

# MID-TERM EVALUATION REPORT

## Cities Alliance Liberia Country Programme

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## ACRONYMS

CBEs	- Community Based Enterprises
CDS	- City Development Strategy
CP	- Country Programme
CUF	- Community Upgrading Fund
CSO	- Civil Society
DQA	- Data Quality Assessment
EPA	- Environmental Protection Agency
EU	- European Union
FEPTIWUL	- Federation of Petty Traders and Informal Workers Union of Liberia
FGDs	- Focus Group Discussion
FOLUPS	- Federation of Liberia Urban Poor Savers
FSP	- Financial Service Provider
GDP	- Gross Domestic Product
GII	- Gender Inequality Index
HFHI	- Habitat for Humanity International
HR	- Human Resource
IMF	- International Monetary Fund
KIIs	- Key Informant interviews
LCP	- Liberia Country Programme
LGAs	- Local Government Authorities
LLA	- Liberia Land Authority
LMA	- Liberia Market Association
LRD	- Liberian Dollar
LWSC	- Liberia Water and Sewer Corporation
MDAs	- Ministries Departments and Agencies
M&E	- Monitoring and Evaluation
MEL	- Monitoring Evaluation and Learning
MFI	- Micro Finance Institution
MCC	- Monrovia City Corporation
MDC	- Mobile Data Collection
MIA	- Ministry of Internal Affairs
MOU	- Memorandum of Understanding

MPW	- Ministry of Public Works
MSC	- Most Significant Change
MTR	- Mid Term Review
NACOB	- National Association for Community Based Enterprises
NAPETUL	- National Petty Traders Union of Liberia
NDP	- National Development Plan
NHA	- National Housing Authority
NUP	- National Urban Policy
PAPD	- Pro-poor Agenda for Prosperity and Development
PASSA	- Participatory Approach to Safe Shelter Awareness
PCC	- Paynesville City Corporation
PFM	- Public Financial Management
PMIS	- Programme Management Information System
PMP	- Performance Monitoring Plan
PPP	- Public-Private-Partnership
PPS	- Probability Proportionate to Size
PRS	- Poverty Reduction Strategy
PSC	- Programme Steering Committee
SD	- Standard Deviation
SDI	- Slum Dwellers International
SIP	- Sector Investment Plan
SU	- Slum Upgrading
SUAHF	- Slum Upgrading and Affordable Housing Framework
SWM	- Solid Waste Management
SWOT	- Strengths Weaknesses Opportunities and Threats
TOC	- Theory of Change
TOT	- Trainer of Trainees
UN	- United Nations
UCLGA	- Union
UNICEF	- United Nations International Children's Emergency Fund
UNOPS	- United Nations Office of Project Services
WASH	- Water Supply, Sanitation and Hygiene
WB	- World Bank
WEIGO	- Women in Informal Employment Globalizing and Organizing

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## EXECUTIVE SUMMARY

The report presents results from the Mid-term Evaluation of Cities Alliance Liberia Country Programme. This is a 5-years Programme funded by Comic Relief and has been running since 2016. The objective of the Programme is to enable Liberia – specifically its development partners and Cities Alliance members in Greater Monrovia – realise its urban agenda through investing in partnerships, building coherence of effort among members and partners, and improving alignment between national policy, local government capacity and an active citizenry. The grant is managed by UNOPS-Cities Alliance with a two-model approach i.e. direct implementation by Cities Alliance and grant-based implementation by Cities Alliance’s Partners. To align urban development efforts at the national, city and community levels, Cities Alliance is working directly with Habitat for Humanity International, WIEGO, UN-Habitat and Shack/Slum Dweller International as implementing partners.

The Programme aims to Strengthen the capacity of slum dweller and working poor organizations to organize, negotiate and actively influence city governance; Empower slum dweller and working poor communities to meaningfully participate in and shape more equitable city governance, planning and service delivery; Improve provision of slum upgrading and incremental housing solutions, identifying investment opportunities to scale up affordable housing for the urban poor; National and City level policy, planning and legislative environment for resilient and inclusive urbanization benefits recognition and voice of the urban poor

The purpose of the Mid-term Evaluation was to review the progress of the Programme, establish mid-term impact, assess halfway progress towards achieving intended results, document best practices, lessons learned, recommendations and conclusions to help programme management and stakeholders improve, identify and understand successes to date and challenges that need to be addressed. The Evaluation was led by an independent external consultant with support from Cities Alliance Secretariat in Liberia.

The Evaluation adopted a cross-sectional descriptive design that utilized mixed methods approach<sup>1</sup>. It adopted both qualitative and quantitative methods of data collection, including secondary and primary sources. Data collection for the Evaluation took place in August-September 2019. The methodology adopted was participatory, involving key Programme partners and stakeholders. The quantitative methods included Households, Petty Traders and CBE Surveys, while qualitative approaches consisted of document reviews, Key Informant and In-depth interviews, and Focus Group Discussions. The process also included collection of Success and Most Significant Change (MSC) stories. Participants in the evaluation included FOLUPS Saving Groups, Street Vendor Association, Slum dweller federation, MFIs, National Government Officials, City Mayors, Township Commissioners, Programme Partners and Cities Alliance staff

### **Key findings:**

#### **Progress by the Country Programme:**

The Liberia Country Programme has made substantial progress in several key areas; Acknowledgement of the city’s vital economic role. At the national level, there is an increasing recognition that developing the national economy means having efficient and effective cities, with mechanisms for mobilizing capacity and engaging citizens.

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<sup>1</sup> Further elaboration on the methodology adopted for this Mid-Term Evaluation is detailed in Chapter II

Increased recognition of slum dwellers as citizens. Through the Country Programme, slum dwellers are being recognized as citizens who need to be fully engaged in its planning and development. It is essential that this recognition, and their active role, is extended to environmental challenges such as flooding, rising sea-levels and the provision of essential services.

Engaged municipalities. Municipalities are building capacity, engaging with citizens on urban planning, and increasingly viewing petty traders as contributors to the economy instead of nuisances.

Informal settlements put on the map. Community profiling, verification and settlement forum activities that identify community priority needs have helped informal settlements become acknowledged as an integral part of the city.

Leveraged funding. Based on the initial activities, the European Union is providing US \$7 million (EUR 5.9 million) in funding for two projects on primary waste collection and waste-to-energy. These projects have substantially expanded the Country Programme.

## ▪ **Analysis of the Structure and Model of the Country Programme**

**Relevance:** The nature of design of the Programme ensures that various actors (public, private and Civil Society) have a role to play in the development of the Cities and Liberia as a whole. It has created a platform of engaging multi-stakeholders, which has enabled brokering of better relationships. The recognition that challenges in slum communities need to be addressed through adopting comprehensive multi-sectoral and multi-stakeholder approaches makes the design relevant for the Programme to deliver its mandate. Bringing on board different government Ministries, Agencies and Departments provides an opportunity to maximize impact and sustainability.

**Effectiveness:** The structure and design of the Programme is to a large extent effective. It brings together partners with different specialties and expertise with long proven history of implementing projects in their areas of expertise. HFHI has a strong housing and slum upgrading background, WIEGO brings expertise working with informal workers, UN Habitat boasts of expertise in policy and strategy development while SDI brings on board expertise in profiling, mapping and enumeration of settlements, capacity building and organizing informal settlement. Cities Alliance being a global partnership, brings these partners together for sustainable development. The design would however be more effective if all partners had in-country presence, with fully established offices capacitated with appropriate human resource capacity.

**Coherence:** To a large extent, the design of the Programme is considered coherent. It has a well-developed Theory of change (TOC) with clear representation of how the Programme is expected to achieve the intended results. However, the design would be more coherent if the theory provided a more logical and reasonable description of how Programme activities shall lead to the intended results or benefits.

Particularly, Intermediate outcome 3.1 about the development of the CDS is better suited to contribute to intermediate outcome 4. The design needs to further identify the underlying assumptions or conditions that may affect attainment the Programmes outcomes. Assumptions about causes and effects within the Programme are not highlighted yet critical in Evaluating Programme performance

**Sustainability:** The design adopts community led-initiatives where communities are not seen as beneficiaries but as participants in processes and programs aimed at improving their wellbeing. Working directly with government MDAs such as the Ministry of Internal Affairs, Ministry of Public Works, National Housing Authority, Liberia Land Authority, Liberia Water and Sewer Corporation and Environmental

Protection Agency and City Corporations is a huge step towards integrating Programme components into sector development plans for continuity. However, partner presence on ground would ensure more sustainability.

▪ **Achievement of Programme Intermediate Outcomes at Mid-term:**

**Intermediate outcome 1: Strengthen the capacity of slum dweller and working poor organizations to organize, negotiate and actively influence city governance.** The Programme has so far attained 80%<sup>2</sup> of this outcome and on track to achieve this result before the end of the Programme. The Programme has demonstrated capacity to strengthen slum dweller and working poor associations to organize, negotiate and actively influence city governance. Slum dweller federation and the informal workers' union have been established and strengthened; up to 113 slum communities have been profiled; and settlement, city and national forums convened. What remains to be done is to ensure that the views of slum dweller and urban working poor are reflected in the CDS and the National Urban Policy.

**Intermediate outcome 2: Empower slum dweller and working poor communities to meaningfully participate in and shape more equitable city governance, planning and service delivery.** Progress has been made regarding this outcome to a tune of 40-50%. The community profiling exercise conducted by SDI and its Local affiliates YMCA/FOLUPS permits communities to engage in settlement forums to identify and select priority community infrastructure projects in a manner that is participatory, transparent and accountable. The process of communities selecting projects by responding to "call for projects" by the Programme Steering Committee and subsequent approval of the PSC resulted into the start of construction works through the Community Upgrading Fund (CUF). The fund has been established to support implementation of infrastructure projects selected by community members, with up to eight (8) projects implemented to-date of the target 100. The slow progress is mainly because implementation of CUF Projects was dependent on finalization of the mapping and profiling exercise. The profiling exercise was finalized in May 2019 – therefore the delays in finalizing the profiling exercise meant that implementation of CUF Projects would only start after May 2019.

The Evaluation further established that Community expectations are quite high regarding the CUF projects considering that most Programme outcomes are non-tangible. For instance, outcomes in terms of policies (CDS and NUP), organization of slum dwellers and urban working poor etc. While these have demonstrable impact on City Planning and development, they don't provide direct tangible results to communities. The CUF therefore presents the Programme an opportunity to deliver tangible results to communities. There are positive signs that this outcome will be achieved now that the profiling exercise, which is an input into the CUF was completed. If the Programme can expedite implementation of CUF projects now that the rainy season that affects implementation is ending, and ensure much border stakeholder awareness on the CUF – the outcome will be attained.

**Intermediate Outcome 3: Improve provision of slum upgrading and incremental housing solutions, identifying investment opportunities to scale up affordable housing for the poor.**

Progress has been made in improving provision of slum upgrading and incremental housing solutions and identifying investment opportunities that create enabling solutions to adopt into future scale up of affordable housing Programmes and Projects for the urban poor. Proportionately, 40-50% of this outcome

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<sup>2</sup> The level of attainment of intermediate outcomes has been computed based on the deliverables outlined in the Programme Theory of Change

has so far been attained. While the Programme is on track to achieve this outcome, there is need to up efforts in some result areas specifically the development of the CDS.

The Slum Upgrading and Affordable Housing Framework, Risks Hazards and vulnerability Assessment and the Housing Value chain assessment have been developed and being implemented through the National Housing Authority while the Voluntary Gender Responsive Relocation Policy Guidelines are being finalized for adoption by government. The Evaluation however established that some critical recommendations of the Slum upgrading and Affordable housing framework were dropped for implementation in Phase II of the grant due to budget cuts as a result of the devaluation of the British Pound against the US dollar. A Micro Finance Institution (Foundation for Women Liberia) has been identified to develop housing products (loans/mortgages and technical housing support on alternative construction materials) targeting the urban poor and an MoU signed. The institution additionally set aside \$20,000 to pilot housing loans ranging between \$500 to \$1,000. Although the provision of housing products by Foundation for Women Liberia is yet to start, processes are underway to have this started in the next couple of months.

In terms of identifying investment opportunities to scale up affordable housing for the urban poor, the process of identifying lead-firms is completed with three firms dealing in the production of alternative construction materials such as stabilized soil Bricks and roofing materials were contacted with focus on implementing research-based innovations on low cost building and construction material. Also, to note is that there is need for the Programme to leverage funds to pilot the low-cost materials developed by the lead-firms. Best practice should be testing and piloting the materials by constructing physical infrastructure projects using the developed material to demonstrate to stakeholders that the materials work and are scalable.

The establishment of the Slum Upgrading Unit within the National Housing Authority is a signature achievement (unintended outcome) for the Programme. The unit was established as a result of the Country Programme to handle slum upgrading issues in Liberia.

Regarding development of the CDS, two (2) city wide forums that aimed at building active, informed citizens by providing a platform for regular engagement with responsive local authorities and ensuring the best possible social outcomes for a strengthened slum dweller federation and informal worker association have been convened. The CDS process is slightly behind schedule and effort to implement the CDS activities need to be fast tracked. Broadly, the Programme is on track towards attaining this outcome, however efforts need to be directed towards the development of the CDS and expediting implementation of other pending activities

**Intermediate Outcome 4: National and City level policy, planning and legislative environment for resilient and inclusive urbanization benefits recognition and voice of the urban poor.** Progress has generally been slow regarding this outcome, attainment of this outcome is at 30% at Mid-Term. Progress of developing the National Urban Policy has been slow and is behind schedule. While it's appreciated that the development process adopted participatory and wider-stakeholder consultative approaches, one phase (out of the five phase) is so far what has been completed by mid-term. With the second and third phases (i.e. Diagnostic and Formulation) taking a similar approach to phase one, the outputs may not be delivered on time if the processes are not fast tracked. In addition, the area of capacity development for local government officials also remains pending yet critical for long term sustainability of Programme interventions. The Evaluation established that the Country Programme is in discussion with the Institute of Housing and Development Studies to undertake the capacity building activities in collaboration with Liberia Institute of Public Administration.

Generally, efforts that have gone into attaining this outcome are commendable, specifically the development of the National Urban Policy Discussion Paper done through a consultative and participatory manner with Slum dwellers, informal workers, National, City & Local Governments, and Civil Society Organizations (CSOs) all involved, but more work is still desired. Attainment of this outcome is still within the control of the Programme; however, UN Habitat needs to take more charge and expedite processes on development of the NUP and Cities Alliance to finalize the capacity building grant for local government officials

#### ▪ **Results based on the OECD DAC Evaluation Criteria**

**Relevance:** The objectives of Country Programme fit well with the demands of the Liberian government aligned with National Development Plan and the Pro-poor agenda for Prosperity and Development that seek to build a stable, resilient and inclusive nation and lift Liberians out of absolute poverty through sustained and inclusive growth driven by scaled-up investment in agriculture, infrastructure, and human capital development. Considering almost 70% of the urban population in Liberia live in slum communities characterized with poor housing, inadequate water supply and poor sanitation - the Country Programme comes in handy to address issues of WASH, slum upgrading and housing for the urban poor, a window that traditional donor Programmes have not addressed in a systematic manner.

The objectives are well aligned with SDG 11 (Make cities and human settlements inclusive, safe, resilient and sustainable) as well as the priorities of Comic Relief and Cities Alliance. The strategies applied by the Programme to enable greater Monrovia realize its urban agenda through investing in Partnerships, building coherence of effort among members and partners, and improving alignment between national policy, local government capacity and an active citizenry are to a large extent relevant to the context and realities of greater Monrovia and Liberia.

Strategies such as the Community Upgrading Fund (CUF), PASSA, adopting community-led initiatives, settlement, city and national forums, incremental and affordable housing, organization of slum dwellers and urban working poor, and policy development are most suited to deal with the complex issues in informal settlements. Similarly, strategies such as dialogues and negotiations were particularly suited to communities, informal workers and people accustomed to using violent means to resolve conflict, express dissatisfaction with service delivery and having their voices heard.

Some of the approaches adopted by the country Programme have to some extent proved challenging to Programme implementation. For instance, having political appointees changed at the will of the president (i.e. Deputy Minister for Urban Affairs) yet chairing the Programme Steering Committee and the lack of in-country partner presence by some implementing partners has affected Programme implementation. The Evaluation further observes that the Programme has no livelihood and economic empowerment interventions yet critical in slum upgrading efforts particularly at community level.

**Effectiveness:** While certain areas need stepping up specifically Intermediate Outcome 4, the Programme has so far made significant strides in attaining set objectives, specifically for intermediate outcome 1,2 and 3. This has been comprehensively discussed under the section *“Achievement of Programme Outcomes at Mid-term:*

**Efficiency:** It is evident that some of the strategies adopted by the Programme are clearly cost-saving. The settlements forums for instance are able to involve and get views from a big number of community members in a single meeting or sitting. The profiling exercise was conducted by community members, rather than hiring specialists or experts. This not only empowered or built capacity of community

members to profile their own communities but was cost-saving for the Programme compared to what would have been spent if consultants or specialists had been hired to do the profiling. Regarding the CUF and PASSA approaches, while the Programme provides financial support for implementation of identified community infrastructure projects, communities provide land where the projects are housed in a cost-share arrangement. It's also evident through robust financial management and accountability systems put in place by Cities Alliance that resources are being used economically in Programme implementation, procurements and tenders.

However, in terms of contracting partners, inconsistencies are observed in how the contracts have been drafted regarding expending funds to the partners. While some partners are expended funds based on attainment of certain deliverables or outputs, other partners are expended resources after a certain time period (time-based contracts) without tagging funds to specific deliverables. For instance, a partner being expended funds every 6 months regardless of their deliverables. This compromises the value for money notion. The efficiency best practice would be having deliverable-based contracts for all partners.

While the model adopted by the Programme is to a larger extent effective, the evaluation observes overhead costs involved in implementing such a model. Some of these costs could be avoided if partners had in-country presence or had presence on ground in Liberia. While the notion where Cities Alliance sub-grants to its Partners (members), then its Partners sub-grant to their affiliates, then the affiliates further sub-grant to their local affiliates in Liberia provides some level of integrity and accountability checks and balances, this comes along with overhead and administrative costs, delays and bureaucracies which affects efficiency.

In addition, the Evaluation observes that more Programme resources were allocated mostly towards policy and strategy development and less in facilitating projects that address direct community needs. More resources in terms of planning should have been devoted to direct project implementation to respond to the direct needs of the communities through the CUF projects.

**Impact:** Early signs are indicative of significant impact for Programme beneficiaries, national and local governments. At mid-term, Substantial achievements are seen in Monrovia with the Programme's work with the petty traders. The signing of an MOU between traders and Monrovia City Corporation is a signature achievement that should be scaled-up in Paynesville. Gompa City adopted the same following lessons from Monrovia City Corporation. The Programme has registered huge success in Improving the working conditions of Petty traders and CBEs as evidenced in the Petty Traders and CBE Surveys. This is attributed to the MOU that outlines the obligations of all parties in ensuring regulated use of public space, ensuring safe and secure working space and improving working conditions of petty traders.

The impact of organizing slum dwellers and urban working poor as a critical mass to negotiate and advocate for improved quality and access to basic services through the Saving Groups and the workers union is yielding great results with the voice of the urban poor playing a critical role in shaping resilient and inclusive urbanization Platform for negotiation: Bringing national government, local governments and communities to sit together on the same table through the city and national forums to engage and discuss and have consensus on how to move forward rather than using violent means is a great platform created by the Programme for slum dwellers to actively influence city governance, something that had never existed before the Country Programme.

The establishment of the Slum Upgrading Unit within the NHA to handle slum related issues in Liberia is a signature achievement of the Programme. The unit was established as a result of the Country Programme further demonstrating government commitment to support slum upgrading initiatives. There has been a



significant shift by government for housing from individuals at the higher income pyramid to those at the lower income pyramid. Previously focus of the National Housing Authority was on constricting houses targeting people at the higher income pyramid leaving out people at the lower pyramid. But with the initiatives of affordable housing, NHA is focusing on having interventions around slum upgrading in communities and constructing housing targeting low income earners.

With the CUF projects, the Country Programme constructed the first ever public Kindergarten school block at WestPoint to improve access to education, and constructed six (6) water points to improve access to quality safe drinking water benefiting over 10, 0000 slum dwellers.

**Sustainability:** It's evident from the model adopted by the Programme that there will be continuity of benefits beyond the Programme life cycle. The Programme has adopted community led-initiatives where communities are not just beneficiaries but participants in processes and programs aimed at improving their wellbeing. For instance, the profiling exercise and settlement forums to select CUF projects. Working directly with city corporations and government MDAs such as the Ministry of Internal Affairs, Ministry of Public Works, National Housing Authority, Liberia Land Authority, Liberia Water and Sewer Corporation and Environmental Protection Agency is a huge step towards having some Programme components integrated into sector development plans and budget framework papers for continuity.

Sustainability of Programme interventions is largely dependent on existing policy framework and support, appropriate technology, socio-cultural aspects and institutional capacity among other. When it comes to policy, the Programme is developing the NUP and the CDS which are envisaged to provide conducive legislative environment for sustainability of Programme interventions. The innovations around low-cost research-based technology on building and construction materials once fully supported will be sustainable and scalable to facilitate incremental and affordable housing initiatives.

Some of the Programme components for instance community infrastructure development projects can be financed through community financing or cost-recovery mechanisms while others such as waste pickers activities and capacity building for government and Local Government Officials can be integrated into already existing Cities Alliance Programmes such as the Primary waste collection and waste-to-energy Projects therefore have a higher potential to be sustained. The Programme is assured of continued access to housing finance products by the urban poor once this is successfully piloted by Foundation for Women Liberia. This is because funding for the different housing products will be entirely from Foundation for Women Liberia.

However, some activities such as the Community Upgrading Fund and PASSA will largely depend on whether Cities Alliance can find alternative funding sources for these components or establish a revolving fund for CUF and PASSA. The reputation, track record, credibility and trust that Cities Alliance has built over time with its funders makes this a highly likely prospect.

#### ■ Progress against the Programme Monitoring Framework Outcome Indicators<sup>3</sup>

Progress against the Monitoring framework summarized in the table for tier I and II indicators

No	Indicator <sup>4</sup>	Baseline Year	Baseline Value	Mid-Term Value	Gender disaggregation		LOP Target
					Male	Female	

3 Tier I indicators are Cities Alliance corporate and not directly attributable to the Country Programme. Detailed progress on Tier II and III indicators is elaborated in Chapter III, Section 3.5

4 Indicator definitions for Tier I, II, III and IV are elaborated in annex III

No	Indicator <sup>4</sup>	Baseline Year	Baseline Value	Mid-Term Value	Gender disaggregation		LOP Target
					Male	Female	
Tier I: Impact: Improved quality of life, social economic condition and inclusion of slum dwellers and the urban poor in the intervention areas							
a.	Percentage of City Population living in Slums	2017	65.7%	65.7%	-	-	
b.	Percentage of households in urban areas that exist without tenure	2017	64.6%	62.8%	-	-	
c.	Under five mortality rate in urban areas	2017	9.4	7.09	-	-	
d.	Proportion of urban poor participating in voting population	2017	-	83.1%	84.5%	82.4%	
Tier II: Programme Outcome: Greater Monrovia increasingly characterized by active Citizenship, improved jobs, inclusive governance and resilient Municipal service delivery drawing on an effective partnership between slum dwellers and pro poor local governments							
1. Access to safe and clean Water							
1.1	Average proportion of households with access to improved water source	2017	85%	87.8%	-	-	
1.2	Proportion of households with access to potable water supply	2017	60%	62.8%	-	-	
1.3	Proportion of households that consume more than 20 liters of water per person in a day	2017	60.9%	77.4%	-	-	
2. Access to improved sanitation facilities							
2.1	Average proportion of households with improved sanitation facilities	2017	15%	21.6%	-	-	
2.2	Proportion of households in slum/low income areas with regular access to solid waste collection either public or private	2017	36%	52.2%	-	-	
2.3	Proportion of households in slum/low income areas with regular access to public solid waste collection	2017	27%	43.5%	-	-	
2.4	Proportion of households in slum/low income areas with regular access to private solid waste collection	2017	9%	16%	-	-	
3. Street vendors and waste-pickers/CBEs in greater Monrovia with improved working conditions							
3.1	Proportion of petty traders with access to storage facilities	2017	89%	92.2%	92.4%	91.9%	

No	Indicator <sup>4</sup>	Baseline Year	Baseline Value	Mid-Term Value	Gender disaggregation		LOP Target
					Male	Female	
3.2	Proportion of petty traders with access to sanitation facilities	2017	91%	93.7%	95.3%	91.9%	
3.3	Proportion of petty traders working in open space without any shelter	2017	39%	28%	31.4%	24.2%	
3.4	Proportion of petty traders that attended any meetings on work-related issues	2017	43%	60.2%	59.3%	61.1%	
3.5	Proportion of street vendors that experienced harassment	2017	82%	44.1%	45.8%	42.2%	
3.6	Proportion of petty traders who experienced theft of business goods	2017	54%	40.9%	38.6%	43.6%	
3.7	Proportion of waste-pickers that attended any meeting regarding work-related issues	2017	53%	82.6%	79%	100%	
3.8	Proportion of waste-pickers denied access to waste	2017	28%	13%			
3.9	Proportion of waste pickers that reported customer refusal to pay	2017	92%	78.3%			
<b>4. Road maintenance</b>							
4.1	Proportion of household members that reported presence of street or road lights along the roadside	2017	8%	15%			
4.2	Proportion of household members that reported presence of trenches by the roadside	2017	18%	20.1%			
4.3	Proportion of households with regular electricity connections	2017	49%	55%			

#### ▪ Findings based on the Evaluation Questions in the Terms of Reference

**Evaluation Questions: 1) To what extent is slum upgrading and affordable housing framework, National Urban discussion paper, slum profiles and the housing value chain analysis benefited the programme stakeholders, and 2) The extent to which the slum dweller and street trader's capacity building relevant in strengthening and improving the federation performance**

The slum upgrading and affordable housing framework was pivotal in helping stakeholders identify the various potential interventions that are required at community, market and policy level to facilitate access to affordable housing. The framework provides a comprehensive analysis of the housing eco-system in Liberia that over the long term can become sustainable. It has since been adopted by the NHA to provide a housing sector plan - highlighting key areas where interventions are needed to facilitate access to affordable housing.

The National Urban Policy Discussion Paper which is an outcome of the feasibility phase captured views of stakeholders on the focus of the policy. The views were collected through consultations from various stakeholder i.e. slum dweller groups, petty traders, Mayors' association, local governments and the Ministry of Internal Affairs in an all-inclusive and participatory manner. The paper was completed in 2017 and has been validated and adopted by the government through the Ministry of Internal Affairs.

The Programme supported the mapping and profiling of slum settlements in greater Monrovia across 12 LGAs with the process driven by the youth, women and community members. The profiling process has been very pivotal in supporting community organization and strengthening of an organized slum dweller federation to organize saving groups, mobilize communities and convene settlement level urban poor forums. A total of 113 communities were profiled

The housing value chain analysis provided a robust analysis of the entire housing supply chain - right from the construction materials that people use to build their homes, the challenges around accessing these materials, existing levels of skills to construct houses and the available suppliers of the materials. At community level, the analysis focused on housing affordability aimed at understanding what people earn, how much they spend on rent, how much they allocate towards building homes, how they access materials and how they utilize them. This further provided stakeholders information on cost of putting up a house that majority of the people can afford.

Capacity building for street traders and slum dwellers has yielded positive results. For instance, FEPTIWUL executive committee underwent a negotiation training aimed at building the capacity of traders to engage and negotiate with government, city and local government on issues concerning traders. The impact of the training resulted into traders negotiating an MOU with MCC, which has since been signed. The Programme supported the strengthening of a slum dweller federation through capacity building in record and financial management, and learning Exchange visits in Uganda, Ghana and other countries which has enabled organization of communities to come together as critical mass to negotiate, influence policy and governance.

**Evaluation Questions: 1) To what extent is the Programme likely to achieve its deliverables with the current structure model; 2) What are the major factors influencing the achievement or non-achievement of the outcome or expected results, and 3) Provide recommendations for the remaining period**

The structure to a greater extent permits the Programme to attain its objectives. The Programme is well partnered. Partners bringing on board expertise and specialities with proven track record, the Programme has positioned itself well by adopting a multi-sectoral and multi-partner approach, while working with government Ministries and agencies ensures long term Programme sustainability. This has enabled the Programme attain 80% of intermediate outcome 1, 40-50% for outcome 2 and 3 and 30% for outcome 4.

Factors influencing achievement of Programme outcomes include strong and sustainable Partnerships established with Government, city corporations, Local Governments, Civil Society and Cities Alliance members. The platform created by the Programme where stakeholders come sit on the same table to negotiate and discuss issues of common importance, the strong relationship among Programme partners and stakeholders, and leveraging Cities Alliance's virtuous reputation, track record and credibility have been key to the results attained so far.

The monthly Partner meetings have provided an opportunity to share and discuss progress and planned activities, and discuss managerial, financial, operational, and technical issues pertinent to each partner.

The Programme has also adopted community led-initiatives where communities are not just beneficiaries but participants in processes and programs aimed at improving their wellbeing.

Factors affecting non-achievement of Programme outcomes include having political appointees changed at the will of the president (i.e. Deputy Minister for Urban Affairs) yet chairing the Programme Steering Committee, the lack of in-country partner presence by some implementing partners and some Partners not having well-structured offices in-country with inadequate human resource. Some of the partners have only a single staff on-ground implementing all Programme activities.

To attain full scale results in the remaining period, Cities Alliance needs stronger leadership and management of partners, further strengthen coordination among partners and better utilization of the Programme Steering Committee in decision making and pushing the Programme agenda especially in areas where the Programme finds barriers. The Programme should further consolidate lessons learned, scale-up best practices from the first half of the Programme but also address challenges and gaps highlighted.

**Evaluation Question: Was or is value for money being prioritised during Programme implementation.**

It is evident that some of the strategies adopted by the Programme are clearly cost-saving. The settlements forums for instance are able to involve and get views from a big number of community members in a single meeting or sitting. The profiling exercise was conducted by community members, rather than hiring specialists or experts. It's also evident through robust financial management and accountability systems put in place by Cities Alliance that resources are being used economically in Programme implementation, procurements and tenders.

However, there is need to ensure consistency in drafting partner contracts so that all partners contracts are deliverable-based but also in future ensure that partners have in-country presence such that overhead costs involved in implementing such a model can be avoided. The Evaluation observes that Programme resources were allocated mostly towards policy and strategy development and less in facilitating projects that address direct community needs. Future similar Programmes should ensure more resources in terms of planning are devoted to direct project implementation to respond to the direct needs of the communities – for instance through the CUF.

**Evaluation Question: What has so far changed in the lives of slum dwellers and urban working poor**

The Programme has registered success in improving the working conditions of Petty traders and CBEs as evidenced in the Petty Traders and CBE Surveys. The impact of organizing slum dwellers and urban working poor as a critical mass to negotiate and advocate for improved quality and access to basic services through the Saving Groups and the workers' union has the voice of the urban poor playing a critical role in shaping resilient and inclusive urbanization.

**Empowered communities:** The Programme has mobilized slum dwellers into 256 saving groups, which are federated into committees at the settlement and city development level. These urban poor organizations work in partnership with municipalities to identify and prioritize projects, and then oversee their implementation financed through the Community Upgrading Funding

**Better governance:** By providing space for inclusive dialogue, the Country Programme has established an institutional framework that creates channels for partnerships between citizens and local governments. It

has also ensured that issues affecting the urban poor are reflected in planning and city development agenda.

**Evaluation Question: 1) To what extent is the community-based approach of the CUF infrastructure projects ensures the sustainability and upgrade of the slum settlements; and 2) What needs to be done and/or improved to ensure institutional sustainability of the CUF projects**

The CUF projects that are identified through participatory and inclusive processes help community members to identify and select community infrastructure projects that address their direct needs. This is critical for efforts towards upgrading slum settlements. However, sustainability of the Community Upgrading Fund (CUF) is largely dependent on whether Cities Alliance can find alternative funding sources for this fund or ability to establish a revolving fund for CUF.

In order to sustain the CUF projects, the Programme could leverage other partners implementing CUF projects such as WaterAid but also consider financing CUF projects through community financing or cost-recovery mechanisms, or CUF projects being integrated into already existing Cities Alliance Programmes

**Evaluation Question: 1) Is gender equality evident in the structures and systems of the programme for example, in access to leadership roles and services provided, and 2). What do we learn about the cost and value of applying environmental impact assessment in programme implementation?**

It's evident within the Programme structures that gender is integrated into Programme activities. Particularly, the profiling process was driven by women and youth. Interventions around Petty traders are designed to ensure equal opportunities to both men and women, to improve their wellbeing and livelihoods. For Saving Groups, the household survey indicates majority of the members (71%) in the Groups are women

It is also observed that some of the Saving Groups are purely comprised of women. In addition, the Chairperson of FOLUPS is a Woman which demonstrates the Programme's commitment to improve access to leadership roles for Women. At the Cities Alliance Liberia Country Office, 30% of the staff are women and this is slated to improve further due to change in policy on recruitment by UNOPS. UNOPS has a target of having 50-50 staff ratios for gender. It has been embedded in UNOPS HR policies and guidelines on recruitment. The MEL framework has gender sensitive indicators with focus on generating, analyzing and presenting gender disaggregated data.

The value of applying Environmental Impact Assessments (EIA) in Programme implementation cannot be underestimated. In view of the fact that development is an ever-growing process, its impact on the environment is also ever increasing, leading to rapid deterioration in environmental conditions. As such environmental assessment provides a rational approach to sustainable development, critical in determining the current status of the environment, identify impact of critical activities on environmental parameters, and predicting environmental consequences of any development Programme.

The EIA has been important in enhancing the environment specifically in preservation of wetlands and fresh water bodies, enhancing economic opportunities, and in identifying possible negative impacts and suggest ways to minimize them in cases where negative impacts are unavoidable. In addition, it has helped protect human health, contribute to the enhancement of quality life and maintain biodiversity and the conservation of ecosystems.

## Lesson Learned

- MOUs have proved to be effective in improving working conditions of Petty Traders: Findings from the Petty traders' survey indicate improved working conditions for the traders. However, improvement in working conditions is more evident in Monrovia where FEPTIWUL has an MOU with the City Corporation than in Paynesville where no MOU exists. MOUs provide a platform for regulated use of public space which reduces tension between city authorities and traders. This best practice should be scaled-up to Paynesville and other cities, counties and districts
- Implementing such a complex Programme in a unique context and setting of Liberia requires partners to have in-country presence. Majority of the delays observed in implementation are majorly attributed to lack of partner presence on ground. Partnership needs to be more localized than being international. This promotes efficiency as some of the overhead costs incurred could be avoided but also allows more effective supervision, coordination and engagement of actors and duty bearers.
- Taking into consideration the uniqueness of countries is vital before adopting best practices and lessons learned from other Country Programmes. While Country Programmes in other countries could have been successfully implemented with minimal or no in-country presence by partners or with political offices steering certain Programme components - it would have been of interest to assess the enabling factors. It's highly likely that in these countries Mayorship positions are democratically elected, therefore more stable in terms of tenure. Also, there could be stronger and robust systems and structures in place at government and city level compared to what is available in Liberia. Analysis of contextual differences and uniqueness of countries is critical in adopting best practices.
- Conflicts or Issues are better resolved through round table negotiations and engagements rather than through violent means: The framework provided by the Country Programme has helped traders appreciate that issues are better resolved through discussions and negotiations rather than aggressive approaches. Prior to the Programme, traders and city authorities would never sit on the same table to discuss peacefully and amicably and meetings would end pre-maturely but the Programme has provided a framework where members sit, discuss, listen to each and harmoniously agree on how to move forward
- The profiling exercise is an important tool for identifying community priorities that need to be addressed by the CUF. CUF projects make use of the available profiling data to identify and implement community projects. While finalization of the profiling exercise delayed (completed in May 2019), so far up to eight (8) projects have been implemented of the target 100 projects. Community needs are not static and keep changing. What could have been the priority needs in 2017 may not be the same priority needs now. Lesson learnt is that the Programme needs to be swift in using such data because as time evolves, community needs and priorities will likely change which makes available data less appropriate for use, leading to delayed implementation of CUF projects
- Adopting comprehensive multi-sectoral and multi-stakeholder model is the best way to handle complex issues in urban settings and informal settlements. Challenges in such settings cut across health, Environment, Land administration, Roads and Infrastructure, Policy, Education among etc. The Programme brings together various sector agencies such the Ministry of Internal Affairs, Ministry of Public Works, Environmental Protection Agency, Liberia Land Authority and Liberia Water and Sewer Corporation; City Corporations, Private Sector through Civil Society Organizations such as Foundation for Women Liberia and its Partners to work together towards addressing issues in the Cities and slum settlements.

- Transition from purely Grant-based implementation to a hybrid of Grant-based and direct implementation requires strong in-country staff presence: The Liberia Country Programme is the first of the kind that Cities Alliance is doing direct implementation, transitioning from the purely granted based model. However, this kind of model requires strong staff presence on ground. At the start of the Programme, Cities Alliance had limited staff i.e. the Programme Manager and the M&E Analyst to do both direct implementation and provide oversight to Programme Partners

- Political will is vital for success of the Programme but not directly steering critical components of the Programme. Liberia is a unique country – unlike in many countries where the Mayorship position is democratically elected, in Liberia the position is appointed by the President – in addition to the ministerial positions. These positions are very critical for the Country Programme - the Deputy Minister for Urban Affairs chairs the Programme Steering Committee while the Mayors for Monrovia and Paynesville have a huge stake in steering Programme implementation. Because these positions are appointed, transition in national leadership will automatically lead to transitions for these positions.

This affects Programme implementation as new appointee come with new agendas, ideas and ambitions and sometime hard to pick ideas from their predecessors because of the difference in ideologies. It takes time to have them understand the Programme, therefore getting their buy-in is a process. While political will is critical for the success of the Programme, there is need to make investment in technical staff within MDAs and city corporations such that in the event of transition in power, the technical teams are well equipped to steer the Programme.

- Effective coordination of Partners and stakeholders is key towards success of the adopted model. Such a complex model where Partners have no in-country presence requires robust coordination, monitoring and supervision methodologies to deliver the Programme objectives. The Programme instituted Programme Steering Committee, Partnership Coordination meetings through the Technical Working Group which is constituted of Cities Alliance, Partners and their affiliates aimed at ensuring efficient coordination of activities and resources, information, and stakeholders; day-to-day supervision and management of operations; and tracking status of achievement of Programme objectives and targets.

### **Other Emerging issues from the Evaluation**

- The Country Programme has a strong Programme Steering Committee chaired by the Deputy Minister of Urban Affairs and member composition of the City Mayors for Monrovia and Paynesville, Commissioners and Directors from government agencies such as the Ministry of Internal Affairs, Ministry of Public Works, LLA, LWSC and EPA. These are persons with power, influence and authority. The Programme needs to ensure that the Programme Steering Committee becomes more stronger as a decision making body for the Programme and pushing the Programme's agenda forward especially where blockage or barriers exist.

- Engagemnet of township commissioners in Country Programme activities needs to be strengthened. Some of the township commissioners had scanty information about the Country Programme mainly because of the political transition since commissioners are also appointed by the president. This presents a missed opportunity in addressing government-local government-community relationships.

- Untapped potential in the CUF. The greatest bargain of the Programme to provide direct tangible benefits to its beneficiaries is through the CUF. With community expectation in CUF high, this should be a key area of focus for the Programme



- While adopting this new model of implementation aimed at increasing the visibility of Cities Alliance in-country, visibility is still relatively weak. At community level, majority of the investments are attributed to local implementing partners who take credit for the investments and impact seen at that level.
- The Programme is supporting the use alternative construction materials based on research, that are cheap and high quality to scale-up incremental housing in slum communities. However, the Programme needs to leverage the opportunity for testing and piloting the alternative construction material developed for the market to be able to pick it and scale it up through the construction of physical infrastructure to also ensure that these materials work.
- Information sharing needs to be enhanced: The Evaluation observes that the Programme has an information repository portal where information about the Programme is stored. Other information sharing avenues need to be explored to ensure information regarding the Programme is widely disseminated to stakeholders especially township commissioners who seem to have very minimal access to Programme information.

### **Key Areas of focus in the remaining half of the Programme**

- Community Upgrading Fund (CUF): Emphasis should be on implementation of the CUF. Community expectations are quite high regarding CUF projects considering that most Programme outcomes have non-tangible results. CUF presents the Programme an opportunity to deliver tangible results such as water points, toilet facilities, shower points etc.
- Engaging PCC to have an MOU the traders: From the Petty's traders, results indicate much improved working condition for traders in Monrovia than in Paynesville due to the MOU between the City Corporation and the traders. This best practice should be adopted by the City Authority of Paynesville. Cities Alliance should consider engaging the Programme Steering Committee in the negotiations and engagements.
- City Development Strategy (CDS): While the Strategy is a plan of how the metropolitan area will look and will provide a framework for better planning and management of the Cities, two (2) City forums were conducted as the initial stages of the CDS development process. Focus and attention on this output is required given the complex phases the strategy has to go through in its development.
- Capacity Building for Local Government officials: The Country Programme is meant to build the capacity of local government officials to capacitate them with knowledge and skills, and be able to apply this knowledge into pro-poor urban planning programming. There is need for this component to be expedited given its importance in ensuring long term sustainability of Programme interventions.
- Development of the NUP is lagging behind schedule, however attainment of this output is still within the control of the Programme and is achievable once given due attention such as having a full-time consultant, garner more support from the Ministry of Internal Affairs, and stronger supervision from Cities Alliance.
- Sustainability plans for CUF Projects by YMCA are yet to be completed. There is need to fast track this process for communities to start using these facilities.
- Stronger focus on developing and Piloting housing finance and mortgage products: With the MOU signed with Foundation for Women, there is need to fully engage the MFI to enhance the housing

microfinance environment and develop housing products relevant for low income communities to support incremental housing development.

- HFHI and the NHA to expedite processes of signing MOUs with the lead firms identified to develop low cost, high quality building materials so that they have enough time to develop and test the resilience of these products and demonstrate to communities that the products are scalable.
- Strengthening relationships with Township Commissioners: The Programme should focus on having closer relationships with township commissioners and involving them in Programme activities for monitoring and sustainability of Programme interventions.
- Improving Cities Alliance's visibility: Cities Alliance's visibility remains relatively weak - evident in Programme branding, communication and Marketing.

### **Programme Monitoring and Evaluation**

Processes are in place to ensure that adequate information is available for Programme management, and that data collected is consistent with Comic Relief's Performance Management Plan (PMP) and Cities Alliance's indicator framework and reporting requirements. Cities Alliance is responsible for providing overall MEL oversight to the Country Programme. However, partners are entirely responsible for MEL activities for the components they support but overall MEL is vested with Cities Alliance.

The Country Programme requires partners to submit data to Cities Alliance for reporting to Comic Relief, and this happens bi-annually. Considering some of the partners have no dedicated staff for M&E, this presents challenges in partners monitoring their performances, affects the quality of partner reports presents delays in reporting. It's however not clear how the Country Programme M&E system feeds into the national level reporting systems or how the Programme is supporting enhancement of national M&E systems including building M&E capacity for the sector ministries and agencies supporting the Programme.

The design and coherence of the Programme MEL structure requires enhancement. While partners are responsible for MEL processes for the components they support, partner M&E systems should feed into the Programme MEL System. Cities Alliance should take overall leadership in the Programme M&E including partner M&E. MEL tools and frameworks used by partners should be with approval from Cities Alliance to ensure that data collection is consistent with procedures and definitions set out in MEL Plan.

The Programme has quite many indicators tracked, with a sizable number not aligned with the Programme results while others are not clear about what type of change is implied. There is need to drop some indicators and retain only those that are appropriate for measuring the envisaged change. Indicators recommended for dropping are highlighted in Section 5.8

To further strengthen M&E, its best practice that all partners have staff fully dedicated for M&E. The Evaluation observes that only few partners have M&E staff. This affects the quality of partner reports but also partly explains reporting delays observed from partners. In future contracting processes, having a dedicated M&E staff should be a pre-requisite prior to the grant award.

The Evaluation observes that Partners report every after six months to Cities Alliance. This is long a period in ensuring that actual activities conform to planned activities and responding to any deviations from planned performance. Frequent reporting helps to re-direct project inputs, resources and schedules in

order to ensure that anticipated deviations either don't materialize or when they do, may not seriously affect the overall quality or efficiency of the Programme. Quarterly reporting is ideal

## **Conclusion**

Overall, the Liberia Country Programme is making strides towards attaining Programme objectives and outcomes. Programme Challenges notwithstanding, initial signs point towards success in attaining the desired results especially for intermediate outcomes 1,2 and 3. Generally, efforts that have gone into attaining Programme objectives and outcomes are commendable, with attainment of Programme outcomes within the control of the Programme. If lessons learned and best practices can be scaled-up, challenges addressed and recommendation implemented, the Programme will likely attain its objectives. Specific emphasis should be placed on intermediate outcome 4 in the final half of the Programme.

## **Recommendations:**

### **Recommendations to Comic Relief**

Sustainability of the CUF is largely dependent on cost-recovery mechanisms or community's ability to co-finance projects. With the nature of communities supported by the Country Programme, this is an unlikely possibility. Comic Relief could consider establishing a revolving fund to address the short-term financing difficulties that the communities may experience in financing community infrastructure projects when the CUF and PASSA end.

Future funding for Programmes of this nature should consider setting aside funds to test and pilot innovations. The Programme is supporting the development and use alternative construction materials that are low-cost and high quality to scale-up incremental housing in slum communities. However, does not provide for testing and piloting of these material. Best practice would be piloting and testing the material through construction of physical infrastructure projects to demonstrate to stakeholders that the technology works and is scalable.

### **Recommendations to Government**

Finding from the Household Survey is that close half of the households (40%) in slum communities are renting their homes. In this respect, rental housing is an important affordable housing solution, especially for the urban poor who cannot be homeowners. Government should therefore formulate measures to govern and promote rental development - including a rent-control system that would ensure that unscrupulous landlords do not over-exploit the poor. Such policies should take into account local dynamics and existing housing market conditions.

Adoption of the Public-Private-Partnerships (PPP) Model of affordable housing provision: Globally, countries are increasingly adopting this model where governments use mechanisms such as policy reforms, land and tax incentives, and subsidies to incentivize the private and the not-for-profit sectors to engage in affordable housing development for the poor. Government lacks the financial capacity to directly provide affordable housing and urban infrastructure to a large population in slums and informal settlements. Adopting a PPP model for the provision of housing and urban development, if appropriately and effectively applied, will offer greater value for money than traditional models.

Building on the Public-Private-Partnership, considering the Programme did not provide for testing and piloting of the low-cost research-based building material, government should work with the lead-firms in piloting and testing these materials to demonstrate to urban poor that the materials work, are of quality,

less costly and scalable. Once production is scaled-up, I recommend that government adopts this technology for any future government construction projects to pilot and test the material.

### **Recommendations to Cities Alliance**

The Programme places emphasis on improving the quality of life, jobs and socio-economic conditions of slum dwellers as key in slum upgrading and building resilient communities. However, building resilient communities is highly associated with improved livelihood outcomes. Therefore, creating conditions which not only improve the housing and living condition but also the economic prospects is key in slum and urban upgrading Programmes. While providing safe and secure work spaces and improved working environment is intended to strengthen urban poor livelihoods, there is need for the Programme to focus on direct livelihood interventions at community level.

Working directly with government agencies, City Corporations and local government is an important long-term sustainability strategy for Programme interventions. This presents an opportunity for integration of Programme pieces into City and Sector Development Plans and frameworks. For government financing, these should be incorporated into budget framework papers, approved by the Ministry of Finance. The Ministry of Finance is therefore a vital stakeholder that the Programme should be engaging to strategically position certain Programme elements for incorporation in budget framework papers for possible funding when the Programme ends.

Attainment of full-scale results in the remaining period requires partners to up their efforts and be on top of implementation with minimal bureaucracies and delays. This necessitates stronger management, leadership and coordination from Cities Alliance considering partners are not on ground. Therefore, monthly individual Cities Alliance-to-partner meetings should be initiated in addition to the existing coordination structures. This will enable maximization of operational efficiencies, ensure systemic planning and focused support to partners to deliver their outcomes.

Cities Alliance's visibility remains weak despite changes in the mode of operation that intended to increase the institution's visibility. At Community level, credit, success and impact for community investments are attributed to local implementing partners, with minimal recognition of the funding entity. There is need to implement sharper visibility strategies – likely developing a visibility and communication plan for better recognition, creating identity and positioning the institution as a leading player in transformation of cities and slum communities. All Programme investments, resources, materials, signages etc. should be branded (including partners) with Comic Relief and Cities Alliance logos to increase visibility. Best practices can be adopted from organizations with strong visibility such as USAID

Considering the Programme did not provide for testing and piloting of the low-cost research-based building materials - once production is scaled-up, we recommend that Cities Alliance directs atleast one or two CUF projects in form of community Halls, toilet or any new construction projects to make use of these new materials to pilot and test them, and demonstrate to communities that the technology and innovations works and is scalable.

The finding that some partners are expended funds based on achievement of agreed deliverables in the contract while others after elapse of a certain period regardless of their deliverables is a rare programming practice. The Programming landscape has immensely changed due to demand for results,

accountability and performance. Therefore, future contracting processes should ensure consistence and uniformity in contract design across partners – with focus on deliverable or output-based contracting.

The Programme has a well-developed Theory of change (TOC) with clear representation of how the Programme is expected to achieve the intended results. However, for the theory to provide a more logical and reasonable description of why Programme activities shall lead to the intended results or benefits, the following recommendations are proposed;

- ✓ Intermediate outcome 3.1 about the development of the City Development Strategy is better suited to contribute to intermediate outcome 4 *“National and city level policy, planning and legislative environment for resilient and inclusive urbanization benefits recognition and voice of the urban poor.”*
- ✓ The theory needs to identify the underlying assumptions, events or conditions that may affect achieving the Programmes outcomes. Assumptions about causes and effects within the Programme are not highlight. These assumptions are critical in Evaluating the Programme performance

### **Recommendations to Partners**

While attainment of Programme objectives and outcomes is still within the control of the Programme, this is much dependent on implementation of pending activities and fast tracking their outcomes. Focus for Partners should be on consolidating the gains made in the past years, scaling-up lessons learned, adopting best practices and addressing challenges that affected achievement of full-scale results as highlighted in the Partner level analysis.

Development of the National Urban Policy (NUP) lags behind schedule and concerns of this not being achieved if processes are not expedited. However, once given due attention this is achievable. We strongly recommend having a full-time consultant to oversee the development of the policy. UN Habitat should consider reviewing the contract terms for the current part time consultant. With more support from the Ministry of Internal Affairs, stronger supervision from Cities Alliance and more demand for results from UN Habitat, the outcome will be attained on schedule.

Results from the Petty traders’ survey show better outcomes in Monrovia than Paynesville due to the MOU. Authorities in Paynesville view Red Light as a problematic market in the city, dirty, not a good place to work for street vendor, and not a good place to buy goods. Traders in that market are considered problematic, who don’t want to follow city regulations and ordinances. Building on already existing relationships, all parties should work towards having an MOU in place to address these issues. There is need for FEPTIWUL and Cities Alliance to continue engaging city leadership to resolve outstanding issues. Recommended is the involvement of the Programme Steering Committee in these negotiations.

While the Programme is making strides in addressing Sanitation and Hygiene issues in communities, challenges still remain. Focus should be on consolidating gains made so far and complementing them with awareness, education and sensitization of communities on best practices of WASH. Strides made will yield better results and impact if communities’ behaviors, attitudes and practices regarding sanitation are given due attention. There is need to adopt Social Behavior Change Communication (SBCC) as a strategy for promoting positive and sustainable practices and behaviors at community level to promote better practices and behaviors towards sanitation and hygiene.

More investments should be made to address community priorities through the CUF projects. Completion of sustainability plans for CUF Projects by YMCA should be given urgent attention. Eight (8) CUF projects

have been constructed by the Programme, however the projects are yet to be commissioned for use due to lack of sustainability plans. There is need to fast track this process

Need to update the Petty traders' database: The federation currently doesn't have an updated database of currently registered members. The last update was done two years ago. Because of free entry into the informal sector, the current numbers for petty traders should be much higher the 5,000 reported by the federation which affects planning processes.

FEPTIWUL should work with city authorities to provide traders formal agreements permitting them to operate in allocated space. Providing traders agreements to operate in allocated trading space improves security of their business. Findings from the Petty traders' survey indicates that only 18% of the traders had agreements authorizing them to operate within the current space and they felt their businesses were more secure compared to those who didn't have agreements.

Supporting members to improve records management and documentation practices and helping them to understand the value in keeping and maintaining records. This will enhance business growth processes through recapitalization because of taking good stock of their business transactions

Establishing or strengthening "Cash Round Groups" commonly known as SUSU to enhance access to finance and credit for the traders. With the traders having less interest in borrowing from MFIs, the federation should support traders to establish or strengthen SUSUs to help traders to mobilize resources to expand their business enterprises.

Strengthening systems and structure for FOLUPS Saving groups. Groups lack operational tools, manuals and procedures for running their day-to-day business.

Scaling-up the spread of Saving Groups in all the communities that have been profiled by the Programme. Results from the Evaluation indicate that Saving Groups are concentrated in a few communities and not in other LGAs.

Results from the petty traders' survey indicate that only 60% of the traders attended any meeting with FEPTIWUL to discuss issues related to their working condition, this was however much lower in Red-Light (56%). Although this improved from 43% at baseline, the federation needs to enhance this further.

### 1.1 Introduction:

Emerging from the combined ravages of a brutal civil war and, more recently, the Ebola virus, the people of Liberia have given tangible expression to the concept of resilience. In 2017, Ellen Johnson Sirleaf – Africa’s first female Head of State and Nobel Laureate – oversaw the peaceful and orderly transition to President George Weah. Despite the burdens of many developmental and other challenges, Liberia is a country with ambition, aiming to achieve middle income status by 2030.

The capital of Liberia, Monrovia, is critical to the country's future. Monrovia generates two thirds of the national GDP and has a vibrant central business district, bustling informal entrepreneurs, and political leaders that are strongly committed to a successful future for the city. Monrovia is also struggling to rebuild after a bloody 14-year civil war decimated Liberia’s infrastructure, economy and government institutions. Over 300,000 people died in the war, and one million were displaced – many of them coming to Monrovia, causing extremely rapid growth that has severely stressed the city’s already limited infrastructure and ability to deliver basic services.

In 2014 Liberia faced one of its toughest challenges yet when the Ebola Virus Disease ravaged the city. The outbreak had a devastating impact on Liberia, killing over 4,800 people nationwide and having a negative social and economic impact on livelihoods and employment. It was the first time in history that the disease hit major urban centres in the country, and West Africa in general. Almost 70% of the urban population in Liberia live in the slums with poor housing, inadequate water supply and poor sanitation. It is well established that the conditions in Monrovia’s informal settlements helped fuel the spread of the disease.

After the national government shifted support for Ebola awareness and prevention to the community level, the Monrovia City Corporation, in partnership with UNICEF, Paynesville City (PCC) and 120 communities within Greater Monrovia, led a community-driven initiative to combat the spread of Ebola at the grassroots level, with support from Cities Alliance. The Ebola epidemic ended, but the country’s recovery from the associated economic and social costs has been slow as a result of falling international prices for Liberia’s main export goods.

Despite the significant number of years of military rule, civil war and a transitional government, Liberia’s development has generally been broadly positive through the various socio-economic transformation programmes and policies enacted by the government. The cornerstone of the government’s economic development policy has been to attract international investors into large-scale, capital intensive, natural resource production. However, the high costs of trading across borders, disproportionately, penalizes smaller enterprises, and this prevents a more rapid diversification of the economy which remains very challenging for medium sized businesses.

According to the Liberia’s FY 2017/18 Annual PFM Report, government is committed towards implementation of the National Development Plan (NDP), which is a Pro-poor Agenda for Prosperity and Development (PAPD) seeking to build a stable, resilient and inclusive nation; lift an additional one million Liberians out of absolute poverty through sustained and inclusive growth driven by scaled-up investment in agriculture, infrastructure, and human capital development.

## **1.2 Overview of Cities Alliance Country Programme**

The Cities Alliance is a global partnership for poverty reduction and the promotion of sustainable development in cities, hosted by the United Nations Office for Project Services (UNOPS). Launched in 1999 jointly by the World Bank and UN-Habitat, the Cities Alliance provides technical and financial assistance to address urban poverty in developing countries. The Cities Alliance Country Programmes were first designed in 2009 as a new model of intervention in urban development, with a shift from shorter-term, onetime initiatives towards a longer-term, programmatic approach to address the specific development needs of cities in selected countries, typically in the context of rapid urbanisation and growing urban poverty.

The Cities Alliance Liberia Country Programme is a 5-year programme aiming at enabling Liberia – specifically its development partners and Cities Alliance members in Greater Monrovia – realise its urban agenda through investing in partnerships, building coherence of effort among members and partners, and improving alignment between national policy, local government capacity and an active citizenry.

The Liberia Country Programme is a partnership initiative undertaken by the Government of Liberia and its partners to align urban development efforts at the national, city and community levels working directly with Habitat for Humanity International, Women in Informal Employment Globalizing and Organizing, UN-Habitat and Shack/Slum Dweller International as implementing partners. The Programme was initiated at the request of the Monrovia City Corporation (MCC) and the Liberian Ministry of Internal Affairs, the Programme aims to provide direct service investments, especially for the urban poor and youth living in Greater Monrovia's informal settlements. It also supports Liberia's goal of achieving middle income status by 2030.

The Programme aims to improve the quality of support provided to cities in the country, eventually expanding from Greater Monrovia to secondary cities and county capitals around the country.

The programme aims to:

1. Strengthen organisation and meaningful participation of slum dwellers and working poor organizations in city governance, inclusive planning and responsive service delivery.
2. Improve climate resilient and inclusive urban planning, slum upgrading and incremental housing strategies with investments in the provision of community driven services and affordable housing.
3. Enhance the national enabling environment for resilient and inclusive urbanization benefitting economic growth, local governments and the urban poor.
4. National and city level policy, planning and legislative environment for resilient and inclusive urbanization benefits recognition and voice of the urban poor.

The Liberia Country Programme has made substantial progress in several key areas;

- Acknowledgement of the city's vital economic role. At the national level, there is an increasing recognition that developing the national economy means having efficient and effective cities, with mechanisms for mobilizing capacity and engaging citizens.
- Increased recognition of slum dwellers as citizens. Through the Country Programme, slum dwellers are being recognized as citizens who need to be fully engaged in its planning and development. It is essential that this recognition, and their active role, is extended to environmental challenges such as flooding, rising sea-levels and the provision of essential services.



- Engaged municipalities. Municipalities are building capacity, engaging with citizens on urban planning, and increasingly viewing petty traders as contributors to the economy instead of nuisances.
- Informal settlements put on the map. Community profiling, verification and settlement forum activities that identify community priority needs have helped informal settlements become acknowledged as an integral part of the city.
- Leveraged funding. Based on the initial activities, the European Union is providing US \$7 million (EUR 5.9 million) in funding for two projects on primary waste collection and waste-to-energy. These projects have substantially expanded the Country Programme.

### **1.3 Cities Alliance implementing Partners**

Cities Alliance Programme aims to mobilize a range of partners to support local authorities in Greater Monrovia with implementation, including the Liberian Ministry of Internal Affairs, Department of Urban Affairs, organized civil society groups in cities, and the private sector.

- Habitat for Humanity International (HFHI). HFHI works in partnership with the National Housing Authority on Slum upgrading and affordable housing initiatives
- UN-Habitat. Works in partnership with the Ministry of Internal Affairs in the development of the National Urban Policy for Liberia
- Shack/Slum Dwellers International (SDI). SDI works in partnership with YMCA Liberia and the Federation of Liberia Urban Poor Savers (FOLUPS) in profiling, mapping and enumeration of slum settlements in Greater Monrovia; and mobilize and bring together communities to save for future infrastructure development projects.
- Women in Informal Employment Globalizing and Organizing. WIEGO works in partnership with Street Net International and the Federation of Petty Traders and Informal Workers Union of Liberia (FEPTIWUL) to support street vendors (the largest informal worker group in Greater Monrovia) – to negotiate better and secure trading sites and conducive working conditions with city government and townships.
- Government and Local Government Authorities. These include the Ministry of Internal Affairs which chairs the Programme steering committee, Monrovia City Corporation and Paynesville City Corporation who co-chair the Programme Steering Committee, Barnesville, Garnerville, Congo Town, Caldwell, New Kru town, WestPoint, Johnsonville, Dixville, New Georgia and Clara townships that support the implementation of the country Programme.
- The Programme also works with other collaborative partners and stakeholders, who although are not directly involved in implementation have power and influence needed to attain the desired results and impact. These include the Environmental Protection Agency, LIPA, Liberia Land Authority, Ministry of Public Works and LWSC.

Closely aligned with the Liberian government's priorities as set out in the Agenda for Transformation, the Liberia Country Programme aims at supporting the resilient social and economic recovery of slum dwellers in Greater Monrovia and, in the long term, improve the living and working conditions of slum dwellers within a functioning, accountable and inclusive city. The LCP mobilises urban poor communities and youth

to actively participate in city governance, bringing stability, safety and prosperity to Greater Monrovia. Transformative change for effective community organisation of urban poor men and women is supported by a more inclusive and resilient city planning process and by productive, secure employment of the rapidly growing young population, who demand to see the peace dividends that were promised upon ending the civil war. The Programme focuses on slum profiling and mobilising slum dweller associations to build consensus on key investment priorities, and develop plans for slum upgrading, affordable housing and livelihood programmes, including a community upgrading fund.

#### **1.4 Programme Results Chain and Theory of Change**

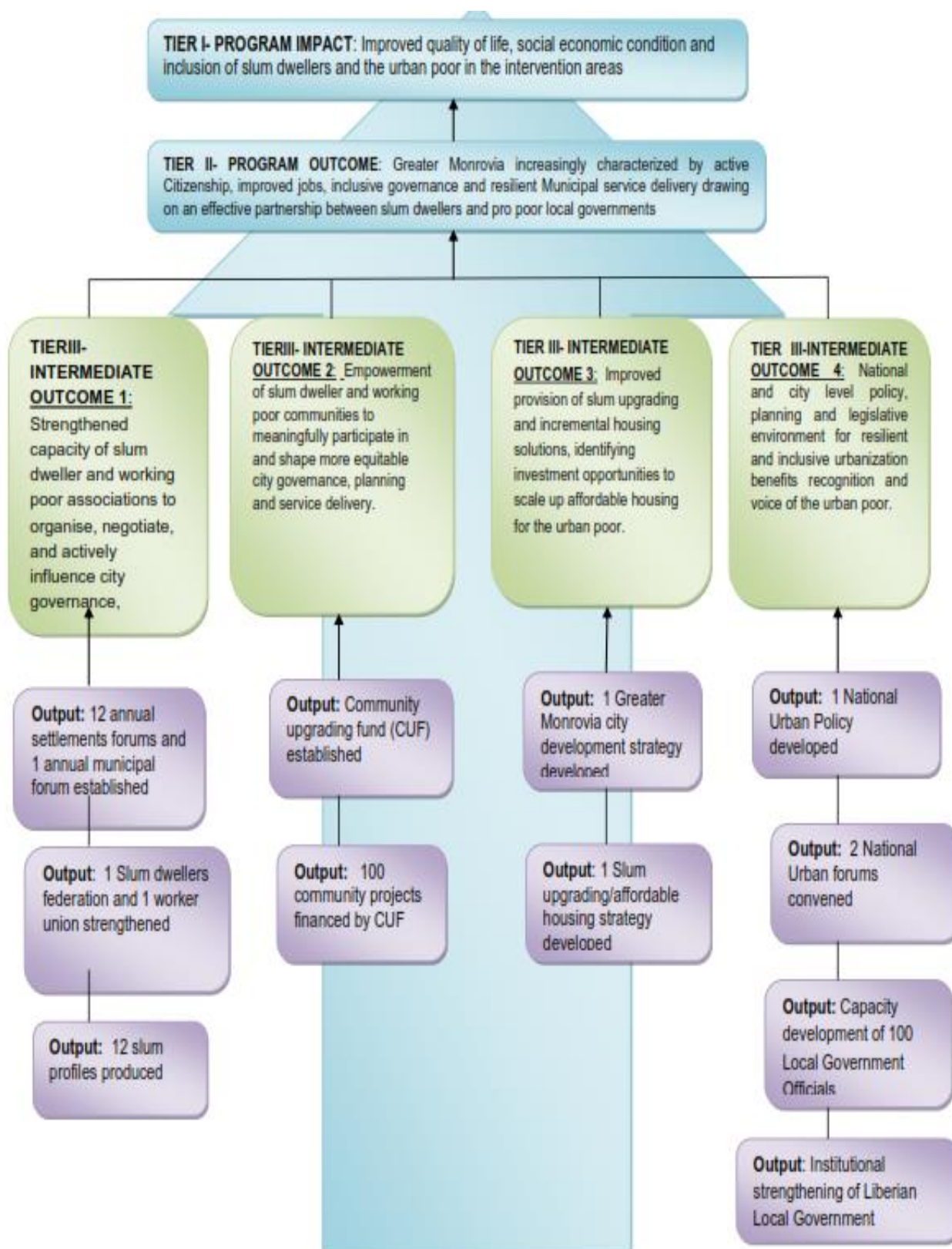
The Mid-Term Evaluation (MTR) sought to establish the extent to which the programme goal and objectives are being met (or have been met) halfway the life of the programme with emphasis on the programme Results chain or framework. The Results Framework of the Liberia Country Programme was developed in line with both the Cities Alliance Corporate Results Framework and the specific activities of the Liberia Country Programme.

The Evaluation will adopt similar Tiers of results and feed into the overall corporate results chain of Cities Alliance Country Programmes. The Mid-Term Evaluation utilized the results chain in assessing how well programme activities have been implemented and the results achieved at output, intermediate outcomes, outcome, and impact levels.

This Evaluation will measure progress through compilation and analysis of data collected through primary and secondary sources in line with the Programme Indicators as per the four Tier categorization below.

- Tier I: The overall Programme impact will be measured by the development interventions that the programme is expected to contribute towards. These include improved quality of life, social economic condition and inclusion of slum dwellers and the urban poor in the intervention areas.
- Tier II: The programme outcome is the effect or intended change resulting from the achievement of one or more intermediate outcomes in terms of having Greater Monrovia increasingly characterized by active Citizenship, improved jobs, inclusive governance and resilient Municipal service delivery drawing on an effective partnership between slum dwellers and pro poor local governments.
- Tier III: The Programme Intermediate outcomes are short-term and medium-term effects of the LCP development intervention that contributes to the programme outcome. The intermediate outcomes are effects (or intended change(s) resulting from one or more output(s), and leading to the programme outcome.
- Tier IV: The programme outputs are products and services which result directly from the inputs and activities of the LCP development intervention

## Programme Results Chain and Theory of Change



To realize impact, Cities Alliance is implementing a number of strategic interventions realise its urban agenda. These include;

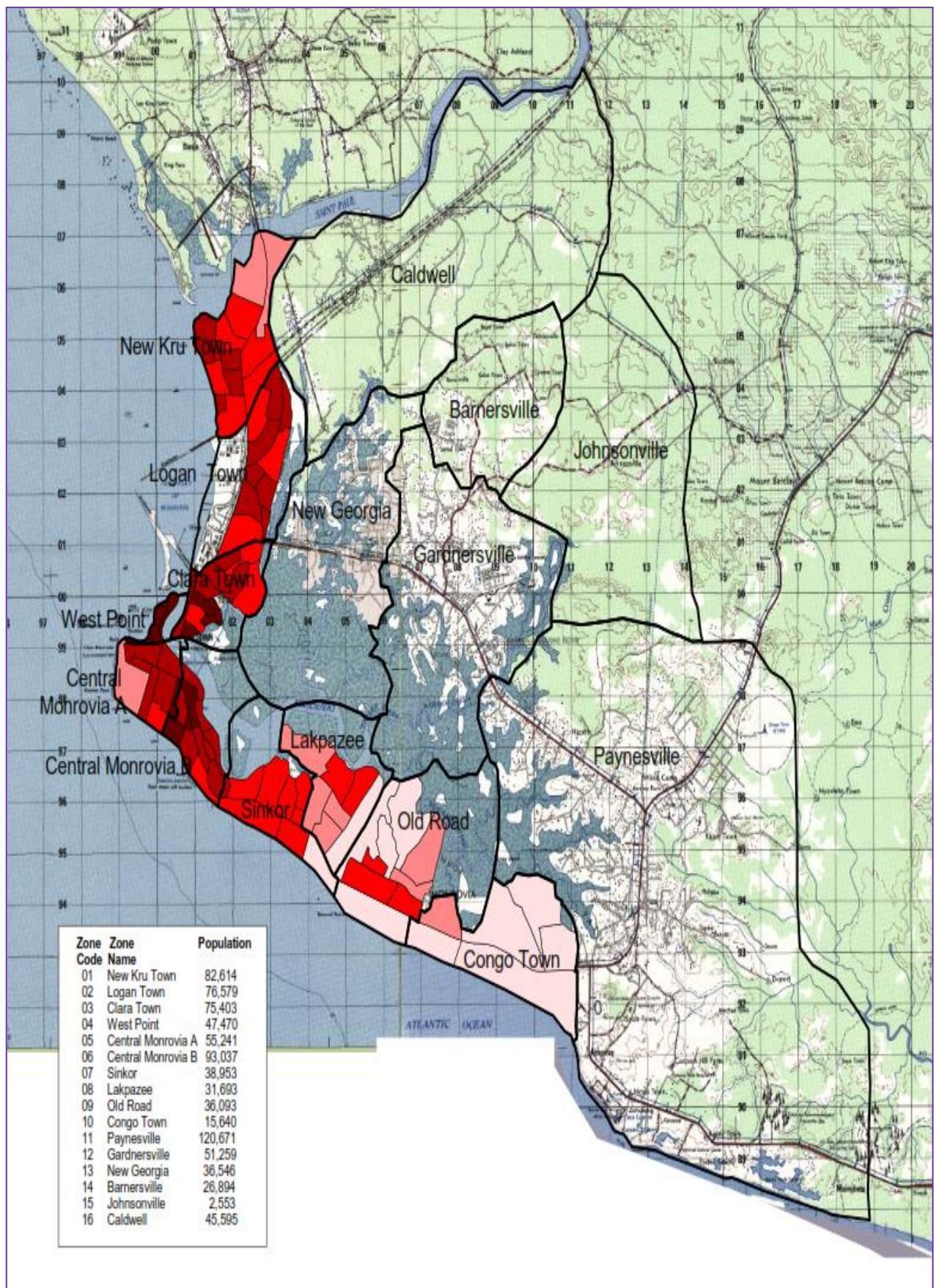
- Improving the livelihoods of the urban poor through direct community investments through locally driven processes and managed funding mechanisms, enhancing at least 100 livelihood opportunities aligned with strengthened city capital investment plans and strategies.
- The profiling of all slum areas of Greater Monrovia, across 12 LGAs, driven by youth, women and community mappers in slum communities. The profiling process itself supports community organisation and strengthening of an organised slum dweller federation to organise savings groups, mobilise communities and convene settlement-level urban poor forums, which build active and informed citizens and provide a platform for regular engagement with local authorities for better service delivery
- Support the establishment of national, city and settlement forums to build active and informed citizens and provide a platform for regular engagement with local authorities to ensure best possible social outcomes for a strengthened slum dweller national federation and informal worker association.
- Informal economy youth engagement and dialogues undertaken in Greater Monrovia using participatory dialogues with community-based enterprises such as street vendors to foster equitable economic planning in the city.
- Production of pro-poor and resilient housing, slum, national, urban and city development strategies matched with a multi-year plan of targeted capacity development of selected local and national government staff.

Other interventions include;

- The elaboration of a national urban agenda and policy, implemented by UN-Habitat in partnership with the Ministry of Internal Affairs
- Slum upgrading and affordable housing, implemented by Habitat for Humanity International (HFHI) in partnership with the National Housing Authority
- Community participation, implemented by Shack/Slum Dwellers International (SDI) in partnership with YMCA Liberia and the Federation of Liberia Urban Poor Savers (FOLUPS)
- Participation of the informal economy, implemented by WIEGO in partnership with StreetNet International and the Federation of Petty Traders and Informal Workers Union in Liberia (FEPTIWUL)
- Empowerment of local authorities, implemented by United Cities & Local Governments Africa (UCLGA) in partnership with the Ministry of Internal Affairs, and related activities in local government capacity building
- Drafting and validation of a City Development Strategy for Greater Monrovia Metropolitan Area
- Participatory identification and implementation of community level priority infrastructure projects.



**Map of Greater Monrovia showing the LGAs where the LCP is Implemented**



## **1.5 Purpose of the Mid-Term Evaluation**

The Purpose of the Mid-Term Evaluation was to review the progress of Country Programme, assess halfway progress towards achieving intended results, document best practices, lessons learnt, recommendations and conclusions in order to help programme management and stakeholders to improve, identify and understand successes to date and challenges that need to be addressed. Taking a programmatic approach, the Evaluation questions assessed were two-fold – 1) Evaluation questions in Programme Monitoring framework and 2) Evaluation questions in the Terms of Reference.

**The overall analysis required by the Evaluation Terms of Reference included the assessment of;**

- a. The design and coherence of the programme including the design of the log frame matrix/programme theory and present the underlying theory of change and its assumptions.
- b. The extent to which the project/programme has already achieved its objectives and results or is likely to achieve them, including the extent to which the lives of the programme beneficiaries (slum dwellers and petty traders) has been improved. Also, the extent to which supported institutions (YMCA Liberia, National Housing Authority, Monrovia City Corporation, Paynesville City Corporation and the Ministry of Internal Affairs have already benefitted people.
- c. The impact and efficiency of the Cities Alliance model in terms of value and cost for coordinating multiple implementing partners rather than direct implementation.

**Evaluation Questions in the Programme Monitoring framework:**

- Did the Programme strengthen the recognition of slum dwellers' socio-economic, civil/political rights, their livelihoods and access to basic municipal services
- Did the Programme contribute to the active participation of the urban poor to an effective strategic planning process aimed at slum upgrading, livelihoods, affordable housing and overall inclusive city development
- Did the Programme support an enabling policy and legislative environment conducive towards making cities responsive to the needs and realities of slum dwellers and the urban poor?
- How did the Programme achieve meaningful partnerships between organized slum dwellers associations, working poor organizations, local governments and national authorities to improve the lives of the urban poor?

## Evaluation Questions in the Terms of Reference

Using the OECD DAC Evaluation Criteria, the following Evaluation Questions were assessed;

**Table 1: Evaluation Questions in the Terms of Reference based on the OECD DAC Criteria**

SNO	Evaluation Criteria	Evaluation Questions
1.	Relevance	<ul style="list-style-type: none"><li>▪ To what extent has the slum upgrading and affordable housing framework, National Urban discussion paper, slum profiles and the housing value chain analysis benefited the programme stakeholders?</li><li>▪ To what extent was the slum dweller and street trader's capacity building relevant in strengthening and improving the federation performance?</li></ul>
2.	Effectiveness	<ul style="list-style-type: none"><li>▪ To what extent will the programme be likely to achieve its deliverables with the current structure model</li><li>▪ What were the major factors influencing the achievement or non-achievement of the outcome/intermediate outcome(s)/expected results/outputs?</li><li>▪ Provide recommendations for the remaining period</li></ul>
3.	Efficiency	<ul style="list-style-type: none"><li>▪ Was value for money prioritized during programme implementation?</li></ul>
4.	Impact	<ul style="list-style-type: none"><li>▪ What exactly has already changed in the lives of slum dwellers and urban working poor (immediate impact)?</li></ul>
5.	Sustainability	<ul style="list-style-type: none"><li>▪ To what extent the community-based approach of the CUF infrastructure projects ensure the sustainability and upgrade of the slum settlements?</li><li>▪ What needs to be done and/or improved to ensure institutional sustainability of the CUF projects?</li></ul>
6.	Cross cutting issues	<ul style="list-style-type: none"><li>▪ Is gender equality evident in the structures and systems of the programme for example, in access to leadership roles and services provided?</li><li>▪ What do we learn about the cost and value of applying environmental impact assessment in programme implementation?</li></ul>

### 1.6 Scope of the Evaluation

The Evaluation was conducted across the 12 LGAs where the programme is implemented. The Evaluation targeted Slum dwellers, Petty Traders, Waste Pickers, Programme Partners – HFHI, UN-Habitat, SDI YMCA, FOLUPS, WIEGO, and FEPTIWUL, Micro-finance institutions, and Government institutions i.e. NHA, LLA, LWSC, EPA, Ministry of Public Works, Ministry of Internal Affairs, MCC, PCC and Township Commissioners

### **1.7 Objectives of the Mid-Term Evaluation**

- Help programme management and stakeholders to improve, identify and understand successes
- Provide stakeholders with an external and objective view on the Programme status, its relevance, how its effectively being implemented and managed, and whether the program is likely to achieve its objectives
- Establish whether Cities Alliance is effectively positioned and partnered to achieve maximum impact.
- Establish the Mid-term impact of the Programme and check if the indicators are being fulfilled according to the set targets
- Provide feedback to all parties to improve the policy, planning, project formulation, appraisal and implementation phases
- Provide accountability, lessons learnt and best practises to the project's funder, stakeholders and beneficiaries.
- Provide a review of programme indicators and their validity for the remaining half of programme implementation.
- Provide programme management and stakeholders with recommendations capturing additional opportunities, as well as for corrective actions to resolve outstanding issues and improve program performance for the remainder of the program duration.
- Help programme management and stakeholders assess the extent to which the broader policy environment remains conducive for replication of the lessons being learnt from project implementation and/or identify exit strategies
- Help programme management and stakeholders set the course for the remaining duration of the program.

### **1.8 Design of the Liberia Country Programme**

The design of the LCP is hinged on Cities Alliance's Theory of Change (TOC) that asserts that in the process of organizing the world, countries that have national policies that enable local governments to provide services to an active citizenship who know their rights and responsibilities will be those that best manage change. Focus is on what needs to be done at National, Local government and community level to stir economic growth, improve quality of life and inclusive governance.

Cities Alliance is a global partnership and for a long time, it has been a grant-based institution implementing its Programmes through its partners. It has been extending grants to its members to do direct implementation and assumes an oversight role. The LCP is unique, it's the first of a kind that Cities Alliance has done direct implementation while also sub-granting to its partners or members.

The change in model was mainly because Cities Alliance needed in Country presence to take responsibility of partnership building and management, as well as sustaining existing partnerships. Cities Alliance subgrants WIEGO based in Manchester, which sub-grants to one of its members StreetNet International based in South Africa, which then implements through its affiliate in Liberia FEPTIWUL. The role of the WIEGO-StreetNet-FEPTIWUL partnership is to support street vendors - the largest informal worker group in Greater Monrovia to negotiate better and secure trading sites and conducive working conditions with City government and townships. Other Programme partners are;



SDI based in South Africa, which sub-grants to its affiliate YMCA Liberia to support its local affiliate, the FOLUPS. The role of the SDI-YMCA-FOLUPS partnership is to enhance the capacity of FOLUPS to organize slum dwellers around savings, profiling and enumerating, negotiating with government, and plan for the upgrading of their settlements by bringing together communities to save for future infrastructure development projects.

Habitat for Humanity International works in partnership with the National Housing Authority on Slum upgrading and affordable housing initiatives. The partnership supports slum upgrading through facilitating greater access to adequate and affordable housing. HFHI has also partnered with Foundation for Women, a local Microfinance institution to extend housing finance products and services to the urban poor.

UN Habitat Works in partnership with the Ministry of Internal Affairs in the development of the National Urban Policy for Liberia that reflects pro-poor agenda issues and provides a sustainable framework that guides urban development and ensures that National and City level policy, planning and legislative environment for resilient and inclusive urbanization benefits recognition and voice of the urban poor.

The Programme works with other collaborative partners and stakeholders, who although are not directly involved in implementation but have power and influence needed to attain the desired results and impact. These include the EPA, LWSC, the Ministry of Internal Affairs, Ministry of Public Workers, Liberia Land Authority, City Corporations of Monrovia and Paynesville and Local Government Authorities (LGA)

The Country Programme has a Steering Committee comprised of LCP implementation partners including Cities Alliance members and chaired by Ministry of Internal Affairs, specifically the Deputy Minister for Urban Affairs. The PSC is the decision-making body for the Programme and coordinates reviews of the CP implementation, its progress, and evaluates new opportunities as they arise. The Programme has a secretariat established with seven staff who provide implementation & M&E oversight.

### 2.1 Evaluation design

The Evaluation employed a cross-sectional descriptive study design that utilized mixed methods approach. It adopted both qualitative and quantitative methods of data collection, including secondary and primary sources. The cross-sectional element sought to obtain data from a cross section of stakeholders and population groups affected by the Programme.

### 2.2 Sample size estimation and selection of respondents

Quantitative data collection approaches were adopted for the Households, CBEs and Petty traders Surveys. At 5% level of statistical significance, the required sample sizes for the above respondent categories were calculated using the Kish Leslie formula for simple random sampling

$$\text{Sample size } n_0 = Z^2 \times p(1-p)/m^2$$

Where  $n_0$  = sample size,  $Z$  = confidence level at 95%,  $m$  = margin of error at 5%

$p$  = estimated prevalence of the variable under investigation

### 2.3 Sample size for households in Slums

From the formula above, with  $p = 70\%$  (i.e. estimated proportion of urban population living in informal settlements within Greater Monrovia)<sup>5</sup> gave a sample size of approximately 346 households. A non-response of 5% was factored into the calculation to cater for both non-response and poorly filled in questionnaires. This increased the sample size to approximately 363 households. A design effect, of 1.2 was factored in the estimation to obtain the final sample size for the households as 436.

#### Sample Size for Petty traders

Using Kish Leslie's formula with  $p = 55\%$  (i.e. estimated proportion of the Liberian population engaged in informal trading) gave a sample size of approximately 370 Petty traders. However, according to FEPTIWUL fact sheet released in 2018, approximately 5,000 Petty traders were registered with the federation within Greater Monrovia. We therefore assumed that the total number of eligible Petty traders was 5,000. The required sample size using the finite population correction factor was given as;

$$n = \frac{n_0 N}{n_0 + (N-1)}$$

Where  $n$  = required sample size for a finite population. With  $n_0 = 370$  and  $N=5,000$ , the adjusted sample size was 345. A non-response of 5% was also factored into the calculation to cater for both non-response and poorly filled in questionnaires. This increased the estimated sample size to approximately 366 traders. A design effect  $d$ , of 1.2 was factored in the estimation to obtain the final sample size as 440.

#### Sample Size for Community Based Enterprises

The database obtained from Cities Alliance indicated 30 active CBEs in Greater Monrovia. Because of their small number, the Evaluation enrolled all the thirty (30) into the Evaluation.

Based on the computations above, quantitative data was planned to be collected from **436 households, 440 petty traders** and **30 CBEs**. These sample sizes were able to generate the desired statistical power for the survey since they were scientifically computed. Probability Proportionate to Size (PPS) approach was adopted apportioning the sample size to LGAs and Markets.

<sup>5</sup> Adopted from Cities Alliance framework of cooperation for a prosperous and inclusive Greater Monrovia and Liberia

**Table 2: Sample sizes for other Programme Stakeholders and population groups**

SNO.	Programme Stakeholder	No. sampled	No. Reached	Response Rate
1.	FOLUPS Saving Groups	24	24	100%
2.	Street Vendor Associations	1	1	100%
3.	Slum dweller federation	1	1	100%
4.	Housing Finance Institutions	1	1	100%
5.	National Government Officials	6	5	83%
6.	City Mayors	2	2	100%
7.	Township Commissioners	5	5	100%

## 2.4 Selection of the study respondents

### Selection of Slum households

Multi-stage sampling technique was adopted in selection of households. First - the Programme implementation area was clustered into 12 LGAs. All clusters were purposively enrolled into the survey as a requirement by Cities Alliance. Second step - within each cluster, stratified sampling was adopted to stratify the communities. The number of communities selected in each stratum followed the PPS approach.

Within each stratum, simple random sampling was adopted to select the required number of Blocks. At block level, we obtained lists of all households within the Block from the community leaders. The lists formed the sampling frame for the households and using this frame, systematic random sampling was adopted to select the households that will be enrolled into the Evaluation. The head of household was the target respondent and in their absence the spouse was the next choice respondent.

### Selection of Petty traders

The survey for Petty traders was conducted within three (3) markets of Duala, Red-Light and Central Monrovia. We obtained the estimated number of traders from each market from FEPTIWUL and adopted Probability Proportionate to Size (PPS) approach to apportion the 440-sample size. Within each market, systematic random sampling was adopted in selection of traders for interviews.

### Selection of other programme stakeholders and population groups

Other Programme stakeholders were purposively selected based on the knowledge they hold regarding the programme. We ensured that gender issues were put into consideration in the selection of the stakeholders.

**Table 3: Sample Size apportionment for Petty Traders and Response Rate**

SNo.	Market	Location	Est. No. of traders	Sample Size	No. Reached	Response Rate
1.	Duala	Monrovia	3,400	112	117	104%
2.	Central Monrovia	Monrovia	3,500	115	114	99%
3.	Red-Light	Paynesville	6,500	213	216	101%
<b>Total</b>			<b>5,000</b>	<b>440</b>	<b>447</b>	<b>102%</b>

**Table 4: Household Sample Size apportionment by LGA and Response Rate**

SNo.	Name City or LGA	Population <sup>6</sup>	Sample Size	No. Reached	Response Rate
1	Monrovia	148,278	83	83	100%
2	Paynesville	120,671	70	71	101%
3	New Kru Town	82,614	47	47	100%
4	Logan Town	76,579	44	50	114%
5	Clara Town	75,403	43	32	74%
6	West Point	47,470	28	28	100%
7	Johnsonville	2,553	10	10	100%
8	Caldwell	45,595	27	27	100%
9	Congo Town	15,640	15	15	100%
10	Gardernsville	51,259	31	31	100%
11	New Georgia	36,546	22	22	100%
12	Barnersville	26,894	16	17	106%
	<b>Total</b>		<b>436</b>	<b>433</b>	<b>99%</b>

## 2.5 Data collection methods and procedures

**Quantitative data:** Semi-structured questionnaires were developed and adopted for quantitative data collection among Households, Petty traders and CBEs. The tools were administered to 433 heads of households, 447 Petty Traders and 23 CBEs

**Table 5: Qualitative data collection approaches for other Programme stakeholders**

SNo.	Stakeholder Type	Data collection Method
1.	FOLUPS Savings groups	FGDs, MSC Stories & Success Stories
2.	Street vendor federation	FGDs, MSC Stories & Success Stories
3.	Housing finance institutions	In-depth Interviews, Success Stories
4.	National Government Officials	Key Informant Interviews (KIIs), Success story
5.	City Mayors and Township commissioners	Key Informant Interviews (KIIs), Success story
6.	Cities Alliance Programme Staff	In-depth Interviews, MSC Story & Success Story

Focus Group Discussions (FGDs), Key Informant Interviews (KIIs), Most Significant Change (MSC) stories, success stories and In-depth Interviews were adopted in collecting qualitative data for purposes of triangulation, with the above stakeholder categories to assess the progress of the programme towards achieving the intended results, understand successes bottlenecks and facilitators and barriers to successful implementation of the programme. The participants were purposively selected

Because females and males are affected differently by development projects, programs and policies, gender issues were put into consideration in selection of stakeholders. Data collected was gender inclusive to establish and inform Cities Alliance and stakeholders on whether the interventions are benefiting both males and females so as to allow for appropriate refining of project design to improve overall development effectiveness in case of adverse impact on gender

### Digital data collection for Quantitative data

Digital data collection approaches were adopted in data collection. All quantitative data collection tools were converted to an electronic tool designed using Kobotool box to collect quantitative data. Data was

<sup>6</sup> Data source: Monrovia City Corporation zone and community boundaries – Ministry of Planning & Economic Affairs

then transferred from the devices to a central database for storage, further analysis and manipulation. The devices were password protected to limit access to unauthorized users and had end-to-end encryption. This saved the Evaluation team time that would otherwise have been used for data entry.

### **Field data collection procedure**

A total of nine (9) enumerators and three (3) field supervisors were recruited to support data collection processes. The field supervisors led field data collection efforts, implemented the research protocols, kept the field work on the specified timeline and solved logistical challenges that arose during field work. The Data collection team was divided into three groups, each group had 3 enumerators and a supervisor and data collection done in 20 days.

The field supervisors provided technical support to the enumerators, took charge of administration and management of study tools and field logistics, and ensured the collection of high-quality data. The entire study team was oriented on data quality assurances processes to ensure accuracy, integrity, confidentiality and security of the data collected.

### **Key Informant Interviews, In-depth interviews and FGDs**

To understand the context within which some actions were taken or rather not taken and in addition to obtaining quantitative data from stakeholders, a number of qualitative interviews were conducted with key Programme stakeholders. Use of KIIs, FGDs and in-depth interviews provided rich and significant information about the Programme performance, lessons learnt, successes and challenges

A total of four (4) focus groups were conducted with FOLUPS Saving Groups. Each group consisted of twelve (12) members. The FGDs were conducted across 24 Groups. Cities Alliance Database for Saving Groups indicated there were 256 groups. To ensure good representation and participation of these groups, we selected four (4) saving groups from each LGA or City, and each selected group was represented by two (2) executive members. Not more than one group was selected from the same community. With this approach, up to 24 Savings Groups and communities participated in the FGDs.

## **2.6 Training and field pretesting of data collection tools**

A two-day training workshop was conducted for the data collection team. The objective of the training was to familiarize with the data collection tools and gain skills on how to administer the questionnaires. The training included areas encompassing the study objectives, sampling methods, data collection methods, interviewing skills and getting informed consent from the respondents. A ToT approach was adopted for the field supervisor to equip them with skills to be able to re-train, mentor and support the enumerators while in the field regarding any unclear processes related to study objectives, sampling methods, data collection methods, interviewing skills and getting informed consent from the respondents

Data collection tools were pre-tested on 50 households in Buzzy Quarters, 50 traders & 2 CBEs. Enumerators administered instruments to the survey respondents while the team leaders observed how interviews were being conducted. Results of the pre-test were used to refine the study tools and processes

## **2.7 Quality control**

The consultant was responsible for overall supervision of the data collection process and ensuring data is checked daily for missing information, errors and inconsistencies. Respondents with missing and inconsistent data were followed up to address the gaps. The data collection team also held daily reviews to

share and discuss results, findings and the day's activities to enable them identify and deal with information gaps before leaving the field. Call backs were done in order to fill gaps. Spot checks were conducted by reviewing a random sample of data for discrepancies or other anomalies. Data was also sorted to find missing, high, or low values using spreadsheets

## **2.8 Data Management, systematization and Analysis**

Data was edited through continuously assessing data from the field at the end of each day's work, and reviewing and making adjustments in the collected data to control its quality. We further scrubbed collected data to detect & correct or remove corrupt or inaccurate records from a data set. Data harmonization and standardization was conducted to ensure a clean dataset is produced.

Qualitative data was analysed following standard content analysis procedures on full text responses from FGDs, KIs and in-depth interviews to permit extraction of the required content for each theme. The extracted content was synthesized in consonance with the major themes of the Evaluation and categorized according to economic, social, demographic and gender factors. Transcriptions from audio recordings formed the empirical basis for the content analysis.

Quantitative data was exported to Excel for checking and cleaning to ensure accuracy. Univariate analysis was conducted for descriptive statistics. Frequency tables, proportions, percentages and other measures of central tendency computed. Bivariate Analysis was performed to establish associations Results were cross tabulated to provide further analysis.

## **2.9 Report Writing**

The report writing process was structured into two major phases - the Draft Report writing phase and the Final Report writing phase. The draft report was submitted to Cities Alliance for joint review with the consultant prior to dissemination. The review exercise provided an opportunity for Cities Alliance to comment on the draft report.

Comments and recommendations emanating from the draft report review by Cities Alliance were incorporated, refined the draft report and later submit the final draft report. The report captured recommendations with clear responsibility centres. The final report presented issues and recommendations in a way that will assist the Programme team in making informed decisions that will enhance programme performance.

## **2.10 Presentation of Evaluation findings and Results - Feedback or validation workshop**

To enhance ownership of the Midterm Evaluation results, a feedback or validation workshop was held with Cities Alliance, government, partners and other relevant stakeholders to discuss the preliminary results. The feedback or validation meeting was used as a forum for crosschecking data consistence and filling any data gaps identified. Opinions and comments at the feedback meeting have been taken into account during the preparation of the final report.

## **2.11 Ethical considerations**

Prior to data collection, the data collection team visited Township Commissioners and Mayors to request for permission to collect data within the LGAs. Before conducting the interviews, the purpose of the survey was carefully explained to the respondents. It was emphasized that the information collected was to be treated with maximum confidentiality. It was also explained that all personal identifiers are to be removed from the dataset. Verbal oral Informed consent was obtained from all respondents prior to data collection. Respondents were also informed that they are free to answer or not to respond to any of the questions.

### 3.1 Introduction

This chapter presents results from the Mid-Term Evaluation of the Liberia Country Programme. The Evaluation was conducted in September 2019. Presentation of results has been structured into eight different themes. These includes; (i) Results based on the OECD DAC evaluation criteria, (ii) Results from the analysis of the effective, coherence and sustainable of the Programme model, (iii) Findings based the Evaluation Questions, (iv) Findings based on the Programme Monitoring framework, (v) Analysis of partner activity implementation (vi) Access to basic services - household survey, (vii) Findings from the petty traders' survey, and (viii) Findings from the Community Based Enterprise or Waste Pickers' Survey (CBEs)

### 3.2 Results based on the OECD DAC Evaluation Criteria

#### 3.2.1 Relevance

Focus was on establishing the extent to which the Programme goal, purpose and objectives address the needs of the Programme beneficiaries. The objectives of Country Programme fit well with the demands of the Programme beneficiaries. Considering almost 70% of the urban population in Liberia live in slum communities characterized with poor housing, inadequate water supply and poor sanitation - the Country Programme comes in handy to address issues of water and sanitation, slum upgrading and housing for the urban poor, a window that traditional donor Programmes have not addressed in a systematic manner.

The objectives are well aligned with SDG 11 (Make cities and human settlements inclusive, safe, resilient and sustainable) and Comic Relief's priorities. The strategies applied by the Programme to enable Greater Monrovia realize its urban agenda through investing in Partnerships, building coherence of effort among members and partners, and improving alignment between national policy, local government capacity and an active citizenry are to a large extent relevant to the context and realities of Greater Monrovia.

Strategies such as the Community Upgrading Fund (CUF), PASSA, adopting community-led initiatives, settlement, municipal and national forums, incremental and affordable housing, organization of slum dwellers and urban working poor, and policy development are most suited to deal with the complex issues in informal settlements. Similarly, strategies such as dialogues and negotiations were particularly suited to communities and people accustomed to violence to resolve conflict and having their voices heard.

Some of the approaches adopted by the country Programme have to some extent proved challenging to Programme implementation. For instance, having political appointees changed at the will of the president (i.e. Deputy for Internal Affairs) yet chairing the Programme Steering Committee and the lack of in-country partner presence by some implementing partners has affected Programme implementation. There is also need to leverage the Country Programme through strengthening livelihood and economic conditions of slum dwellers particularly at community level

#### 3.2.2 Effectiveness

Focus was on establishing the extent to which the Programme objectives have been achieved or are being achieved at mid-term. Generally, the Programme has made significant strides in attaining set objectives. **Intermediate outcome I: Strengthen the capacity of slum dweller and working poor organizations to organize, negotiate and actively influence city governance.** At least 80% of this outcome has so far been achieved, likely the outcome will be achieved before the end of the Programme. The Programme has

demonstrated capacity to strengthen slum dweller and working poor associations to organize, negotiate and actively influence city governance. Slum dweller federation and the informal workers' union have been established and strengthened, up to 113 slum communities profiled, 56 settlement forums convened, and 2 City wide and 1 national urban forum convened. What remains to be fast tracked in the remaining period is to ensure that the views of slum dweller and urban working poor are reflected in the CDS and the National Urban Policy.

**Intermediate outcome 2: Empower slum dweller and working poor communities to meaningfully participate in and shape more equitable city governance, planning and service delivery.** The Programme is on track to attain this outcome, with 40-50% of the outcome so far attained. The community profiling exercise conducted by SDI and its Local affiliates YMCA/FOLUPS allowed communities to engage in settlement forums to identify and select priority community infrastructure projects in a manner that is participatory, transparent and accountable. The process of communities selecting projects by responding to project calls by the Programme Steering Committee and subsequent approval of the PSC triggered a start of the construction works under the Community Upgrading Fund (CUF).

While it is recognized that this participatory and inclusive process takes time, three (3) communities have benefited from CUF community infrastructure projects. The CUF initially targeted 100 CUF projects, however, it's understood that this number may be reduced due to increase in financial cap per community project from \$15000 to \$30,000 in agreement with the donor in order to provide meaningful interventions at the community level. Community expectations are quite high regarding the CUF projects considering that most Programme outcomes or results are non-tangible – for instance outcomes in terms of policies (CDS and NUP), organized slum dwellers and urban working poor etc. have huge impact on the Programme but these are not directly tangible results. The CUF presents the Programme an opportunity to deliver tangible results to the communities.

There are positive signs that the outcome will be achieved if the Programme can expedite implementation of CUF projects, now that the rainy season that affects implementation of community projects is ending and the fact that the profiling exercise which serves as an input in the CUF was completed in May 2019 for all slum settlements in Greater Monrovia.

**Intermediate Outcome 3: Improve provision of slum upgrading and incremental housing solutions, identifying investment opportunities to scale up affordable housing for the poor.** The Programme is on track to attain this outcome, with 40-50% of the outcome so far attained. The Housing value chain and Risk hazard and vulnerability assessments have been conducted, the Slum Upgrading and Affordable Housing Framework development and being implemented by the NHA while the Voluntary Gender Responsive Relocation Policy Guidelines are being finalized for adoption by government.

The establishment of the Slum Upgrading Unit within the National Housing Authority to handle slum upgrading issues in Liberia is a signature achievement (unintended outcome) for the Programme. The unit was established as a result of the Country Programme. Regarding development of the CDS, two (2) city forums have been convened in addition to developing the project initiation document and tendering the Terms of Reference for a local firm to undertake the development process.

To fully attain this outcome, there is need to leverage resources to finance some recommendations of the Slum upgrading and Affordable housing framework that were dropped for implementation due to budget cuts, the MFI - Foundation for Women that was identified to develop housing products targeting the urban poor – activities to finalize development of housing products need to be fast tracked, and fast tracking efforts in the development of the CDS. Broadly, the outcome is on track and achievable once implementation of highlighted activities is expedited.



**Intermediate Outcome 4: National and City level policy, planning and legislative environment for resilient and inclusive urbanization benefits recognition and voice of the urban poor.** Progress has generally been slow. Attainment of this outcome is at 30%. Progress of developing the National Urban Policy has been slow and is behind schedule. While it's appreciated that the development process adopted participatory and wider-stakeholder consultative approaches, one phase (out of the five phase) is so far what has been completed. With the second and third phases (i.e. Diagnostic and Formulation) taking a similar approach to phase one, the outputs may not be delivered on time if the processes are not fast tracked.

In addition, the area of capacity development for local government officials also remains pending yet critical for long term sustainability of Programme interventions. The Evaluation established that the Country Programme is in discussion with the Institute of Housing and Development Studies to undertake the capacity building activities in collaboration with Liberia Institute of Public Administration.

The development of the National Urban Discussion Paper done through a consultative and participatory manner with Slum dwellers, informal workers, National, City & Local Governments, and Civil Society Organizations (CSOs) all involved is commendable, however more work is still desired. Attainment of this outcome is still within the control of the Programme; however, UN Habitat needs to take more charge and expedite processes of development of the NUP and Cities Alliance to finalize the capacity building grant for local government officials

### **3.2.3 Efficiency**

Focus was on establishing whether value for money was or is being prioritised during Programme implementation. It is evident that some of the strategies adopted by the Programme are clearly cost-saving. The settlements forums for instance are able to involve and get views from a big number of community members in a single meeting or sitting. The profiling exercise was conducted by community members, rather than hiring specialists or experts. This not only empowered or built capacity of community members to profile their own communities but was cost-saving for the Programme compared to what would have been spent if consultants or specialists had been hired to do the profiling.

Regarding the CUF and PASSA approaches, while the Programme provides financial support for implementation of identified community infrastructure projects, communities provide land where the projects are housed in a cost-share arrangement. It's also evident through robust financial management and accountability systems put in place by Cities Alliance that resources are being used economically in Programme implementation, procurements and tenders.

However, there is need to ensure consistence while drafting partner contracts. While some partners are expended funds based on attainment of certain deliverables or outputs, other partners are expended resources after a certain time period (time-based contracts) without tagging funds to specific deliverables. The efficiency best practice would be having deliverable-based contracts for all partners.

While the model adopted by the Programme is to a larger extent effective, the evaluation observes overhead costs involved in implementing such a model, which costs could be avoided if partners had in-country presence in Liberia. While the notion where Cities Alliance sub-grants to its Partners (members), then its Partners sub-grant to their affiliates, then the affiliates further sub-grant to their local affiliates in Liberia provides some level of integrity and accountability checks and balances, this comes along with overhead and administrative costs, delays and bureaucracies which affects efficiency.

In addition, the Evaluation observes that more Programme resources were allocated mostly towards policy and strategy development and less in facilitating projects that address direct community needs. More resources in terms of planning should have been devoted to direct project implementation to respond to the direct needs of the communities through the CUF projects.

### **3.2.4 Impact**

Focus was on establishing the changes (intended and unintended) in the lives of the Programme beneficiaries as a result of the Country Programme as stated in the Theory of Change (TOC).

- Substantial achievements in Monrovia with the Programme's work with the petty traders. The signing of an MOU between traders and MCC is a noticeable achievement that should be scaled-up in Paynesville. Gompaa City adopted the same following lessons from MCC.
- Improved working conditions of Petty traders and CBEs as evidenced in the Petty Traders and CBE Surveys. This is attributed to the MOU that outlines the obligations of all parties in ensuring regulated use of public space, ensuring safe and secure working space and improving working conditions of petty traders.
- The impact of organizing slum dwellers and urban working poor as a critical mass to negotiate for improved quality and access to basic services through Saving Groups and workers' union is yielding great impact with the voice of the urban poor playing a critical role in shaping resilient and inclusive urbanization
- Platform for negotiation: Bringing national government, local governments and communities to sit together on the same table through the city and national forums to engage, discuss and have consensus on how to move forward rather than using violence is a great platform created by the Programme for slum dwellers and street traders to actively influence city governance
- The establishment of the Slum Upgrading Unit within the NHA to handle slum related issues in Liberia is a signature achievement of the Programme. The unit was established as a result of the Country Programme further demonstrating government commitment to support slum upgrading initiatives.
- Significant shift by government for housing targeting high to low income pyramid groups. Previously focus of the NHA was on constricting houses targeting people at the higher income pyramid leaving out people at the lower pyramid. But with the initiatives of affordable housing, NHA is focusing on having interventions around slum upgrading in communities and constructing housing targeting low income earners.

That mentioned, there are signs that the Programme will deliver impact in the following areas if implementation of pending activities can be expedited;

- ✓ Improving access to basic social services especially through the CUF and PASSA approaches. A number of community projects have been planned in areas of Water, Sanitation and Hygiene
- ✓ The National Urban Policy: An overarching National Urban Policy is being developed to respond to the rapid urbanization growth and challenges
- ✓ The City Development Strategy (CDS): The strategy is planned to be developed and will help in ensuring that cities in the metropolitan area are well planned and managed.
- ✓ Community Upgrading Funding: Will help address community priorities identified through the profiling exercise and the settlement forums

### 3.2.5 Sustainability

Focus was on establishing continuity of Programme benefits beyond the Programme life cycle. It's evident from the model adopted by the Programme that there will be continuity of benefits beyond the Programme life cycle. The Programme adopted community led-initiatives where communities are not just beneficiaries but participants in processes and programs aimed at improving their wellbeing. For instance, the profiling exercise and settlement forums to select CUF projects.

Working directly with city corporations and government MDAs such as the Ministry of Internal Affairs, Ministry of Public Works, National Housing Authority, Liberia Land Authority, Liberia Water and Sewer Corporation and Environmental Protection Agency is a huge step towards having some Programme components integrated into sector development plans and budget framework papers for continuity.

Sustainability of Programme interventions is largely dependent on existing policy framework and support, appropriate technology, socio-cultural aspects and institutional capacity among other. When it comes to policy, the Programme is developing the NUP and the CDS which are envisaged to provide conducive legislative environment for sustainability of Programme interventions. The innovations around low-cost research-based technology on building and construction material will be sustainable and scalable to facilitate incremental and affordable housing initiatives.

Some of the Programme components for instance community infrastructure development projects can be financed through community financing or cost-recovery mechanisms while others such as waste pickers activities and capacity building for government and Local Government Officials can be integrated into already existing Cities Alliance Programmes such as the Solid waste collection services and waste-to-energy Projects therefore have a higher potential to be sustained.

The Programme is assured of continued access to housing finance products by the urban poor once this is successfully piloted by Foundation for Women. This is because funding for the different housing products will be entirely by Foundation for Women.

However, some activities such as the Community Upgrading Fund and PASSA will largely depend on whether Cities Alliance can find alternative funding sources for these components or establish a revolving fund for CUF and PASSA. The reputation, track record, credibility and trust that Cities Alliance has built over time with its funders makes this a highly likely prospect.

The Programme working with government Ministries, Agencies and Departments (MDAs) and the City Corporations is great progress towards having Programme components integrated into City and Sector Development Plans, frameworks and strategies. However, this requires funding or inclusion of such components into City and Sector Budget Framework papers if they are to be financed by the Ministry of Finance. Therefore there is needs to bring on board the Ministry of Finance on the Programme to strategically position itself for potential government support when the Programme ends.

### 3.3 Results based on the Analysis of the Programme Model

#### 3.3.1 Introduction

This section analyzes the structure and design of the Country Programme model - in terms of its relevance, effectiveness, coherence, and sustainability. The section also presents results from the SWOT analysis and lessons learnt from the model. Elaboration of the design and structure is discussed in under Section 1.8.

#### 3.3.2 Relevance, Effectiveness, Coherence and Sustainability of the Programme Model

**Relevance:** The nature of design of the Programme ensures that various actors (public, private and Civil Society) have a role to play in the development of the Cities and Liberia as a whole. It has created a platform of engaging multi-stakeholders, which has enabled brokering of better relationships. The recognition that challenges in slum communities need to be addressed through adopting comprehensive multi-sectoral and multi-stakeholder approaches makes the design relevant for Programme to deliver its mandate. Bringing on board different government Ministries, Agencies and Departments provides an opportunity to maximize impact and sustainability.

**Effective:** The structure and design of the Programme is to a large extent effective. It brings together partners with different specialties and expertise with long proven history of implementing projects in their areas of expertise. HFHI has a strong housing and slum upgrading background, WIEGO brings expertise working with informal workers, UN Habitat boasts of expertise in policy and strategy development while SDI brings on board expertise in profiling, mapping and enumeration of settlements, capacity building and organizing informal settlement. Cities Alliance being a global partnership, brings these partners together for sustainable development. The design would however be more effective if all partners had in-country presence.

**Coherence:** To a large extent, the design of the Programme is considered coherent. It has a well-developed Theory of change (TOC) with clear representation of how the Programme is expected to achieve the intended results. However, the design would be more coherent if the theory would provide a more logical and reasonable description of why Programme activities shall lead to the intended results or benefits.

Particularly, Intermediate outcome 3.1 about the development of the CDS is better suited to contribute to intermediate outcome 4. The design needs to further identify the underlying assumptions or conditions that may affect achieving the Programme's outcomes. Assumptions about causes and effects within the Programme are not highlighted yet critical in Evaluating Programme performance

**Sustainability:** The design adopts community led-initiatives where communities are not seen as beneficiaries but as participants in processes and programs aimed at improving their wellbeing. Working directly with government MDAs such as the Ministry of Internal Affairs, Ministry of Public Works, National Housing Authority, Liberia Land Authority, Liberia Water and Sewer Corporation and Environmental Protection Agency and City Corporations is a huge step towards integrating Programme components into sector development plans for continuity. However, partner presence on ground would ensure more sustainability.

#### 3.3.3 SWOT Analysis for the Liberia Country Programme

In this section, we explore the capabilities of the Programme that can be used as a basis for developing competitive advantage, the qualities that can enable the create the desired impact, the internal limitations and qualities that may prevent the creating the desired results, the potentials waiting to exploit to the Programme's advantage and the undesirable factors that may limit exploitation of Programme's potential.

**Table 6: SWOT Analysis of the Liberia Country Programme**

<p><b>Strengths:</b></p> <ul style="list-style-type: none"> <li>▪ Leverage expertise and specialties of Programme Partners</li> <li>▪ Cities Alliamce presence on ground</li> <li>▪ Strong multi-sectoral and multi-stakeholder Model</li> <li>▪ Emphasis on Community driven Initiative</li> <li>▪ Willingness and flexibility to change/adopt new implementation models</li> <li>▪ Sustainable Partnerships with government and the private sector</li> <li>▪ Strong Programme Steering Committee</li> <li>▪ Organized slum dwellers and informal workers</li> <li>▪ Cities Alliance Reputation, track record and credibility with donors and development partners</li> <li>▪ Adopting tried and tested models by Partners i.e. the SDI Methodology of organizing communities</li> <li>▪ Cities Alliance a Global Partnership</li> <li>▪ Programme buy-in from government, Local government and Communities</li> </ul>	<p><b>Weaknesses:</b></p> <ul style="list-style-type: none"> <li>▪ Lack of partner presence on ground (in-country presence)</li> <li>▪ Political appointees chairing critical components of the Programme, like the Programme Steering Committee</li> <li>▪ Bureaucracy and lack of autonomy for the Country Office in Liberia</li> <li>▪ High Staff turnover</li> <li>▪ Inadequate capacity among some of the Programme agencies</li> </ul>
<p><b>Opportunities:</b></p> <ul style="list-style-type: none"> <li>▪ Programme Steering Committee</li> <li>▪ Member of the UN Family</li> <li>▪ Resource mobilization using the profiling data</li> <li>▪ Engaging Ministry of Finance as a Programme Stakeholder</li> <li>▪ Engagement of Township Commissioner in Monitoring &amp; Supervision of community projects</li> <li>▪ Ideal model for enhancing Cities Alliance's visibility</li> </ul>	<p><b>Threats:</b></p> <ul style="list-style-type: none"> <li>▪ Transition of national government</li> <li>▪ On-and-off relationships with some partners</li> <li>▪ Loss of the “donor identity” due to direct implementation</li> </ul>

### 3.3.4 Lessons learnt from implementing such a model

- Effective coordination of Partners and stakeholders is key towards success of this model. Such a complex model where some of the Partners are not on ground requires robust coordination, monitoring and supervision to deliver the Programme objectives. The Programme instituted Partnership Coordination meetings aimed at ensuring efficient coordination of activities and resources, information, stakeholders; day-to-day supervision, management of operations and performance management

- Strong and stable Human Resource team on ground: Transitioning to both direct and grant-based implementation requires strong human resource team on ground to steer Programme implementation. At the start of the Programme, Cities Alliance had two staff on ground to engage in direct implementation but also provide Programme oversight and leadership which affected implementation.
- Taking into consideration the uniqueness of countries is vital before adopting best practices and lessons learned from other Country Programmes. While Country Programmes in other countries could have been successfully implemented with minimal or no in-country presence by partners or with political offices steering certain Programme components - it would have been of interest to assess the enabling factors. It's highly likely that in these countries Mayorship positions are democratically elected, therefore more stable in terms of tenure. Also, there could be stronger and robust systems and structures in place at government and city level compared to what is available in Liberia. Analysis of contextual differences and uniqueness of countries prior to adopting best practices and lessons learned is critical.
- Adopting comprehensive multi-sectoral and multi-stakeholder model is the best way to handle such complex models and issues in urban and informal settlements. Challenges in such settings cut across health, Environment, Land administration, Roads and Infrastructure, Policy, Education among etc. The Programme brings together various sectors agencies such the Ministry of Internal Affairs, Ministry of Public Works, Environmental Protection Agency, Liberia Land Authority and Liberia Water and Sewer Corporation; City Corporations, Private Sector through Civil Society Organizations such as Foundation for Women and its Partners to work together towards addressing issues in the Cities and slum settlements.

## 3.4 Findings based on the Evaluation Questions

### 3.4.1 Introduction

This section presents results based on findings from the Evaluation questions from the Evaluation TOR and the Programme Monitoring framework in line with the intermediate outcomes with a focus on the extent to which the Programme is making progress towards attaining desired outcomes and impact.

### 3.4.2 Evaluation Questions in the Terms of Reference

**Evaluation Questions: 1) To what extent is slum upgrading and affordable housing framework, National Urban discussion paper, slum profiles and the housing value chain analysis benefited the programme stakeholders, and 2) The extent to which the slum dweller and street trader's capacity building relevant in strengthening and improving the federation performance**

The slum upgrading and affordable housing framework was pivotal in helping stakeholders identify the various potential interventions that are required at community, market and policy level to facilitate access to affordable housing. The framework provides a comprehensive analysis of the housing eco-system in Liberia that over the long term can become sustainable. It has since been adopted by the NHA to provide a housing sector plan - highlighting key areas where interventions are needed to facilitate access to affordable housing.

The National Urban Discussion Paper which is an outcome of the feasibility phase captured views of stakeholders on the focus of the policy. The views were collected through consultations from various stakeholders i.e. slum dweller groups, petty traders, Mayors' association, local governments and the Ministry of Internal Affairs in an all-inclusive and participatory manner. The paper was completed in 2017 and has been validated and adopted by the government through the Ministry of Internal Affairs.

The Programme supported the mapping and profiling of slum settlements in greater Monrovia across 12 LGAs with the process driven by the youth, women and community members. The profiling process has been very pivotal in supporting community organization and strengthening of an organized slum dweller federation to organize saving groups, mobilize communities and convene settlement level urban poor forums. A total of 113 communities were profiled.

The housing value chain analysis provided a robust analysis of the entire housing supply chain - right from the construction material that people use to build their homes, the challenges around accessing these materials, existing levels of skills to construct houses and the available suppliers of the material. At community level, the analysis focused on housing affordability aimed at understanding what people earn, how much they spend on rent, how much they allocate towards building homes, how they access materials and how they utilize them. This further provided stakeholders information on cost of putting up a house that majority of the people can afford.

Capacity building for street traders and slum dwellers has yielded positive results. For instance, FEPTIWUL executive committee underwent a negotiation training aimed at building the capacity of traders to engage and negotiate with government, city and local government on issues concerning traders. The impact of the training resulted in traders negotiating an MOU with MCC, which has since been signed. The Programme supported the strengthening of a slum dweller federation through capacity building in record and financial management, and learning Exchange visits in Uganda, Ghana and other countries which has enabled organization of communities to come together as critical mass to negotiate, influence policy and governance.

**Evaluation Questions: 1) To what extent is the Programme likely achieve its deliverables with the current structure model; 2) What are the major factors influencing the achievement or non-achievement of the outcome or expected results, and 3) Provide recommendations for the remaining period**

The structure to a greater extent permits the Programme to attain its objectives. The Programme is well partnered. Partners bringing on board expertise and specialties with proven track record, the Programme has positioned itself well by adopting a multi-sectoral and multi-partner approach, while working with government Ministries and agencies ensures long term Programme sustainability. This has enabled the Programme attain 80% of intermediate outcome 1, 40-50% for outcome 2 and 3 and 30% for outcome 4.

Factors influencing achievement of Programme outcomes include strong and sustainable Partnerships established with Government, city corporations, Local Governments, Civil Society and Cities Alliance members. The platform created by the Programme where stakeholders come sit on the same table to negotiate and discuss issues of common importance, the strong relationship among Programme partners and stakeholders, and leveraging Cities Alliance's virtuous reputation, track record and credibility have been key to the results attained so far.

The monthly Partner meetings have provided an opportunity to share and discuss progress and planned activities, and discuss managerial, financial, operational, and technical issues pertinent to each partner. The Programme has also adopted community led-initiatives where communities are not just beneficiaries but participants in processes and programs aimed at improving their wellbeing.

Factors affecting non-achievement of Programme outcomes include having political appointees changed at the will of the president (i.e. Deputy Minister for Urban Affairs) yet chairing the Programme Steering Committee, the lack of in-country partner presence by some implementing partners and some Partners not having well structured offices in-country with inadequate human resource. Some of the partners have only a single staff on-ground implementing all activities for the partner.

To attain full scale results in the remaining period, Cities Alliance needs stronger leadership and management of partners, further strengthen coordination among partners and better utilization of the Programme Steering Committee in decision making and pushing the Programme agenda especially in areas where the Programme finds barriers. The Programme should further consolidate lessons learned and best practices from the first half of the Programme in order to attain Programme objectives.

**Evaluation Question: Was value for money was or is being prioritised during Programme implementation.**

It is evident that some of the strategies adopted by the Programme are clearly cost-saving. The settlements forums for instance are able to involve and get views from a big number of community members in a single meeting or sitting. The profiling exercise was conducted by community members, rather than hiring specialists or experts. It's also evident through robust financial management and accountability systems put in place by Cities Alliance that resources are being used economically in Programme implementation, procurements and tenders.

However, there is need to ensure consistency in drafting partner contracts so that all partners contracts are deliverable-based but also in future ensure that partners have in-country presence such that overhead costs involved in implementing such a model can be avoided. The Evaluation observes that Programme resources were allocated mostly towards policy and strategy development and less in facilitating projects that address direct community needs. Future similar Programmes should ensure more resources in terms



of planning are devoted to direct project implementation to respond to the direct needs of the communities – for instance through the CUF.

**Evaluation Question: What has so far changed in the lives of slum dwellers and urban working poor**

The Programme has registered success in improving the working conditions of Petty traders and CBEs as evidenced in the Petty Traders and CBE Surveys. The impact of organizing slum dwellers and urban working poor as a critical mass to negotiate and advocate for improved quality and access to basic services through the Saving Groups and the workers' union has the voice of the urban poor playing a critical role in shaping resilient and inclusive urbanization.

**Empowered communities:** The Programme has mobilized slum dwellers into 256 saving groups, which are federated into committees at the settlement and city development level. These urban poor organizations work in partnership with municipalities to identify and prioritize projects, and then oversee their implementation financed through the Community Upgrading Funding

**Better governance:** By providing space for inclusive dialogue, the Country Programme has established an institutional framework that creates channels for partnerships between citizens and local governments. It has also ensured that issues affecting the urban poor are reflected in planning and city development agenda.

**Evaluation Question: 1) To what extent is the community-based approach of the CUF infrastructure projects ensures the sustainability and upgrade of the slum settlements; and 2) What needs to be done and/or improved to ensure institutional sustainability of the CUF projects**

The CUF projects that are identified through participatory and inclusive processes help community members to identify and select community infrastructure projects that address their direct needs. This is critical for efforts towards upgrading slum settlements. However, sustainability of the Community Upgrading Fund (CUF) is largely dependent on whether Cities Alliance can find alternative funding sources for this fund or ability to establish a revolving fund for CUF.

In order to sustain the CUF projects, the Programme could leverage other partners implementing CUF projects such as WaterAid but also consider financing CUF projects through community financing or cost-recovery mechanisms, or CUF projects being integrated into already existing Cities Alliance Programmes

**Evaluation Question: 1) Is gender equality evident in the structures and systems of the programme for example, in access to leadership roles and services provided, and 2). What do we learn about the cost and value of applying environmental impact assessment in programme implementation?**

It's evident within the Programme structures that gender is integrated into Programme activities. Particularly, the profiling process was driven by women and youth. Interventions around Petty traders are designed to ensure equal opportunities to both men and women, to improve their wellbeing and livelihoods. For Saving Groups, the household survey indicates majority of the members (71%) in the Groups are women. It is also observed that some of the Saving groups are purely comprised of women. In addition, the Chairperson of FOLUPS is a Woman which demonstrates the Programme's commitment to improve access to leadership roles for Women. At Cities Alliance Liberia Country Office, 30% of the staff are women and this is slated to improve further due to change in policy on recruitment by UNOPS. UNOPS has a target of having 50-50 staff ratios for gender. It has been embedded in UNOPS HR policies and guidelines on recruitment. The MEL framework has gender sensitive indicators with focus on generating, analyzing and presenting gender disaggregated data.

The value of applying Environmental Impact Assessments (EIA) in the Country Programme implementation cannot be underestimated. In view of the fact that development is an ever-growing process, its impact on the environment is also ever increasing, leading to rapid deterioration in environmental conditions. As such environmental assessment provides a rational approach to sustainable development, critical in determining the current status of the environment, identify impact of critical activities on environmental parameters, and predicting environmental consequences of any development Programme.

The EIA has been important in enhancing the environment specifically in preservation of wetlands and fresh water bodies, enhancing economic opportunities, and in identifying possible negative impacts and suggest ways to minimize them in cases where negative impacts are unavoidable. In addition, it has helped to protect human health, contribute to the enhancement of quality life and maintain biodiversity and the conservation of ecosystems

### 3.4.3 Evaluation Questions in the Programme Monitoring Framework

*Did the Programme strengthen the recognition of slum dwellers' socio-economic, civil/political rights, their livelihoods and access to basic municipal services? How did the Programme achieve this?*

Significant progress has been made towards strengthening the recognition of Slum dwellers socio-economic and civil/political rights. The Programme has demonstrated capacity to strengthen slum dweller and working poor associations to organize, negotiate and actively influence city governance. The Programme supported the profiling of 113 slum settlements in Greater Monrovia across 12 LGAs.

The profiling process has been very pivotal in supporting community organization and strengthening of an organized slum dweller federation to organize saving groups, mobilize communities and convene settlement level urban poor forums, which build active and informed citizens and provide a platform for regular engagement with local authorities for better service delivery.

The profiling data serves as a foundation for participatory planning of the Community Upgrading Fund (CUF) projects to aid urban development specifically informal settlements. The data is also a critical Monitoring and Evaluation tool for the Country Programme

Greater Monrovia boasts of an organized slum dweller federation FOLUPS, which has been successful in organizing communities to come together as critical mass to negotiate, influence policy, governance and recognition of socio-economic rights. The federation has brought together slum dwellers by organizing them into saving groups and through the saving groups and settlement forums have created a platform for regular engagement with local authorities for better service delivery. There is an organized street vendor federation FEPTIWUL, that advocates for the welfare of informal workers in Liberia. The Programme has built the capacity of the federation's executive in negotiation skills.

Regarding livelihoods, the Programme has demonstrated capacity to support informal workers to have safe and secure working space and improved working conditions which has translated into improved livelihoods. There is however need to leverage livelihood interventions at community level to foster resilient and self-reliant communities. Attaining socio-economic transformation of slum dwellers' welfare requires enhancing their abilities to make life-long livelihood choices and investments.

The Programme has made investments in improving access to basic services such as access to portable water through the construction of six (6) water point, education through construction of a kindergarten block at NV Massiquoe Elementary school in West Point School and construction of community shower facility at King

Peter Community. While Indicators on access to basic services show improvements from the baseline, Water Sanitation and Hygiene remain a serious concern within informal settlements. However, the implementation of the CUF and PASSA projects will contribute to increased access to basic services in communities.

*Did the Programme contribute to the active participation of the urban poor to an effective strategic planning process aimed at slum upgrading, livelihoods, affordable housing and overall inclusive city development? How did the Programme achieve this?*

The Programme has facilitated greater institutional reform and increased community participation in city governance and planning processes by communities participating in relevant planning and decision-making processes, simultaneously encouraging responsive and participatory action by government and other actors through the settlement, City and National forums.

The establishment of these forums have built active and informed citizenship and have provided a platform for regular engagement with local authorities to ensure best possible social outcomes for strengthened slum dweller and informal worker federation. This has provided active urban poor citizenship in city investment strategies and settlement plans. These forums have served as essential space for reflection on available urban data, for dialogue between communities and authorities on policy and strategy formulation aimed at slum upgrading, affordable housing and overall inclusive city development.

The Programme adopted use of community led approaches in engaging the urban poor in strategic planning processes aimed at slum upgrading. The idea around the CUF is to have communities identify and select their own community investment priorities. Critically, the CUF projects have been planned using community profiling data, which is considered at settlement forums so that priority projects are identified in a manner that is participatory, transparent, and accountable, and builds practical and productive institutional linkages between organized communities and government.

A significant shift in the direction of the National Housing Authority from building mortgage housing for people in the high-income pyramid and people employed by government to now focus on interventions around slum upgrading and constructing housing targeting low income people is evidence of an active participation of citizenship of the urban poor in city investment strategies and affordable housing initiatives.

The Slum Upgrading and Affordable Housing Framework has developed and adopted to ensure that low income earning populations are able to access quality [affordable](#) houses. This was after a thorough assessment conducted by Habitat for Humanity International to better understand the housing eco-system in Liberia, with specific focus on informal settlements.

What needs to be expedited is the Development of the City Development Strategy, adopting participatory approaches and stakeholder wider consultations. Feedback from the Settlement, City and National forums should be galvanized and consolidated to inform the development of the strategy.

*Did the Programme support an enabling policy and legislative environment conducive towards making cities responsive to the needs and realities of slum dwellers and the urban poor? Why is this important? How did the Programme achieve this?*

Regarding supporting an enabling policy and legislative environment conducive for making cities responsive to the needs and realities of slum dweller, the Evaluation notes slow progress. Critical interventions such as the development of the NUP, capacity building and the development of the CDS lag behind schedule

While it's appreciated that the National Urban Policy development processes adopted participatory and wider-stakeholder consultative approaches, phase one (out of the five phases) has been completed. However, attainment of this result is still within the control of the Programme; UN Habitat should consider having a full time consultant to expedite development of the NUP, while Cities Alliance should ensure award of the capacity building grant for local government officials and development of the CDS are fast tracked

*How did the Programme achieve meaningful partnerships between organized slum dwellers associations, working poor organizations, local governments and national authorities to improve the lives of the urban poor?*

Cities Alliance being a global partnership has demonstrated expertise in developing and cultivating strong and sustainable partnerships. The framework provided by the Country Programme opened doors and break down barriers to talking among stakeholders and paved way for negotiations.

Relationship building and managing expectations: The slum dweller and working poor federations focused on establishing and building sustainable relationships between government, city authorities and local governments. Traders realized that they would never have a break through without fostering good relationships with the city authorities.

Signing of the MOU: MOUs are critical when it comes to formalizing partnerships but also in enforcing such relationships. With MOUs or agreements - roles, responsibilities and obligations of all parties are clearly defined which strengthens the partnership.

The establishment of the settlement, city and National forums provided a platform for meaningful partnership building between communities, national government and local governments. With these platforms, leaders and community representative are able to meet and sit on the same table to deliberate on issues that affect their cities.

Regular meetings and continuous engagements between stakeholders have proved to enhance partnerships and relationships. The federation of traders used the platform created by the Programme to continuously engage government and city authorities through monthly meetings to discuss issues concerning the traders. Through these meetings, federation members would continuous remind government and city authorities what their needs were and after a series of meetings and negotiations, all parties reached consensus and an MOU signed.

Organization of petty traders and slum dwellers through their associations has created a critical mass for the traders and slum dwellers, which has been used to the advantage of the slum dwellers and traders as a key organization tool to engage government and city authorities in improving their working conditions.

## 3.5 Findings Based on the Programme Monitoring Framework

### 3.5.1 Introduction

This section provides an analysis of the Programme performance regarding the indicator framework across the multi-tiered Programme Theory of Change. The analysis utilized primary data collected through Households, Petty Traders and CBE Surveys, as well as secondary sources through desk review of Programme Reports and Management Information System (PMIS)

### 3.5.2 Progress against the Programme M&E Framework

To determine the evolution of the Liberia Country in achieving set targets and impact so far attained, baseline data (benchmarks) have been compared with the Mid-term data across the four-tier results chain. The table summarizes the impact of the Country Programme's interventions, were applicable disaggregated by gender

**Table 7: Programme's Progress against the Monitoring Framework**

No	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Gender disaggregation		LOP Target
					Male	Female	
Tier I: Impact: Improved quality of life, social economic condition and inclusion of slum dwellers and the urban poor in the intervention areas							
a.	Percentage of City Population living in Slums	2017	65.7%	65.7%	-	-	
b.	Percentage of households in urban areas that exist without tenure	2017	64.6%	62.8%	-	-	
c.	Under five mortality rate in urban areas	2017	9.4	7.04	-	-	
d.	Proportion of urban poor participating in voting population	2017	-	83.1%	84.5%	82.4%	
Tier II: Programme Outcome: Greater Monrovia increasingly characterized by active Citizenship, improved jobs, inclusive governance and resilient Municipal service delivery drawing on an effective partnership between slum dwellers and pro poor local governments							
5. Access to safe and clean Water							
1.1	Average proportion of households with access to improved water source	2017	85%	87.8%			
1.2	Proportion of households with access to potable water supply	2017	60%	62.8%			
1.3	Proportion of households that consume more than 20 liters of water per person in a day	2017	60.9%	77.4%			
6. Access to improved sanitation facilities							
2.1	Average proportion of households with improved sanitation facilities	2017	15%	21.6%			

No	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Gender disaggregation		LOP Target
					Male	Female	
2.2	Proportion of households in slum/low income areas with regular access to solid waste collection either public or private	2017	36%	52.2%			
2.3	Proportion of households in slum/low income areas with regular access to public solid waste collection	2017	27%	43.5%			
2.4	Proportion of households in slum/low income areas with regular access to private solid waste collection	2017	9%	16%			
<b>7. Street vendors and waste-pickers/CBEs in greater Monrovia with improved working conditions</b>							
3.1	Proportion of petty traders with access to storage facilities	2017	89%	92.2%	92.4%	91.9%	
3.2	Proportion of petty traders with access to sanitation facilities	2017	91%	93.7%	95.3%	91.9%	
3.3	Proportion of petty traders working in open space without any shelter	2017	39%	28%	31.4%	24.2%	
3.4	Proportion of petty traders that attended any meetings on work-related issues	2017	43%	60.2%	59.3%	61.1%	
3.5	Proportion of street vendors that experienced harassment	2017	82%	44.1%	45.8%	42.2%	
3.6	Proportion of petty traders who experienced theft of business goods	2017	54%	40.9%	38.6%	43.6%	
3.7	Proportion of waste-pickers that attended any meeting regarding work-related issues	2017	53%	82.6%	79%	100%	
3.8	Proportion of waste-pickers denied access to waste	2017	28%	13%			
3.9	Proportion of waste pickers that reported customer refusal to pay	2017	92%	78.3%			
<b>8. Road maintenance</b>							
4.1	Proportion of household members that reported presence of street or road lights along the roadside	2017	8%	15%			
4.2	Proportion of household members that reported presence of trenches by the roadside	2017	18%	20.1%			

No	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Gender disaggregation		LOP Target
					Male	Female	
4.3	Proportion of households with regular electricity connections	2017	49%	55%			
<b>Tier III: Intermediate Outcome I</b> Strengthened capacity of slum dweller and working poor associations to organise, negotiate, and actively influence city governance, planning and service delivery.							
a	Number of slum dweller leaders with capacity to profile, map and enumerate settlements	2017	7	64	20	44	50
b	Number of street vendor leaders capacitated to promote safe labour conditions in partnership with local gov't	2017	5	104	51	53	50
c	Number of community group members supported by the Programme to increase their ability to organize and manage savings	2017	0	7,991	1,012	6,979	10,000
d	Number of savings groups supported by the programme in Greater Monrovia	2017	33	256	-	-	200
e	Number of street vendors and informal trader members with secure trading sites as a result of a negotiated agreement with local authorities supported by the programme	2017	0	4,996	2,258	2,738	1,083
f	Strengthened capacity of the slum dweller association to organise and engage local government on equitable service delivery	2017	1	3	-	-	4
	<b>Rating Scale:</b> 0 = No organized slum dweller association exists 1 = Slum dweller association exists but lacks citywide coverage 2 = Slum dweller association exists with citywide coverage of membership <b>3 = Representative slum dweller association exists with clear, democratic internal governance procedures being implemented</b> 4 = Representative slum dweller association maintains an institutionalized relationship with the local government in planning equitable city services						
g	Strengthened capacity of the street vendor union to organise and negotiate rights and services with local government	2017	1	3	-	-	4

No	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Gender disaggregation		LOP Target
					Male	Female	
	<b>Rating Scale:</b> 0 = No organized citywide street vendor union exists 1 = Citywide street vendor union exists but is not able to organize its interests effectively with local and national government 2 = Citywide street vendor union is able to effectively negotiate a mutually beneficial partnership agreement with local and national government, but lack the capacity for implementation <b>3 = Citywide street vendor union maintains an institutionalized relationship with local and national government and they work together to plan future public economic spaces</b> 4 = Citywide street vendor union is able to effectively implement a partnership agreement with local government which allows for the space and rights of its members to operate freely						
h	Slum dweller association with functional accountability systems in place	2017	0	1	-	-	2
	<b>Rating Scale:</b> 0 = Slum dweller association without documented accountability systems <b>1 = Slum dweller association with documented accountability systems</b> 2 = Slum dweller association with documented accountability systems and evidence of implementation						
i	Street vendor union with functional capacity and operational systems in place	2017	1	2	-	-	3
	<b>Rating Scale:</b> 0 = Street vendor union has no constitutional or operational procedures (including financial) in place and limited membership coverage 1 = Street vendor union has a constitution in place and operational procedures exist <b>2 = Street vendor union has constitution and systematic membership records within Monrovia</b> 3 = Street vendor union implements operational procedures systematically with its members in full compliance with the constitution and achieves increased membership within and outside Monrovia						
Intermediate Outcome 2: Empowerment of slum dweller and working poor communities to meaningfully participate in and shape more equitable city governance, planning and service delivery.							
a	Number of slum dwellers meaningfully representing their interests in citywide negotiating forums and dialogues	2017	0	72	34	38	200
b	Number of street vendors meaningfully representing their interests in citywide negotiating forums and dialogues	2017	0	84	46	38	50
c	Quality of slum dwellers’ participation in the design of the criteria for the CUF	2017	0	2	-	-	2
	<b>Rating scale:</b> 0=Slum dweller union representatives do not participate in the design creteria for CUFprocess 1=Slum dweller union representatives participate in the design creteria for CUF process but their inputs are not considered in the design formulation dialogues <b>2=Slum dweller union representatives’ inputs are incorporated into the CUF design creteria analysis documentation (consulted/informed)</b>						



No	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Gender disaggregation		LOP Target
					Male	Female	
d	Quality of slum dwellers’ participation in the design of CUF projects	2017	0	2	-	-	2
	<b>Rating Scale:</b> 0=Slum dweller union representatives do not participate in the design of CUF projects 1=Slum dweller union representatives participate in the design of CUF projects but their inputs are not considered in the project formulation dialogues <b>2=Slum dweller union representatives’ inputs are incorporated into the CUF project analysis documentation (consulted/informed)</b>						
e	Quality of street vendors’ participation in the design of the criteria for the CUF	2017	0	1	-	-	2
	<b>Rating scale:</b> 0=Street vendor union representatives do not participate in the design creteria for CUFprocess <b>1=Street vendor union representatives participate in the ldesign creteria for CUF process but their inputs are not considered in thedesign formulation dialogues</b> 2=Street vendor union representatives’ inputs are incorporated into the CUF design creteria analysis documentation (consulted/informed)						
f	Quality of street vendors’ participation in the design of CUF projects	2017	0	1	-	-	2
	<b>Rating scale:</b> 0=Street vendor union representatives do not participate in the design of CUF projects <b>1=Street vendor union representatives participate in the design of CUF projects but their inputs are not considered in the project formulation dialogues</b> 2=Street vendor union representatives’ inputs are incorporated into the CUF project analysis documentation (consulted/informed)						
g	Degree of harassment faced by street vendors supported by the programme in Greater Monrovia	2017	0	1			2
	<b>Rating scale:</b> 0 = Street vendors report constant, extreme harassment <b>1 = Mechanisms are established to negotiate public space for trading with local government, but they do not lead to improved space for public vending</b> 2 = Street vendors report safe public space for selling and storage of goods without harassment through and relationship with local government.						
Intermediate Outcome 3: Improved provision of slum upgrading and incremental housing solutions, identifying investment opportunities to scale up affordable housing for the urban poor.							
a	Number of slum and/or low-income households who access housing finance	2017	0	0	-	-	-
b	Number of low income/slum households which demonstrate ability to repay housing related loans.	2017	0	0	-	-	-
c	Number of housing finance service providers (FSPs) able to demonstrate profitability.	2017	0	0	-	-	-

No	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Gender disaggregation		LOP Target
					Male	Female	
d	Number of slum/low-income households who access technical support/housing support services.	2017	0	0	-	-	400
e	Total financial resources mobilised for follow-up implementation of endorsed Slum Upgrading (SU) strategy	2017	0	\$420,000	-	-	\$5,000,000
f	Extent to which slum/low income households receive technical assistance for improvements in the resilience of their housing against locational, climatic, non-climatic and climate change and hazards.	2017	0	0	-	-	3
	<b>Rating scale</b> <b>0 = Slum/low income households have no technical assistance from government or market actors to address locational, climatic, non-climatic and climate change risks and hazards that affects their dwellings.</b> 1 = Slum/low income households receive one time/minimal technical support from government or market actors to address locational, climatic, non-climatic and climate change risks and hazards that affects their dwellings 2 = Slum/low income households receive sustained support from government or market actors to address surface flooding, drainage or coastal erosion that affects their dwellings 3 = Slum/low income households receive sustained technical and financial support from government or market actors to address surface flooding, drainage or coastal erosion that affects their dwellings						
g	Extent to which a slum upgrading and affordable housing framework is adopted	2017	0	1	-	-	2
	<b>Rating scale:</b> 0 = The housing policy environment pays no policy attention to slum upgrading and affordable housing for low income households <b>1 = A slum upgrading and affordable housing policy framework is adopted without concrete implementation or financial mechanisms</b> 2 = A slum upgrading and affordable housing policy framework is adopted with requisite institutional and financial investments						
Intermediate Outcome 4: National- and city-level policy and planning environment for resilient and inclusive urbanization benefits recognition and voice of the urban poor.							
a	Number of local government officials who report positive quality of engagement in the National Urban Policy process	2017	0	57	38	19	50
b	No. of slum dwellers who report positive quality of engagement in the CDS strategy process	2017	0	70	34	36	20

No	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Gender disaggregation		LOP Target
					Male	Female	
c	Number of street vendors who report positive quality of engagement in the CDS	2017	0	31	17	14	20
d	Number of local government and national officials who report positive quality of engagement in the CDS process	2017	0	75	40	35	50
e	Total financial resources mobilised for follow up implementation of endorsed CDS	2017	0	0	-	-	\$5,000,000
f	Number of working groups that produce CDS policy options and strategies for action in Greater Monrovia	2017	0	5	-	-	5
g	Percentage completion of CDS	2017	0	10%	-	-	100%
	<b>Phase 1: <i>Where are we now?</i> Getting organised and situation analysis</b> <b>Phase 2: <i>Where do we want to go?</i> Visioning and strategic objectives</b> <b>Phase 3: <i>How do we get there?</i> Strategy formulation</b> <b>Phase 4: <i>How we know we have arrived?</i> Strategy implementation and monitoring and evaluation</b> <b>Each phase accounts for 25%</b>						
h	Percentage completion of National Urban Policy options and strategies formulated by the national government steering group and endorsed by local government and civil society stakeholders	2017	0	25%	-	-	100%
	<b>Rating Scaling - Each phase accounts for 20%</b> Area 1: Feasibility Phase Area 2: Diagnosis Phase Area 3: Formulation Phase Area 4: Implementation Phase Area 5: Monitoring and Evaluation						
i	Degree of inclusiveness of the NUP process from slum dweller association representatives	2017	0	1	-	-	2
	<b>Rating Scale:</b> 0 = Slum dweller association representatives do not participate in the NUP process <b>1=Slum dweller association representatives participate in the NUP process, but informality and slum settlements are not considered in the outcomes of policy (token)</b> 2=Slum dweller association representatives' inputs, including profiling data and issues regarding informal settlements, are incorporated into the NUP analysis (consulted/informed)						

No	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Gender disaggregation		LOP Target
					Male	Female	
j	Degree of inclusiveness of the NUP process from street vendor union representatives	2017	0	1	-	-	2
	<b>Rating scale:</b> 0 = Street vendor union representatives do not participate in the NUP process <b>1 = Street vendor union representatives participate in the NUP process, but their inputs are not considered in the policy formulation dialogues (token)</b> 2 = Street vendor union representatives' inputs, including for management of public space for livelihoods, are incorporated into the NUP analysis documentation (consulted/informed)						
k	Evidence of local government officials capacitated of their degree of learning and application of knowledge of pro-poor urban planning	2017	0	0	0	-	

## 3.6 Results Based on Partner Activity Implementation

### 3.6.1 Introduction:

This section provides an analysis of the status of implementation of the Programme activities approached from a Partner level perspective. i.e. For each partner, we highlight the initial results attained, activities that remain pending, lessons learned, gains that should be consolidated, barriers and challenges, and key areas of focus in the remaining period

### 3.6.2 Cities Alliance

The LCP is unique in the sense that it's the first of a kind that Cities Alliance has engaged in both grant-based and direct Programme implementation. Cities Alliance took on the following Programme components for direct implementation; Community upgrading fund, CDS and Capacity building for Local Governments

#### Initial Results from Cities Alliance's direct Implementation:

- **Eight (8) CUF Projects implemented:**

The Programme set-up a USD one million Community Upgrading Fund (CUF) to support at least 100 community projects of between USD 5,000-30,000 each. Project provide access to quality WASH and other community services to benefit slum communities. The CUF projects are planned using community profiling data, which is considered at settlement forums so that priority projects are identified in a manner that is participatory, transparent, and accountable, and that builds practical and productive institutional linkages between organized communities and government.

At mid-term, a total of eight (8) CUF projects have been implemented. Three water points in Popo Beach Community in New Kru Township, four (4) Projects in King Peter, three (3) water kiosks and 1 shower facility in Logan Town and a Kindergarten block at NV Massaquoi in West Point. The Shower facility at King Peter community was co-implemented by Cities Alliance and WaterAid under the CUF mechanism. At community level, communities identify a number of projects aimed at addressing priority community needs such as increasing access to water, sanitation, latrine coverage, road etc. Settlement forums sit on a need's basis to select out of the many priorities they have identified what the most pressing is for funding by CUF.



**A Water Point in Popo Beach Community constructed by Cities Alliance through the CUF**



The WestPoint school is in operation children have been enrolled for pre-primary education. Thanks to the Cities Alliance Country Programme, Donors and its Partners, the WestPoint community of about 80,000 dwellers now have a built infrastructure in place to provide access to pre-primary education to the children of WestPoint township, considered as the most densely populated informal settlement area in Liberia. The water kiosk built will benefit about 5000 dwellers.



**shower Facilities constructed by Cities Alliance through CUF in King Peter Community, Logan Town**



**A Kindergarten School constructed by Cities Alliance through CUF in West Point Community**



**Inside one of the class rooms for the Kindergarten School in West Point Community**

#### **Pending Activities:**

- Scaling up implementation of the CUF Projects: Due to delays in finalizing the profiling exercise, eight (8) projects have been implemented. There is need to fast track finalization of the sustainability plans

- City Development Strategy (CDS): The process needs to be fast tracked. The strategy is a plan of how the metropolitan area will look like and aims at creating a better city that is well planned and managed.
- Capacity Building for Local Government: This is yet to be implemented, however discussions to award a grant to Institute of Housing and Development Studies to facilitate capacity building in three focus areas of solid waste management, community water management and city planning and management is underway.

### **Lessons Learnt**

- Cities Alliance's visibility: The new model aimed at increasing Cities Alliance's visibility. However, this is still relatively weak. Programme results are attributed to YMCA at community level than Cities Alliance. Inadequate branding was evident at the school constructed in West point.
- Timely use of data. The profiling exercise provides a basis for identifying CUF projects. However, community needs are not static and keep changing. What could have been the priority needs last year may not be the priority needs today. Timely use of data is critical, otherwise priorities could have changed

### **Gains that can be consolidated:**

- Strong and sustainable Partnerships established with Government, Cities and Local Governments, Civil Society and Cities Alliance members. Cities Alliance is Global Alliance with vast expertise in developing and cultivating strong and sustainable partnerships.
- Negotiation platform: The Country Programme has created a platform where all the stakeholders come sit on the same table to negotiate and discuss issues of common importance rather than using violence..
- Leverage Cities Alliance's virtuous reputation, track record and credibility: These traits have enabled Cities Alliance win trust of funders and development partners, and have awarded resources to support other community Programmes. For instance, the European Union is providing US \$7 million (EUR 5.9 million) in funding for two projects on primary waste collection and waste-to-energy to complement the LCP.
- Monthly Partner Meetings: The Programme has established monthly review meeting as a platform to maintain cohesion among the Programme implementing partners and Cities Alliance. These meetings provide an opportunity to strengthen operational-level collaboration between partners through regular information sharing and planning processes.

### **Barriers and Challenges**

- Political transition and appointees for positions like deputy ministers, managing directors, City Mayors and commissioners affect Programme implementation: Transition in national government leads to transitions in these leaders yet they are key stakeholders for the Programme. Since LCP started, the Deputy Minister of Urban Affairs, who chairs the Steering Committee has changed three time
- High Staff attrition at the start of the Country Programme for Cities Alliance staff which affected implementation: The Programme has had two task managers and two Country Programme managers leave since the Programme started.
- Bureaucracy by the UNOPS policies and procedures. This makes decision making difficult due to high levels of consultations that have to be done.



**Key Areas of focus for the remaining period:**

- Implementation of the CUF projects so as to deliver physical infrastructure projects that address the direct needs of the communities.
- City Development Strategy (CDS): The development process needs to be fast tracked. The development of the City Development Strategy undergoes four stages or phases (Diagnosis, Visioning, formulation and Implementation, monitoring and Evaluation)
- Capacity Building for Local Government: Discussions to award a grant to Institute of Housing and Development Studies to facilitate capacity building should be expedited.
- Cities Alliance's visibility: Cities Alliance's visibility is still weak. At community level, YMCA is more prominent than Cities Alliance and majority of results attributed to YMCA.

**3.6.3 Habitat for Humanity International**

Habitat for Humanity International works in partnership with the National Housing Authority on Slum upgrading and affordable housing initiatives. The partnership supports slum upgrading through facilitating greater access to adequate and affordable housing through inclusive market approaches.

The partnership of HFHI and NHA is intended to bring a better systematic change in the housing and environment sectors and build institutional capacity to create greater access to adequate and affordable housing. This is done at four levels; (i) Facilitating improvements in the living conditions of vulnerable and low-income households (ii) Supporting the enhancement of the housing market systems, (iii) Making recommendations to improve the enabling environment for affordable housing, and (iv) Institutional capacity building in private, public and community sector.

**Initial Results from HFHI and NHA partnership:**

- Supported the enhancement of the housing market systems: HFHI conducted an assessment to better understand the housing eco-system in Liberia. The assessment covered (i) Risk, Hazards and vulnerability assessment, (ii) Housing marketing analysis, (iii) Housing value chain and contextual analysis, and (iv) Housing policy analysis. Results of the assessment informed the development of the Slum Upgrading and Affordable Housing Framework.
- A significant shift in the direction of NHA. Before the LCP, NHA's focus was on building mortgage housing for people in the high-income pyramid. There was no focus on supporting housing for the most vulnerable populations. With the Country Programme, there has been shift to now focus on interventions around slum upgrading and constructing housing targeting low income people.
- The Slum Upgrading and Affordable Housing Framework developed and adopted to ensure that low income earning populations are able to access quality houses. The shift in NHA's approach towards addressing issues of people in the low-income pyramid resulted into the development of the Slum Upgrading and Affordable Housing framework which has since been adopted by the NHA
- Slum Upgrading Unit within the National Housing Authority: As a result of the Slum Upgrading and Affordable Housing Framework, a Slum Upgrading Unit has been established within the National Housing Authority to handle housing related issues of slum dwellers. This is a signature achievement of the LCP

- Development of the Voluntary Gender Relocation Guidelines: Policy level analysis during the initial assessment identified various gaps in the housing policy for Liberia and the Programme moved in to support development of guidelines for relocation of households at risk to climatic conditions or location factors such as sea erosion, flooding due to rising sea level and climatic change etc. to ensure that relocation of communities is done in accordance with best practices. These guidelines are being finalized for adoption
- HFHI has built substantial capacity for NHA and other government institutions to better understand how to support slum upgrading initiatives in Liberia. A TOT was conducted for PASSA process where 30 individuals were trained to become PASSA trainers to be able to conduct PASSA trainings within communities.
- Community infrastructure improvements: Through the PASSA processes, community infrastructure projects have been identified for support in Peace Island to construct a Water and Sanitation facilities.
- Leveraged funding: HFHI secured additional funding from OPEC/OFID Foundation to a tune of \$420,000 to support slum upgrading and Water and Sanitation Programme in Peace Island through the PASSA approach. The funding provides for provision of water tanks, a sanitation facility, waste management, hygiene and sanitation training. The projects are to be implemented in Peace Island

#### **Pending Activities:**

- Engagement of the Housing MFI: HFHI is working with an MFI to support the enhancement of the housing microfinance environment in Liberia and develop housing products relevant for low income communities. An MOU has been signed with Foundation for Women to come up with suitable housing products to support increment housing development. This needs to be fast tracked to achieve programme results.
- Housing supply side: HFHI is working with housing suppliers to scale-up suitable housing products that low-income communities can utilize to build their homes incrementally. Key focus should be on facilitating greater access to affordable housing through improving systems, opportunities, products and services so that communities can have access to these products to improve their housing conditions.
- Solicitation of lead-firm for innovations - HFHI and NHA identified 3 lead firms producing alternative construction materials including Stabilized Soil Bricks, roofing sheets from recycled plastic and interlocking bricks and are currently at the stage of signing an MoU. Capacity building of these firms to scale up production and linking them up with potential clients need to be fast tracked.
- Finalizing and adopting the Voluntary Gender Responsive Relocation Policy Guidelines: Cities Alliance, HFHI and the National Housing Authority should expedite the process of finalizing these policy guidelines.

#### **Lessons Learnt:**

- Partnerships are critical in bringing better systematic change in the housing and environment sectors, and creating greater access to adequate and affordable housing. Collaboration between public and private, sector partners to develop sustainable, innovative housing solutions with focus on advisory services, research and knowledge development is critical in bringing sustainable change in the housing eco-system.
- Sustainable change in the housing eco-system should adopt methodologies that start with assessment of the housing eco-system and develop evidence-based interventions at various levels (Policy, Market and Community) using data generated from the assessment. The methodology adopted by HFHI – started by conducting assessment of the housing eco-system, then used the evidence from the assessment to design

interventions at community, market and policy level. This is comprehensive approach ensures that whatever interventions developed bring sustainable change in the housing eco-system based on evidence and address existing gaps in the current ecosystem. These interventions were designed in collaboration with key stakeholders and have proven to be a robust and comprehensive model that HFHI will replicate in other countries.

### **Gains that can be consolidated**

- Strong partnership with Programme stakeholders. The HFHI-NHA partnership has brought a formal private sector into the LCP while Cities Alliance has brought in the informal sector into the CP. This has registered huge success in getting government buy-in and support for Programme activities and leveraging government capacity to support the implementation various interventions.
- Leverage trust built with stakeholders: The Programme has been successful in building trust, and establishing partnerships across the board both with public, private and community sectors. This has positioned the Cities Alliance and its partners as key players in supporting city development processes.
- Leveraging partners implementing using the CUF mechanism: The Programme should continue leveraging partners implementing community infrastructure projects using the CUF approach

### **Barriers and Challenges**

- The Programme is supporting the use alternative construction materials based on research that are low-cost but high quality to scale-up incremental housing in slum communities. However, due to the devaluation of the British Pound against the US dollar, the initial budget allocation was reduced hence affecting the opportunity for testing and piloting the material developed for the market to be able to scale it up and demonstrate to communities that the material work.
- Weak housing regulatory system in Liberia. The Country has an outdated National Housing Policy which has not been adopted by government.
- Likely duplication in activities: The PASSA and the Profiling exercise have similar outcomes despite adopting different approaches. The outcome for both processes is to provide community infrastructure projects. Although PASSA leans towards vulnerabilities, risks and hazards to safe shelter, these components could have been integrated to maximize efficiency but also ensure that Community infrastructure projects are coordinated and managed under one partner.
- Political transition that has seen both the Managing and Deputy Managing directors of the National Housing Authority change thrice mid-way programme implementation. This may further have sustainability risks on the programme activities.

### **Key areas of focus for the remaining period:**

- HFHI to move faster in fully engaging Foundation for Women to enhance the housing microfinance environment and to support the development of housing products relevant for low income communities
- Sign an MOU with lead-firm and work with firms to develop suitable housing products that low-income communities can utilize to build their homes incrementally.

- Finalizing and adopting the Voluntary Gender Responsive and Relocation Guidelines: HFHI-NHA to work with Cities Alliance to finalize the guidelines for adoption by government.
- Implementation of Community infrastructure projects through the PASSA approach at Peace Island

### 3.6.4 WIEGO

WIEGO provides backstopping to StreetNet International which works with its local affiliate in Liberia – FEPTIWUL. The role of the WIEGO-StreetNet-FEPTIWUL partnership is to support street vendors - the largest informal worker group in Greater Monrovia to negotiate better and secure trading sites and conducive working conditions with City government and townships.

#### Situation of Petty Traders before and after the Country Programme

In Liberia, large numbers people keep joining the informal sector for livelihood because government cannot absorb the entire workforce. Before the war, greater Monrovia had less habitants but after the war many people moved into the area. Since majority had no jobs, they started engaging in petty trading. At the time, there were designated trading spaces and areas within the Cities and vendors were trading from the streets. This resulted into congestion, traffic and garbage litter all over the streets. At the time, there was no system in place on utilizing public spaces with the Cities and no areas had been gazetted for trading or non-trading

This resulted into city authorities harassing traders and confiscating their goods so that they could move off the streets. The idea was that once the goods are confiscated, they would have nothing to sell the next day so they would not return to streets. Police would take traders off the streets by force – harassing them and confiscated their goods routinely.

When the Country Programme started, it provided a platform for the traders to engage with city authorities to negotiate for secure trading space and safe work environment. The relationship between the city authorities and traders started improving until it resulted into signing of an MOU between the traders and Monrovia City Corporation. Today, the working conditions of petty traders has greatly improved with minimal harassment and confiscation of their merchandize



**A Petty trader with her merchandise on one of the Streets in Monrovia**

*“Today, when city authorities or police find our members selling from unauthorized locations, they come to us and inform us and we go and relocate the traders to gazetted trading places. But this is because of the MOU that we signed with Monrovia City Corporation. Had it been the old times, then traders would have been harassed and their goods confiscated. Today, FEPTIWUL can now go together with city authorities and the police for joint mission and operations, something that never happened in the past”* **Key Informant**

#### **Initial Results from WIEGO and its partners:**

- From NAPETUL to FEPTIWUL: The Programme strengthened the organization of the street vendors federation which resulted into rebranding the earlier existing federation – NAPETUL to now FEPTIWUL to better negotiate better working conditions and secure trading space.
- Signed an MOU between FEPTIWUL and MCC. Through the various negotiations and engagement, FEPTIWUL signed an MOU with MCC streamlining operations of traders within the City.
- Created a platform for negotiation: The Programme has created a platform for negotiation and engagement with government and city authorities on issues affecting petty traders. Traders can now sit with government and city authorities on the same table and discuss issues and agree jointly on the way forward.
- Built the capacity of traders to negotiate. FEPTIWUL Executive Committee underwent a negotiation training conduct by WEIGO and Street Net International. This was to build capacity of traders to be able to engage and negotiate with government, city mayors and local government on issues concerning traders.
- Benefits of having an MOU extended to other townships: When traders in Monrovia signed an MOU with the Monrovia City Corporation, the Mayor in Gompa City engaged traders from the county and signed an MOU with them, adopting best practices from Monrovia
- Respect and recognition of petty traders. Government and cities authorities recognize petty traders as important stakeholders in the planning and governance of the cities. Any discussions or consultations regarding the planning, organization and governance of the cities, petty traders’ leaders are consulted, participate and represent the interest of the traders, majorly because of the MOU.
- Joint operation between FEPTIWUL, Police and City Authorities. Because of the Country Programme, FEPTIWUL can now work with the city authorities and police to carry out joint operations to streamline and enforce what was agreed in the MOU. When the police is going to carry out any operations about concern traders, the federation is involved in the joint operations. This never happened before the Programme.
- Established FEPTIWUL Offices at the MCC: After signing the MOU, Monrovia City Corporation provided FEPTIWUL working space or an office at the City hall to handle issues of the traders. This is an office that handles are traders’ issues – if traders have issues, this is where they come and report their issues.

#### **Facilitators to the initial results achieved**

- The framework provided by the Country Programme opened doors and broke down barriers to talking among stakeholders and paved way for negotiations which led to signing of the MOU and writing down an agreement about regulated use of public space in the Central Monrovia for street vendors.
- Signing of the MOU: The noticeable success and impact seen is majorly attributed to the signing of the MOU between the traders and MCC.

- Implementation of the MOU: Much of the success registered is attributed to the implementation of the MOU by all parties. An MOU was signed in 2014 but didn't yield much results because it was not fully implemented. Implementation of the current MOU has seen noticeable results achieved.
- Regular meetings are a basis for better relationship and then better understanding of each stakeholder's issues. The federation of traders used the platform created by the Country Programme to continuously engage government and city authorities through monthly meetings to discuss issues concerning the traders and after a series of meetings and negotiations, all parties reached consensus and an MOU signed.
- Relationship building and managing expectations: The federation of petty traders focused on building and establishing sustainable relationships with government and city authorities. When the traders realized that they would never have a break through without fostering good relationships with the authorities, they changed strategy to establish and maintain positive relations with the government and city authorities and ensured that expectations of the traders are presented, discussed and managed by the relevant authorities
- Organization of petty traders through their association (FEPTIWUL): The LCP supported the organization of traders through their association. This created a Critical mass for the traders, which was used to the advantage of the traders as a key organization tool engage government and city authorities in improving their working conditions.

#### **Pending Activities:**

- Continue to engage PCC leadership to have an MOU signed with the traders: PCC views Red Light as a large city informal market seen to be problematic, dirty, not a good place to work for street vendors, not a good place to buy goods from and traders from this market are problematic and don't want to follow city regulations and ordinances. Having an MOU in place will help address these challenges
- Update Petty traders' database: The federation currently doesn't have an updated database of currently registered members. The last update was done two years ago. Because of free entry into the informal sector, the current numbers for petty traders should be much higher the 5000 reported by the federation which affects planning processes.

#### **Lessons Learned:**

- MOUs are effective in improving working condition of traders: From the Petty traders' survey, findings indicate a significant improvement in traders working conditions in Monrovia than in Paynesville due to the MOU. Traders in Red-Light reported minimal improvement in working conditions than in Monrovia.
- Implementation and monitoring implementation of MOU enhances better results: Signing the MOU is itself not an end, but a means towards facilitating improved access to safe and secure trading space and working conditions for traders. Therefore, it's not enough to have the MOU on paper but its implementation is critical to attain intends results
- Having the negotiations documented makes parties to stick to their promises. Before the Country Programme, the federation used to negotiate with government and city authorities but used not to document outcomes of these such meetings. A number of issues could be agreed upon but would never be implemented and traders would never hold authorities accountable because such agreements were never documented. With the Country Programme, traders learnt to document discussions and agreements which later led to the development and signing of the MOU to further enforce previous discussions but to also ensure that every party meets their obligations

- Providing traders agreements to operate in allocated trading space improves security of their business. Findings from the Petty traders' survey indicates that only 18% of the traders had agreements authorizing them to operate within the current space and they felt their businesses were more secure compared to those that didn't have agreements.
- Organizing traders into critical mass key in driving and pushing their interest: The organization of petty traders through their association, FEPTIWUL has provided a unified force for traders to engage government and city authorities to negotiate safe and secure trading sites and improved working conditions.

### **Gains that can be consolidated**

- Capacity building of trader representative: The federation leaders can ably negotiate with government, city leadership and local governments because their capacity to negotiate has been built. With the Programme and the skill set obtained, negotiation strategies were reviewed and the MOU is as a result of application of the negotiation skills acquired.
- The MOU: Having an MOU between the traders and Monrovia City Corporation is symbolic for the Programme and regulated use of public space, but more meaningfully is seeing the desire that all parties have to see it being implemented. The quarterly review meetings between MCC and FEPTIWUL to review process of implementation of the MOU shows the desire for all parties to meet their obligations.
- Scaling-up the signing of MOUs by Mayors in other cities and counties in Liberia: In the City of Gompa, the Mayor signed an MOU with traders as a best practice adopted from the MCC. The MOUs not only provide for improvement of working conditions of traders but also provide regulation on the use of public space.
- Gazetting trading spaces within cities and enforcing use of public space. Having gazetted trading areas or spaces within the cities is critical in reducing congestion, traffic and sanitation within the cities.
- Continuous engagements between government, city authorities and traders. The Country Programme has provided a framework for better quality dialogue and engagement between the street vendors, government and city authorities. Through continuous engagements, all parties are able to agree harmoniously on how to move forward on a certain issue

### **Barriers and Challenges**

- Inadequate trading space: This remains a huge challenge for the federation due to absence of regulations on entry and exist into the informal sector. We learnt from the federation that there a number of registered traders that don't have trading space due to inadequate space. The numbers for traders have out matched the available space in the gazetted trading spaces. This is evident from the petty traders' survey were half of the traders (50.2%) reported to trade either from the streets/ pavement or hawking.
- City leaders are political appointees: City Mayors positions are appointed by the president and are bound to transfers and new appointees any time during the life of the Programme. Different leaders come with different agendas and work methods which may either build or break existing relationships and agreements. For instance, in 2014, the Mayor who was in office signed an MOU with the traders but this MOU was nullified by the new Mayor, until 2018 when the current Mayor signed the current MOU.

- **Storage of traders' merchandise:** While over 92% of the petty traders' report having access to storage facilities for their merchandise after work, the cost of these facilities is too high - consumes a significant part of the traders' revenues which lowers their profits
- **Freelance sellers:** The Evaluation established that there are traders who come in occasionally or seasonally to trade. These traders are however not registered with the federation. Because they are not registered, they don't have specific trading spaces within the markets therefore end up selling from pavements or streets or hawking. This tends to water down the efforts by FEPTIWUL and city authorities in organizing traders.
- **Lack of land:** The federation has huge challenges accessing land which hugely affects allocation of trading space to its members. Some of its registered members don't have trading space due lack of land. Cities Alliance through the CUF project extended a toilet facility to Red-Light Market but due to lack of land, the Programme failed to get space to place the project and the project was never implemented.
- **Records management and documentation practices** are very weak among traders. Findings from the Petty traders' survey indicates that only 20% of the petty traders keep records of their business transactions. Obtaining records on sales and expenditure is a huge challenge as most traders reported not seeing any value additions in keeping records of their transactions. Because many of them cannot tell with certainty how much sales or expenditures have been made, it becomes challenging to recapitalize their businesses because they are not sure whether they are making profits. Growth of the business enterprises becomes a challenge because traders don't take stock of their business transactions
- **Lack of access to finance and credit facilities** due to high interest rates but also due to lack of collateral. The evaluation finds that majority of the traders' dislike getting loans from financial institutions because of the confiscation of goods and merchandise. Previously they would borrow money from money lenders or MFIs to start or expand their businesses but then their goods would be confiscated and never returned by city authorities yet they had to pay back the loans. They would be mistreated by the money lenders and its because of experience that they would not want to borrow from MFIs or money lenders again.

### **Key Areas of focus in the remaining half of the traders**

- **Signing of the MOU with PCC:** While the federation has been successful in negotiating and signing an MOU with MCC and enormous results have been registered, this is yet to materialize for in Paynesville. City authorities highlight an MOU won't be signed until there is a structure built for the traders and traders relocated to this structure. There is need to continuously engage PCC leadership on this
- **Updating the database for Petty traders in greater Monrovia:** Lack of an up to date database affects planning for the traders including negotiating more trading space with the cities authorities and the government. Evidence based planning and programming requires timely and up-to date data.
- **Follow up implementation of the MOU with MCC:** Leverage the systems, structures and capacity built by StreetNet International and FEPTIWUL at national, county and district level to monitor and follow up implementation of the MOU.
- **Sanitation and Hygiene in markets** remains an issue that needs to be addressed across all market areas. Although improvements are visible in garbage collection and disposal, a lot of litter is still observed across all markets. While the federation highlights that it does collect garbage from the markets, leaders in Paynesville, highlight that garbage collection for the traders is solely done of the city corporation, if not picked by the city authorities the garbage remains unattended too.



- Results from the petty traders' survey indicate that only 60% of the traders had attend meeting with FEPTIWUL to discuss issues related to their working condition, this was however much lower in Red-Light (56%). Although this improved from 43% at baseline, the federation needs to enhance this further.
- Supporting members to improve records management and documentation practices and helping them to understand the value in keeping and maintaining records. This will enhance business growth processes through recapitalization because of taking good stock of their business transactions
- Establishing or strengthen "Cash Round Groups" commonly known as SUSU to enhance access to finance and credit for the traders. With the traders having less interest in borrowing from MFIs, the federation should support traders to establish or strengthen SUSUs to help traders to mobilize resources to expand their business enterprises.

### **3.6.5 UN Habitat**

UN Habitat Works in partnership with the Ministry of Internal Affairs in the development of the National Urban Policy (NUP) for Liberia. The goal is to develop a policy that reflects pro-poor agenda issues and provides a sustainable framework that guides urban development.

#### **The Policy development process:**

Phase I: Feasibility assessment and policy roadmap. This phase focused on gathering and collating information on what the focus of the policy should be. The information was collected through consultations from various stakeholder i.e. slum dweller groups, petty traders, validation workshops with the Mayors' association, local governments and the Ministry of Internal Affairs among others.

Phase II: Diagnostic. This phase builds on recommendations structured from the feasibility phase. Focus is on ensuring that Institutional and sectoral gaps for cities in existing national policies and ministries identified and assessed

Phase III: Formulation. This is among the most critical phases of the policy development process. This involves a deep analysis of the of the all the data gathered. The actual policy development takes place during this phase.

Phase IV: Implementation. Looks at supporting National institutions and local governments to implement the policy once its enacted by government

Phase V: Monitoring and Evaluation

#### **Initial Results from UN Habitat**

- National Urban Discussion Paper: The national Urban Discussion Paper is an outcome of the feasibility phase. This phase was completed in 2017 and the paper has been validated and adopted by the government of Liberia through the Ministry of Internal Affairs. To have the discussion paper produced, stakeholder consultations with slum dweller groups, workshop the association of mayors were conducted.
- Diagnostic phase. The policy development process is currently at this phase. A participatory approach has been adopted for this phase. Challenges encountered during this phase is the is the lack of disaggregation of regional data especially demographic data. But also, the available demographic data was collected in 2008 during the census and does not capture data on urban centers. This data was collected more than 10 years ago. During the diagnostic phase;

- ✓ Held regional diagnostic consultation meetings in two different regions of North central Liberia and South East. Diagnostic notes from these consultations are being drafted
- ✓ Scoping exercise with Mayors to inform the original notes through the desk research
- ✓ Held consultative and validation workshops with stakeholders to discuss results of the regional consultative meetings and the scoping exercise and also further seek their input from the stakeholders. The report is being compiled for submission.

Generally, development of the National Urban Policy is behind schedule. At mid-term Phase I (feasibility phase) has been fully completed. Progress been slow, likely if NUP processes are not expedited, then the Programme is at risk of not achieving this outcome.

### **Facilitators to the Initial Results:**

Good working relationship with Ministry of Internal Affairs: Challenges notwithstanding, UN Habitat boosts of a good working relationship with the Ministry of Internal Affairs which has been key in finalizing the National Urban Discussion Paper and the regional diagnostic workshops.

### **Pending Activities**

- Diagnostic Phase: Some components of this phase have been implemented while others are still pending. UN habitat needs to expedite and fast track the finalization of this phase.
- Phases – Formulation, Implementation and Monitoring and Evaluation still pending. This is behind schedule and processes need to be fast tracked and expedited. Evaluation established that UN Habitat looks at supporting National institutions and local governments to implement the policy once its enacted by government. However, if this is to happen, then processes need to be fast tracked.

### **Lessons Learned**

- Uniqueness and contextual differences across countries. Liberia is unique in a way, it's very much a centralized state where majority of the government positions are appointed including the Mayors. Transition in National government leads to transition in Mayors. For every new Mayor elected, there is need to build relationships for which time is lost. Getting buy-in sometimes takes time, affecting progress.
- Bottom-top approach: Usually policy formulation in many countries is at national level. Some countries have very good policies but implementation becomes difficult because the masses are not involved in their formulation. UN Habitat adopted a bottom-up approach to ensure that before implementation starts, masses are already aware of the policy, what is about, and how it is going to benefit them

### **Gains that can be consolidated**

- Good working relationship with Ministry of Internal Affairs should be consolidated moving into the final half of the Programme as its crucial in finalizing the remaining phases of the policy development process

### **Barriers and challenges**

- The transition in power led to a number of people losing jobs and as a result there was loss of institution memory. For instance, someone who was in government for over 10 years and understands well the operations of government lost their job due transition in government and leaves with all that knowledge, experience and expertise.

- The initial consultant who was leading the policy development process fell ill for quite a long time and later passed on. Work stalled for the time he was ill until a replacement had to be hired. The transition happened but to give the new consultant some time to get on board.
- Scanty information: The available demographic data was collected in 2008 during the census but does not provide data about urban centers. Issues regarding urban centers were not collected. In addition, data was collected more than 10 years ago and so much has changed in urban areas and cities.

### **Key areas of focus for the remaining period**

- The outcome of the work that UN Habitat is doing on the Country Programme is the National Urban Policy. This should be the major areas of focus for UN Habitat. However, the Evaluation has also learnt that there is only a single person supporting the development of the policy (consultant) who is also part-time as he has other engagement with the Ministry of Internal Affairs and also at the Ministry of Public works. There is need to have a full dedicated consultant, who is full time on this policy given clear deliverables and timelines to work with if the Programme is to achieve this outcome.

### **3.6.6 Slum Dweller International**

SDI is the contracting partner with Cities Alliance and provides backstopping support to its Country affiliate YMCA which then provides direct support to FOLUPS. The role of the SDI-YMCA-FOLUPS partnership is to enhance the capacity of FOLUPS to organize slum dwellers for saving, profiling, negotiating with government, and plan for the upgrading of their settlements by bringing together communities

YMCA in collaboration with FOLUPS also supports the mobilization and strengthening of local slum dwellers associations through exchange visits and targeted training on savings and credit and land rights. The two organizations also collaborate to engage relevant government authorities, ministries, agencies, and national and international NGOs to provide basic social services to improve the living conditions of people living in Monrovia's informal settlement.

### **Situation regarding the organization of communities before the Programme**

Before the Country Programme, the idea of organizing slum communities into a critical mass was not strong. While community organization happened, it was to a minimal. SLUMDAL tried to organize communities but their presence on ground was weak and had not much impact in bringing communities together. It had organized up to 50 saving groups but with the Country Programme and establishment a new federation for slum dwellers, the Saving Groups have since increased to 256.

Before, communities believed in resolving conflicts through violence – but this has now changed with the Country Programme. Slum communities can now sit on the same table with government and city authorities to discuss and talk through issues. Communities used to be beneficiaries of programs but this has now changed – they are participants and facilitators in these processes. For instance, the profiling exercise was purely carried out by community members and selection of priority projects for implementation is done by communities in a participatory and transparent manner.

The slum dweller federation has since been strengthened and has successfully organized communities to come together as critical mass to influence policy but also use this critical mass as an organizational tool to engage government and city authorities on issues that affect slum dwellers in a participatory way

## Initial Results from SDI

- Profiling of informal settlements in greater Monrovia: The Programme supported the mapping and profiling of slum settlements in greater Monrovia across 12 LGAs with the process driven by the youth, women and community members. The profiling process has been very pivotal in supporting community organization and strengthening of an organized slum dweller federation to organize saving groups, mobilize communities and convene settlement level urban poor forums. A total of 113 communities were profiled
- Strengthening of an organized slum dweller federation - the Federation of Liberia Urban Poor Savings (FOLUPS). The Programme supported the strengthening of a slum dweller federation through capacity building in record and financial management. FOLUPS has been successful in organizing communities to come together as critical mass to negotiate, influence policy and governance.
- Learning Exchange visits: Supported the country Programme through SDI, FOLUPS and YMCA engagement with the wider network through learning exchanges and support from Uganda and Ghana and experience on Country Programme further strengthened the federation. Lessons from Kenya's federation established at least 20 years age provided learning that were adopted in establishing the FOLUPS.
- Establishment of Settlement forums: Settlement forums have been set up in communities, comprising of mostly community members who live within that settlement to get people to come together to use their data to jointly identify different challenges and set up specific committees to follow on issues identified at community.

**Saving Groups:** Established Saving Groups as a social movement for slum dwellers: Prior to the Programme, there were about 50 Saving groups established by SLUMDAL. The Country Programme through its partners SDI and YMCA adopted the SDI methodology and started to network as a federation and has successfully established up to 256 Saving Groups. Groups are basically established through a voluntary process to organize community members to come together to start saving. The groups work in terms of size and set up but each group is much autonomy on its own.



**A treasurer in one of the Saving Groups receiving Savings from members during the group meeting**

### Structure of the Saving Groups:

FOLUPS has established 256 Saving Groups in Slum communities with the aim of mobilizing and organizing communities into groups as a means of gaining critical mass (being in one voice) to actively influence city governance and using the groups to save and use their own resource savings to provide small loan to each other and also have some type of capital to leverage community development projects.

Each group has Chairperson, Treasurer, Secretary and Savings collector. Majority of the groups meet on weekly, others bi-monthly or monthly depending on what is agreeable between the group members. The groups don't have pre-set amount to money that each member is supposed to save and no specific timelines on saving.

*"In our groups, we don't have a fixed amount of money that we are supposed to save. Every member saves what they afford depending on their incomes and earnings. Some members in the group save much higher than what others save because they have better incomes. We also have no specific timelines for saving. We can have members saving weekly, others bi-weekly, others monthly etc. It can be even daily. The important thing is for us to allow members to save whenever they can"* **FOLUPS FGD Participant**

The Groups are run by communities, get support from YMCA in building systems and capacity, opening up bank accounts, and training on financial literacy. They are supported through peer-to-peer exchanges where they learn various mechanisms or systems to strengthen savings as well as organizing themselves as a platform for regular engagement with local authorities for better service delivery.

**Membership and Size for Saving Groups:** Saving groups usually have 15-30 persons but membership in some groups goes up to 80 persons. The essence is about trust and ensuring that groups are free of conflicts. To sustain an existing relationship, conflict management in the groups is very important. Interest charged in the groups varies between groups but is usually between 3-5% per annum.

### Success of the FOLUPS Saving Groups:

- There are many more groups compared to when the Programme started. There are 256 active groups across over 60 communities established by FOLUPS. The share skill of the federation has increased which has both strengthened it as an organizing party as a social movement and their leverage to do things. They feel much more confident in being able to have dialogues with city officials and local government.
- Powerful Development Mechanism: Saving groups form the basis of collective action in urban poor communities. Each saving consists of slum dwellers living in the same community. Leaders walk door to door gathering small change from neighbours and conducting daily community needs assessments. This process is designed to maximise the contact that people have with each other, enabling strong bonds to form within a community and increase its organisational capacity.
- Connecting Communities and Building a Federation: The development of the city-level federation is inextricably linked to the federating of the savings groups. Issue based committees are established around particular issues – such as health and hygiene, loaning, auditing and eviction – that form the structure of the savings group and are replicated at the network, regional, and national level of federation governance.
- The voices of the poor are taken from savings group level meetings to network-level meetings, and from there inform the city agenda as these voices are brought to the regional meetings. Thus, the city federation is driven from the bottom, not the top. Network, regional and national level meetings are critical to maintaining this bottom-driven process.

- Positioning Slum Dwellers to Negotiate with the City: Settlement forums initiated by the federation have proven to be an effective way for the communities to mobilise, organise and later send their issues to city authorities for consideration. These forums bring together all stakeholders within a particular locality to discuss and agree on the pressing issues that should be pushed to the authorities, the community's strategies for addressing them, and the partnerships they seek.
- Representatives of the communities who engage directly with the city have the support of a broad base of residents, giving the federation the legitimacy to engage meaningfully with authorities. As such, the federation representatives speak on behalf of a major constituency for city authorities. The federation's organisational capacity allows it to apply pressure on officials so this base cannot be ignored.

### **Challenges in Saving Groups:**

- Challenges in members attending group meetings. Attendance of group meetings is sometimes lower than expected. The situation worsens during the raining season. Because Liberia has only two seasons in a year, activities slowdown in the rainy season.
- Poorly performing economy: The Saving Groups are seen to effective in countries were economies are much stable. In Liberia, member's savings are to a large extent low due to the poorly performing economy

### **Facilitators to the initial Results**

- Adopting community led or community driven processes where communities' members are not mere beneficiaries but participants in processes and programs aimed at improving their living conditions i.e. profiling exercise, selection of CUF projects etc.
- Stronger slum dweller federation: Strengthened organization of slum communities into critical mass to have a common voice to be able to push their interests jointly
- Building-on and adopting tried and tested models by SDI from Country Programmes in other countries. Some models have been pioneered in Countries like Uganda, Ghana, Kenya etc. and have proved to work.
- Partnerships and Collaborations: Collaboration with government became stronger and very important for community upgrading processes. Because of the partnerships and collaborations established, there is more involvement and inclusion of slum dweller and urban poor into local government and City planning processes. Communities have become much closer to leaders.

### **Pending Activities:**

- The infrastructure projects constructed through the CUF are yet to be commissioned for use by the community. The commissioning has been delayed due to sustainability plans yet to be finalized by YMCA. This needs to be expedited.
- Strengthening systems and structure for FOLUPS Saving groups. Groups lack operational tools, manuals and procedures for running their day-to-day business.

### **Lessons learned**

- When organizing groups, it's important to ensure that groups come together for a common cause. When groups are organized on promises, they don't keep together due to raised expectations that

sometime never come but when you organize groups based on purpose or common cause, it keeps the group much longer

- Bottom-up approaches effective in addressing community problems: When community development processes start from bottom to up, they become more sustainable
- Building sustainable Partnerships with stakeholders especially government is key in involvement and inclusion of slum dweller and urban poor into local government and City planning processes. Because of partnerships and collaborations, there is more involvement and inclusion of slum dweller into local government and City planning processes.

### **Gains that can be consolidated**

- Coordination: The relationship between partners is much stronger than it was at the start of the Programme and we observe partners working more closely together due to strengthened coordination but also communities having good relations with local governments and city leaders.
- Use of the profiling data and any other data generated by the Programme in a way that involves the community – ensuring that they understand the data and what such data means for their communities and how it can be used to engage local leaders on addressing their priority issues.

### **Barriers and challenges**

- Inadequate skill set at community level to use data generated: There is need to continuously build capacity at community to use the data generated through the profiling exercise.
- Weak accountability systems with FOLUPS. YMCA should step in to support FOLUPS set up accountability systems where they are lacking but also strengthen those that exist.

### **Key areas of focus in the remaining Period**

- Scaling-up the spread of Saving Groups in all the communities that have been profiled by the Programme. Results from the Evaluation indicate that Saving Groups are concentrated in a few communities and not in other LGAs.
- Finalizing sustainability plans for the CUF infrastructure projects: The infrastructure projects constructed through the CUF are yet to be commissioned for use by the community. The commissioning has been delayed due to completing development of the sustainability plans led by YMCA and Communities. Consultation with key partners is ongoing to complete the process. This needs to be expedited.
- Strengthening operational and accountability systems for the FOLUPS.
- Institutionalizing forum space such as the settlement and city-wide forum so that at settlement level for instance, projects funded through CUF are highly participatory from the community and there is inclusiveness and ownership

## 3.7 Results Based on Access to Basic Services

### 3.7.1 Introduction:

This section provides results from the households survey to establish access to basic social services. Results are presented for the 12 LGAs where the Programme is implemented. The focus of the household survey was in the 113 profiled communities. Quantitative data was obtained from interviews conducted from 433 of the target 436 households, registering a 99% response rate. The majority of households were from Monrovia (n=83, 19.2%) and Paynesville (n=71, 16.4%) as detailed in table 9.

### 3.7.2 Socio-demographic characteristics of Households

Table 9 shows the distribution of the socio-demographic characteristics of households. A total of 433 households participated in the Evaluation. The majority of the respondents were female (n=272, 62.8%) and were above 33 years of age, with a mean age of 40 years (SD = 12.62). The minimum and maximum age for the survey were 18 and 83 years respectively. Slightly more than half of the households (n=237, 54.7%) had a household size of 3-6 members, with a mean household size of 6 (SD=2.19). The minimum and maximum household sizes were 1 and 10 respectively.

Six in every ten respondents were married with Senior High School as the highest level of education completed (n=154, 35.6%). The majority of the respondents (n=307, 70.9%) have been residents in their communities for more than 5 years. The median duration of stay in a community was 10 years, with some members staying in certain communities as long as 47 years. At least seven in every ten respondents were informal workers (n=368, 72.9%), with an average monthly income of more than 10,000 LRD. The median monthly income was 8000 LRD with minimum and maximum monthly incomes of 1000 and 90,000 LRD respectively as detailed in Table 9.

### 3.7.3 Land Ownership in informal settlements

Majority of the households in informal settlements (n=227, 52.4%) own the land where they reside, with at least nine in every ten respondents holding private land tenure (n=212, 93.4%). A big proportion of respondents rent households (n=172, 40%) as detailed in table 8.

**Table 8: Land ownership in informal settlements**

Characteristic	Programme (%)	Gender		Age	
		Male	Female	18-35 Yrs	> 35 Yrs
<b>Own land you're currently residing</b>					
Yes	52%	61%	47%	46%	57%
No	48%	39%	53%	54%	43%
<b>Kind of tenure you have</b>					
Private	93%	92%	96%	95%	92%
Public	0.4%	0.0%	0.4%	0.0%	0.4%
Government	6.2%	7%	5%	5%	7%
<b>Status you have on the land?</b>					
Rent	40%	31%	45%	49%	33%
Owner	33%	45%	22%	26%	41%
Squatter	12%	13%	11%	11%	12%
Title deed	9.0%	10%	8%	3%	16%
Family land	4.2%	6%	2%	3%	5%
Care taker	2.5%	0.0%	2.5%	0.8%	5%
Lease	0.5%	0.0%	0.5%	0.0%	0.5%



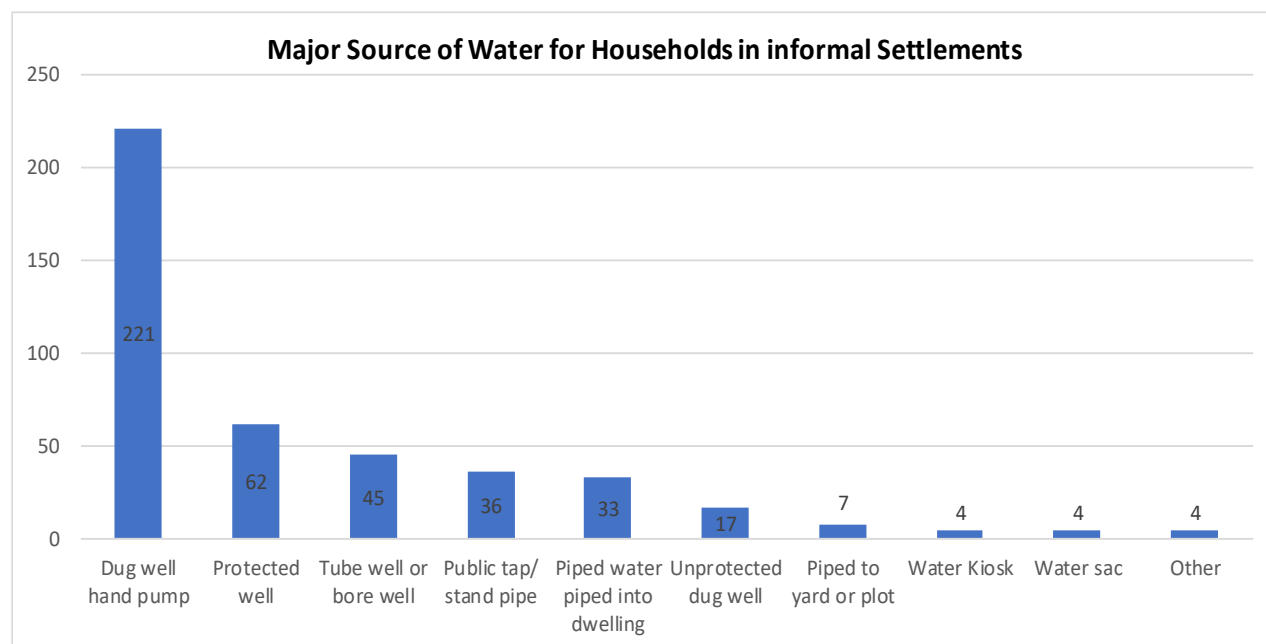
**Table 9: Socio-demographic of slum dwellers**

Characteristic	Frequency (n)	Percentage (%)
<b>Local Government Authority</b>		
Barnersville	17	3.9
Caldwell	27	6.2
Clara Town	32	7.4
Congo Town	15	3.5
Gardnersville	31	7.2
Johnsonville	10	2.3
Logan Town	50	11.6
Monrovia	83	19.2
New Georgia	22	5.1
New Kru Town	47	10.9
Paynesville	71	16.4
West Point	28	6.5
<b>Sex</b>		
Male	161	37.2
Female	272	62.8
<b>Age</b>		
18-25 Years	42	9.7
26-33 Years	103	23.8
>33 Years	288	66.5
<b>Household size</b>		
<3	28	6.5
3-6	237	54.7
>6	168	38.8
<b>Marital Status</b>		
Single	115	26.6
Married	285	65.8
Widowed	25	5.8
Divorced	5	1.2
Separated	3	0.7
<b>Highest Level of Education completed</b>		
No Education	93	21.5
Elementary School	34	7.9
Junior High School	26	6.0
Senior High School	154	35.6
University	95	21.9
Vocational/ Trade School	31	7.2
<b>Length of stay in this community</b>		
<2 Years	25	5.6
2-5 Years	101	23.3
>5 Years	307	70.9
<b>Source of livelihood</b>		
Formal salaried employee	62	24.0
Informal worker	368	72.9
Other	8	3.1
<b>Average Monthly income (LRD)</b>		
<5,000	77	30.3
5,000-10,000	86	33.9
>10,000	91	35.8

### 3.7.4 Access to safe drinking water:

Overall, the proportion household with access to improved water source slightly improved from 85% at baseline to 88% at mid-term while the proportion of households with access to portable water also improved from 60% at the start of the Programme to now 63%. The Programme should have registered much higher impact regarding this result, however all the six water points constructed by the Programme are yet to be commissioned for use by the community. From Figure I, half of the households (n=221, 51%) obtain water from dug well hand pump and protected wells (n=62, 14.3%) as detailed in figure 1.

**Figure 1: Major source of water for households in informal settlements**



Results also indicate that the water source for majority of the households i.e. 63% are located outside their yards, plots or dwelling (elsewhere). Over ninety percent of the households (92%) indicated the water source to be within 200 meters from their home. Nine in every ten respondents highlighted that the water collected from the main source is safe for drinking, free from chemical, physical and microbiological contamination as detailed in Table 10

**Table 10: Location and safety of water**

Characteristic	Freq (n)	Percent (%)
<b>Location of water source</b>		
Elsewhere	271	62.6
In own Yard/ Plot	148	34.2
In own dwelling	14	3.2
<b>Distance of water source from home</b>		
Less than 100 Meters	70	16.2
100-200 Meters	328	75.8
More than 200 Meters	35	8.1
<b>Safety of water for drinking</b>		
Safe	399	92.1
Unsafe	34	7.9

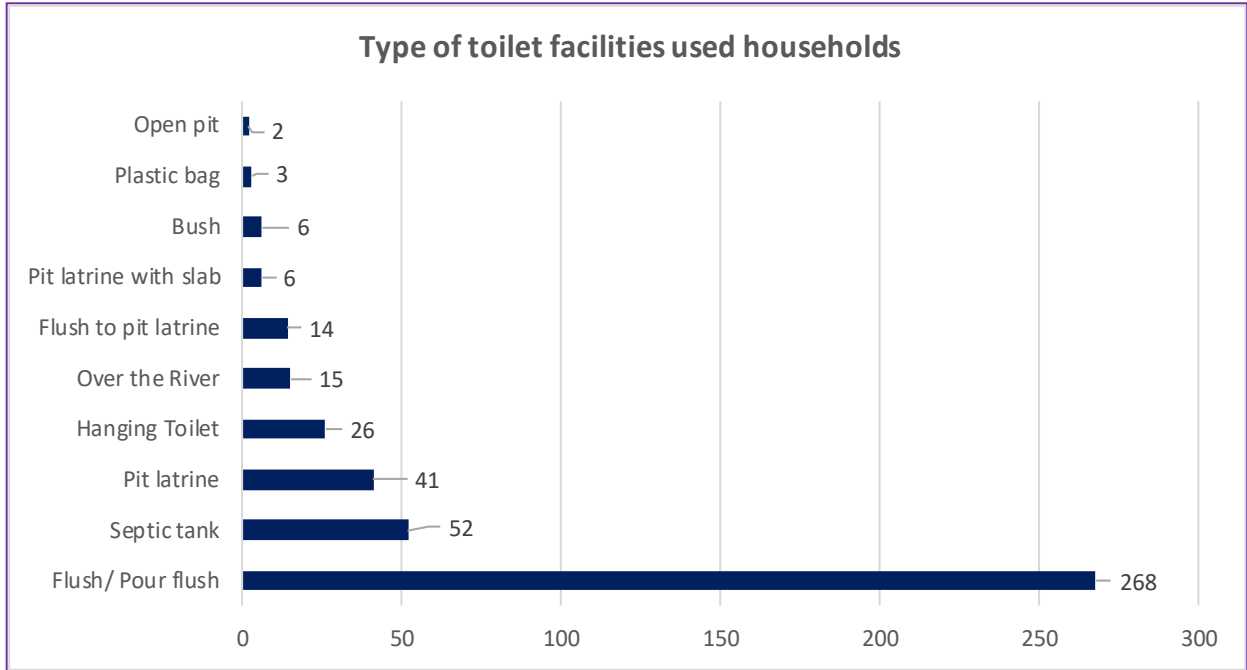
The average amount of water used by each household member was 34 liters, and eight in every ten households (n=360, 83.1%) reported that this quantity of water is sufficient for the household members. Further analysis indicates that thirty three percent (33%) of the household experienced water shortage. The major cause of water shortage is the irregular supply of pipe water by government (n=50, 35.2%) and the pollution of underground water by sewage from houses (n=15, 10.6) and the increase in population.

Results further indicate that majority of the households i.e. 40% have water flowing from the main source for less than 4 hours per day. Only 15% of the households have water running for more than 12 hours a day. Although nine in every ten respondents consider water from their main source safe for drinking, half of the households (n=216, 50%) were doing something to make the water safer for drinking. Using bleach or chlorine is the most commonly adopted method for make the water safer for drinking. Only 6% of the respondents reported boiling the water as a method adopted by households.

### 3.7.5 Access to and Quality of Sanitation

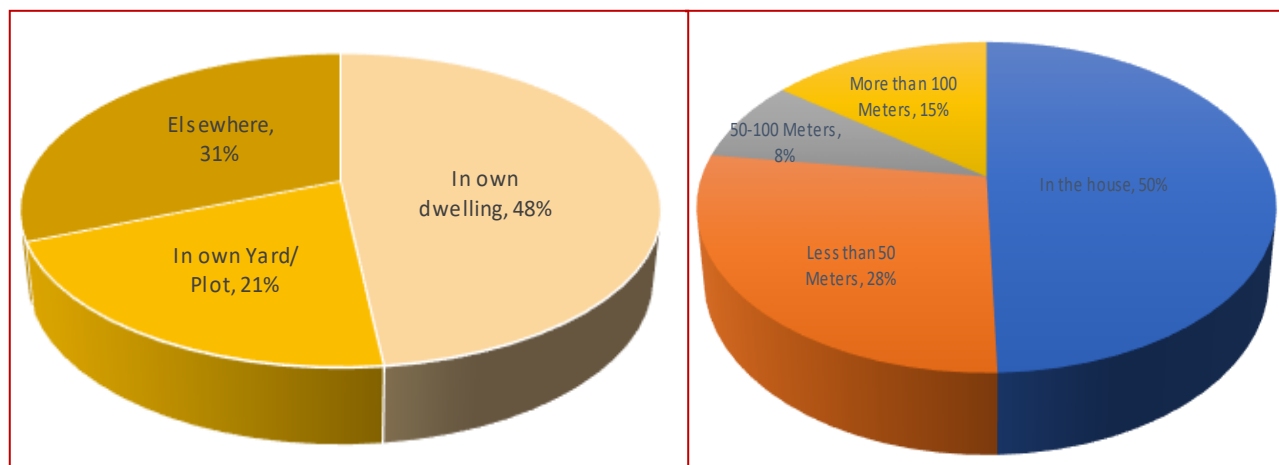
Access to quality sanitation facilities is associated with better community outcomes. The survey collected data on access to sanitation. The proportion of households with improved sanitation facilities has improved from 15% at baseline to now 21.6%. The majority of households i.e. 62% were using Flush/ Pour flush toilet facilities. Hanging toilets, defecation over the river, using the bush, plastic bags and open pits were notable toilet facilities used by communities and together constitute 12.1% households using such facilities as summarized in the figure below.

**Figure 2: Kind of toilet facility households use**



Majority of the households using hanging toilets more pronounced in the townships of West Point i.e. 73% and Clara town i.e. 23%. This type of toilet facilities is constructed along water bodies such as rivers and the ocean and as one does defecation, the wastes are directly deposited into the water body which contaminates the water. Over the River defecation was more prevalent in Monrovia (53%), New Georgia (27%) and Caldwell (13%). Use of plastic bags as a toilet facility is a practice purely pronounced in Monrovia (100%). Use of the Bush was predominant in New Kru Town (50%) and Paynesville (33%).

**Figure 3: Location and distance of toilet facility from the home**



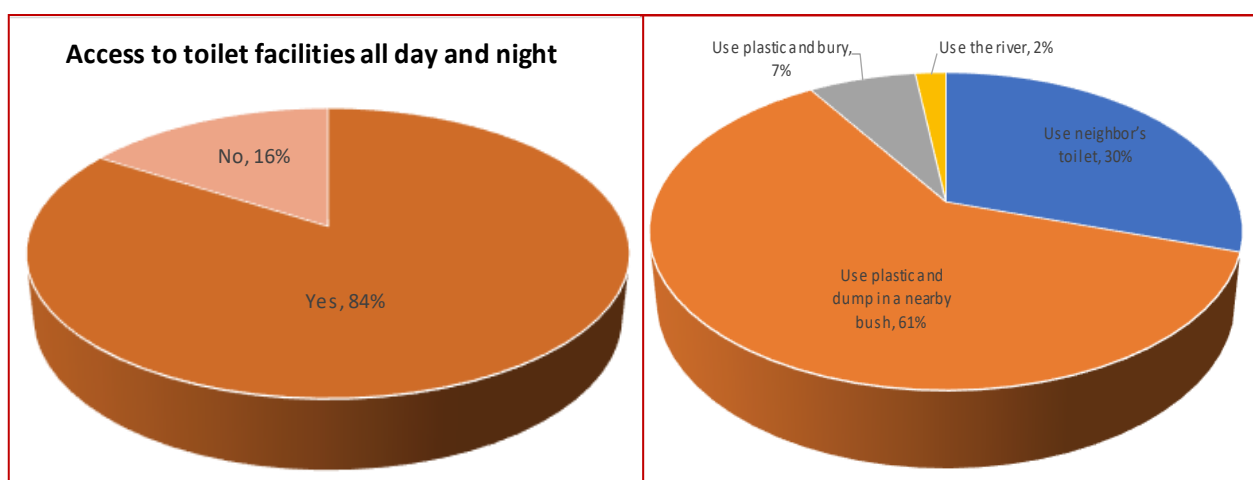
Approximately half of the respondents i.e. 48% have their toilet facilities located within their own dwellings or inside the house. Thirty one percent of the households (31%) however have their toilet facilities located outside their own dwelling, plot or yard. Only 15% of the households had their toilet facilities located within a distance of more than 100 meters from their homes. Approximately three quarters of the toilet facilities i.e. 74% were privately owned, only a few were public toilets (26%).

Further analysis indicates that sharing toilet facilities was a common practice among household. For public toilet facilities, the average number of households sharing a public facility is 127 per facility. This has huge effects on durability of the facility, hygiene and sanitation of the facility.

Payment for toilet facilities was also a common practice across slum communities. Twenty three percent (23.4%) of the households reported to be paying for toilet facilities. This is predominant in public facilities where a small charge is levied for maintenance of the facilities. Majority of the respondents i.e. 98% reported that payments are made every time one uses the facility with an average of 12 LRD paid each time one uses the facilities. The minimum and maximum amount paid for using the facilities varied between 5-20 LRD. However, this was dependent on the hygiene and sanitation of the facility.

Eight in every ten respondents i.e. 84% reported that they could use the toilet facilities at all hours of the day and night. Households that don't have day and night access to toilet facilities were asked what they usually do during the period they don't have access to the toilet facility, majority i.e. 61% reported to use plastic bags and dump them in the nearby bush as detailed in the figure below.

**Figure 4: For households without all day and night access to toilet facilities, what do they do**

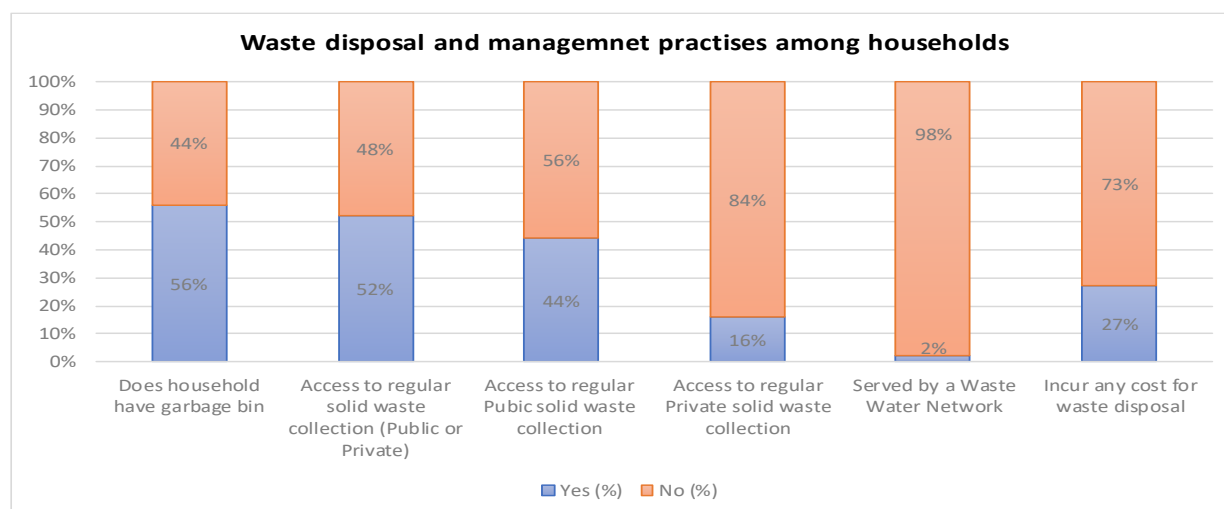


### 3.7.6 Waste Disposal and Management practices among households:

Results indicate that the 56% of the households have garbage bins for storing their wastes before they disposed or picked by waste pickers. Access to regular solid waste collection either Public or Private has improved from 36% at the start of the Programme to 52%.

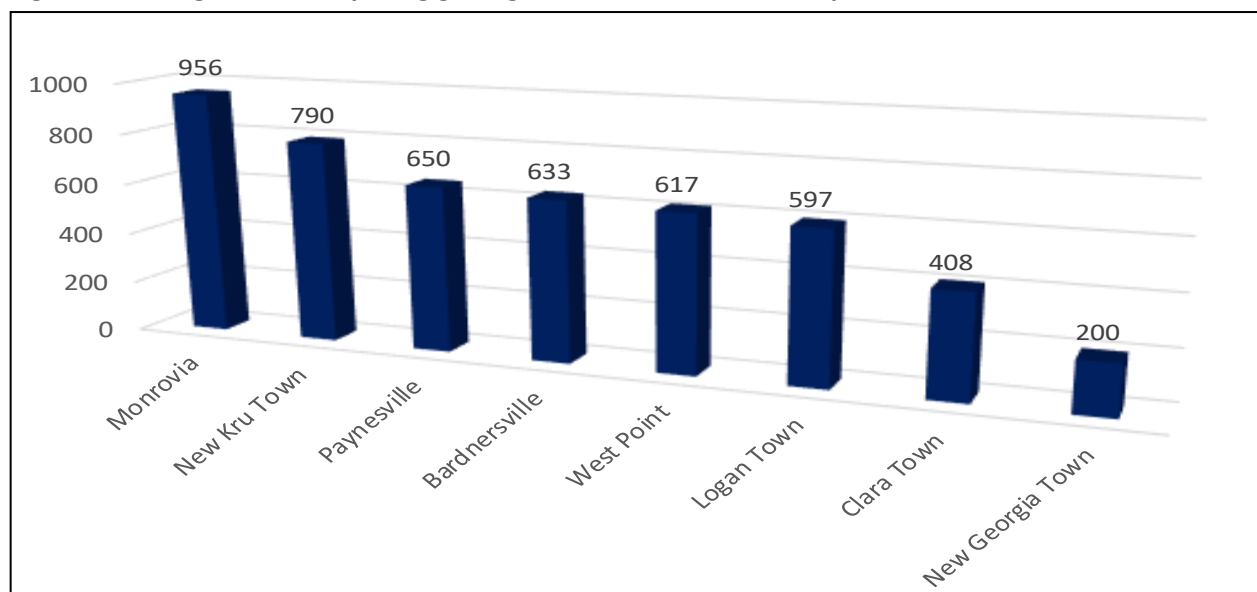
The proportion of households that have access to regular Public solid collection also improved from 27% at baseline to now 44%. Access to regular private solid waste collection also improved from 9% at the start of the Programme to 16%. This is attributed to Cities Alliance EU funded project that is supporting activities of the waste pickers. The proportion of households served by the waste water network remains very low – only 2% of the households reported being served by the waste water network as detailed in the figure below

**Figure 5: Waste disposal and management practices among households in slum communities**



Seven in every ten households i.e. 73% reported to incur costs in disposing their wastes. As highlighted in Figure 6, the monthly costs incurred by households to dispose their wastes did not differ significantly across the different households. The costs incurred ranged between 200-3000 LRD per month, with an average cost of 647 LRD. Seventy two percent (72%) of the households reported to dispose their garbage daily, 21% took 2-3 days to dispose garbage while 6% disposed their garbage weekly.

**Figure 6: Average cost of disposing garbage in the different townships**



### How solid wastes are disposed from households

Waste disposal continues to be a major challenge in slum communities and Cities Alliance is supporting cities and townships to address this challenge through the EU funded Programme. The commonly adopted methods of garbage disposal by households is disposing to a wild disposal area which is used by 28% of the households and disposal to the water body or river, which is used by 23% of the households. The proportion of households paying an individual or waste pickers to dispose the garbage is 22%. There is need to continuously engage communities on best practices of waste disposal. Table 11 provides a summary of the different waste disposal methods used by households.

**Table 11: Waste disposal methods adopted by slum communities**

Characteristic	Frequency (n)	Percentage (%)
<b>How households dispose solid wastes from homes</b>		
Dispose to a wild disposal area	122	28.2
Dispose in the river	100	23.1
Pay an individual who takes it	51	11.8
Waste Pickers collect the waste	43	10.0
Bury the garbage	41	9.5
Disposed to a predefined landfill	28	6.5
Burning	24	5.5
Municipality collects the wastes	16	3.7
Dump anywhere I find	8	1.9
<b>Type of sewer waste system households have</b>		
Sewer system, City main line	1	14.3
Septic tank disposed weekly by privately services	2	28.6
Discharged directly to a river or landsite	4	57.1

Open dumping as a disposal method was predominant in Clara Town (50%) and Logan Town (25%). Dumping in water bodies or the river was a common practice across all cities and townships, however more prevalent in Monrovia (35%), West Point (14%) and Clara Town (12%)

### 3.7.7 Access to electricity and affordability:

**Table 12: Access to electricity and its affordability**

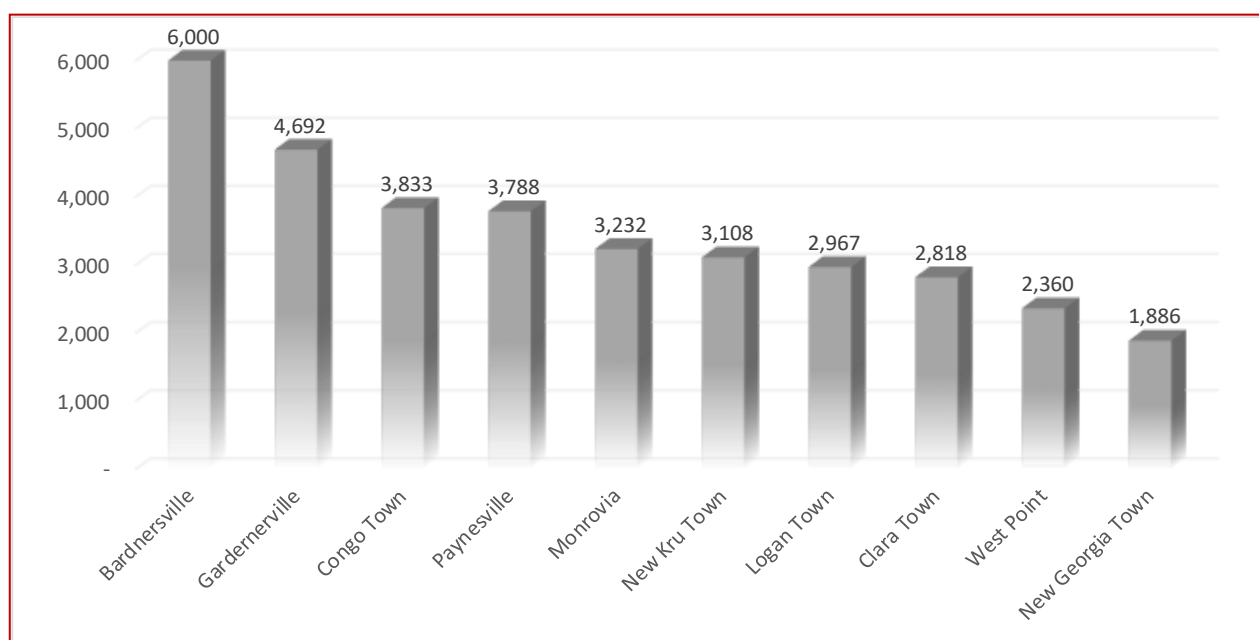
Characteristic	Frequency (n)	Percentage (%)
<b>Household connected to regular electricity supply</b>		
Yes	238	55%
No	195	45%
<b>Main reason household is not connected</b>		
Cost of initial connection is too high	43	22.1
Grid is too far from household/ not available	36	18.5
Service unavailable	26	13.3
Submitted application and waiting for connection	23	11.8
Monthly fee is too expensive	22	11.3
Company refused to connect the household	15	7.7
Other	12	6.2
Satisfied with current energy solution	9	4.6
Administrative procedure is too complicated	7	3.6
Renting, landlord's decision	2	1.0
<b>Opinion on the cost of electricity</b>		
Affordable	83	34.9
Expensive	155	65.1

There has been a slight improvement in the proportion of households with regular electricity connections – increasing from 49% at baseline to now 55%. However, we note that only a few households have connections with meters. Majority of the households tap electricity from households that have meters into their house and pay a monthly fee to the meter owner who pays to the electricity supplying company.

The major reasons why households are not connected to the electricity supply are majorly five as highlighted in Table 11. These include; (i) the cost of initial connection being too high (22%) (ii) the grid being too far from the household or not even available in some communities (iii) service being unavailable, (iv) households submitted their application and are waiting for connection, and (v) electricity is too expensive.

Further analysis indicates that majority of the households connected to regular electricity supply reported that electricity is too expensive despite being connected to the grid. This collaborates with findings that highlights the cost of electricity as one of the barriers to households connecting to the grid. The average amount spent on electricity per household per month is 3,197 LRD. Figure 7 provides the average cost disaggregated by township.

**Figure 7: Average amount spent on electricity by households per month by township**



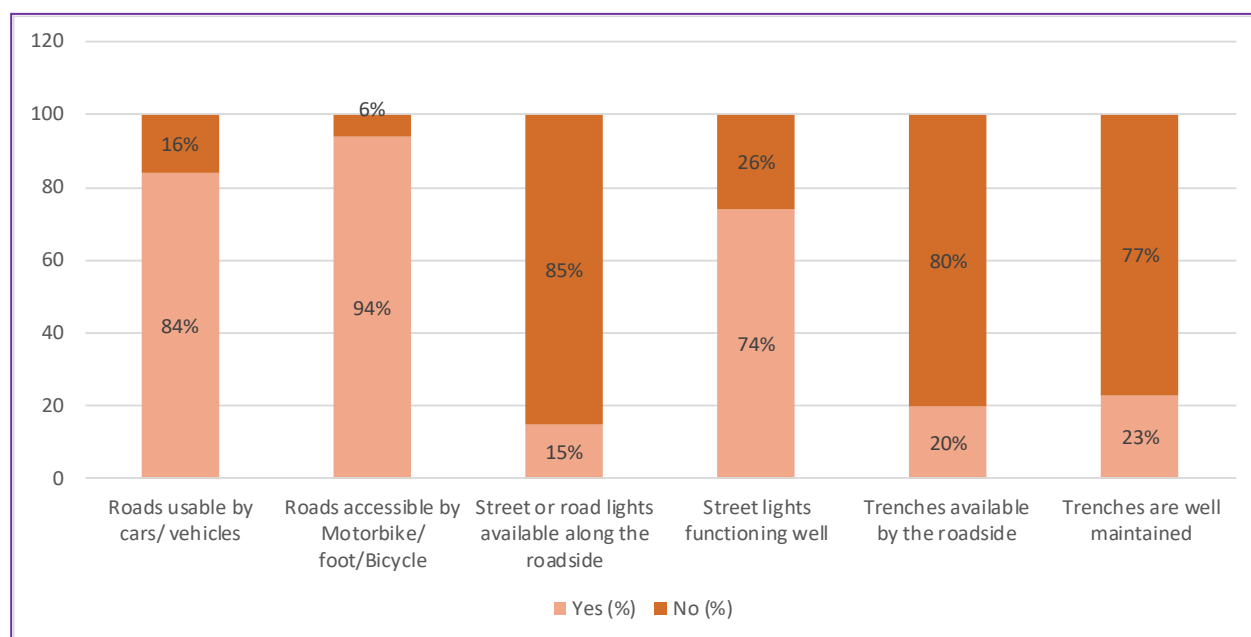
### 3.7.8 Access and quality of road infrastructure:

**Table 13: Roads and conditions of roads in slum communities**

Characteristic	Frequency (n)	Percentage (%)
<b>Type of Roads available</b>		
Paved Road	117	27.0
Only a foot path	35	8.0
Unpaved Road	281	65.0
<b>Satisfied with the general condition of the Roads</b>		
Not satisfied	362	83.6
Satisfied	71	16.4

More than half of the respondents reported that the roads in slums communities are unpaved (n=281, 65%). Although 84% of the respondents reported that the roads are usable by car or vehicles while 94% reported that the roads are accessible by motorbikes/ foot/ bicycles, the level of satisfaction with the current condition of the roads was very low with 84% of the respondents being unsatisfied with the conditions of the roads. The proportion of households that report presence of streets or road lights along the roadside slightly improved from 8% at baseline to now 15% while the proportion of household that reported presence of trenches by the roadside marginally increased from 18% at the start of the Programme to now 20% as detailed in Figure 8.

**Figure 8: Access and quality of Road infrastructure**



### 3.7.9 Access to housing finance services

Findings indicate that 95% of the respondents do not have access housing finance services or loans in case they needed such services. This is further worsened by the fact that there are no financial institutions in Liberia providing housing finance products. With the Programme yet to implement the Housing finance component of the Programme, access to housing products remains a challenge. High interests and the lack of collateral among for slum dwellers becomes a limiting factor in accessing loan services. Respondent were asked that in the event that they got a loan, would it be easy for them to repay the loan, approximately 65% of the respondents said it would be difficult for them to repay the loan due to lack of stable incomes. Details are provided in Table 14.

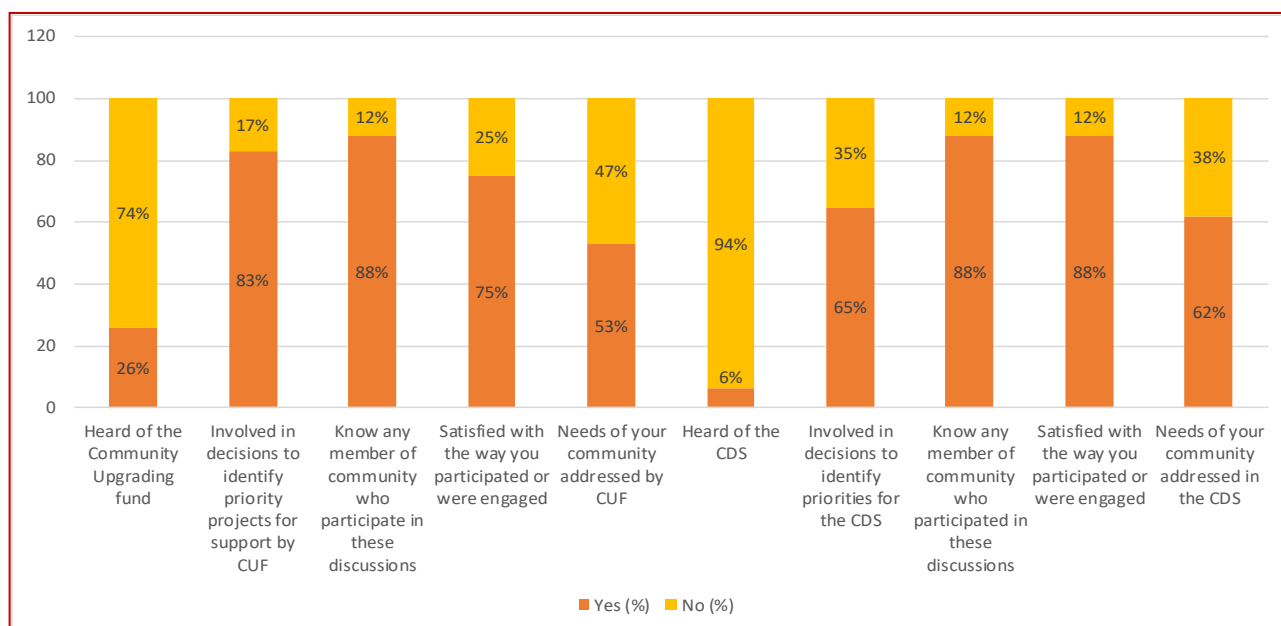
**Table 14: Access to housing finance services**

Characteristic	Frequency (n)	Percentage (%)
<b>Have access to housing finance services or loan if need them</b>		
Yes	21	4.9
No	412	95.2
<b>If you got a housing loan, would it be easy to repay</b>		
Difficult	281	64.9
Easy	152	35.1



### 3.7.10 Engagement of slum dwellers into CUF and CDS

**Figure 9: Engagement of slum dwellers into CUF and CDS**



The Programme is implementing the Community Upgrading Fund (CUF) through community driven approaches to support slum communities to address priority needs identified during the mapping and profiling of communities. The CUF engages communities members so that interventions address the needs they have. Below is a summary of findings from CUF assessment.

- ✓ Over 74% of the respondents have not heard about the Community Upgrading fund. This could partly be attributed to that fact they don't know this approach as the CUF but probably another name used in the communities
- ✓ Those who know about the CUF report very high involvement in discussions at community level to identify priority projects for support by the CUF (83%)
- ✓ Those who know about the CUF further report highly on knowing communities members who have been involved in discussions at community level to identify priority projects or areas of support by CUF
- ✓ Majority of those involved in discussions about identifying priorities projects or areas so support by CUF report high satisfaction (75%) with the way they have been engaged or participated in these discussions
- ✓ Slightly more than half of those who have participated in CUF discussions (53%) feel that their needs are being addressed by the CUF

The Programme is also supporting the development of a City wide development strategy, a plan of how the metropolitan area will look like aiming at having a better city that is running well and properly managed and planned. This strategy should be developed in consultation with communities to ensure pro-poor issues are integrated into the plan. The Evaluation assessed community involvement in the design and development of the City Development Strategy. We summarize the results from the assessment

- ✓ Only 6% of the respondents have heard about the City Development Strategy
- ✓ Sixty five percent (65%) of those who have heard about the CDS have been involved in discussion to identify priorities that the CDS should address

- ✓ Eighty eight percent (88%) of those who have know about CDS know communities members who have been involved in discussion at commuinity level to identify prorities areas to be addressed by the CDS
- ✓ Eighty eight (88%) of those who have been engaged or partiicipate in the CDS process report high satisfaction in the way they have been engaged or participated.
- ✓ Six in every ten (62%) members engaged in the CDS process feel their needs are being addressed by the CDS

Generally, the performance of the CUF and CDS should be a key area of focus in the final half of the project.

### 3.7.11 FOLUPS Saving Groups

**Table 15: FOLUPS Saving Groups**

Characteristic	Programme (n,%)	Gender		Age	
		Male	Female	18-35 Yrs	> 35 Yrs
<b>Belong to a Savings Groups</b>					
Yes	13%	11%	15%	12%	14%
No	87%	89%	85%	87%	85%
<b>How often do members Save</b>					
Weekly	55%	47%	59%	52%	57%
Monthly	26%	29%	24%	43%	16%
No fixed schedule	17%	18%	17%	5%	25%
Annually	2%	2%	0.0%	0.0	2%
<b>How often do Group members meet</b>					
Weekly	52%	53%	51%	49%	57%
Monthly	33%	29%	34%	32%	33%
Bi Monthly	12%	12%	12%	11%	13%
Other	3%	3%	0.0%	0.0%	3%

**Table 16: Further analysis of FOLUPS Saving Groups**

Characteristic	Belong to a Savings Group	
	Yes	No
<b>Local Government Authority</b>		
Barnersville	0 (0.0)	17 (100)
Caldwell	7 (25.9)	20 (74.1)
Clara Town	4 (12.5)	28 (87.5)
Congo Town	0 (0.0)	15 (100)
Gardnersville	6 (19.4)	25 (80.7)
Johnsonville	1 (10)	9 (90)
Logan Town	7 (14.0)	43 (86.0)
Monrovia	4 (4.8)	79 (95.2)
New Georgia	1 (4.6)	21 (95.5)
New Kru Town	3 (6.4)	44 (93.6)
Paynesville	13 (18.3)	58 (81.7)
West Point	12 (42.9)	16 (57.1)
<b>What do you use savings for</b>		
Advancing loans to members	7 (12.1)	51 (87.9)
Identify and invest in community projects	9 (15.5)	49 (84.5)
Accumulate and share dividends	22 (37.9)	36 (62.1)
Basic needs	32 (55.2)	26 (44.8)

The Programme has supported the organization of communities to come together as critical mass to negotiate, influence policy and governance. FOLUPS brings together slum dwellers by organizing them into saving groups and through the saving groups and settlement forums have a common voice to negotiate for better living conditions. The evaluation assessed the Saving Groups and below are some of the results from the assessment;

- ✓ Of the respondents who participated in the evaluation, only 13% belong to Saving Group. Women were more likely to join a Saving Group compared to Men. Both Youth and older persons were equally likely to join a Saving Group
- ✓ Further analysis indicates that the spread and distribution of the Savings Groups is concentrated around a few townships and than other townships. For Instance, we see that the concentration of Saving Groups is more in Caldwell, Clara Town, Monrovia, Gardnerville, Logan Town, Paynesville and West Point. Other townships seem not to have the groups
- ✓ Findings also highlight that members don't have specific amount of money that has to be saved by each member. Each member saves based on their incomes and earnings and they are free to Save as and when they get the money. It could be daily, weekly, monthly etc but no specific time periods have been attached to savings.
- ✓ Where groups have been formed, they have been very active and played a critical role mobilizing communities as a critical mass to negotiate, influence policy and governance. Majority of the Groups meet weekly (55%), others meet monthly (33%) while other bi-monthly (12%). However, from the FGDs with Saving Group members, they highlight that some times they meet on adhoc basis especially if there are critical issues that cannot wait till the next sitting.
- ✓ We explored the major reasons why communities established or joined Saving Groups. Findings indicate that most of the groups are formed for social unity and cohesion, saving money to meet basic family expenditures especially school fees for their children and also to have a buffer where they can run to in case of any emergencies and issues that may require money.

## 3.8 Results from the Petty Traders Survey

### 3.8.1 Introduction:

This section provides findings from the Petty traders' survey. The survey was conducted among street vendors in three markets of Central Monrovia in Monrovia, Duala in New Kru Town and Red Light in Paynesville. Quantitative data was obtained from interviews conducted from 447 of the target sample size of 440 traders, registering more than 100% response rate. The majority of traders were from Red-light (n=216, 48.3%) while Central Monrovia (n=117, 26.2%) and Duala (n=114, n=25.5%) had approximately the same sample size as detailed in table 17.

### 3.8.2 Socio-demographic characteristics of Petty Traders

Table 17 shows the distribution of the socio-demographic characteristics of traders. A total of 447 petty traders participated in the Mid-term Evaluation. Of the petty traders, 52.8% (n= 236) were female and majority (41.6%, n= 186) were above 33 years, with a mean age of 32 years (SD=9.37). Approximately half of the traders (49.4%, n= 221) were single, and most (45%, n= 201) of them had Senior High School as the highest level of Education completed.

**Table 17: Socio-demographic characteristics of Petty Traders**

Characteristic	Frequency (n)	Percentage (%)
<b>Market</b>		
Central Monrovia	117	26.2
Duala	114	25.5
Red-Light	216	48.3
<b>Sex</b>		
Male	211	47.2
Female	236	52.8
<b>Age</b>		
18-25 Years	122	27.3
26-33 Years	139	31.1
>33 Years	186	41.6
<b>Marital Status</b>		
Single	221	49.4
Married	209	46.8
Widowed	12	2.7
Divorced	3	0.7
Separated	2	0.5
<b>Highest Level of Education completed</b>		
No Education	75	16.8
Elementary School	20	4.5
Junior High School	86	19.2
Senior High School	201	45.0
University	38	8.5
Vocational/ Trade School	27	6.0

### 3.8.3 Business Operations of the traders:

Results from Table 18 indicate that majority of the traders (56%) have been in business for more than four years. Because the informal sector lacks regulation on entry and exist, retention is seen to be high – those who enter the business tend to remain in operation much longer with traders in Red-Light more likely to

remain in business than traders in the other two markets. The median number of years the traders have been in operation is 5 years but there are petty traders who have been in the business for over 40 years. However, majority of the traders are seen to operate from the streets or pavement (35%) or open space (28%). The proportion of traders operating both on the streets and in open space did not differ across the three markets as detailed in Table 18.

**Table 18: Business Operations for petty traders**

Indicator	Programme	Central Mon.	Duala	Red-Light
<b>Years Business has been in existence</b>				
Less than 2 Years	11.9%	27.4%	6.1%	6.5%
2-4 Years	32.4%	27.4%	57.0%	22.2%
>4 Years	55.7%	45.3%	36.8%	71.3%
<b>Type of Business Premises</b>				
On the street/ Pavement	34.5%	31.6%	35.1%	35.7%
Open Space	28.0%	28.2%	26.3%	28.7%
Hawking	15.7%	26.5%	9.7%	13.0%
Market Area	13.2%	12.0%	13.2%	13.9%
Small shop or Kiosk	8.7%	1.7%	15.8%	8.8%
<b>Working space has shelter to protect business</b>				
Yes	72.0%	83.8%	77.2%	63.0%
No	28.0%	16.2%	22.8%	37.0%

The proportion of petty traders operating in open space without any shelter to protect their business against extreme weather conditions declined from thirty nine percent (39%) at baseline to twenty eight percent (28%) at mid-term. However, traders in Red-Light were more likely to have trading space without shelter than traders in Central Monrovia and Duala

**Figure 10: How traders acquired the trading space they currently occupy**

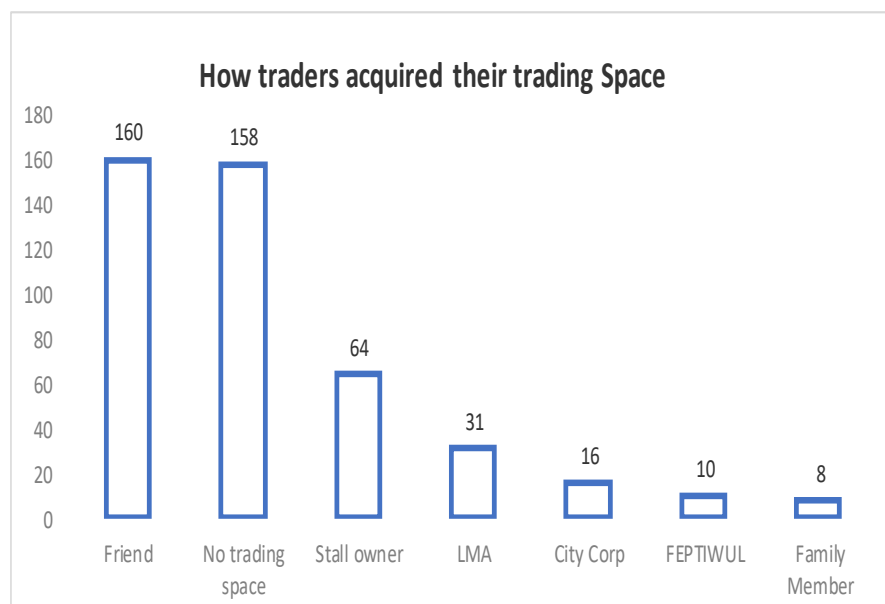


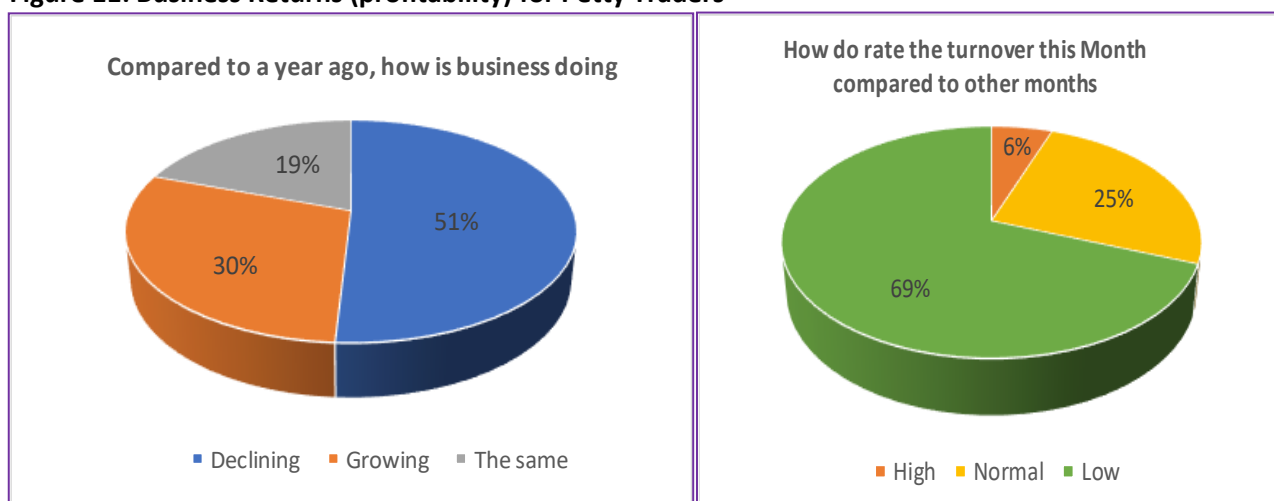
Figure 10 indicate that approximately four in every ten traders (36%) obtained their trading space from a friend while another significant number obtained their space from the stall owners and the Liberia Marketing Association. However, it should be noted that 35% of the traders don't have specific trading space allocated to them.

Results from Table 19 highlight that eight in every ten traders have no formal agreement that guarantees them to operate in their trading space or spot. Further analysis did not reveal any significant difference across the three markets. Majority of the traders reported that they do not pay for their trading space. Traders in Central Monrovia and Duala are less likely to pay for trading space compared to those in Red-Light as highlighted in the table below.

**Table 19: Petty Traders Business Operations Continued**

Indicator	Programme	Central Mon.	Duala	Red-Light
<b>Have an agreement to operate in this space</b>				
Yes	18.6%	12.0%	13.2%	25.0%
No	81.4%	88.0%	86.8%	75.0%
<b>Pay for the space where you operate</b>				
Yes	27.1%	18.8%	20.2%	35.2%
No	72.9%	81.2%	79.8%	64.8%
<b>Who do you pay too</b>				
FEPTIWUL	19.0%	9.1%	0.0%	4.0%
City Corporations	19.0%	31.8%	8.7%	18.4%
Friend	8.3%	9.1%	21.7%	4%
Stall owner	21.5%	22.7%	34.8%	21.5%
Other	32.2%	27.3%	34.8%	32.9%
<b>How did you acquire the business</b>				
Started it	93.0%	92.3%	95.6%	92.1%
Inherited it	6.0%	6.8%	4.4%	6.5%
Bought it	1.0%	1.0%	0.0%	1.4%
<b>Ownership type of the Business</b>				
Sole Proprietorship	96.2%	90.6%	100%	97.2%
Partnership	3.8%	9.4%	0.0%	2.8%

The inability of FEPTIWUL to allocate free trading space to all its members due to exhaustion of space within the gazetted trading areas may likely result into space owned by stall owners and LMA to be rented out to some traders who in turn have to pay for this space. The average monthly pay (LRD) differs across the space owners. Stall owners charge the highest average amount i.e. 1,544 LRD followed by persons who have rented out their space to friends i.e. 1,310 LRD and LMA that charges an average of 719 LRD. Majority of the traders pay for this space on a monthly basis to the owners of the space.

**Figure 11: Business Returns (profitability) for Petty Traders**

Results from figure 11 indicate that compared to one year prior to the mid-term evaluation, one in every two petty traders (51%) reported that their business was declining. This is mainly attributed to the poor performance of the Liberian economy. In addition, traders were requested to rate the profitability from their business in the month the evaluation was conducted and approximately seven in every ten traders reported that their profitability to be lower than that of the previous months.

### Petty Traders Business Operations, disaggregated by Gender and Age

Further analysis indicates that more females had their businesses operate for less than two years (15%) compared to males (9%), while majority of the youths (15%) had their businesses in operation for less than two years compared to older persons (5%). Men were more likely to trade on the streets/impavements (42%) compared to the female (27%). Females were also more likely to operate in space that has a shelter to protect their business (76%) compared to the men (67%) as detailed in Table 20.

**Table 20: Petty traders business operation disaggregated by Gender and Age**

Indicator	Programme	Gender		Age	
		Male	Female	18-35 Yrs	>35 Yrs
Years Business has been in existence					
Less than 2 Years	11.9%	9%	15%	15%	5%
2-4 Years	32.4%	31%	35%	32%	33%
>4 Years	55.7%	60%	51%	52%	63%
Type of Business Premises					
On the street/ Pavement	34.5%	42%	27%	36%	30%
Open Space	28.0%	36%	19%	29%	27%
Hawking	15.7%	11%	21%	16%	14%
Market Area	13.2%	6%	22%	12%	15%
Small shop or Kiosk	8.7%	6%	12%	6%	14%
Working space has shelter to protect business					
Yes	72.0%	67%	76%	71%	73%
No	28.0%	31%	24%	29%	27%

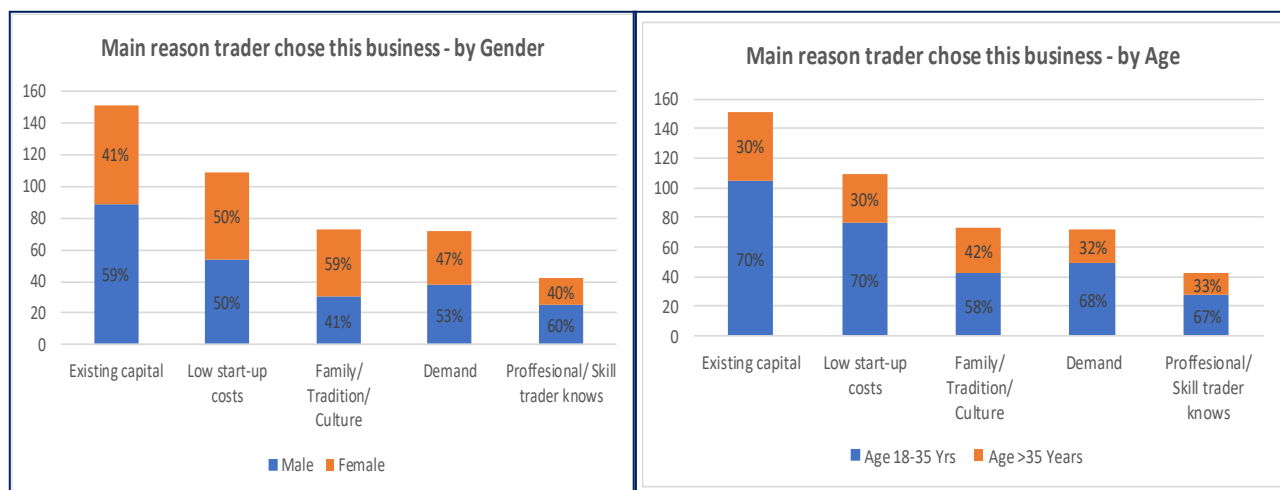
**Table 21: Petty traders business operation disaggregated by Gender and Age Continue**

Indicator	Programme	Gender		Age	
		Male	Female	18-35 Yrs	>35 Yrs
Have an agreement to operate in this space					
Yes	18.6%	16%	22%	14%	27%
No	81.4%	84%	78%	85%	72%
Pay for the space where you operate					
Yes	27.1%	25%	29%	23%	36%
No	72.9%	75%	71%	77%	64%
Who do you pay too					
FEPTIWUL	19.0%	30%	8%	16%	23%
City Corporations	19.0%	19%	19%	25%	11%
Friend	8.3%	10%	6%	9%	8%
Stall owner	21.5%	24%	19%	18%	26%
Other	32.2%	17%	47%	32%	32%
How did you acquire the business					
Started it	93.0%	92%	94%	93%	93%
Inherited it	6.0%	7%	5%	6%	6%
Bought it	1.0%	1%	0.5%	0.7%	1.4%
Ownership type of the Business					
Sole Proprietorship	96.2%	96%	97%	95%	99%
Partnership	3.8%	4%	3%	5%	1%

### 3.8.4 Credit and Market Information:

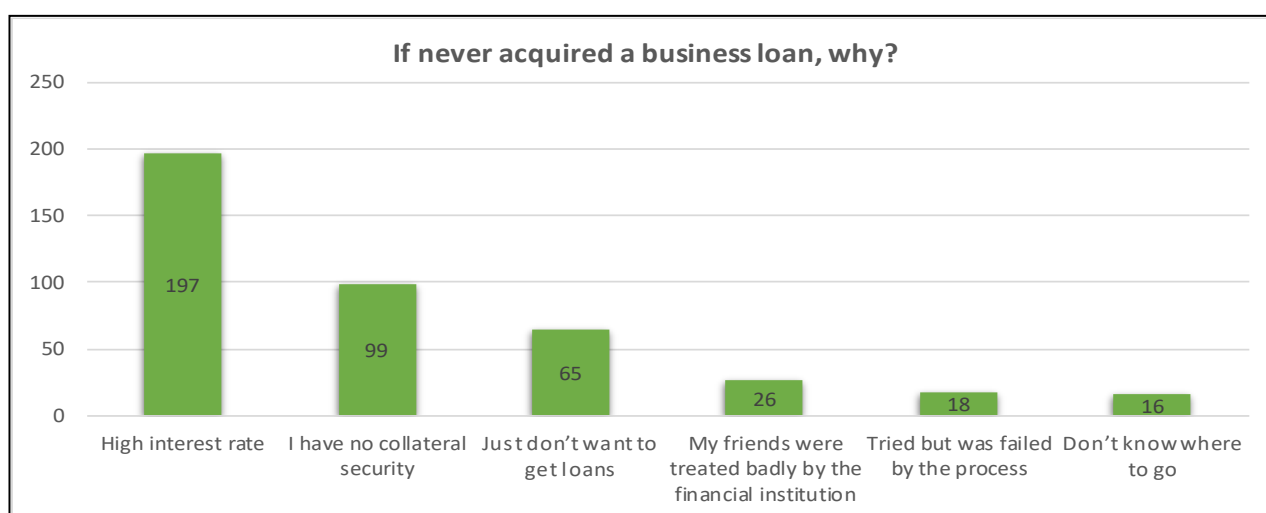
The evaluation inquired from the traders the major reason they chose to operate the business they currently operated. Majority of the traders reported that the main reason they engaged into the business they operated was because of the capital they had would only support their current business while another significant majority reported that the start-up costs required to start such a business were very low as detailed in the Figure 12

**Figure 12: Major reason the trader chose the business they are operating**



The survey also investigated the most important problems in setting up the business. These included obtaining start-up capital, obtaining space or operating premises and finding clients or market for their mechanize. When it comes to funding or financing the start-up or running of the business enterprises, approximately nine in every ten traders used their own savings or retained profits to finance the start-up or running of their business. The main factors or problems that deter traders from expanding the size of their enterprises were mainly economic factors or profitability, obtaining space or premises and access to credit and financial services.

**Figure 13: Reasons why traders don't acquire loans**



One of the under-utilized business financing mechanisms either for start-up or running of the business enterprises is acquiring loans. Results from the study indicate that only 7% of the traders have ever gotten loans to finance the start-up or running of their businesses. Approximately 3% reported to have obtained the



loan from either a family member or a relative or a friend and less from banks, microfinance institutions or money lenders. The major reasons for not obtaining loans from financial institutions is due to high interest rates and lack of collateral security among traders. This explains why the few that have obtained loans preferred to go to their family members, relatives or friends who charge them no or very minimal interest and may not require collateral for these loans.

### 3.8.5 Records Management and Business Registration:

Records keeping and management remain a serious issue among traders with results indicating that only 20% of the traders keep records of their business transactions. This presents huge challenges when it comes to traders recapitalizing their business because they don't have a track of records on how much sales, revenue and profits they make. Expansion of their business enterprises becomes even much more challenging. Majority of the traders (83%) however had their businesses registered with related authorities and had trading licenses.

### 3.8.6 Working conditions of Petty Traders:

Improving the working conditions of traders is one of the core outcomes of the Liberia Country Programme. Results indicate that the proportion of traders with access to storage facilities for business goods after work improved from 89% at baseline to 92.2% at mid-term. Traders in Red-Light market were less likely to have access to storage facilities than traders in the other two markets. Those that have no access to storage facilities return their goods home for storage. Despite the improved access to storage facilities, storage costs remain high for the traders. Storage costs are dependent on the safety of the storage house or facility.

**Table 22: Working condition of Petty Traders**

Indicator	Programme	Central Mon.	Duala	Red-Light
<b>Have where to store business goods after work</b>				
Yes	92.2%	97.4%	95.6%	87.5%
No	7.8%	2.6%	4.4%	12.5%
<b>Have access to sanitation facilities</b>				
Yes	93.7%	97.4%	95.6%	90.7%
No	6.3%	2.6%	4.4%	9.3%
<b>Attended any meeting with FEPTIWUL to discuss issues related to work conditions in past 6 months</b>				
Yes	60.2%	65.0%	63.2%	56.0%
No	39.8%	35.0%	36.8%	44.0%
<b>Experienced theft of business goods in past 6 months</b>				
Yes	40.9%	23.1%	46.5%	47.7%
No	59.1%	76.9%	53.5%	52.3%
<b>Do you think your work place is secure [free from Eviction]</b>				
Yes	38.3%	24.8%	47.4%	40.7%
No	61.7%	75.2%	52.6%	59.3%
<b>Sanitation of the Market Place</b>				
Poor	31.8%	21.4%	23.7%	41.7%
fair	25.0%	9.4%	60.5%	14.8%
Good	43.2%	69.2%	15.8%	43.5%

The proportion of traders with access to sanitation facilities also improved from 91% at baseline to 93.7% at mid-term. However, access at Red-Light is lower than the Programme average and needs to be improved. Results indicate that traders that don't have access to sanitation facilities have nearby homes where they go to ease themselves. Further analysis indicates that 99% of the toilets were within 500 meters from the

traders' place of work and 72% reported the facilities to be within less than 10 minutes reach. The proportion of traders who attended any meeting with FEPTIWUL to discuss views related to traders working conditions in the past 6 months improved from 43% to 60.2%. Like other indicators, this indicator is much lower for Red-Light market (56.0%) compared to the other two markets.

Safety of trader's merchandize is very critical for maintaining their livelihood. The proportion of traders who experienced theft of their business goods has reduced from 54% to 40.9%. Incidences of theft were more reported in Duala and Red-Light than Central Monrovia. Six in every ten traders believe that their trading environment is not secure. Regarding sanitation of markets, majority of the traders in Red-Light (41.7%) felt the sanitation of their market was very poor

**Table 23: Harassment of Petty Traders**

Indicator	Programme	Central Mon.	Duala	Red-Light
<b>Experienced harassment from any authorities</b>				
Yes	44.1%	21.4%	29.0%	64.4%
No	55.9%	78.6%	71.0%	35.7%
<b>Who harassed you: N=197</b>				
City authorities	65.5%	48.5%	66.9%	80.0%
Police	57.5%	68.0%	90.9%	47.5%
Local Leaders	4.1%	0.0%	3.0%	5.0%
FEPTIWUL staff	1.4%	0.0%	0.0%	1.4%
<b>How many times happened in last 6 months: N=197</b>				
Once	18.2%	12.1%	18.0%	28.0%
Twice	23.9%	20.9%	24.2%	40.0%
Thrice	23.9%	12.0%	15.2%	28.1%
Four or more times	34.0%	20.0%	33.1%	48.5%
<b>Forms of violence experienced: N=197</b>				
Physical violence/extortion by local authorities	31.5%	24.0%	27.3%	33.8%
Confiscation of goods	79.2%	76.3%	78.8%	84.0%
Eviction from public space	52.3%	48.4%	52.5%	56.0%

Harassment of traders has significantly declined from 82% at the start of the Programme to 44.1% at mid-term. The proportion of traders that experienced harassment has greatly declined in Monrovia and Duala as shown in the table above. This is attributed to the MOU signed between FEPTIWUL. However, more work needs to be done with PCC and traders in Red-Light with six in every ten traders (64%) reporting to have experienced harassment.

City authorities and the police are reported to harass the traders mostly. Specifically, in Red-Light were the highest experiences of harassment are reported, 80% of the traders harassed reported to have been harassed by a City authority within the past 6 months. The city of Paynesville assumes that Red-Light market is not a legally designated market and the traders in this market need to be relocated to Omega. Experiences of police harassment were more pronounced in Duala Market as compared to other markets. Thirty four percent of the traders reported the harassment to have happened four or more times within the last six months prior to the Mid-Term Evaluation, with traders in Red-Light being the biggest recipient of this harassment.

Majority of the traders (79%) reported confiscation of their mechanize as the biggest form of violence exerted on the traders. The proportion is much higher in Red-Light (84%). Eviction from public space is another highly prevalent violation among traders

**Table 24: Working conditions of Petty Traders, disaggregated by Gender and Age**

Indicator	Programme	Gender		Age	
		Male	Female	18-35 Yrs	>35 Yrs
<b>Have where to store business goods after work</b>					
Yes	92.2%	92%	92%	92%	93%
No	7.8%	8%	8%	8%	7%
<b>Have access to sanitation facilities</b>					
Yes	93.7%	95%	92%	95%	90%
No	6.3%	5%	8%	5%	10%
<b>Attended any meeting with FEPTIWUL to discuss issues related to work conditions in past 6 months</b>					
Yes	60.2%	59%	61%	59%	62%
No	39.8%	41%	39%	41%	38%
<b>Experienced theft of business goods in past 6 months</b>					
Yes	40.9%	39%	44%	36%	50%
No	59.1%	61%	56%	64%	50%
<b>Do you think your work place is secure [free from Eviction]</b>					
Yes	38.3%	37%	39%	36%	43%
No	61.7%	63%	61%	64%	57%
<b>Sanitation of the Market Place</b>					
Poor	31.8%	32%	31%	32%	31%
fair	25.0%	27%	23%	23%	29%
Good	43.2%	41%	46%	45%	39%

**Table 25: Working conditions of Petty Traders, disaggregated by Gender and Age Continued**

Indicator	Programme	Gender		Age	
		Male	Female	18-35 Yrs	>35 Yrs
<b>Experienced harassment from any authorities</b>					
Yes	44.1%	46%	42%	42%	48%
No	55.9%	54%	58%	58%	52%
<b>Who harassed you: N=197</b>					
City authorities	65.5%	67%	64%	70%	63%
Police	57.5%	57%	57%	53%	60%
Local Leaders	4.1%	5%	3%	6%	1%
FEPTIWUL staff	1.4%	1.4%	0.0%	1.4%	0.0%
<b>How many times happened in last 6 months: N=197</b>					
Once	18.2%	16%	21%	15%	24%
Twice	23.9%	19%	29%	27%	18%
Thrice	23.9%	27%	20%	23%	25%
Four or more times	34.0%	38%	29%	35%	32%
<b>Forms of violence experienced: N=197</b>					
Physical violence/extortion by local authorities	31.5%	29%	35%	29%	35%
Confiscation of goods	79.2%	80%	79%	81%	76%
Eviction from public space	52.3%	51%	54%	53%	51%

### 3.9 Results from the Community-Based Enterprise Survey

#### 3.9.1 Introduction:

This section provides findings from the Community Based Enterprise survey. The survey was conducted among waste pickers in greater Monrovia. Quantitative data was obtained from interviews conducted from 23 of the target 30 CBEs, registering a 77% response rate. Seven (7) of the CBEs could not be reached either because they had upgraded to SMEs (2) or non-functional (3) or the proprietor had passed on (1) or deliberately declined to participate in the survey (1).

#### 3.9.2 Socio-demographic characteristics of Petty Traders

Table 26 shows the distribution of the socio-demographic characteristics of the Waste Pickers. A total of 23 Waste Pickers participated in the Mid-term Evaluation. Of these, majority were from Monrovia (n=10, 43.5%) and a significant number of the proprietors (n=19, 83%) were males. Most of the Waste Pickers were above 40 years of age (n=16, 70%) with a mean age of 47 years (SD=12.0) and married (n=19, 83%) with seven in every ten having university as the highest level of education completed. Close to half of the Waste Pickers (n=11, 47.8%) operated within 6-10 communities as detailed in Table 26.

**Table 26: Socio-demographic characteristics of Waste Pickers**

Characteristic	Frequency (n)	Percentage (%)
<b>Local Government Authority</b>		
Monrovia	10	43.5
Paynesville	4	17.4
Clara Town	4	17.4
New Kru Town	3	13.0
Congo Town	1	4.4
Gardnersville	1	4.4
<b>Sex</b>		
Male	19	82.6
Female	4	17.4
<b>Age</b>		
20-30 Years	3	13.0
31-40 Years	4	17.4
>40 Years	16	69.6
<b>Marital Status</b>		
Single	4	17.4
Married	19	82.6
<b>Highest Level of Education completed</b>		
Senior High School	6	26.1
University	17	73.9
<b>No. of Communities where CBE operates</b>		
<3	2	8.7
3-5	10	43.5
6-10	11	47.8

### 3.9.3 CBE Business Operations:

Results indicate that most of the Waste Pickers (n=20, 87%) have been in operation for over 5 Years. This could be explained by the initial Programme by Cities Alliance that supported Waste Pickers in Greater Monrovia, so the LCP builds on successes from that Programme which has sustained them in business. This has seen the clientele base for the waste pickers grow over time with approximately eight in ten waste pickers (n=17, 78.2%) having or serving at least 200 clients as detailed in Table 27.

**Table 27: Business operation of waste pickers**

Characteristic	Frequency (n)	Percentage (%)
<b>Years been in existence</b>		
<2 Years	2	8.7
2-5 Years	1	4.3
>5 Years	20	87
<b>No. of clients served</b>		
<200	5	21.7
200-300	11	47.8
>300	7	30.4
<b>Weekly fees charged per household</b>		
<50	3	13.0
50-100	14	60.9
100-150	6	26.1
<b>Staff employed by CBEs</b>		
<5	1	4.4
5-10	14	60.9
11-20	8	34.8
<b>Average Monthly Pay for Staff (LRD)</b>		
<5,000	9	39.1
5000-9000	8	34.8
10000-15000	6	26.1
<b>CBE Average Monthly Revenue (LRD)</b>		
<100,000	7	30.4
100,000-150,000	7	30.4
>150,000	9	39.1
<b>CBE Average Monthly Profits</b>		
<20,000	8	34.8
20,000-50,000	12	52.2
>50,000	3	13

The majority of the waste pickers charge households a monthly rate of between 200-400 LRD for waste collection and largely they employ between 5-10 staff (n=14, 60.9%) to cover the communities where they operate. Most of the waste pickers pay their staff a monthly salary of less than 10,000 LRD (n=17, 73.9%), with a median pay of 5000. Six in every ten waste pickers are able to generate monthly revenue of up to 150,000 LRD (Median = 100,000). More than half of the waste pickers (n=12, 52.2%) make an average monthly profit of between 20,000-50,000 (Median = 21,000 LRD).

### 3.9.4 Working conditions of Waste Pickers

Results indicate an improvement in the proportion of waste pickers who attend meetings with NACOB to discuss views related to their working environment. The proportion improved from 53% at baseline to now 82.6%. The proportion of households denied access to waste also declined from 28% at the start of the

Programme to 14% at mid-term. Where waste pickers are denied access to wastes, this is done by private individuals who collect waste from households and are paid every time garbage is taken away. They look at CBEs as interfering with their livelihood. The proportion of waste picker who report client refusal to pay also declined from 92% at baseline to 78.3% at mid-term. The proportion of waste pickers who experienced harassment also declined from 43% at baseline to 26.1% at mid-term. Further analysis on the working conditions of the Waste Pickers is detailed in Table 28.

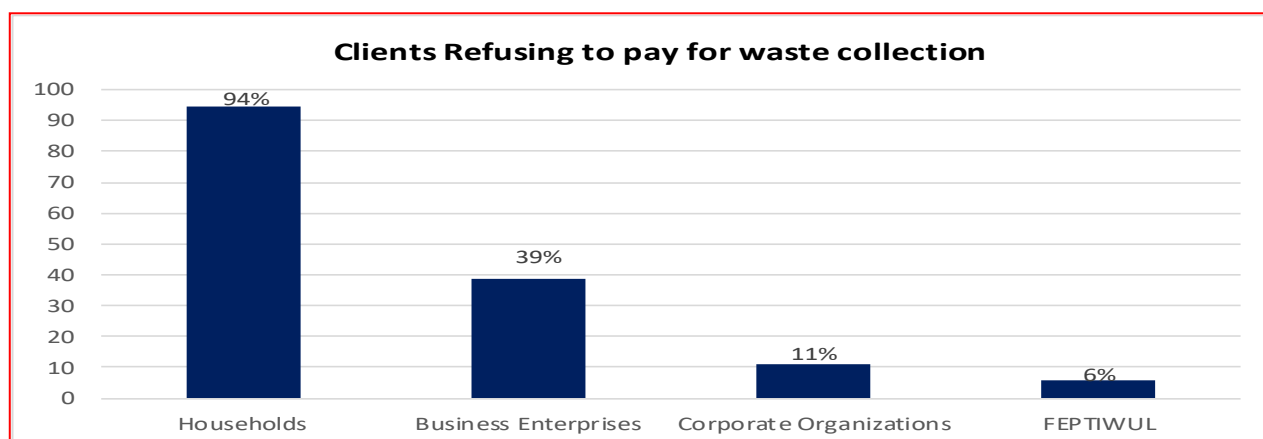
**Table 28: Working conditions of Waste Pickers**

Indicator	Programme Yes	Gender		Age	
		Male	Female	18-35 Yrs	>35 Yrs
Attended any meeting to discuss work conditions with NACOB	82.6%	79%	100%	83%	82%
Experienced theft of your business property or equipment	47.8%	42%	75%	50%	47%
Experienced harassment from any authorities	26.1%	26%	25%	17%	29%
Waste Picker denied access to waste by households	13%	15%	11%	14%	12%
NACOB represents your interests well as CBEs	87%	84%	100%	100%	82%
NACOB engages government on issues that affect your work	87%	84%	100%	83%	88%
Have freedom to express your concerns	87%	84%	100%	83%	88%
Equal opportunities and treatment for all CBEs	65.2%	63%	75%	100%	53%
Feel there are better prospects for capacity devt for CBEs	95.7%	95%	100%	83%	100%
Been denied access to authorized waste disposal facilities	60.9%	68%	25%	67%	58%
Any of your customers refused to pay for service past 6 months	78.3%	79%	75%	83%	76%
Garbage containers/ skip buckets easily accessible	69.6%	73%	50%	67%	71%

Waste pickers who reported to have been harassed within the past six months reported majorly being harassed by city authorities and the police. This corroborates with findings from the petty traders who also highlighted the same individuals to be harassing them. Most of the Waste Pickers (n=4, 67%) reported to have been harassed three times in the past six months. The most frequent forms of harassment were confiscation of equipment (n=6, 100%) and physical violence and extortion by authorities (n=2, 33%).

More than half of the Waste Pickers (n=13, 56.5%) reported to have participated in environmental awareness activities specifically community clean-up activities or voluntary clean-ups. Although all Waste Pickers reported to sensitize their clients on good waste disposal and management practices, they all allude that waste disposal is still a huge environmental concern in the Country

**Figure 14: Distribution of clients who refused to pay for garbage or waste collection**



### 3.9.5 Waste disposal and management practices

Waste Pickers reported that majority of their clients (n=15, 65.2%) dump garbage or waste alongside the garbage bins instead of putting it inside. This is mainly attributed to the difficulty in putting waste inside the bins due to the height of the bins (n=12, 80%), the availability of stray animals such as dogs, mice and birds around the bins (n=4, 26.7%) and the fact that it's difficult to put wastes in the bins due to waste and litter spread around the bin (n=3, 20%).

Seven in every ten waste pickers (n=17, 74%) reported to have either a vehicle, push cart or tri-cycle dedicated for waste and garbage collection while the others highlighted hiring tri-cycles to collect the waste. Push-carts or tri-cycles are the most commonly used vehicles in waste collection with 94% of the waste pickers having dedicated push carts and tri-cycles for waste collection. Only two CBEs have pick-ups dedicated for waste collection. CBEs with dedicated vehicles for waste collection own at least one Tri-cycle.

**Table 29: Waste disposal and management practices**

Characteristic	Frequency (n)	Percentage (%)
<b>Clients dump wastes alongside the garbage bins</b>		
Yes	15	65.2
No	8	34.8
<b>Why do they dump wastes outside the bins</b>		
Difficult to put waste inside due to height of the bin	12	80.0
Difficult due to waste and litter spread around the bin	3	20.0
Stray animals	4	26.7
Other		
<b>Dedicated vehicle or collecting waste</b>		
Yes	17	73.9
No	6	26.1
<b>Vehicles used in Collecting wastes</b>		
Tri-cycle/ Push cart	16	94.1
Pick-up	2	11.8
<b>How do clients mainly store their waste</b>		
Metal bins	14	60.9
Plastic Bins	20	87.0
Plastic bags	20	87.0
Oil drum	8	34.8
<b>How often do you empty skip buckets</b>		
Daily	5	21.7
Weekly	14	60.9
Monthly	1	4.4
Other	3	13.0
<b>Where do you dispose wastes after you've collected it</b>		
Skip buckets	15	65.2
Controlled tipping	6	26.1
Sanitary Landfill	6	26.1

Results further indicate that majority of the clients either stored their garbage in plastic bins (87%) or plastic bags (87%). In terms of Waste Pickers emptying skip buckets, majority reported to empty these buckets on a weekly basis (n=14, 61%). However, others highlighted that the frequency of emptying the skip buckets sometimes is dependent on how fast the buckets get filled up. Sometimes the skip buckets are emptied twice or even more than twice depending on how fast the buckets get filled up. After the garbage is collected, majority dispose it to skip buckets or sanitary landfills.

### 3.9.6 Challenges encountered by CBEs in Waste Disposal and Management:

The survey assessed the problems faced by waste pickers in managing wastes within Greater Monrovia. The assessment sought the opinion of CBEs on how the magnitude of the problem was before the Programme started (3 years ago) and what the situation is currently (after the Programme). The Likert scale was used to rank the situation before and after the Programme – the table below summarizes the outcome of this assessment

It should however be highlighted that the Country Programme has no direct interventions with the Community-Based Enterprises under the Comic Relief grant. But because of Cities Alliance virtuous reputation, track record and reputation with its funders and development partners, the organization leveraged funding from European Union - providing US \$7 million (EUR 5.9 million) in funding two projects on primary waste collection and waste-to-energy that have direct interventions with the Community-Based Enterprises. Comic Relief could leverage additional funding for the Programme to have direct interventions with the CBEs.

**Table 30: Challenges encountered by CBEs in waste disposal and management**

Waste disposal and Mgt Problem	Magnitude of the Problem	
	Before the Programme	After Programme (2019)
Inadequate service coverage [some people not reached with waste collection service]	78%	78%
Lack of financial resources	87%	65%
Lack of trained personnel	65%	30%
Lack of vehicles	87%	57%
Lack of equipment	87%	61%
Existing vehicle/ equipment frequent breakdown	91%	91%
Difficult to obtain spare parts	35%	52%
Lack of capability to maintain/ repair vehicle/ equipment	65%	30%
Dedicated vehicle for waste collection and disposal	91%	87%
No proper institutional set-up for solid waste management service	74%	70%
Lack of National legislation and ordinances on waste disposal & management	91%	91%
Lack of enforcement measure and capability	91%	91%
Lack of planning for waste management	91%	65%
Difficult to access or acquire landfill site	78%	70%
Poor cooperation by Government agencies	87%	70%
Limited support from the community	48%	30%
Adoption of the “Redo and Re-use” approach to waste minimization	83%	78%
Lack of control on hazardous waste	91%	91%
Difficulty in accessing loans and grants	96%	96%



### 4.1 Introduction:

This chapter presents consolidated Programme successes and achievements of the Country Programme half way the Programme life cycle. Further highlighted are facilitators and barriers to achieving full scale results and the lessons learned.

### 4.2 Noticeable Successes and achievements of the Country Programme

- Strengthening of an organized slum dweller federation. The Programme supported the establishment of the FOLUPS as a federation for slum dwellers. The federation has been successful in organizing communities to come together as critical mass to negotiate, influence policy and governance. Slum dwellers have been organized into saving groups - these groups and the settlement forums have created a platform for regular engagement with local authorities for better service delivery.
- Establishing Saving Groups as a social movement for slum dwellers: Prior to the Programme, there were about 50 Saving groups established within slum communities. The Country Programme through its partners SDI and YMCA adopted the SDI methodology and started to network as a federation and has successfully established up to 256 Saving Groups. Groups are basically established through a voluntary process to organize community members to come together to start saving.
- The Programme supported the profiling of 113 slum settlements in Greater Monrovia across 12 LGAs with the process driven by youth, women and community members. The profiling process has been very pivotal in supporting community organization and strengthening of an organized slum dweller federation to organize saving groups, mobilize communities and convene settlement level urban poor forums, which build active and informed citizens and provide a platform for regular engagement with local authorities for better service delivery.
- Strengthening of an organized street vendor association - FEPTIWUL. The Programme has registered enormous success in supporting the organization of street vendors through their federation to advocate for the welfare of informal workers in Liberia. The Programme has built the capacity of the federation's executive members in negotiation skills.
- Capacity Building for Slum dwellers and petty traders:

*Trainings:* The Programme has built the capacity of 1,212 slum dwellers to Profile settlements. Other trainings conduct for slum dwellers include Financial Management and Record Keeping

*Exchange and Learning visit:* Programme supported exchange visits for government officials and slum dweller association leaders. These enhance peer-to-peer learning exchanges with comparable cities. Exchanges of this kind provide an opportunity for peer groups of slum dwellers and workers to learn from each other's experiences, relationships with authorities, and approaches to negotiation. They also enable local authorities to compare and learn from one another. Learnings from Kenya, Uganda, Ghana and Serra Leon were also very helpful in planning and implementing

*Capacitating traders to negotiate for their needs:* The Programme trained FEPTIWUL leaders on how to negotiate with authorities to advance their needs and interests and as a result of the negotiation efforts, Monrovia City Corporation signed an MOU with the traders and this has translated into improving working condition for the traders.

- Signed an MOU between FEPTIWUL and Monrovia City Corporation. Through the various negotiations and engagement with government and cities authorities, FEPTIWUL signed an MOU with Monrovia City Corporation streamlining operations of traders within the City. The MoU established the right to sell at specific locations assigned by the city authorities with traders' association.
- Development of the National Urban Policy Discussion Paper: The National Urban Discussion Policy Paper is the outcome of the feasibility phase, completed in 2017 and the paper has been validated and adopted.
- A significant shift in the direction of the National Housing Authority from focusing on building mortgage housing for people in the high-income pyramid to now focus on interventions around slum upgrading and constructing housing targeting low income people.
- Slum Upgrading and Affordable Housing Framework developed and adopted to ensure that low income earning populations are able to access quality houses. The shift in approach towards addressing issues of people in the low-income pyramid resulted into the development of the Slum Upgrading and Affordable Housing framework which has since been adopted by the National Housing Authority.
- Establishment of the Slum Upgrading Unit within the National Housing Authority: As a result of the Slum Upgrading and Affordable Housing Framework, a Slum Upgrading Unit has been established within the National Housing Authority to handle housing related issues of slum dwellers.
- Development of the Voluntary Gender Relocation Guidelines: Policy level analysis during the HFHI's assessment identified various gaps in the housing policy for Liberia and the Programme moved in to support development of guidelines for relocation of households at risk to climatic conditions or location factors such as sea erosion, flooding due to rising sea level and climatic change etc.
- Bringing the National government, Local government and communities on the same table. The Programme has been able to bring all these stakeholders on the table to discuss issues of common interest and agree together on how to move forward as opposed to using violent approaches to addressing issues.
- Eight (8) CUF Projects constructed: Through the CUF, the Programme has constructed a total of eight projects within supported communities using the data collected through the mapping and profiling exercise. These include six (6) water points, a shower facility and a Kindergarten in West Point.
- Establishment of Association of Mayors: The Programme established the Association of Mayors and Local Government Authorities in Liberia under one umbrella and built the capacity of the association. Taken to Kigali for an exchange and learning visits. The purpose of the association to bring together the leaders to deliberate issues of common interest to their cities and local governments

#### **4.3 Facilitators to Programme Successes and Achievements:**

- Strong and sustainable Partnerships established with Government, Cities and Local Governments, Civil Society and Cities Alliance members. Cities Alliance is Global Alliance with vast expertise in developing and cultivating strong and sustainable partnerships. Partnerships established should be enhanced, while developing more partnerships should also be explored particularly with the Ministry of Finance.
- Negotiation platform: The Country Programme has created a platform where all the stakeholders come sit on the same table to negotiate and discuss issues of common importance rather than resorting to

using violent approached. Relationship building is stronger among Programme partners and stakeholders with corporation and collaboration evident among stakeholders and actors.

- Leverage Cities Alliance's virtuous reputation, track record and credibility: These traits have enabled Cities Alliance win trust of funders and development partners, and have awarded resources to support other community Programmes. For instance, the European Union is providing US \$7 million (EUR 5.9M) in funding for two projects on primary waste collection and waste-to-energy to complement the LCP.
- Monthly Partner Meetings: The Programme has established monthly review meeting as a platform to maintain cohesion among the Programme implementing partners and Cities Alliance. These meetings provide an opportunity to share and discuss progress and planned activities for partners, to discuss managerial, financial, operational, and technical issues pertinent to each partner
- Adopting Community driven intervention. The design adopts community led-initiatives where communities are not seen as beneficiaries but as participants in processes and programs aimed at improving their wellbeing.

#### **4.4 Barriers or Challenges to achieving full scale results**

- Political transition and appointees for positions like City Mayors, deputy Ministers, commissioners and managing directors affecting Programme implementation: Liberia is unique in a way, it's very much a centralized state where majority of the government positions are appointed by the president including the Mayors. Transition in national government leads to transitions in leaders such Ministers, Directors, Mayors etc. yet they are key stakeholders for the Programme. For every newly appointed leader, there is need to build relationships, bring them to speed and getting their buy-in sometimes takes a lot of time which affects progress. For instance, since the Country Programme started, the Deputy Minister of Urban Affairs, who chairs the Steering Committee has changed three times.
- High Staff turnover at Cities Alliance affecting implementation: Since the start of the Country Programme, the Programme has had two task managers that left and also two Country Programme managers have also left. This tends to destabilize the implementation of the programme.
- Rainy season affects Programme implementation. Liberia has two seasons – the dry season and the rain season and each season is 6 months. During the rainy season, minimal activity implementation can happen, which slows down progress.
- Information sharing by partners still a huge challenge. Cities Alliance sometimes is not able to access vital information required on the Programme because partners feel they are not obliged to share the information. There is need to include clauses in partner contracts that provides for Cities Alliance to access any information regarding the Programme and that all data is property of Cities Alliance.
- Bureaucracy tendencies in implementation of the country Programme. This makes decision making difficult due to high levels of consultations that have to be done.
- Resistance from some of the indirect beneficiaries: The Evaluation observes that this resistance stems from managing stakeholder expectation. For instance, while the Programme design highlights MCC as a host for the Programme, the Corporation thinks they should be direct implementers for one of the

Programme components which is not the design of the Programme. Managing stakeholder expectation is critical especially through MOUs to clarify roles and responsibilities of the different stakeholders.

- While the efforts of UN Habitat have been commendable towards the development of the National Urban Policy, progress has not been to the expected levels, development of the policy lags behind schedule. It should be highlighted that delays from any of the Partners affects overall achievement of the Programme results. The Evaluation observes that delays are mainly due to limited capacity on ground – having very few staff on ground by partners with the supervision done from outside the Country. Not having staff on the ground creates these huge delays among partners

#### 4.5 Lesson Learned

- MOUs proven to be effective in improving working conditions of Petty Traders: Findings from the Petty traders' survey indicate improved working conditions for the traders. However, improvement in working conditions is more evident in Monrovia where FEPTIWUL has an MOU with the City Corporation than in Paynesville where no MOU exists. MOUs provide a platform for regulated use of public which reduces tension between city authorities and traders. This best practice should be scaled-up to Paynesville and other cities, counties and districts

- Implementing such a complex Programme in a unique context and setting of Liberia requires partners to have in-country presence. Majority of the delays observed in implementation are majorly attributed to lack of partner presence on ground. Partnership needs to be more localized than being international. This promotes efficiency by reducing the huge administrative burden on the Programme but also allows more effective supervision, coordination and engagement of actors and duty bearers.

- Taking into consideration the uniqueness of countries is vital before adopting best practices and lessons learned from other Country Programmes. While Country Programmes in other countries could have been successfully implemented with minimal or no in-country presence by partners or with political offices steering certain Programme components - it would have been of interest to assess the enabling factors. It's highly likely that in these countries Mayorship positions are democratically elected, therefore more stable in terms of tenure. Also, there could be stronger and robust systems and structures in place at government and city level compared to what is available in Liberia. Future similar Programmes should analyze contextual difference and uniqueness of countries before adopting best practices.

*"Every country is unique in one way or another. Strategies such as Saving Groups are good but adopting this methodology (of Saving Groups) which has been tried and tested in South Africa, Uganda and Kenya and put it in a country whose economy is not doing well may not necessarily work especially with the low levels of literacy. There is need to establish how the methodology can be reconstructed to work in such a setting and context. The same methodology may not work to the same degree or extent. There is need to review and reconstruct methodologies of what works in such a context. Sometimes we are guilty of trying to impose methodologies that they have worked somewhere in Africa without appreciating that even in Africa, there are such differences between countries. The Situation of Liberia falls in a very similar category that we have to make the strategies relevant to the local context otherwise they may not work"* **Key Informant**

- Conflicts or Issues are better resolved through round table negotiations and engagements rather than through violent means: The framework provided by the Country Programme has helped traders appreciate that issues are better resolved through discussions and negotiations rather aggressive approaches. Prior to the Programme, traders and city authorities would never sit on the same table to discuss peacefully and

amicably and meetings would end pre-maturely but the Programme has provided a framework where members sit, discuss, listen to each and harmoniously agree on how to move forward

- The profiling exercise that was conducted in 2017 is an important tool that identified community priorities that need to be addressed by the CUF. CUF projects make use of the available profiling data to identify and implement community projects. Eight (8) projects have been implemented out of the planned 100 projects so far. However, community needs are dynamic and keeping. What could have been the priority needs in 2017 may not be the same priority needs now. Lesson learnt is that the Programme needs to be swift in using such data because as time evolves, community needs will likely change which makes available data not to be great use, which may necessitate fresh assessment being conducted

- Adopting comprehensive multi-sectoral and multi-stakeholder model is the best way to handle complex issues in urban settings and informal settlements. Challenges in such settings cut across health, Environment, Land administration, Roads and Infrastructure, Policy, Education among etc. The Programme brings together various sectors agencies such the Ministry of Internal Affairs, Ministry of Public Works, Environmental Protection Agency, Liberia Land Authority and Liberia Water and Sewer Corporation; City Corporations, Private Sector through Civil Society Organizations such as Foundation for Women and its Partners to work together towards addressing issues in the Cities and slum settlements.

*“The multi-sectoral and multi-stakeholder platform established by the Programme is the way to go with addressing issues in slums because you need to look at issues in a wider and comprehensive sense. For instance, the Liberia Land Authority cannot register success in land administration issues going alone because there are zoning implication, ownership implication, environmental implications, social dimensions etc. so you need to bring all the different agencies and stakeholders such the Environmental Protection Agency on environmental issues, Ministry of Public Works on zoning issues, Liberia Water and Sewer Corporation on WASH issues etc. Will see more success for the Country Programme because of the multi-sectoral and multi-stakeholder approach to working”* **Key Informant**

- Deliverable-based contracts for Partners the way to go: From the analysis of the Partners contracts, we realize that some partners are paid based on certain achievement or production of certain outputs or deliverables while others are paid after a certain time period regardless of what their outputs or deliverables have been. This is a lesson that in future contracting processes, partner contracts should be designed as deliverable based contracts. This promotes efficiency.

- Transition from Grant-based to both grant based and direct implementation requires strong in-country staff presence: The Liberia Country Programme is the first of the kind that Cities Alliance is doing both grant based and direct implementation, transitioning from the granted based model. However, this kind of transition requires strong presence on ground and fully equipped with the required staffing numbers to carry on the mantle. However, through the evaluation, we learn that Cities Alliance had two staff to manage the Programme.

- Political will is vital for success of the Programme but not in directly steering critical components of the Programme. Liberia is a unique country – unlike in many countries where the Mayorship position is democratically elected, in Liberia the position is appointed by the President – in addition to the ministerial positions. These positions are very critical for the Country Programme - the Deputy Minister for Urban Affairs chairs the Programme Steering Committee while the Mayors for Monrovia and Paynesville have a huge stake in steering Programme implementation. Because these positions are appointed, transition in national leadership will automatically lead to transitions for these positions.

This affects Programme implementation as new appointees come with new agendas, ideas and ambitions and sometime hard to pick ideas from their predecessors because of the difference in ideologies. It takes time to have them understand the Programme, therefore getting their buy-in is a process. While political will is critical for the success for the Programme, there is need to make investment in technical staff within MDAs and city corporations such that in the event of transition in power, the technical teams are well equipped to steer the Programme.

*“The Deputy Minister of Urban Affairs has been changed three times since the Programme started. Too much expectations from very powerful political positions that come and go may not serve the interests of the Programme well. If the Programme gets aligned to a person currently in office and later they leave, those who come after him/her would not want to pick his/her ideas because of political reasons but also because their ideas may not be part of their agenda.*

*The Programme needs to invest in technical staff at the City Corporations and government to steer the Programme especially in a country like Liberia where the political parties are in friction with each other. When one goes, the entire system is cleaned up and a new system takes over. Overall leadership of the Programme should be vested into the technical people rather than the political appointees who are liable to change or not being re-elected back in office. Need to focus more on having champions of change within the administration but not leaving out politicians in the struggle because we need them too”* **Key Informant**

- Programme performance reviews and lesson-sharing meetings have provided an opportunity for the Programme to learn from challenges and successes, use learning to develop best practices that have been used to guide and modify implementation of the Programme and shared with other stakeholders. Some practices from the Country Programme have been adopted by other Projects, Cities and Institutions. For instance, the Mayor of Gompaa City adopting the best practice of signing an MOU with traders in that City. These meetings have provided a framework for regular feedback to Partners and technical team to enable them to review their action plans on a regular basis.
- Effective coordination of Partners and stakeholders is key towards success of the adopted model. Such a complex model where Partners have no in-country presence requires robust coordination, monitoring and supervision methodologies to deliver the Programme objectives. The Programme instituted Programme Steering Committee, Partnership Coordination meetings through the Technical Working Group which is constituted of Cities Alliance, Partners and their affiliates aimed at ensuring efficient coordination of activities and resources, information, and stakeholders; day-to-day supervision and management of operations; and tracking status of achievement of Programme objectives and targets.

### 5.1 Introduction

This chapter presents finding on Emerging issues from the Evaluation, gains that should be consolidated and key areas of focus for the Programme in the final half. It also provides an analysis of integration of gender issues into the Programme and Monitoring, Evaluation and Learning processes for the Programme.

### 5.2 Other Emerging issues from the Evaluation

- The Country Programme has a strong Programme Steering Committee chaired by the Deputy Minister of Urban Affairs and member composition of the City Mayors for Monrovia and Paynesville, Commissioners and Directors from government agencies such as the Ministry of Internal Affairs, Ministry of Public Works, Liberia Land Authority, Liberia Water and Sewer Corporation and the Environmental Protection Agency. These are persons with power, influence and authority. However, the Programme needs to take full advantage of this platform in pushing through its agenda especially where there are huddles.
- The Evaluation established minimal engagement of township commissioners in Country Programme activities. This presents a huge missed opportunity in closing the government-local government-community relationship.
- Untapped potential in the Community Upgrading Fund (CUF). The greatest bargain of the Programme to provide tangible benefits to its beneficiaries is through the CUF. Community expectation where aroused by the profiling exercise and the settlement forums where they identified priority needs to be addressed through the CUF, however communities are starting to lose hope highlighting this to be same as other usual Programmes that come collect data and make promises but never fulfil.
- The lack of Partner presence on the ground to a greater extent affects implementation of Programme activities. There overhead costs incurred by the Programme that could be avoided with partners having presence on ground, but also some of the delays observed in implementation could be avoided if the Partners had in-country presence in Liberia. This ensure effective supervision, monitoring and Programme quality assurance.
- The profiling data is a huge resource to the Programme. It clearly highlights were the gap is and provides good entry for donors, partners and civil society organizations in addressing gaps within informal settlements. The evidence is available on what needs to be addressed at community level, however processes require communities to first submit proposals before CUF moves in to support the projects. While it's appreciated that due diligence needs to be done, would propose that Cities Alliance may uses the profiling directly to implement community projects
- Information sharing needs to be enhanced: The Evaluation observes that the Programme has an information repository portal where information about the Programme is stored. Other information sharing avenues need to be explored to ensure information regarding the Programme is widely disseminated to stakeholder especially township commissioners who seem to have very minimal access to Programme information.

### 5.3 Gains that can be consolidated

- The Programme Steering Committee as a decision-making body for the Programme but also as a platform that coordinates partners and stakeholders to review implementation of the Country Programme's, its progress and evaluate new opportunities as they arise. The Programme Steering Committee meetings have provided a platform that hosts learning and policy dialogue events, and created a set of high-level dialogues on key cross-cutting issues relevant to the country Programme.
- Winning trust of communities: Majorly because the Programme put emphasis on community led-initiatives. Allowing community members to profile their own communities or select priority projects to address their needs was vital in winning trust for the Programme. Slum dwellers started considering themselves not as beneficiaries of the Programme but as participants in processes and programs aimed at improving their wellbeing. This has greatly contributed to community ownership and common accountability for the Programme.
- Strong and sustainable Partnerships established with Government, Cities and Local Governments, Civil Society and Cities Alliance members. Cities Alliance is Global Alliance with vast expertise in developing and cultivating strong and sustainable partnerships. Partnerships established should be enhanced, while developing more partnerships should also be explored particularly with the Ministry of Finance.
- Leverage Cities Alliance's virtuous reputation, track record and credibility: These traits have enabled Cities Alliance win trust of funders and development partners, and have awarded resources to support other community Programmes. For instance, the European Union is providing US \$7 million (EUR 5.9 million) in funding for two projects on primary waste collection and waste-to-energy to complement efforts of the Country Programme. These projects have substantially expanded the Country Programme.
- Leveraged skills and expertise Cities Alliance partners on the Programme. The Programme brings together partners with different specialties, expertise with proven history and track record in implementing projects in their areas of expertise. HFHI has a strong housing experience, WIEGO brings expertise working with informal workers, UN Habitat brings expertise in policy development while SDI brings experience in organizing informal settlement.
- Exchange and Learning visits. Exchanges among Country Programme participants have exposed national, municipal and community leaders to a wide range of possibilities and brought a new dynamism to the urban agenda.
- Dialogue on urban issues through the Settlement, Municipal and National forums: National, Municipal and Settlement forums have been established by the Country Programme to provide space where stakeholders engage in dialogue to inform urban policy agenda and investments. These stakeholders include Government, Local governments, City Authorities, Urban Poor representatives, private sector and partners
- Signing MOU between Petty trader leaders City Corporation. This best practice between Monrovia City Corporation and FEPTIWUL should be adopted by Paynesville City Corporation but also across other Cities, Counties and Districts. Neema City has already adopted this best practice



#### 5.4 Areas of focus in the remaining half of the Programme

- Community Upgrading Fund (CUF): Emphasis should be on implementation of the CUF. Community expectations are quite high regarding CUF projects considering that most Programme outcomes have non-tangible results. While the non-tangible results remain very critical for the Programme, there is need attach in equal measures emphasis on tangible outcomes. CUF presents the Programme an opportunity to deliver tangible results to the communities through the Community infrastructure projects such as water points, toilet facilities, community halls, shower points etc. as identified from the profiling and settlement forums.
- Engaging Paynesville City Corporation to have an MOU the traders: From the Petty's traders, results indicate much improved working condition for traders in Monrovia than in Paynesville due to the MOU between the City Corporation and the traders. This best practice should be adopted by City Authorities in Paynesville. Cities Alliance should consider engaging selected Programme Steering Committee members in the negotiations and engagements.
- City Development Strategy (CDS): While the Strategy is a plan of how the metropolitan area will look and will provide a framework for better planning and management of the Cities. Urgent focus is required given the complex phases the strategy has to go through in its development.
- Capacity Building for Local Government officials: The Country Programme is meant to build the capacity of local government officials to capacitate them with knowledge and skills, and be able to apply this knowledge into pro-poor urban planning programming. This needs to be expedited given its importance in ensuring long term sustainability of Programme interventions.
- National Urban Policy (NUP): Development of the National Urban Policy is far behind schedule and there concerns that if the developed process is not expedited, the Programme likely will not achieve this outcome. However, this is still within the control of the Programme and still achievable once given the deserved attention such as having a full-time consultant, garner more support from the Ministry of Internal Affairs, demand more outputs and results from UN Habitat, and stronger supervision from Cities Alliance
- Completion of sustainability plans for CUF Projects by YMCA: Eight (8) CUF projects have been constructed by the Programme, however the projects are yet to be commissioned due to lack of sustainability plans. There is need to fast track this process for communities to start using these facilities.
- Stronger focus on developing and Piloting housing finance and mortgage products: With the MOU signed with Foundation for Women, there is need to fully engage the MFI to enhance the housing microfinance environment and develop housing products relevant for low income communities
- Stronger engagement of Township Commissioners: The Evaluation established minimal engagement of township commissioners in Country Programme activities. Need stronger engagement –city and national forums, CUF projects and monitoring and supervision of PASSA and CUF projects
- Improving Cities Alliance's visibility: While adopting the new model of operation intended to improve Cities Alliance's in-country presence and visibility, Cities Alliance's visibility remains weak - evident in Programme branding, communication and Marketing. At community level, YMCA is more recognized than Cities Alliance – investments at community level are attributed to local implementing partners who take credit for the successes and impact. The kindergarten at West Point for instance cannot be credited to Cities Alliance because there is no signage or brand material to tag the investment to the Programme. While the water points have signages, visibility generally needs to enhanced.

## 5.5 Areas for strengthening by the Programme

Information sharing: Stakeholders highlighted information sharing as an area that the Programme could strengthen. While the Programme has an information portal where all documents regarding the Programme are stored, very few stakeholders know about this portal. There is need to sensitize partners more about this portal. The Programme could also consider developing a dissemination plan for sharing Programme results.

Partner Monitoring and Evaluation: Need to work out modalities on strengthening partner MEL processes. This will be a challenge considering partners have no presence in-country but also that some don't have dedicated MEL staff. This makes M&E capacity building for M&E very challenging but this is an area that needs to be strengthened in the final half for the Programme to better track partner results.

Stronger relationships with Local Government Authorities. Focus should be on building stronger and effective working relationships with township Commissioners, adapt best practices for managing such relationships to maximize Programme impact. This should be reflected right from the slum dwellers federation that works at community level and cascaded upwards for partners and Cities Alliance to build much stronger relationships with the Commissioners by involving them in Programme activities

Relationship with Monrovia City Corporation: From the information gathered, there is an on-and-off relationship between Cities Alliance and Monrovia City Corporation. This is arising from the fact that MCC presumes they should be implementing at least one component on the Country Programme which may not have happened. However according to the design of the Programme, MCC is not an implementing partner. There is need to manage expectations for better and stronger relationships. Where possible have an MOU with MCC clearly highlighting roles, responsibilities and mandate of MCC regarding the Country Programme.

## 5.6 Opportunities available to achieve full scale results

- Stability of staff: There is more stability and less turnover among the Programme staff. The first two years of the Programme saw two Country Programme Managers and two Task managers leave the Programme which affected implementation. There is much more stability and consistency now – since the loss of the two Country and Task Managers, the Programme has successfully retained all staff who were available at the time but also attracted new experienced staff. The Programme now boasts of the right capacity, technical expertise to steer the Programme to greater heights.
- Stronger M&E. The Programme M&E is much stronger due to stability in this position. The current M&E Analyst has served longer than any staff on the Programme, therefore knowledge resource for the Programme.
- Additional staff: The Country office in Liberia boosted its staffing number with additional staff recruited to support the EU project. While the EU recruited staff do not work on Comic relief's funded Programme, the staff from the two projects leverage each other's expertise and skills which has resulted into better coordination, cohesion and knowledge sharing (purely on interaction level)
- Much better coordination of stakeholders, partners and their affiliates: The Programme has strengthened coordination mechanisms for partners and stakeholders through the Programme Steering Committee, Partnership Coordination Meeting, and Technical Working Group Meetings. This led to unified implementation of the Programme.

- Stronger leadership: The Programme has much stronger leadership which is results oriented and performance driven. There is evidence of good work practices, ability to make sound decisions, good networking and collaborating skills, and the ability to initiate and nurture ethical partnerships
- Fairly independent secretariat in Liberia. Albeit the Cities Alliance secretariat in Liberia not being fully independent, strides taken to ensure full independence. Situation is much better than it was two years ago. Although a few issues still remain, decision making is now much faster which has improved supervision and coordination.

## 5.7 Integration of Gender and Youth in the Country Programme

It's evident within the Programme structures that gender and Youth are integrated into Programme activities. Particularly, the profiling process was driven by youth and women. Interventions around Petty traders are designed to ensure equal opportunities to both men and women, and Youth to improve their wellbeing and livelihoods.

With the Saving Groups, majority of the members in the Groups are women. Data from the Programme indicates that 70% of Saving Group membership are women, with most of the Group chairpersons being women. This is further confirmed from the Household survey where member who reported to be in a Saving Group, seventy one percent (71%) are women. It was observed that some of the Saving groups are purely comprised of Youth while others are purely women. In addition, the Chairperson of FOLUPS is a Women. This demonstrates the Programme's commitment to address Gender, Women and Youth issues.

YMCA is currently developing constitution and guidelines for the Saving Group and FOLUPS to support better governance. Within these documents, a section on Gender Mainstreaming has been incorporated and It's a pre-requisite to have this section before the documents are approved. Grant proposals submitted by partners also must have a Gender Mainstreaming section before they are approved for funding. A Gender assessment screening is applied to each proposal to enhance gender issues are well articulated.

At Programme level, when for instance making participant invitations for workshops, seminars or meetings, the Programme ensure that a certain percentage of slots is located to women. At the Cities Alliance Secretariat in Liberia, 30% of the staff are women and this is slated to improve further due to change in policy on recruitment by UNOPS. UNOPS has a target of having 50-50 staff ratios for gender. It has been embedded in UNOPS HR policies and guidelines on recruitment.

According to the HR policy, if you shortlisted candidates for any position without a woman, the entire process is nullified and the position re-advertised. Secondly – during interviews, if a pass mark is set to say 75%, and after interviews, a man scores higher (than then the woman) but then the woman has scored above the pass mark, the job is given to the women. Its therefore not by chance that women numbers are growing in Cities Alliance.

Regarding implementation, the Programme has ensured that both male and female staffs have equal opportunities to setting performance goals and priorities for the Programme. Both Men and Women also directly engage in implementation of participatory M&E approaches. The MEL framework for the Programme has gender sensitive indicators with focus on generating, analyzing and presenting gender disaggregated data.

## 5.8 Programme Monitoring and Evaluation

### 5.8.1 M&E structure for the Country Programme

The Programme has a dedicated Senior M&E Specialist responsible for managing all MEL tasks for the Country Programme. He has provided oversight and direction for all MEL processes including designing and implementing a robust and comprehensive Monitoring, Evaluation, Learning and Reporting system that emphasize reliable, accurate and timely reporting against Programme targets and indicators. Cities Alliance office in Brussels hired an M&E Advisor who provides backstopping support to the Country Programme.

Appropriate MEL Tools and frameworks have been developed to measure progress and demonstrate impact of the Country Programme. These include the Programme Log frame, Programme Monitoring and Evaluation Plan, Programme Management Information System (PMIS) and Programme Indicator framework with appropriate data collection tools to aid data collection for Programme indicators.

Processes are in place to ensure that adequate information is available for Programme management, and that data collected is consistent with Comic Relief's Performance Management Plan (PMP) and Cities Alliance's indicator framework and reporting requirements. Cities Alliance is responsible for providing overall MEL oversight to the Country Programme. However, partners are entirely responsible for MEL activities for the components they support but overall role MEL is vested with Cities Alliance.

The Country Programme requires partners to submit data to Cities Alliance for reporting to Comic Relief, and this happens bi-annually. Considering some of the partners have no dedicated staff for M&E, this presents challenges in partners monitoring their performances, affects the quality of partner reports but huge delays in reporting. It's however not clear how the Country Programme M&E system feeds into the national level reporting systems or how the Programme is supporting enhancement of national M&E systems including building M&E capacity for the sector ministries and agencies supporting the Programme.

### 5.8.2 Existing M&E Gaps that need to be strengthened

- The Programme has a well-developed Theory of change (TOC) with clear representation of how the Programme is expected to achieve the intended results. However, for the theory to provide a more logical and reasonable description of why Programme activities shall lead to the intended results or benefits, the following recommendations are proposed;
- ✓ Intermediate outcome 3.1 about the development of the City Development Strategy is better suited to contribute to intermediate outcome 4 *"National and city level policy, planning and legislative environment for resilient and inclusive urbanization benefits recognition and voice of the urban poor."*
- ✓ The theory needs to identify the underlying assumptions, events or conditions that may affect achieving the Programmes outcomes. Assumptions about causes and effects within the Programme are not highlight. These assumptions are critical in Evaluating the Programme performance
- The design and coherence of the Programme MEL structure needs to be enhanced. While partners are responsible for MEL processes for the components they support, partner M&E systems should feed into the Programme MEL System. Cities Alliance should take overall leadership in the Programme M&E including partner M&E. MEL tools and frameworks used by partners should be with approval from Cities Alliance to ensure that data collection is consistent with procedures and definitions set out in MEL Plan.

- The Programme has too many indicators tracked, with a sizable number not related to the Programme result areas while others are not clear about what type of change is implied. There is need to be dropped some indicators and retain only those that are appropriate and useful in measuring the envisaged change.
- To further strengthen M&E, its best practice that all partners have staff fully dedicated for M&E. The Evaluation observes that only a handful partners have M&E staff. This affects the quality of partner reports but also partly explains reporting delays observed from partners. In future contracting processes, having a dedicated M&E staff should be a pre-requisite prior the grant award.
- Timeliness in report submission: Data and reports that are sufficiently current and frequent better inform management decision-making when they are received by the established deadline
- The Evaluation observes that Partners report every after six months to Cities Alliance. This is long a period in ensuring that actual activities conform to planned activities and responding to any deviations from planned performance. Frequent reporting helps to re-direct project inputs, resources and schedules in order to ensure that anticipated deviations either don't materialize or when they do, may not seriously affect the overall quality or efficiency of the Programme. Quarterly reporting is ideal
- M&E budget: Increase budgetary allocation for M&E activities for the Country Programme to effectively track Programme Performance.
- Additional M&E tools: The following monitoring tools will further strengthen the Country Programme's M&E System - Standard Operating Procedures on data Collection, Analysis, Reporting, Data Flow and Reporting

### 5.8.3 Proposed review in Programme indicators

As earlier discussed, the Programme has many indicators for which a sizable number do not align with the Programme results while others are not clear about what type of change is implied. The following indicators are recommended for dropping from the Programme indicator framework

**Table 31: Indicators recommended for dropping from the Monitoring framework**

SNo.	Description
<b>Indicators Recommended for dropping from the Monitoring framework</b>	
1.	Number of slum and/or low-income households who access housing finance
2.	Number of slum/low-income households who access technical support/housing support services.
3.	Residents of slum/low income housing have increased access to knowledge, learning opportunities and services with which to improve the physical quality of housing structures, quality of life and resilience to climatic hazards and other localized risks
4.	Evidence from local government officials capacitated of their degree of learning and application of knowledge of pro poor urban planning
<b>Indicators Recommended for Addition to the Monitoring Framework</b>	
1.	Number of housing micro loans disbursed by Financials Service Providers to low income people/slum dwellers
2.	Average Partner financial institution's outstanding housing portfolio
3.	Number of FSPs partner financial institutions offering housing products to low income

	households.		
4.	Number of households accessing housing services and products from LFs		
5.	Number of community members who indicate that they have adopted safe shelter practices		
6.	Number of officials trained on PASSA processes and implementation who report having more confidence to conduct PASSA in the future		
7.	Government of Liberia through NHA endorses one gender responsive relocation guidelines document in principle.		
8.	Number of people consulted in the development of the gender responsive relocation guidelines		
9.	Number of community infrastructure projects implemented		
<b>Indicators whose targets are recommended for Revision</b>			
<b>Indicator</b>		<b>Current Target</b>	<b>Proposed Target</b>
1.	Total financial resources mobilised for follow up implementation of endorsed slum upgrading (SU) strategy	USD 5,000,000	USD 500,000
2.	HFHI affordable housing demonstration projects	2	1
3.	Total financial resources mobilized for follow up implementation of endorsed CDS	USD 5,000,000	USD 500,000
4.	CUF Project Outputs	100	60 to 70

## CHAPTER VI: CONCLUSION AND ACTIONABLE RECOMMENDATIONS

### 6.1 Introduction

The foregoing chapters had presented and discussed the findings of the Mid-term Evaluation, key achievements of the Programme so far, emerge issues, lessons learnt, the facilitators and barriers to achieving full scale results, and the key areas of focus for the remaining half of the Programme. This final chapter draws some conclusions and makes recommendations for improving Programme performance for the remainder of the Programme duration.

### 6.2 Conclusion

Overall, the Liberia Country Programme is making strides towards attaining Programme objectives and outcomes. Programme Challenges notwithstanding, initial signs points towards success in attaining the desired results.

Regarding intermediate outcome 1, The Programme has demonstrated capacity to strengthen slum dweller and working poor associations to organize, negotiate and actively influence city governance. Slum dweller federation and the informal workers union have established and strengthened, up to 113 slum communities have profiled and settlement, city and national forums convened. At least 80% of this outcome has been attained.

Regarding intermediate outcome 2, progress has been made in empowering slum dwellers and working poor communities to meaningfully participate in and shape more equitable city governance, planning and service delivery. Through the profiling exercise and settlement forums, communities have been involved in identifying and selecting priority community infrastructure projects in a manner that is participatory, transparent and accountable. While the Community Upgrading Fund has also been established to support implementation of selected community infrastructure projects, eight (8) of the target 100 CUF projects have been implemented. Broadly, the outcome is achievable once implementation of highlighted activities is expedited.

Regarding outcome 3, the Slum Upgrading and Affordable Housing Framework has been developed and being implemented while the Voluntary Gender Responsive and Relocation Guidelines are being finalized for adoption by government. The establishment of the Slum Upgrading Unit within the National Housing Authority to handle slum upgrading issues in Liberia is a signature achievement for the Programme. More work needs to be done with the development of the CDS and the Micro Finance Institution to develop housing products targeting the urban poor needs. Broadly, the outcome is achievable once implementation of highlighted activities is expedited.

Regarding intermediate outcome 4 – Progress of developing the National Urban Policy has been slow and behind schedule. The area of capacity development for local government officials remains pending yet critical for long term sustainability of Programme interventions.

Generally, efforts that have gone into attaining Programme objectives and outcomes are commendable. Therefore, attainment of Programme objectives and outcomes is still within the control of the Programme. If the lessons learned and best practices can be scaled-up, challenges addressed and recommendation implemented, the Programme is destined to attain its objectives and outcomes.

## **6.3 Recommendation**

### **6.3.1 Recommendations to Comic Relief**

Sustainability of the CUF is largely dependent on cost-recovery mechanisms or community's ability to co-finance projects. With the nature of communities supported by the Country Programme, this is an unlikely possibility. Comic Relief could consider establishing a revolving fund to address the short-term financing difficulties that the communities may experience in financing community infrastructure projects when the CUF and PASSA end.

Future funding for Programmes of this nature should consider setting aside funds to test and pilot innovations. The Programme is supporting the development and use alternative construction materials that are low-cost and high quality to scale-up incremental housing in slum communities. However, does not provide for testing and piloting of these material. Best practice would be piloting and testing the material through construction of physical infrastructure projects to demonstrate to stakeholders that the technology works and is scalable.

### **6.3.2 Recommendations to Government**

Finding from the Household Survey is that close half of the households (40%) in slum communities are renting their homes. In this respect, rental housing is an important affordable housing solution, especially for the urban poor who cannot be homeowners. Government should therefore formulate measures to govern and promote rental development - including a rent-control system that would ensure that unscrupulous landlords do not over-exploit the poor. Such policies should take into account local dynamics and existing housing market conditions.

Adoption of the Public-Private-Partnerships (PPP) Model of affordable housing provision: Globally, countries are increasingly adopting this model where governments use mechanisms such as policy reforms, land and tax incentives, and subsidies to incentivize the private and the not-for-profit sectors to engage in affordable housing development for the poor. Government lacks the financial capacity to directly provide affordable housing and urban infrastructure to a large population in slums and informal settlements. Adopting a PPP model for the provision of housing and urban development, if appropriately and effectively applied, will offer greater value for money than traditional models.

Building on the Public-Private-Partnership, considering the Programme did not provide for testing and piloting of the low-cost research-based building materials, government should work with the lead-firms in piloting and testing these materials to demonstrate to urban poor that the material work, are of quality, less costly and scalable. Once production is scaled-up, I recommend that government adopts this technology for any future government construction projects to pilot and test the material.

### **6.3.3 Recommendations to Cities Alliance**

The Programme places emphasis on improving the quality of life, jobs and socio-economic conditions of slum dwellers as key in slum upgrading and building resilient communities. However, building resilient communities is highly associated with improved livelihood outcomes. Therefore, creating conditions which not only improve the housing and living condition but also the economic prospects is key in slum and urban upgrading Programmes. While providing safe and secure work spaces and improved working environment is intended to strengthen urban poor livelihoods, there is need for the Programme to focus on direct livelihood interventions at community level.



Working directly with government agencies, City Corporations and local government is an important long-term sustainability strategy for Programme interventions. This presents an opportunity for integration of Programme pieces into City and Sector Development Plans and frameworks. For government financing, these should be incorporated into budget framework papers, approved by the Ministry of Finance. The Ministry of Finance is therefore a vital stakeholder that the Programme should be engaging to strategically position certain Programme elements for incorporation in budget framework papers for possible funding when the Programme ends.

Attainment of full-scale results in the remaining period requires partners to up their efforts and be on top of implementation with minimal bureaucracies and delays. This necessitates stronger management, leadership and coordination from Cities Alliance considering partners are not on ground. Therefore, monthly individual Cities Alliance-to-partner meetings should be initiated in addition to the existing coordination structures. This will enable maximization of operational efficiencies, ensure systemic planning and focused support to partners to deliver their outcomes.

Cities Alliance's visibility remains weak despite changes in the mode of operation that intended to increase the institution's visibility. At Community level, credit, success and impact for community investments are attributed to local implementing partners, with minimal recognition of the funding entity. There is need to implement sharper visibility strategies – likely developing a visibility and communication plan for better recognition, creating identity and positioning the institution as a leading player in transformation of cities and slum communities. All Programme investments, resources, materials, signages etc. should be branded (including partners) with Comic Relief and Cities Alliance logos to increase visibility. Best practices can be adopted from organizations with strong visibility such as USAID

Considering the Programme did not provide for testing and piloting of the low-cost research-based building material - once production is scaled-up, I recommend that Cities Alliance directs at least one or two CUF projects in form of community Halls, toilet or any new construction projects make use of these new material to pilot and test them, and demonstrate to communities that the technology and innovations works and is scalable.

The finding that some partners are expended funds based on achievement of agreed deliverables in the contract while others after elapse of a certain period regardless of their deliverables is a rare programming practice. The Programming landscape has immensely changed due to demand for results, accountability and performance. Therefore, future contracting processes should ensure consistence and uniformity in contract design across partners – with focus on deliverable or output-based contracting.

The Programme has a well-developed Theory of change (TOC) with clear representation of how the Programme is expected to achieve the intended results. However, for the theory to provide a more logical and reasonable description of why Programme activities shall lead to the intended results or benefits, the following recommendations are proposed;

- ✓ Intermediate outcome 3.1 about the development of the City Development Strategy is better suited to contribute to intermediate outcome 4 *“National and city level policy, planning and legislative environment for resilient and inclusive urbanization benefits recognition and voice of the urban poor.”*

- ✓ The theory needs to identify the underlying assumptions, events or conditions that may affect achieving the Programme outcomes. Assumptions about causes and effects within the Programme are not highlight. These assumptions are critical in Evaluating the Programme performance

To further strengthen M&E, its best practice that all partners have staff fully dedicated for M&E. The Evaluation observes that only a handful partners have M&E staff. This affects the quality of partner reports but also partly explains reporting delays observed from partners. In future contracting processes, having a dedicated M&E staff should be a pre-requisite prior the grant award.

The Programme has too many indicators tracked, with a sizable number not related to the Programme result areas while others are not clear about what type of change is implied. There is need to be dropped some indicators and retain only those that are appropriate and useful in measuring the envisaged change. Indicators recommended for dropping are highlighted in the Section 5.8

#### **6.3.4 Recommendations to Partners**

While attainment of Programme objectives and outcomes is still within the control of the Programme, this is much dependent on implementation of pending activities and fast tracking their outcomes. Focus for Partners should be on consolidating the gains made in the past years, scaling-up lessons learned, adopting best practices and addressing challenges that affected achievement of full-scale results as highlighted in the Partner level analysis.

Development of the National Urban Policy (NUP) lags behind schedule and concerns of this not being achieved if processes are not expedited. However, once given due attention this is achievable. We strongly recommend having a full-time consultant to oversee the development of the policy. UN Habitat should consider reviewing the contract terms for the current part time consultant. With more support from the Ministry of Internal Affairs, stronger supervision from Cities Alliance and more demand for results from UN Habitat, the outcome will be attained on schedule.

Results from the Petty traders' survey show better outcomes in Monrovia than Paynesville due to the MOU. Authorities in Paynesville view Red Light as a problematic market in the city, dirty, not a good place to work for street vendor, and not a good place to buy goods. Traders in that market are considered problematic, who don't want to follow city regulations and ordinances. Building on already existing relationships, all parties should work towards having an MOU in place address these issues. There is need for FEPTIWUL and Cities Alliance to continue engaging city leadership to resolve outstanding issues. Recommended is the involvement of the Programme Steering Committee in these negotiations.

While the Programme is making strides in addressing Sanitation and Hygiene issues in communities, challenges still remain. Focus should be on consolidating gains made so far and complementing them with awareness, education and sensitization of communities on best practices of WASH. Strides made will yield better results and impact if communities' behaviors, attitudes and practices regarding sanitation are given due attention. There is need to adopt Social Behavior Change Communication (SBCC) as a strategy for promoting positive and sustainable practices and behaviors at community level to promote better practices and behaviors towards sanitation and hygiene.

More investments should be made to address community priorities through the CUF projects. Completion of sustainability plans for CUF Projects by YMCA should be given urgent attention. Eight (8) CUF projects

have been constructed by the Programme, however the projects are yet to be commissioned for use due to lack of sustainability plans. There is need to fast track this process

Need to update the Petty traders' database: The federation currently doesn't have an updated database of currently registered members. The last update was done two years ago. Because of free entry into the informal sector, the current numbers for petty traders should be much higher the 5,000 reported by the federation which affects planning processes.

FEPTIWUL should work with city authorities to provide traders formal agreements permitting them to operate in allocated space. Providing traders agreements to operate in allocated trading space improves security of their business. Findings from the Petty traders' survey indicates that only 18% of the traders had agreements authorizing them to operate within the current space and they felt their business was more secure compared to those who didn't have agreements.

Supporting members to improve records management and documentation practices and helping them to understand the value in keeping and maintaining records. This will enhance business growth processes through recapitalization because of taking good stock of their business transactions

Establishing or strengthening "Cash Round Groups" commonly known as SUSU to enhance access to finance and credit for the traders. With the traders having less interest in borrowing from MFIs, the federation should support traders to establish or strengthen SUSUs to help traders to mobilize resources to expand their business enterprises.

Strengthening systems and structure for FOLUPS Saving groups. Groups lack operational tools, manuals and procedures for running their day-to-day business.

Scaling-up the spread of Saving Groups in all the communities that have been profiled by the Programme. Results from the Evaluation indicate that Saving Groups are concentrated in a few communities and not in other LGAs.

Results from the petty traders' survey indicate that only 60% of the traders attended any meeting with FEPTIWUL to discuss issues related to their working condition, this was however much lower in Red-Light (56%). Although this improved from 43% at baseline, the federation needs to enhance this further.

### Securing livelihoods for Petty Traders through an MOU with Monrovia City Corporation

#### MOU with City Authorities, Better and Secure Working Conditions



Photo: Comfort Doryen, the National Chair Lady of the Federation of Petty Traders and Informal Workers Union of Liberia (FEPTIWUL)

**“Today, when city authorities or police find our members selling from unauthorized locations, they come to us and inform us and we go and relocate the traders to gazetted trading places. But this is because of the MOU that we signed with Monrovia City Corporation”**

**Comfort Doryen,  
FEPTIWUL, National Chair Lady**

The number of habitants in Greater Monrovia has in the past increased drastically since the end of the war. Many people have moved into Greater Monrovia but because national government cannot absorb the increasing number of habitants into the work force, majority have joined the informal sector to secure livelihoods due to free entry and exist into the sector.

Because of free entry, the number of informal workers became overwhelming for city authorities to handle that traders would sell their goods on streets and in ungazetted spaces. This resulted into harassment of traders by Police, confiscation of their goods and merchandize, and physical violence to stop them from trading on streets.

The relationship between the traders and city authorities kept deteriorating each day. The implementation of the Country Programme provided a platform for traders to negotiate with city authorities for safe and secure working space and better working environment. Cities Alliance through its partners WIEGO and StreetNet International supported the organization of informal workers into a federation to negotiate better and secure trading sites and conducive work conditions with City government through building the capacity of the federation executive members in negotiation skills.

Traders engaged Monrovia City Corporation to have an MOU to regulate use of public space but also create a secure and safe trading environment for traders. After close to two years of negotiations, City authorities in Monrovia signed the MOU.

“As FEPTIWUL, we decided to hold monthly meetings with the City Corporation. At the start it was very hard, we would never sit on the same table with City Authorities to discuss peacefully. City authorities would say traders did not have a right to sale within the city and once found trading, the Police would arrest them and confiscate their goods. But the signing of the MOU established the right to sell at specific locations assigned by the city authorities with traders’ association. With the MOU, we are seeing better working conditions for traders which has enhanced their livelihoods

The framework provided by the Country Programme opened doors and broke down barriers to talking among stakeholders and paved way for negotiations which led to signing of the MOU and writing down an agreement about regulated use of public space in the Central Monrovia for street vendors, which has enhanced their livelihoods”

## Slum Upgrading Unit established within National Housing Authority to handle slum issues in Liberia

***Slum upgrading issues in Liberia are now better managed after the establishment Slum Upgrading Unit in NHA***



Photo: Es-Samir Bropleh, Coordinator – Slum Upgrading Unit at the National Housing Authority

**“People feel that slum dwellers shouldn’t be in town. But the solution is not to move slum dwellers but to work with them to upgrade their settlements to a level where their quality of life is much better and can access basic social services.**

**Es-Samir Bropleh,  
Coordinator – Slum Upgrading Unit**

Prior to the Country Programme, slum upgrading in Liberia faced numerous challenges that included among others lack of existing slum policies, relocation of slum dwellers, lack of institutional framework to guide the slum upgrading process, lack of participation from slum dwellers, politicization of the slum upgrading issues, lack of adequate land and security of tenure, lack of good will and trust from the slum dwellers.

The Country Programme through Habitat for Humanity International and the National Housing Authority has since been supporting Slum upgrading and affordable housing initiatives through facilitating greater access to adequate and affordable housing by building the capacity of National Housing Authority, and facilitating collaboration between public and private sector partners to develop sustainable, innovative housing solutions.

The Country Programme has developed the Slum Upgrading and Affordable Housing Framework which has been adopted by government. The framework provides direction on how to deliver affordable housing in Liberia. As a result of the Slum Upgrading and Affordable Housing Framework, a slum upgrading unit has been established within the National Housing Authority, dedicated to issues of slum upgrading. The unit was established as a result of the Country Programme to handle slum upgrading issues in Liberia and ensure that low income earning populations are able to access quality houses.

“Prior to the Country Programme, NHA’s focus was on constructing houses targeting people at the higher income pyramid leaving out people at the lower pyramid. But with the initiatives of affordable housing through the Country Programme, our direction as the National Housing Authority changed. Our interventions are now focusing on having interventions around slum upgrading in communities and constructing housing targeting low income earners.

Before the LCP, there was more focused on building mortgage housing for people that were employed by the government or who had the incomes to afford mortgage loans. They had not focus on supporting slum upgrading or the most vulnerable populations in Monrovia”

## **The Country Programme has brought National government, local government and communities on the same table to deliberate on city planning and management**

***Because of the Country Programme, National government, Local government and communities can now speak to each other for better planning and management of the cities***



Photo: Senjovu Andrew, Senior M&E Specialist – Cities Alliance Liberia Country Programme

***“Settlement, Municipal and National forums established by the Country Programme bring together stakeholders to discuss and agree on pressing issues at city and community level that should be addressed by government”***

**Senjovu Andrew,  
Senior M&E Specialist – Cities  
Alliance**

In the process of organizing the world, countries that have national policies that enable local governments to provide services to an active citizenship who know their rights and responsibilities are those that manage change. The national and municipal forums established by the Country Programme have provided a window for enhancing relationships between national government, local government and communities for inclusive city planning and governance.

Through these forums, the three levels have been brought on the same table so that National government, local government and communities speak to each other for better planning and management of the cities. As a result of this model, National government, Local government and communities engage, discuss and deliberate on issues related to city development in a participatory and inclusive way.

“Bringing national government, local governments and communities to sit together on the same table through the city and national forums to engage, discuss and have consensus on how to move forward rather than through violence is a great platform created by the Programme for slum dwellers and informal workers to actively influence city governance, something that never happened before the Country Programme

This has provided space where stakeholders engage in dialogue to inform policy agenda and investments, and has provided space for inclusive dialogue through the establishment of institutional framework that creates channels for partnerships between citizens and their local governments. These platforms have ensured that issues affecting the urban poor are reflected in planning and city development agenda

This has empowered communities that have been mobilized through Saving Groups at settlement level to work with municipalities to identify and prioritize projects, and then oversee their implementation. These forums have proven to be an effective way for communities to mobilize, organize and later send their issues to city authorities for consideration

Saving Groups established in slum communities have been used to mobilize communities into groups as a means of gaining critical mass and being in one voice to actively influence city governance and using the groups to save and use their own resource savings to provide small loans to each and also have some type of capital to leverage community development”



## Improved working conditions enhancing livelihood opportunities and self-reliance of Petty traders

***Improved working conditions have enhanced earnings for informal traders and improved incomes and livelihood opportunities for many who cannot be absorbed in the national workforce***



Photo: Maa Oritah at her stall. She has been engaged in this business for the past 7 Years

***“A few years back, you would not get a loan to boost your business because you were never certain whether you would go back home with your goods without being confiscated by police. But now can confidently get a small loan to expand my business because my work space is free from eviction and can work and repay the loan”***

**Maa Oritah,  
Street vendor**

The Country Programme places emphasis on improving the quality of life, jobs and socio-economic conditions of slum dwellers as key in slum upgrading and building resilient communities. Creating conditions which not only improve the housing and living condition but also the economic prospects is key in slum and urban upgrading Programmes.

Forty-three (43) year old Maa Oritah, is a petty trader operating in Central Monrovia dealing in food stuff. Maa is a resident of Buzzi Quarters in Central Monrovia, married with four (4) children. She has been a selling food stuff since 2012. Maa notes that the previous 2-3 years, their working conditions as petty traders has greatly improved, thanks to the Liberia Country Programme that has continuously engaged city authorities to ensure safe and secure trading space and improved working environment.

“Before this Programme, city authorities would never want to see any trader selling goods within the city. We were frequently harassed by the police and city authorities, our goods and merchandize were always confiscated and never returned to us. I personally lost my goods a few years back when I was trading from the streets.

I lost all my capital when the goods were taken yet the bigger part of it was acquired through a loan from a Money lender. Taking care of my family became so challenging because I had to repay the loan yet my spouse’s earning is very little from the fishing work he does. But when this Programme started, our leaders (federation of petty traders) managed to negotiate with city authorities and we were allocated particular specific trading spaces.

In these spaces, we are never evicted, we are not harassed and our goods have never been confiscated since I got this space. I had promised never to get any loans again because of what I went through previously but because I have a permanent and secure space for trading, am very confident that what happened in the past shall not happen again, the business is more stable now, so in the near future, I intend to get a loan to expand my business because the work environment is much better now with no harassment and confiscation of our goods”

My income and earnings have improved, I can now take good care of my family and no longer struggle meeting basic needs for my family”

Many other traders like Maa share the same sentiments of how the Country Programme has changed their fortunes, improved their working conditions and enhanced livelihood their livelihoods

## I own a Personal business because I joined a Saving Group

***Saving Groups are a powerful tool for mobilizing and organizing communities but also for enhancing livelihood for slum dwellers***



Photo: Tanneh Delamou, a member of Productive Women Saving Group

***“I couldn’t raise the capital i needed to start-up my business all at once until I joined the Saving Group. I saved for one year and later started my own business. Without the Saving Group, I wouldn’t have started this business”***

**Tanneh Delamou,  
Productive Women Saving Group**

Tanneh Delamou has been a member of Productive Women Group, a Saving Group in Colonel West Community for two (2) years now. Through the Saving Group, Tanneh has been able to Save Money to start-up her own business dealing in children’s wear.

“Two years ago, I joined Productive Women Group. I joined the group at a time where I didn’t have any source of livelihood. I always wanted to started-up a small business but didn’t have capital and also didn’t have collateral to get a loan. Because I could not raise the money needed to start the business at once, I decided to join a Saving Group to accumulate this money over time.

I discussed with my husband who supported me with some small money that I would later take to the Group for Saving. He would only give me money when he had some excess money on him. I didn’t have a specific amount of money I would save, nor did I have a fixed saving schedule. Sometimes I would save weekly, sometimes monthly – saving different amounts. I did this for one year

After one year of saving, I had accumulated 9500 LRD which I used as start-up capital for my business. I have space in Red Light Market were i sell kids wear (clothes) and have been in business for the past 8 months. My business is growing steadily now worth 13,000 LRD. I have continued to Save part of the profits I make into the Saving Group and at the end of the year will get the savings and reinvest them in my business to try and expand. In next few years, my plan is to have a bigger business where I can rent a shop and operate.

In the near future, I want to expand my business to a level where I employ people and have more than one branch. I know if I continue saving part of my profits and work so hard, I will achieve this goal. Because of the Saving Group, I now own a personal business. Am very grateful that I joined a Saving Groups because if it were not the Saving Group, I wouldn’t have this business”

While the major aim of establishing FOLUPS Savings Groups in Slum communities was to mobilize and organize communities into groups as a means of gaining critical mass (being in one voice) to actively influence city governance, the groups have been pivotal in strengthening unity of community members and using the resources saved to meet expenses on basic necessities and starting up small scale businesses to boost slum dwellers’ livelihoods.