



UN-Habitat Support to Sustainable Urban Development in Kenya

Report on Capacity Building for County Governments under the Kenya Municipal Programme

Volume 2: Kilifi, Kitui and Mombasa counties

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Volume 2: Kilifi, Kitui and Mombasa counties

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Volume 2: Kilifi, Kitui and Mombasa counties

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In collaboration with the Government of Kenya





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Executive Summary

This is the second report in a series titled 'UN-Habitat Support to Sustainable Urban Development in Kenya'. The focus of this report is on capacity development activities conducted for the Kenya Municipal Programme, Cluster I and II urban centres, namely: Mombasa, Kitui and Malindi. The report captures the outcomes of a One-Day Learning Session and a Two-Day Rapid Planning Studio conducted for county technical officers and two One-Day Learning Sessions for Members of County Assemblies. The content of the report is structured into five sections: Part 1 describes the Background to the Kenya Municipal Programme, and UN-Habitat's Support to the Programme; Part 2 provides the urbanisation context of Mombasa, Kitui and Malindi; Part 3 examines the implementation of urban development plans and the challenges it faces; Part 4 is a report on the outcomes of the One-Day Learning Sessions; and Part 5 discusses the outcomes of the Two-Day Rapid Planning Studio.

UN-Habitat Support to Kenya Municipal Programme

UN-Habitat's support to the Kenya Municipal Programme is anchored in Component 2 of the programme, which deals with Participatory Strategic Urban Development Planning. The Kenya Municipal Programme was designed to address the key obstacles that were hindering Kenya's major urban centres from functioning optimally such as poor governance, lack of good urban planning and inadequate urban planning capacity, poor governance, and deficiency in basic infrastructure. The other components of the programme are: Component 1 on Institutional Strengthening; Component 3 on Investments in Infrastructure and Delivery and Component 4 on Project Management, Monitoring and Evaluation. The

programme is implemented by the Kenya Government (the national government through the Ministry of Lands, Housing and Urban Development in coordination with the county governments), and is funded by the World Bank and the Swedish International Development Agency (SIDA). UN-Habitat's support to the Programme is financed by the Swedish International Development Agency (SIDA). This support is structured through capacity development training for county governments and technical advice to the Strategic Urban Development Planning process.

The capacity development training for the counties targets County Technical Officers and Members of the County Assemblies. The training is underpinned by UN-Habitat's Three-Pronged Approach which comprises three main elements: Urban Planning and Design; Urban Legislation; and Municipal Finance and is based on the "Urban Planning for City Leaders" publication.

This support for Sustainable Urban Development in Kenya comes at a time when the United Nations is developing a "New Urban Agenda" to be launched at the Habitat III Conference in 2016¹. The Conference will seek to position urban centres as key economic drivers, and thus highlighting the transformative power of cities. The Habitat III Preparatory process therefore recognises that "it's high time to think urban: how to mobilise the global community and focus all levels of human settlements, including small rural communities, villages, market towns, intermediate cities and metropolises for demographic and economic growth"². To do so, governments and policy makers in developing countries, including Kenya, will have to pay close attention to urban-rural linkages and the role of urbanisation in human development. In April 2015, UN-Habitat convened its 25th Governing Council which

¹ This is the United Nations Conference on Housing and Sustainable Urban Development. It will take place in Quito, Ecuador, from 17 – 20 October 2016.

² Habitat III website. Accessed on 16/2/2016 <http://unhabitat.biz/habitat-iii/>

focused on two themes: (a) Enhancing Urban-Rural Linkages across the Continuum of Human Settlements to Harness the Transformative Power of Urbanization for Sustainable Development; and (b) UN-Habitat's Role in the Post-2015 Development Agenda. These themes are of particular relevance to Kenya's urban development and to Habitat III. The concept of urban-rural linkages has been emphasized by Habitat III through Issue Paper No.10; this supports UN-Habitat's mandate given at Habitat II (Istanbul, 1996) that firmly stated that "policies and programmes for the sustainable development of rural areas that integrate rural regions into the national economy require strong local and national institutions for the planning and management of human settlements that place emphasis on rural-urban linkages and treat villages and cities as two ends of a human settlements continuum"³ The importance of urban-rural linkages places secondary and intermediate cities at the core of policy attention and the urban planning discourse in Kenya.

Further, policy and planning should also resonate with the recently adopted Sustainable Development Goals by the United Nations that aims to end poverty, protect the planet and ensure prosperity for all by the year 2030. 2030 is also the year Kenya is set to attain her Vision 2030 development agenda. Notably, Sustainable Development Goal 11, a historic stand-alone goal on sustainable cities and human settlements calls for actors to "make cities inclusive, safe, resilient and sustainable"⁴. This implies that national and decentralised/devolved governments will have to mobilise the requisite capacity to manage urbanisation and urban development towards sustainability. This is especially critical in Sub-Saharan countries such as Kenya where large cities, secondary and intermediate cities and towns not only have to marshal adequate capacities to address needs of current urban populations, but also to plan for the future populations in the context of rapid urbanisation.

The Significance of Kenya's Secondary and Intermediate Cities

With the exception of Mombasa, all urban centres participating in Component 2 of the Kenya Municipal Programme exude the character of secondary or intermediate cities, and have a population below half a million people. UN Population Division projections indicate that urban centres of this size make-up almost half of global urbanisation⁵. Part 2 of this report briefly describes the urban centres that fall under Cluster I (Mombasa) and Cluster II (Kitui and Malindi) of the Kenya Municipal Programme. These urban centres manifest similar challenges and opportunities, and also sit in a similar position in the continuum of human settlements. The relatively high growth rate, inadequate investments in housing and infrastructure, the inability to create adequate and equitable opportunities, and the relatively weak capacity to exercise sound urban planning and governance, characterises the main challenges facing these urban centres. Urban informality, as manifested in the urban economies and residential functions – in the form of informal settlements – is the urban experience of the majority of people in these urban centres. Yet, despite these challenges these towns have significant opportunities and potential for transformation. The economic significance of these urban centres is not only crucial for their residents, but spreads wider to the hinterlands and regions they serve. For example, Mombasa is the second largest city in Kenya, and the largest city in the coastal region. The city not only plays a local and national role, but also an international one by virtue of being a 'Port City' and the southern end of Africa's Northern Infrastructure Corridor. The full potential of these urban centres is largely under tapped due to the absence of good integrated urban planning and management. The implementation of urban planning is a major concern to policy makers and urban planners; thus, the need to pay increased attention to dismantling the barriers to ineffective implementation of urban plans.

3 Habitat III Issue Paper No.10 on Urban-Rural Linkages

4 United Nations. Sustainable Development Goals: 17 Goals to Transform our World. Goal 11: Make Cities Inclusive, Safe, resilient and sustainable. Accessed on <http://www.un.org/sustainabledevelopment/cities/>

5 United Nations, Department of Economic and Social Affairs, Population Division (2014). World Urbanization Prospects: The 2014 Revision, Highlights (ST/ESA/SER.A/352).

Addressing the Plan Implementation Gap

The gaps in plan implementation are discussed in Part 3 of this report. Drawing from research and the engagement with the counties, the challenges connected to ineffective implementation of plans, include: a) the long duration between completion of plan making and the commencement of implementation; b) ineffective approaches to planning in relation to existing urban contexts; c) unresolved fiscal challenges; d) inadequate institutional capacity for effective planning and plan implementation; e) challenges in Legislation and Urban Governance; f) counter-productive political dimensions; and g) inadequate monitoring and evaluation of urban development plans. It is imperative for governments, planners and policy makers to address these challenges in order for urban planning to be effective. In fact, county governments participating in the training sessions identified implementation, including quality of urban development plans produced and how that impacts on implementation, as among the top-ranking factors undermining effective urban planning in Kenya. The county governments therefore advised that the Integrated Strategic Urban Development Plans developed through the planning process of the Kenya Municipal Programme should have elaborate implementation frameworks and have proposals that resonate with the local realities of implementation, including incorporating strategies for dealing with the known challenges undermining implementation of plans in the country. Indeed, a number of key issues connected to the current urban planning challenges in Kenya were addressed in the training sessions. This is discussed in Parts 4 and 5 of this report.

Strengthening the Capacity of County Governments in Urban Planning

Part 4, therefore, engages with the issues raised during the One-Day Learning sessions held for Members of County Assemblies and Technical Officers, respectively. UN-Habitat conducted two One-Day Learning Sessions for Members of County Assemblies, who were targeted because of their legislative, policy, oversight and leadership role in the county governments' system. In these sessions, it emerged that political

leaders have a significant role to play in guiding sustainable urban development in the counties, notably, their mandate in policy and legislation making and facilitating participatory governance. In exercising these mandates, political leaders must recognise the importance of mainstreaming gender, human rights and youth issues in urban planning and management to ensure that plan making and urban governance is inclusive. In the beginning of the sessions, Members of County Assemblies expressed their expectations that the trainings will deepen their understanding of urban planning, equip them with techniques on mainstreaming gender, youth and human rights issues in urban planning and development, broaden their understanding of plan implementation, and familiarise them with various tools and techniques for addressing urban informality, enhancing municipal revenues and accelerating infrastructure delivery. Following the sessions, county political leaders committed to prioritising urbanisation and urban planning, engaging in formulating good policies and laws, and integrating informal settlements and economic activities into the wider urban development by shaping more pro-urban informality policies and capital investment decisions.

The concerns and recommendations raised by the Members of the County Assemblies were complemented by those emerging from the One-Day Learning Session for the County Technical Officers – a session that also involved Kenya's planning schools. The technical officers emphasised the need to scale-up efforts in addressing urban informality, enhance municipal revenues and strengthen the capacity of urban planning in the counties. Moreover, they expressed commitment to working closely with county assemblies to strengthen urban legislation and to partner with planning schools in advancing education in human settlement disciplines. Overall, there is a need to develop stronger working collaborations between the county assemblies and executive wings of county governments, as well as enhancing coordination with national governments and other county governments.

Informed by a capacity needs assessment, UN-Habitat designed the Rapid Planning Studios to strengthen the technical capacity for urban planning in the counties. Part 5 of this report highlights the outcomes of a rapid planning studio – structured in the form of thematic presentations, practical exercises, and discussions – that targeted county technical officers and faculty members of Kenya's planning schools, and designed to equip the participants with tools and techniques relevant for guiding good integrated urban planning. During the studio, participants were introduced to

basic concepts of planning for sustainable urban development, addressing urban informality, urban form and neighbourhood planning, addressing infrastructure and housing deficits, techniques of integrating local economic development with urban planning, and enhancing municipal revenues.

The practical exercises included techniques to rapidly assess existing conditions, developing scenarios, population projections and accessing impact of population growth on land demand, planning for city extensions, designing good streetscapes, and approaches to linking urban planning to local economic development. From these exercises and thematic sessions, it emerged that planning for Kenya's secondary cities will be more effective if equal effort is dedicated to addressing the challenges confronting current urban development and the need to plan adequately for future growth. In essence, balancing the interests of the 'brown' and 'green' agenda is indispensable for sustainable urban development in

Kenya. The need for integration in planning especially with regard to land-use planning and infrastructure planning was emphasised, as was the need to integrate urban informality. By identifying the growth potential areas and available resources, the studio explored ways in which county governments can enhance local economic development. To effect such proposals and recommendations, the studio identified the need to prioritise capacity development for effective plan implementation, coupled with the need to enhance municipal finances, improve governance and extend partnerships to the private sector, other government institutions and the civil society.

Overall, the capacity development support to Kenya Municipal Programme Cluster I and II counties was successful and partners acknowledged the need to extend the support for a longer-term, considering the fact that a number of the counties had not yet developed the requisite adaptive capacities to steer sound urban planning and urban management.



Communal Water Point in Kitui Town
© Baraka Mwau

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Background

1.0 Overview

This report is based on the outcomes of the capacity development trainings that were undertaken in support to the implementation of the on-going Kenya Municipal Programme. The programme is mainly financed by the World Bank (US\$ 129 million), with co-financing from the Swedish International Development Cooperation Agency (Sida), and is executed and implemented by the Kenya Government, through the Ministry of Land, Housing and Urban Development (MLHUD).

Sida is financially supporting UN-Habitat through a programme called “Support to Sustainable Urban Development Sector in Kenya”; part of this support is towards implementation of the Kenya Municipal Programme. UN-Habitat is supporting the Kenya Municipal Programme through capacity development that entails training on various key issues in urban planning and development.

This report details outcomes of the second phase of the training that was done for Kenya Municipal Programme Counties Clusters: I (Mombasa) and II (Kitui & Kilifi). This section of the report provides a brief background of the Kenya Municipal Programme, UN-Habitat’s support to the Programme, and draws attention to the on-going global debate on the Habitat Agenda, towards Habitat III⁶ and the Urban-Rural Linkages theme of the concluded 25th Governing Council (GC25) of UN Habitat.

1.1 The Kenya Municipal Programme

In May 2010, the World Bank approved the Kenya Municipal Programme, with a planned closure date of 30 August 2015, later adjusted to 31 May 2017 (The World Bank, 2015; 2011). The premise of creating this programme was that for Kenya to attain full economic recovery and sustainability, her urban centres must be well-functioning. This is related to the fact that Kenya’s urban centres contribute a significant fraction of the nation’s Gross Domestic Product (GDP); Nairobi alone, accounts for 50 percent of Kenya’s GDP. However, challenges of poor service delivery, declining infrastructure, rapidly sprawling growth, impoverished informal settlements, and increasing urban poverty, among other challenges, have profoundly undermined the path to full economic recovery and sustainable urban development.

Over and above these challenges, the urban authorities are highly dysfunctional, characterised by ineffective management and governance, and low budgetary allocations to development expenditure. According to the Kenya Municipal Programme Project Information Document (PID) that was developed at the programme’s concept stage, this has discouraged investments and resulted in low citizen confidence in the local authorities (The World Bank, 2005).

The Kenya Municipal Programme was therefore formulated to support service delivery and improvement in governance in Kenya’s urban centres, then under the former Ministry of Local Government (MLG). Urban centres are now managed within the framework of county governments, and after the enactment of the Kenya Constitution of 2010, the Ministry of Land, Housing & Urban Development became the executing agency for the Programme. However, the municipal agreements that were earlier envisaged

⁶ The United Nations Conference on Housing and Sustainable Urban Development will take place in Quito, Ecuador, from 17 – 20 October 2016.

Map 1.1 Kenya Municipal Programme Counties and Towns

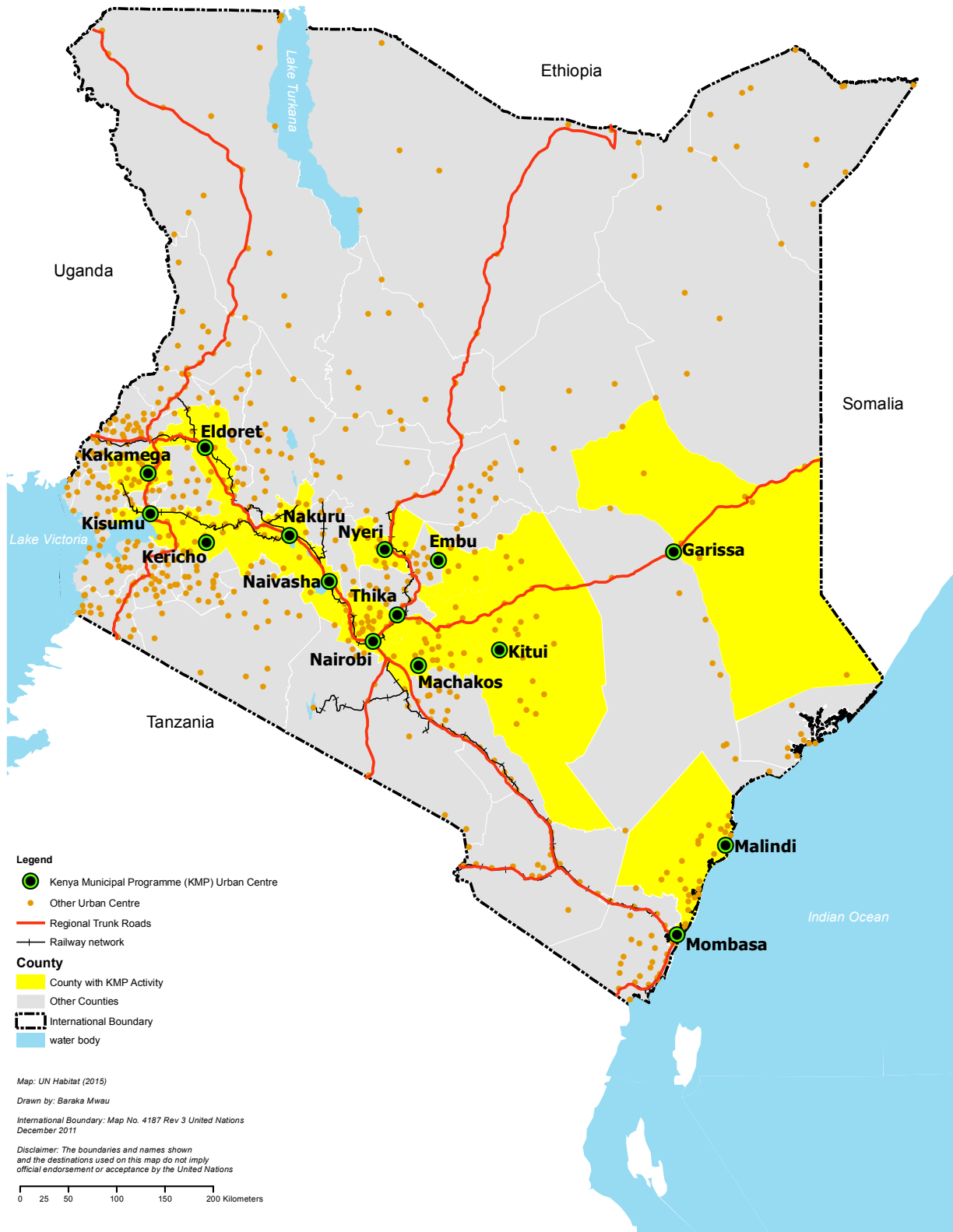
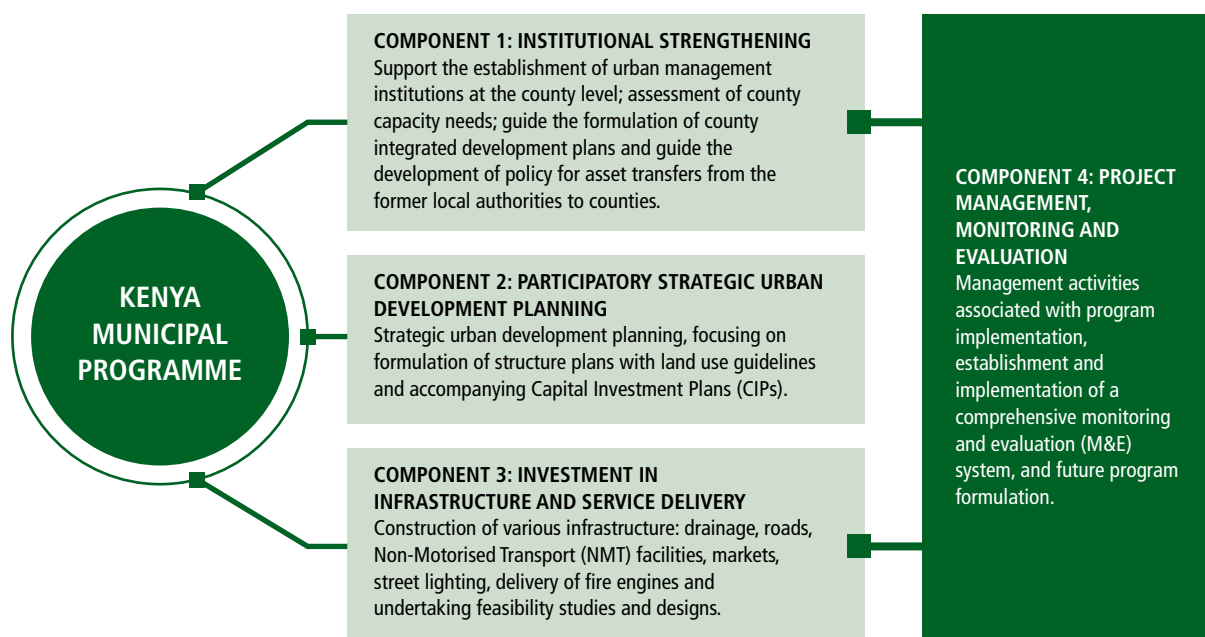


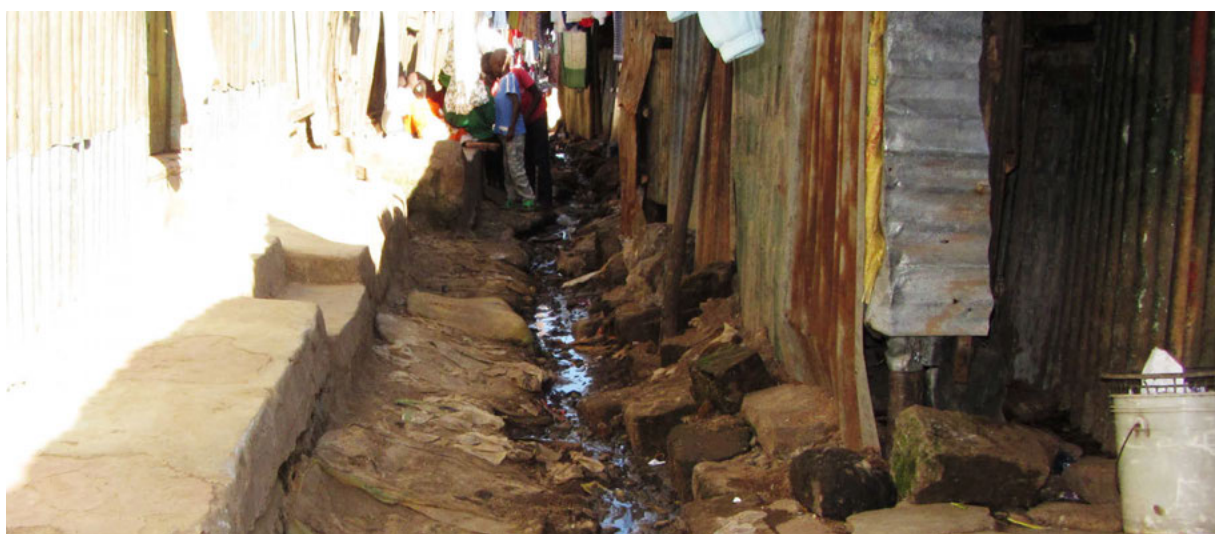
Figure 1.1 Structure of Kenya Municipal Programme



Source: UN-Habitat/Baraka Mwau (Information Adapted from Kenya Municipal Programme)

in Kenya Municipal Programme ceased, due to the change from municipalities to county governments that were mandated to establish institutions (boards) for managing urban centres. Although the Kenya Municipal Programme may enter into agreements with the respective counties, it is not possible until “the National Treasury develops a policy governing the transfer of funds to counties for the implementation of donor-funded projects” (The World Bank, 2015).

Besides, with the exception of Nairobi and Mombasa, which are city counties, the rest of Kenya Municipal Programme urban centres are yet to establish the stipulated structures for their management and governance. Nevertheless, through coordination with the respective county governments, implementation of Kenya Municipal Programme activities is on-going. These activities are aligned to the four components of Kenya Municipal Programme as illustrated in Figure 1.1.



Infrastructure challenges in informal settlements
© Baraka Mwau

Figure 1.2 UN-Habitat’s Three-Pronged Approach to Sustainable Urban Development

Linking space, processes and resources to nurture better cities through a three-pronged approach to urbanization:



Source: UN-Habitat

1.2 UN Habitat Support to the Kenya Municipal Programme

UN-Habitat support to the Kenya Municipal Programme is framed under the broad framework of “Support to Sustainable Urban Development Sector in Kenya”.

After consultations with a number of counties, the Kenya Municipal Programme and UN-Habitat designed a capacity development programme aimed at supporting the effective implementation of Kenya Municipal Programme Component 2. This capacity development programme contributes to the objectives envisaged under Component 1. UN-Habitat support to Component 2 mainly involves capacity development in the counties, with training designed for county officers and Members of County Assemblies (MCAs), and providing technical advice to the on-going strategic urban development planning processes in the counties.

The training is structured according to the Kenya Municipal Programme Clusters. Three main trainings have been carried out so far: Phase I for Clusters III⁷ and IV⁸, Phase II for Clusters I⁹ and II¹⁰ and Phase III for Informal Settlement Community Leaders in Kilifi and Mombasa Counties. Phase I was conducted in August

7 This comprises of: Embu, Machakos and Kiambu Counties; Thika is the implementation urban centre for KMP Component 2 in Kiambu County

8 This comprises of Nyeri and Nakuru Counties; Nakuru and Naivasha are the implementation urban centres for KMP Component 2 in Nakuru County.

9 This comprises of Mombasa County.

10 This comprises of Kilifi and Kitui County; Malindi is the implementation urban centre for KMP component 2 in Kilifi County

and September 2014, Phase II in November 2014 and April 2015, and Phase III in July 2015.

1.2.1 Approach to Capacity Development

The training for county officers and Members of the County Assemblies is anchored on the broader UN-Habitat Three-Pronged Approach illustrated by Figure 1.2.

The Three-Prolonged approach places emphasize on linking space, processes and resources to nurture better urban centres. The underlying principle is to enhance a stronger correlation between urbanisation and urban development. Urbanisation can be a powerful tool for transformation, however, it needs to be well planned, managed and governed. The training was anchored on UN-Habitat’s training programme for urban policy makers, guided by the “Urban Planning for City Leaders” publication and the Integrated Rapid Urban Planning Studio Tool. Both technical and political leaders were targeted for the training, owing to their specific, yet mutually reinforcing roles in county planning, governance and management – members of county assemblies are tasked with policy, legislative, oversight and representative roles, while technical officers are tasked with the actual delivery of services, management and execution of all county functions.

1.2.2 Towards Habitat III

UN-Habitat’s support to a “Sustainable Urban Development Sector in Kenya” is timely as the United Nations is currently preparing for the Habitat III Conference.

The conference will bring member states and stakeholders together to deliberate on a “New Urban Agenda”. Habitat III will be among the first United Nations global summits after the adoption of the

Post-2015 Development Agenda and, after a climate change agreement was adopted at COP21, also known as the 2015 Paris Climate Conference. Thus Habitat III will be a rare opportunity to discuss the important challenge of how cities, towns and villages are planned and managed, in order to fulfil their role as drivers of sustainable development, and hence shape the implementation of new global development and climate change goals.

The transformative power of urbanisation is a key focus area for Habitat III. The preparatory process recognises that “it’s high time to think urban: how to mobilise the global community and focus on all levels of human settlements, including small rural communities, villages, market towns, intermediate cities and metropolises for demographic and economic growth” (Habitat III, 2015).

1.2.3 Relevance of Urban-Rural Linkages to Sustainable Urban Development in Kenya

In April 2015, UN-Habitat convened the 25th Governing Council (GC25) as well as Habitat III Prep-com II in Nairobi at the United Nations Complex in Gigiri.

The Governing Council focused on “UN-Habitat’s Contribution to the Post-2015 Development Agenda in Order to Promote Sustainable Urban Development and Human Settlements”. The GC25 had two sub-themes, namely:

1. Enhancing Urban-Rural Linkages across the Continuum of Human Settlements to Harness the Transformative Power of Urbanization for Sustainable Development.
2. UN-Habitat’s Role in the Post-2015 Development Agenda.

The theme on enhancing urban-rural linkages across the continuum of human settlements resonates deeply with the on-going integrated urban development planning being undertaken by the Kenya Municipal Programme. At the GC25, a resolution on “Contribution of the United Nations Human Settlements Programme to the post-2015 development agenda in order to promote sustainable urban development and human settlements”¹¹ was passed, renewing UN-Habitat’s mandate on urban-rural linkages (UN, 2015). This mandate, adopted in Habitat II at Istanbul in 1996, firmly stated that “policies and programmes for the sustainable development of rural areas that integrate rural regions into the national economy require strong local and national institutions for the planning and management of human settlements

that place emphasis on rural-urban linkages and treat villages and cities as two ends of a human settlements continuum.”

Issue paper No. 10 of Habitat III (2015)¹² dwells on urban-rural linkages; it draws attention to spatial, economic and social issues relating to urban-rural linkages, and also on the actors and importance of enhancing partnerships that enhance urban-rural linkages for sustainable development. The manifestation of urban-rural linkages in Kenya’s urbanisation is evident in the manner in which urbanisation has unfolded – with regular flows of natural resources, capital, goods, employment, ecosystem services, information and technology – between rural, peri-urban and urban areas. The cyclical nature of the movement of people between urban and rural areas, and the social-cultural relations between the two, should be noted, as should the effect of the unfolding trend of population growth on policies of human settlements and sustainable development.

Current projections show that Kenya’ urban population will reach 50% of the total population after 2050; however, the actual numbers in both urban and rural areas are significant, projected to be slightly above 42.6 million (43.9%) for urban population and 54.5 million (56%) for rural population in 2050 (United Nations Population Division, 2014)¹³. Furthermore, it is projected that most of the urban growth will take place in secondary cities and small and medium sized towns, which will play a critical role in sustainable development. These centres are pivotal in enhancing the synergy within the continuum of human settlements – they link rural dwellers with urban centres and strengthen economic opportunities by providing a market and access to basic services and technologies, among other opportunities. The urban food system is also highly dependent on the nature of urban-rural linkages. It is also notable that Kenya’s urbanisation landscape will play a critical role towards the country realising her Vision 2030 development agenda, and the recently adopted Sustainable Development Goals by world leaders through a UN Summit. 2030 is the target year for both Kenya’s Vision 2030 and the global Sustainable Development Goals to be fully realised.

1.2.4. The 2030 Agenda for Sustainable Development: Sustainable Development Goals

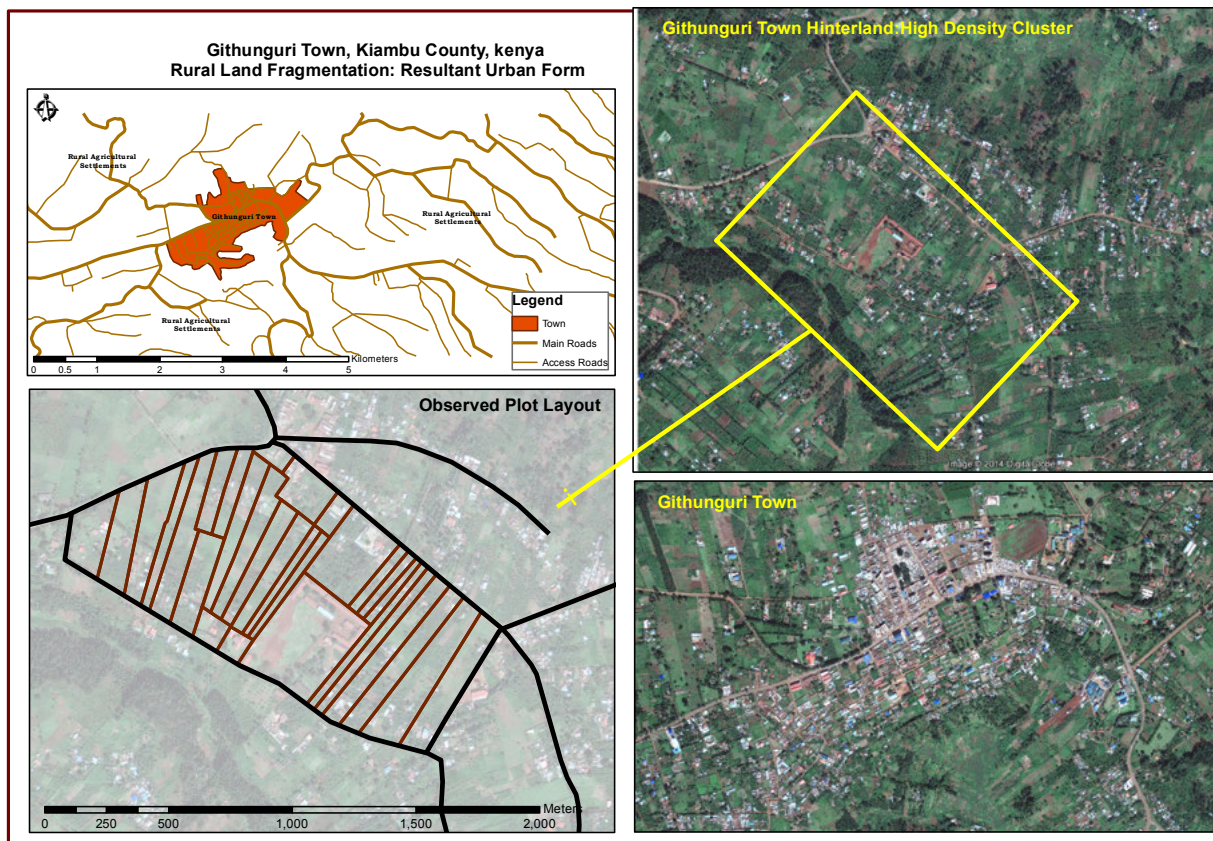
In September 2015, the United Nations 2030 agenda for sustainable development officially came into force.

11 United Nations (2015). Report of the Governing Council of the United Nations Human Settlements Programme: Twenty-fifth session (17-23 April 2015). United Nations General Assembly, New York.

12 Habitat III Issue Paper No. 10 on Urban-Rural Linkages. New York, 31 May 2015 (unedited version 2.0)

13 World Urbanization Prospects: 2014 Revision

Figure 1.3 Urban-Rural Settlement Formations and Spatial Similarities



Source: **Illustrations:** UN-Habitat/Baraka Mwau, **IMAGES:** Google Earth.

17 Sustainable Development Goals were adopted by world leaders to build on the success of the Millennium Development Goals, by targeting to end all forms of poverty, protect the planet and ensure prosperity for all (fight inequalities). It was historic; the first time, the world adopted a stand-alone goal that focuses on sustainable cities and human settlements. This is “goal 11: make cities inclusive, safe, resilient and sustainable”¹⁴, which recognise the role of cities as critical in achieving socially, economically and environmentally sustainable world. Indeed, the Habitat III process emphasises that “cities are where the battle for sustainable development will be won or lost”; cities currently occupy only 0.5 percent of the total land, globally; but they account for 70 percent of economy (Gross Domestic Product), they consume over 60 percent of the global energy, and in the process, they account for 70 percent of global gas emissions and 70 percent of global waste¹⁵. Besides goal 11, the other sustainable development goals are equally important

14 See United Nations. Sustainable Development Goals. <http://www.un.org/sustainabledevelopment/cities/>

15 See About Habitat III. <https://www.habitat3.org/the-new-urban-agenda/about>

16 See United Nations. Sustainable Development Goals. <http://www.un.org/sustainabledevelopment/>

to the urban sector¹⁶. For instance, in realising targets for “Goal 6: Ensure access to water and sanitation for all”¹⁷ municipalities will have to ensure universal and equitable access to safe and affordable drinking water for all; hence, the need to ensure that the necessary capacity is mobilized to scale-up investments in basic services for urban informal settlements.

Therefore, in the next fifteen years, governments are tasked with getting urban development right, for cities and towns to adequately respond to job shortages and offer better livelihoods for all: fight poverty; increase economic growth; social inclusion, and sustainable resource use etc., as required by the Sustainable Development Goals. Among others, governments will have to put in place plans, policies and strategies to sustainably manage urban growth. In doing so, Kenya will have to ensure that considerable attention is drawn to all levels: large cities, secondary cities, medium sized and small towns, and the overall continuum of human settlements, while at the same time maximising the inherent benefits of urban-rural linkages.

17 Ibid

2



The Kenya Municipal Programme Cluster I and II: Urbanisation Context

2.0 Overview

Kenya's urbanisation presents both opportunities and challenges. The contribution of urban centres to Kenya's economic growth is evident. However, this contribution could be enhanced if the current challenges confronting these urban centres are addressed. Indeed, as observed by the World Bank (2005), the point of departure towards sustainable growth is by improving the effectiveness of urban centres in Kenya. UN-Habitat echoes this, and stresses the fact that to unlock the full potential of urbanisation, urban authorities must be able to match the rapid growth in urban population with adequate basic services (UN Habitat, 2013). Studies by investment analysts such as McKinsey & Company in their report, "Urban World: Mapping the Economic Power of Cities" (2011), and PricewaterhouseCoopers; "Cities of Opportunities" (2015, 2014, 2012), reveal that without adequate infrastructure, the transformative power of urbanisation remains subdued. Thus, urban authorities and policy makers have to make concerted efforts in planning and building the right infrastructure to power the effective functioning of urban centres.

It has been argued that the 'urbanisation of poverty' unfolding in parts of the global south, including Africa, is not necessarily a result of rapid urbanisation, but rather a result of institutional and policy inefficiencies (World Bank, 2005). In addition, urban planning is ineffective, owing to various challenges ranging from ineffective planning approaches to implementation challenges. These challenges undermine sustainable urban development in the Kenya Municipal Programme Cluster I and II urban centres of Mombasa, Malindi and Kitui. This chapter provides a brief background of these urban centres.

2.1 Mombasa

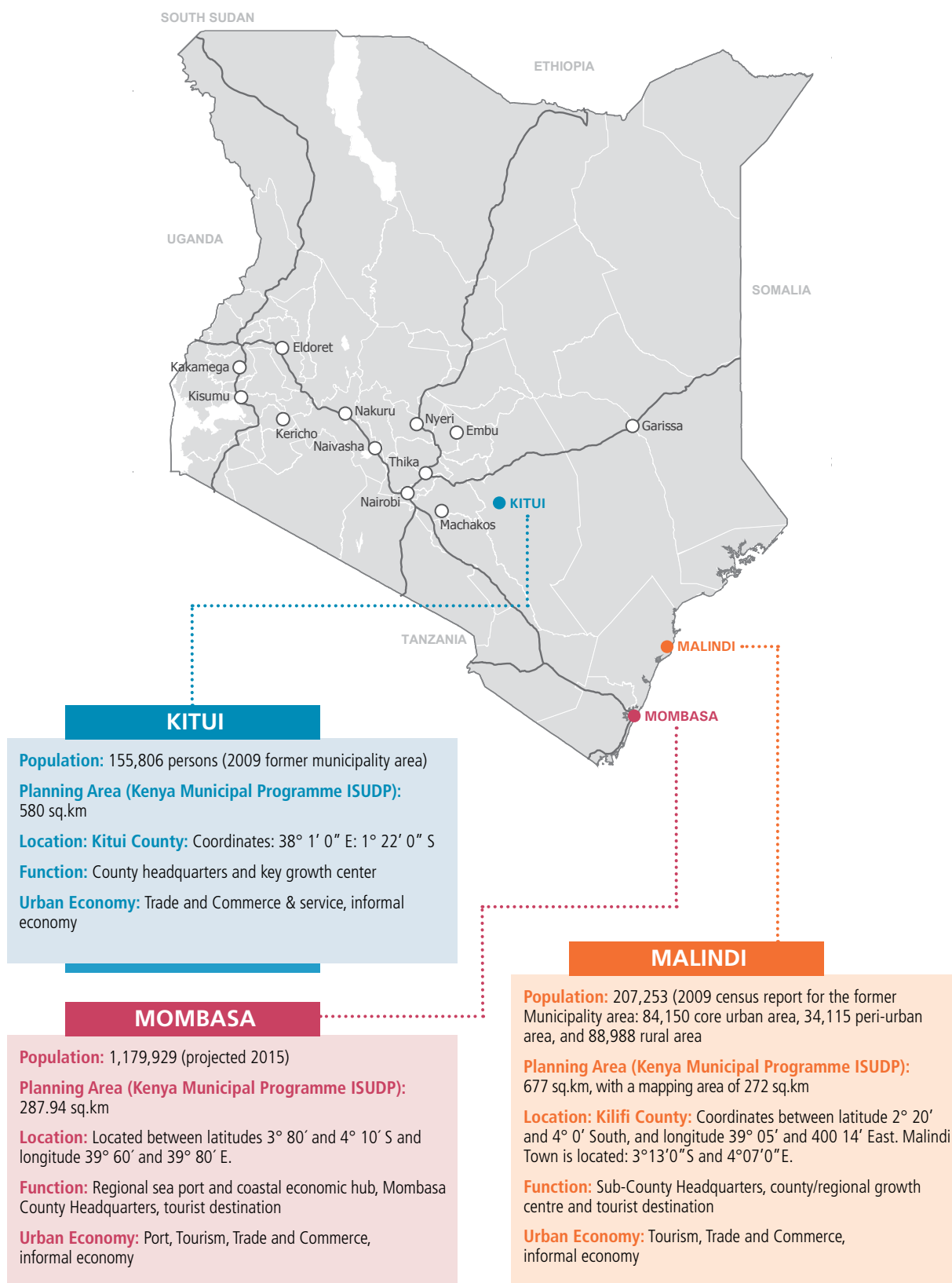
Mombasa is arguably the cradle of urbanisation in Kenya, and in the East African region. Although the exact establishment of the town is disputed, Swahili scholars trace it to 900 A.D. The city played a significant role in the historical Indian Ocean Trade. The convergence of the native Bantu and Arabic cultures, resulting from the trade, produced the Swahili culture that has since influenced the planning, design and architecture of the city. The Island area (Mvita), where earlier settlements were formed, is characterised by narrow streets, Swahili housing architecture, street bazaars and mixed use developments. The old town area is the best exemplification of this.

Mombasa is the largest coastal city in Kenya and the second largest in the country after Nairobi. It is also the only other city county, with 30 electoral wards and six sub-counties/constituencies: Mvita, Kisauni, Changamwe, Likoni, Nyali and Jomvu.



Traditional Housing in Mombasa
© Baraka Mwau

Map 2.1 Kenya Municipal Programme Cluster I and II



Source: **MAP:** UN-Habitat/Baraka Mwau.

URBAN DATA: [Kenya Municipal Programme] Situational Analysis Reports Ministry of Lands, Housing and Urban Development, Kenya

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The boundaries and names shown and the destinations used on this map do not imply official endorsement or acceptance by the United Nations

The county mainland area covers 229.9 sq.km of land, with a water mass of 65 sq.km, which extends 200 nautical miles into the Indian Ocean. Three distinct land masses characterise the city: the Island; the Mainland North – parts of Changamwe towards the Northern coast, separated from the Island by the Tudor creek; and the Mainland South – parts of Likoni towards the southern coast, separated from the Island by the Port Reitz creek. The county borders Kwale and Kilifi Counties.

The 2009 Kenya Population and Housing Census reported Mombasa's population at 939,370 persons, with an average city density of 6,131 persons per sq.km. However, the density varies with location. For example, Mvita constituency (the island area) had a density of 9,671 persons per sq.km, while Kisauni constituency recorded a density of 2,188 persons per sq.km. The sub-county of Kisauni has the highest population in the county, and has a significant fraction of the city's low-cost housing. The 2015 county population is estimated by the Kenya National Bureau of Statistics to be 1,179,929 persons (County Government of Mombasa, 2014).

Mombasa is a "port city", with the largest sea port in the Eastern Africa region. The Northern Corridor starts at this port, and plans are underway to deepen the Kilindini channel and construct additional container terminals to enhance efficiency and increase capacity. The total cargo throughput handled at the port of Mombasa in 2013 was 22,307 thousand tonnes, according to the Kenya Economic Survey of 2014 (Republic of Kenya, 2015). The national government is also undertaking the construction of the Dongo-Kundu bypass that will enhance

transportation, especially the link to the southern coastal economic zones (Mombasa County, 2014).

Apart from the port activities, the economy of Mombasa is highly dependent on tourism, trade and commerce, with the informal economy contributing significantly to incomes and employment. However, the performance of the city and general coastal area economy has significantly reduced due to travel advisories that have resulted in low tourist arrivals (Republic of Kenya, 2015). 25-44% of Mombasa's population live below the poverty line.

Infrastructure remains a major challenge for sustainable urban development in Mombasa. Road infrastructure is inadequate, and has been worsened by the growing demand for transportation, compounding traffic congestion in the city. The ferry crossing to the southern mainland is increasingly inefficient and unreliable. Two main infrastructure systems connect Mombasa to the region and globally: the Northern Corridor Infrastructure that comprises of the Harbour, Standard Gauge Railway (under construction) and the highway. The other main system is the airport, which operates both domestic and international flights. This is especially important for the tourist sector of the city.

Water and sanitation infrastructure is a major challenge for the city, with formal services serving a very small fraction of the population (Republic of Kenya, 2014). This is constrained further by the inadequate storm water drainage infrastructure; the recent April-June 2015 heavy rainfall in Mombasa resulted in flooding, loss of lives and a cholera outbreak.



Fort Jesus, Mombasa
© Baraka Mwau

Mombasa's housing sector is also faced with a large deficit in the availability of adequate and affordable housing. This is worsened by the overall decline in public housing investments in the city and generally in Kenya. The supply of public housing decreased from 2,035 units in 2012 to only 376 units in 2015, due to severe under-investment in the sector, stemming from the structural adjustment programmes of the 1980s and 90s that resulted in the government decreasing and shifting direct delivery of public goods to privatisation and developing an enabling environment for private sector development. Since then, delivery of adequate housing through the private sector has mainly focused on middle and upper-class consumer markets, creating a huge gap in delivery of affordable and low-cost housing for the poor and low income households. Consequently, the informal housing market expanded, contributing to growth of informal settlements that mainly supply affordable but sub-standard housing.

Investments in public housing remain insignificant. A significant fraction of the city's households occupy housing on rental basis; on average, households in Mombasa spend about 30.9% of their income in meeting housing rental costs, according to the 2012-2013 Kenya National Housing Survey (Republic of Kenya, 2014). Overall, land administration and management in Mombasa remains a key factor to unlocking the housing challenge in Mombasa.

Regardless, Mombasa is anticipated to record tremendous economic growth after the implementation of planned large-scale infrastructure, and the development of a special economic

zone. Additionally, the Integrated Strategic Urban Development plan is expected to promote diversification of the city's economy, and a boom in the tourism sector is anticipated.

2.2 Malindi

Malindi town is a coastal urban centre, whose historical development is characterised by the rise and fall of governments in the pre-colonial era. The town's establishment dates back to 1498. Portuguese took control of the early town with the aim of advancing their business interests in the region, but in 1666, the Portuguese lost control of the town to the Arabs. This was followed by 200 years of slow growth, until the Sultan of Zanzibar took control of the town in 1861. In 1887, the town was part of the coastal 10 mile strip that was leased by the Sultan to the British East Africa Association. During the colonial period, Malindi established itself as a favourite destination for holiday makers (Kenya Airports Authority, 2012)¹⁸.

According to the 2009 Kenya National Housing Census report, Malindi's population (former municipality) comprised of 84,150 persons within the core urban area, 34,115 persons within the peri-urban area, and 88,988 within the rural area. This made up a total population of 207,253 persons. According to an Interim Report produced by the Kenya Municipal Programme appointed consultant, the planning area has 287,175 people (as of 2015) and covers an area of 499.88 sq. km.

¹⁸ <https://www.kaa.go.ke/airports/malindi-airport/airport-information-malindi/history-of-the-airport>



Malindi street
© Baraka Mwau

This planning area comprises of Malindi and other small towns such as Watamu, Gede, Ganda, Kakuyuni, Madunguni, Mijimboni, Msabaha, Kavunyalalo, Mambrui, and other parts which are predominantly rural settlements. It is projected that the population of the planning area will be 380,807 in 2020, 475,367 in 2025, and 607,728 in 2030 and 777,021 in 2035. For Malindi town, the projections indicate that as of 2015, the town's population is estimated to be slightly above 100,000 people, and projected to be 117,480 in 2020, 135,659 in 2025, and 156,194 in 2030 and 179,490 people in 2035.

Spatially, the town has grown through a combination of linear (along the coastal strip) and radial patterns (western side), with much of the growth being on the southern part. Expansion towards the north is limited by conservation areas. This pattern is also influenced by the major transportation corridors and the coastal strip. The land use analysis reveals that agriculture and "undeveloped land" accounts for much of the land in the planning area; 45% (123 sq. km) and 24% (66 sq. km) respectively, while residential land use accounts for 9% of the land (24.5 sq. km). Within the town, agriculture and undeveloped land still account for much of the land; 37% and 11% respectively, and residential land use 4%. However these analyses include the water mass which accounts for 24% of the town's land.

Economically, Malindi is highly dependent on the tourism sector, owing to its richness in natural resources (attractive beaches and marine parks), favourable climate and investments in the hotel industry. Trade and commerce drives the central business district of the town. The informal economy is the largest employer in the town, with a survey by the Kenya Municipal Programme planning process indicating that most of the households derive their livelihood from this sector. Basically, this implies that the plan for the town should aim to harness the potential inherent in the sector.

Infrastructure – mainly water and sanitation, transportation, and energy (electricity) – is inadequate. The main challenge facing water and sewerage services is under-coverage, and where it exists, the infrastructure is ageing – the current supply is unreliable and cannot meet demand. The storm water drainage infrastructure is non-existent in most parts of the town, and regular overflow into the sewer system is prevalent. Water and sewerage are privatized services. According to

the Kenya Municipal Programme interim report, close to half of the town's population has no access to organised garbage collection services. There is low electricity connections coverage, and most of the roads in the town are unpaved. Housing is also inadequate, with the informal housing market supplying the bulk of housing in the town.

Despite the above challenges, Malindi town has significant economic potential, considering that it is the largest urban centre in the county of Kilifi. It is expected that through the integrated urban development planning, the potential of the town will be harnessed.



Tourist facilities in Coastal Kenya
© Baraka Mwaui

¹⁹ These projections are an average derived from linear, geometric growth and exponential curve projections, according to the Malindi Interim Report by Republic of Kenya (2015): Digital Topographical Mapping and Preparation of Integrated Strategic Urban Development Plan for Cluster II Town.



A section of Malindi town (2015)

Source: Ministry of Lands, Housing and Urban Development, Kenya

2.3 Kitui

Kitui town is the headquarters of Kitui County and the largest urban centre in the county. The county is dominated by a rural population. In the former local government dispensation, Kitui was a municipality, but after the enactment of the Urban Areas and Cities Act No. 13 of 2011, the town did not meet the threshold for a municipality status because its population was below 250,000 people – the minimum population threshold for a municipality. The status of the town is however expected to be a municipality, should the review of the Act result in granting all county headquarters municipality status, regardless of the population size.

Kitui is located 180 kilometres from the city of Nairobi, with a hinterland surrounded by rural agricultural populations. As of 2009²⁰, the population of Kitui (former municipality area) was 155,806 people, as follows: 20,419 persons in the core urban area, 89,149 persons in the peri-urban area, and 46,328 persons in the rural areas.

Kitui has in the recent past experienced significant growth, with urban sprawl characterising the uncontrolled and unplanned conversion of rural agricultural land into urban real estate. This unplanned growth has resulted in haphazard development, synonymous with informal urban developments that depict a poorly organised layout with low connectivity and unmatched investments in infrastructure. However, the town's CBD is planned, with a definite street pattern.

According to the Kitui Interim Report produced by the Kenya Municipal Programme, the planning area defined by the Integrated Strategic Urban Development Plan planning process covers the town and a section of its hinterland. In fact, much of the planning area is peri-urban and rural, and covers 580 sq. km. The population of the planning area is projected to be 370,787 persons in 2035. Agriculture is the dominant land use in the planning area, accounting for 72% of the land, undeveloped land (vacant land) comprising 19% and residential land use 3%. The average density in the planning area is relatively low, at 166 persons per sq. km.

A survey done by the Kenya Municipal Programme Integrated Strategic Urban Development Plan planning process reveals that Kitui's infrastructure is highly undeveloped and unable to meet current demands. For

instance, networked water and sewerage infrastructure covers a very small section of the planning area.

Besides, water supply is highly dependent on inter-basin water transfers²¹. Specifically, half of the town's current water supply (estimated to be 9,000 m³/d) is pumped from Masinga dam, which is located outside the county, while local water sources account for the other half. Because of inefficient water supply management and inadequate infrastructure, the Kitui Water and Sewerage Company cannot account for more than 50% of the water distributed. The sewerage network is also underdeveloped, but there are efforts underway for its improvement. Although the electricity distribution network covers a significant section of the planning area, household connections remain low at 30%. With regard to road infrastructure, the quality of paving is the main concern, as significant kilometres of road remain unpaved or in poor condition. This has undermined mobility, which is further compounded by the poor road network with a number of dead ends/cul-de-sacs, some of which are the result of informal planning and developments.

The survey further revealed that 67% of the houses are owner occupied, and they are mostly low-rise buildings. This explains the relatively low-density pattern of the town. There are a number of informal settlements in the town: Bondeni, Mjini, Kaango/Mosquito, Majengo and Kunda Kindu. Overall, it should be noted that a significant number of properties in Kitui are developed by the informal property markets.

²¹ This involves channeling water from one river basin where it is available to another basin where water is less available.



Drainage challenges in Kitui
© Baraka Mwau

²⁰ According to the Kenya National Housing and Population Census, 2009

Economically, trade and commerce and agriculture are the key sectors of the economy. The limited existing industries are mainly agriculture-based. The county is expected to enhance its revenue from coal and limestone mining activities. The urbanisation impact of these activities is unclear; however, it is anticipated that Kitui town will experience a certain level of growth connected to these activities, despite their location tens of kilometres away from the town.

In summary, as the town is the largest in the county and serves as the county administrative headquarters, it is expected to attract more investments including those related to the mining economy, after minerals were recently discovered in the wider county region.



Mjini, Kitui town
© Baraka Mwau

3



Addressing the Implementation Gap

3.0 Overview

During the engagement with the counties, it was evident that previous planning interventions in Kenya have been greatly undermined by inefficient implementation programs. A number of factors were identified that contribute to the failures. Such factors are not unique to Kenya, but are common in contexts where urban planning has been unable to adequately address various urban development challenges. This chapter, combines issues raised in the capacity development sessions with documented experiences to highlight some of the major obstacles to the efficient implementation of urban development plans.

3.1 Why Effective Implementation of Urban Development Plans is Imperative

It is apparent that implementation is the bedrock upon which strategies and guidelines of urban development plans are translated into action. Without effective implementation, urban planning remains ineffective. A good urban planning process, therefore, formulates a solid and feasible framework to guide implementation. In fact, implementation is better conceptualised right from the start of the plan formulation process (UN Habitat, 2013). This implies that the evolution of the plan ought to be informed by its practicality to implement; this includes analysing, understanding and strengthening the institutional framework governing the planning process. Planners must therefore formulate an implementation framework that indicates how the plan will be implemented in the institutional context, including recommendations for institutional

development. The framework ought to outline a clear monitoring and evaluation system with a well-defined feedback process and indicators that measure performance and inform the review of the plan.

Throughout the Kenya Municipal Programme capacity development sessions, participants were in unanimous agreement that implementation of urban development plans is one of the greatest challenges of urban planning in Kenya. A number of issues identified in connection to this are discussed in the subsequent sections of this chapter.

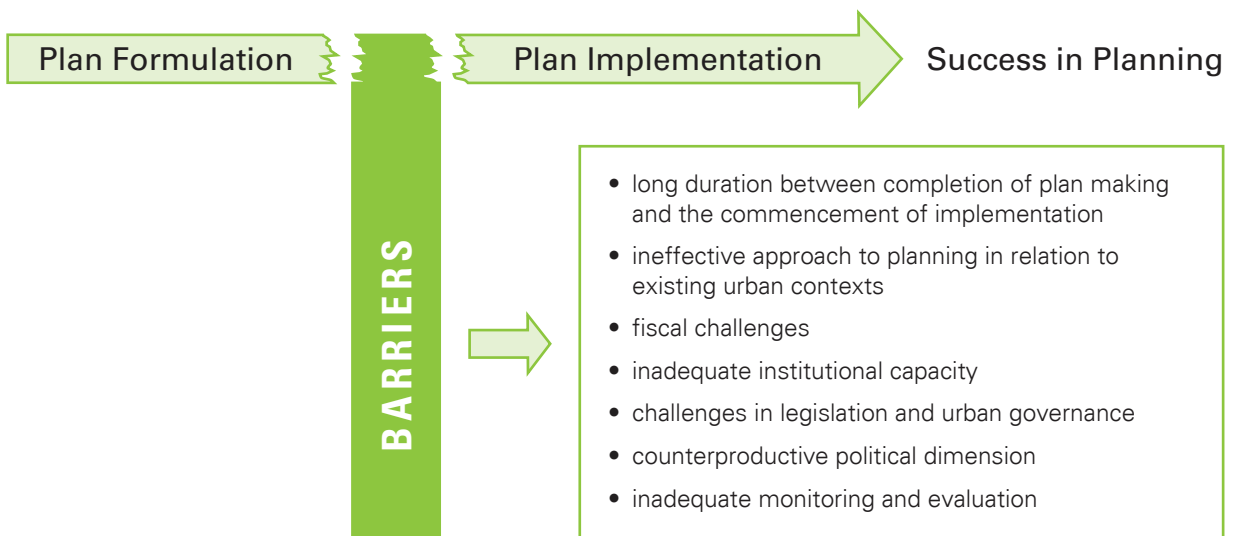
3.2 Identifying and Addressing the Obstacles to Effective Implementation of Urban Development Plans

The sessions identified several impediments that hinder effective implementation of plans in Kenya including: delays in the commencement of implementation; plans that fail to resonate with the existing context; fiscal challenges; political interference; lack of adequate institutional capacity; and weak monitoring and evaluation systems.

3.2.1 Long Duration between Completion of Plan Making and the Commencement of Implementation

Delays in commencement of implementation often occur during the plan approval and adoption phase and also generally when plan making takes longer than anticipated. Participants indicated that the highly centralized and bureaucratic plan approval process in Kenya, under the previous governance system, resulted in delays. As a result, a number of plans remained unapproved. This not only led to loss of resources used

Figure 3.1 Common Barriers Undermining Good Urban Planning in Kenya



Source: UN-Habitat/Baraka Mwau

in financing the plan making process, but also meant that urban centres continued to develop without a legally binding development plan that could enact development control and act as a basis for municipal revenue generation. However, it was also noted that some previous plans could not be approved because of the quality of the plan and the legality of the plan making process. Delays in approvals were also caused by objections from some stakeholders – especially where planning processes were weak in public participation – as well as by counter-productive politicisation of the plan making process.

Plans that delay in commencing implementation risk being subjected to negative politics, losing the specific context for which they were formulated and resulting in stakeholder disengagement from the process (UN-Habitat, 2013). Plan making processes should, therefore, address legal frameworks early, in order to avoid obstacles in the approval process. Where clear legislative guidelines are not available, efforts should be undertaken before commencement of planning to provide such legislative framework. This includes putting in place legislation that makes urban plans legally binding documents, and development control regulations that have a legal dimension for the purpose of enhancing compliance (UN Habitat, 2013).

3.2.2 Ineffective Approach to Planning in Relation to Existing Urban Contexts

Further, inappropriate or out-dated planning approaches and tools are partly to blame for failure of planning in specific contexts (UN-Habitat, 2013).

During the sessions with the counties, the participants noted that where city-wide plans fail to resonate with realities, particularly that of urban informality and existing-unplanned developments, the resultant plans are likely to fail in implementation. Reference was made to plans that are “over ambitious” and “unrealistic”. Furthermore, the failure to prioritise may result in plans that lack key stakeholder support during implementation. Prioritisation in this context is connected to balancing the urgency to address current physical, social and economic challenges versus the equally demanding urgency to plan and invest for future growth, in the context of scarce resources and competing short-term interests of politicians and long-term interests of urban development plans.

It was noted that sustainability implies planning and investing for future growth, based on a strong foundation that addresses the challenges facing existing development and current urban communities. It was also noted that managing growth in the urban fringes is a major challenge for urban planning in developing regions like Kenya. Yet, plans often restrict their scope to administrative boundaries, at the expense of a more holistic approach that covers the existing continuum of urban geography.

In addition to regard for the existing urban context, a good planning process should include the formulation of solid policy and legislation to guide the implementation of the planning guidelines. This may necessitate governments amending existing planning regulations, developing new policies and regulations

for land-use control and development control, and introducing legislation that addresses other vital aspects like financing.

3.2.3 Fiscal Challenges

Urban development plans often demand significant financial resources for their implementation. Yet, in most cities the financing gap is large and funds are inadequate. This means that governments need to mobilise more resources and optimise the productivity of the available limited resources, including curbing wasteful expenditure and putting in place more efficient fiscal resource management systems.

A good plan should, therefore, develop a financing framework, based on a thorough analysis of the cost of investments, with a clear financial mobilisation strategy. The failure to raise the required financial resources often results in plans being shelved, resulting in delays in implementation, partial implementation or no implementation at all.

Where local authorities are highly dependent on national government funds transfers, plan implementation often relies on scarce annual budgetary allocations that are often conditional, reducing flexibility in funding investments prioritised locally. Meanwhile, if municipalities are unable to plan better for implementation with the available scarce resources, there is a risk that implementation will be poorly coordinated. It is therefore essential for policy makers and urban planners to put in place mechanisms that ensure effective linkages of budgets across line departments, and extend linkages and coordination with the private sector and other external development partners, including relevant non-profit organisations. This requires a structured stakeholder engagement process.

Importantly, county governments need to have dedicated sources of local revenue and should develop finance systems that enable them access external finance (like the capital markets, local borrowing etc.), provided that a sound policy and legislation is formulated to govern this. This implies that local governments require a certain level of revenue autonomy, but with local accountability (United Cities and Local Governments, 2010). In Kenya, county governments enjoy a measure of revenue autonomy, which has enabled individual counties to formulate finance and revenue laws and policies.

3.2.4 Inadequate Institutional Capacity

Institutional incapacity compounds inadequate fiscal resources in many local authorities because it means

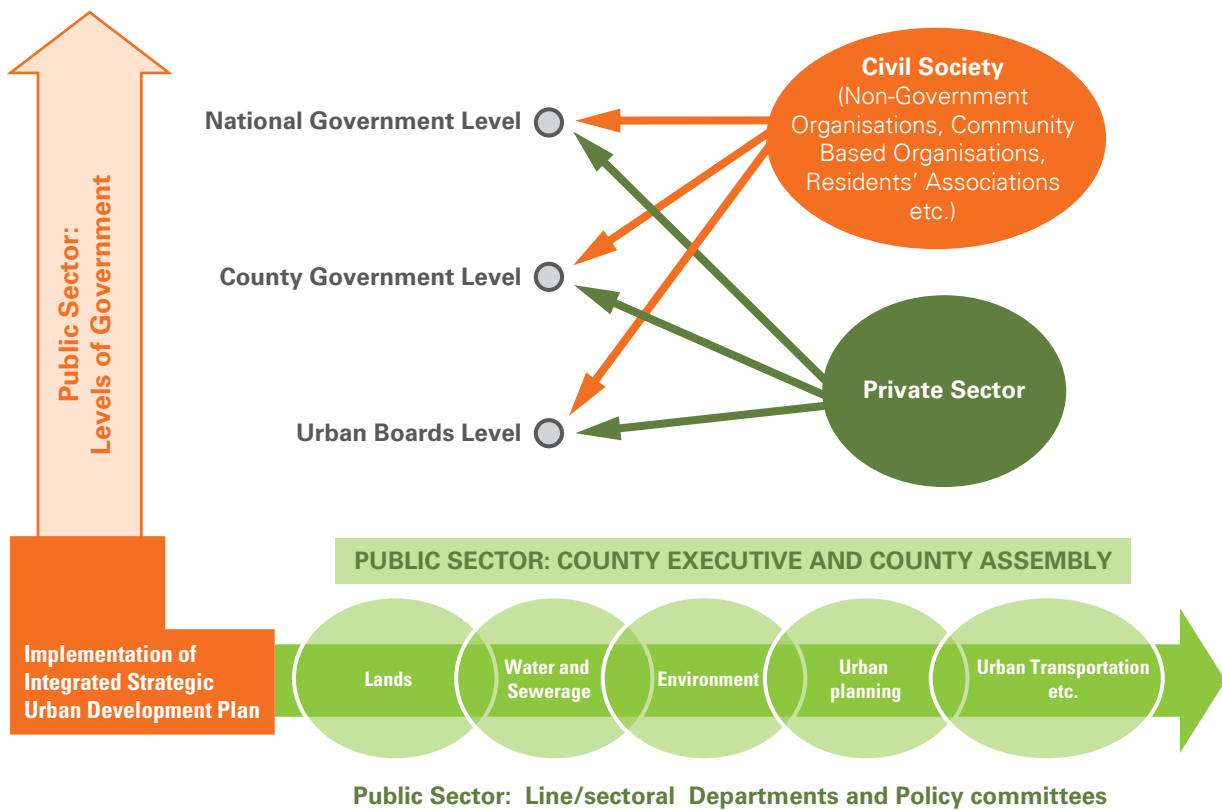
the authorities are unable to oversee and coordinate the effective implementation of urban development plans. According to UN-Habitat (2009), “crippling weakness of institutions of urban development planning and management is among the critical challenges confronting planning in Sub-Saharan countries. Insufficient funds, mismanagement and poor governance, inadequate technical and administrative skills, limited political will, poor coordination across and between levels of governments, are part of the major manifestations of this weakened capacity”. Unless these challenges are fixed, the hope of improving urban environments through planning will remain slim.

For instance, the ‘silo-approach’ in management, characterised by local authority line departments operating independently and with minimal horizontal coordination, significantly limits effective coordination of both fiscal investments and human resource capacity for plan implementation. This weakness is manifested in the planning process, especially where one line departments operationalize plans with little coordination across other departments. These other line departments play a critical role in the implementation of the plan, considering that part of the plan-making process and outcomes are sectorial plans.

In Kenya, the County Government Act, No.12 of 2013 has envisioned an integrative approach to planning and implementation. The Act stipulates that the county executive committee is in charge of plan formulation. The executive committee is the top governance structure of county governments (executive wing) and is charged with supervising plan making. This presents county governments with an opportunity to synchronise their planning and budgeting in a manner that aims to ensure that priority investments are taken into consideration across all line departments. In some cases, budgetary allocations to urban development projects require budgets from more than one department. For example, a housing project developing a new neighbourhood would require resources (financial and human) from departments dealing with housing, social services, basic infrastructure, land-use planning and development control, economy and finance.

Similarly, the coordination between national and local authorities is vital. In fact, a common challenge is experienced when multi-level government systems lack clarity on how services should be undertaken at each level and how the levels should interact, including challenges of addressing metropolitan issues. It is thus necessary to evaluate the shortcomings of amalgamation versus division, and the potential for

Figure 3.1 Enhancing Institutional and Stakeholder Co-ordination



Source: UN-Habitat/Baraka Mwau

bridging jurisdictional fragmentation (United Cities and Local Governments, 2010). In this way planning becomes a mutually coordinated process that seeks to promote sustainable development at the local, national, regional and metropolitan levels.

Furthermore, for effective implementation, local authorities require adequate human resource capacity, that is, sufficient personnel with the required skills. From the workshops, it emerged that a number of the county governments do not have the requisite human resource capacity for planning and development. This has not only limited their ability to undertake planning (without outsourcing the services to private sector), but also threatens to undermine the implementation of plans that have been outsourced to private sector consultants, such as the plans being prepared through the Kenya Municipal Programme. Thus planning processes that have been outsourced to the private sector should incorporate aspects of strengthening capacity to support effective implementation by the local authorities, especially where this capacity is lacking.

3.2.5. Challenges in Legislation and Urban Governance

Governments are supposed to provide conditions for successful implementation of plans. Among these conditions is having a good legal framework and good urban governance.

There should be simplified legal procedures for formulation of plans, adoption of plans and sufficient legal framework to guide plan implementation, such as legislation on development control, building and construction, land administration and management etc. Such complementary legal frameworks aim to limit discretionary authorizations, and where necessary, ensure conditions for exceptions – deviation from provision of adopted plan – are well specified.

Often, the failure to legally adopt plans has made implementation perform dismally in Kenya's urban centres. Besides, the inadequate legislative framework has made the few adopted plans to also under-perform in implementation. For example, participants of the county learning sessions highlighted that inadequate legislative framework to address property rights has in the past made it difficult to implement plans in contexts

that demand reconciling public interest with private property rights, or where expropriation is necessary. In many cases, the participants stressed, legal litigation processes overwhelm plan implementation processes; resulting in long delays and eventually poorly or partially implemented plans.

Good urban planning legislation is designed to improve, facilitate and fix planning procedures, in a simplified manner. Importantly urban planning legislation thrives in cities and towns that have good urban governance. This entails adoption of participatory processes, adequate human resource capacity, and better use of modern information and communication technology, accountability and transparency, among other indicators.

Therefore, governments have to create adequate policies, laws and mechanisms, as well as firm institutions to undertake plan making and implementation in an efficient and systematic way. This implies that for sustainable urban planning in Kenya, the county will have to harmonize all legislation related to land and urban planning; create functional urban management institutions at the county level, establish precise mechanisms for citizen participation, and formulate legal frameworks that support the uptake of digital technology infrastructure for urban planning and development, among other reforms.

3.2.6 Counterproductive Political Processes

Often, local governments cite 'capacity constraints' as the main reason for underperformance. At the same time, it is also noted that the political aspect of managing local government plays a critical role in determining the capacity of these institutions to perform effectively, including implementing urban plans. Participatory planning, budgeting, negotiation of interests, and developing urban planning policies are political processes. Participants in the Kenya Municipal Programme Cluster I and II capacity development sessions cited political goodwill, from both elected and non-elected political personalities, as instrumental in building support for plan implementation, especially in issues that deal with urban land administration and management, municipal budget processes, and development control.

Some participants identified negative political interference as key in failed planning processes. In this context, the role and limitations of local elections or the electoral cycle cannot be ignored. The nature and quality of electoral systems affect local accountability relationships, and loyalty affiliations tend to affect

politicization of local governance. Besides, in most cases electoral accountability does not necessarily translate to local revenue generation, for example, where incompetent politicians are elected on their promise of favouring less visible taxes that undermine revenue enhancement. This weakens local authorities' ability to attain sound governance and consequently the capacity to implement plans and deliver services effectively.

Measures to address negative political influence include: mobilising reasonable public participation in planning and deepening awareness among politicians, developers, investors and ordinary residents on the importance of planned urban development. Political leaders in the county governments are charged with a legislative and policy role. This implies that for urban planning and implementation to be effective, political leaders have to provide the necessary policy and legal framework and play an oversight role in implementation, based on a structured framework, that is governed by a monitoring and evaluation system. The workshops observed that inadequate, or lack of clear monitoring and evaluation systems has previously undermined plan implementation in Kenya.

3.2.7 Inadequate Monitoring and Evaluation

In order to measure their performance against the issues addressed, plans need to have an elaborate monitoring and evaluation system. Monitoring is continuous and should inform evaluation. Evaluation is basically designed to measure "the validity, relevance, outcomes and impacts of a programme, plan or project" (UN-Habitat, 2009).

It is important to point out that both formative and summative evaluations are crucial in urban planning. In formative evaluation, the focus is on ascertaining efficiency of programme delivery, with attention to project administration and programme design. This is carried out during implementation. But is also vital to undertake ex ante evaluation, especially in cases where a local authority has no precedence of effective implementation. During the Kenya Municipal Programme training workshops, participants stressed that a number of county governments are yet to establish sound urban management institutions; hence, for implementation of the Integrated Strategic Urban Development plans to be grounded effectively, there has to be prior evaluation of the institutional arrangements so as to identify the gaps, and find solutions. The aim is to ensure that before implementation starts, the right institutional capacity is established.

Box 3.1 Defining monitoring, evaluation and indicators in urban planning

Monitoring refers to the ongoing collection and analysis of information about trends, activities and events that could affect the plan's performance. Monitoring can also address whether the plan has been efficiently managed through plan administration processes.

Evaluation tells decision-makers whether, and how effectively, the plan has achieved its intended goals and objectives. It is the measurement of plan performance in terms of the outcomes and impacts compared with intended goals and objectives, and the efficiency with which related resources have been used and the programme has been administered. Three main forms of evaluating urban plans exist:

1. Ex ante evaluation (undertaken during plan formulation – i.e. before implementation starts);
2. Formative evaluation (undertaken as part of plan administration – i.e. during plan implementation); and
3. Summative (ex post) evaluation (undertaken normally after implementation of plans).

Indicators provide the quantitative data and/or qualitative information that demonstrate trends and patterns. This information tells us something about phenomena in the decision-making environment. In the process of monitoring, the information and data generated by indicators are checked and updated regularly. When monitored properly, these data and information provide the evidence that is required to support evaluation. The results of plan monitoring and evaluation processes directly affect local government strategic planning and management decisions.”

Adapted from UN-Habitat (2009), *Global Report on Human Settlements 2009: Planning Sustainable Cities* (pp 172)

Summative evaluation is undertaken after completion of a programme, mainly to establish effectiveness of the programme or plan. A common approach to summative evaluation in urban planning is the use of conformance-based evaluation to measure performance. This basically involves measuring the outcomes based on the variation/comparison between plan objectives and the actual development on ground. However, departures from the plan can be considered as implemented if their occurrence is rational or inevitable (Faludi, 2000). In measuring performance, both the quantitative and qualitative aspects must be considered.

Monitoring and evaluation usually encounters a number of challenges. In some instances, monitoring and evaluation of the plans is not adequately considered in the planning process, and sometimes it has been integrated, but unaccompanied by the commitment by project staff/teams to execute it. Where the monitoring and evaluation framework is poorly framed, chances are that the actual process of developing it was inefficient. International Fund for Agricultural Development (IFAD, 2002) further notes that inadequate technical and skill capacity, overambitious monitoring systems and poor coordination of monitoring and evaluation, limits the effectiveness of the process.

Concerted efforts should therefore be undertaken to overcome the above and other challenges related to monitoring and evaluation, because the outcomes of monitoring and evaluations enable decision makers and planners to review urban plans. This implies that

plans ought to be formulated in a manner that they are flexible and accommodative to reviews, and particularly by citizens. For example, the use of Citizen Report Cards is a common tool in measuring the experiences of citizens in relation to investments in a range of projects that are related to urban plans. Experience has demonstrated that failure to review plans especially so that they respond to unforeseen growth trends, may limit their effectiveness. For instance, in Jeddah, Saudi Arabia, it is noted that the economic boom of 1974-1983, triggered developments that were in conflict to the existing Master Plan, making it difficult for the municipality's development control section cope with the demand for new applications (Daghistani, 1993). In Kuala Lumpur, the 1984 urban plan was fairly well implemented, but towards its final years, major transformations driven by economic growth saw the construction of mega-infrastructures that were not foreseen in the 1984 plan (Kuala Lumpur Structure Plan of 2020). In Kenya, the City of Nairobi is currently constructing major road links and by-passes that were envisaged in the city's 1970s strategy that was never approved. Indeed, cities may experience an unexpected pace of development or rapid population growth that can undermine the capability of existing plans; hence, the necessity of reviewing plans, based on evaluation reports. The underlying principle of monitoring and evaluation is to “ensure that plans are relevant, strategic, and action oriented” (UN-Habitat, 2009).

4



Results of the Capacity Development Sessions

4.0 Overview

UN-Habitat's role in the Kenya Municipal Programme is to support the "Participatory Strategic Urban Development Planning" in select urban areas and counties. The Members of County Assembly programme is designed to create awareness and capacity for the on-going planning exercise of formulating "Integrated Strategic Urban Development Plans". This support is critical, considering the importance the counties have attached to their respective town plans. The exercise is purposely designed for the early stages of the planning exercise, so as to lay a solid foundation towards the approval and adoption processes of the Integrated Strategic Urban Development Plan.

In addition to the Members of County Assembly program, UN-Habitat has undertaken a One-Day Learning session and Two-Day Rapid Planning Studio (see Chapter Five) for officials of the county government, that is, executives, chief officers, and departmental personnel; urban planners, surveyors, engineers, finance personnel etc. This exercise is aimed at enhancing the officers' capacity in their active engagement with the Kenya Municipal Programme consultants during the plan formulation process, and to build their capacity to review content and guide a successful implementation of the Integrated Strategic Urban Development Plan. Both the plan formulation and implementation stress active public participation, as a key element of the process.

4.1 Training Sessions for Members of County Assemblies²²

Two sessions were conducted for the Members of County Assemblies. In the first session, the training covered topics drawn from the three main areas of approach advocated by UN-Habitat: urban planning, urban economy and finance, and urban legislation. The sessions included presentations by UN-Habitat trainers, plenary discussions and short exercises that engaged the Members of County Assemblies in contextualising the issues that arose from their daily experiences.

4.1.1 Objectives of Training Members of County Assemblies

The background of this training was premised on the fact that Members of County Assemblies play a critical role in decision-making and in forming legislation. The county assemblies are charged with approving urban development plans developed by the county executive, approving county development plans and budgets, enacting policies and legislation, and mobilising the public to participate in county decision making processes, including urban planning. These, among other functions, make county assemblies vital institutions with the capacity to influence sustainable urban development. The objectives of the UN-Habitat and Kenya Municipal Programme training programme for Members of County Assemblies were:

1. To equip local leaders from each county with knowledge on urban planning instruments and strategic leadership skills to address key planning challenges related to sustainable urban development,

²² Programme for the sessions are annexed as Annex 2A (Programme for Diani MCA session) and Annex 2C (Programme for Watamu MCA session).

- and to be able to review the on-going Kenya Municipal Programme planning process;
2. To provide a platform for the sharing of case studies on select urban planning issues in diverse urban contexts and thus create a platform for dialogue to help find optimum solutions that are relevant to each county; and
 3. To equip the participants with skills to address existing planning challenges and the ability to generate context-specific initiatives and action.

4.1.2 Expectations from Members of County Assemblies

At the onset of the session, Members of County Assemblies were presented with the opportunity to share their expectations of the training in relation to their roles in policy and decision-making in the context of urban development. Their expectations are summarized in five key issues: (a) urban planning, (b) urban informality (c) mainstreaming gender issues in urban development, (d) scaling-up delivery of basic infrastructure and services, and (e) strengthening implementation of plans.

4.1.2.1 Understanding Urban Planning

The 2010 Kenya Constitution designated various functions and levels of urban planning, as well as the delivery of basic services, to county governments, with specific roles defined for each arm of the county government – the executive and the assembly. The county assemblies were tasked with legislative and oversight roles, with an obligation to ensure that essential policies and regulations are enacted to support the effective execution of functions by the county governments. Members of County Assemblies

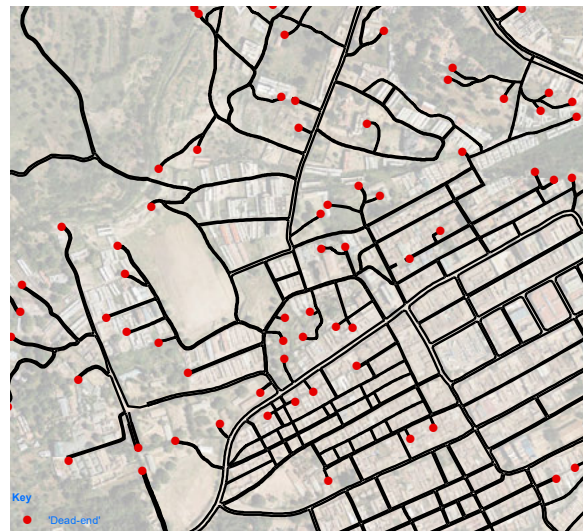
must, therefore, be adequately equipped with basic knowledge on urban planning, urban legislation, and urban economies, in order to enable them develop informed policy decisions. The workshop was designed to offer an opportunity to advance this capacity. It was received with enthusiasm, expressed by the Members of County Assemblies through their declaration of interest in advancing their knowledge on urban planning, and more so, to enhance their capacity to articulate, confidently, matters of urban planning and development in the county assemblies. This is critical, considering that the participants have to mobilize the full support of county assemblies for the approval of policies, plans and strategies related to urban planning and development.

4.1.2.2 Tools and Approaches to Address Urban Informality

The participants recognised that in Kenya, urban informality exemplifies ineffective urban planning, or perhaps, past interventions to address the phenomenon have failed to address the realities shaping urban informality. They particularly singled out informal settlements as a major urban planning issue because of the significant population they harbour under poor living conditions. Similarly, the importance of informal economic activities such as street vending, service-oriented activities, light industrial activities etc. were identified as priority areas for urban planning and policy making. Yet, urban planning practices have consistently failed to adequately integrate urban informality; instead, they often result in conflicts over rights to urban space. Participants expressed the expectation that integration of urban informality will become rooted in county urban planning practices, as well as, within the



MCA session in Diani
© UN-Habitat/Baraka Mwau



Street Network, Kitui town © UN-Habitat/Baraka Mwau
Image: Ministry of Land, Housing and Urban Development, Kenya.

outputs of the on-going Kenya Municipal Programme planning component. Importantly, they expressed the desire to learn the tools and approaches that can aid county assemblies to legislate adequate urban policies and programmes for mainstreaming urban informality issues into the wider urban development agenda.

“The persistent growth of informal settlements and the unique tenure issues in the coastal area will require sound strategies with innovative implementation approaches”

MCA, Mombasa County.

4.1.2.3 Mainstreaming Gender, Human Rights and Youth Issues in Urban Development

Past urban planning practices have inadequately addressed gender, according to the Members of County Assemblies, whose expectation was that the training would create awareness on the various approaches to mainstreaming gender issues. Indeed, the training not only addressed gender, but also the importance of human rights and youth mainstreaming in urban planning and development. The selection of workshop participants was sensitive to these crosscutting issues, and a significant number of women and youthful Members of County Assemblies were present.

Box 4.1 Female-headed Households in Kenya

The recently published Socio-Economic Atlas of Kenya (2014) reported that female headed households are on the rise in Kenya, representing 32 percent of the households and equivalent to 2.8 million households. The proportion in Kitui County is even higher at 45 percent.

The Members of County Assemblies challenged urban planners, decision makers and other political leaders to pay the necessary attention to gender-related, human rights and youth issues in decision-making processes. This is rather critical considering that the demographic composition of Kenya’s urban areas reveals a generally balanced proportion of male and female populations dominated by a youthful population.

This implies that women and youth ought to play an increasing role in shaping the future of urban centres and human settlements in general. It is also noticeable that current urban challenges have specific and varied impacts on gender and youth. For example, challenges of water and sanitation lay a heavy burden on women and children in informal settlements. The local social-cultural context tasks women with the responsibility for ensuring water for domestic uses; this is a burden where municipal water services are inadequate, forcing women to spend long periods of time sourcing water services and posing safety risks especially after nightfall.

Hygienically, the inadequacy of safe and clean sanitation facilities affects women and children more than men. With regard to mobility, the safety of women and children in public transport services and public parks is a major issue of concern in the urban areas. And the youth suffer disproportionately when urban economies are unable to offer adequate employment opportunities.



A street in Mathare Slums, Nairobi
© Baraka Mwau

Box 4.2 Global Commitment to Gender Mainstreaming

Commitment by UN Member states: "We commit ourselves to the goal of gender equality in human settlements development. We further commit ourselves to:

- a. Integrating gender perspectives in human settlements related legislation, policies, programmes and projects through the application of gender sensitive analysis;
- b. Developing conceptual and practical methodologies for incorporating gender perspectives in human settlements planning, development and evaluation, including the development of indicators;
- c. Collecting, analyzing and disseminating gender disaggregated data and information on human settlements issues, including statistical means that recognize and make visible the unremunerated work of women, for use in policy and programme planning and implementation;
- d. Integrating a gender perspective in the design and implementation of environmentally sound and sustainable resource management mechanisms, production techniques and infrastructure development in rural and urban areas;
- e. Formulating and strengthening policies and practices to promote the full and equal participation of women in human settlements planning and decision-making."

Source: paragraph 46 of Habitat Agenda (Habitat II)

4.1.2.4 Knowledge on Innovative Approaches to Delivery of Cost Effective, Adequate and Sustainable Urban Infrastructure

Participants acknowledged that urban areas in Kenya have a huge infrastructure backlog characterised by inadequacy of basic services such as water and sanitation, transport infrastructure like roads, pedestrian walkways, energy, solid waste management, and drainage. This predicament is further complicated by the increasing challenge of financing these deficits and future service or infrastructure demands, as well as the weak capacity to deliver the infrastructure at the required scale. The fact that the majority of the county governments inherited poorly managed municipalities from the defunct local government system implies that significant efforts will have to be directed to reconstructing urban management institutions, in order to build the requisite adaptive capacities to deliver these infrastructures. Therefore, county governments must, among other things, nurture adequate skills and capacities to innovate and design affordable, quality, sustainable infrastructure, as well as capacity to delivery city-wide infrastructure at a large-scale, as the reality demands. Members of County Assemblies expected that the UN-Habitat/Kenya Municipal Programme training, as well as the planning process of the Integrated Strategic Urban Development plans will address these shortcomings, and that the training will provide them with the necessary knowledge for designing and guiding the right policies and investment decisions to address the infrastructure challenges.



Solid waste management challenges in Kitui
© Baraka Mwau

4.1.2.5 Enhancing Skills on Implementation

The Members of County Assemblies underscored the challenges of plan implementation that have characterized urban planning in Kenya. In particular, they sought to understand the reasons behind ineffective implementation of previous plans, and most importantly, to enhance their effective participation in overseeing the effective implementation of urban development plans. They cited several factors that have undermined effective implementation of plans, such as: inadequate funding mechanisms; lack of political goodwill; inadequate human resource capacity; and institutional fragmentation. Their expectation was that the training session would broaden their understanding of these challenges, and most importantly, their capacity to frame sound strategies and exercise sound governance in order to overcome these challenges. It should be noted that several Members of County Assemblies were part of the now defunct local government system; hence, they possess first-hand experience on the challenges confronting urban planning and urban governance.

These are challenges that the new dispensation of county governments is expected to address in order to enhance sustainable urban development.

“Implementation remains a major obstacle to effective planning in Kenya. To address this, political leaders must be prepared to provide a political environment that is conducive for effective implementation of plans. We all must be involved in nurturing a culture of good urban planning”

MCA, Kitui County

These expectations were addressed through the various thematic sessions facilitated by UN-Habitat that involved active plenary discussions. Drawing from these sessions, the following critical issues emerged:

- a. The role of leaders in sustainable urban transitions in Kenya/Africa;

Box 4.3 Critical Challenges Facing Planning Practice in Africa

Rapid Urbanization: The rapid pace of urbanization is characterized by significant socioeconomic, environmental and institutional challenges for urban residents and local government authorities.

Informalization: Urban growth is dominated by informality in most African cities. Millions of urban residents are living in overcrowded settlements and slums, lacking access to basic services such as water, sanitation and health care. Informalization of economic activities has also increased with the pace of urbanization. The urbanization of poverty can be ascribed to a combination of three factors: the rapid urbanization of the developing countries, the lack of decent jobs, and the lack of adequate planning with efficient city management. **Inadequate Infrastructure Provision:** Urban settlements are not equipped to deal with the rapid growth of cities and towns. With the increasing pace of urbanization, African city officials have been unable to fund critical infrastructure such as road and rail networks, water and sanitation, telecommunications, energy, health and education facilities, and in many cases, existing infrastructure has depreciated and has become obsolete and inadequate.

Polarized Development: Enclaves of high-value residential property are developed mainly by foreign private investors, while affordable and lower middle-income housing is shunned. Urban inequities are increasingly apparent across cities in Africa.

Inadequate Public Transport: The emergence of cities distorted historically through colonial planning, and more recently by market forces with parochial interests, the continued likelihood of the poorest residents pushed towards the urban periphery (in South Africa in particular), and the existence of a fragmented privately based taxi service in many cities, highlights the critical need to establish integrated, affordable, efficient and appropriate public transport systems in growing cities.

Ad-Hoc Developments in Rural Areas: In many cities and towns (e.g. Lusaka), rural areas are attracting private investment in the form of manufacturing and gated residential developments. However, developments in rural areas occur without any involvement of nearby city authorities and without significant reliance on city utility infrastructure.

Poor City Management: Many African cities are unable to manage rapid urbanization using static blueprint master plans, insufficient and inadequately trained planning staff and other resource limitations.

Corruption and Political Expediency: Corruption within the public and private sector is a serious hurdle in meeting the development challenges of most countries, and the management of urban areas in particular. This practice challenges the efforts to decentralize authority to regional and local levels where there is insufficient capacity.

Source: Adapted from Africa Planning Association & UN-Habitat (2014). The State of Planning in Africa: An Overview

- b. Why it is important for county legislators to prioritize urbanization;
- c. The importance of good policies and enabling urban legislation;
- d. The need for strategic choices to enhance local economic development;
- e. Enhancing the efficiency of urban form through street network planning;
- f. Enhancing local economic development by capitalizing on existing resources;
- g. What counties can do to address informal settlements and housing challenges;
- h. Addressing the increasing infrastructure challenges;
- i. Protection of public land and public spaces;
- j. The challenge of plan implementation and
- k. The relevance of gender, youth and human rights as cross-cutting issues in urban planning and development.

4.1.3 Key Issues From the Thematic Sessions

4.1.3.1 The Role of Leaders in Sustainable Urban Transitions in Africa/Kenya

In order to optimize the urban advantage, leaders must strive to undertake reforms in urban governance and urban planning. Members of County Assemblies have a vital role in enacting the right policies, supporting their implementation, and meaningfully engaging with technocrats to foster sound urban planning and development. This also entails ensuring that public investments are directed to the best use by “getting priorities right”.

Kenya’s county leadership will play a decisive role in shaping the future of development and more so, in relation to attainment of the targets set by Kenya Vision 2030. Leaders in county assemblies are charged, by the legislation, to ensure that there is integrated planning and oversight over management of public resources, among other vital functions. Supporting urban planning processes such as the Kenya Municipal Programme’s Integrated Strategic Urban Development planning is, therefore, part of the responsibilities of Members of County Assemblies. Properly formulated Integrated Strategic Urban Development Plans will be the ideal structured framework for enhancing effective investment of public funds. The County Governments Act of 2012 is categorical that urban development plans must be **formulated to guide urban development, and be aligned with county Integrated Development Plans (IDePs)** for coordinated county budgeting and allocation of resources.

“Successful cities have always had strong leaders dedicated to selfless service to the city. Rarely can cities succeed without good urban governance. Therefore, county leaders must lay foundations and nurture a sustainable system of governance.”

Doudou Mbye, UN-Habitat

In accordance with Kenya legislation, as leaders execute their legislative and decision making functions, citizen participation and public interest must be integral to these processes to ensure that resource utilization benefits the wider society. Urban planning is by itself a tool for promoting public interest, because urban development plans have wide-reaching impacts on the populace. The participation of citizens in planning processes, should therefore, be part of the planning framework. In this case, political leaders play a vital role in mobilizing their constituents to participate in these processes. In addition to the legislative obligations, planners and decision makers should note that participation enhances the credibility of plans and increases the ownership of plans, thus, it is a component that lays a solid foundation for the effective implementation of plans.

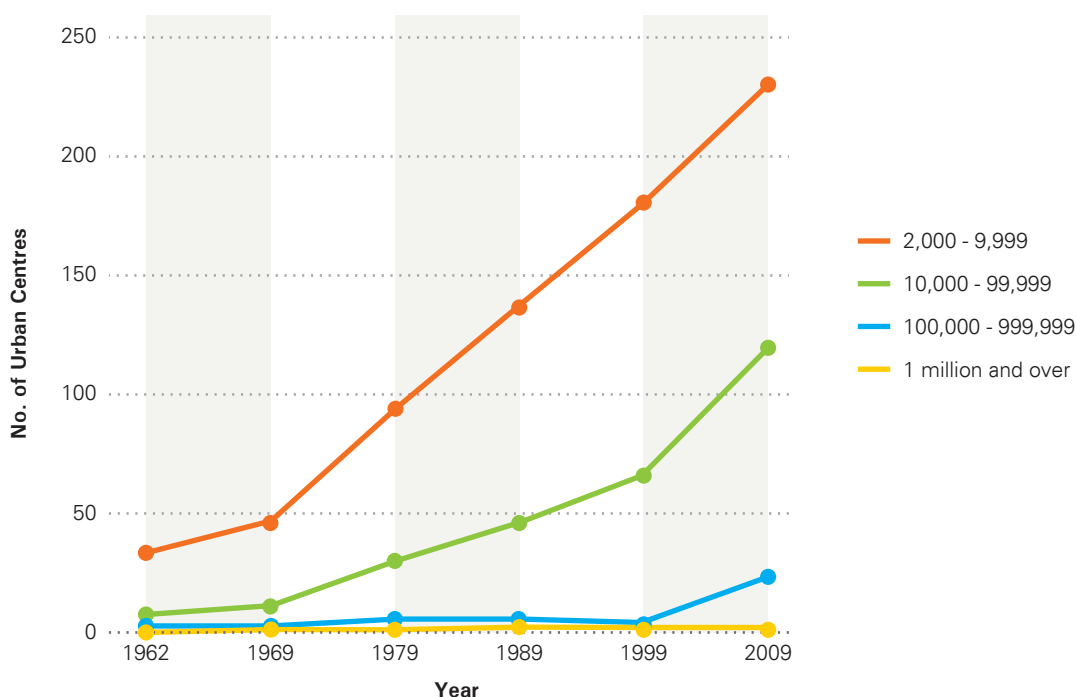
4.1.3.2 Why It Is Important For County Legislators to Prioritize Urbanization

Kenya’s contemporary urbanisation is a paradox, characterised by a significant share of benefits and opportunities, as well as challenges that in many ways undermine the benefits. Key among these is the emerging urban patterns, which in their own right



Members of County Assemblies reacting to presentations
© UN-Habitat/Baraka Mwau

Figure 4.1 Urbanization trends Kenya 1962-2009



Data Source: National Council for Population and Development, Kenya (2013)

have inherent advantages and disadvantages. It is the inadequacy of urban planning and approaches to manage urban growth that has partly resulted in unsustainable urban patterns. Urban sprawl and informal settlements, inadequate infrastructure and housing, environmental degradation, segregation and exclusion, urban poverty, poor mobility etc., are just some of the major challenges confronting Kenya's urban centres today. Meanwhile, urbanization in the country is set to increase significantly, compounding the current challenges if the necessary measures are not put in place. Hence, the Members of County Assemblies were reminded that substantial efforts must be made towards addressing the challenges of urbanization and enhancing the benefits associated with it. Put simply, sustainable urbanization is vital for the future of human settlements.

Against this backdrop, **planning for both current and future urban populations is imperative for sustainable development.** County governments must therefore ensure that county spatial plans, the respective urban development plans and the necessary strategies are put in place to facilitate effective and sustainable urban transitions. Indeed, the Members of County Assemblies reinforced the view that urbanization is a key pillar of county development, but it is only so if urban centres are well managed so that they become the centres of transformation rather than areas where inequality, poverty and deprivation are manifest.

4.1.3.3 The importance of Good Policies and Enabling Urban Legislation

A whole session was dedicated to discussing urban legislation; its importance, the challenges in Kenya and the possible approaches that county governments can take to enhance sound urban legislation. The constitution of Kenya has mandated county governments to enact the legislation necessary for effective functioning of county governments, including legislation related to urban planning and development. However, for Members of County Assemblies to effectively undertake this mandate, they must possess a clear understanding of sound urban legislation. The workshop facilitators pointed out that:

- Urban policies and urban legislation must provide room for participation in decision making;**
- Good legislation has a precise structure of implementation,** and it should be implementable in the context in which it was designed to govern;
- Good legislation is not restrictive to development, but rather, it is facilitative.** This is achieved through formulating policies based on thorough analyses of the context and in consultation with the relevant stakeholders.

In the follow-up sessions with the Mombasa and Kilifi Members of County Assemblies, concerns were raised as to what type of urban legislation the Members of County Assemblies are supposed to formulate. It was

noted that awareness, amongst the participants, needs to be increased with regard to existing legislation, mainly formulated by the national government, such as the Physical Planning Act, Urban Areas and Cities Act, County Government Act, Public-Private Partnerships Act etc. What emerged is that land policies have taken priority in the county governments, with Mombasa and Kitui counties formulating their respective land policies. Although the national legislation provides an overall guide, the counties are supposed to formulate operational urban legalisation that addresses their contexts without contradicting the national legislation.

4.1.3.4 Strategic Choices are needed to Enhance Local Economic Development

Governments are constantly making decisions, some of which have a profound impact on the way urban areas develop. It is therefore crucial for county governments to formulate strategies that guide development in the most sustainable manner. The main challenge noted by the participants was that most county governments lack clear and solid strategies and where there are some strategies they lack clear policy direction and have little backing from the key stakeholders e.g. county assemblies, the public, local investors etc. Furthermore, prioritisation of these strategies is often debatable.

Among other factors, a county's development strategies ought to be informed by a thorough analysis of its potential, its regional context, and future prospects. For example, the performance of Mombasa as a port city should be linked to the regional economy, and its competitiveness should be analysed against other port cities such as Dar es Salaam and the upcoming Lamu port. The facilitators stressed the need to embrace regional planning and the importance of linking economic development strategies to urban planning. Caution must however be exercised when choosing the most appropriate local economic strategies for a particular context. This is because such strategies often have varied spatial-economic outcomes depending on context. A strategy that catalyses the transformation planned in one context could result in exacerbating a problem in another. Therefore, the impact of megaprojects like new city developments, port developments and other large-scale infrastructure projects should be thoroughly analysed in the context of the wider city and regional development, and not just limited to their spatial needs. Some of these projects or economic development strategies may compound existing urban challenges, because their design and implementation is based on inconclusive analyses of the broader regional context.

Members of County Assemblies were therefore encouraged to make strategic choices that are informed by adequate data and information, and which are aligned with the overall city-wide planning or county planning and implementation, such choices should be evaluated against other alternatives. In the past, failure to implement the right strategies has resulted in an ad-hoc approach to urban development in Kenya.

4.1.3.5 Enhancing the Efficiency of the Urban Form through Street Network Planning

Poor urban mobility ranks high among the major challenges defying the prosperity of Kenya's urban centres. According to the Members of County Assemblies, this was exemplified by poor public transport services, poor connectivity of the transportation network, and congested streets. The absence of elaborate and well planned urban-wide street networks compounded the problem. For example, the Kitui Members of County Assemblies lamented the poor street layout, obstruction of streets by developers, and poor connectivity with cul-de-sacs characterising street design in several neighbourhoods. UN-Habitat underscored the importance of street network planning. A well laid out street is capable of shaping urban form for a long-time, as witnessed in cities with a rich history of urban planning. Rarely, do street layouts change; hence, **street networks have long-term implications on various urban functions such as transportation.** It is through well connected streets that cities can reduce congestion and enhance accessibility and overall, mobility.

The Mombasa Members of County Assemblies confirmed this reality with the example of the street form in the old town district of the city which has



Members of County Assemblies follow proceedings
© UN-Habitat/Baraka Mwu

remained effective and intact for centuries. Only recently, with the introduction of new transportation modes, did the streets in the old town began to succumb to the pressure of congestion. Today, rick-saws, motorcycles and vehicles are major transportation modes in Mombasa and Malindi. Meanwhile, the competition for street space among the vehicles, rickshaws and motorcycles, pedestrians, formal businesses, and informal commercial activities have resulted in conflicts that have sometimes triggered violent confrontations among the different users. However, this 'explosion' of street activities should not be framed only as a problem; rather, policy makers need to realise the opportunities therein. Policy and urban planning ought to, therefore, make concerted efforts to integrate these activities and create an elaborate street network in order to enhance the economic productivity of the streets.

To attain an elaborate street network in Kenya's urban areas, there is need to first understand the existing network, most of which is a product of uncoordinated planning combined with informal urban developments. UN-Habitat emphasised the duty of governments to ensure adequate land is available for streets. Acknowledging that development has preceded planning in most urban areas, county governments will have to devise legislative tools to acquire adequate street space. Such tools include land readjustment, amalgamations, and legal compulsory acquisition of land for public streets. During the process, it is critical to connect the application of the tools with the concepts to enhance the economic productivity of streets. In addition, an elaborate street network also serves to improve efficiency in the provision of networked

infrastructures such as water and sanitation, electricity and telecommunications.

4.1.3.6 Enhancing Local Economic Development by Capitalizing On Existing Resources

Is it possible to enhance local economic development and urban economies by exploiting the resources at disposal? To a large extent, the answer is yes. In this training UN-Habitat demonstrated various tools that help in linking urban planning and urban economic development. Members of County Assemblies were particularly interested in learning tools and approaches that would boost their understanding of possible strategies for diversifying their county economies with the focus on optimising the existing resource potentials.

For instance, Mombasa and Malindi possess a maritime eco-system, providing the opportunity of enhancing waterfront-based economies e.g. wharfs and commerce integration, promotion of tourism and water transportation. Yet, these towns still have economies that are over-reliant on one or two sectors, that is, tourism and the residential commerce sectors. The recent security incidents in the country have adversely affected the tourism sector, negatively impacting on the economies of these towns.

To enhance the resilience of these urban centres, it is imperative that they diversify their economies. Evidently, over-reliance on the tourism sector is not sustainable for Mombasa and Malindi. Indeed, the Members of County Assemblies expressed their expectations that the on-going Integrated Strategic Urban Development planning processes will adequately address the economic development imperatives. UN-Habitat, shared



Likoni Crossing Channel in Mombasa
© UN-Habitat/Baraka Mwau



KMP appointed consultant (left) consults with Mombasa MCA (right)
© UN-Habitat/Baraka Mwau

a case study on the on-going work in Kisumu, where the lakefront area is being planned for redevelopment, with the objective of diversifying the city's economy and optimising the potential of the lake. Furthermore, UN-Habitat demonstrated that investing in the informal retail markets, leveraging community funds to co-finance basic infrastructure, and improving urban governance to attract external investments, are potential strategies for enhancing local economic development.

Enhancing local economic development and optimum utilisation of local natural resources demands strong leadership and efficient governance. Besides, **good urban governance enhances the credibility of a government, associated with high investor confidence, and the capability of attracting diverse funding streams for development.** Above all, utilisation of local resources should foster inclusive development. This can be achieved by enacting inclusive policies and economic development strategies that are sensitive to redistribution of growth benefits, including enacting the right mechanisms to reasonably and fairly compensate local communities, where investments may necessitate relocations. This also entails policies to ensure that county governments accrue optimum benefits in public-private-partnerships (PPPs). To diversify their economies and improve sustainability, county governments were challenged to explore alternative economic sectors – including supporting the economic activities in the informal sector – in order to enhance their economies and increase employment for their youthful population.

4.1.3.7 What Counties can do to Address Informal Settlements and Housing Challenges

During the plenary session, the Members of County Assemblies raised concerns about the deteriorating conditions in the informal settlements and the increasing shortage of low-cost and affordable housing. This discussion was a follow-up to the thematic component on “Addressing Informal Settlements” which addressed the importance of making informal settlements and economies part of the city. This approach requires policy makers and city leaders to design policies and strategies, with respective budgets, that address the deficiencies (in urban space allocations, infrastructure, facilities and housing) faced by sectors of urban informality.

The content of such policies and strategies should include:

- a. **Urban planning** – focusing on participatory approaches, inclusive land-use plans, upgrading options for informal settlements and markets, environmental concerns, city-wide integration,

adequate provision for streets and open spaces, etc.

- b. **Urban infrastructure development** – focusing on infrastructure planning and construction, with emphasis on extending basic services to the most vulnerable informal settlements and informal market areas, developing infrastructure facilities for such groups, and using networked infrastructure to integrate informal settlements with the broader urban development.
- c. **Urban economy & finance** – focusing on local economic development and livelihood enhancement, affordable housing and space for commerce, financing strategies etc.
- d. **Urban legislation** – focusing on enhancing security of tenure, enabling and flexible building regulations, flexible infrastructure standards etc. Such legislation should also facilitate gender mainstreaming and direct participation of communities in programmes/projects.

The Members of County Assemblies observed that the continued growth of informal settlements and of unplanned housing developments will result in dire consequences, including incurring great costs to retrofitting these settlements with infrastructure.

Informal urban development has contributed to the existing poor street network, inadequate open spaces and lack of defined way-leaves for infrastructure. In Kitui, this is complicated by the fact that most informal settlements have housing typologies of semi-permanent or permanent character, unlike the conventional shack housing found in the informal settlements of Kenya's large cities such as Nairobi.

“The lack of urban planning has resulted in haphazard construction of housing, without defined layout and spaces for infrastructure reticulation. This is a major concern for the county government, because the consequences will be significant in the coming years”

MCA, Mombasa

Participants noted that it was important for the on-going Integrated Strategic Urban Development plans to identify informal settlements as Special Planning Areas (SPAs) and recommend detailed planning of these areas. Based on specific cases, the broader **urban plan could recommend informal settlements as Special Planning Areas with potential for either: in-situ upgrading, redevelopment and regeneration, infrastructure-led upgrading, tenure regularisation, relocation and resettlement, or a combination of more than one**

approach. All effort must be made to integrate informal settlements into the wider urban development, and plans should provide a structured basis for improving living conditions in the informal settlements through basic services, housing, livelihoods and interventions that foster inclusivity.

The departure point is to support the Integrated Strategic Urban Development plan recommendations with an informal settlements policy aimed at providing

a framework for addressing the associated issues. This policy ought to be informed by thorough analyses of informal settlements in the given urban centre. A number of considerations were identified as parameters for guiding informal settlements interventions:

- a. **Scale of Informal Settlements** – spatial coverage, location and population;
- b. **Living Conditions in Informal Settlements** – social-economic, infrastructure, housing, environmental and livelihood standards, and;

Box 4.4 Kisumu Lakefront Project and the Integrated Strategic Development Plan

The Kisumu Lakefront Development project stems from the city's Integrated Strategic Development Plan (ISDP) that identified the lakefront as a Special Planning Area (SAP-1). It is important to note that the lake and urban development in Kisumu have had little positive functional connection; rather, poor planning and inadequate infrastructure has led to underutilisation of the lakefront and environmental degradation of the lake (pollution), respectively. Today, the city of Kisumu continues to develop without the key influence of the lakefront structuring the urban form and shaping the urban functioning of the city. In the process, Kisumu has not fully exploited the potential presented by the lakefront. Fortunately, the Integrated Strategic Development Plan has identified this critical gap and recommended the redevelopment of the lakefront. Subsequently, the County Government of Kisumu has engaged UN-Habitat to offer urban planning support towards the redevelopment of the lakefront area. A concept plan has been formulated which aims to: connect existing patterns and the central business district; create a plot layout at the lake front; optimise land value and land use; create investment opportunities; establish incremental growth opportunities; enhance public transport services; and harmoniously link the city and the lake – including opening-up the lakefront to public access.

Figure 4.2 Concept Plan for Kisumu Lakefront Development Project



Source: UN Habitat/Urban Planning and Design lab

- c. **Magnitude of Investments and Capacity Required** – estimated cost for meeting the respective backlog and deficiency (basic services, infrastructure and housing etc.), the financing options, and the government’s capacity to plan and implement effective programmes and projects, including technical capacity.

However, without the necessary political support, addressing informal settlements will remain passive or piecemeal. Past experience is proof of this and Members of County Assemblies must decisively take an active role in reforming approaches tailored to addressing informal settlements.

4.1.3.8 Addressing the Increasing Infrastructure Challenges

Closely related to the challenge of informal settlements are the infrastructure challenges facing Mombasa, Kitui and Malindi towns, and in general, Kenya’s urban areas. Members of County Assemblies especially identified transportation, energy, water and sanitation as key sectors with inadequate infrastructure. This **inadequacy is manifested in various forms, mainly:**

- a. **Ineffective, and or, poor infrastructure planning** – this refers to the inability to plan comprehensively for infrastructure demands. This may be due to the absence of informed cost estimates of investments leading to the failure to invest in the right infrastructure. To date, most urban areas lack infrastructure development plans.
- b. **Ineffective urban planning** – this refers to the inadequacies in urban planning; urban areas such as Mombasa, Malindi and Kitui have grown for

decades without adequate plans to guide growth. Consequently, this has limited the capacity of these towns to anticipate infrastructure demands, plan effectively for expansion of infrastructure and develop frameworks for future infrastructure investments, as well as inability to optimise building/property developments for infrastructural development.

- c. **Ineffective, and or, limited capacity to deliver infrastructure** – this is associated with ineffective contracting, corrupt practices, poor project management and inadequate capacities to finance infrastructure, as well as limited technical capacities.
- d. **Sub-standard infrastructure and poor maintenance of existing infrastructure** – resulting in decline in capacity of the infrastructure and increased dilapidation of existing infrastructure, not to mention the high maintenance costs incurred cumulatively in the long-term. This is largely linked to the limited asset management capacities of the defunct municipalities.
- e. **Large gap between supply and demand** – with demand over stripping supply, including suppressed demand (that is often not prioritised) and poor prioritisation of infrastructure investments. This gap is indeed a cumulative factor of the above inadequacies.

A combination of effective urban planning, urban governance, comprehensive financing strategies and urban growth management should underpin a more responsive framework for addressing the above challenges. Indeed, noting the vital importance of infrastructure to urban development, Members of County Assemblies expressed their expectation that part of the Capital Investment Plans of the Integrated Strategic Urban Development planning will prioritise infrastructure development plans. In addition, it was noted that urban form has profound implications on infrastructure delivery. More compact urban forms and mixed use developments tend to enhance efficiency of infrastructure investments and cut costs of delivery, as opposed to urban forms characterized by sprawl and extended (horizontal dimension) spatial coverage. Policy makers were encouraged to explore planning approaches such as Transit Oriented Developments (TODs), and consider options that are alternatives to the traditional city-wide infrastructure network grids which are often expensive, such as models that promote decentralised planning and development of infrastructure. Moreover, counties should plan for the most appropriate infrastructure, and promote innovative infrastructure delivery strategies, including co-production and leveraging private sector investments in infrastructure development.



Housing redevelopment in Mombasa
© Baraka Mwau

4.1.3.9 Protection of Public Land and Public Spaces

The importance of urban legislation to govern the use and appropriation of public land and public spaces was acknowledged. However, it is the implementation of this legislation that Members of County Assemblies identified as the main issue of concern. The importance of enacting effective laws that govern the use of public land, its transfer to private hands, as well as bridging the gaps in the existing urban legislation, particularly, addressing the absence of legislation dedicated to protecting public open spaces was highlighted. The existence of irregularities and illegal alienation of public land to private ownership, even land designated for public recreational use, is proof that a major discrepancy exists between policy formulation and implementation.

Members of County Assemblies regretted that **public access to open spaces such as public beaches and recreational parks have been diminishing over time, especially in the coastal towns of Mombasa and Malindi where private developments have restricted public access to the seafront.** This is the result of malpractices in public land administration and management and poor urban planning approaches that advance private interests at the cost of public interest. With regards to Mombasa, the Members of County Assemblies confirmed that continuous years of such inefficiencies are to blame for the current shortage of public spaces in the city. In the coastal towns of Mombasa and Malindi, privatisation of the sea front has limited public access to beaches and reduced the functionality of the seafront as an important public space. Thus the Integrated Strategic Urban Development plans need to recommend better integration of the seafront developments to the rest of the urban fabric to enhance inclusivity and public access to sea front recreational spaces.

So serious is the challenge that in some urban neighbourhoods, public roads have been 'privatised', as witnessed by the erection of road barriers to inspect and limit access, creating 'gated communities'. Perhaps this has reduced levels of crime, but overall, has been ineffective in solving the urban insecurity challenges; in these areas crimes still get committed. In the wider public interest, such action is counterproductive because it hinders connectivity and reinforces socio-spatial segregation

Against this backdrop, the Members of County Assemblies challenged fellow political leaders and county technocrats to embark on governance reforms. It was reported that in Kitui, plans are underway to

repossess all grabbed public land and ensure that all public land and open public spaces are gazetted, a process that will involve public participation. The workshop organisers stressed the role of county governments in legislating public land administration, but most importantly, in enacting sound urban governance to effectively tackle the challenges of fraud, irregularities and illegalities in public land administration. This is vital because the Integrated Strategic Urban Development plans will demarcate sites for public uses.

4.1.3.10 The Challenge of Plan Implementation

The on-going Kenya Municipal Programme planning process is not the first planning process in the participating urban centres; plans have been formulated in the past. Yet, the current state of urban development poses crucial questions about the efficiency of these plans.

Often, the status quo is a product of both ineffective planning and ineffective implementation of the plans, as reiterated by the Members of County Assemblies.

"A lot of planning or plans, but, we seem to always lack the right strategies to implement these plans. Our implementing capacity is weak, worsened by the cosmetic political support"

MCA, Mombasa

The workshop identified several factors as the main limitations to effective implementation of plans. These include: the land factor; the political factor; the legislative factor; the fiscal resources factor; the human resources factor and the plan content factor.

It was the common observation that private ownership of land dominates land ownership in most urban centres of Kenya. Although local authorities are supposed to issue development rights, many developments do not follow the due legal process. Efforts to intervene often end up in court, where the interests of the developers often triumphs. However, participants noted that it was the ineffective planning and development control processes that have created this gap. Rarely are the main actors in the construction sector adequately engaged in plan formulation processes, or even in formulating development control policies. The product of such anomalies is **plans and policies that often contradict the reality on the ground, resulting in plans that are**

restrictive and over-regulated and so do not facilitate development.

In addition, the influence of politics, especially in defending vested interests in land and property markets also renders implementation of plans ineffective. Technocrats find it difficult to exercise land-use and building regulations where political influence undermines urban planning. Closely linked to this is the **lack of sufficient urban planning legislation to support implementation of plans.**

Participants noted that previously urban development plans only generated recommendations or guidelines on land use, without legislative guidelines to support the implementation. This has created a grey area in urban development that has enabled deviation from the plans. Thus, without linking urban planning to sound urban legislation and governance there cannot be effective implementation of plans, however good the plan is.

“Both planners and politicians have had their share in orchestrating the current urban challenges. Especially, in expropriating public land for private ownership and in conspiracies to grant irregular development rights”

MCA, Kitui County.

Meanwhile, most previous plans have failed to provide a fiscal mobilisation strategy to support implementation. This has compelled local authorities to rely on limited local revenues and national government revenue to fund implementation. This, combined

with other factors, has resulted in the expiry of plan timelines before full implementation. Another significant impediment to implementation is the inadequate human resource capacity. Reacting to this, both the Kenya Municipal Programme and UN-Habitat emphasized the **importance of county governments to recruit adequately skilled personnel to manage urban planning and urban development.**

“County governments should aim at enacting facilitative policies, and achieving quick-wins with the available limited finances. But, with a long-term strategy on how to fully fund the implementation of the plan”

Salvatore Fundaro, UN Habitat

Lastly, participants noted that where plans deviate from the local realities of urban development, their implementation cannot be effective. Therefore, the on-going Kenya Municipal Programme planning process should **develop plans that are realistic, and not too ambitious in their implementation.** This requires a thorough scrutiny of all relevant issues, and based on that, formulation of plans that are context specific – addressing the challenges and determining to utilise the inherent potential to transform urban development. In addition to the usual spatial dimension, plans should also stipulate adequate strategies for fiscal mobilisation and local economic development, include strategies for building adaptive capacities (legal and institutional) at the county government, incorporate a comprehensive implementation framework which incorporates



Mama Ngina Drive Promenade, Mombasa
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monitoring and evaluation, and ensure that all key stakeholders are adequately involved in the plan making so as to ensure public ownership.

4.1.3.11 The Relevance of Gender, Youth and Human Rights as Cross-Cutting Issues in Urban Planning and Development

Mainstreaming the cross-cutting issues of gender, youth and human rights is vital in urban planning and development processes. The 2010 Kenya Constitution explicitly defines the rights and fundamental freedoms of the people of Kenya. Urban planning and development has a vital role to play in facilitating some of these rights to the citizens, such as the rights related to property, environment (e.g. clean and healthy environment), social and economic rights (e.g. adequate and safe water, sanitation, education, housing, health care and social security), rights of gender, youth, children and marginalised groups. Kenya Vision 2030 has deliberate focus on promoting good governance to guarantee equitable access to opportunities for all citizens, with specific programmes aimed at promoting gender equity and youth economic empowerment.

Various urban challenges impact differently on different members of society, often more negatively on women and children. For instance, persistent water and sanitation inadequacies impact women and children more adversely than men due to various factors such as culture, health risks etc. **Unemployment in urban areas disproportionately affects the youth, who are the majority and thus a significant fraction of urban labour force.** It is therefore imperative to design policies and urban plans that acknowledge the needs of these groups and to pay attention to the human rights issues related to them.



Mombasa member of county assembly making a presentation
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Further, urban planning should consider the integration of marginalised and special needs groups, in order to promote more inclusive urban development.

4.1.4. Conclusion from the Members of County Assemblies Session

The Members of County Assemblies from Mombasa recommended that international organisations acknowledge the realities of the local urban development contexts in order to enhance effectiveness of their programmes, particularly in Kenya where despite numerous policy recommendations and monetary support, urbanisation faces the same challenges over time. Meanwhile, the national government continues to grapple with numerous urban challenges – the continued growth of informal settlements, urban sprawl, declining infrastructure, and inadequate urban planning – despite various attempted interventions.

Members of County Assemblies from Kitui noted that the devolution of urban planning, as a function of county governments, presents the right opportunity to restructure planning practices and build a sustainable future in closer collaboration with the citizens. Particularly, they emphasized the need for “strong leadership” at the county level, necessary to undertake inevitable radical urban planning measures such as repossessing grabbed public land and enforcing development control.

Importantly, Members of County Assemblies called for the Kenya Municipal Programme and UN-Habitat to consider joint learning and capacity enhancing sessions involving the county legislation and county executive.



A primary school girl trying to cross a road in Kitui
© Baraka Mwau

They noted that it was important for both the county executive and county assembly to read from the same script, and develop a mutual understanding and vision with regard to urban planning. The follow-up training session for Kilifi and Mombasa counties was designed to facilitate this, with both wings of the county government in attendance.

4.2 One-Day Learning Session for County Technical Officers

4.2.1 Overview

County technical officers work under the executive arm of county governments. According to the County Governments Act, Kenya, the county executive committee is charged with, among other functions, the responsibility of urban planning. These responsibilities include monitoring the plan making process, supporting urban authorities in plan making, coordinating and aligning urban plans with county integrated development plans and other county level plans, and managing conflicts or issues arising from planning processes in the county. Various functions, lined as major departments of the county governments, are established to support the county executive perform their functions effectively. These sectorial lines are staffed by technical officers, in this case officers with expertise in the built environment professions (urban planners, engineers, architects, environmentalists etc.), economists, finance officers, social workers etc. For these officers to perform their duties effectively, they require adequate skills and expertise, and an understanding of each other's roles for effective coordination and integration of functions.

4.2.2 Objectives of the Learning session

To enhance the active role of technical officers in the Integrated Strategic Urban Development planning, it is important to enhance their skills with regard to various aspects of urban planning and development. Specifically, this session was designed to meet the following objectives (which are similar to the one-day training session for Members of County Assemblies):

a. To enhance the skills of technical officers from each county on urban planning instruments and strategic leadership skills to address key planning challenges related to sustainable urban development, and to be able to effectively manage the on-going Kenya Municipal Programme planning process.

- b. To present and discuss different case studies on urban planning issues, drawn from diverse urban contexts to create a platform for dialogue and to find optimum solutions that relate to the counties.
- c. To equip the technical officers with skills to address existing planning challenges and generate initiatives and action plans that they have the capacity to implement in their respective counties.

4.2.3 Outcomes of the Session

4.2.3.1 Towards Sustainable Urban Patterns

A plethora of urban planning tools and approaches have emerged as urban development becomes increasingly significant to policy makers and leadership world-wide. UN-Habitat advocates for various tools and approaches that aim to enhance sustainable urban development. Meanwhile, most nations in the developing world continue to record significant increase in urban population. Kenya is experiencing these transitions, and without doubt her urban growth is a major concern for sustainable development. The first thematic component of the workshop tackled tools and approaches for managing urban growth, focusing on sustainable urban patterns that aim to manage urban sprawl and improve the quality of urban life. UN-Habitat stressed the importance of urban planning that promotes more compact cities, mixed-use developments, and proactive planning that anticipates future growth through approaches such as planned city extensions and in-fill developments.

Presentations by each county revealed that urban sprawl, resulting from rapid urbanisation, untethered by the necessary urban planning measures, has resulted



Member of County Assembly receiving certificate after training
© UN-Habitat/Baraka Mwau

in unsustainable urban forms. For instance, the growth of Malindi, Mombasa and Kitui continues to 'consume' rich agricultural lands, engulfing rural settlements and forming complex peri-urban edges. The distance from the urban core to the peripheries continues to increase as a result of unmanaged sprawl, resulting in significant **urban management challenges in urban centres whose urban contiguity extends across boundaries**. For example, a contiguous urban form enjoins Mombasa and Mtwapa (in Kilifi County), and Likoni area on the mainland stretches beyond the Mombasa County boundary towards Kwale County. This phenomenon suggests that planning for Mombasa's urban growth should extend beyond the administrative boundaries of the county to encompass the whole urban conurbation in the region; hence, in addition to municipal planning, territorial planning must be given due attention.

"Plan making is time consuming, and often the plans are poorly implemented. As this prevails, urban centres are transforming; the land on the peripheries held by private ownership is being developed without sound spatial planning guidance or through ad-hoc planning. This way, it will continue being difficult to tackle the issues. And the situation on the peripheries will, at its best, worsen should the inefficient coordination of regional planning prevail"

Francis Thoya, Mombasa County.

Indeed, planners from both Mombasa and Kilifi County (Mtwapa town overlaps the two counties) were in agreement that for urban planning to be most effective in the region, it has to be addressed at all levels; national, regional, city-wide and local. Kitui is a relatively small town and does not have any cross-border issues owing to the town's distant location from current regional boundaries. Almost two thirds of Kitui's Kenya Municipal Programme planning area covers rural settlements and small centres that relate with the main town through various linkages. Consequently, for sustainable urban patterns to be achieved through urban planning, planners must first comprehend the growth patterns shaping urban development, including comprehending the informal and quasi-formal processes driving much of this growth.

The workshop also identified that the environmental burdens of urbanisation witnessed in these towns was profoundly significant to the respective urban planning processes. Kitui categorically identified water scarcity as a major challenge, linked to the wider environmental issues in the region. Likewise, Mombasa and Malindi also reported water scarcities, and inadequate urban planning was blamed for poor preparedness to environmentally related disasters like the numerous flooding disasters and the 2004 tsunami which affected the sea front developments in Malindi. Generally, poor transportation and in particular congestion in Mombasa city emerged as a common challenge limiting efficient urban mobility.



Old Town Mombasa
© Baraka Mwau

In support of the above views, several participants argued that the reality of urban planning for large-scale greenfield development is farfetched, at least in the foreseeable future, because in reality, most of the resources are likely to remain focused on addressing current urban development, their transformations and existing complex peripheral growth. However, scarcity of land for greenfield development encourages other approaches to sustainable development. For example, the current spatial coverage of urban areas can be improved by increasing densities to enhance compactness, preventing urban sprawl and optimising infrastructure investments. Further, in-fill developments, urban renewal and retrofitting cities are vital tools and approaches for enhancing sustainable urban development in Kenya.

County planners emphasized that the quality of the Integrated Strategic Urban Development Plans will, among other aspects, be measured by the manner in which they address existing development that is characterized by congestion, ineffective street networks, urban informality, inadequate infrastructure, and a poor mix of land-uses resulting in incompatibility. But, at the same time, the plans should also aim to build on the good qualities that define the current urban development. For instance, Kilifi and Mombasa planners identified the Swahili architecture and urban planning principles of mixed use developments that incorporate courtyard public spaces and result in streets that are vibrant social public spaces, as among the desirable urban qualities that local urbanism has produced over the years, and that ought to be advanced.

Similar observations were echoed by the academicians who stated that mixed use developments, compact city concepts, and densification are indeed not new concepts to Kenya's urban development; it is just that urban planning practice in Kenya has failed to mainstream these tools in structured urban planning education and practice in the country.

"The definition of public space is often confusing within the planning practice, and particularly where cultural aspects are considered. For instance, contemporary planning will define the Swahili house frontage and verandas as private spaces, but in the local context (coastal region of Kenya), these spaces are actually 'public'; hence, the definition of public spaces and their respective provisions in planning, should be sensitive to how different cultures design and relate to urban spaces."

Reuben Ngeti, County Physical Planner



Mixed use developments in Mombasa Island
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Box 4.5 Shaping a Sustainable Future through Planning

Future urban planning must address five major factors shaping 21st century cities:

1. Environmental challenges of climate change and the excessive dependence of cities on cars using fossil fuel;
2. The demographic challenges of rapid urbanization, shrinking cities, large youthful populations in some parts of the world, ageing population in others, and increasingly multicultural cities;
3. Economic challenges of uncertain future growth and fundamental doubts about market-led approaches now endangered by the current global financial crisis, as well as increasing informality in urban activities;
4. Increasing socio-spatial challenges, especially social and spatial inequalities, urban sprawl, unplanned peri-urbanization and the increasing spatial scale of cities;
5. The institutional challenges related to governance and the changing roles of local government.

Source: Adapted from 'Urban Solutions', UN Habitat (2015)

In addition, the county government were urged to consider densification of low-density inner city areas and promotion of in-fill developments to enhance land supply and relieve the pressure of demand for land in the peripheries that fuels urban sprawl.



County Planner contributing during proceedings
© Baraka Mwau

Planners should be prepared to mediate competing and often conflicting interests in land use planning. For instance, at times planners are confronted with real estate demands to develop centrally and strategically located lands for potential commercial investments, and public interest demands of conserving such lands as open spaces (obviously without the financial returns that the real estate development would generate). But, it is the promotion of mixed-use developments and allocation of quality spaces for public spaces that the workshop identified as a priority in balancing these interests.

4.2.3.2 Scaling-up Efforts to Address Urban Informality

Like the political leaders, the county planners and academicians identified informal settlements and in general, urban informality as an imperative urban planning component for any plan that seeks to address and inform sustainable urban development in Kenya. UN-Habitat elaborated its broad approach to urban informality which entails two components:

- a. **Making urban informality part of the city** – by undertaking measures to address various manifestations of informality, with the aim of inclusivity, enhancing productivity and living conditions etc.
- b. **Proactive measures to prevent the formation of new informal settlements** – in this case, proactive urban planning such as ensuring that causal factors of urban informality are addressed within broader long-term city-wide planning.

Through a presentation, UN-Habitat, highlighted the scale of informal settlements regionally and in Kenya, and presented case approaches to addressing informal settlements, demonstrating different entry points: basic infrastructure services and amenities e.g. the low-cost water and sanitation project in Orangi, Pakistan; low-cost housing e.g. Kambi Moto Community Housing in Nairobi; and enhancement of land tenure through participatory enumerations and mapping in informal settlements e.g. Namibia's Land Information Programme. Emphasis was placed on upgrading informal economic activities and integrating local economic development aspects in the upgrading of informal settlements. Overall, the execution of these approaches should be informed by inclusivity, participation, gender, youth and human rights mainstreaming.

The universities reiterated the fact that urban informality is a defining attribute of Kenya's urbanisation, and that most approaches to address informal settlements have only achieved piecemeal success.

“How can planning unlock land values in informal settlements areas, while at the same time prevent negative effects of market driven gentrification?”

Faculty Member, Maseno University

In deliberation, the participations listed the following **limitations to effective implementation of informal settlement interventions**, as well as their respective possible counter measures:

- i. **Plans and designs that deviate from the reality or those that the targeted beneficiary community has not been involved actively**, during the formulation process. The socio-political and urban pattern of informal settlements demands that planners engage residents in meaningful participatory processes to design effective solutions.
- ii. **Red Tape Bureaucracy** – with regard to planning, building and engineering standards. Participants noted that significant innovations to address informal settlements have been undermined by restrictive regulations that are not accommodative of adaptable design standards. Consequently, the workshop noted that it is imperative to reform urban planning, engineering, architectural and building regulations to recognise modern and proven innovative technologies, tools and approaches in infrastructure delivery and building construction.
- iii. **Negative political influence in upgrading projects**. Participants cited this is a major impediment to addressing land tenure issues in informal settlements. They called for county political leaders to embrace a new dispensation of engaging in productive politics, grounding political advocacy on facts, and nurturing public interest in informal settlement interventions.
- iv. **Failure to incorporate informal settlements plans into city-wide urban development plans**. In the past, informal settlement plans have been isolated and highly disconnected from city-wide development issues. On the other hand, municipalities that have developed city-wide plans have been ineffective in integrating informal settlements as part of the wider city development. To address these disconnects, the participants called for the Kenya Municipal Programme integrated urban development planning to ensure that informal settlement issues are not treated as grey areas isolated for future planning but should be addressed like other urban neighbourhoods including within the implementation frameworks of the plans.

v. **Inadequate financing and budgeting for informal settlement upgrading plans at municipality level.**

Informal settlements upgrading must feature as a regular budget item in municipalities in order to enhance consistency in financing projects. This will also act as leverage for additional external financial support and for leveraging community investments, in the spirit of co-production.

- vi. **Inadequate institutional capacities** – This has in the past constrained the effective execution of programmes and projects for addressing informal settlements in local authorities. This is related to both human skills and fiscal capacities. Thus county governments will have to invest in professionals with expertise on informality, urban renewal, and participatory approaches and allocate reasonable funds and policies to run dedicated institutions within government for addressing informal settlements. Such institutions should be provided with a clear framework for horizontal and vertical coordination.

- vii. **Corruption in identification of beneficiaries** – The governance of urban renewal projects, especially those related to issuance of land parcels and development of housing has been subject to abuse. There are cases where land and housing targeted for the low-income and informal settlement dwellers ends up with the wrong ‘beneficiaries’. Only through accountable and transparent project governance can this be resolved. At the same time, projects should be designed in such a manner that gaps in the beneficiary system are sealed, including restrictions on ownership, occupation and transfer of the property.



Muyeye informal settlement © Kenya Informal Settlements Improvement Programme, Government of Kenya

- viii. **Inefficient institutional coordination** – between Non-Governmental Organisations (NGOs) and governments, and among line departments in municipalities. Enhancing this coordination and integration will enhance scaling-up projects and reducing duplication of efforts.
- ix. **Highly specialized nature of previous interventions in informal settlements** – where the physical aspect of addressing informal settlements (e.g. through provision of infrastructure and or housing) dominated project design. This has resulted in projects whose socio-economic component is weak, resulting in sustainability challenges; hence a holistic approach that integrates socio-economic and physical aspects was recommended.

“What are the most sustainable approaches to addressing urban informality? Indications are that despite numerous policy interventions, the trend remains dominant, with planners and policy makers seemingly overwhelmed by the challenges associated with informality and falling short of concrete ideas on how to integrate the positive qualities of informality. What could be the shortcomings of the previous interventions?”

Francis Thoya, Mombasa County

The participants endorsed UN-Habitat’s advocacy for making informal settlements part of the city, and highlighted the important qualities associated with informal settlements. These include strong social cohesion, mixed-use development concepts and in some cases social-mix. The fact that informal settlements offer affordable housing should also be recognised as a vital factor that should inform design of low-cost housing projects. This is connected to the housing affordability levels of the majority of urban dwellers in Kenya’s urban context. Consequently, the focus on the physical attributes of upgrading, for example the **fixation with housing and designs should not supersede socio-economic imperatives of upgrading programmes**. This is one of the major shortcomings of previous upgrading plans. It was also emphasized that planners, policy makers, international agencies, governments, and researchers, should shift from addressing urban informality as a dichotomy; the residential factor (informal settlements) and the economic factor (informal economy), to addressing it in totality.

“Good plans and designs have been drawn in the past, but assumptions on socio-economic realities have limited their implementation”

Chris Vundi, Kitui County

4.2.3.3 Significance of Good Urban Legislation and Urban Governance

There was emphasis on the importance of urban legislation in both plan making and implementation, and its relevance to sound urban governance. With reference to Kenya, a number of areas related to urban legislation will have to be strengthened, including:

- Land administration and management** – county governments will have to develop and/or implement the regulations governing the establishment and maintenance of land records and data bases regarding ownership, use, transfers, rates etc.
- Urban planning processes** – although legislation guiding the formulation of plans exists, most counties lack regulations to govern development control, acquisition and protection of public open spaces, streets and infrastructure way leaves, and interventions for informal settlements.
- Urban Environmental Management** – this relates to environmental legislation. It was noted that progress made by enacting the National Environment Management Authority, which was created under the Environmental Management and Coordination Act, has been slowed by an institutional coordination gap that emerged between the national agency and municipalities; this resulted in poor coordination in the approval



County technical officers in a group exercise
© UN-Habitat/Baraka Mwau

of development plans between the agency and municipalities.

The enactment of urban legislation is both a national and county government function. At the national level, regional policies and legislation governing the overall coordination of urban planning, land administration, environmental management etc. are formulated. The Kenya Constitution of 2010 provides the overall framework for setting these policies and legislation at different levels of government.

County planners were reminded that **good legislation should not be restrictive, as this may result in unnecessary bureaucracy that limits effectiveness.** They were encouraged to work with Members of County Assemblies and the public in formulating enabling legislations; **engaging the public is a catalyst for effective implementation of legislation** and is a requirement of the constitution of Kenya.

“The root cause of poor implementation in planning, and especially with regards to protecting public spaces, is land grabbing and impunity arising from poor governance”

Francis Muli, Kitui County Government

The debate surrounding the drafting of the Kenya Physical Planning Handbook was revisited. Participants cited the process as protracted, with delays hampering the adoption of good urban planning principles. It was agreed that it is through good policy that the harmonising of various conflicting standards can happen, e.g. regulations related to environmental protection guidelines for riparian reserves.

Participants identified the on-going Integrated Strategic Urban Development planning process as an opportunity to establish local and contextualised standards and principles of urban planning. Hence, it is expected that plans will provide adequate legislative guidelines for effective implementation and guide the formulation of the detailed plans. It was emphasized that the resultant legislation has to be realistic and address the local urban context. Without such legislation, county governments may be compelled to engage in additional processes of formulating guidelines.

“In advocating for learning from international case studies, deeper analysis and contextualisation ought to be done with regards to the forms of governance that have informed such ‘best practices’. This is because various ‘best practices’ have been achieved within authoritarian regimes (non-participatory approaches), contrary to modern democratic forms of governance e.g. in Kenya, where planners are compelled to balance often conflicting and complex interests (through participatory approaches), in addition to engaging in ‘reactive forms of urban planning’.”

Fawcett Komollo, Technical University of Kenya

The role of participation and the democratic processes have to be carefully managed in urban planning, and it is upon specific governance regimes to define how best various desired outcomes can be achieved by accommodating diverse views without violating human rights. Thus, rational decision making is a critical skill for urban planners and decision makers.

Sound urban governance enhances the efficiency of implementing planning legislation. This is especially so where **corrupt practices hamper effective implementation of policies and legislation.** Therefore, plan making should entail formulating of concrete guidelines for developing the requisite institutional capacity for implementation.

The implementation framework should also be anchored on a clear financing strategy. In this case, municipal finances and local economic development should be adequately analysed and addressed in urban development plans.

4.2.3.4 Enhancing Municipal Finance and Local Economic Development

This thematic component attracted interest from both the Members of County Assemblies and the county planners. In particular, the participants indicated that local economic development has to be linked with urban planning and legislation. During this session, the following strategies were addressed: enhancing municipal finances and revenue, promoting optimum use of local resources, linking urban planning standards to financing of infrastructure projects, linking urban planning provisions to enhancing value and returns of urban spaces, and the importance of

good policies in advancing urban economies. These discussions were held against a backdrop of urban authorities that have been ineffective in meeting their revenue targets and have continued reliance on national government allocations (now county government allocations). This has been complicated by the increase of taxation rates in the counties, in efforts to meet revenue deficits.

It was also noted that Kenya's urban centers have been unable to:

- a. Meet the demands for basic services and housing;
- b. Avail conducive environments for private sector investments;
- c. Use resources optimally and sustainably;
- d. Expand employment opportunities for their youthful populations, and;
- e. Guide more inclusive urban development.

Therefore, it is vital for the on-going Integrated Strategic Urban Development plans to result in better integration, with the aim of tackling the above inadequacies. This implies that the successive Capital Investment Plans (CIPs) must be able to identify and optimise local resources for increased financing for public infrastructure and expanding municipal revenues through specialised programmes and projects.

The following **economic functions of urban planning** were highlighted during the presentations:

- i. **Formulation of land use regulations aimed at unlocking the potential of land to attract private sector development;**
- ii. **Identifying and optimising local resources e.g. waterfront areas; and,**
- iii. **Using planning as a tool to promote equitable development.**

In general, urban planning should aim at "integrating value for values", meaning that good planning should transform local resources into urban economic assets.

Importantly, county governments must be considerate of how they generate and utilise revenue. This implies that concern should be focused on how much revenue is directed towards development budgets. In cases where the operational/ recurrent expenditure overwhelms the developmental budget, urban areas rarely realize meaningful structural transformation.

The challenge of enhancing revenue was connected to the nature of urban markets. The county planners lamented that property owners expect "too much" in direct returns, from the payment of property

rates. There have been cases where neighbourhood associations have resisted or called upon property owners to cease remittance of rates to municipalities for not receiving commensurate services or public investments in their areas. However, collection of land and property rates based on accurate cadastre data is a major revenue option for urban authorities.

"In Kenya, and particularly Nairobi, we have witnessed property owners declining to pay rates to urban authorities citing poor service delivery. A case in hand is the Karengata Residents Association, which at some point boycotted payment of rates to the city"

Charles Karisa, University of Nairobi.

Participants noted that payments of rates are not directly related to the level and standard of services offered. However, to ensure that rate payers are cooperative, county governments must strive to enhance their efficiency and accountability in spending revenues, and promoting equitable budgetary allocations for development projects. In doing so, they must negotiate and balance interests so as to promote public interest. This demands efficient urban governance and municipal spending that is directed by approved fiscal and urban development plans. But it was also noted that increasing taxation rates has political and economic implications, including keeping private sector investments at bay. Instead, county governments should aim to diversify revenue sources, including incorporating the informal sector, which



Street vendors in Kitui
© Baraka Mwau

is underexplored by most urban authorities. Indeed, some participants were convinced that the informal economies harbour immense potential for enhancing municipal revenue and increasing employment and incomes, if only governments developed the right policies for the sector and invested more in it. Thus urban development plans ought to designate central locations for informal economies, and aim to integrate urban informality in all plans (spatial and fiscal).

Participants further indicated that implementation of plans is greatly hampered by the fact that most developments in the counties are informal, which makes it hard to compel developers to co-finance infrastructure developments. To navigate around this, it was emphasised that the Integrated Strategic Urban Development plans ought to consider identifying all vital interventions needed in both existing (including informal) and future urban developments. Through the structure of the plan, county governments should engage developers in formulating incentives for infrastructural co-production, making sure that the resultant plans provide the right framework e.g. urban renewal action plans for haphazardly produced neighbourhoods.

County governments were encouraged to embrace good urban planning as a tool to enhance the value of urban spaces; hence, they could offer developers and communities the necessary incentives to engage in co-financing infrastructure, urban redevelopment and renewal. This means that planners should nurture a “willing-to-pay” attitude for improved services, even in informal settlements that are often perceived as disenfranchised areas.

“Demanding more funding from the national government is not a solution to the fiscal challenges in the counties. Instead counties ought to consider identifying and optimising on local resources and diversification of revenue streams, as this is likely to have more impact on local economic development and foster sustainability”

Solomon Ambwere, Kenya Municipal Programme

Counties, therefore, need to develop the necessary fiscal and economic legal tools, including formulating more comprehensive and strategic county finance acts.

Among other things, without the right policies and strategies, financing the huge infrastructure and housing deficit will remain untenable in the counties. The deficit is compounded by the fact that approaches to delivering infrastructure and housing are expensive, slow in innovations and uptake of technology, and unable to meet the huge demand. Although this deficit is significant, the planners confessed that precise data on the deficit is absent in most counties. Consequently, county governments will have to employ approaches that make use of the available scarce resources and at the same time deliver at scale.

The nature of urban plans developed and the subsequent urban legislation will have a huge impact on financing infrastructures and housing. For example, the length and design specifications of a road, including utilities, will determine the road construction cost, and depending on infrastructure availability, housing delivery will be impacted differently. In this case, infrastructure choices and their design must correspond with the economic realities and potentials of the urban centres. The on-going Integrated Strategic Urban Development planning will be instrumental in guiding this. Although infrastructure costs could be standardised, it is upon county governments to devise cost-cutting measures, such as taking advantage of locally available construction materials and investing in cost-effective infrastructure construction approaches.

4.2.3.5 Enhancing Institutional Capacity for Urban Planning in the Counties

A number of county governments are yet to assemble the requisite human resource capacity for effective management of their functions. Besides, some counties have experienced staff instability, characterised by a relatively high staff turnover. This means that vital line departments such as urban planning, engineering, architecture, finance, social welfare, asset management, environment, water and sanitation, and economic development are highly constrained for effective functioning.

The urban management sector is complicated by the fact that county governments are yet to establish sound institutions for managing urban areas. The implementation of the Urban Areas and Cities Act, and specifically the formation of municipal management boards, has been marred with uncertainty and lack of clear directive, with the review and amendment process of the Act contributing to the delay. However, some counties have opted to employ town managers or administrators and some form of interim board. The

participants expect that once the review of the Act is completed, guidelines and definitions of municipalities and their spatial jurisdictions will be clear.

The county planners noted that urban centres are of varying sizes and the level of urbanisation varies from county to county; hence, urban planning and urban management will have to be operationalized at both county level and at an even lower decentralised level, depending on the specific urbanisation contexts. The County Governments Act No. 17 of 2012 mandates the county government to establish decentralised units.

The institutional capacity for urban planning, therefore, will have to be addressed at all levels, because county governments are charged with two major levels of urban planning; the regional level (county-wide) and the municipality level (urban-wide). Counties are also mandated to engage each other in inter-county planning and service delivery issues, widening their scope in regional planning and development. However, it was notable that most of the urban planning and development processes are carried out at the county headquarters, with little effort to decentralise planning and development decisions to the decentralised units e.g. municipalities. Due to the resultant 'grey areas' in urban governance, critical functions like urban revenue collection and planning remains poorly coordinated and their institutionalisation is at best below par.

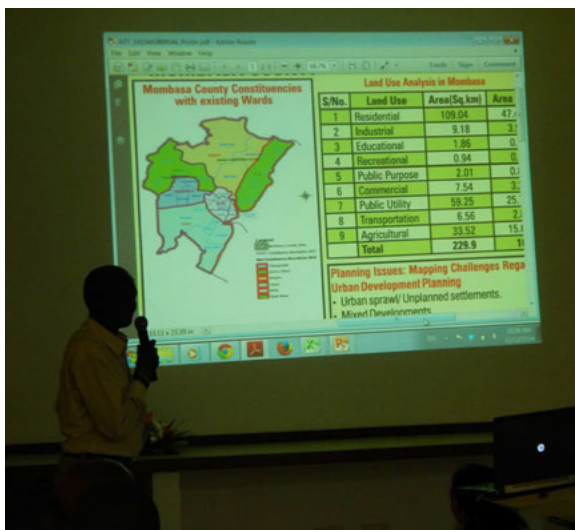
This worrying deficiency in institutional capacity was identified as one of the biggest threats facing the ongoing Kenya Municipal Programme Integrated Strategic Urban Development planning process. It will eventually

undermine the implementation of the plans, owing to inadequate human resource capacity and the absence of firm institutions. **It is vital for county governments to establish the right institutions, procure the required human resource capacity, retain and continuously develop capacity.** In establishing these institutions, the principle of integration and coordination should prevail. This requires establishing the right institutional framework for inter-departmental coordination and across various levels of governance.

4.2.3.6 Revisiting Education for Human Settlements Disciplines in Kenya

Universities attending the session acknowledged that Kenya's urban planning education has had its share of shortcomings. Specifically, there has been overemphasis on spatial and technical aspects of urban planning and development education, with inadequate focus on enhancing the linkages between spatial planning and urban legislation, urban economy, infrastructural development and environmental management. Besides, there are cases where a curriculum was designed based on out-dated colonial planning systems that do take cognizance of Kenya's urbanisation context. Where 'contemporary models' of planning are embraced, the main challenge is that of localising internationally advocated approaches. As a result, numerous planning approaches have emerged, but overall, little effort has been made to formulate, test and identify a planning approach that best suits the country's urban context.

Among other things, a number of planning schools in Kenya will need to review their curricula and consider developing specific programmes tailored at specific challenges confronting Kenya's urban sector. The faculty members called for programmes that recognise and incorporate urban informality and local economic development in planning education. In addition, students ought to be engaged in more practical studio work.



Mombasa County Planner making a presentation
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4.3 Enhancing Institutional Synergies between County Assemblies and County Executives

The separation of functions and their coordination between the county executive and the county assembly are stipulated in the 2010 Kenya Constitution, the County Governments Act No. 17 of 2012 and other legislation related to devolution. Both the Members of County Assemblies and the technical officers representing the executive wing were taken through their specific roles. In general, the Members of County Assemblies were reminded that county assemblies are tasked with enacting legislations, approving county budgets and expenditures, approving county development plans, mobilising citizen participation in county affairs, and oversight over the county executive. The technical officers, who function under the executive wing, are charged with direct provision of services to the county citizens. The executive committee is particularly responsible for formulation of urban development plans in the county (See box 4.7). This means that coordination and integration is envisioned when undertaking urban planning in the counties. Against that backdrop, both the county assembly and the executive wing identified that horizontal coordination between the two wings is critical for the effective planning, coordination and implementation of plans and strategies in the counties.

The Members of County Assemblies particularly encouraged Kenya Municipal Programme and UN-Habitat to design joint learning sessions for both arms of the county government. This was done during the follow-up sessions held on 24-26th April 2015 in Watamu, where members of the executive and county assembly participated in a joint training. During the first training in Diani, the Kitui Members of County Assemblies attended the learning session for the technical officers. These joint learning sessions enabled the two arms of the county governments to develop a common understanding of the urban issues confronting their county development, and together they deliberated on the possible solutions and how each arm should actively engage in the problem solving strategies.

In brief, both county assembly members and the technical officers stressed the need for coordination in order to:

- a. **Enhance common understanding of the urban planning and development issues** confronting the county or specific urban area in the county.
- b. **Promote integration of functions** in a mutually supportive manner. For example, for county assemblies to be effective in approving development planning they need better understanding of urban planning processes – this means regularly engaging with the county executive that is charged with technical functions.
- c. **Mainstream important issues such as human rights, gender and youth**, across all levels of county development planning.
- d. **Develop bolder strategies for confronting the conflicts between county assemblies and county executives.** This is premised on the assumption that unclear understanding and inadequate coordination are key causes of these conflicts. Both sides acknowledged that a common understanding of the key issues will be an important milestone in enhancing efficiency of governance at the county level.

In summary, promoting a more integrated approach between the county political leadership and technocratic management is necessary, indeed, mutual support and coordination from both sides is inevitable. For instance, the role of Members of County Assemblies to mobilise their constituents in participating in county affairs is critically necessary and supportive to the technocrats in leading meaningful, but also mandatory participatory planning processes. Thus for effective urban planning and implementation, both arms of the county government must coordinate and work towards shared visions, goals and objectives.

To enhance the learning, the county technocrats were taken through a two-day rapid planning studio, which aimed to enrich their applied technical skills in various urban planning aspects. The outcomes of this studio are documented in the ensuing Part (5) of this report.

5



Key Outcomes of the Two-day Planning Studio

5.0 Background²³

The practical planning studios were designed to engage the county officers deeper on a number of principles and techniques for good urban planning practices. The planning studios comprised of presentations on thematic aspects, case study projects and practical exercises, which were structured in a two-day programme. The practical exercises involved team work which was presented in the plenary where critique and further insights were offered by both the trainers and fellow participants. These discussions were important as they interrogated the applicability of various urban planning approaches, principles and techniques, to the urban context in Kenya. The studio involved the county technical officers and the team from the universities.

5.1 Objectives of the Studio

The main purpose of the two-day planning studio was to enhance the technical capacity of the county officers by schooling them on urban planning tools and support mechanisms to meet the challenges of sustainable urbanization. The training was also intended to offer basic urban planning skills to the technical officers who did not have an urban planning background, with the following specific objectives:

- a. To orient technical officers from each county on the different approaches and modalities of urban planning to achieve sustainable urban development and to be able to review the on-going Kenya Municipal Programme planning exercises.
- b. To provide hands-on basic planning exercise towards capacity building in counties so that they can enhance their understanding of urban planning and the related processes.

- c. To support the prioritization of issues that could be reflected in urban planning and development of the policies for the counties.

5.2 Outcome of Thematic Sessions

5.2.1 Drawing Lessons from UN-Habitat's Urban Planning Projects in Kisumu and Mavoko, Kenya

Participants were taken through UN-Habitat's Kisumu Waterfront project and the Mavoko Neighbourhood Planning project in Kenya. The aim was to expound some of UN-Habitat's conceptual approaches and principles in urban planning and design.

The Kisumu Waterfront Development Concept Plan was used to showcase how Kenyan urban centres can apply urban planning as a tool to enhance local economic development by taking advantage of various forms



Mombasa team mapping the city's existing conditions
©Fawcett Komollo

²³ See Annex 2b for the two-day planning studio programme

of natural resources at their disposal. The project also demonstrates how waterfront redevelopment projects can be applied to accommodate new urban growth, in a planned manner and more strategically, through integrated urban development.

By promoting mixed-use the Concept Plan seeks to:

- a. Improve the spatial, economic, social and cultural connections between the city and the lake, and
- b. Extend the 'best dimensions' of the current city centre (based on the current street grid pattern) with the new public and private facilities proposed through the Lakefront redevelopment project.

Drawing from this case, urban planners need to pay attention to:

- i. How to plan for and the importance of mixed-use developments.
- ii. The importance of planned urban extensions, how to integrate urban expansion with the existing urban fabric through design that extends street and grid networks.
- iii. The importance of addressing the legal implications of urban planning on public and privately owned land, and the possible financial strategies for developments proposed on such lands.
- iv. The importance of enhancing urban fabric appeal by considering waterfront developments.
- v. The need to analyse the potential of underutilised urban waterfronts that have the potential to transform urban economies. This was especially relevant to Malindi and Mombasa, considering their endowment with an oceanfront.

However, to realise such developments, strong urban governance and political good will are crucial. These projects are capital intensive, involve mediation of multiple interests and require strong investor confidence in order to attract private sector funding.

With regard to the Mavoko Neighbourhood planning project, UN-Habitat stressed the opportunity available in the current high demand for affordable housing in most counties. County governments can focus on mass housing production through partnerships, utilising this opportunity to facilitate the creation of socially mixed and mixed-use neighbourhoods. Although, UN-Habitat acknowledged that attaining social mix is relatively challenging, significant efforts through urban design, architecture, and planning policy should be directed towards creating more inclusive neighbourhoods. Despite the challenges, the participants were reminded that socially homogenous neighbourhoods are not sustainable approaches to urban development because

they worsen spatial-economic inequalities that exist in most urban centres in the country.

5.2.2 Addressing Land and Urban Legislation; their content and implementation is challenging but indispensable for sustainable urban development

Land administration and urban legislation were, again, highlighted as major concerns that county governments have to address if sustainable urban development will be attained in Kenya. Discussions in this session identified the "challenge of exerting planning regulations over privately owned land" in Kenya. In the previous Kenya Municipal Programme training for Clusters III and IV, this issue was also identified by the urban planner's in the public sector. Whereas the existing urban planning legislation is explicitly clear that planning applies to all forms of land, both private and publicly owned, participants indicated that the myriad of legislations governing land in the country, have been a major impediment to effective implementation of the urban planning regulations, especially with regards to land-use planning and development control related to private land. In some cases, policy makers and public sector planners have taken the assumption that it is impossible to exercise urban planning legislation effectively over privately owned land. Besides public sector planners have not raised sufficient awareness with regard to the provisions of the urban legislations, and importantly, concerning the importance of planned urban developments among private sector players and politicians, who seem entangled in urban land governance issues. Thus, it is vital to enhance awareness and debate on urban planning and its importance beyond professionals to the wider society.

In summary, the session stressed that for the Integrated Strategic Urban Development plans to be supported effectively by legislation, the respective county governments must:

- a. Identify what kind of legislation and regulations will be needed to support the plan implementation, and after the stock-taking, to immediately commence formulating such, with emphasis on a process that actively engages all the relevant stakeholders.
- b. Deliberately engage in understanding and solving the prevailing land governance complexities, especially in the coastal towns of Mombasa and Malindi. This daunting challenge requires the involvement of all levels of government – the national and county – the communities and special interest groups, investors, and others. Some of the complexities identified were: absentee landlordism; illegal and informal land sub-divisions and transfers;

squatting, land tenure and ownership contestations; 'tenants-at-will'; and illegal dispossession of land. All these have profound impacts on the planning and implementation of urban plans in the two urban areas; Kitui town was not exceptional with regard to these matters.

5.2.3 Link Urban Planning with Urban Economies and Municipal Finance

For urban planning to enhance the sustainability of urban development, it was emphasised that good urban planning must endeavour to promote local economic development and in the process, broaden the revenue streams of urban governments. The counties indicated that previous planning interventions within the framework of the former local governments had been ineffective in linking urban planning with urban economy and municipal finances. UN-Habitat, therefore, stressed that it is vital for the ongoing Kenya Municipal Programme planning process to ensure that the resultant plans promote local economic development through effective land use mix, provision of adequate and strategic spaces for investments, land value capture, provision for adequate streets to enhance connectivity of places and linking cadastral information to revenue collections.

However, for urban planning to be effectively linked with the economy and municipal finance, participants noted that several obstacles, mostly related to urban governance, need to be addressed. These include:

- a. Unravelling the social contract issues related to municipal management in Kenya. The participants noted that in most cases, urban residents expect equivalent services for rates and taxes paid to the local authority, without considering equity issues of municipal budgeting, as well as prioritisation issues.
- b. Inefficiency in municipal finance management. This not only refers to mismanagement of public finances, but also the reported inability of some county governments to fully utilize allocated budget funds, despite the debates surrounding the scarcity of fiscal resources at the county level. The lengthy and highly bureaucratic public procurement systems and inadequate technical capacity to implement, in the majority of the counties, were identified as the main reasons for ineffective budget absorption.
- c. Narrow and limited revenue streams and sources. Most participants pointed out that rather than creating new and less politicised forms of revenue generation, some counties have resorted to increasing existing taxation rates, hence, increasing the burden on the tax payers. Surprisingly, options such as tapping into private investors' funds through

development control practices and developing effective property valuation systems, or even harnessing the potential in the informal economy e.g. through planning for upgrading of informal markets and development of news ones, are less explored or under-utilised opportunities in the urban centres.

Subsequently, to enhance the benefits presented by urban planning, the session identified the need to revisit prevailing practices, identify the gaps and initiate a crucial paradigm shift towards more effective urban planning approaches. Such paradigm shift should address the implications of the existing planning standards in the financing of urban infrastructure, in attracting private sector financing for urban development, and to urban informal economies.

To enhance the relevance of the values and principles emphasised in the first session of the studio, a number of practical exercises were conducted. The first exercise conducted was to rapidly access the existing conditions in each urban centre, that is, Mombasa, Malindi and Kitui.



Housing Investments, Mombasa
© Baraka Mwau

- the planned development of the Dongo-Kundu by-pass highway link that is expected to provide an alternative link to the southern coast areas.
- f. The team also marked sites earmarked for mega infrastructure developments such as the Port redevelopment, the Dongo-Kundu by-pass highway and the 1.8 km creek development. These infrastructures will have a definite impact on the city's urban form and hence y demand integrated transportation and land use planning.
 - g. In addition to the teams' analysis, the plenary identified poor land administration and governance as a major factor limiting sustainable urban development in Mombasa, particularly the squatter challenge and land tenure disputes. Another challenge is the rapid peri-urban growth that is characterised by poor and inadequate infrastructure, high cost of land and distorted land markets driven by speculation, poor housing conditions, environmental degradation and the general inadequacy in urban planning. Similarly, the absence of metropolitan or regional planning may undermine the effectiveness of the Mombasa Integrated Strategic Urban Development Plan if adjacent areas are not factored in the planning for Mombasa's growth. But both the Kilifi and Mombasa county officers were in agreement that a plan of regional scale is required to address urban development issues related to Mombasa and the satellite towns that exist in Kilifi and Kwale counties.

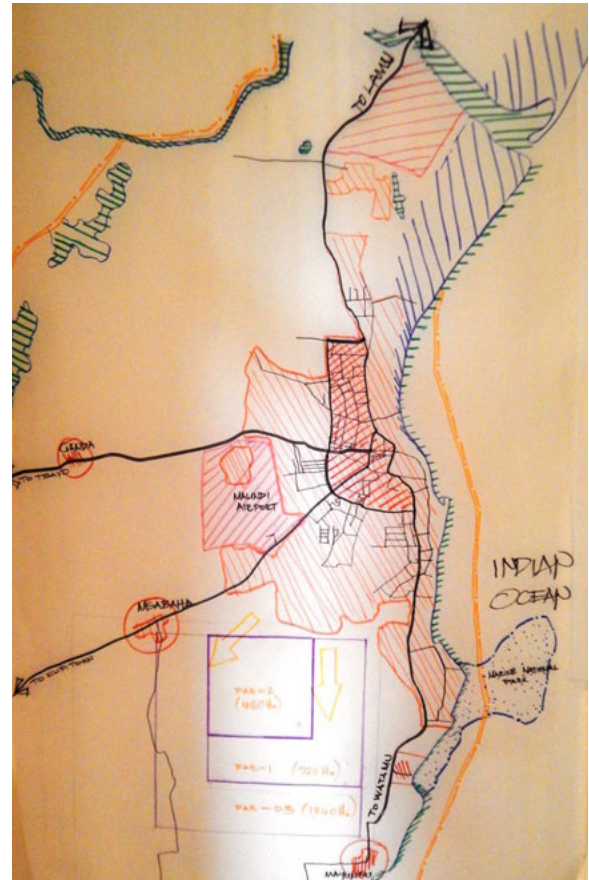


Photo of a sketch of existing conditions in Malindi
© UN-Habitat/Baraka Mwau

5.3.2 Malindi, Kilifi County

Malindi is located along the Indian Ocean, and its economy is highly dependent on tourism. The Kilifi team identified the following main issues as influencing the urban growth of Malindi:

- a. In the recent past, the town's spatial growth has been "rapid" and unplanned, mainly driven by investments in tourist facilities and informal urban developments.
- b. The main corridors of urban development, which have emerged devoid of deliberate planning, are towards the Northern and the Southern areas – along the seafront and the Mombasa-Malindi Road. The southern part has formed a contiguous development that stretches between Malindi and Mtwapa towns.
- c. The need to preserve agricultural land in the Northern section is important for the regions sustainable development. The fact that the town has a relatively low density is an opportunity to counter urban sprawl by considering densification options.
- d. The urban form is a mix of concentric and radial patterns with numerous centres. The team identified

this as an opportunity to structure a more efficient urban form, where the nodes are reinforced and planned as strategic economic clusters, with the concentric rings as strategic for urban growth management.

- e. The marine parks and historic centres were also marked as important urban spatial elements and also as strategic areas for economic intervention.
- f. The seafront was marked as a major economic corridor and environmental conservation area with ample public space. However, the team reported that public access to the seafront is restricted by its highly privatised nature. The public beaches in Malindi are inadequate.
- g. In terms of neighbourhoods, spatial inequalities were identified. This specifically relates to differences between suburban areas and the informal settlements.

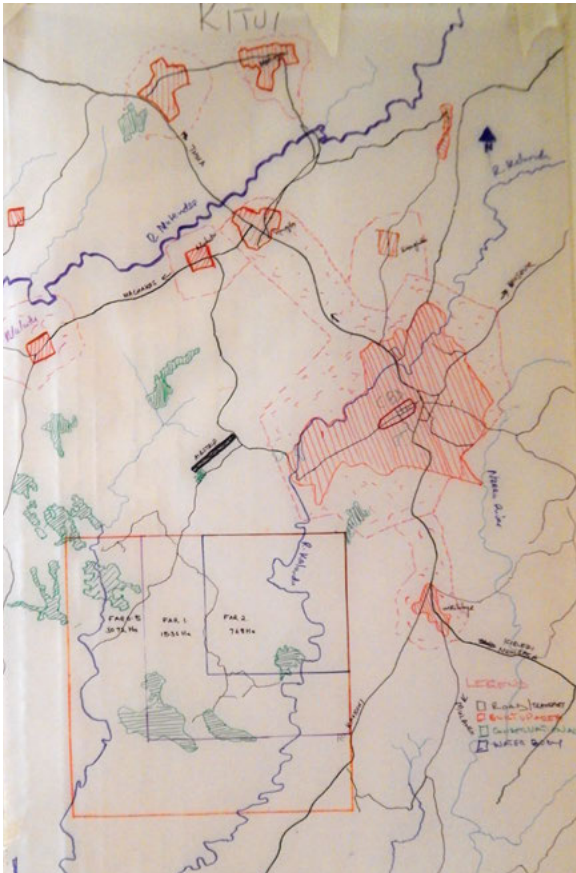


Photo of a sketch map depicting existing conditions in Kitui
© UN-Habita/Baraka Mwau

5.3.3 Kitui, Kitui County

Unlike Malindi and Mombasa, Kitui has no waterfront. The terrain of the town is characterised by hills and river valleys. This type of terrain has major implications to the street layout and design of urban infrastructure. In addition to this, the team identified the following:

- Informal land subdivisions and conversion of agricultural rural lands to urban real estate is a major force driving the town's growth.
- Street connectivity in the town is very poor; blocked roads and dead-ends are common features.
- The town is surrounded by agricultural areas, and the largest planning area identified by the Integrated Strategic Urban Development planning process is under rural agricultural land use.
- Informal developments have resulted in an ineffective town layout, except for the CBD area which has a grid street layout pattern owing to an earlier development plan.

Other participants noted that the existing rural development that falls within the Integrated Strategic Urban Development planning area demands an innovative approach, considering that part of it is

projected to be transformed into urban real estate in the near future. This has spatial, socio-economic, legal and even political implications.

5.3.4 Common Issues

Overall, the session identified the following as common issues relating to formulation of plans in the three urban centers:

- Urban sprawl and complex peri-urbanisation;
- Significance of urban-rural linkages; spatially and functionally (social and economic);
- Likely impact of proposed and or planned mega infrastructure developments on existing urban form;
- Environmental management, including seafront/ marine reserve management;
- Heritage preservation;
- Reclaiming and creating public spaces, specifically, increasing public access to beaches in Mombasa and Malindi;
- Informal settlements and the informal economy;
- Natural resources and their potential to enhance local economic development;
- Considerations for regional scale of planning and systems of urban centres.

5.4 Outcome of Practical Exercise 2: Population Projection and Scenario Building

Faced with the realities of the prevailing rapid urban growth, the participants were schooled on projecting future urban populations and the consequent scenarios they pose. This population projection exercise was designed to enable participants enhance their skills in anticipating future urban growth, planning for new population growth, while simultaneously expanding new opportunities for future populations, including infrastructure services and amenities, livelihoods and housing.

During the population and housing projection exercise, the participants raised concerns that in the Kenya's context, the housing backlog is often overlooked in planning processes, and where it is considered, calculations are based on estimations because urban authorities lack updated data on housing. Determining the housing backlog is complicated, since a significant fraction of the urban population resides in sub-standard housing, whose definition of adequacy varies.

For instance, a participant pointed out that there is likelihood that a significant fraction of sub-standard housing is considered part of the existing housing stock; thus, undermining the description of this stock to comprise wholly of adequate housing. It is therefore crucial to determine what constitutes adequate housing stock, and whether sub-standard housing should be included in calculating the housing shortage. If so, what are the options for urban renewal and housing stock rehabilitation?

5.4.1 Population growth scenarios for Mombasa, Kitui and Malindi

This exercise was undertaken for learning purposes only, since the data used and the growth rates applied were unverified. What emerged from the process was a consensus that in the next 20 years – the timeframe for the Integrated Strategic Urban Development Plans – populations in the respective towns will have significantly increased, even with a possibility of more than doubling. Mombasa, with a current estimated population of slightly above 1 million residents is expected to record an additional population of over 2 million in the next 30 years. Likewise, the population for the planning area demarcated for Kitui will advance towards 300,000 residents in the next 30 years, from the current estimation of 140,000 residents.

Further, the teams calculated estimates of the housing units that the additional population will require and the likely spatial implications, considering that housing delivery is not just merely provision of the unit, but it is a holistic process that includes infrastructure and amenities, as well as the provision of economic opportunities. Against this backdrop, the teams

identified the following key issues:

- An urgent need to address the current suppressed demand for basic infrastructure services and amenities, while balancing the need to undertake similar investments for the future populations.
- The importance of addressing environmental sustainability through integrated urban planning.
- The need to enhance connectivity through addressing public transportation needs.
- The need to address the demand for affordable housing in a manner that enhances compactness. Mostly, intermediate cities and small towns have relatively low-densities, which provide an opportunity for densification; this would help the towns realise a more compact urban form and conserve prime agricultural lands that border the urban edges of these towns.
- Urban planning and development control are vital interventions for more sustainable urban development plans. There are opportunities presented by both current and future urban growth, including the economic significance of continued urbanisation.
- Planners need to enhance the good qualities presented by urban informality such as mixed-use and social cohesion.
- Land-use planning is generally weak, and has resulted in unsustainable land use patterns such as exclusive single-use zones, incompatibility of various land uses, and fragmented urban forms.
- The teams established that population projections ought to factor in day and night time population variations, since this has a profound impact on planning for infrastructure and amenities.



Kitui County Planners executing a group exercise
© Fawcett Komollo



Formal housing market in Mombasa
© Baraka Mwau

To ensure that urban growth is sustainable, the participants recommended that the Integrated Strategic Urban Development plans should conceptualise spatial needs for the anticipated populations as “spaces needed to accommodate additional population” and not as mere demand for additional acreage of land per head. This implies that floor space, depending on the type of use (e.g. commercial or residential), should be the primary concern for urban planners. The manner in which the floor space concept is interpreted determines the additional land needed to accommodate new urban populations. This implies the concurrent analysis of horizontal and vertical dimensions of urban space; hence the considerations for in-fill developments, redevelopments, upgrading and planned city extensions, should be thought out concurrently as mutually reinforcing approaches.

5.5 Outcome of Practical Exercise 3: Linking Urban Planning and Local Economic Development

The economic function of urbanisation is very critical. Indeed, urban residents perceived the economic opportunities that urban areas offer or are supposed to offer as among the urban advantages. UN-Habitat lays strong emphasis on the importance of linking spatial planning with urban economic development. Urban planning is a tool that can aid urban governments, in this case county governments, realise this. To demonstrate how urban planning is useful for the urban economy, three practical exercises were conducted by three groups, each dealing with a specific topic. The essence was to school the participants with applied and conceptual skills on how spatial planning can be integrated with strategies for enhancing economic performance of urban spaces. The three activities were: a) land-use planning to enhance local economic development, b) The relationship between levels of density and the cost of infrastructure development, and c) informal markets upgrading.

5.5.1 Activity 1 – Land use planning to enhance local economic development

Faced with rapid urban growth, increasing demands for employment and additional municipal revenues, county governments must develop strategies that aim to enhance local economic development. Urban planning can be used to promote optimum use of available

resources. Urban spaces, combined with enacting strategies can result in enhanced agglomeration and localization economies.

In this exercise, the participants (grouped according to counties) were required to map-out the potential locations for strategic economic interventions in their county. The exercise was executed as follows:

- a. Each team identified 4-5 potential sites for development in their respective town (based on the existing scenario analysis carried out earlier). In selecting the sites, the following parameters were considered:
 - Reasons for choosing the site.
 - The importance of the site for local economic development.
- b. The development needed to upgrade/transform the site: Considering:
 - Better/upgraded infrastructure (water, sewage, energy, or drainage etc.).
 - Improved access and connectivity (vehicles, pedestrian etc.).
 - New land use functions (mixed-use development, change of land-use etc.).
- c. Land use strategy for promoting development of the site:
 - New/upgraded land use (industry, commerce, tourism, residential) regulations
 - Better transportation links - roads, rail, water/port facilities, airport
 - Increased building rights (higher density/FAR)
 - New standards of space use
 - Better enforcement of regulations
- d. Project Design
 - Functions
 - Size/scope
 - Basic layout

Each county team was supplied with a satellite image of their town. The results are summarized below:

5.5.1.1 Mombasa

The team identified the following sites as potential areas of strategic planning and investment:

- a. The Port Area – both Old and New Port area.
- b. Waterfront Transformation Areas: Mama Ngina Drive, Nyali area, Bamburi Beach area for commercial (wharf-type of developments) and public space developments, tourist facilities etc.
- c. Likoni Area – for urban renewal to relieve land pressure in the island area.
- d. Old Town Area – Enhanced conservation and regeneration.

The team generally indicated that for these areas to be transformed, a number of specific interventions are required, such as: review of existing urban planning and zoning regulations; formation of a legal and institutional framework for public-private sector investments; investments in infrastructure; strong public/stakeholder participation; and land expropriation.

Among the reasons cited for the selection of the sites were: under-utilization of the lands versus their inherent higher potential for economic development; regeneration and revitalization opportunities; increased demand for land in the selected areas; and land availability.

5.5.1.2 Malindi

Although Malindi is a coastal urban centre similar to Mombasa, it has its own unique features. The team identified the following sites as potential zones for strategic economic developments in the town:

- a. The seafront corridor.
- b. The existing Central Business District.
- c. The southern section of the town (for more guided urban development).
- d. The satellite centers e.g. Watamu that are within the Malindi Integrated Strategic Urban Development Plan planning area.

The reason for selecting these areas was mainly driven by: their recent surge in investments; their central and strategic locations; land availability; and potential for engaging the private sector on Private-Public Partnerships (PPPs).



Kenyatta public beach in Bamburi area, Mombasa
© Baraka Mwau

5.5.1.3 Kitui

Kitui town possesses various strategic areas for urban development, and the team identified the following areas as potential for unlocking the town's economic potential:

- a. In-fill areas – as strategic sites for housing and commercial property redevelopments.
- b. The major public transport terminal areas (Kunda-Kindu and the CBD bus park) – as ideal for Transit Oriented Development (ToD). These sites offer a mix of public and private lands, and have the largest concentration of pedestrian activities, within and in-between them.
- c. Sites for Redevelopment – mainly where current public offices sit. The densities in these areas are very low, amounting to underutilization land that is centrally located in the town.

The advantage of these sites is that the land is owned by the government; hence, land availability will not be a major obstacle for such intervention.

5.5.1.4 Key lessons emerging from the exercise

1. There is significant potential for in-fill developments, redevelopments and brownfield developments in the towns. This is an opportunity for promoting a more compact form in the urban centers.
2. The natural landscape in Mombasa and Malindi, dominated by the seafront, is under-developed and has the potential to be optimized through integrated urban planning and design to enhance local economic development. As observed, there is potential for wharf developments, and other specialized local economic developments (e.g. integrated port development). However, development



Studio Session
© UN-Habitat/Baraka Mwau

in these areas is mainly limited to tourist hotels and resorts, and residential developments.

3. Infrastructure underdevelopment combined with inadequate urban planning and design, are among the major factors undermining the full potential of these sites.
4. The Integrated Strategic Urban Development Planning process should consider these sites, as analysis would dictate, as special planning areas for more detailed and strategic planning.
5. Private sector investments have resulted in the emergence of 'investment hotspots' in the urban centers. This is mainly driven by real estate markets and agglomeration economies that are promoted by the private sector through establishment of shopping and amenity facilities. However without policy guidance, these private sector investments could be counterproductive with regard to attaining more inclusive and sustainable development because of their exclusive nature of targeted users.

5.5.2 Activity 2 – The relationship between levels of density and the cost of infrastructure development

In the first activity, two groups were guided on how to plan a typical neighbourhood, using different Floor Area Ratios²⁴, one of 1.6 (typical ground+1 floor unit) and the other of Floor Area Ratio 3 (typical 4 floors). The groups were to design a neighbourhood that has the minimum desired land allocation to public spaces.

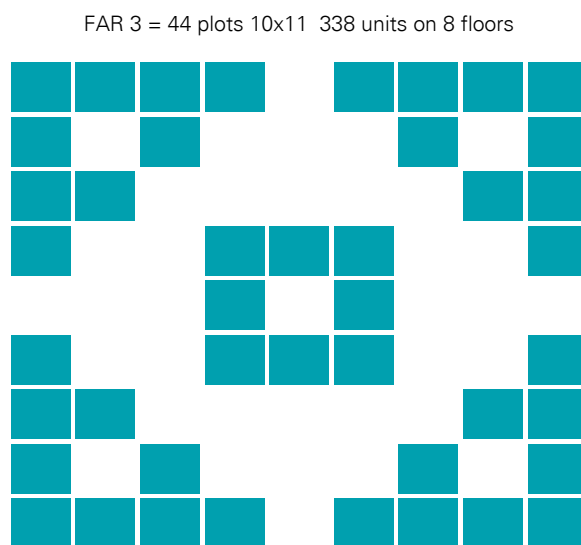
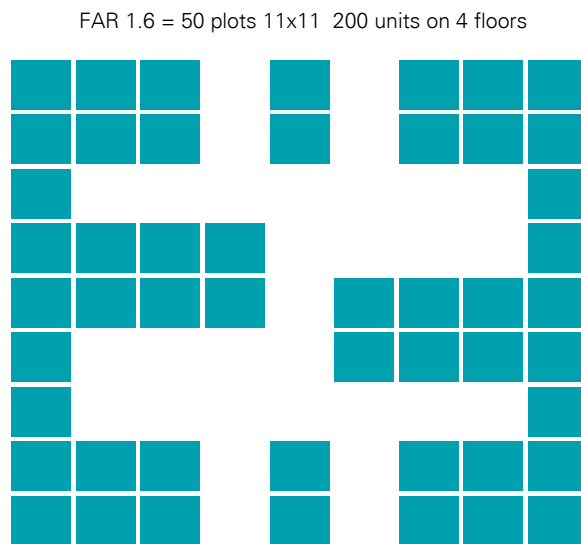
The main objective was to establish how varied Floor Area Ratio affect costs/per household on production of a housing unit.

The exercise sought to enable participants understand that combined zoning and development control regulations and construction standards have significant economic implication. Consequently, decision making should consider, a number of parameters, including:

- a. Land costs per square metre.
- b. FAR and the additional costs for spread versus density, with attention to what is the break-even point for additional population that will require additional infrastructure e.g. wider roads, larger pipe diameters for water and sewage.
- c. Sewage treatment and sewage collection costs.
- d. Water purification and water distribution costs.
- e. Roadside and site drainage costs.

²⁴ Floor Area Ratio (FAR) is the ratio of a building's total floor area to the size of the piece of land upon which it is built. It is calculated as follows: Floor area ratio = (total covered area on all floors of all buildings on a certain plot, gross floor area) / (area of the plot). Floor Area Ratio is also referred to as floor space ratio (FSR), floor space index (FSI), site ratio and plot ratio.

Figure 5.1 Floor Area Ratio (FAR) options



Source: UN Habitat/Yoel Siegel

- f. Power distribution costs.
- g. Tax base for mixed or homogeneous land use.

5.5.2.1 Key Lessons Emerging from the Exercise

Presentations by the teams revealed that planning standards and approaches have significant economic implications. Specifically the following conclusions were derived from the exercise:

1. The layout, blocks, units and street density have impact on the costs incurred for construction and maintenance of infrastructure. These costs have implications per household; hence planning and design should aim to limit costs, and attain the best possible value for development.
2. Similarly, it is critical for planners to pay attention

to the cost and source of initial capital investment, the framework for cost-recovery or the associated economic importance of the infrastructure, and the maintenance costs of infrastructure, its replacement and or renewal.

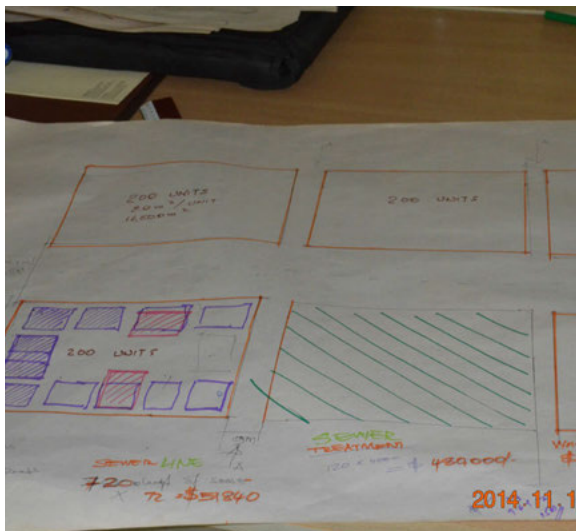
3. Policy makers should provide Floor Area Ratios/ Plot Ratios that are economically viable, and that seek to optimise on densities and economic efficiency of urban development. However, beyond a certain Floor Area Ratio, the returns become comparatively low and marginal compared to capital invested. Therefore, together with developers, planners and policy makers should determine the most optimum Floor Area Ratio to be permitted in specific locations.

5.5.3 Activity 3 – Market Upgrading

Urban informality is the main manifestation of urban growth in Kenya. Informal economic activities provide jobs for the majority of the urban labour force. Yet, urban planners and policy makers are yet to establish planning and economic mechanism that can adequately integrate the informal economy into the mainstream urban development. Informal retail markets and light industrial activities dominate the informal economy, and their space and infrastructure requirements are vital for their productivity. Against this backdrop participants were taken through a typical example of how county governments can enhance productivity of the informal economy and improve municipal revenues by investing in well planned and designed markets.

The activity was structured as outlined below.

- a. The objectives of the plan are to:
 - Redesign and upgrade a market place of 7,500 m²;



Sketch layout for housing and infrastructure options exercise
© Fawcett Komollo

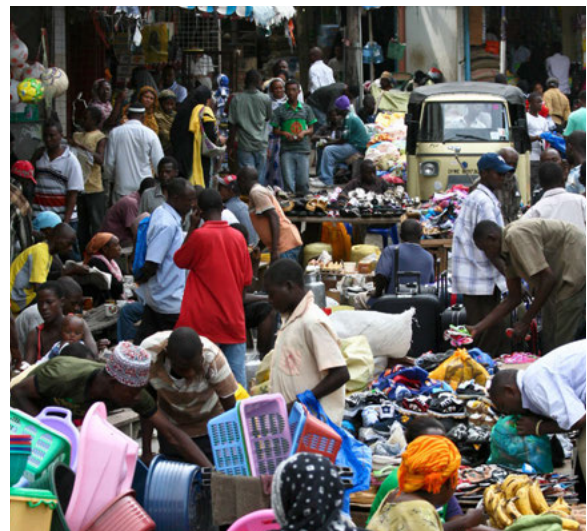
- Ensuring the stalls continue to function and serve the informal sector;
- Create a revenue generating asset for the county government;
- Stimulate the growth of the local economy.

The underlying principle of the plan is to create the conditions for leveraging the high value of the land owned by the county that comes from its proximity to the CBD. The county has \$750,000 to invest over a 20 year period.

- b. Financial information:

- Estimated land value is 16,000 KSH/m² (\$200).
- Construction cost is \$500/m² stores and shops; \$250/m² for roofed stalls.
- Parking flooring \$100/m² (this also includes drainage costs).
- Water and Sewage \$0.30/m² (combined capital costs over 20 years) daily water consumption 0.05 m³/person/day.
- Stall fees – open stalls = 20 ksh/day (20 market days/month); rental of covered stalls = \$25/month (4,000 ksh/month).
- Rental of stores and shops – 800 ksh (\$10)/m².
- Interest rate for the purpose of the exercise is 0%.

The plan should consider multi-story construction as well as infrastructure upgrade. The economic structure is based on some form of PPP with the land and rental income being the revenue base for the county. The plan needs to enable the county to continue to receive market fees and still return the investment costs and the costs to the private sector investor.



Street market in Mombasa
© Flicker/Andrew Moore

- c. Design parameters: (optional)
- 5000 m² for stalls X% covered
 - 600 m² floor space for shops/stores (FAR 2 to 4)
 - Services
 - Parking area

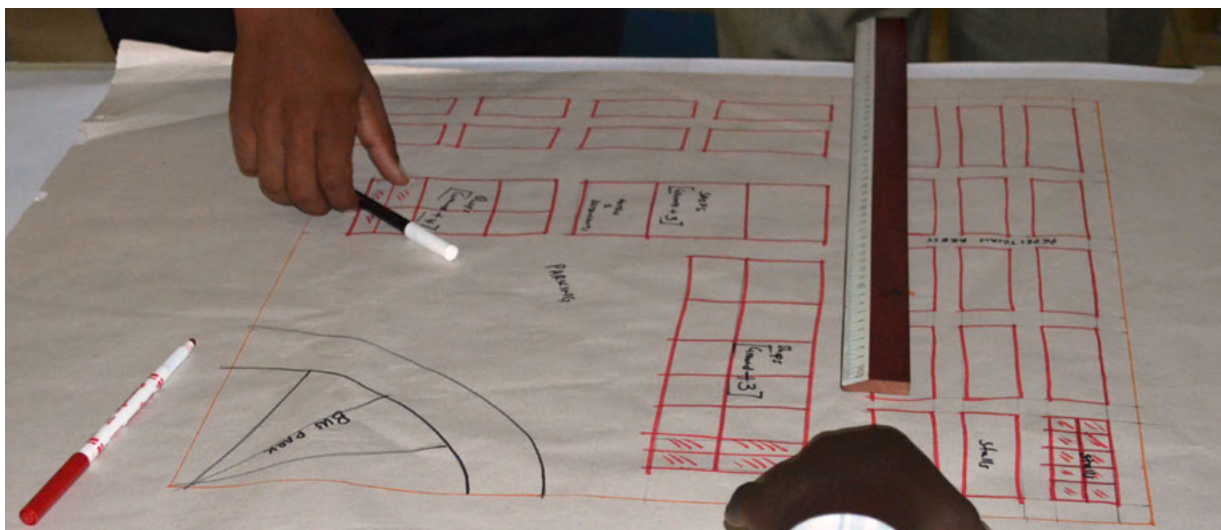
5.5.3.1 Key Lessons Emerging from the Exercise

1. The participants established that it is economical for county governments to upgrade existing informal markets. This investment can be recovered between 10-15 years, making it a worthwhile investment for governments.
2. The monthly market levies increase tremendously when informal markets are upgraded.
3. The traders obtain security of trading spaces, enabling them to access credit and expand their businesses. This enhances the livelihood of households engaged in the informal economy.
4. Access to basic infrastructure such as water and sanitation, electricity, roads, storm water drains and solid waste disposal is critical for the efficient functioning markets.
5. Upgrading of markets should be incorporated in the broader municipality/city-wide plans, and such plans should aim to promote the central location of markets and their connectivity within the urban public space system.
6. Upgrading markets captures the hidden potential of the land where informal markets are located.
7. Upgrading markets is one of the processes of integrating informal spaces into the urban fabric. This enhances functionality of urban centres and enhances inclusivity.

Box 5.1 Critical components of a strategy for development of market sites

1. Public ownership of land.
2. Spatial/detailed land use planning.
3. Critical infrastructure development in close proximity – transportation, water and sanitation, energy and storm water management etc.
4. Organizing of land owners/shop keepers/hawkers – establishing a framework for identifying the beneficiaries.
5. Tax authority – Tax/levy regime used.
6. Access to development funds if relevant.

UN Habitat/Yoel Siegel

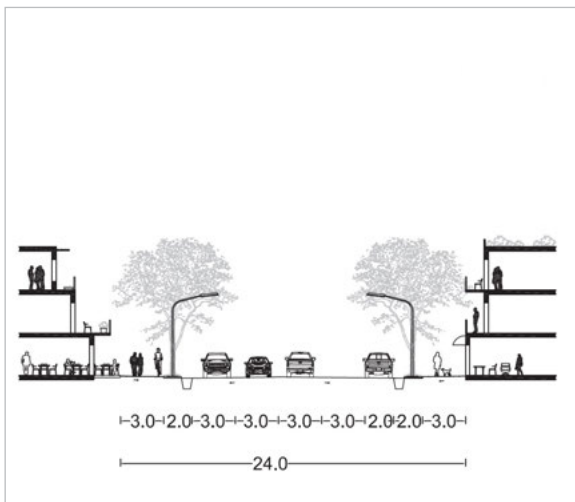


Sketching a market layout plan
© Fawcett Komollo

5.6 Practical Exercise 4: Making Streets that Work - Planning and Designing Streets

Streets play a vital role in determining the prosperity of cities. Streets impact on urban form, they act as public spaces – they accommodate transportation activities, social activities and they also enhance economic productivity of urban centres. In essence, streets are supposed to be ‘good places’, where the users have a sense of attachment. Hence, urban centres should allocate adequate land for streets design and layout to achieve the most optimum pattern of streets with emphasis on connectivity. They should also invest in facilities and infrastructures that go hand-in-hand with good streets. The following street planning exercise was designed for the studios, with focus on:

- The basic elements of street planning.
- Enhancing the sustainable use of streets by analysing the current use of streets in the three towns of Kitui, Malindi and Mombasa, and the options for their enhancement.
- The common challenges facing street planning and development in the towns, with focus on the level of services, urban design issues, existing ‘standards’, development control etc. and urban legislation related to streets.
- Options for retrofitting and optimizing the space of existing streets, considering that the built form is hard to alter and streets have an element of permanency.



Typical street section illustrating an arterial road with parking on one side
© UN-Habitat-Urban Planning & Design Lab

Thus existing streets that are not functioning effectively need to be improved through retrofitting and evaluating options that optimise their use.

During this exercise, the participants were presented with a section of an existing street in each town. The exercise entailed redesigning the street or developing planning and design options that will improve the streets performance. The following were the outcomes of the exercises:

5.6.1 Mombasa

The team designed a street that emphasised:

- Promoting mixed use developments**, where the street is a public space that offers transportation access for residential and commercial developments and space for social interaction and business. This was inspired by the rich mixed use development in Mombasa Island.
- Enhancing street life**. A street that will promote social and commercial interaction and rekindle the vibrant rich Swahili urban culture in the island, and extend this to the mainland areas.
- Expanding accommodation for different users**. The team envisioned a street that is designed to accommodate the current informal activities and the conventional street design elements. However, the main challenge was identified as the integration of informal transportation modes, especially the tuk-tuks in the old narrow streets of Mombasa.
- Enhancement of connectivity** through streets that fit within an elaborate network of streets.
- Retrofitting the street to accommodate modern infrastructure** such as telecommunications, and upgrading the existing and building new storm water infrastructure to increase capacity to carry larger volumes of run-off, resulting from increased paving of the city and development, and as a result of heavier rainfalls that are linked to climate change-related threats.
- Achieving a balance between the public and private space**.

5.6.2 Malindi

This team designed a 32 metre wide street, which served an area linking the core of the town and the periphery or its satellite centres. The work of the team resulted in design concepts that stressed:

- A street that will serve a high density, mixed use development corridor**.
- A street with separated traffic, with design elements that enhance the experience of Non-Motorised Transportation**, for example, by providing bicycle lanes and pedestrian paths.

- c. **Symmetry** – where both sides of the streets are equally active, with balanced densities and complementary land-uses. Alternatively, the team also considered an asymmetrical situation where each side of the street accommodates specialised activities.
- d. **Consideration for mass transit in the form of a bus rapid transport system.** However, the town and the specific corridor have to meet the economic threshold for such investments. In this case, it was recommended that mass transit options should be designed based on thorough analyses in order to guide sustainable investments.

5.6.3 Kitui

The design for Kitui was based on a 15 metre wide street. The results were similar to that of Mombasa and Malindi, in terms of concepts, with specific emphasis on:

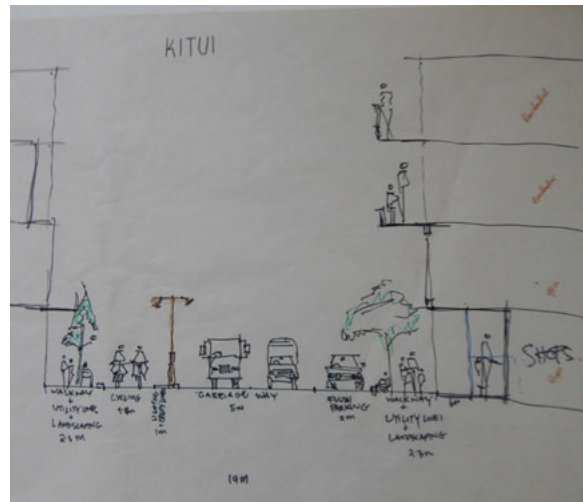
- a. **Diversity of street use, with adequate space dedicated to the existing street users,** including the informal economy.
- b. **Integration** between street activities and the activities in the adjacent buildings.
- c. **Connectivity and good street orientation.**

For streets to effectively play their intended functions, their design and construction should be guided by certain principles. Overall, the session highlighted the following principles as important in street design:

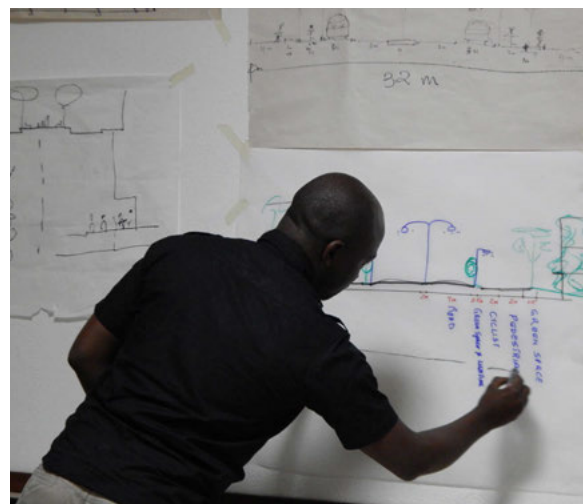
1. Promote character and functionality – urban street design should aim to serve the intended use and create identity, and the residents and visitors should be able to associate with the street and the neighbourhood. This particularly promotes urban image.

2. Adaptability – as witnessed in the case of the narrow streets of Old Town Mombasa, where new transportation modes such as cars and tuk-tuks were not initially factored in the design. With technological advancements, these modes of transportation have found their way into the old streets. Likewise, conduits for telecommunications infrastructure have necessitated the retrofitting of street designs for their accommodation. It is therefore important for contemporary street design to factor an element of adaptability to future needs.

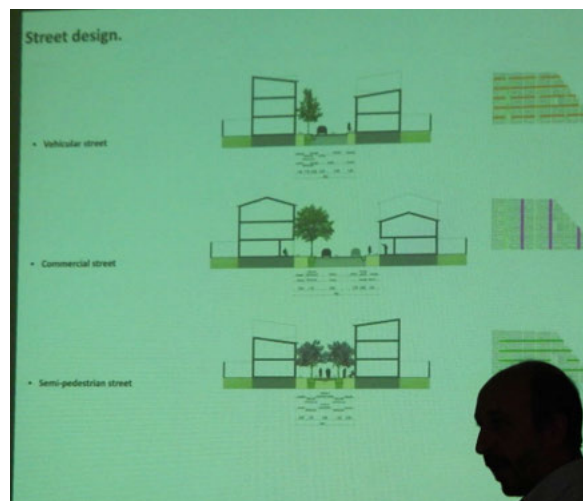
3. Enhance quality of public realm – this refers to designing streets that are attractive, safe and accommodative, permit easy and comfortable movement, and enhance the cohesiveness of place. This is achieved through appropriate design details and construction elements. However, there should be a balance between the public and private space limits.



Streetscape sketch by the Kitui team
© UN-Habitat/Baraka Mwau



Illustrating the streetscape elements
© UN-Habitat/Baraka Mwau



UN-Habitat presentation on street planning
© UN-Habitat/Baraka Mwau

4. Diversity of use – the streets should be designed to accommodate diversity of users and uses. Dominance of one function or user is often not ideal. The informal sector should be adequately integrated in street design; indeed, informality defines a number of streets in Kenya's urban centres.

5. Enhance connectivity and legibility – connected street networks have minimal cul-de-sacs or dead ends, and have regular intersections. Thus, they minimise travel distances, offer a variety of routes (and hierarchy of streets) and easy access to premises or areas of interest. The users should be able to easily find orientation and areas of interests in the streets through proper signage and land mark elements. However, advertisements and signage should be subordinate to the other vital functions of the street. The street should be visually simple, including the clarity of paving and street furniture and other facilities.

6. Achieve balance between street width and building heights but at a human scale – the density along the street should enhance ambience and calmness for the street users. This can be achieved by designing a street network and public space system that is a mix of streets of varying dimensions, public squares and courtyards, parks, play and resting places. In addition, it is important to ensure that the building scale against the street creates a streetscape that is pleasing to pedestrians, depending on the purpose of the street.

7. Maximize public safety – the safety of street users is a priority. To achieve this, it is important to consider designing adjacent buildings with emphasis on providing surveillance on the street e.g. through balconies, doors and windows facing the street, without compromising the privacy of users. Provide adequate lighting, avoid design and use that creates hidden spaces, and promote co-existence among the different users to avoid conflicts. It is also important to ensure that vehicular and non-motorised traffic is well separated.

8. Land use context – this will determine the purpose and type of street to be designed.

9. Greenery – introduce green landscaping features such as vegetation. Indeed, efforts should be undertaken to achieve a water sensitive street design. This entails storm water pollution control and meeting water needs for greenery through alternative methods such as rainwater harvesting.

10. Design for people – emphasis is on participatory street design approaches, where targeted users are involved in the design of the street. This also entails prioritising social friendly needs such as walkability and sense of place, where communities are nurtured.

11. Integrate economic aspects of the street – streets should support local business and creation of economic opportunities, including accommodating informal economic activities common in Kenya's urban centres.



A street in Kitui town
© Baraka Mwau

5.7 Capacity Building and Implementation

In order for policy makers and decision makers to translate plan recommendations into the actual built form, the necessary capacity to implement plans is indispensable. Throughout the studio sessions, it was evident that potentially transformative urban planning and design ideas will largely remain as mere proposals, if urban authorities lack the capacity to implement plans; they need human resource capacity, governance and legislation, and fiscal resources.

A number of factors were raised as major impediments to successful and effective implementation of plans, drawn from previous planning processes. These impediments include:

- a. **Lack of approval of drafted plans** – the participants cited that the previous plan approval process was bureaucratic and highly centralised, resulting in the approval of only a few of the drafted plans. Although several local authorities used the unapproved plans as reference for development control, their implementation was ineffective and weak, because such plans lacked legal backing.
- b. **Inadequate legislative and development control tools** – the participants noted that previous plan making did not produce the necessary legislative and development control regulations for effective plan implementation.

- c. **Inadequate human resource capacities at local authorities** – the number of professional officers has been limited, both in terms of numbers and expertise. This refers to experts such as: urban planners, architects, urban designers, engineers, urban economists, community development experts etc.
- d. **Fiscal challenges** – this relates to the inability of local authorities to raise adequate funds for the implementation of the plans, in addition to the fact that previous plans largely focused on the land-use plans without accompanying capital investments plans. The implementation of the Integrated Strategic Urban Development plans and other forms of urban development plans, therefore, demands that county governments mobilise the requisite capacities, including the enactment of the right policies and legislations to support the plan. Such policies should address issues of land administration and management, infrastructure development, economic development strategies etc. Development control legislation will also be a useful tool for the county planners during the implementation of the plan.
- e. **The failure to undertake detailed mapping or lower level of mapping** – It was observed that previously, very few city/municipal-wide plans were scaled to lower levels of planning to enable their effective implementation. Failure to allocate funding for such planning and inadequate planning capacity contributed to lack of such plans.



Likoni Ferry Crossing in Mombasa
© Baraka Mwau



Conclusion

The training for Cluster I and II of the Kenya Municipal Programme was successful, going by the positive feedback received, the follow-up discussions and level of engagement during the training sessions. It was obvious that county governments realise the opportunities that urbanisation presents to their development, and the importance of deliberate policy interventions and urban planning in realising these opportunities. In brief, a number of key issues emerged from the training for both Members of County Assemblies and technical officers:

1. The importance of formulating plans which are realistic, reflect the local context, aim to integrate urban economic development, and have provisions for strengthening the urban legislation component. The undesirable performance of previous planning efforts, especially with regards to quality of their content, approach to thematic integration and implementation are among the critical gaps that the Kenya Municipal Programme ought to address. Sessions for both Members of County Assemblies and technical officers revealed that the necessary reforms needed to make urban planning work in the counties are daunting, but inevitable. Good urban planning and urban governance are prerequisites for sustainable development in the counties.
2. Without developing the necessary plans, as stipulated by the existing legislation, it will be difficult for county governments to manage coordinated and effective utilisation of public resources. It was also noted that in order to enhance the success of implementing plans, county governments will have to establish the necessary urban management institutions as specified by the constitution and devolution legislation. This includes the formation of urban management boards, committees and appointment of town administrators.
3. It was emphasised that the implementation of the Integrated Strategic Urban Development plans will only be effective if the county governments build the necessary technical capacities. This implies that county governments will have to commit to establishing all required institutions, recruit adequate skilled staff, and procure the necessary equipment needed for their efficient functioning.
4. However, to enhance the technical capacities in the counties, it is critical for planning schools to train planners who are adequately equipped to address the complex urban development challenges facing the counties. This will require planners equipped with skills in multi-disciplinary approaches, in order to design holistic solutions. Therefore, schools that train built environment professionals should aim to prioritise the needs of the market and engage in research that informs strategies for the attainment of more inclusive and sustainable urban development in Kenya.
5. Furthermore, the involvement of all key stakeholders, in both the plan formulation and implementation phase, will largely determine the success of the Integrated Strategic Urban Development plans. Attention should be paid towards executing a process that conducts meaningful public participation, and not public participation as mere compliance to the legislation or terms of reference for the work. Most important, the participation component of the Integrated Strategic Urban Development planning process should build public ownership of the process.

Although the trainings were successful, it was evident that more needs to be done, and particularly with regards to supporting the county governments to develop the requisite adaptive capacities. Counties requested further support from UN-Habitat and the Ministry of Land, Housing and Urban Development, Kenya as well as from other support organisations.



Tenement Housing in Embakasi, Nairobi
© Baraka Mwau



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Annexes:

Annexe 1: List of Participants

Annexe 1A: List of Participants to Diani Mombasa Workshop 11 Nov 2014

	Name	County/Organisation
1	Daniel Kimanzi Ngoima	Kitui
2	Boniface Katumbi	Kitui
3	Johnray Ngava	Kitui
4	Alex Mwendwa Munyoki	Kitui
5	Robinson Mativo Mutui	Kitui
6	Jacob Kilonzi Maundu	Kitui
7	Amir Thoya	Mombasa
8	Jimmy Odari	Mombasa
9	Mohammed Hatimy	Mombasa
10	Karisa Nzai	Mombasa
11	Fatuma Monte	Mombasa
12	Zainab Mumba	Mombasa
13	Abdalla Kasagamba	Mombasa
14	Silas Mzungu Chitibwi	Kilifi
15	Lawrence Kazungu Kilabo	Kilifi
16	Asha Chiku Wanje	Kilifi
17	Jane Bahati Mwaro	Kilifi
18	Daniel Chai Chiriba	Kilifi
19	Emmanuel Kazungu Chai	Kilifi
20	Arafa Salim Baya	Kilifi
21	Solomon Ambwere	Urban Development Department, Ministry of Land, Housing and Urban Development
22	Isaac Mungania	Urban Development Department, Ministry of Land, Housing and Urban Development
23	Mercy Kimani	Urban Development Department, Ministry of Land, Housing and Urban Development
24	Daniel Sakwa	Urban Development Department, Ministry of Land, Housing and Urban Development
25	Peter Chacha	Urban Development Department, Ministry of Land, Housing and Urban Development
26	Elizaphan Kibe	Urban Development Department, Ministry of Land, Housing and Urban Development
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29	Dhanendra Thakur	Intercontinental Consultants and Technocrats Pvt. Ltd.

Annexe 1B: List of Participants for Diani, Mombasa Workshop 12-14 Nov 2014

	Name	County/Organisation
1	Paul C.K Kioko	KITUI
2	Shadrack M. Muniyithya	Kitui
3	Christopher Kitonga David	Kitui
4	Meshack Nyenze Mutweti	Kitui
5	Anastacia Mbavati	Kitui
6	Chris V. Mwanzia	Kitui
7	Francis Mamwaka	Kitui
8	Francis Thoyah	Mombasa
9	Jane Githui	Mombasa
10	Dollyn Mash	Mombasa
11	Gilbert Nderitu	Mombasa
12	Paul Manyala	Mombasa
13	Peter Migosi	Mombasa
14	John mazuri	Malindi
15	Kenneth kazungu	Malindi
16	Reuben ngeti	Malindi
17	Lee melle dzoro	Malindi
18	Jacinta makau	Malindi
19	Richard ayore	Malindi
20	Sunday Julius Abuje	Jomo Kenyatta University of Agriculture and Technology
21	Allan Obatsa	Jomo Kenyatta University of Agriculture and Technology
23	Joseph Obwogi	University of Mombasa
24	Godfrey Nato	University of Mombasa
25	Lorna Okoto	Jooust
26	Frankline Otiende Awuor	Jooust
27	George G. Wagah	Maseno University
28	Silas Maujih	Maseno University
29	Charles Karisa Dadu	University of Nairobi
30	James Wanyoike	University of Nairobi
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32	Fawcett Komolo	Technical University of Kenya
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34	Isaac Mungania	Urban Development Department, Ministry of Land, Housing and Urban Development
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36	Daniel Sakwa	Urban Development Department, Ministry of Land, Housing and Urban Development
37	Peter Chacha	Urban Development Department, Ministry of Land, Housing and Urban Development
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39	Grace Masese	Urban Development Department, Ministry of Land, Housing and Urban Development

Annex 1C: UN-Habitat Capacity Building Team for Diani Workshop 11-14 Nov 2014

	Name	Branch/Regional Office
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2	Yuka Terada	Urban Planning and Design Branch
3	Thomas Stellmach	Urban Planning and Design Branch
4	Baraka Mwau	Urban Planning and Design Branch
5	Elijah Agevi	Urban Planning and Design Branch
6	Geoffrey Oluoch	(logistics) Urban Planning and Design Branch
7	Gianluca Crispi	Urban Legislation, Land and Governance Branch
8	Marco Kamiya	Urban Economy Branch
9	Yoel Siegel	Urban Economy Branch
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11	Doudou Mbeye	Regional Office for Africa

Annex 1D: List of Participants for Watamu Workshop 24-25 April 2015

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3	Abubakar Rashid Kibwana	Member of County Assembly, Mombasa
4	Mohamed Hussein Asha	Member of County Assembly, Mombasa
5	Thoya Mohamed Amir	Member of County Assembly, Mombasa
6	Kai Santa Beatrice	Member of County Assembly, Mombasa
7	Mote Swaleh Fatuma	Member of County Assembly, Mombasa
8	Kondo Abdllah Ibrahim	Member of County Assembly, Mombasa
9	Jimmy Khadarli Odari	Member of County Assembly, Mombasa
10	Baya Swaleh Kibwana	Member of County Assembly, Mombasa
11	Mwabashiri Ali Khamis	Member of County Assembly, Mombasa
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13	Hatimy Mohamed Mohamed	Member of County Assembly, Mombasa
14	Madundo Mohamed	Member of County Assembly, Mombasa
15	Suleiman Rashid Nasser	Member of County Assembly, Mombasa
16	Kitsao Rundi Riziki	Member of County Assembly, Mombasa
17	Ochogo Otieno Tubmun	Member of County Assembly, Mombasa
18	Ali Said Zainab	Member of County Assembly, Mombasa
19	Mwachanze Said Binti	Member of County Assembly, Mombasa
20	Otieno Tubman	Clerk, Mombasa County Assembly
21	Mohammed Ali Barka	Member of County Assembly, Kilifi
22	Dele Kazungu Edward	Member of County Assembly, Kilifi
23	Mlanda Bahati Stephen	Member of County Assembly, Kilifi
24	Muhambi Geoffrey Kahindi	Member of County Assembly, Kilifi

25	Boniface Kaingu Mwingo	Member of County Assembly, Kilifi
26	Chokwe Barns Sophie	Member of County Assembly, Kilifi
27	Muye Naomi Tecler	Member of County Assembly, Kilifi
28	Mwambire Ngumbao Teddy	Member of County Assembly, Kilifi
29	Thoya Francis	Member of County Executive, Mombasa
30	Mohamed Salim Jabu	Chief Officer, Mombasa
31	Mazuri John	Member of County Executive, Kilifi
32	Ngeti Reuben	Director of Planning, Kilifi
33	Ambwere Solomon	Urban Development Department, Ministry of Land, Housing and Urban Development
34	Isaac Mungania	Urban Development Department, Ministry of Land, Housing and Urban Development
35	Chacha Peter	Urban Development Department, Ministry of Land, Housing and Urban Development
36	Kimani Mercy	Urban Development Department, Ministry of Land, Housing and Urban Development
37	Kutoyi Daniel	Urban Development Department, Ministry of Land, Housing and Urban Development
38	Kibe Elizaphan	Urban Development Department, Ministry of Land, Housing and Urban Development
39	Masese Grace	Urban Development Department, Ministry of Land, Housing and Urban Development

Annex 1E: UN-Habitat Capacity Building Team for Watamu Workshop 24-25th April 2015

	Name	Branch/Regional Office
1	Yuka Terada	Urban Planning and Design Branch
2	Baraka Mwau	Urban Planning and Design Branch
3	Jose Chong	Urban Planning and Design Branch
4	Elijah Agevi	Urban Planning and Design Branch
5	Geoffrey Oluoch	(logistics) Urban Planning and Design Branch
6	Gianluca Crispi	Urban Legislation, Land and Governance Branch

Annexe 2: List of Programmes

Annex 2A: Programme for Diani Workshop 11 Nov 2014

UN-HABITAT/Kenya Municipal Programme
UN-Habitat Special Session with KMP

Programme
11th November, 2014

Facilitator: Elijah Agevi

START TIME	TOPIC	PRESENTER/ FACILITATOR
8.30-9:30	OPENING AND OVERVIEW	
	1. Introduction	Elijah Agevi
	2. Welcome speech by head of UN-Habitat (15')	Doudou Mbye
	3. Welcome speech by KMP (15')	KMP
	4. Introduction of the participants (15')	Elijah Agevi
09.30-10.15	SUSTAINABLE URBAN PATTERNS	
	1. Presentation by CPEDU:	Thomas Stellmach/ Salvatore Fundaro
	a. General urban planning principles (Including understanding Integrated Strategic Urban Development Plans and the experience of Kisumu) (30')	
	2. Presentation by UPDB: Informal settlements and Basic Urban Infrastructure (20')	Yuka Terada/Baraka Mwau
	3. Q and A session (25')	
10.15-10.30	Tea Break (15')	
10.30-11.30	URBAN PLANNING LEGISLATION: THE ROLE OF THE CONSTITUTION OF KENYA IN ADDRESSING THE COUNTRY'S PLANNING CHALLENGES	
	1. Presentation by ULLGB (30')	Gianluca Crispi
	2. Q and A session (15')	
11.30-12.30	URBAN PLANNING, URBAN ECONOMIES AND MUNICIPAL FINANCING	
	1. Presentation by UEB (30')	Marco Kamiya
	2. Q and A Session(15') (Importance of Investing in Planning and Management)	
12.30-13.30	Lunch Break (60')/ Evaluation	
13.30-14.00	REVIEW/ DISCUSSION	
	1. 5 min comments from each county (15')	All
14.00-14.30	CLOSING REMARKS	
	1. Next step/follow up	Elijah Agevi

Annex 2B: Programme for Diani Workshop 12-14 Nov 2014

UN-HABITAT/Kenya Municipal Programme
3 Day Planning Studio for Counties

Programme
12th-14th November, 2014

Day 1

Facilitator: Elijah Agevi

START TIME	TOPIC	PRESENTER/ FACILITATOR
8.30-9:00	OPENING AND OVERVIEW	
	<ol style="list-style-type: none"> 1. Welcome speech by UN-Habitat (15') 2. Welcome speech by KMP (15') 3. Today's program over view 	Doudou Mbye KMP Elijah Agevi
9.00-10.15	VISION BUILDING EXERCISE	
	<ol style="list-style-type: none"> 1. Introduction to visioning in Urban Planning processes (10') 2. Developing a vision for each town (20') 3. Team Presentations including introduction of each county/town (5' each =15') 4. Q & A session (30') 	Thomas Stellmach Elijah Agevi (w/all)
10.15-10.35	Tea Break (20')	
10.35-11.15	SUSTAINABLE URBAN PATTERNS	
	<ol style="list-style-type: none"> 1. Concept of compact, connected and integrated development 2. Density and mixed use as indicators for planned development 3. Planned city extension models/approach 4. Idea of Public Space 5. Five principles for neighbourhood planning 6. City extension/ infill with coastal issues 	Salvatore Fundaro / Thomas Stellmach
11.15-11.30	URBAN INFORMALITY	
	<ol style="list-style-type: none"> 1. Presentation by UPDB: Informal settlements and Basic Urban Infrastructure (15') 2. Relevant Case Studies of policy, urban planning approaches and upgrading approaches 	Yuka Terada/ Baraka Mwau
11.30-12.15	Q and A	
12.15-13.15	Lunch Break (60')	
13.15-14.15	URBAN LEGISLATION: URBAN LEGAL FRAMEWORK IN KENYA	
	<ol style="list-style-type: none"> 1. Presentation on challenges of urban legislation in Kenya 2. Key Legislation: Constitution 3. Key areas of concern: Lack of clarity, Policy and Practice, Flexibility/Simplification, Land/Property rights, and Development Control Regulations - Change of Use, Subdivisions etc. 4. Examples of successful urban legal frameworks 5. Q and A session (30') 	Gianluca Crispi
14.15-15.15	IMPORTANCE OF URBAN ECONOMY IN RELATION TO URBAN PLANNING PROCESS	

START TIME	TOPIC	PRESENTER/ FACILITATOR
	<ol style="list-style-type: none"> 1. Presentation on challenges of urban economy in Kenya - the Kisumu experience 2. Presentation on the importance of urban economy from other projects (example Medellin, etc) 3. Economic implication for specific demographics 4. Q and A session (25') 	Yoel Siegel
15.15-15.30	Tea Break (15')	
15.30-16.15	GROUP DISCUSSION	
	Each county comments and discusses (on issues related to the topics of the day, in the context of each specific county)	ALL
16.15-17.00	TWO DAYS STUDIO EXPLANATION/ POPULATION PROJECTION EXPLANATION FOR HOMEWORK/ ECONOMIC EXERCISE EXPLANATION	
	Homework in team	Thomas Stellmach / Yoel Siegel
17.00-17.30	Closing remarks	
	Follow-up	Elijah Agevi

Draft Program

Day 2

Facilitator: Elijah Agevi

START TIME	TOPIC	PRESENTER/ FACILITATOR
8.30-9:00	OPENING AND OVERVIEW	
	<ol style="list-style-type: none"> 1) Welcome and overview (15') 	Elijah Agevi
9.00-10.00	KEY PLANNING PRINCIPLES/ ECONOMY AND MUNICIPAL FINANCE/ LAND & LEGISLATION	
	<ol style="list-style-type: none"> 1) Presentations on Planning (case study) (15') 2) Presentations on Land & Legislation (15') 3) Presentations on Economy and Municipal Finance (15') 4) Group discussion (15') 	Salvatore Fundaro Gianluca Crispi Yoel Siegel Elijah Agevi
10.00-10.15	Tea Break (15')	
10.15-12.00	PRACTICAL EXERCISE 1: EXISTING CONDITIONS ASSESMENT	
	<ol style="list-style-type: none"> 1) Explanation of the exercise (15') 2) Use maps and trace to identify existing land use and environmental conditions (Identify areas that could be utilized for city extensions) (45') 3) Group discussion (45') Group presentation (15min presentation (3min per county), 15min comments)	Thomas Stellmach
12.00-13.15	PRACTICAL EXERCISE 2: POPULATION PROJECTION EXERCISE/ SCENARIO BUILDING	
	<ol style="list-style-type: none"> 1) Explanation and calculation of each county on undertaking population projections/ explanation of Scenario Building (15') 2) Scenario Building exercise (30') 3) Group discussion (30') 	Thomas Stellmach Elijah Agevi
13.15-14.15	Lunch Break (60')	
14.15-15.45	PRACTICAL EXERCISE 3: ECONOMY AND URBAN DEVELOPMENT	
	<ol style="list-style-type: none"> 1) Explanation (10') 2) Group exercise (45') 3) Group presentations: 15min presentation (3min per county), 15min comments) 	Yoel Siegel

START TIME	TOPIC	PRESENTER/ FACILITATOR
15.45-16.00	Tea Break (15')	
16.00-17.30	PRACTICAL EXERCISE 4: SPATIAL PLANNING AND DESIGNING - STREETScape	
	1) Introduction to exercise (15')	
	2) Small group design exercise on streetscapes. Working at the street scale using street sections (45')	Salvatore Fundaro
	3) Critique/review (30') (15min critique, 15min comments)	ALL
17.30-17.45	Closing remarks	
	1) Introduce activities of second day	Elijah Agevi

Draft Program

Day 3

Facilitator: Elijah Agevi

START TIME	TOPIC	PRESENTER/ FACILITATOR
8.30 - 9:00	OPENING AND OVERVIEW	
	Review from 1-day exercise (15')	
	Studio exercise overview of the day (10')	Elijah Agevi
9.00-10.45	PRACTICAL EXERCISE 5: SPATIAL PLANNING AND DESIGNING - NEIGHBOURHOOD/DISTRICT/PRECIPT	
	1) Introduction to exercise (15')	Thomas Stellmach/ Salvatore
	2) Small group exercise focusing on Mixed Land-use (developing the idea of street with adjacent condition. Acknowledging possible urban configuration at the neighborhood scale) (45')	Fundaro
	3) Critique/Review (45') (15min critique, 15min comments)	ALL
10.45-11.00	Coffee Break (15')	
11.00-12.00	CAPACITY BUILDING AND IMPLEMENTATION	
	Exercise review and presentation on legislation (regulation) for effective implementation (15')	Gianluca Crispi
	Exercise review and presentation on urban economy (revenue collection) and capacity building needed for effective implementation (15')	Yoel Siegel
12.00-13.00	Lunch Break (60')	
13.00-14.00	FEEDBACK & REPORTING	
	Feedback to each group (one county - 10min feedback) (30')	
	(Comments from county) (10')	ALL
14.00-14.30	FINAL REMARKS	
	Follow up/sharing (5')	Elijah Agevi
	Next step (5')	
	Final remarks (5')	Elijah Agevi

Annex 2C: Programme for Watamu Follow Session for Members of County Assembly 24-25th April 2015

UN-Habitat/Kenya Municipal Programme
 TWO-DAY LEARNING SESSION FOR MEMBERS OF COUNTY ASSEMBLY
 "The Role of MCAs in Urban Planning and Development"
 24th & 25th April, 2015
 Venue: Turtle Bay-Watamu, Kilifi County, Kenya

Organizer: UN Habitat in Collaboration with Urban Development Department (UDD), Kenya

Day 1

24th April 2015

Time	Activity/theme	Presenter/ Facilitator
8.30-9.00 am	Workshop Registration -All participants	
9.00-9.45 am	Opening Session Welcome speech by UN-Habitat Opening Remarks by KMP Introduction of the participants Participant's Expectation exercise	UN Habitat, UDD, All
9.45-10.00 am	Global Overview of Urbanization and Emerging Trends Trends of Urbanization in different regions-Including Kenya Implications Transformative power of urbanization	Baraka Mwau/Yuka Terada
10.00-10.30 am	Tea/Coffee break	
10.00-12.00 am	Basics for Sustainable Urban development exercise (15 min+ 30 min discussion) • What is urban planning and why it is important • 5 reasons for urban planning • Challenges and opportunity that Mombasa is facing Basics for Sustainable Urban development What is urban planning and why it is important Ten reasons for urban planning How to plan to address key urban planning challenges Five obstacles to better urban planning Thinking implementation from the start (recommendation for implementation) Mainstreaming Cross-cutting issues: Gender and Youth, Human Rights... Q and A session/Discussion	Jose Chong
12.00-13.30 pm	Importance of Good Governance in Implementation Plan implementation basics Requirement for plan implementation What is good governance? Institutional arrangement for urban planning and implementation of Plans (specific focus on Kenya context) Phasing of development tasks (short term to long term planning) Structured Group Discussion/Exercise: Key planning and urban governance issues in each County Institutional arrangement in each county	Jose Chong/ Baraka Mwau
13.30-14.30 pm	Lunch break	
14.30pm-5.00pm	Integrated Planning Approach: Legislation and its importance in the planning process Q and A	Gianluca Crispi

Time	Activity/theme	Presenter/ Facilitator
15.00pm-5.30pm	Small Exercise -What are the 5 obstacles to implement plans with existing constitutions -Challenges -Way forward	Gianluca Crispi/ Elijah Agevi, UDD
15.30-16.00	Closing remarks Next step/follow up	

Day 2

25th April, 2015

8.30-9.30	Opening / review of Day 1	Elijah Agevi / Yuka Terada
9.30-10.30	Importance of partnership and Integrating planning process Importance of partnership development Community participation and partnership with people Planning, Connecting and Financing Increasing interest in investment through urban planning Q and A session	Baraka Mwau/Yuka Terada
10.30-10.45	Group Photo	
10.45-11.15	Tea/Coffee break	
11.15-12.00	Crosscutting issues and implementation How can we mainstream crosscutting issues?	Jose Chong/ Gianluca Crispi
12.00-13.00	Closing remarks Next step/follow up Certificate	UDD, UN Habitat, All
13.00-14.00	Lunch	



Peak-time traffic along Murangá Road, Nairobi
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UN-Habitat Support to Sustainable Urban Development in Kenya

Report on Capacity Building
for County Governments
under the Kenya Municipal
Programme



Volume 2: Kilifi, Kitui and Mombasa counties

Kenya's urbanization is set to increase significantly. According to the UN Population Division, *World Urbanization Prospects: The 2014 revision*, by 2050 Kenya's urban population will account for 44% of the total population. Although the projections indicate that the country's urban population will not have surpassed the rural population, by then, the actual numbers of people living in urban centers will be significant; translating to an urban population of nearly 43 million people. This means that Kenya's urban sector will undergo significant transformation – demographically, socio-economically and spatially – which will require urban planners and policy makers to formulate and implement plans, policies and strategies that will guide a sustainable urban transition and development in the country. This implies that both national and county governments will play a vital role in shaping the next generation of cities and towns in Kenya.

The Kenya Municipal Programme was set up by the World Bank and Government of Kenya to address the increasing urban challenges in the country's major urban centers. A key component of this programme is the "Participatory Strategic Urban Development Planning" for select urban centers. Supported by the Swedish International Development Cooperation Agency (Sida), UN-Habitat has partnered with the Kenya Municipal programme to enhance the capacity of the county governments in urban planning and particularly in support of the Integrated Strategic Urban Development Planning process. This has resulted in a series of one-day learning sessions, two-day rapid urban planning studios, and other technical support activities.

This report focuses on the outcomes of the one-day learning sessions and two-day rapid urban planning studios for the Kenya Municipal Programme Cluster I County: Mombasa; and Cluster II Counties: Kilifi and Kitui. The one-day learning sessions and two-day rapid urban planning studios involved members of county assemblies and technical officers from the respective county governments. The report reveals and highlights fundamental issues that urban planners, policy makers, governments and international development partners and agencies, should pay attention to, in their efforts to guide a sustainable urban transition and development in Kenya.

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