Government of Mozambique.

The Mozambique CO has been working on all types of projects over the past almost 20 years, but the main focus in recent years has been on DRR related projects, using schools as an entry point, and through which it has achieved considerable impact through influencing building codes and construction techniques as explained below. In this regard, the Government of Mozambique has specifically requested UN-Habitat to broaden and intensify its active involvement in the fields of affordable housing, access to land, urban planning, public space development, urban mobility and urban resilience.¹⁰¹ Because of its long experience in the country, UN-Habitat has gained trust and credibility from the government and other partners and stakeholders for its work in the field of housing, disaster risk reduction (DRR), and urban planning and resilience. The UN-Habitat Mozambique CO adopts a strong community based and participatory approach in all its activities.

In contrast to the Zambia CO which currently has only three UN-Habitat staff and a consultant, the Mozambique CO has never had fewer than 10 staff. This has enabled it to implement projects efficiently and effectively with demonstrable impact, and earned UN-Habitat a strong reputation for competence and comparative advantage, especially in the field of DRR. This also underscores the Relevance of the DRR project portfolio, not only nationally but also regionally.

Country Programme

The Mozambique HCPD provides the framework through which UN-Habitat, through the Mozambique CO, will support the Government and the people of Mozambique to achieve the goals of the Government's five-year strategy, and the provincial, district and municipal development plans.

The Mozambique Country Programme Document 2008–2009¹⁰², like that of Zambia, was among the first 20 completed during 2008, which included the One United Nations (One UN) pilot countries where UN-Habitat was at the time active. Its main focus was on long-term development strategies in collaboration with the Government and other UN agencies operating in the country to consolidate a comprehensive programme for Slum Upgrading and Vulnerability Reduction. The Country Programme thus encompassed the following three inter-related components: 1) Urban Governance and Vulnerability Reduction; 2) Land and Housing; and 3) Slum Upgrading, Water and Sanitation.

The HCPD 2018-2021¹⁰³ is the current framework through which UN-Habitat in Mozambique proposes to support the Government and the People of Mozambique to reach their goals as stated in the five-year government strategy, and provincial, district and municipal development plans.

101 Project Document: 'Implementing Habitat Country Programme in Mozambique'.

102 UN-Habitat (2008) Mozambique Country Programme Document 2008–2009

103 UN-Habitat (2018) UN-Habitat Country Programme Mozambique 2018-2021

UN-Habitat thus aims to support Mozambique to manage and develop its urban and peri urban areas to increase their resilience to natural hazards; and strengthen its capacity to address urban growth and reduce inequalities. This includes securing land tenure rights and making housing more affordable, especially for the urban poor, with special consideration for women and youth.

The Country Programme development goal in the HCPD 2008-2009, which was aligned to the MTSIP 2008-2013, was to contribute to slum upgrading and vulnerability reduction in Mozambique. The focus of the Country Programme was therefore on consolidating a comprehensive programme for Slum Upgrading and Vulnerability Reduction in collaboration and coordination with the Government and other UN agencies operating in the country, The Country Programme consequently encompassed the following three inter-related components:

1. Urban Governance and Vulnerability Reduction
2. Land and Housing
3. Slum Upgrading, Water and Sanitation.

The HCPD was to have been used as a tool to help GoM prioritize the Habitat Agenda and the Millennium Development Goals (MDGs) by building on national development frameworks, such as Agenda 2025: The Nations Vision and Strategies¹⁰⁴, the Government's Five year Plan for 2005–2009, and the Action Plan to Reduce Absolute Poverty 2006-2009¹⁰⁵, in alignment with the United Nations Development Assistance Framework III (UNDAF III).

The current Mozambique Country Programme, which is aligned to the seven Focus Areas in the SP 2014-2019 listed in Annex 2, has defined three programme pillars, which are shown in Figure 13. The three pillars are based on the needs defined by GoM; meetings with central and local government representatives; past and ongoing UN-Habitat projects, programmes and experiences; and an assessment conducted in 2015 that showed UN-Habitat's value-added to be highest in the fields of urban planning land management, access to basic services and housing, and DRR.

Programme/Project Portfolio

The Mozambique CO has had a continuous portfolio of programmes and projects since even before the start of the evaluation period in 2008, thanks mainly to the successful fundraising efforts of ROAf. A number are global or regional and thus supported by UN-Habitat headquarters and/or ROAf, but many are country specific and implemented by the Mozambique CO with the support of ROAf.

The Mozambique HCPD 2018-2021 includes a list of projects that it intends to implement between 2016 and 2020, but also adds that the list is not limited. Annex 18 shows the proposed programmes and projects, and their relation with UNDAF and the Focus Areas in the SP 2015.

The overall country programme/project portfolio for the evaluation period 2008-2019 according to thematic categorization of the programmes and projects in PAAS is presented in Annex 19.

Figure 13: Pillars of the UN-Habitat Mozambique Country Programme



Source: Mozambique HCPD 2018-2021

104 Committee of Councillors (2003) Agenda 2025: The Nation's Vision and Strategies

105 Plano de Acção para a Redução da Pobreza Absoluta (PARPA II).

Only three projects are listed under the 'Housing and Slum Grading' theme, but the greater number of projects do, in fact, aim to improve access to adequate housing or address one or more of the seven adequate housing criteria in Annex 1, This point is demonstrated through the case study illustrative programmes projects presented in Table 15, which exemplify how the Housing Approach is applied through several different entry points but with the same overall objective. As mentioned above with respect to Zambia, this presents a significant

limitation for PAAS as a planning, monitoring or evaluation tool as the thematic categories do not seem to have any substantive meaning or logic.

There are also substantial discrepancies between the list of proposed projects in Annex 18 and the list of PAAS projects in Annex 19 – but this is likely because the former are proposed, whereas the latter are projects that have or are currently being implemented.

Table 15: Housing-related objectives and activities of programmes and projects

Programme/Project	Goal/Purpose/Objective/Expected Accomplishment/Activity
1. Participatory Slum Upgrading Programme (Phases I, II and III)	Overall objective: Ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums" (SDG Target 11.1).
2. Empowering Urban Women Entrepreneurs through Housing Development & Land Ownership in Ethiopia and Mozambique	Main Objective: Empower urban women entrepreneurs and improve their living standards through increasing their security of tenure, access to and/or ownership of land and housing, incomes and awareness to women's human rights, in particular land and housing rights.
3. Joint Programme - Disaster Risk Reduction and Emergency Preparedness	Knowledge Management: Provide technical assistance and support in the development and dissemination of tools, guidelines, plans and policies in disaster risk and vulnerability reduction for floods, cyclones and earthquake, with a focus on shelter, social and basic services, land registration and spatial planning issues.
4. Regional Multi-Sectoral DRR Assistance Programme for Southern Africa	Expected Accomplishment: A solid ground of capitalized practices is established on Disaster Resistant community infrastructure and private housing to serve as basis for National Policies.
5. Achieving Sustainable Urban Development in Mozambique - Phase I and II	Expected Accomplishment: Slum and informal settlements conditions improved in the cities of Nampula and Nacala through participatory planning, local economic development and income generation activities.
6. Financing for Resilient and Green Urban Global Solutions	Purpose: Identify cities and investigate the financing needs for resilient urban development including housing and basic infrastructure (access to clean drinking water, sanitation, electricity and health services) of lower and lower-middle income groups.
7. Achieving Sustainable Reduction of Risks through Consolidation of Multi-Hazards Architectural DRR Solutions and Physical Planning in Madagascar, Malawi and Mozambique.	Activity 3: Disseminating norms and techniques for Multi-Hazard School Safety and Resistant Housing through at least 7 trainings on-the-job in the most exposed provinces of Mozambique.
8. Developing an alternative and affordable flood resilient model house design for the cities of Pemba and Quelimane, Mozambique	Purpose: develop an appropriate and affordable design for building resilient housing model houses in Pemba and Quelimane.
9. 2nd Phase of the City Resilience Profiling Programme	Expected Accomplishment: Government and Habitat Agenda Partners' capacity to effectively address housing, land and property in the context of crisis-prone and post-crisis countries increased
10. Making Cities Sustainable and Resilient	Output 1: Addressing urban planning, legislation and economy through training for policy makers and crisis responders on sustainable settlements recovery, housing reconstruction, focusing on the legislative area of housing/land/property and urban livelihoods

Consistency with the Housing Approach framework

Table 16 shows a list of selected case study illustrative programmes and projects that have or are currently being implemented by the Mozambique CO in the evaluation period 2008-2019. It also shows the elements of the Housing Approach that they involve, as well as the cross-cutting issues they address and whether or not they have a pro-poor and/or vulnerable group focus.

As Table 16 shows, some of the projects involve all the elements of the overall Housing Approach framework shown in Table 5, but all have a 'Knowledge' component. This underlines that even when the Housing Approach entry point in a particular country is an operational implementation activity, it will ultimately lead to knowledge generation, and in most cases provide an evidence base to influence policy. All the projects all have a pro-poor and/or vulnerable group focus.

Table 16 Illustrative housing related projects– Housing Approach elements, cross-cutting issues and timeframe

Project Title	Housing Approach Elements					Cross-cutting Issues				Pro-poor; Focus / Vulnerable Group Focus		
	Knowledge	Advocacy	Policy Advice	Technical Assistance/ Capacity building	Implementation	Gender Equality	Youth	Human Rights	Climate Change			
1. Participatory Slum Upgrading Programme (Phases I, II and III)	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
2. Empowering Urban Women Entrepreneurs through Housing Development & Land Ownership in Ethiopia and Mozambique	✓			✓	✓	✓		✓		✓		
3. Joint Programme - Disaster Risk Reduction and Emergency Preparedness	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
4. Regional Multi-Sectoral DRR Assistance Programme for Southern Africa	✓	✓	✓	✓		✓		✓	✓	✓		
5. Achieving Sustainable Urban Development in Mozambique - Phase I and II	✓	✓	✓	✓	✓	✓				✓		
6. Financing for Resilient and Green Urban Global Solutions	✓			✓		✓		✓	✓	✓		
7. Achieving Sustainable Reduction of Risks through Consolidation of Multi-Hazards Architectural DRR Solutions and Physical Planning in Madagascar, Malawi and Mozambique.	✓	✓	✓	✓		✓	✓	✓	✓	✓		
8. Developing an alternative and affordable flood resilient model house design for the cities of Pemba and Quelimane, Mozambique	✓			✓	✓	✓			✓	✓		
9. Making Cities Sustainable and Resilient	✓		✓	✓		✓		✓	✓	✓		
10. 2nd Phase of the City Resilience Profiling Programme	✓	✓		✓		✓	✓	✓	✓	✓		
Year	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Plan Period	MTSIP 2008-2013						SP 2014-2019					
Evaluation Period	2008-2019											

Table 15 indicates how the above programmes and projects are housing -related, i.e., through their stated objectives or purposes or through specific expected accomplishments or activities. They are indicative of the range of normative and operational activities through which the Housing Approach worked towards the achievement of access to adequate housing for all.

Cross-cutting Issues

The Mozambique HCPD 2008-2009 identified the environment, gender, disaster response to and vulnerability reduction as important issues to be addressed, as well as capacity development priorities for all focus areas of the HCPD. These were addressed by ensuring that they were and taken into consideration in the design of projects and the planning of normative and operational activities.

The HCPD 2018-2021 also affirms that specific attention will be paid to the four cross-cutting issues of UN-Habitat, as identified in the SP 2014-2019 – Gender Equality, Youth, Climate Change and Human Rights – the mainstreaming of which is aimed to ensure all UN-Habitat work targets those furthest behind and promotes

socially and environmentally sustainable cities. However, it makes clear that no projects that specifically address one or more of these cross-cutting issues will be initiated, although not ruled out entirely – but rather these issues will be taken into consideration in all the normative and operational work. In this regard, pilot projects and working with communities will pay particular attention to ensure that all members of society are given an equal voice; and, where possible, gender disaggregate data will be collected for each programme or project.

All the illustrative projects in Table 16 address one or more of the four UN-Habitat cross-cutting issues – gender, youth, human rights and climate change. From the review of the Project Documents available on PAAS, all address gender, but less than half address youth.

National partners and key stakeholders

The Mozambique CO collaborates with a host of partners and stakeholders in implementing its normative and operational activities in line with the Housing Approach framework.

Table 17: Key national partners and stakeholders

Project Title	Key Partners/Stakeholders
1. Participatory Slum Upgrading Programme (Phases I, II and III)	Country Habitat Agenda Partners (HAPs)
2. Empowering Urban Women Entrepreneurs through Housing Development & Land Ownership in Ethiopia and Mozambique	Local authorities, Government Departments, Private Sector, Financial Institutions
3. Joint Programme - Disaster Risk Reduction and Emergency Preparedness	INGC; MOPH; MICOA ; Civil Society Cluster partners
4. Regional Multi-Sectoral DRR Assistance Programme for Southern Africa	FAO; CARE; COOPI; National Institutional of Disaster Management (INGC); Ministries of: Environment; State Administration; and Education
5. Achieving Sustainable Urban Development in Mozambique - Phase I and II	MICOA; MPD; MOPH; MAE; MTC; Government of the Nampula Province; Municipal and district authorities in Nampula Province; ANAMM
6. Financing for Resilient and Green Urban Global Solutions	KfW Development Bank, African Development Bank, Inter-American Development Bank, Shelter Afrique, City Governments, National Governments
7. Achieving Sustainable Reduction of Risks through Consolidation of Multi-Hazards Architectural DRR Solutions and Physical Planning in Madagascar, Malawi and Mozambique,	UNICEF; IOM; National Platforms/ Consortia of DIPECHO; INGC; Ministries of: Environment. State Administration and Education.
8. Developing an alternative and affordable flood resilient model house design for the cities of Pemba and Quelimane, Mozambique	Municipal and government authorities; local communities; civic organizations, and academic institutions.
9. 2nd Phase of the City Resilience Profiling Programme	UN-ISDR; HPUL-partners, PSAG;
10. Making Cities Sustainable and Resilient	UN-ISDR; Local Governments

Where appropriate, MDAs are actively involved in policy-oriented normative activities, including policy formulation and development, as well as the production of knowledge, to promote local ownership, strengthen institutional capacity and enhance sustainability prospects. Table 17 lists the partners that the CO is engaging with in housing-related projects. As can be seen, they range from UN agencies and international development partners to MDAs to academic institutions to CSOs and local communities – representing the full range of HAPs.

Monitoring and Evaluation (M&E)

Objective 2 of the MTSIP Action Plan was to implement, by 2011, a results-based management (RBM) and knowledge management (KM) system that would enhance results-based programme planning, budgeting, monitoring, evaluation and reporting. But RBM does not appear to have been effectively institutionalized in the COs.

UN-Habitat's Projects Accrual and Accountability System (PAAS) is aimed to strengthen project and programme coherence, alignment and results focus, and provide a management information system that ensures timely access to up-to-date and accurate project and financial data. PAAS integrates information on projects and financial resources, and makes it accessible to

headquarters, ROs and COs. According to the SP 2014-2019, it was intended to also "provide, on a continuous basis, evidence-based information that is credible, reliable and useful, thus enabling the timely incorporation of evaluation findings, recommendations and lessons into the decision-making processes of UN-Habitat".

As is the case with the majority of the UN-Habitat COs, Mozambique does not use PAAS for the purpose described above or as an monitoring and evaluation (M&E) tool; and neither does have comprehensive M&E system or a specific impact monitoring and assessment system. However, individual projects have an M&E system which is based on the logical framework and its indicator. In this regard, the Project Document template in PAAS provides a helpful tool that COs can use to monitor and evaluate progress of individual projects.

This lack of impact monitoring has precluded a rigorous analysis of the Housing Approach's impact on access to adequate housing and poverty reduction, as explained in more detail in the main evaluation report.

Mozambique did in fact have a dedicated M&E officer in the past, but was forced to discontinue the service owing to lack of funds. But there are plans to recruit an M&E officer in the near future.

Somalia

Overview

UN-Habitat was one of the first UN agencies to establish an office in Somaliland. It has been active in the Somalia urban sector for over 30 years. The first involvements were essentially about using the agency's urban management expertise "to open the door" to the post-disaster field.

The normative and operational activities have evolved from responding to immediate local needs to systematic attempts to address sustainable urban development through integrated human settlement programmes. This has been accomplished through interventions that strengthen the humanitarian, development and peacebuilding nexus in the areas of livelihoods, youth engagement, governance and sustainable urban development. Thus, while other agencies focus on relief, UN-Habitat creates governance, management, and development instruments, taking the wider view embodied in the "relief to development" continuum – which gives UN-Habitat a significant and recognized comparative advantage.

UN-Habitat programmes over the years reflect the shifts in the Somali urban context. While early interventions in the 1980s consisted of small projects that supported nomadic settlements, UN-Habitat currently leads a countrywide programme that addresses the full spectrum of urban and housing development, which is founded on the experiences and lessons learned over three decades, and fully adapted to the fast-changing Somali context.¹⁰⁶

UN-Habitat's activities in Somalia have evolved from responding to immediate local needs for shelter and reconstruction to a more systematic approach to promote sustainable and participatory urban development. UN-Habitat sees this as being accomplishable through integrated human settlement

programmes and interventions that strengthen the humanitarian, development and peacebuilding nexus in the areas of livelihoods, youth engagement, governance and sustainable urban development,¹⁰⁷ as exemplified by the 'Durable Solutions and Stabilization' portfolio.

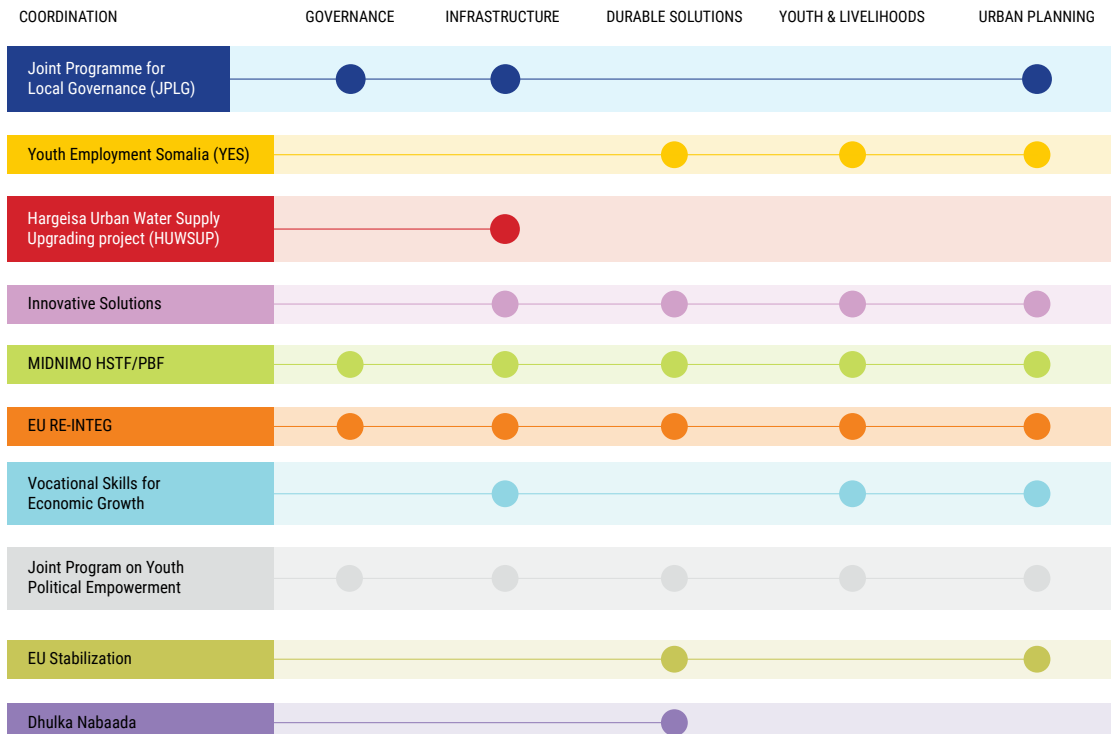
Country Programme

UN-Habitat has been implementing a series of initiatives in the field of durable housing that have helped turn plans into action, improving the living conditions and livelihood opportunities of vulnerable groups. Lessons from past settlement-upgrading projects in nine Somali towns provide a useful reference point, for both emergency interventions and informal settlement. The inter-agency coordination within the Shelter Cluster can help ensure complementary of interventions that expand the geographical area covered or deliver comprehensive support. The approach that has been used throughout includes strong community involvement.

The country-specific priorities addressed by the Somalia Country Programme are aligned with a number of national and international frameworks including the Somalia's National Development Plan, UN Strategic Framework and localizing SDGs and the NUA – a 20 years roadmap to sustainable urbanization. Country Programme is designed to ensure all interventions have a catalytic effect and is in synergy with other actors' within the Somalia context as well as mindful and sensitive to gender consideration and youth empowerment. The Country Programme has five 'Areas of Focus': 1) Governance; 2) Infrastructure; 3) Durable Solutions and Stabilization; 4) Youth and Livelihoods; and 5) Urban Planning/Smart Cities. Figure 14 shows the Areas of Focus and the projects that fall under each. As can be seen, some projects fall under more than one Area of Focus.

¹⁰⁶ UN-Habitat (2008) UN-Habitat in the Somali Region: 25 Years of Partnership in Urban Development.

¹⁰⁷ UN-Habitat (n.d.) UN-Habitat Somalia: Briefing Note

Figure 14: UN-Habitat Somalia Country Programme –Areas of Focus and Projects

Source: UN-Habitat Somalia: Briefing Note

Programme/Project Portfolio

UN-Habitat's current work in Somalia is guided by the SP 2014-2019 Strategic Plan that outlines the seven focus areas for the agency listed in Annex 2 namely: 1) Urban legislation, land and governance; 2) Urban planning and design; 3) Urban economy; 4) Urban basic services; 5) Housing and slum upgrading; 6) Risk reduction and rehabilitation; and 7) Research and capacity development. The Somalia Country Programme portfolio thus includes projects in each of these areas.

UN-Habitat's portfolio of current programmes implemented in Somalia are also designed to address the dynamic political and socio-economic context in Somalia and more importantly respond to the needs of new member states and urban centres affected by rapid growth and large-scale displacement in southern and central Somalia in particular.

The Somalia CO is currently implementing a portfolio of interventions worth US\$ 50 million with communities, local authorities, state governments, and FGS across all Somali regions. The activities have evolved from targeting immediate local needs to more systematic attempts to address sustainable urban development through integrated human settlement programmes. Currently UN-Habitat has a wide range of projects in the areas of local governance, capacity building, waste management, land management, municipal finance, infrastructure development, livelihood and shelter development for vulnerable urban populations, water and sanitation infrastructure, youth, and public service delivery.¹⁰⁸ These are indeed all priority needs and interventions in any conflict affected country, especially those that have experienced prolonged conflict such as Somalia.

108 UN-Habitat (2008) UN-Habitat in the Somali Region: 25 Years of Partnership in Urban Development.

The overall Somalia Country Programme portfolio for the evaluation period 2008-2019 is presented, according to the PAAS thematic categorization of the programmes and projects, in Annex 19. Only six projects are listed under the 'Housing and Slum Grading' theme, but as in the case of the Mozambique and Zambia Country Programme portfolios, most of projects do, in fact, aim to improve access to adequate housing or address one or

more of the seven adequate housing criteria. This point is again demonstrated through the illustrative programmes and projects presented in Table 18. As mentioned with respect to the Mozambique CO, the thematic categories do not seem to have any clear underlying rationale, which limits the utility of PAAS as a planning, monitoring or evaluation tool.

Table 18: Housing-related programme and project goals/purposes/objectives/expected accomplishments/activities

Project Title	Goal/Purpose/Objective/Expected Accomplishment/Activity
1. Halabokad Permanent Shelter and Social Infrastructure	Project Goal: To improve the Halabokad settlement and its IDPs living conditions
2. Ayaha III Shelter and Settlement Construction	Expected Accomplishment: Shelter construction and settlement development at AYAHA III completed and living conditions of up to 350 families improved
3. IDP Settlement mapping, planning and physical improvement of IDP settlement areas in Mogadishu, Somalia	Outcome: IDP settlement/ neighbourhood area plans developed for selected IDP settlement areas serving as coordination and planning tool for local authorities and implementing agencies in the sector water, sanitation and shelter,
4. Shelter Provision, Reintegration and Improved Livelihoods For Returnees And IDPs In 3 Towns In Somaliland	Expected Accomplishment: Shelter construction and settlement development at the 3 selected Returnee & IDP settlement areas completed and living conditions of up to 475 families improved
5. Somalia Strengthening Institutions for Public Works Project (SSIPWP), Project RAJO	Expected Accomplishment: Enhanced quality of life for young Somali women and men by creating livelihood opportunities and economic empowerment, with a particular focus on the construction and service sector.
6. Vocational Skills Training for Economic Growth in Urban Areas in South Central Somalia	Output: Construct pilot durable housing and community infrastructure
7. Rental Subsidy-Innovative Solutions for Internally Displaced in Mogadishu	Specific objective: To substantially improve living conditions of IDPs and refugee returnees through the establishment of governance systems, increased HLP rights and social, economic and political inclusion.
8. Youth Empowerment for Urban Development 2017-2018	Output: Global Youth Start-up Package Programme - youth and affordable housing and enterprise pilot
9. Midnimo II (Unity) – Support for the Attainment of Durable Solutions in Areas Impacted by Displacement and Returns in Galmudug and Hirshabelle States	Output: Support implementation of dedicated support to resolve land based conflict, improve tenure security and facilitate planned urban expansion.
10. EU Reinteg Programme	Sub-outcome: Employment generation in support of improved access to affordable housing and basic service delivery to IDPs and returnees.

Consistency with the Housing Approach framework

Table 19 shows a list of selected case study illustrative programmes and projects that have or are currently being implemented by the Somalia CO in the evaluation period 2008-2019. It also shows the elements of the Housing Approach that they involve, as well as the cross-cutting issues they address and whether or not they have a pro-poor and/or vulnerable group focus.

All the projects have a pro-poor/vulnerable group focus, which is not unexpected given the country context, the Government's national development priorities, the prevailing IDP situation and Country Programme's Areas of Focus. This underscores the relevance of the Housing Approach interventions, which include both normative and operational activities as indicated in Table 19. The table also shows a heavy focus on capacity building, which again is not unsurprising given the weak institutions and capacity because of the recurrent violent civil conflict and political instability.

Table 19: Illustrative housing related projects– Housing Approach elements, cross-cutting issues and timeframe

Project Title	Housing Approach Elements					Cross-cutting Issues				Pro-poor; Focus / Vulnerable Group Focus		
	Knowledge	Advocacy	Policy Advice	Technical Assistance/ Capacity building	Implementation	Gender Equality	Youth	Human Rights	Climate Change			
1. Halabokad Permanent Shelter and Social Infrastructure	✓			✓				✓		✓		
2. Ayaha III Shelter and Settlement Construction	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
3. IDP Settlement mapping, planning and physical improvement of IDP settlement areas in Mogadishu, Somalia					✓	✓	✓	✓	✓	✓		
4. Shelter Provision, Reintegration and Improved Livelihoods for Returnees and IDPs in 3 Towns in Somaliland	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
5. Somalia Strengthening Institutions for Public Works Project (SSIPWP), Project RAJO		✓		✓		✓	✓	✓	✓	✓		
6. Vocational Skills Training for Economic Growth in Urban Areas in South Central Somalia				✓	✓	✓	✓	✓	✓	✓		
7. Rental Subsidy-Innovative Solutions for Internally Displaced in Mogadishu			✓	✓		✓	✓	✓		✓		
8. Youth Empowerment for Urban Development 2017-2018			✓	✓		✓	✓	✓	✓	✓		
9. Midnimo II (Unity) – Support for the Attainment of Durable Solutions in Areas Impacted by Displacement and Returns in Galmudug and Hirshabelle States	✓	✓	✓	✓		✓	✓	✓	✓	✓		
10. EU Reinteg Programme	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
Year	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Plan Period	MTSIP 2008-2013						SP 2014-2019					
Evaluation Period	2008-2019											

Cross-cutting Issues

All the projects address one or more of the case study illustrative projects presented in Table 19 address one or more of UN-Habitat's four cross-cutting issues – gender equality; youth; human rights; and climate change – as indicated.

The decades of conflict and violence, and concurrent human rights violations – including housing, land and property (HLP) rights violations – have triggered repeated waves of displacement. HLP rights violations centre around security of land tenure and forced evictions, IDPs often end up in camps and informal settlements with inadequate housing conditions, and which expose them to further human rights abuses, including discrimination

and harassment. It is therefore notable that all the projects listed in Table 19 address human rights, and almost all address gender equality.

Recognizing the centrality of youth in fostering stability in the country and that youth unemployment is one of the greatest obstacles to achieving economic recovery, one of the areas of focus identified in the *Somalia Country Programme Outline Document 2018–2019*¹⁰⁹ is 'Youth and Livelihoods'. In this regard, all the projects in Table 19 address the youth. Indeed, unlike many country programme portfolios, the Somali portfolio includes a number of specifically youth-targeted projects, e.g., 'Youth Empowerment for Urban Development 2017-2018'.

Table 20: Key national partners and stakeholders

Project Title	Key Partners/Stakeholders
1. Halabokad Permanent Shelter and Social Infrastructure	UNHCR, NRC
2. Ayaha III Shelter and Settlement Construction	Municipality of Hargeisa; Private Landowners
3. IDP Settlement mapping, planning and physical improvement of IDP settlement areas in Mogadishu, Somalia	Shelter Cluster– OCHA, UNHCR, FAO, NRC
4. Shelter Provision, Reintegration And Improved Livelihoods For Returnees And IDPs In 3 Towns In Somaliland	Boroma, Berbera and Burco Municipalities; Ministry of Interior; MPWRH; Steering Committees of the selected settlements; Local Construction Companies; Local NGOs.
5. Somalia Strengthening Institutions for Public Works Project (SSIPWP), Project RAJO	MPWRH; iRise
6. Vocational Skills Training for Economic Growth in Urban Areas in South Central Somalia	MPWRH; Local authorities in Mogadishu and Kismayo; UNIDO
7. Rental Subsidy-Innovative Solutions for Internally Displaced in Mogadishu	NRC, Benadir Regional Administration, the Protection Cluster and the members of the Housing Land and Property Working Group
8. Youth Empowerment for Urban Development 2017-2018	NGOs; National and Local Governments: Private Sector
9. Midnimo II (Unity)	UNDP, IOM
10. EU Reinteg Programme	UNHCR, UNDP, CESVI, SWDC and SIDO,

109 UN-Habitat (n.d.) Somalia Country Programme Outline Document 2018–2019

National partners and key stakeholders

Over the years, UN-Habitat in Somalia has come to be recognized for identifying and creating strategic partnerships with national and local governments, donors, civil society, the private sectors and others housing stakeholders to devise and implement normative and operational activities through the Housing Approach. This is reflected in Table 20, which shows the key partners and stakeholders involved in the selected case study illustrative projects. However, a key challenge with respect to partnership working in the conflict-affected context of Somalia is the weak national government institutions owing to the continued political instability, which has compelled the Somalia CO to work with local rather than national government in many of the projects.

In relation to this, the 'Durable Solutions and Stabilization' portfolio, under which many of the listed projects fall, focuses on (i) strengthening local governance and service provision in informal settlements, and facilitating access to institutions for the displaced; (ii) strengthening land tenure systems and legislation in order to facilitate equitable land use planning and access to remedies and justice for displaced persons and victims of HLP rights violations; (iii) housing solutions as a strategy for long term livelihoods and employment; (iv) construction of social infrastructure and dividends prioritized by

communities and government. These activities rely on partnerships with Government at all levels, other development agencies and local communities, including women and youth, as the Somalia Country Programme Outline Document 2018–2019 affirms.

Monitoring and Evaluation (M&E)

UN-Habitat does not have a standard definition of what a 'comprehensive M&E system' entails, according to Somalia CO. However the CO has put in place mechanisms to ensure monitoring of implementation and routinely conducts evaluations in accordance with the UN-Habitat HQ evaluation policy. The Somalia CO is however limited in monitoring because of the consistent insecurity; and therefore often employs the Third-party Monitoring (TPM) approach to monitor field activities. TPM involves contracting third parties to collect and verify monitoring data in insecure contexts where staff face access restrictions. A key strength of TPM is that it provides independent 'eyes and ears' on the ground where own staff cannot go; and it is also very useful for verifying physical and quantitative outputs of development interventions¹¹⁰.

Like most of the other COs, the Somalia CO neither uses nor updates PAAS regularly.



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110 Sagmeister, E. and J. Steets (2016) The Use of Third Party Monitoring in Insecure Contexts: Lessons from Afghanistan, Somalia and Syria.

Summary Comparative Analysis

UN-Habitat has been working in all three Africa region case study countries since before the start of the evaluation period (2008-2019) — in Somalia since the early 1980s; in Zambia since the early 1990s; and in Mozambique since the early 2000s. However, the COs differ substantially in terms of staff size and composition; programme/project portfolio size and composition; and budget size and composition. This is largely because of the contextual differences between the three countries, as explained above. But a sizable majority of the programmes and projects aim to create better opportunities to improve the housing conditions and living standards of poor people and ensure their housing rights through the Housing Approach.

The country contextual differences have significantly influenced the evolution of the country programmes and the Housing Approach in the three countries in terms of focus and the normative and operational elements that are prioritized. This is clearly reflected in the respective tables on 'Housing related programmes/projects— Housing Approach elements and timeframe'. The tables indicate which normative and operational elements of the Housing Approach projects that have or are being implemented in the respective countries include, and thus the degree to which they are consistent with the Housing Approach.

Somalia has the largest portfolio of the three countries, and indeed of ROAF, implementing multi-layered projects in a complex post-conflict environment through Housing Approach normative and operational activities. Unlike some of the post-conflict environments where there has been policy, but the implementation is affected by conflict, the Somalia scenario is different in that the policies are largely absent due to the prolonged conflict. Indeed, even before the conflict a lot of the policies and institutions were not in place. The Somali Country Programme therefore works on policy development; institutional strengthening and capacity building; and operational project implementation support in tandem.

In Mozambique, activities during the 2007 and 2008 floods and cyclones helped to consolidate its proposed DRR approaches, especially while coordinating the Shelter Cluster — a multi-stakeholder working group comprising government institutions and NGOs that organizes the sectoral emergency response and early recovery strategy. Through its longstanding continuous in-country presence, UN-Habitat has provided consistently alternative strategies, innovative planning and inventive architectural solutions which are now positively influencing national policy-making processes.

In Zambia, which is recognized for its political stability but has the smallest project portfolio, there has been a balance of normative and operational interventions, through global, regional and national programmes and projects involving all or most of the Housing Approach elements — a trend that continues to date.



Lusaka, Soweto Market, Zambia. © Shutterstock/Bernard Mwape

7. KEY FINDINGS

The UN-Habitat independent Evaluation Office is guided by the UN-Habitat Evaluation Policy¹¹¹ and thus assesses programme performance according to the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability. Like the main overall evaluation, the present country case study evaluation country housing stakeholders applies only three of the OECD/DAC criteria – relevance, impact and sustainability – as these were considered most pertinent to address the research questions in the context of the evaluation limitations¹¹². As explained in section 2, the evaluation also employed a matrix assessing coverage of the Housing Approach framework, the overall UN-Habitat and country specific TOCs and VAA.

In addition to the comprehensive document review, the evaluation conducted face-to-face interviews with key staff at UN-Habitat headquarters in Nairobi during the inception phase, Zambia CO staff and key Zambia CO partners during the country visit, and remote interviews with RO and CO staff and regional stakeholders. A questionnaire survey was also devised and distributed to 50 COs through the respective ROs. Fifteen (15) COs responded to the questionnaire, including five in Africa: Angola, Cape Verde, Ethiopia, Mozambique and Zambia. The questionnaire asked respondents to, among other things, rate UN-Habitat's Housing Approach against specific criteria, including: relevance, outcomes, impacts and value added. The responses of the Mozambique and Zambia COs are summarily presented in Annex 21

Overall Consistency of the Regional and Country Strategies and Programmes with the Housing Approach

Table 21 summarizes the main findings, based on the analysis of the regional and three country case study programmes, with respect to the consistency of the Regional and Country Strategies and Programmes with the overall Housing Approach framework, as well as relevance and value added, which are based on the documentary review, KIIs, the country visit; and the three country case studies analyses. The basis for the ratings in the table is explained in the following sections.

The Africa Regional Strategic Plan 2014-2019 provides a framework through which ROAf can work towards realising UN-Habitat's goals for the SP 2014 – 2019 period, which is wholly consistent with the Housing Approach. On the normative side, the strategy seeks to raise awareness and inform national governments and local authorities of changing urban and housing trends and conditions, as well as effective policies, strategies and practices for realizing their national development aspirations, while also leveraging the evolving urban advantage in the Africa region. On the operational side, the strategy calls for assisting African Governments and local authorities to plan, manage and govern cities in accordance with the guiding principles of sustainable development; to secure access for all to adequate, safe and affordable housing and basic services and upgrade slums more efficiently and equitably; and to promote efficiency and productivity for prosperity and job creation so as to reduce urban poverty.

111 UN-Habitat (2013) UN-Habitat Evaluation Policy.

112 The evaluation limitations are described in detail in the main report – but in sum, the scope and rigour of the evaluation was constrained by the limitations on the availability of the kinds of data required for the analysis.

Table 21: Overall Rating of the Regional and Country Strategies and Programmes – Consistency/Relevance/Value Added

Elements of the Housing Approach / Key issues	Rating				
	1	2	3	4	5
1. Consistency Of Regional Programme With The Housing Approach Framework					✓
2. Knowledge Management				✓	
3. Advocacy				✓	
4. Policy Advice				✓	
5. Technical assistance/Capacity building				✓	
6. Implementation				✓	
7. Cross-cutting issues				✓	
8. Consistency with policies of country partners					✓
9. Relevance of global frameworks					✓
10. Value-added of the Country Programme/Housing Approach					✓

Rating code: 1 = None relevance; 2 = Low; 3 = Moderately; 4 = High; 5 = Very High

The ROAf strategic approach, as explained in section 5.2, aims to operationalize the NUA and develop catalytic partnerships towards the achievement of sustainable urban development through knowledge management; increased policy dialogue and advocacy; enhanced technical assistance and capacity building; mobilization of additional funding; backstopping programme execution. and dissemination of innovations. This aim and approach is wholly consistent with the overall UN-Habitat Housing Approach framework, and effectively constitutes the Africa Region 'Housing Approach'.

The review of the three case study Country Programmes and their respective project portfolios shows great consistency with both the overall Housing Approach framework, as well as the 'Africa region Housing Approach' as defined above, in terms of the normative and operational activities indicated in the reports and explained during the interviews. Most of the projects in the three countries are consistent with the Housing Approach framework – as shown Table 14, Table 16 and Table 19 showing 'Illustrative housing related projects – Housing Approach elements, cross-cutting issues and timeframe' for the three countries – albeit to varying degrees. A review of the HCPDs, country programmes

and project portfolios of the three other countries in the Africa region that responded to the CO questionnaire survey – Angola, Cabo Verde and Ethiopia – also shows consistency with the Housing Approach, although to varying degrees because of the size of the respective project portfolios.

The degree of consistency depends to a large extent on whether the programmes and projects are designed and led by UN-Habitat headquarters and/or ROAf, or are demand driven by national and local governments and housing stakeholders. In the case of the former, global programmes led by UN-Habitat headquarters, such as PSUP and GLTN, involve all the normative and operational elements of the Housing Approach framework. But in the case of the latter, the projects tend to be mainly operational (e.g., post-crisis housing reconstruction in Mozambique and Somalia). Such projects may initially involve only the capacity building and implementation support elements of the Housing Approach with little attention paid to normative activities, but in most cases they will be implemented with an ultimate aim of influencing policy and practice through on-the-ground, real-time demonstration.

While COs may not be conscientiously following the 'Housing Approach' in the design and implementation of projects, they follow principles that are consistent with the Housing Approach, as affirmed by the Mozambique and Somali COs. This point was reiterated in interviews with ROs during the inception phase of the evaluation. All the programmes have a pro-poor/vulnerable group focus, and all address one or more of the UN-Habitat cross cutting issues: gender equality, youth, human rights and climate change.

Relevance of the Regional and Country Programmes and Housing Approach to national and local priorities

The Mozambique, Somalia and Zambia HCPDs are all aligned to both global frameworks – in particular the SDGs – and the countries' national development priorities as spelt out in their respective key national development frameworks and documents; as well as the priorities identified in UNDAF. This is similarly the case for the Angola and Ethiopia HCPDs, as well as those of many other countries in the region, such as Ghana, Kenya, Liberia, Malawi, Namibia, Nigeria, Sudan and Uganda¹¹⁴. The country national planning frameworks and development plans that were reviewed all made reference to first the MDGs, and now the SDGs, and proposed measures to achieve them – with key objectives being to improve the living standards of their citizens and reduce poverty. Many of the National Vision documents which spell out the countries' development aspirations and the frameworks for achieving them also identify adequate, affordable housing as a priority. The UN-Habitat Country Programmes in the Africa region, in line with the ROAf strategy, aim to support national and local governments and other HAPS achieve these development goals, in many cases through the Housing Approach and with the support of ROAf. This is likewise the case for Angola, Cabo Verde and Ethiopia as the response to CO questionnaire presented in Annex 22 show. Indeed, all the five countries (Zambia, Mozambique, Angola, Cabo Verde and Ethiopia) rated the relevance of the UN-Habitat Housing Approach National government priorities and approaches as high; but only

three rated its relevance to local government priorities and approaches as high, with Angola rating it as low and Cabo Verde as moderate. However, they all rated the relevance of the Housing Approach to low income population and slum dwellers needs as high.

UN-Habitat support to the government in the housing policy review process in Zambia is based on normative elements of the Housing Approach and is guided by the Global Housing Strategy to the year 2025 (GHS 2025), promoted by UN-Habitat at the global level, as well as the NUA and H@C approach. The national urban policy and national land policy development processes are likewise informed and guided by global frameworks that are relevant to Zambia, with the support of UN-Habitat. Housing and urban related normative and operational interventions through the Housing Approach in Mozambique and Somalia are likewise guided by relevant global frameworks, the localization of which UN-Habitat is supporting through technical assistance and capacity building.

Many of the projects, especially in Mozambique and Somalia, which could be considered 'urban', in fact operationalize the 'H@C approach, as articulated in the NUA, shifting the focus from simply building houses to a holistic framework that integrates urban planning with housing development and positions housing at the centre of national and local urban agendas¹¹⁵. They also place people and human rights at the forefront of sustainable urban development, in line with the Housing Approach.

The PSUP approach, which is being implemented in 30 African countries, including all three case study countries, aims at achieving a sustainable solution to the slum challenge by the year 2030, in line with the SDGs and NUA. As illustrated in section 5.3, the PSUP approach is wholly consistent with the Housing Approach framework in terms of normative and operational activities. Since its launch, PSUP has been linked to broader internationally ratified development goals as well as national and local development priorities, with both its philosophy and modus operandi reflective of this and underlying its relevance and achievements since 2008. Because of its relevance to addressing slums and urban poverty, partner countries have either linked the programme with ongoing

114 The HCPDs are accessible on the UN-Habitat website – <https://unhabitat.org>

115 UN-Habitat (2015) Housing at the Centre of the New Urban Agenda.

government strategies and programmes (e.g., Burkina Faso, Cameroon, Kenya Mali, Niger) or have used it to establish multi-stakeholder coordination bodies to more effectively address the slum challenge¹¹⁶.

Estimating the impact of the Housing Approach

Impact assessment refers to assessing the extent to which intended outcomes and impacts have been achieved, and the degree to which the changes can be attributed to the effects of the interventions of UN-Habitat, ROAf and the COs through the Housing Approach.

Table 22 summarizes the main findings with respect to the impact of the Zambia, Mozambique and Somalia Country Programmes, which are based on the

documentary review, KIIs, the country visit; and the three country case studies analyses. The basis for the ratings in the table is explained in the following sections.

Knowledge management

The three Country Programmes have produced numerous normative knowledge products, including analytical reports, profiles, best practices, guides, manuals and tools in line with the Housing Approach. While many specifically address the respective country contexts, they are also relevant and applicable in other countries in the Africa region. Many of these knowledge products have been used for evidence-based policy advocacy and have influenced changes in policy and practice.

Table 22: The Impact of the UN-Habitat Africa Region Country Programmes

Element of the Housing Approach	1	2	3	4	5
1. Knowledge Management				✓	
2. Advocacy				✓	
3. Policy Advice				✓	
4. Technical assistance Capacity building				✓	
5. Implementation			✓		

Rating code: 1 = No impact; 2 = Limited impact; 3 = Moderate impact; 4 = Significant impact; 5 = High impact

Many other Country Programmes in the Africa region have also produced similar knowledge products in line with the Housing Approach, including Angola, Cabo Verde and Ethiopia (see Annex 21), and Ghana, Lesotho, Liberia, Malawi, Senegal and Uganda

Zambia and Mozambique, being among the countries that participated in the first phase of the PSUP which focused on normative knowledge production activities, produced urban profiles that address four main themes: (i) governance; (ii) slums; (iii) gender and HIV/AIDS; and (iv) environment.

The profiling was undertaken under the leadership of national and local authorities, with the support of UN-Habitat, using the Rapid Urban Sector Profiling for Sustainability (RUSPS) methodology.¹¹⁷

In Zambia, the urban profiles produced in PSUP Phase I provided an analysis of the urban situation that informed the preparation of the Lusaka Citywide Slum Upgrading and Prevention Strategy¹¹⁸, which was launched in 2016.

116 UN-Habitat (n.d.) PSUP II Final Activity Report: Showcasing PSUP in Acp Countries (2012-2016)

117 RUSPS were aimed to help formulate urban poverty reduction policies at the local, national and regional levels through a rapid, participatory, crosscutting, holistic and action-orientated assessment of needs.

118 Republic of Zambia (2015) Lusaka Citywide Slum Upgrading and Prevention Strategy

The Strategy has facilitated the issuance of occupancy licences, through the GLTN's Social Tenure Domain Model (STDM), which have already improved tenure security of residents of Lusaka's largest informal settlement, Kanyama – many of whom are women heads of households. The Strategy is to be replicated and adapted to other cities nationwide, with potentially a very significant positive impact on adequate housing rights and access to adequate housing.

The Mozambique Urban Sector Profile¹¹⁹, published in 2008, presented a synthesis of the findings of local desk-studies, interviews with key national and local actors, as well as the results of the three city consultations and one national consultation that up-scaled local findings and analysed them within the national context. The Mozambique Cities Profile: Maputo, Nacala and Manica¹²⁰ published in 2010 presented an overview of the urban situation in the three cities, representing the capital or a large city, a medium-sized city, and a smaller municipality. The city profiles informed the preparation of the National Slum Upgrading Strategy adopted by the Government in 2010.

PSUP exceeded its target, producing 74 instead of 22 profiles, which have greatly enhanced disaggregated data and information on slums dwellers¹²¹. Other countries in the Africa region that have produced urban profiles that have subsequently influenced national and citywide slum upgrading and prevention strategies include Burkina Faso, Cameroon, Cape Verde, Fiji, Kenya, Ghana, Papua New Guinea and Uganda¹²².

The *Zambia Urban Housing Sector Profile*¹²³ provided the Government of Zambia (GRZ) and other country housing stakeholders with a comprehensive analysis of the housing sector in Zambia that identified gaps and opportunities. It also put forward recommendations on how to improve the functioning of the housing sector, one of which was that the Government create a new

ministry devoted to housing. The Ministry of Housing and Infrastructure development (MHID) was subsequently created, but it is not clear if this was as a direct result of this recommendation, or because of GRZ efforts to improve efficiency in government operations. The housing profile, together with the GHS 2025 and NUA have informed the ongoing National Housing Policy revision process.

The Mozambique CO has also done other significant normative work and produced a host of knowledge products and policy tools, including a report on land markets; a pre-diagnostic study report for the national urban policy; strategic urban plans for several cities; a housing finance strategy; documentation of building codes and blueprints for school construction; emergency plans for schools; and several guidelines and manuals for DRR. However, many have not been published and disseminated – and the problem has been compounded because they are written in Portuguese.

Somalia has also produced several urban profiles that synthesize comprehensive urban analyses from the spatial perspective to inform solutions to the current displacement crisis and long term urban development in Somalia. They include the Baidoa¹²⁴, Dolow¹²⁵, Hudur¹²⁶ and Kismayo¹²⁷ Urban Profiles, which local authorities, community leaders, state governments and development partners can use for evidence-based decision making. In addition, UN-Habitat restructured the urban planning portfolio to include a holistic approach to the urban crisis by incorporating innovative, durable solutions, which will have a wider and more sustainable impact. One of the Somalia Country Programme's key knowledge products in relation to this is the *Urban Planning Manual for Somaliland*¹²⁸, which is intended to provide Somali urban development professionals and practitioners with an operational planning tool that addresses specific planning needs, including affordable housing provision.

119 UN-Habitat (2008) Mozambique Urban Sector Profile.

120 UN-Habitat (2010) Mozambique Cities Profile: Maputo, Nacala and Manica

121 Participatory Slum Upgrading Programme PSUP III – Draft Inception Report.

122 UN-Habitat (n.d.) Sustainable Urban Development and Agenda 2030: UN-Habitat's Programme Framework: PSUP; Transforming the Lives of One Billion Slum Dwellers

123 UN-Habitat (2012) Zambia Urban Housing Sector Profile

124 UN-Habitat (2017) Baidoa Urban Profile.

125 UN-Habitat (2018) Dolow Urban Profile.

126 UN-Habitat (2018) Hudur Urban Profile.

127 UN-Habitat (2017) Kismayo Urban Profile.

128 UN-Habitat (2010) Urban Planning Manual for Somaliland

It is also a useful tool for decision makers, NGOs and communities involved in urban planning, as well as other urban planning stakeholders in the wider region. The participatory process advocated in the manual aims to ensure that all stakeholders have a voice and a choice in the urban planning and development decisions that will impact their lives.

In the questionnaire sent out to COs, Zambia, Cabo Verde and Ethiopia identified 'Production of knowledge on country housing sector (e.g., national urban profiles, national/urban housing profiles)' as one of the three interventions that have had the greatest impact on political commitment to the realization of adequate housing rights for all in the country since 2008; while Angola and Ethiopia affirmed that 'Production of evidence-based reports and technical guides at global level' has had the same impact. The countries' responses to the questionnaire are summarily presented in Annex 22.

Advocacy at the global, regional and country levels

'Effective advocacy, monitoring, and partnership' was one of the six mutual reinforcing Focus Areas in the MTSIP 2008-2013, while the SP 2014-2019 similarly placed emphasis on the catalytic role of UN-Habitat in global monitoring, assessment and advocacy. Evidence-based advocacy that draws on UN-Habitat's normative knowledge production activities is a key element of the Housing Approach as it is critical to influencing housing policy and practice reform.

UN-Habitat has successfully raised awareness and advocated for concerted global, regional and local action on adequate housing and sustainable urbanization by governments, local authorities, and other HAPs through major global mechanisms such as the World Urban Forum (WUF), the World Urban Campaign, World Habitat Day, the Global Urban Economic Dialogue series, and the Dubai International Award for Best Practices. It has facilitated the participation of local and national housing stakeholders in these advocacy events through the respective regional and country offices. Zambia and Mozambique both identified 'Organization of events at

global level (e.g. WUFs, Habitat III meetings, etc.)' as one of the three interventions that have had the greatest impact towards improved housing frameworks in the country; while Zambia and Angola considered the event global events as one of the three interventions that have had the greatest impact toward political commitment to the realization of adequate housing rights in the country (see Annex 22).

A key overarching aim in the *Africa Regional Strategic Plan 2014-2019* is to increased policy dialogue and advocacy, which fully reflects the Housing Approach framework. The Plan pays particular attention to the African Union (AU), which it identifies as a strategic link through which ROAf can accelerate advocacy and policy innovation to reach the highest decision-making level – i.e., Heads of State and Ministers. To this end, UN-Habitat organized the 1st, 2nd, 3rd, 4th and 5th African Ministerial Conference on Housing and Urban Development (AMCHUD) Conferences in 2005, 2008, 2010, 2012 and 2014 respectively; and later the Ordinary Sessions of the African Union Specialized Technical Committee on Public Service, Local Government, Urban Development and Decentralization (AU-STC8), which replaced AMCHUD, in 2014, 2016 and 2020. significant progress has been made towards increased access to secure tenure and affordable housing in Africa as a result of technical, financial, institutional and policy support from UN-Habitat, by raising awareness through AMCHUD and AU-STC8, as noted by the *Evaluation of the Implementation of UN-Habitat's Medium-Term Strategic and Institutional Plan 2008-2013*¹²⁹.

The African Urban Agenda (AUA), an initiative of UN-Habitat, aims to address Africa-specific urbanization challenges and take advantage of the opportunities presented by urbanization, the demographic dividend, and regional integration to realize the aspirations of the AU's Agenda 2063¹³⁰, the strategic framework for delivering on Africa's goal for inclusive and sustainable development, SDG 11 and the NUA. A key objective of the UN-Habitat-supported AUG Programme is to assist African countries in preparing national reports, building consensus around identified priorities and enhancing advocacy and buy-in at national and global levels.

129 UN-Habitat (2012) Evaluation of the Implementation of UN-Habitat's Medium-Term Strategic and Institutional Plan 2008-2013.

130 African Union (2015) Agenda 2063: The Africa We Want

The two projects under the AUA Programme – (i) Strengthening Partnership for an Africa Urban Agenda (SPP) and (ii) The Presidential Initiative (P.I) – emphasize top-down and bottom up capacity development and advocacy frameworks for increased stake holder participation and high level political buy in.

At the global and regional level, PSUP continues to transform the lives of slum dwellers through advocacy and action on the ground by implementing in situ, incremental, climate-compatible, human rights-based, integrated, city-wide and participatory slum upgrading, thus enforcing the right to adequate housing for all and securing the sustainability of the responses.

Under GLTN Phase II, there were considerable advocacy and communication efforts, including at the global level at Habitat III Conference which directly led to the inclusion of land security and property rights among the priorities of the NUA. GLTN also provides value-added support at national level, including advocacy for pro-poor and gender-responsive land policies through dissemination of research and evaluation findings, and evidence-based case studies; dissemination of good practice; provision of normative guidelines; training material, and capacity-development methodologies in line with the Housing Approach. GLTN continues to successfully advocate for the recognition of multiple land tenure rights and pro-poor, gender-responsive solutions within the continuum of land and property rights through the implementation of approaches and tools, including STDm. PSUP reports that over 800,000 slum dwellers now have secure tenure rights in Burkina Faso, Cameroon, DRC, Ghana, Kenya, Malawi, Mozambique, Niger Senegal, Uganda and Zambia¹³¹.

At the country level, many countries in the Africa region, including all three case study countries, celebrate World Habitat Day, an advocacy event organized by UN-Habitat to reflect on the state of cities and towns, and on the basic right of all to adequate housing. World Habitat Day provides a multi-stakeholder platform to promote dialogue and advocate partnership working towards improving access to adequate housing for all. Indeed, the evaluation of the implementation of the MTSIP found that the World Habitat Day and WUF are increasingly

becoming significant global and national advocacy and learning platforms.

At the project level, the Project Document template in PAAS, under section 7 on 'Implementation', includes a sub-section on 'Advocacy and Communication Management Strategy'. The strategy has been summarily explained in some projects, and the review shows a broad range of strategies but in many cases this sub-section has not been completed.

Zambia and Ethiopia identified 'Advocacy at national/ local level (promotion of the realization of the right to adequate housing)' as one of the three interventions that have had the greatest impact towards improved housing frameworks in the CO questionnaire. But none of the five countries included 'Advocacy at global level (promotion of the realization of the right to adequate housing and of alternatives to forced evictions)' amongst the three interventions they identified. This is interesting in light of their participation in global events such as WUF.

Policy Advice

The SP 2014-2019 mission statement includes that UN-Habitat will support governments and local authorities to respond positively to the challenges and opportunities of urbanization *"by providing normative or policy advice and technical assistance..."* Indeed, policy advice is a key component of UN-Habitat's Housing Approach, with its core objective being to achieve housing reforms.

At the regional and national level, UN-Habitat, through ROAf and the three COs, has and continues to provide policy and strategy advice to national and local governments, in particular on housing and urban development issues. At the national level, the entry point for the NUA, which the ROAf regional strategy operationalizes, lies in national urban policies (NUPs). The H@C approach positions housing at the centre of NUPs and cities, building on the framework of the GHS 2025 which UN-Habitat promotes and advises on. NUP priorities in human development vary according to regional demographic contexts, with the priorities in Africa being slum upgrading and prevention, and poverty alleviation.

131 UN-Habitat (n.d.) Participatory Slum Upgrading Programme: Transforming Lives of One Billion Slum Dwellers.

The Global State of National Urban Policy report¹³² identified 150 NUPs, of which 32 (21%) were in Africa. As of 2017, UN-Habitat was supporting more than 30 countries with the development and implementation of their NUPs. Zambia is one of the countries that UN-Habitat is currently supporting to develop a NUP.

At sub-national level, the entry point combines normative advisory services with technical solutions to build local governments' capacity to sustainably address urban growth; increase revenues; and ensure equitable and inclusive basic services delivery.

In Zambia, the CO is the 'first point of call' for the national government for advice on housing and urban issues, and for local governments for advice on slum upgrading and prevention.

In Mozambique, UN-Habitat is recognized for its policy and advisory expertise in the areas of DRR, housing and urban resilience. It has gained trust and credibility from the government and housing stakeholders for its work in the field of DRR, urban planning and resilience and housing and the impact that this has had on vulnerable communities. This is evidenced in the Regional Multi-Sectoral DRR Assistance Programme for Southern Africa, in which UN-Habitat is providing high-level policy advisory services, along with technical support and direct implementation to all categories of beneficiaries and to its partners.

The impact of the policy advice provided through the PSUP is also reflected in country level funding commitments. For example, the Government of Cameroon committed funding for the development of a strategy for a national slum upgrading programme, and the replication and upscaling of PSUP to six cities, including implementation of citywide strategies for Yaoundé, Bamenda and Kribi¹³³.

Housing

EA1 of the MTSIP FA3: Promotion of Pro-poor Land and Housing was 'Improved land and housing policies implemented', with the indicator being 'Number of countries implementing improved land and housing policies'. With the support of UN-Habitat, the number of countries increased from 28 in 2009 (baseline) to 37 in 2011, surpassing the target of 32 set for 2013¹³⁴, and underling the influence of the Housing Approach on national land and housing policies. The new countries included Burundi, DRC and South Sudan in the Africa region. By 2013, at the end of the MTSIP period, the number of countries at different stages of developing, implementing or completing land and housing reforms increased to 48 up from 37 in 2012¹³⁵.

In Mozambique, UN-Habitat supported the formulation of a housing policy, which was identified as a priority by the Agenda 2025 as well as by the Government's Five Year Plan (2005 - 2009). The Policy was adopted in 2010. The CO is currently supporting the Government to improve the Housing Policy by advising on appropriate housing finance mechanisms. Mozambique also piloted a social housing financing scheme based on UN-Habitat advice and tests for low income households in partnership with the Fundo de Fomento de Habitacao (Housing Promotion Fund)

In Zambia, UN-Habitat is currently supporting the review of the National Housing Policy, which is being led by a local consultant, by providing advisory inputs as and when requested by the Government, in particular with respect to global frameworks such as the SDGs and NUA.

UN-Habitat has not supported any housing policy process in Somalia, but it sees its strategic role in supporting policy options for blended financing schemes for housing; schemes for mixed land use, land legislation, urban planning and settlement upgrading.

132 UN-Habitat and OECD (2018) *Global State of National Urban Policy*.

133 PSUPII Final Activity Report.

134 UN-Habitat (2012) *Evaluation of the Implementation of UN-Habitat's Medium-Term Strategic and Institutional Plan 2008-2013*.

135 UN-Habitat (2013) *Annual Progress Report 2013: Implementation of the Medium-Term Strategic and Institutional Plan (Mtsip) (2008 - 2013)*

Over the evaluation period (2008-2019), UN-Habitat, through the Housing Approach, has also supported several other countries in the region to formulate or reform housing policies, strategies and/or programmes, often drawing from the housing profiles. They include: Angola, Burkina Faso, Cabo Verde and Cameroon, Ghana, Rwanda Senegal Lesotho and Uganda,

Slum upgrading and prevention

PSUP was launched in April 2008 with a view to contributing towards the achievement of the MDGs, particularly Goal 7, Target 11 and urban poverty reduction and, through participatory and sustainable slum upgrading activities. Indeed, UN-Habitat has substantial and proved comparative advantage and value added in slum upgrading and prevention

PSUP Phase I (2008-2011) saw the completion of five (5) national urban profiles, 17 city profiles, one island profile and three (3) neighbourhood profiles which provided data and information to guide urban policy makers. Under PSUP II (2012-2016) 19 policy and regulatory review processes were undertaken to examine the conditions for participatory slum upgrading and prevention were undertaken, which provided local authorities and city-level stakeholders with an improved understanding of the slum situation and the policy and regulatory bottlenecks to slum improvement¹³⁶. A key element of PSUP's policy advisory approach was the establishment of e-platforms for knowledge sharing, resource mobilization, monitoring for evidence-based policy implementation with high transparency and accountability in line with the good urban governance principles.¹³⁷

Through its policy advice and technical assistance and capacity building initiatives in the PSUP, UN-Habitat is supporting the work of the respective mandated ministries in participating countries on slum upgrading and prevention.

The impact of the policy advice and support is well demonstrated in the adoption and implementation of the National Slum Upgrading Policy in Mozambique and the Lusaka Citywide Slum Upgrading and Prevention Strategy.

Disaster risk reduction (DRR), Climate Change Adaptation (CCA) and Urban Resilience

UN-Habitat and the UN Office for Disaster Risk Reduction (UNDRR) facilitated the establishment in 2014 of DIMSUR, a disaster risk reduction (DRR) and climate change adaptation (CCA) technical centre for Southern Africa, at the request of Madagascar, Malawi, Mozambique and the Union of Comoros. DIMSUR focuses on increasing urban resilience by: creating synergies between the CCA and DDR agendas; promoting knowledge, good practices and innovative programmes; developing capacities to build resilience; strengthening inter-country and regional partnerships; and maximizing existing regional expertise; as well as supporting national governments through risk-informed advice and recommendations to national policies. Through the DIMSUR programme in Mozambique, at least two universities have included Urban Risk Reduction and Resilience modules in different undergraduate and master's programmes (e.g. architecture, engineering, environmental studies) In addition, the Mozambique Shelter Cluster¹³⁸, is now effectively coordinated to include sustainable reconstruction and rehabilitation resources and practices¹³⁹, thereby strengthening the potential replication, upscaling and impact of DIMSUR interventions.

136 UN-Habitat (n.d.) PSUP II Final Activity Report.

137 UN-Habitat (n.d.) Sustainable Urban Development and Agenda 2030: UN-Habitat's Programme Framework: PSUP; Transforming the Lives of One Billion Slum Dwellers.

138 The Shelter Cluster partners include national and local government authorities, UN agencies, international organisations including the Red Cross movement, INGOs and national NGOs, and donors.

139 UN-Habitat (2015) UN-Habitat Global Activities Report 2015: Increasing Synergy for Greater National Ownership.

140 UN-Habitat (2016) The First Egypt Urban Forum 2015: "My City My Responsibility".

UN-Habitat supported the formulation and development of a Disaster Risk Reduction (DRR) Strategy, under the 'Building Disaster Resilience Capacity in Lusaka City project' which was adopted by Lusaka City Council in March 2016. This underscores LCC's commitment to SDG 11: make cities and human settlements inclusive, safe, resilient and sustainable, and SDG 13: Take urgent action to combat climate change and its impacts. The Strategy development process was informed by UN-Habitat's extensive experience in DRR in the region and globally.

Post conflict reconstruction

UN-Habitat's interventions following crises are guided by the 'Strategic Policy on Human Settlements in Crisis and Sustainable Relief and Reconstruction Framework'¹⁴⁰. The policy was developed as an integral part of the MTSIP, and articulates a specific provision for urban resiliency and vulnerability reduction in FA 2, and post-crisis recovery and reconstruction under FA 3. The five key priority areas of UN-Habitat's post-crisis reconstruction programming in the policy involve advisory and technical support on: 1) Land and tenure; 2) Transitional and permanent shelter; 3) Environmental remediation; 4) Rehabilitation of basic infrastructure and services; and 5) Immediate economic recovery and restoration of livelihoods. In addition, UN-Habitat will combine its global and technical cooperation experience to provide immediate technical assistance to affected communities, local authorities and support agencies in the areas of housing reconstruction, infrastructure rehabilitation, water and sanitation, and livelihoods

The 'New Way of Working' adopted at the 2016 World Humanitarian Summit¹⁴¹, was aimed to transcend the humanitarian-development divide. Since then, the concept has been considered in the context of UN reform and the triple nexus of humanitarian, development and peacebuilding (HDP) efforts. UN-Habitat has a unique comparative advantage in relation to the HDP nexus: while some agencies have both humanitarian and development mandates and experience, few have strong urban expertise. In this regard, UN-Habitat emphasizes the institutionalization of prevention strategies, through

settlement planning, housing policies, city planning laws and building codes¹⁴². UN-Habitat has made use of this comparative advantage in Somalia, as well DRC, Liberia, Sudan and Uganda.

UN-Habitat's first involvement in Somalia after the civil strife, focused on providing support to the re-emerging local authorities endeavouring to operate in a fragile post-conflict situation. Building the technical and administrative capacities of local governments was critical to the resumption of basic services delivery. Training components were combined with tangible on-the-ground reconstruction projects to address immediate infrastructure needs and maximize the impact of UN-Habitat's urban interventions. Subsequent programmes sought to make locally-tailored programmes such as GLTN, SUDP and JPLG that were extended from the north to federal member states.

UN-Habitat's approaches to gender equality in urban post-conflict contexts were refined during the Expert Group Meeting (EGM) in Barcelona, Spain in April 2016. The EGM, convened in the lead up to Habitat III, aimed to draw attention to the gendered dimensions of urban post-conflict contexts. The EGM showcased the People's Process – UN-Habitat's primary approach in linking risk, rehabilitation and development in post-conflict contexts: housing and security of tenure, safety and security, and spatial planning – which is mainly employed by ROAP. As a result, ROAf (particularly the Somalia CO) and ROAS (the Lebanon CO) showed interest in adopting the People's Process.

Technical assistance and capacity development

Technical assistance and capacity building are key objectives in the majority of the case study illustrative projects, as the respective tables on 'Housing related programmes/projects– Housing Approach elements' show. The review of the Project Documents available on PAAS reveals that most of the technical assistance and capacity building provided through the Housing Approach is geared towards ensuring sustainability of interventions.

141 The New Way of Working was adopted by eight UN humanitarian and development entities –FAO, OCHA, UNCHR, UNDP, UNFPA, UNICEF, WFP, WHO – and endorsed by the World Bank and IOM.

142 MOPIC and U. Nations (2013) Needs Assessment Review of the Impact of the Syrian Crisis on Jordan

In 2018, UN-Habitat worked to strengthen capacity in the use of the CityRAP tool developed by DiMSUR – which uses participatory instruments and methodologies to facilitate understanding and planning for urban resilience, and to undertake practical actions to strengthen the resilience of cities, towns, peri-urban and rural areas – through supporting several countries in Southern Africa. These included: Angola, Botswana, DRC, Eswatini, Lesotho, Mauritius, Namibia, Seychelles, South Africa, Tanzania, Zambia and Zimbabwe.

The overall goal of the Emergency Preparedness and Disaster Risk Reduction Joint Programme is to strengthen national capacities in Mozambique to prepare for, respond to and mitigate the humanitarian impact of emergencies on vulnerable communities. The Programme builds on the National Master Plan for Disaster Risk Reduction to strengthen institutional frameworks and systems for preparedness, response and DRR at national, provincial, district and community levels. To this end, the Programme is implementing capacity building activities and participatory projects at community level, as these are seen as essential elements of long-term mitigation strategies to ensure a smooth transition from emergency to reconstruction and development¹⁴³. Indeed, there is demonstrable evidence that communities in Mozambique are more resilient to the impact of climate change and natural disasters as a result of targeted capacity building and pilot projects.

The Resilient Housing Construction Standards and Models developed by UN-Habitat for scale up are being tested in Dondo District in Mozambique, in partnership with UNDP, for the reconstruction of houses, as well as for rehabilitation and retrofit of damaged ones. UN-Habitat is building capacities of, architects, engineers, contractors, and local artisans and communities on resilient construction and retrofitting¹⁴⁴.

The Midnimo Project in Somalia presents another good example of innovate capacity building through the Housing Approach. Implemented by IOM and UN-Habitat, the project bridges humanitarian, development and peace and state building efforts and, through technical assistance and capacity building, operationalizes the paradigm shift from aid agency driven modality to one

where the government and community co-design and lead nationally aligned and owned project interventions.

In Zambia, UN-Habitat's main national government partners – MLG, MHID and MLNR – have benefited significantly from UN-Habitat's in-country normative and operational activities, which includes knowledge management activities as well as policy advice and technical assistance and capacity building support. However, grassroots organizations and informal settlements residents have also benefited from capacity building through technical project implementation support.

Implementation

The global flagship programme PSUP is being implemented in all three of the Africa region case study countries. Mozambique and Zambia have been involved since the first phase of the Programme (PSUP I), which was launched in 2008, while Somalia only recently joined. PSUP provides a good illustration of the comprehensive implementation of UN-Habitat's Housing Approach framework, involving all the normative and operational elements shown in Table 5. PSUP I involved mainly normative activities, including the preparation of urban profiles. The Programme is now in its third phase (PSUP III), which involves mainly operational implementation of pilot projects.

UN-Habitat and DiMSUR developed CityRAP tool to facilitate resilience planning at the city level. The CityRAP approach was first conceptualized in 2015; and in 2015 and 2016, the CityRAP was implemented in six cities in Mozambique, Malawi, Madagascar, and Ethiopia; and had training activities in four cities in four other countries: Cabo Verde, São Tomé and Príncipe, Guinea-Bissau and the Union of Comoros¹⁴⁵. Since then, UN-Habitat has been working to bring CityRAP to as many cities as possible in the Africa region. In 2019 CityRAP was being implemented in Mozambique (Dondo), Zambia (Lusaka and Chipata), Ethiopia (Arada, Dire Dawa and Adama), Malawi (Lilongwe), South Africa (George, Port Alfred and Potchefstroom), Union of Comoros (Fomboni), and Zimbabwe (Mutare and Chipinge).

143 General Donor Report: 'Joint Programme - Disaster Risk Reduction and Emergency Preparedness'.

144 <https://unhabitat.org/UN-Habitat-rallies-to-support-mozambique-build-more-resilient-settlements-a-year-after-devastating>

145 <http://dmsur.org/wp-content/uploads/2018/12/CityRAP-Tool-Briefing.pdf>.

Box 3: UN-Habitat evidence of impact of Housing Approach interventions

Somalia

- **More than 200,000 households** have improved access to urban basic services through creation of more than 3,000 long-term jobs and provision of skills training to more than 1,000 people.
- **5,500 houses were constructed**, and are providing shelter to a total of **36,000 beneficiaries** ensuring better standards of living.
- **15 districts** (7 Puntland and 8 in Somaliland) using the integrated accounting information management system (AIMS) and the billing information management system (BIMS) to improve on revenue collection.

Mozambique

- **1,500 classrooms**, administrative rooms and toilet facilities being constructed and reconstructed between 2017-2020; benefiting approx. **45,000 children and teachers** in 3 provinces in Mozambique
- **18 public community shelters** in 9 selected communities designed and constructed .
- **More than 3,000 people** benefitted from on-the-job trainings and technical workshops over the last 17 years.

Zambia

- **Over 23,000 Households** benefited from the DRR flood control drainage in Kanyama ward 10 by Lusaka City Council with UN-Habitat support.
- **18,400 households** were enumerated and mapped using the GLTN's STDM for issuance of occupancy licenses to improve security of tenure
- **Over 10,000 former refugees** and host communities in Meheba and Mayukwayukwa resettlement scheme benefited from the programme

To date, 30 cities in 11 African countries have implemented CityRAP with the support of UN-Habitat, underling the impact of the capacity building.

Several COs in the Africa region, in direct response to requests from governments have implemented operational implementation projects that can have immediate tangible results and impact in post-crisis situation. Many such projects in both Mozambique

and Somalia have proved to not only have achieved the immediate objective, but have also proved to be effective policy advocacy tools as well as fundraising tools. Similar projects have been implemented with the same immediate impact on vulnerable communities in several other countries in the Africa region under FA 2: Urban Planning, Management and Governance in the MSTIP 2008-2013 and FA 6: Risk Reduction and Rehabilitation in the SP 2014-2019, including in Côte d'Ivoire, DRC, Liberia and Sudan.

Cross-cutting issues

The framework and normative value underpinning the ROAf strategy are the UN principles and standards translated in the sphere of urban and human settlements and adapted to the African context. These principles guide policy formulation and implementation as incorporated in assessment and analysis, programme planning and design, implementation, and monitoring and evaluation. Also underpinning the strategy and mainstreamed in its operationalization through a human rights-based approach (HRBA) is the emphasis on inclusiveness through eradicating structural barriers to enable all social groups to engage fully and benefit from the region's urban and housing development. A key component, in this regard, is the promotion of gender equality and full participation of the youth. The strategy also takes into account the permeating impact of climate change. The strategy is thus cognisant of and address the four UN-Habitat cross-cutting themes: gender equality, youth, human rights and climate change.

UN-Habitat's normative and operational activities in Mozambique are highly appreciated by both government and development partners for the participatory bottom up approach, which is considered a good reason to engage with UN-Habitat. Also recognized and appreciated is the particular focus on the role of women in pilot projects for housing and public spaces, and on the safety of young and adolescent girls).¹⁴⁶

The Zambia Case Study, and in particular women's CBOs through the network organization ZHPPF demonstrates the positive effects of the involvement of both normative and operational Housing Approach activities

146 Project Document: 'Implementing Habitat Country Programme in Mozambique'.

147 UN-Habitat (2019) Somalia Country Programme - Annual Report 2018

The Somalia Country Programme - Annual Report 2018¹⁴⁷ highlights two important lessons learned with respect to the youth and vulnerable groups that are applicable to several of the other countries in the region, and indeed the other regions as well: (i) Adopt a holistic youth development approach, which includes youth in governance as well as other key youth empowerment mechanisms; and (ii) It is important to shift the mindset on IDPs from vulnerable populations to persons with economic potential if provided with the appropriate and relevant opportunities and enabling environment.

Application of UN-Habitat's Comparative Advantage and Value Added through the Housing Approach

The application of UN-Habitat's comparative advantages in design and implementation to achieve maximum impacts is very well demonstrated through the Housing Approach's normative and operational activities — knowledge management (knowledge generation and dissemination), advocacy (convening role), policy advice (global frameworks (e.g. GHS 2025); national and local policy and strategy reform); capacity building (to national and local institutions and grassroots organizations) and implementation (pilot projects) — as well as two of its global flagship projects — GLTN and PSUP which encapsulate the aforementioned elements of the Housing Approach and its regional DRR initiatives and interventions.

The unique role and contribution of UN-Habitat based on its comparative advantage and value added with respect to global knowledge and international experience on housing and urban development are widely acknowledged by partners and stakeholders in all three countries.

As mentioned above, an assessment carried out in 2015 showed that UN-Habitat's added-value is the highest in the fields of urban planning, land management, access to basic services and housing, and disaster risk reduction. However, UN-Habitat's comparative advantage and value added also derives from (a) its knowledge; (b) its neutrality (as a UN agency it has no vested interests); and the trust that governments have in it.

The global and regional reports are recognized as credible information sources on the global housing situation, while the global and regional forums such as the Habitat Conferences and WUFs as effective advocacy, learning and experience sharing platforms.

UN-Habitat's status as a UN specialized agency and its ability to engage with the full range of housing stakeholders at all levels — from national government at the highest level to grassroots community organizations at the lowest level — is considered a unique advantage in all three countries. This capacity is perceived to go in hand with the long-term engagement of UN-Habitat in a number of African countries, including all three regional case study countries, and the trustful collaboration built-on with national and local authorities.

UN-Habitat's international and specific regional expertise and vast experience in participatory approaches is also acknowledged as a source of comparative advantage and value added that has resulted in significant impact through post crises interventions — post natural disaster in the case of Mozambique and post-conflict in the case of Somalia. In Zambia, notable immediate impact has been achieved through the community-based planning and participatory DRR interventions, in particular the community-led flood prevention drainage works in Kanyama, the largest informal settlement in the capital city, Lusaka.

The main acknowledged comparative advantage of the agency is its capacity to engage on housing issues in a holistic manner through the Housing Approach, including especially knowledge production, advocacy, policy advice, technical assistance and capacity building and implementation.

UN-Habitat's Housing Approach is considered by many stakeholders to be lacking in comparative advantage and value added with respect to housing finance — a fact which is generally acknowledged by UN-Habitat itself. Indeed, the UN-Habitat Global Housing Strategy Framework Document¹⁴⁸ identifies "Affordability of housing, including housing finance for all levels of housing supply" as one of the thematic areas requiring special attention and improvement of know-how.

148 UN-Habitat (n.d.) UN-Habitat Global Housing Strategy: Framework Document.

However, in Mozambique, UN-Habitat supported the development of a housing finance strategy, and in Somalia, UN-Habitat supported the 'Rental Subsidy-Innovative Solutions for Internally Displaced in Mogadishu' project, a pilot project for rental subsidies seeking creative solutions to the violation of housing, land and property rights of people displaced by forced evictions.

In addition, the theme of 2005 Global Report on Human Settlements¹⁴⁹, published before the start of the evaluation period, was 'Financing Urban Shelter'.

Another limitation of UN-Habitat's Housing Approach is that UN-Habitat often provides its expert services at a cost, which many Governments consider to be on the high side, and in some cases, not necessarily good value for money. As in the case of the Asia region, this limitation is seen to be becoming increasingly more problematic as many African countries are moving from low income to middle income economic status, and are consequently receiving less aid from the international donor community for development initiatives.

Sustainability

The Project Document template in PAAS, under section 7 'Implementation' includes a sub-section in which the 'Strategy for Ownership and Sustainability' is supposed to be explained. Similarly, the template for the General Donor Report, under the "Project Outline" section, includes a sub-section for describing the "Strategy for Sustainability".

However, in one of the key informant interviews, it was asserted that a long-term in-country presence is also key to sustainability. In this regard, there has been a relatively strong in-country presence in through the COs in all three countries for over three decades. The existence of a CO which country housing stakeholders can access enhances local confidence in the interventions and their long-term viability, while also enabling UN-Habitat can monitor the interventions at minimal cost.

A number of the projects in all three countries have received donor funding to enable them to extend the projects through subsequent phases, which is indicative of donor confidence in the replicability, scalability,

sustainability and potential impact of the interventions.

In the case of Mozambique, the majority of the fully completed donor reports available on PAAS have well-articulated sustainability strategies or plans. The 'Financing for Resilient and Green Urban Global Solutions' project provides a good example, with its well-defined comprehensive sustainability strategy that addresses sustainability from five perspectives. First, it targets a wide spectrum of beneficiary communities through the promotion of inclusive and resilient financing approaches; Second, it focuses on capacity building of local authorities in resilient and inclusive financing; Third, it supports cities to develop city-wide resilient and inclusive financing strategies through local participation and institutionalisation; Fourth, the innovative financing mechanisms will be developed and external funding sought to implement scalable demonstration projects; Fifth, it forms a global resilient financing consortium and technical assistance platform which can continue to provide support even after the project ends.

In the 'Implementing Habitat Country Programme in Mozambique' project the strategy for ownership and sustainability is that once a strategy towards more sustainable urban development and affordable housing is agreed upon at country level, concrete actions and ambitions, to be successfully implemented, will need to be integrated in the Government Five Year Strategy.

The Strategy for Ownership and Sustainability of the 'Regional Multi-Sectoral DRR Assistance Programme for Southern Africa' is to deliver actual assistance to vulnerable communities through low-cost, replicable techniques with an aim of moving away from stand-alone shelter and other resistant buildings type, which are more easily delivered when NGOs or the UN lead the process, and instead equipping communities with a basic set of know-how tools and simplified techniques, which community members can reproduce. If accompanied by basic training material and sustained over a period of time, this approach is expected to achieve sustainable positive effects and long-lasting behavioural change in communities.

149 UN-Habitat (2005) Financing Urban Shelter: Global Report on Human Settlements 2005.



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In Somalia, the 'Reinteg: Innovative durable solutions for IDPs and returnees in Mogadishu' programme emphasizes the criticality of institutional ownership and support for project approval, risk mitigation and long-term project sustainability. Local administration and district authorities have thus been actively involved in the development of the design of the project, and will remain engaged throughout the implementation to strengthen local ownership; and also capacitated to develop partnerships with the private sector to generate revenues to support the sustainable financing of basic service delivery.

The Midnimo II Project Strategy for Sustainability includes 'Policy Level Sustainability', which it aims to achieve by building on the significant progress made by the FGS over the past 5-6 years in strengthening its coordination and policy development role. It will do this in among other ways by mainstreaming field level best practices, including the Inclusive Community Planning (ICP) process, into national policy and practice.

Impact monitoring

As the majority of the UN-Habitat COs, the three COs do not have specific impact assessment monitoring mechanisms in place. This lack of impact monitoring has been a limitation in the analysis of the Housing Approach impact on access to adequate housing poverty reduction. This is in particular due the lack of RBM, which does not appear to have been institutionalized to the degree that was initially planned in the MTSIP 2008-2013.

The UN-Habitat website (www.unhabitat.org/evaluation) provides a platform for both internal and external users and contains evaluation reports, evaluation briefs and other evaluation tools that give information on Housing Approach intervention impacts. In 2018, several mechanisms for facilitating learning and knowledge development from evaluations were identified, including use of new media and technology like "YouTube", Videos and webinars. UN-Habitat evaluates its work to assess how well its interventions are achieving the intended results, how effectively they are contributing to broad development goals, and making recommendations that feed into policy, programme/ project development and implementation. The Evaluation Unit was established in January 2012 to further improve and strengthen the evaluation function.

Summary: Assessing the UN-Habitat Regional and Country Programmes in terms of the Housing Approach Framework

Coverage of the Housing Approach Elements and Objectives

Table 23. How actively are UN-Habitat strategic guidelines addressed in the current Country Programmes?

STRATEGIC OBJECTIVES	Level of activity	Relevance	Impact	Comparative advantage	Value added
Adequate housing					
1. Increase access to adequate housing to all	4	5	3	5	5
2. Support diversification of adequate housing solutions	3	5	2	4	4
3. Support diversification of government interventions in providing adequate housing	2	5	2	4	4
4. Support and conduct advocacy	5	5	4	5	5
5. Support self-organizing housing initiatives (by NGO or INGO)	4	5	3	4	4
6. Provide adequate housing to crisis affected population (conflict, disaster, migration, etc.)	5	5	5	5	5
7. Improve living conditions in existing slums/informal settlements	5	5	5	5	5
Cross-cutting issues and pro-poor/ vulnerable groups focus					
8. Improve access to adequate housing for female headed households	5	5	4	5	5
9. Improve access to adequate housing for youth	3	5	3	5	5
10. Promote human rights, including HLP rights	5	5	4	5	5
11. Support climate change sensitive housing interventions	4	5	4	5	5
12. Improve access to housing for poor and vulnerable groups	5	5	3	5	5

Code: 1= Very low or none; 2 = Low; 3 = Medium; 4 = high; 5 = very high

Intervention Scope

Table 24: How actively are UN-Habitat areas of intervention scope addressed in the Regional and Country Programmes?

INTERVENTION SCOPE	Level of activity	Relevance	Impact	Comparative advantage	Value added
1. Knowledge at the regional level: Mobilizing networks of housing sector stakeholders	3	5	4	5	5
2. Knowledge management: Providing government and housing sector stakeholders with new approaches, best practices and lessons to be learned	5	5	4	5	3
3. Advocacy at the global level: Promoting the full and progressive realization of the right to adequate housing	4	4	4	5	5
4. Policy advice: Improving national normative framework	4	5	4	5	5
5. Technical assistance: Supporting city, regional and national authorities' capacities	4	4	5	5	5
6. Implementation: Supporting development and implementation of national housing strategies	4	4	4	5	5
7. Implementation: Supporting the implementation of adequate housing programs	4	4	4	5	5
8. Implementation: Supporting slum upgrading and prevention policies and strategies	5	5	5	5	5
9. Implementation: Demonstrate feasibility of policies/strategies through implementation of projects	2	4	3	3	3
10. Monitoring and Evaluation: Systematic and rigorous monitoring, evaluation and learning on housing	2	2	2	2	2

Code: 1= Very low or none; 2 = Low; 3 = Medium; 4 = High; 5 = Very high

8. LESSONS LEARNED

1. It is important that UN-Habitat clearly and comprehensively defines its Housing Approach so that COs have a clear understanding of its objectives, principles and practices.
2. UN-Habitat has unique advantage as a UN specialized agency and its ability to engage with the full range of housing stakeholders at all levels – from national government at the highest level to grassroots community organizations at the lowest level – that is can leverage in pursuit of access to adequate housing for all and urban poverty reduction.
3. Where necessary and advantageous, as in the case of the Zambia CO, ways should be found to strengthen the CO in terms of its human resource capacity – either through employment of more CO technical staff or engagement of consultants – to more efficiently and effectively implement Housing Approach normative and operational activities.
4. Global events such as the WUFs are not only effective advocacy and learning platforms, they can also facilitate gaining and securing of political will by bringing together the full range of HAPs in a stimulating, non-threatening and equalizing forum for dialogue
5. DRR interventions can have an immediate poverty reduction impact on vulnerable communities slums and informal settlements located in areas prone to natural hazards and climate-change induced extreme events such a flooding.
6. Housing Approach normative and operational outputs and activities can achieve wider reach, and also cascade learning and good practice, through working in partnership with established national structures, such as the multi-stakeholder National Habitat Committee (NHC), and CSO and CBO networks, such as the Civic Forum got Housing an Habitat Zambia (CFHHZ) and Zambia Homeless and Poor People's Federation (ZHPPF).
7. Working with regional organizations such as the African Union Specialized Technical Committee on Public Service, Local Government, Urban Development and Decentralization (AU-STC8), (which replaced the African Ministerial Conference on Housing and Urban Development – AMCHUD) can provide a platform to accelerate advocacy and policy innovation to reach the highest decision-making level – i.e., Heads of State and Ministers.
8. There are significant opportunities for strategic partnerships with regional and country organizations that have a specific comparative advantage – e.g., the Centre for Affordable Housing Finance in Africa (CAHF).
9. Pilot projects cannot only have an immediate impact in the communities in which they are implemented, but are also a powerful advocacy tool, as well as fundraising tool, as they demonstrate a track record and are evidence of the agency's expertise, capacity and experience. They may also point to the potential sustainability and impact.
10. A comprehensive M&E framework –with baseline indicators, targets, objective means of verification and reporting tools at the activity, output, outcome and impact levels – and systematic monitoring is essential to provide, on a continuous basis, evidence-based information that is credible, reliable and useful, especially for external independent evaluations.

9. RECOMMENDATIONS

General

1. **Status and reputation of the United Nations.** Leverage the UN-Habitat UN agency status and reputation, as well as its countrywide presence and acknowledged impartiality to help address complex and sensitive issues related to human rights, and HLP rights in particular; access to adequate housing for all; and pro-poor/vulnerable group housing interventions.
2. **Strengthen the coherence and application of the Housing Approach,** Develop and apply a checklist system similar to UN-Habitat's Cross-Cutting Markers, and enforce a requirement that new programmes and projects must achieve a specified final rating for the five fundamental normative and operational components to be approved by the Global or Regional Project Advisory Group (PAG).

Regional Strategic Plan

1. **Ensure alignment of and with the UN-Habitat Regional Strategic Plan (RSP).** Based on a key principle of bridging the normative-operational divide. RSP focus substantively on regional urbanization trends, including challenges and opportunities; regional strategy and priority areas; strategic results and key outputs; and implementation mechanisms. The Zambia CO, and indeed other COs in the region, should be involved in the strategy development process, and subsequently be guided by the RSP. This will help ensure relevance, consistency and alignment.

Habitat Country Programme Document

2. **Prepare and apply a Habitat Country Programme Document (HCPD).** All COs, with the support of ROAf and UN-Habitat headquarters, should prepare a HCPD biannually or other period as stipulated, which includes a comprehensive M&E framework. The preparation of the HCPD should be a participatory process involving country HAPs, and in particular national and local governments

to ensure relevance and consistency with national and local development priorities. The HCPD should facilitate bridging the normative and operational gap for a better harmonization of projects and a demonstrable impact at the ground level.

3. **Review thematic classification of programmes and projects.** The thematic classification of projects in PAAS should be reviewed and streamlined through clear definitions and guidelines for classification.
4. **Strengthen the nexus between humanitarian and development programming,** ensuring the explicit integration of cross-cutting issues and poverty reduction.

Country Office Capacity

5. **Support and strengthen the capacity of the country offices.** The three case study COs have been able to contribute to notable changes in access to adequate housing and poverty reduction through the Housing Approach normative and operational activities – in the case of Zambia, despite substantial resource constraints. UN-Habitat headquarters and ROAf should continue providing support to COs, but prioritize strengthen capacity where it is lacking to enable them to implement the Housing Approach more efficiently and effectively, as well as fundraising ability

Knowledge Management

6. **Continue to support production of normative knowledge products.** UN-Habitat should continue to support key normative activities such as production of national housing profiles, national urban profiles and urban profiles (city/municipal level) which have informed the formulation and development of national housing policies and citywide slum upgrading and prevention strategies, as in the case of Zambia

7. **Support periodic updating of knowledge products as appropriate.** UN-Habitat should explore ways to support the periodic updating housing profiles, national urban profiles and urban profiles, which in the current context of rapid urbanization quickly become out of date and no longer accurate and relevant, diminishing their usefulness as a current and reliable information and data source.
8. **Disseminate national and local knowledge products more widely.** Knowledge production and dissemination is acknowledged as an area in which UN-Habitat has a significant comparative advantage. Many of the knowledge products however reach only a limited audience, municipalities have only limited access to information on programmes and strategies in other municipalities and regions and the information that UN-Habitat can provide is considered very valuable. Ways should be found to disseminate this kind of information more widely.
9. **Produce online and print summaries of key knowledge products.** UN-Habitat is already producing online and print summaries of some of its key normative knowledge products. It should do so for all its key knowledge products, with the print versions being distributed through the ROs and COs. It should also explore ways of making its practical operational guides and toolkits more widely accessible, especially to slum and informal settlement communities involved in participatory implementation projects.

Advocacy

10. **Explore ways to expand local participation in global and regional advocacy events.** Local partners interviewed during the country visit affirmed the effectiveness of global events such as WUF and regional events such as the PSUP regional meetings and capacity building workshops. UN-Habitat should explore ways in which their participation can be expanded.
11. **Ensure reporting on Advocacy and Communication Management Strategy.** UN-Habitat headquarters and ROAf should ensure the COs complete the section on Advocacy and Communication Management Strategy

Policy Advice

12. **Strengthen evidence-based policy advice.** Ensure relevance and improve data and evidence-based knowledge products for strengthened policy advice. Where appropriate facilitate south-to-south and peer-to-peer learning and exchange opportunities
13. **Draw on international experience to strengthen policy advice.** UN-Habitat and ROAf should draw on international and regional experience to help anticipate possible consequences of new policies or programmes. UN-Habitat has extensive experience on, for example, the impacts of different kinds of housing interventions on land prices, the accessibility of different kinds of programmes to low income populations, or the investment behaviour of households at different economic levels. UN-Habitat should exploit this important knowledge management function.

Cross, cutting issues and poverty reduction

14. **Ensure relevance and consistency of cross-cutting issues with national and local priorities and needs.** While projects are generally expected to address one or more of the four cross-cutting issues — human rights, gender equality, youth and climate change — it is also imperative to ensure their relevance and consistency of cross-cutting issues with national and local priorities and needs.
15. **Raise awareness on support offered by UN-Habitat headquarters.** In addition to ensuring that COs complete the relevant section in the projects, UN-Habitat headquarters should ensure that COs are aware of the support provided by the Gender Equality Unit (GEU).
16. **Strengthen poverty reduction impact monitoring.** UN-Habitat should develop a rigorous system of poverty impact monitoring, with a comprehensive framework of key poverty and vulnerability indicators, and that includes baseline data collection and a systematic method for quantitative and qualitative data collection, analysis and interpretation thereafter.

Capacity Development

- 17. Follow up on technical assistance and capacity building support.** While the immediate impact of the technical assistance and capacity building activities was attested to by national and local partners and stakeholders, there was a request that this should be followed up, e.g., through refresher courses. UN-Habitat should therefore explore how to monitor and follow up on the beneficiaries and results of technical assistance and capacity building activities.
- 18. Adopt a cascading capacity building approach.** In order to facilitate wider benefit sharing of the technical assistance and capacity building activities, UN-Habitat should adopt a cascading capacity building model in which the trained then train others.

Implementation support

- 19. Strengthen and expand operational implementation support at the local level.** The Zambia CO Projects Coordinator has been directly involved in on-the-ground technical implementation support, which has been highly beneficial and greatly appreciated by especially grassroots organizations and local communities. UN-Habitat should look into ways of strengthening and expanding such support.
- 20. Ensure full documentation of implementation experiences.** Many important lessons from successful implementation projects are often not learned due to lack of documentation. A basic monitoring and documentation should be budgeted and included in all implementation projects.
- 21. Incorporate a sustainability strategy into all implementation projects.** Implementation initiative should seek to include a strategy to maximize the likelihood that successful projects will be sustained, replicated or scale-up up. This will frequently involve coordination with government or donor agencies during the project design stage.

Monitoring and Evaluation (M&E) Systems

- 22. Ensure capacity of the CO to implement Results-Based Management (RBM).** UN-Habitat headquarters should ensure that COs have adequate capacity to implement RBM, by conducting training where possible, so as to strengthen quality reporting and ensure consistent reflection of outputs and results, as well as timeliness and transparency in the use of funds.
- 23. Ensure resources to monitor all activities.** Monitoring should be a requirement for CO activities, and the program budget should always include the necessary resources. Monitor is required both as a standard management practice and also because many activities are developing and testing models that it is hoped that government or other partners will replicate on a larger scale. This requires that all interventions are well documented and assessed.
- 24. Enforce compliance to PAAS reporting.** To ensure PAAS achieves its objective of strengthening project and programme coherence, alignment and results focus, and providing a management information system that ensures timely access to up-to-date and accurate project and financial data, UN-Habitat should ensure COs complete all sections of the Project Document templates and comply with PAAS reporting requirements. A system to ensure this has reportedly been put in place, but review of recently uploaded project documents shows that some are still incomplete.
- 25. Introduce systems analysis.** A recent development in the international development field is the recognition that all programmes, including housing, operate in complex systems with multiple actors – often with different objectives and methods of operation¹⁵¹. UN-Habitat, as the lead UN agency on housing and urban development research and policy should consider how to incorporate complexity and systems thinking into its research and evaluation work. Mexico, because of its high level of research capacity, could be considered as a pilot country for exploring ways to incorporate a complexity focus.

Sustainability

26. Ensure a sustainability strategy and plan for all programmes and projects. Almost all activities should include a plan to maximize the potential to continue to deliver benefits over time. This will require, among other things, a strategy to build sustainability into how the project is designed and implemented and also a plan to continue to monitor the sustainability after the CO's direct intervention is ended.

Value added

27. Strengthen UN-Habitat's value added. The Housing Approach should serve as a vehicle for UN-Habitat to refocus its role as the UN agency mandated to promote adequate housing for all and sustainable urbanization; strengthen and expand its expertise in housing; and regain its lost prominence and status as the leading value adding global housing agency, which many believe it has lost over the evaluation period.

28. Create value-adding partnerships. A number of the partners and stakeholders cited housing finance as a major determining factor housing

adequacy and affordability which UN-Habitat was not supporting countries to address through it normative or technical assistance activities. UN-Habitat should therefore consider providing normative and operational support in pro-poor housing finance reform and innovation. In this regard, it should consider forging a strategic partnership with the Centre for Affordable Housing Finance in Africa (CAHF), an independent think tank with mission of making Africa's housing finance markets work.¹⁵²

Regional Office Support and Collaboration

29. Promote RO support and collaboration. ROs should continue cooperating on regional and global programmes and projects as this increases the added value of Housing Approach interventions by harnessing wider expertise and experience. Formal channels for cross-regional learning should be strengthened and institutionalized, and the learning and good practices should be made readily available to COs in the different regions.



An overview of Mathare slum, Nairobi, Kenya © UN-Habitat/Julius Mwelu

¹⁵¹ See, for example, Bamberger, M., et al. (2016) Dealing with Complexity in Development Evaluation: A Practical Approach

¹⁵² Interview with Ms Kecia Rust, Executive Director, CAHF on 30 March 2020.

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ANNEX 1: ADEQUATE HOUSING CRITERIA

Criterion	Description
Security of tenure:	Housing is not adequate if its occupants do not have a degree of tenure security which guarantees legal protection against forced evictions, harassment and other threats.
Availability of services, materials, facilities and infrastructure:	Housing is not adequate if its occupants do not have safe drinking water, adequate sanitation, energy for cooking, heating, lighting, food storage or refuse disposal.
Affordability:	Housing is not adequate if its cost threatens or compromises the occupants' enjoyment of other human rights.
Habitability:	Housing is not adequate if it does not guarantee physical safety or provide adequate space, as well as protection against the cold, damp, heat, rain, wind, other threats to health and structural hazards.
Accessibility:	Housing is not adequate if the specific needs of disadvantaged and marginalized groups are not taken into account.
Location:	Housing is not adequate if it is cut off from employment opportunities, health-care services, schools, childcare centres and other social facilities, or if located in polluted or dangerous areas.
Cultural adequacy:	Housing is not adequate if it does not respect and take into account the expression of cultural identity.

ANNEX 2: FOCUS AREAS – MTSIP 2008-2013 AND STRATEGIC PLAN 2014-2019

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

ANNEX 3: EVALUATION QUESTIONS

1. What has been the main effects and impacts of UN-Habitat's Housing Approach in promoting adequate and affordable housing, and reducing urban poverty?
2. In what way has the Housing Approach contributed to access to land and housing; influenced national land and housing policies, strategies, capacity development, programmes, and resource allocation to address adequate and affordable housing needs and to promote sustainable urbanization?
3. What kind of changes to beneficiaries has resulted from UN-Habitat's Housing Approach, in regard to security of tenure to urban poor and slum dwellers?
4. To what extent were the comparative advantages of UN-Habitat applied in design and implementation to achieve maximum impacts?
5. To what extent has the UN-Habitat Housing Approach contributed to realization of human rights in housing policies and actions?
6. To what extent were other inequalities and crossing cutting issues of gender inequality, youth and climate change reduced and impacted by the UN-Habitat Housing Approach?
7. To what extent is the housing approach supporting governments and civil society and bringing changes in Slum improvement and prevention?
8. To what extent is the Housing Approach coherent and informed by the Sustainable Development Goals (SDGs) and New Urban Agenda (NUA); and complement housing approaches of other development partners?
9. Assess the added value of Sida funding and to what extent is the Housing Approach consistent with the policies and priorities of Sida?
10. What are unintended changes and impacts that were brought by the Housing Approach?
11. What is the likelihood of sustainability transformational changes at national and local levels brought about by UN-Habitat Housing Approach?

ANNEX 4: HOUSING APPROACH IN THE NEW URBAN AGENDA (NUA)

Housing is at the centre of transformative commitments for sustainable development in the New Urban Agenda (NUA). Specifically, paragraphs 105-111 emphasize:

Paragraph 105 emphasizes fostering the progressive realization of the right to adequate housing as a component of the right to an adequate standard of living; developing and implementing housing policies at all levels and ensuring coherence among national, subnational and local development strategies, land policies and supply.

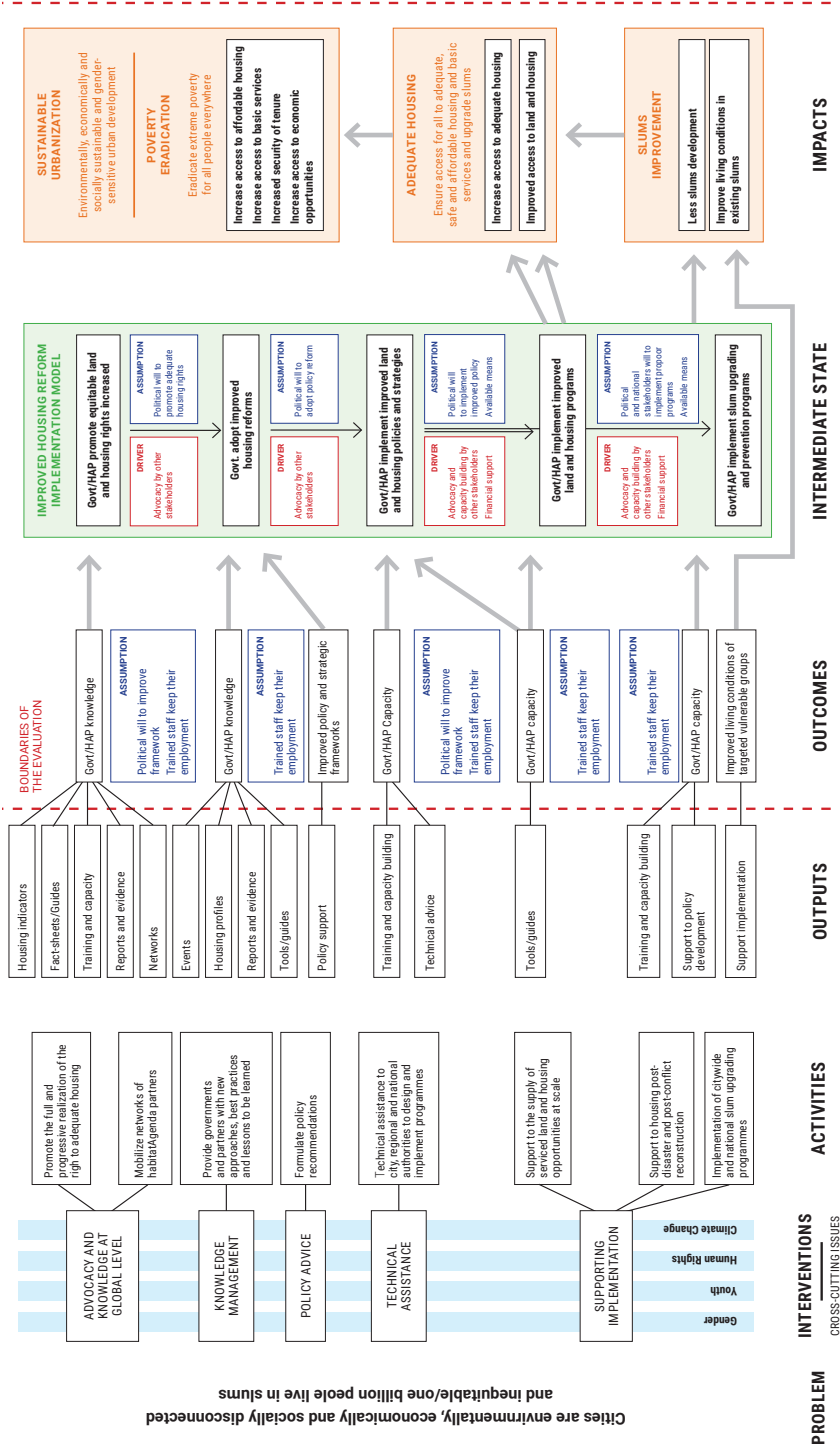
Paragraph 106 is on housing policies based on the principles of social inclusion, economic effectiveness and environmental protection. Use of Public resources for affordable and sustainable housing, would be supported and development of policies, tools, mechanisms and financing models that promote access to a wide range of affordable, sustainable housing options would be encouraged.

Paragraph 107 encourages the development of policies, tools, mechanisms and financing models that promote access to a wide range of affordable, sustainable housing options, including rental and other tenure options, in order to improve the supply of housing, especially for low-income groups.

Paragraph 109 encourages increased allocations of financial and human resources, as appropriate for the slum upgrading, prevention of slums and informal settlements, with strategies that go beyond physical and environmental improvements to ensure that slums and informal settlements are integrated into social, economic, cultural and political dimensions of cities.

In paragraph 111 Member States pledged to promote the development of adequate and enforceable regulations in the housing sector, including resilient building codes, standards, land use; and to promote analysis of housing supply and demand based on high-quality, timely and reliable data at the national, subnational and local levels, taking into account social, economic, environmental and cultural dimensions.

ANNEX 5: UN-HABITAT HOUSING APPROACH THEORY OF CHANGE



STRATEGY
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 reversal of the current trend of uncontrolled slum proliferation.
Supports governments and local authorities to respond positively to the opportunities and challenges of urbanization by providing normative or policy advice and technical assistance

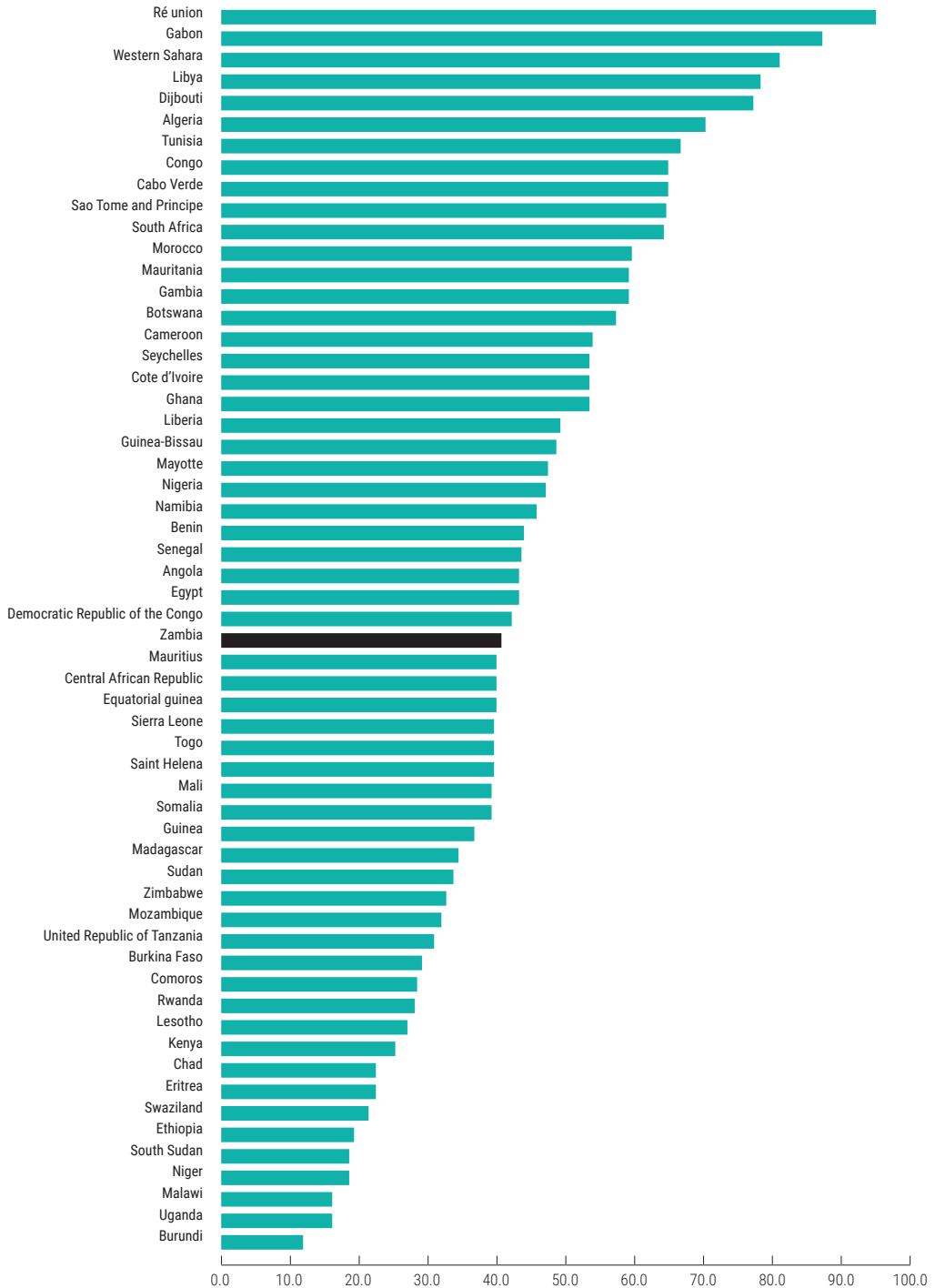
ANNEX 6: COUNTRY OFFICE PROGRAMME/PROJECT PORTFOLIO CONSISTENCY WITH THE HOUSING APPROACH

Region	Countries
Africa	Angola, Botswana, Cape Verde, Chad, Democratic Republic of Congo, Djibouti, Eritrea, Ghana, Kenya, Lesotho, Liberia, Mali, Mauritania, Mozambique, Namibia, Nigeria, Senegal, Somalia, South Sudan, Sudan, Uganda, Zambia, Zimbabwe
Arab States	Egypt, Iraq, Jordan, Lebanon, Libya, Palestine, Saudi Arabia
Asia and the Pacific	Afghanistan, Bangladesh, Cambodia, Mongolia, Myanmar, Nepal, Pakistan, Philippines, Sri Lanka, Tuvalu, Vietnam
Latin America and the Caribbean	Bolivia, Chile, Colombia, Cuba, El Salvador, Guyana, Haiti, Mexico
Europe	Georgia, North Macedonia, Serbia



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ANNEX 7: SHARE OF URBAN POPULATION FOR SELECTED AFRICAN COUNTRIES (PERCENT), 2014



ANNEX 8: ZAMBIA COUNTRY VISIT PARTNER QUESTIONNAIRE/INTERVIEW GUIDE

Mandate/Mission

- 1) What is the mandate/mission of your organization (with respect to housing and/or poverty reduction)?
- 2) When (in which year) did you first engage/partner with UN-Habitat?
- 3) What is the basis /purpose/objective of the partnership with UN-Habitat?
- 4a) How effective is your engagement/partnership with UN-Habitat in terms of achieving specific (housing) objective(s)?

No opinion	Not at all effective	Only slightly effective	Moderately effective	Very Effective	Extremely effective
(0)	(1)	(2)	(3)	(4)	(5)

- 4b) Please explain your response.
- 5) What, if any, have been the main outcomes of your engagement/partnership with UN-Habitat?¹⁵³
- 6) What, if any, have been the main impact(s) of the engagement/partnership with UN-Habitat?
- 7) How, if at all, can the engagement/partnership be improved in order to achieve better results?

Views/Perceptions of UN-Habitat and the Housing Approach

- 10a) To what extent are you familiar with UN-Habitat's Housing Approach?
- 10b) Please explain your response (e.g., what do you know about UN-Habitat's Housing Approach?).

No opinion	Not at all	To a small extent	To a moderate extent	To a great extent	To a very great extent
(0)	(1)	(2)	(3)	(4)	(5)

Relevance

- 8a) To what extent does UN-Habitat's Housing Approach complement your own organization's approach (to housing and/or poverty reduction)?

No opinion	Not at all	To a small extent	To a moderate extent	To a great extent	To a very great extent
(0)	(1)	(2)	(3)	(4)	(5)

- 8b) Please explain your response.
- 9a) How relevant is UN-Habitat's Housing Approach to national development priorities –especially with regard to access to adequate housing?

No opinion	Not at all relevant	Only slightly relevant	Moderately relevant	Very relevant	Extremely relevant
(0)	(1)	(2)	(3)	(4)	(5)

¹⁵⁴ This includes engagement/partnership in which other stakeholders are involved.

Effectiveness

11a) How effective has UN-Habitat been in its convening role (e.g., the World Urban Forum)?

11b) Please explain your response.

No opinion	Not at all relevant	Only slightly relevant	Moderately relevant	Very relevant	Extremely relevant
(0)	(1)	(2)	(3)	(4)	(5)

12a) How effective has UN-Habitat been in its knowledge broker role (e.g., publications, toolkits, etc.)?

12b) Please explain your response.

No opinion	Not at all effective	Only slightly effective	Moderately effective	Very Effective	Extremely effective
(0)	(1)	(2)	(3)	(4)	(5)

13a) How effective has UN-Habitat been in its advocacy role?

13b) Please explain your response.

No opinion	Not at all effective	Only slightly effective	Moderately effective	Very Effective	Extremely effective
(0)	(1)	(2)	(3)	(4)	(5)

14a) How effective has UN-Habitat been in its partnership broker role?

14b) Please explain your response.

No opinion	Not at all effective	Only slightly effective	Moderately effective	Very Effective	Extremely effective
(0)	(1)	(2)	(3)	(4)	(5)

14a) How effective has UN-Habitat been in its technical cooperation/capacity building role?

14b) Please explain your response.

No opinion	Not at all effective	Only slightly effective	Moderately effective	Very Effective	Extremely effective
(0)	(1)	(2)	(3)	(4)	(5)

14a) How effective has UN-Habitat been in its implementing partner role?

14b) Please explain your response.

No opinion	Not at all effective	Only slightly effective	Moderately effective	Very Effective	Extremely effective
(0)	(1)	(2)	(3)	(4)	(5)

Comparative advantage / added value

15) What is the comparative advantage / added value of UN-Habitat and the Housing Approach in addressing adequate housing challenges through the Housing Approach?

16a) To what extent has UN-Habitat's comparative advantage / added value (including in partnerships) enabled achievement of greater impact(s)?

16b) Please explain your response.

No opinion	Not at all	To a small extent	To a moderate extent	To a great extent	To a very great extent
(0)	(1)	(2)	(3)	(4)	(5)

17) How are the comparative advantages of the UN-Habitat approach combined with those of partners and stakeholders?

.....

Impact at National level:

18a) In your opinion, has UN-Habitat contributed to a better understanding of the global adequate and affordable housing challenge and of ways in which it can be addressed?

18b) Please explain your response.

No opinion	Not at all	To a small extent	To a moderate extent	To a great extent	To a very great extent
(0)	(1)	(2)	(3)	(4)	(5)

19a) In your opinion, has the Housing Approach contributed to political commitment on adequate housing at national level?

19b) Please explain your response (e.g., in what way has it done so?).

No opinion	Not at all	To a small extent	To a moderate extent	To a great extent	To a very great extent
(0)	(1)	(2)	(3)	(4)	(5)

20a) In your opinion, has the Housing Approach contributed to improved national housing policy, and strategy frameworks?

20b) Please explain your response (e.g., in what way has it done so?).

No opinion	Not at all	To a small extent	To a moderate extent	To a great extent	To a very great extent
(0)	(1)	(2)	(3)	(4)	(5)

21a) In your opinion, have UN-Habitat's Housing Approach national activities contributed to improved knowledge and capacities at global, regional and country/local level?

21b) Please explain your response (e.g., in what way has it done so?).

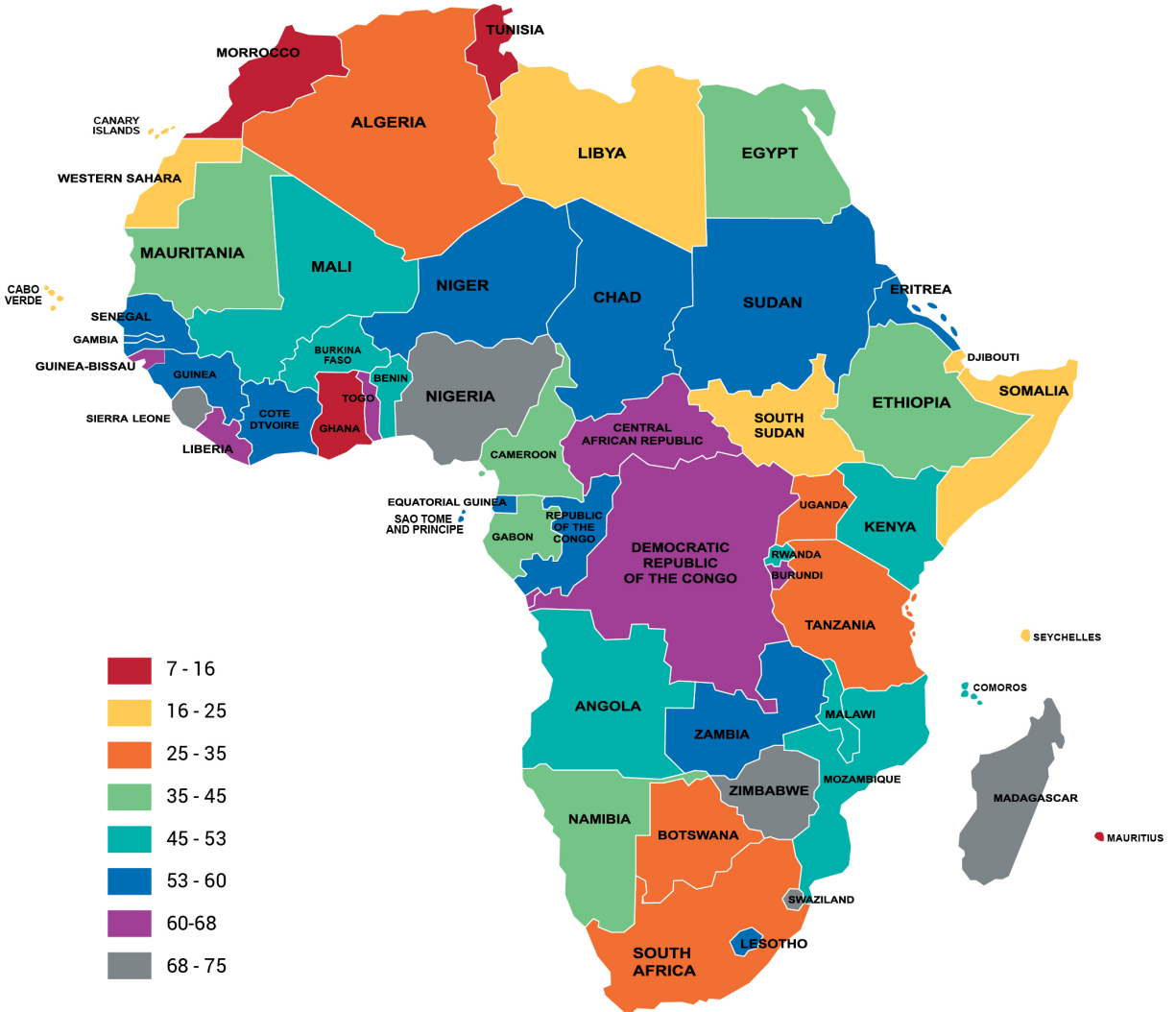
No opinion	Not at all	To a small extent	To a moderate extent	To a great extent	To a very great extent
(0)	(1)	(2)	(3)	(4)	(5)

Sustainability:

- 22a) In your opinion, to what extent are the transformational changes at global level brought about by UN-Habitat Housing Approach sustainable? (political commitment, housing framework)
- 22b) Please explain your response (e.g., in what way has it done so?).

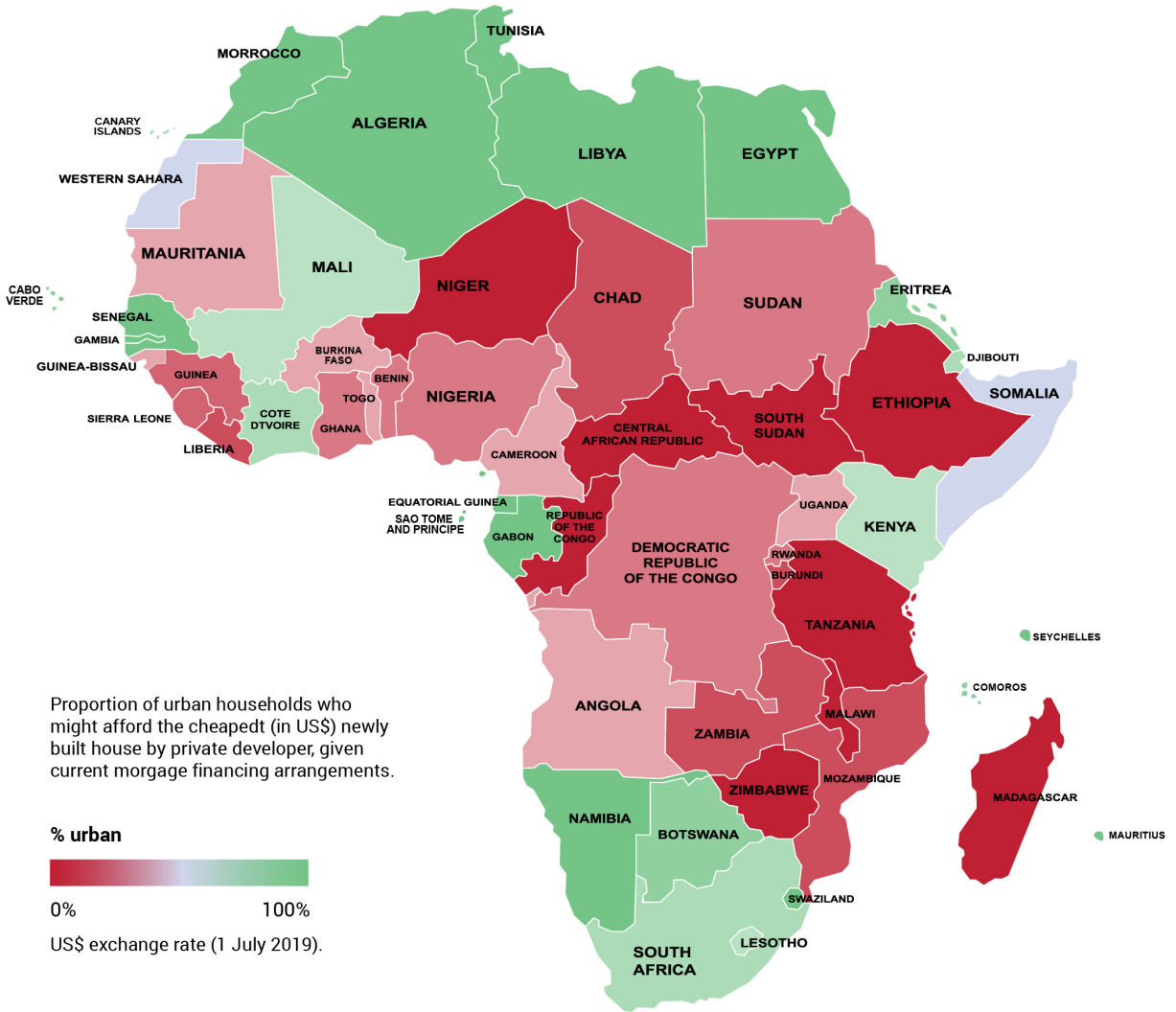
No opinion	Not at all	To a small extent	To a moderate extent	To a great extent	To a very great extent
(0)	(1)	(2)	(3)	(4)	(5)

ANNEX 9: POPULATION BELOW POVERTY LINE



Source: IndexMundi⁵⁴

ANNEX 10: PERCENT URBAN HOUSEHOLDS THAT CAN AFFORD A US\$ 8,040 HOUSE (2019)



Source: <http://housingfinanceafrica.org/documents/the-cheapest-house-in-africa-in-2019/>

ANNEX 11: NOTABLE PROGRAMMES AND PRACTICES IN HOUSING AND LAND DELIVERY

Algeria. The Algerian State committed itself to improving the living conditions of its people. Over the past five decades, the State has built more than 5 million housing units. The occupancy rate thus fell from seven persons per unit in 1977 to five persons in 2013. Hence, "precarious" dwelling units house only 4 per cent of the urban population. Those units are being provided through upgrading and construction of alternative housing. Two million new units have been planned for the period 2015–2019.

Egypt. In Egypt, the Social Fund for Development supports local development through providing SMEs with necessary funding, and by offering training and technical support; and provides business incubator services. Furthermore, it supports public works programmes. During 2011–2013, the Fund financed about 49,000 small enterprises and 449,000 micro enterprises, and granted 45,000 permanent licenses to different projects.

Ethiopia. Since 2006, the Integrated Housing Development Programme introduced in Ethiopia and funded through government bonds has led to the construction of more than 396,000 condominium housing units of various sizes. The programme cost reached US\$ 153 million by 2011. Building materials and equipment were exempted from taxes, a decision that helped increase the supply of affordable housing units and reduce their cost substantially, thus making them affordable to an appreciable percentage of low-income groups.

Morocco. Morocco has developed several programmes to improve access to adequate housing: 51 out of 85 townships and urban centres were declared slum-free between 2004 and 2014. Thus, about 306,000 households saw their living conditions improve. Construction of new housing units reduced the estimated deficit of 1.24 million units in 2002 by half in 2013. The target for 2016 is to reduce it to 400,000 (i.e. about one third). Since 2010, 736 contracts have been signed to deliver 1.26 million social housing units and by 2014, 366,000 units were under construction.

Rwanda. The Kigali City Master Plan was adopted in 2013 and it is integrated with the Land Administration Information System. At the local level, all 30 districts in Rwanda prepared Local Development Plans. With the operationalization of One-Stop Centres in all 30 districts, and the introduction of Geographic Information System- and web-based planning and construction permitting efficiency and transparency, urban development and management have increased substantially. Also, the percentage of people living in slums dropped from 90 per cent in 2007 to 63 per cent in 2011 as a result of the legalization process that boosted a private land and real estate market, combined with the adoption and enforcement of urban planning documents.

South Africa. Between 1994 and 2014, the Government of South Africa spent about R125 billion (US\$ 8.87 billion) on human settlements development, and R16 billion (US\$1.14 billion) on other infrastructure projects for redeveloping human settlements. The Government, together with the private sector, has delivered 5,677,614 formal houses since 1994, and over 3.7 million were subsidized houses for low-income households, enabling 12.5 million people to access secure accommodation. The housing market has since increased from R321 billion to R4,036 billion between 1994 and 2014. Between 2004 and 2008, banks invested R53.1 billion in housing finance loans through the Financial Services Charter, and R42.9 billion in 2009 to the benefit of almost 2 million families. The Government has spent R125 billion on human settlements development and R16 billion on infrastructure. Home ownership remains the priority and 353,666 rental units in previous government ownership were transferred into ownership of tenants. Overall, about 56 per cent of all subsidies were allocated to women-headed households.

The above are some indicators of the success of the South African housing programmes. However, these programmes have been criticized for the poor quality construction, space being very small, for lack of integration into larger policy frameworks, and continued dominance of low income house developments at the periphery of major urban centres. Housing has also not been used effectively to pursue social integration.

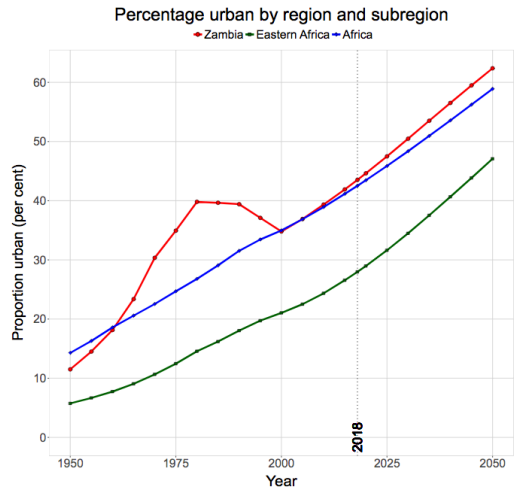
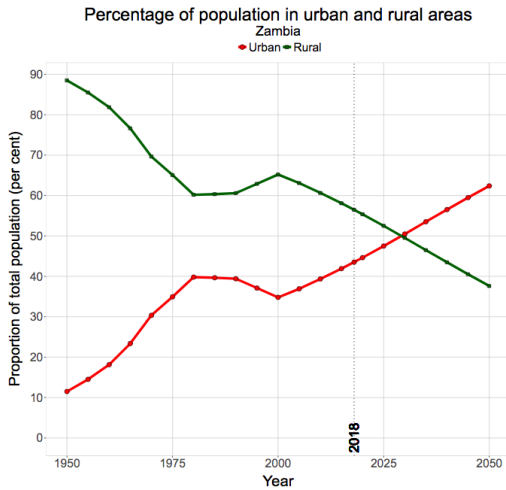
ANNEX 12: CRITERIA DEFINING SLUMS, INFORMAL SETTLEMENTS AND INADEQUATE HOUSING

Criterion	Slums	Informal Settlements	Inadequate Housing
Access to water	X	X	X
Access to sanitation	X	X	X
Sufficient living area, overcrowding	X		X
Structural quality durability and location	X	X	X
Security of tenure	X	X	X
Affordability			X
Accessibility			X
Cultural adequacy			X

Source: SDG Indicators - Target 11.1¹⁵⁵

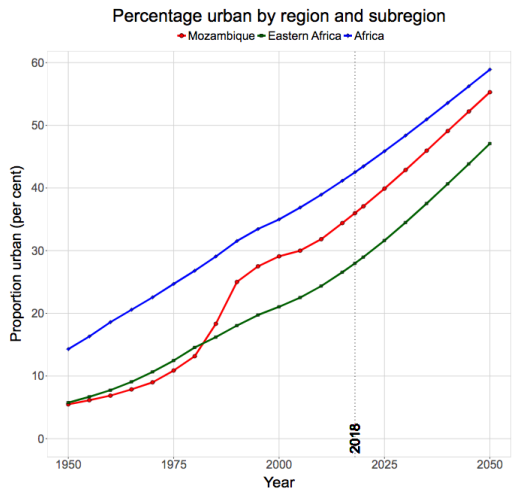
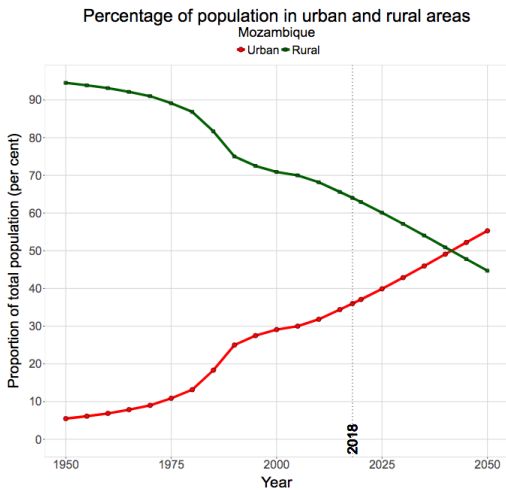
ANNEX 13: COMPARATIVE URBAN POPULATION GROWTH RATES – ZAMBIA, MOZAMBIQUE, SOMALIA

Zambia



Source: 2018 United Nations DESA¹⁵⁶

Mozambique

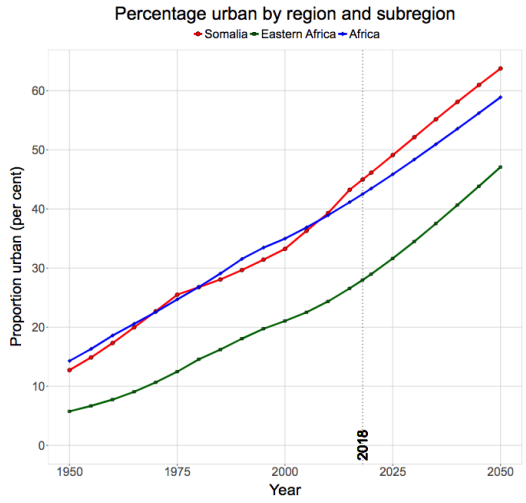
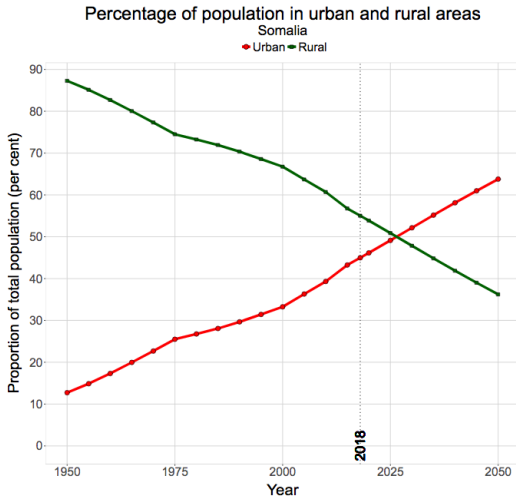


Source: 2018 United Nations DESA¹⁵⁷

156 <https://population.un.org/wup/Country-Profiles/Plots/Zambia/ProportionUrbanRegion.svg>

157 <https://population.un.org/wup/Country-Profiles/Plots/Mozambique/ProportionUrbanRegion.svg>

Somalia



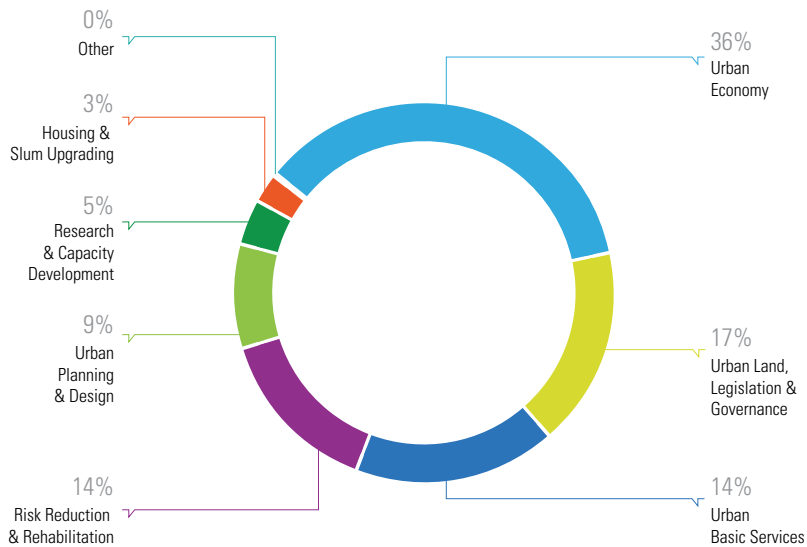
Source: 2018 United Nations DESA¹⁵⁸

ANNEX 14: ZAMBIA HOUSING-RELATED LAWS

The Town and Country Planning Act, 1962 and Amendment, 1997	Dating from before Independence, the Act, along with the Local Government (Urban Building and Drainage) Regulations of 1968, provides a framework for planning and control of development in the main cities and towns. It requires planning authorities to prepare development plans every five years, control development and land subdivision, and gives them powers to enforce their decisions subject to appeals. It sets out regulations to govern the nature of development. The 1962 Act was amended in the 1997 Amendment Act to preparing structure plans All cities and towns have delegated powers.
The Lands Acquisition Act, 1970	This act enables any land to be acquired by the President. It gives the President the power to acquire any land in the public interest by compulsory acquisition. Holders of affected land can appeal against the decision and on the compensation to be paid. If paid, compensation is to be calculated at ruling market prices. This has often made it difficult for the government, which has insufficient funds, to acquire large tracts of prime land for development purposes.
The National Housing Authority Act, 1971	The Act is intended to make better provisions for the development and control of housing throughout the country. It also provides for the establishment of the National Housing Authority (NHA) and its membership ;and also specifies its powers and duties. The Act gives the NHA the sole responsibility for managing housing in Zambia. The Act has been effectively used to implement government housing programmes such as the Presidential Housing Initiative. Working in collaboration with Local Authorities the NHA has used its mandate to build a number of low and medium cost houses in several towns. The Act also allows the NHA to enter into Public Private Partnerships (PPPs) for housing developments..
The Rent Act, 1972	The Rent Act sets regulations on renting and makes provision for restricting rent increases. It sets standard monthly rents at 1.25% of the cost of construction plus market value of the land. The maximum advance chargeable is two months. The Act prohibits anyone lining in a Statutory or Improvement Area from dealing in real property except at prices determined by the council.
Housing (Statutory and Improvement Areas) Act, 1975	The Act provides for the control and improvement of housing – statutory housing areas and improvement areas – and is considered the principal legislative document on upgrading regulations; it also provides for the issuance of certificates of title and occupancy licenses, which give security of tenure. The Act however precludes the application of certain other laws to areas of its jurisdiction – specifically The Town and Country Planning Act; The Land Survey Act; The Lands and Deeds Registry Act; and The Rent Act.
Local Government Act, No. 22 of 1991	The Act provides for the administrative structure in different types of local authorities, the establishment and the constitution of Councils, standing and occasional committees and management boards. The Act also describes the functions of local councils and the administrative requirements to carry out those functions. The imposition of levies, fees and other charges are also covered.
The Lands Act, 1995	The Act recognises two land tenure classifications: state lands and customary lands, and vests ownership of all land in the President on behalf of the people. The Act allows the President to alienate land vested in him to any Zambian or non-Zambian under specific circumstances, which is then referred to as leasehold tenure; but the President cannot alienate any land held under customary tenure without first consulting and getting the approval of the Chief and the local authority The Act also sets out conditions for transferring customary land into leasehold titles. Leasehold tenure may be granted for a maximum period of 99 years, with the possibility of extension.
The Urban and Regional Planning Act, 2015	The Act repealed the Town and Country Planning Act, 1962, and the Housing (Statutory and Improvement Areas) Act, 1975; The Act provides a framework for administering and managing urban and regional planning in Zambia by providing for development, planning and administration principles, standards and requirements for urban and regional planning processes and systems. It also establishes a democratic, accountable, transparent, participatory and inclusive process for urban and regional planning that allows broad based participation of; communities, private sector, interest groups and other stakeholders in the planning, implementation and operation of human settlement development.

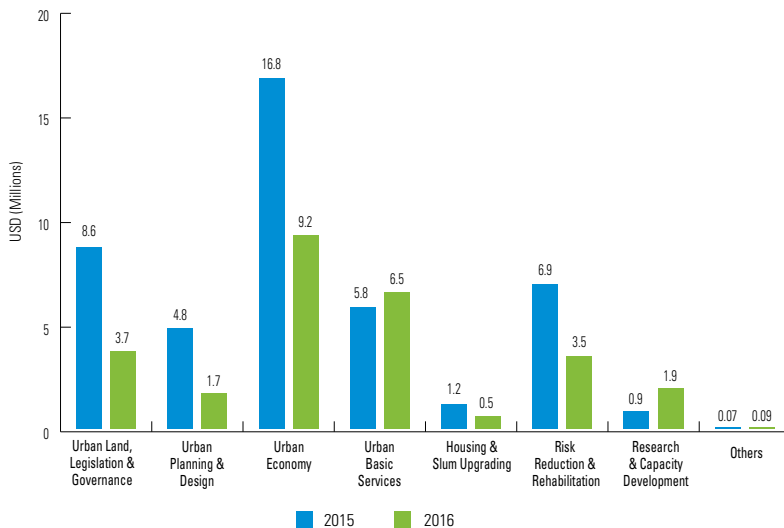
ANNEX 15: AFRICA REGION – THEMATIC DISTRIBUTION AND BREAKDOWN OF PORTFOLIO 2015-2016

Thematic Distribution of Portfolio 2015-2016



Source: UN-Habitat Global Activities Report 2017

Thematic Breakdown of Portfolio 2015-2016



Source: UN-Habitat Global Activities Report 2017

ANNEX 16: AFRICA REGION – THEMATIC DISTRIBUTION AND BREAKDOWN OF PORTFOLIO 2015-2016

Phase	PSUP I (2008-11)	PSUP II (2012-2016)	PSUP III (2017-2021)
Phase 1 (participatory urban profiling)	18 ACP countries	9 ACP countries	40 ACP countries served through a menu of services (country packages) aiming at guiding 10 cities to scaled up participatory slum upgrading targeting 50% of the slum population
Phase 2 (citywide strategy with inclusive policies, legislation and resource mobilization strategies)	12 African countries	19 ACP countries	
Phase 3 (community-driven quick-win projects with community organization, participatory planning)		12 African countries: 9 cities implementing quick-win projects and Community Managed Funds	
Knowledge, capacity learning and exchange	30 ACP Countries and 120 cities	35 ACP Countries and 160 cities	All interested ACP countries with focus on 40 ACP countries served through menu of services (country packages)
Global policy dialogue	Targeted all 50 PSUP countries represented by 200 delegates	All 79 countries were invited - 50 ACP countries attended the tripartite conference in Kigali in September 2013	All 79 ACP countries are targeted in two international conferences that will lead to declarations endorsed by participating countries

Source: Participatory Slum Upgrading Programme PSUP III: Inception Report

ANNEX 17: ZAMBIA COUNTRY PROGRAMMES/ PROJECTS IN PAAS

Project Title	Project Start Date	Project End Date	PAG Value
All Projects			
1. Strengthening Urban Planning Capacity in Lusaka, Zambia	01-Jan-13	31-Mar-20	100,000
2. Technical Assistance for African Water Operators through Water Operators Partnerships	01-Nov-13	31-Mar-20	1,000,000
3. Building Flood Risk Reduction Capacity in Lusaka City, Zambia	01-Jan-14	31-Mar-20	365,000
4. Supporting the Formulation of a National Urbanisation Policy for Zambia	01-Jan-16	31-Jul-20	301,400
5. Promoting Human Security through Sustainable Resettlement in Zambia	01-Mar-17	31-Mar-20	210,000
6. Global Land Tool Network GLTN Phase 3 programme 2019-2023	01-Jan-19	31-Dec-23	45,000,000
7. Strengthening capacities for reducing urban vulnerability and building resilience in southern Africa	01-Jan-19	28-Feb-21	500,000
Housing and Slum Upgrading			
1. Building Flood Risk Reduction Capacity in Lusaka City, Zambia	01-Jan-14	31-Mar-20	365,000
Risk Reduction and Rehabilitation			
1. Building Flood Risk Reduction Capacity in Lusaka City, Zambia	01-Jan-14	31-Mar-20	365,000
Urban Land Legislation & Governance			
1. Global Land Tool Network GLTN Phase 3 programme 2019-2023	01-Jan-19	31-Dec-23	45,000,000
Urban Planning and Design			
1. Strengthening Urban Planning Capacity in Lusaka, Zambia	01-Jan-13	31-Mar-20	100,000
2. Building Flood Risk Reduction Capacity in Lusaka City, Zambia	01-Jan-14	31-Mar-20	365,000
3. Supporting the Formulation of a National Urbanisation Policy for Zambia	01-Jan-16	31-Jul-20	301,400
4. Promoting Human Security through Sustainable Resettlement in Zambia	01-Mar-17	31-Mar-20	210,000
5. Strengthening capacities for reducing urban vulnerability and building resilience in southern Africa	01-Jan-19	28-Feb-21	500,000
Urban Basic Services			
1. Technical Assistance for African Water Operators through Water Operators Partnerships	01-Nov-13	31-Mar-20	1,000,000
2. Promoting Human Security through Sustainable Resettlement in Zambia	01-Mar-17	31-Mar-20	210,000

Source: PAAS

ANNEX 18: PROPOSED UN-HABITAT'S INTERVENTIONS (2016-2020)

UNDAF	Proposed UN-Habitat's Interventions (2016-2020)			Corresponding Focus Areas of the UN-Habitat Strategic Plan 2014 - 2019*
Result Areas	Outcomes	Pillar(s)	Intended Projects	
Prosperity	Outcome 2: Poor people benefit Prosperity equitably from sustainable economic transformation	Sustainable Urbanisation Disaster Risk Reduction and Climate Change Adaptation Secure Land Tenure and affordable housing	Development of City Wide Development strategies for cities in Nacala corridor and a possible upscale to other municipalities with the municipalities of Tete, Nacala, Nampula and ANAMM)	FA1, FA2, FA3
			Development of a National Urban Policy	All
			Spatial-Economic integration of Maratane refugee camp (Nampula) province into the greater Nampula area, focussing amongst others on the improvement of agricultural and non-agricultural value chains (in cooperation with WFP and UNHCR)	FA2, FA3
			Fostering the national dialogue on urban development, by supporting the preparation of National Urban Fora, the elaboration of the Maputo Declaration	FA2, FA3, FA7
			Capacity development programme on urban FA7 management and development, targeting both technical staff, city leaders, provincial and central government staff, in close collaboration with ANAMM	FA7
			A project around Secure Land Tenure	FA1, FA2, FA3
			City Prosperity Index (CPI) for 9 cities based on the Central Government's classification (Big, Medium and Small Cities for North, Centre and South Region of the country)	FA1, FA2, FA3, FA7

UNDAF	Proposed UN-Habitat's Interventions (2016-2020)			Corresponding Focus Areas of the UN-Habitat Strategic Plan 2014 - 2019*
Result Areas	Outcomes	Pillar(s)	Intended Projects	
People	<p>Outcome 6: People equitably access and use quality health, water and sanitation services</p> <p>Outcome 7: Adolescents and youth actively engaged in decisions that affect their lives, health, well-being and development opportunities</p>	<p>Sustainable Urbanisation</p> <p>Disaster Risk Reduction and Climate Change Adaptation</p> <p>Secure Land Tenure and affordable housing</p>	<p>Spatial Economic development strategies for rapid growing cities and the rural areas around the city, for example</p>	FA2, FA3
			<p>Quelimane Housing Policy and Housing Sector Profile: FAS support the ministry of Public Works, Housing and Water Resources to improve and elaborate Mozambique's housing policy, paying special attention to housing financing_ A joint project with the Housing and Slum Upgrading Branch_</p>	FA5
			<p>Follow up to Participatory Slum Upgrading Programme in Narnpula by 31/12/2016 the current programme finishes_ Anew programme will need to be developed.</p>	FA5
			<p>Training programme for urban management FA7 and urban development with ANAMM, the association for municipalities.</p>	FA7
			<p>Fast Track Cities Initiative (FTCI). provide the technical assistance to the consultants in developing the FTCI' technical implementation strategy integrating the spatial analysis of HIV/ AIDS within urban areas (Matola, Maputo and Xai-Xai)</p>	FA1, FA2
			<p>Public Spaces for Children_ improving the quality of public space for children's use and giving equal opportunity to girls and boys to be heard about matters affecting their daily lives and influencing decisions about their city and strengthening children safety.</p>	FA1, FA2

UNDAF	Proposed UN-Habitat's Interventions (2016-2020)			Corresponding Focus Areas of the UN-Habitat Strategic Plan 2014 - 2019*
Result Areas	Outcomes	Pillar(s)	Intended Projects	
Planet	Outcome 10: Communities are more resilient to the impact of climate change and disasters	Sustainable Urbanisation Disaster Risk Reduction and Climate Change Adaptation	School Reconstruction and Safer Schools: programmes in cooperation with MINEDI 1, World Bank and UNICEF around the development of school buildings that can withstand common hazards. Programmes include training of municipal staff, constructors, piloting and mainstreaming of rules and regulation into national legislation. In the same line a programme around safer hospitals could be developed with the Canadian Embassy	FA1, FA6
			Development of an urban resilience programme targeting capacity Wilding and pilot projects.	FA1, FA2, FA6
			Mainstreaming actions to improve resilience in urban areas through scale up of the CityRAP Tool to ether Morambicari cities and through cooperation with other donors, such as PRODEM and the Swedish Cooperation.	FA1, FA2, FA6
			Urban Resilience tool kit: Promoting urban resilience through urban development and smart interventions (at city level, not at the scale of individual buildings) in collaboration with MITADER and ANAMM	FA2, FA6

ANNEX 19: MOZAMBIQUE COUNTRY PROGRAMMES/ PROJECTS IN PAAS

Project Title	Start Date	End Date	PAG Value
Housing and Slum Upgrading			
1. Financing for Resilient and Green Urban Global Solutions	01-Jan-14	31-Mar-20	365,000
2. Implementing Habitat Country Programme in Mozambique	01-Aug-17	31-Dec-21	126,000
3. Supporting School Disaster Prevention & BBB Reconstruction Phase II	08-Oct-18	31-Dec-21	167,558
Risk Reduction and Rehabilitation			
1. Supporting Innovative Local Mitigation Interventions for Reducing Vulnerability to Floods and Cyclones in Mozambique	01-Oct-08	31-Dec-11	458,195
2. Joint Programme - Disaster Risk Reduction and Emergency Preparedness	01-Jan-14	31-Mar-20	365,000
3. Regional Multi-Sectoral DRR Assistance Programme For Southern Africa (UN-Habitat Basic Infrastructure , Shelter and Urban Risk Assistance)	01-Jan-13	31-Mar-20	769,238
4. Support the Establishment of a Technical Centre for Disaster Risk Reduction and Climate Change Adaptation for Southern Africa (DIMSUR)	01-Jul-13	31-Mar-20	810,000
5. Regional Multi-Sectoral DRR Assistance Programme For Southern Africa (UN-Habitat Basic Infrastructure , Shelter and Urban Risk Assistance)	15-Jul-13	31-Mar-20	99,600
6. Disaster Risk Reduction through Safe and Child Friendly Schools in Hazard Prone Areas of Nampula and Zambézia Provinces, Mozambique	25-Apr-14	31-Mar-20	96,000
7. Achieving Sustainable Reduction of Risks through Consolidation of Multi-Hazards Architectural DRR Solutions and Physical Planning in Madagascar, Malawi and Mozambique.	15-Aug-14	31-Mar-20	985,669
8. Achieving Sustainable Reduction of Risks through Consolidation of Multi-Hazards Architectural DRR Solutions and Physical Planning in Madagascar, Malawi and Mozambique. (ECFA Funding)	15-Aug-14	31-Mar-20	985,669
9. Developing an alternative and affordable flood resilient model house design for the cities of Pemba and Quelimane, Mozambique	01-Apr-15	31-Mar-20	500,000
10. Achieving Sustainable Reduction of Risks through Consolidation of Multi-Hazards Architectural DRR Solutions and Physical Planning in Madagascar, Malawi and Mozambique. (IOM Funding)	15-Aug-14	31-Mar-21	43,000
11. Community based Building-Back-Better reconstruction: Improving school and children's resilience in Zambézia province, Mozambique	01-Jan-16	31-Mar-20	700,000
12. Making Cities Sustainable and Resilient	21-Apr-16	31-Dec-20	2,500,000
13. UN-Habitat's Contribution to the Urban Africa Resilience Knowledge (Urban ARK) Initiative	15-Apr-16	14-Jun-21	3,318,584
14. Building urban climate resilience in south-eastern Africa - Madagascar, Malawi, Mozambique and Union of Comoros	03-Apr-17	31-Mar-20	80,000
15. Implementing Habitat Country Programme in Mozambique	01-Aug-17	31-Dec-21	126,000
16. 2nd Phase of the City Resilience Profiling Programme	01-Nov-17	27-Dec-20	250,000
17. Supporting School Disaster Prevention & BBB Reconstruction Phase II	08-Oct-18	31-Dec-21	167,558
18. Emergency Response to Cyclone Idai Crisis Mozambique (Beira)	15-Mar-19	31-Dec-20	60,000
19. Education Cannot Wait (ECW) in cyclone and flood-affected communities in Mozambique	20-Aug-19	19-Aug-21	756,105
20. Promoting Resilient Recovery of Housing and Infrastructures in Communities Affected by Cyclones in Mozambique	11-Sep-19	31-Jan-21	150,000

Project Title	Start Date	End Date	PAG Value
Urban Economy			
1. Achieving Sustainable Urban Development Priorities (Urban Economy Branch-5694)	31-Dec-10	30-Jun-15	251,990
2. Empowering Urban Women Entrepreneurs Through Housing Development and Land Ownership in Ethiopia and Mozambique	01-Apr-08	31-Dec-12	158,805
3. Empowering Urban Women Entrepreneurs through Housing Development and Land Ownership in Ethiopia and Mozambique	01-Apr-08	31-Dec-12	622,796
4. Achieving Sustainable Urban Development in Mozambique - Phase I and II	05-Oct-12	31-Dec-15	1,903,750
Urban Land Legislation & Governance			
1. Joint Programme - Support to Decentralization & Integrated Local Development Mozambique	01-Jun-08	31-Dec-12	603,212
2. Achieving Sustainable Urban Development in Mozambique - Phase I and II	05-Oct-12	31-Dec-15	1,903,750
3. Joint Programme - Support to Decentralization & Integrated Local Development Mozambique	01-Jan-19	31-Dec-23	45,000,000
4. Identification of best practices, policies and enabling legislation in the local delivery of basic urban services	01-Nov-11	15-Jul-19	3,404,000
5. Joint Programme - Support to Decentralization & Integrated Local Development	01-Nov-11	31-Mar-20	132,801
6. Implementing Habitat Country Programme in Mozambique	01-Aug-17	31-Dec-21	126,000
Urban Planning and Design			
1. Slum Upgrading and City Development Strategy for Nampula City (Mozambique)	01-Mar-09	31-Dec-12	50,000
2. Supporting Local Mitigation Interventions for Reducing Vulnerabilities to Cyclones and Earthquakes in Nampula and Manica, Mozambique	01-Sep-10	30-Nov-11	338,226
3. Achieving Sustainable Urban Development in Mozambique - Phase I and II	05-Oct-12	31-Dec-15	1,903,750
4. Capacity Building for The Local Participatory Planning, Budgeting and Gender Mainstreaming Programme, And Support For LDC Participants And The Celebrations Held In Vancouver For The Third World Urban Forum (WUF 3)	01-Jan-13	31-Mar-20	100,000
5. Joint Programme on Environment Mainstreaming and Adaptation to Climate Change - Mozambique	01-Jan-16	31-Jul-20	301,400
6. Sustainable Urban Planning and Development Programme in Mozambique	01-Jan-08	31-Mar-20	1,372,372
7. Developing Guidelines on School Safety and Resilient School Building Codes, Mozambique	01-Aug-12	31-Mar-20	185,735
8. Regional Multi-Sectoral DRR Assistance Programme For Southern Africa (UN-Habitat Basic Infrastructure , Shelter and Urban Risk Assistance)	01-Jan-13	31-Mar-20	769,238
9. Support the Establishment of a Technical Centre for Disaster Risk Reduction and Climate Change Adaptation for Southern Africa (DIMSUR)	01-Jul-13	31-Mar-20	810,000
10. Regional Multi-Sectoral DRR Assistance Programme For Southern Africa (UN-Habitat Basic Infrastructure , Shelter and Urban Risk Assistance)	15-Jul-13	31-Mar-20	99,600
11. Achieving Sustainable Reduction of Risks through Consolidation of Multi-Hazards Architectural DRR Solutions and Physical Planning in Madagascar, Malawi and Mozambique.	15-Aug-14	31-Mar-20	985,669
12. Achieving Sustainable Reduction of Risks through Consolidation of Multi-Hazards Architectural DRR Solutions and Physical Planning in Madagascar, Malawi and Mozambique. (ECFA Funding)	15-Aug-14	31-Mar-20	985,669
13. Enhancing the Planning Capacities of Cities in the Nacala Corridor (Nampula, Tete and Nacala)	15-Oct-15	30-Sep-19	501,446

Project Title	Start Date	End Date	PAG Value
14. Achieving Sustainable Reduction of Risks through Consolidation of Multi-Hazards Architectural DRR Solutions and Physical Planning in Madagascar, Malawi and Mozambique. (IOM Funding)	15-Aug-14	31-Mar-21	43,000
15. UN-Habitat's Contribution to the Urban Africa Resilience Knowledge (Urban ARK) Initiative	01-Nov-16	31-Mar-20	61,050
16. Strengthening urban climate resilience in northern Mozambique through participatory approach	01-Nov-16	31-Mar-20	107,847
17. Building urban climate resilience in south-eastern Africa - Madagascar, Malawi, Mozambique and Union of Comoros	03-Apr-17	31-Mar-20	80,000
18. Enhancing Self-Reliance in a Protracted Refugee Situation (Maratane Refugee Camp, Mozambique)	12-Dec-16	24-Apr-20	275,400
19. Implementing Habitat Country Programme in Mozambique	01-Aug-17	31-Dec-21	126,000
20. Child friendly cities in Mozambique	01-Dec-16	31-Mar-20	268,570
21. Emergency resilient recovery project for the northern and central Mozambique	07-Jun-17	30-Jun-21	998,398
22. Supporting School Disaster Prevention & BBB Reconstruction Phase II	08-Oct-18	31-Dec-21	167,558
23. Strengthening capacities for reducing urban vulnerability and building resilience in southern Africa	01-Jan-19	30-Jun-21	500,000
24. Supporting the implementation of the New Urban Agenda through National and Subnational Urban Policies: Burkina Faso, Senegal and Mozambique	01-Jan-19	08-Jul-21	550,000
Urban Basic Services			
1. Sustainable Urban Planning and Development Programme in Mozambique	01-Jan-12	31-Mar-20	200,000
2. Financing for Resilient and Green Urban Global Solutions	21-Apr-16	31-Dec-20	2,500,000
3. Enhancing Self-Reliance in a Protracted Refugee Situation (Maratane Refugee Camp, Mozambique)	12-Dec-16	24-Apr-20	275,400
4. Implementing Habitat Country Programme in Mozambique	01-Aug-17	31-Dec-21	126,000
Training and Capacity Development			
1. Strengthening capacities for reducing urban vulnerability and building resilience in southern Africa	01-Jan-19	28-Feb-21	500,000

ANNEX 20: SOMALIA COUNTRY PROGRAMMES/ PROJECTS IN PAAS

Project Title	Start Date	End Date	PAG Value
Housing and Slum Upgrading			
1. Low Cost Community Based Sludge Management services in Mogadishu IDP Camps	30-May-13	31-Dec-13	140,662
2. Un Joint Programme on Local Governance and Decentralised Service Delivery	01-Sep-07	31-Mar-20	2,673,337
3. Halabokad Permanent Shelter and Social Infra-structure	02-Feb-11	31-May-16	169,908
4. Ayaha III Shelter and Settlement Construction	01-Mar-12	31-Mar-20	2,212,711
5. Shelter Provision, Reintegration And Improved Livelihoods For Returnees And IDPs In 3 Towns In Somaliland	03-Jun-13	31-Mar-20	3,200,000
6. Somalia Strengthening Institutions for Public Works Project (SSIPWP), Project RAJO	01-Jun-18	31-Jan-21	400,000
Risk Reduction and Rehabilitation			
1. Improvement of Living Conditions of IDPs in Jowhar and Baidoa, Somalia	01-Jan-08	30-Jun-11	2,275,780
2. UN Joint Programme on Local Governance and Decentralized Service Delivery	15-Mar-10	31-Mar-11	600,000
3. Tawakal IDP Community Shelter Planning and Basic Sanitary Facilities	01-Feb-11	31-Dec-12	1,500,000
4. Integration of long-term IDPs into the host community in Bosaso	01-Mar-12	31-Mar-20	2,000,000
5. IDP Settlement mapping, planning and physical improvement of IDP settlement areas in Mogadishu, Somalia	01-Jun-12	28-Feb-18	405,672
6. Integration of long-term IDPs into the host community in Bossaso- additional 150 housing units supplementary funding by CHF	01-Dec-12	30-Nov-18	448,552
7. Hargeisa Urban Water Supply Upgrading Project (HUWSUP)	01-Jan-13	05-Apr-21	19,500,000
8. Bossaso Port and Roads Infrastructure Upgrading Puntland State of Somalia	01-Jul-12	31-Mar-20	2,943,458
9. Continuation of Shelter infrastructure development and Integration of Long Term IDPs into the Host Community in Bosaaso	30-Apr-13	31-Mar-20	2,000,000
10. Shelter Provision, Reintegration And Improved Livelihoods For Returnees And IDPs In 3 Towns In Somaliland	03-Jun-13	31-Mar-20	3,200,000
11. Support to Construction of Teacher Training Institute (TTI) in Hargeisa, Somaliland	15-Jun-14	31-Mar-20	80,785
12. Design, Construction and Connection of Hora Hadley Well Field and Transmission facilities (via Geed Deeble) and Small Water Distribution System in Dar es Salaam Village	10-Aug-14	31-Mar-20	8,608,000
13. Midnimo II (Unity) "Support for the Attainment of Durable Solutions in Areas Impacted by Displacement and Returns in Galmudug and Hirshabelle States	01-Jan-19	14-Jun-21	472,500
14. Security on the Move: Everyday security of IDPs in rapidly growing Somali Cities	24-Jan-18	31-Mar-20	32,510
Urban Basic Services			
1. Low Cost Community Based Sludge Management services in Mogadishu IDP Camps	30-May-13	31-Dec-13	140,662
2. Hargeisa Urban Water Supply Upgrading Project (HUWSUP)	01-Jan-13	05-Apr-21	19,500,000
3. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II)-DFID	01-Jan-13	31-Dec-25	3,930,047
4. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) _SIDA	01-Jan-13	30-Jun-24	3,994,698
5. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) _EC	01-Jan-13	30-Jun-24	1,620,468

Project Title	Start Date	End Date	PAG Value
6. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II)-DANIDA	01-Jan-13	31-Dec-25	956,940
7. Improving Urban Water Service Delivery in Somaliland targeting Burao, Erigavo, Tag Wajaale and Boroma towns	01-May-13	31-Mar-20	306,128
8. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) _SDC funding	01-Jan-13	30-Jun-24	1,410,608
9. Design, Construction and Connection of Hora Hadley Well Field and Transmission facilities (via Geed Deeble) and Small Water Distribution System in Dar es Salaam Village	10-Aug-14	31-Mar-20	8,608,000
10. Development and Pilot Implementation of an Environmental Management System (EMS) at UN Support Office in Somalia (UNSOS)	01-Oct-16	31-Dec-20	2,293,674
11. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) _ECII	01-Jan-17	30-Jun-24	189,242
12. Rental Subsidy-Innovative Solutions for Internally Displaced in Mogadishu	01-Apr-17	30-Jun-20	4,454,136
13. Joint Programme on Local Governance and Decentralized Service Delivery, UN - JPLG III (Phase III) 2018	01-Jul-18	30-Jun-24	23,381,471
Urban Economy			
1. UN Joint Programme on Local Governance and Decentralized Service	02-Jun-09	31-Mar-11	596,706
2. UN Joint Programme on Local Governance and Decentralized Service Delivery	01-Oct-09	31-Mar-20	2,432,608
3. Sustainable Employment Creation and Improved Livelihoods for Vulnerable Urban Communities in Mogadishu.	01-Oct-11	31-Mar-20	4,580,815
4. Hargeisa Urban Water Supply Upgrading Project (HUWSUP)	01-Jan-13	05-Apr-21	19,500,000
5. Shelter Provision, Reintegration And Improved Livelihoods For Returnees And IDPs In 3 Towns In Somaliland	03-Jun-13	31-Mar-20	3,200,000
6. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II)-DFID	01-Jan-13	31-Dec-25	3,930,047
7. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) _SIDA	01-Jan-13	30-Jun-24	3,994,698
8. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) _EC	01-Jan-13	30-Jun-24	1,620,468
9. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II)-DANIDA	01-Jan-13	31-Dec-25	956,940
10. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) _SDC funding	01-Jan-13	30-Jun-24	1,410,608
11. Design, Construction and Connection of Hora Hadley Well Field and Transmission facilities (via Geed Deeble) and Small Water Distribution System in Dar es Salaam Village	10-Aug-14	31-Mar-20	8,608,000
12. Job creation through public market rehabilitation in Mogadishu	01-Dec-14	31-Mar-20	653,100
13. Federal Government of Somalia and United Nations Joint Programme on Youth Employment	29-Sep-15	31-Dec-20	1,467,568
14. Job creation through public market rehabilitation in Mogadishu. (Italy Funding)	01-Dec-15	31-Mar-20	329,700
15. Vocational Skills Training for Economic Growth in Urban Areas in South Central Somalia	01-Mar-16	31-Jan-21	1,109,524
16. Development and Pilot Implementation of an Environmental Management System (EMS) at UN Support Office in Somalia (UNSOS)	01-Oct-16	31-Dec-20	2,293,674
17. Daldhis (Build Your Country) - An integrated approach to re-establish the State-Citizen link in Jubbaland and South West State of Somalia.	01-Jan-17	31-Aug-20	711,000
18. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) _ECII	01-Jan-17	30-Jun-24	189,242
19. Rental Subsidy-Innovative Solutions for Internally Displaced in Mogadishu	01-Apr-17	30-Jun-20	4,454,136
20. Youth Political Empowerment: enabling Somali young women and men to meaningfully engage in governance, peacebuilding and reconciliation efforts	01-Feb-18	28-Feb-21	1,999,899

Project Title	Start Date	End Date	PAG Value
21. Somalia Strengthening Institutions for Public Works Project (SSIPWP), Project RAJO	01-Jun-18	31-Jan-21	400,000
22. Innovative durable solutions for IDPs and returnees in Mogadishu	23-Dec-16	05-Apr-21	4,962,026
23. Youth Empowerment for Urban Development 2017-2018	23-May-17	31-Mar-20	630,000
Urban Land Legislation & Governance			
1. UN Joint Programme on Local Governance and Decentralised Service Delivery	25-Jan-11	27-Mar-19	563,111
2. UN Joint Programme on Local Governance and Decentralised Service Delivery	01-Jan-11	31-Mar-20	1,862,288
3. UN Joint Programme On Local Governance and Decentralized Service Delivery JPLG	01-Jan-00	31-Mar-20	1,239,575
4. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) _Norway	01-Jan-13	31-Dec-24	987,285
5. Midnimo (Unity) - Support for the Attainment of Durable Solutions in Areas Impacted by Displacement and Returns in Jubaland and South West States	01-Jan-17	31-Aug-20	1,850,000
6. Rental Subsidy-Innovative Solutions for Internally Displaced in Mogadishu	01-Apr-17	30-Jun-20	4,454,136
7. Youth Political Empowerment: enabling Somali young women and men to meaningfully engage in governance, peacebuilding and reconciliation efforts	01-Feb-18	28-Feb-21	1,999,899
8. Joint Programme on Local Governance and Decentralized Service Delivery, UN - JPLG III (Phase III) 2018	01-Jul-18	30-Jun-24	23,381,471
9. Stabilization Support in Fragile Areas of Somalia	01-Jun-18	31-Dec-18	2,364,852
10. Midnimo II (Unity) "Support for the Attainment of Durable Solutions in Areas Impacted by Displacement and Returns in Galmudug and Hirshabelle States	01-Jan-19	14-Jun-21	472,500
11. Dhulka Nabaada (Land of Peace): Land Reform in Somalia	14-Dec-18	31-Dec-21	597,681
Urban Planning and Design			
1. UN Joint Programme on Local Governance and Decentralized Service Delivery	04-May-09	30-Sep-17	2,582,897
2. Support to Benadir Regional Administration's Central Department of Urban Planning	01-Jan-13	31-Mar-20	209,720
3. Shelter Provision, Reintegration And Improved Livelihoods For Returnees And IDPs In 3 Towns In Somaliland	03-Jun-13	31-Mar-20	3,200,000
4. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II)-DFID	01-Jan-13	31-Dec-25	3,930,047
5. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) _SIDA	01-Jan-13	30-Jun-24	3,994,698
6. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) _EC	01-Jan-13	30-Jun-24	1,620,468
7. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II)-DANIDA	01-Jan-13	31-Dec-25	956,940
8. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) _SDC funding	01-Jan-13	30-Jun-24	1,410,608
9. Daldhis (Build Your Country) - An integrated approach to re-establish the State-Citizen link in Jubaland and South West State of Somalia.	01-Jan-17	31-Aug-20	711,000
10. Joint Programme on Local Governance and Decentralised Service Delivery, UN-JPLG (Phase II) _ECII	01-Jan-17	30-Jun-24	189,242
11. Midnimo (Unity) - Support for the Attainment of Durable Solutions in Areas Impacted by Displacement and Returns in Jubaland and South West States	01-Jan-17	31-Aug-20	1,850,000
12. Support the efforts of the UN-Habitat Global Programme on Public Space	01-Jun-16	31-Dec-21	12,400,000
13. Midnimo II (Unity) Support for the Attainment of Durable Solutions in Areas Impacted by Displacement and Returns in Galmudug and Hirshabelle States	01-Jan-19	14-Jun-21	472,500

ANNEX 21: HOUSING POLICY, STRATEGY, AND OPERATIONAL INITIATIVES AND INTERVENTIONS SUPPORTED BY UN-HABITAT

National Housing Sector profile	National Housing Policy		Housing policy implementation strategy	Public Local Housing Program(s)	Public National Housing Program	Regulatory frameworks, codes and standards for construction?	Slum upgrading and prevention policies or strategies at national level	Slum upgrading and prevention policies or strategies at local level	Local PSUP projects	Other supported operational interventions			
Angola													
completed	developed	adopted	developed	developed	developed	developed	adopted	developed	adopted	developed	adopted	implemented	implemented
Currently being supported	Currently being supported					Under National Urban Policy							
Cape Verde													
completed	developed	adopted	developed	developed	developed	developed	adopted	developed	adopted	developed	adopted	implemented	implemented
✓ 2019	✓ 2019	✓ in progress	✓ in progress	✓ in progress	✓ in progress	✓ 2012	✓ 2012	✓ 2017	✓ (not achieved)	✓ 2017	✓ (not achieved)	In progress in 5 cities	
								Under PSUP		Under PSUP			
Ethiopia													
completed	developed	adopted	developed	developed	developed	developed	adopted	developed	adopted	developed	adopted	implemented	implemented
✓ 2018	✓ in progress		✓ in progress	✓ in progress	✓ in p progress	✓ in progress	✓ in progress	✓ in progress	✓ in progress	✓ in progress	✓ in progress		
	Under Support to Urban Development & Construction Sector Plan 2013-2022		Under Support to Urban Development & Construction Sector Plan 2013-2022	Under 'Support to Hawassa City Structural Plan preparation		Under support to Hawassa and Bahir Dar City Structural Plans preparation.	Under support to Hawassa and Bahir Dar City Structural Plans preparation.						
Mozambique													
completed	developed	adopted	developed	developed	developed	developed	adopted	developed	adopted	developed	adopted	implemented	implemented
✓ in progress	✓ 2011	✓ 2011	✓ in progress					✓ 2010	✓ 2010			Yes	Yes
Awaiting final official approval for adoption			Updated document supported by UN-Habitat in 2018, soon to be adopted						May soon be updated with support of UN-Habitat				
Zambia													
completed	developed	adopted	developed	developed	developed	developed	adopted	developed	adopted	developed	adopted	implemented	implemented
	✓ before 2008	✓ in progress	not applicable	✓ (not achieved)	✓ in progress	✓ before 2008	✓ before 2008	✓ in progress	✓ in progress	✓ in progress	✓ in progress		
	Developed before 2008 but now being revised	revised one			Mostly institutional e.g. police etc	Regulatory frameworks but no country based codes and standards.						Under Formulation	DRR, Security of tenure, Housing for IDPs

ANNEX 22: AFRICA REGION COUNTRY OFFICE QUESTIONNAIRE RESPONSES

Part 1. Housing Approach relevance

How would you rate the relevance of the UN-Habitat Housing Approach to:	Zambia	Mozambique	Angola	Cabo Verde	Ethiopia
National government priorities and approaches	High	High	High	High	High
Local government priorities and approaches	High	High	Low	Moderate	High
Country partners priorities and approaches (INGOs, IFIs, development agencies, other UN agencies,...)	High	High	None	Low	High
Private sector priorities and approaches	Moderate	Low	None	None	Moderate
Local teaching institutions (e.g. universities, research institutions, etc.), experts (academia, journalist, ...) views	Moderate	High	None	None	High
NGO / INGO priorities and approaches	Moderate	High	Moderate	Low	High
Housing sector situation (housing deficit, inadequacy, policies and programs shortcomings, ...)	Moderate	High	High	High	High
Low income population needs	High	High	High	High	High
Slum dwellers needs	High	High	High	High	High
Middle income households needs	High	Moderate	Moderate	None	High

Rating: High / Moderate / Low / None

Part 2. Value added of UN-Habitat

How would you rate the acknowledged added value of UN-Habitat to address adequate housing issues at your country level:	Zambia	Mozambique	Angola	Cabo Verde	Ethiopia
Expertise in advocating on adequate housing issues at global level	Moderate	High	High	High	Moderate
Expertise in supporting housing policy, legal and constitutional reforms (i.e. providing policy advice)	High	High	High	High	Moderate
Expertise on the adaptation of global frameworks (SDG, NUA, ...) to the country level	High	High	High	High	Moderate
Expertise on the adaptation of global frameworks (SDG, NUA, ...) to the local level	High	Low	Moderate	High	Moderate
Expertise in the management of knowledge related to housing (e.g. best practices, evidence-based reports, ...)	Moderate	High	High	High	Moderate
Expertise in building capacities of national governments and partners (technical assistance and trainings)	Moderate	High	High	Moderate	Moderate
Expertise in building capacities of local governments (i.e. technical assistance and trainings)	Moderate	High	Low	Moderate	Moderate
Expertise on the development and implementation of housing strategies and programs at national level	Moderate	High		Moderate	Moderate
Expertise on the development and implementation of housing strategies and programs at local level	Moderate	High	None	Moderate	Moderate
Expertise in supporting dialogue among country housing sector stakeholders	High	High	High	High	High
Expertise in facilitating dialogue between country and international housing sector stakeholders	Moderate	High	Low	High	High
Expertise in advocating on housing rights at country level	Moderate	High	High	High	Moderate
Expertise in promoting alternatives to forced evictions	Moderate	Moderate	Moderate	Moderate	Moderate
Expertise in economy-related housing issues (e.g. employment, construction, loans, ...)	Moderate	Low	High	Moderate	Moderate
Expertise in land-related housing issues	High	High	High	Moderate	Moderate
Expertise in slum upgrading and prevention strategies and interventions	High	High	Moderate	High	Moderate
Expertise in post-crisis interventions	Low	High	None	Not relevant	Moderate
Expertise in new housing production (i.e. support construction programmes/projects)	Moderate	High	None	Moderate	Low
Expertise in links between housing and poverty	High	High	High	Moderate	Moderate

Rating: High / Moderate / Low / None / Not relevant

Part 3. Most significant outcomes of the Housing Approach

3.1 Which kinds of intervention (max. 3) have had the greater impact toward political commitment to the realization of adequate housing rights for all in your country?	Zambia	Mozambique	Angola	Cabo Verde	Ethiopia
Advocacy at global level (promotion of the realization of the right to adequate housing and of alternatives to forced evictions)					
Production of evidence-based reports and technical guides at global level			✓		✓
Mobilization of networks at global level					
Organization of events at global level (e.g. WUFs, Habitat III meetings, ...)	✓		✓		
Advocacy at country level (promotion of the realization of the right to adequate housing)					
Production of knowledge on country housing sector (e.g., national urban profiles, national/urban housing profiles)	✓			✓	✓
Provision of knowledge on adequate housing (e.g. innovation, best practices, lessons learned, ..)		✓			
Dialogue between country housing stakeholders			✓	✓	✓
Technical assistance and capacity building	✓	✓		✓	
Demonstration through pilot housing project implementation		✓			
3.2 Which kinds of intervention (max. 3) have had the greatest impact toward improved housing frameworks in your country?					
Advocacy at global level (promotion of the realization of the right to adequate housing and of alternatives to forced evictions)					
Production of evidence-based reports and technical guides at global level			✓		
Mobilization of networks at global level					
Organization of events at global level (e.g. WUFs, Habitat III meetings, ...)	✓	✓			
Advocacy at national/local level (promotion of the realization of the right to adequate housing)	✓				✓
Production of knowledge on local housing sector		✓		✓	
Provision of knowledge on adequate housing (e.g. innovation, best practices, lessons learned, ..)		✓	✓	✓	
Mobilization of networks (e.g., National Housing Committees)/Dialogue between country housing stakeholder			✓		✓
Policy advice (e.g. recommendations and support on housing framework reforms)	✓		✓	✓	✓

(Continued)

3.3 Which kinds of intervention (max. 3) have had the greater direct impact toward increased access to adequate housing in your country?	Zambia	Mozambique	Angola	Cabo Verde	Ethiopia
Retrofit, rehabilitation or reconstruction of housing damaged by conflict or disasters.		✓			
Slum upgrading interventions		✓		✓	
New housing units construction		✓	✓		✓
Technical assistance to cities to design and implement strategies			✓		
Technical assistance to national authorities to design and implement strategies	✓			✓	✓
Support the improvement of building codes and others housing regulatory frameworks			✓	✓	
Support to INGOs, NGOS or CBOs initiatives	✓				
Technical assistance to cities to design and implement programmes/projects					
Technical assistance to national authorities to design and implement programmes/projects					

Part 4. Most significant impacts of the Housing Approach

4.1 Since 2008, what have been the most significant impacts brought by UN-Habitat on adequate housing issues?	Zambia	Mozambique	Angola	Cabo Verde	Ethiopia
Knowledge has been produced and shared on the country housing sector.		✓	✓	✓	✓
Government is now promoting equitable access to adequate housing for all,		✓		✓	
Government adopted improved national housing legal and regulatory frameworks,	✓	✓		✓	
Government has implemented pro-poor land and housing programmes/projects					
Government expenditures on social or community housing has raised,					
External development assistance for housing has raised,		✓			
The provision of adequate housing opportunities at scale has raised,					
Government has implemented slum prevention and upgrading policies,				✓	
Local authorities have implemented city-wide slum prevention and upgrading policies,	✓			✓	
The living conditions in several existing slums have improved,					
The proportion of the urban population living in slums has reduced,					
The number of slum dwellers has reduced,					
The access to land and housing and increased,					
The number of forced evictions has reduced,					
The adequate housing options have diversified,	✓	✓			
The access to adequate housing has improved for all.				✓	

(Continued)

4.2 Since 2008, what have been the most significant impacts brought by UN-Habitat on poverty reduction?	Zambia	Mozambique	Angola	Cabo Verde	Ethiopia
The access to affordable housing has increased for all.		✓			
The security of tenure for low-income households has improved.					
The access to basic services for low-income households has improved					
The access to economic opportunities for low-income households has improved					
The access to adequate housing for female headed households has improved					
The access to adequate housing for youth has improved					
The proportion of the population that receive public housing assistance have raised		✓			
The social inclusion and integration at city-wide scale is improved		✓			
The spatial inequality at city-wide scale is reduced					
4.3 What have been the most easily achievable impacts for UN-Habitat in terms of adequate housing in your country?					
Production and sharing of knowledge on the country housing sector.	Very easy	Easy	Neutral	Easy	
Government promotion of equitable access to adequate housing for all,	Easy		Difficult	Easy	
Government adoption of improved national housing legal and regulatory framework,	Easy	Difficult	Difficult	Easy	
Government implementation of pro-poor land and housing programmes/projects,	Easy	Neutral	Difficult	Neutral	
Government implementation of slum prevention and upgrading policies,	Neutral	Difficult	Neutral	Very difficult	
Local authorities implementation of city-wide slum prevention and upgrading policies,	Neutral	Very difficult	Difficult	Very difficult	
Provision of adequate housing to crisis affected population	Easy		Unintended Impact	Neutral	
Improvement of living conditions in several existing slums,	Easy	Very difficult	Very difficult	Neutral	

Rating: Very easy / Easy / Neutral / Difficult / Very difficult / Unintended impact

Part 5. Impact Monitoring

5.1 To what extent are the following existing systems relevant to assess the realization of adequate housing rights at your country level?	Zambia	Mozambique	Angola	Cabo Verde	Ethiopia
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Systems

SDG	Highly relevant	Highly relevant	Highly relevant	Moderately relevant	Highly relevant
National statistical data	Moderately relevant	Highly relevant	Highly relevant	Highly relevant	Highly relevant
Local urban observatory	Poorly relevant	Poorly relevant	Poorly relevant	Not relevant at all	Highly relevant
UN-Habitat Housing programme/project databases	Highly relevant	Moderately relevant		Highly relevant	Highly relevant
Universal Periodic Review / Special Rapporteur on adequate housing reports	Moderately relevant	Poorly relevant	Not relevant at all	Moderately relevant	Highly relevant
UN-Habitat report on housing at country level	(specify) Moderately relevant			Highly relevant	Highly relevant
Other report on housing at regional level	(specify) Moderately relevant	Highly relevant			Highly relevant

5.2 To what extent are the following existing systems relevant to assess the impact of UN-Habitat on adequate housing at your country level?

Systems

SDG	Highly relevant	Highly relevant	Highly relevant	Highly relevant	Highly relevant
National statistical data	Poorly relevant	Moderately relevant	Highly relevant	Highly relevant	Moderately relevant
Local urban observatory	Poorly relevant	Not relevant at all	Poorly relevant	Not relevant at all	Highly relevant
UN-Habitat Housing programme/project databases	Moderately relevant	Highly relevant		Highly relevant	Highly relevant
UN-Habitat Housing programme/project reports and evaluation	Moderately relevant	Highly relevant		Highly relevant	Highly relevant
Universal Periodic Review / Special Rapporteur on adequate housing reports	Poorly relevant	Poorly relevant	Not relevant at all	Moderately relevant	Highly relevant
UN-Habitat report on housing at country level	Highly relevant	Highly relevant		Highly relevant	
Other report on housing at regional level	Poorly relevant				

Rating: Highly relevant / Moderately relevant / Poorly relevant / Not relevant at all

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