

# CITIES ALLIANCE LIBERIA COUNTRY PROGRAMME

## END OF PROJECT EVALUATION REPORT



JUNE, 2021

## ACRONYMS

CDS	-	City Development Strategy
CP	-	Country Programme
CUF	-	Community Upgrading Fund
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
HFHI	-	Habitat for Humanity International
KIIs	-	Key Informant Interviews
LCP	-	Liberia Country Programme
LGA	-	Local Government Authority
LWSC	-	Liberia Water and Sewerage Corporation
M&E	-	Monitoring and Evaluation
MDAs	-	Ministries, Agencies and Departments
MFIs	-	Micro-Finance Institutions
MIA	-	Ministry of Internal Affairs
MSC	-	Most Significant Change
NDP	-	National Development Plan
NLCF	-	National Lottery Community Fund
NUP	-	National Urban Policy
NHA	-	National Housing Authority
PAPD	-	Pro-poor Agenda for Prosperity and Development
PASSA	-	Participatory Safe Shelter Awareness
PCC	-	Paynesville City Corporation
PPEs	-	Personal Protective Equipment
PPS	-	Probability Proportionate to Size
PSC	-	Programme Steering Committee
QA	-	Quality Assurance
SDI	-	Slum Dweller International
SOPs	-	Standard Operating Procedures
SU	-	Slum Upgrading
TOC	-	Theory of Change
TOR	-	Terms of Reference
UN	-	United Nations
UNOPS	-	United Nations Office of Project Services
WIEGO	-	Women in Informal Employment Globalizing and Organizing

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**363 Saving Groups** established to bring together communities as a critical mass to negotiate and influence city planning and governance, benefiting 9,701 urban poor; 1,491 Males and 8,110 Females



**From 82% at Baseline to 40% at Final Evaluation.** The Proportion of Petty traders who reported to have experienced some form of harassment from city authorities and police reduced by half over the course of implementation of the Country Programme

**131 Slum Communities**

mapped, profiled and enumerated to provide vital information about informal settlements in Greater Monrovia, critical for community and city development



**Access to an improved Water Source improved from 85% at the start of the Programme to 89% at Programme End**



**114 Community Infrastructure Projects** implemented across 12 LGAs to improve access to basic services. These include 30 water points, 60 sanitation facilities, 1 Kindergarten and 1 Sports Field.



**Access to an improved Sanitation facility improved from 15% at Programme Start to 27% at Programme End**

**Over 455,000 People Within Informal Settlements**

benefitted from the Community Infrastructure Projects constructed by the Liberia Country Programme



**Over 200 existing Water Points and 4 Water Reservoirs rehabilitated** in the wake of COVID-19 to improve access to quality safe water to ensure regular hand washing among people within informal Settlements and Markets



**Established FOLUPS and FEPTIWUL** as associations for Slum Dwellers and Petty Traders respectively to influence City governance, planning and service delivery.



**Several Policy Documents developed to foster City Development and Slum Upgrading;**

- Greater Monrovia City Development Strategy
- Slum Upgrading and Affordable Housing Framework
- Voluntary Gender Relocation Guidelines
- National Urban Policy Diagnostic Notes

**141 Settlement Forum and 2 Municipal Forums held to**

discuss community challenges and priorities, and agree on how these challenges should be addressed



**Attracted Additional Funding to a tune of £542,222** from FCDO to implement COVID-19 Response interventions within informal Settlements and Markets

**Slum Upgrading Unit established** within the National Housing Authority to guide works in slums and provide housing solutions to low-income families



### INTRODUCTION:

Inaugurated in 2016, the Liberia Country Programme (LCP) aims at improving the lives and opportunities of slum dwellers in Greater Monrovia. The Programme includes the Comic Relief and National Lottery Community Fund (NLCF) funded Components, two EU funded Projects on Primary waste collection and waste-to-energy, SIDA funded project on Resilience and the Foreign Commonwealth & Development Office (FCDO UK) funded COVID-19 Response Project. The scope of this Evaluation was limited to the Comic Relief and NLCF funded components. The goal of the Country Programme is to ensure that **“Greater Monrovia is increasingly characterized by active citizenship, strengthened livelihoods, inclusive governance and resilient service delivery drawing on an effective partnership between the urban poor and responsive local governments”**.

The initial design of the Country Programme had four (4) outcomes; however, a 5<sup>th</sup> outcome was added following additional funding from FCDO to implement COVID-19 response activities within informal settlements and markets. The Programme intermediate outcomes are (i) Strengthened capacity of slum dweller and working poor associations to organize, negotiate, and actively influence city governance, planning and service delivery, (ii) Empowerment of slum dweller and working poor communities to meaningfully participate in, and shape more equitable city governance, planning and service delivery, (iii) improved provision of slum upgrading and incremental housing solutions, identifying investment opportunities to scale up affordable housing for the urban poor, (iv) National and city level policy and planning environment for resilient and inclusive urbanization benefits recognition and voice of the urban poor; and (v) COVID-19 response initiatives intended to reduce the spread of Covid-19 amongst residents in informal settlements.

Cities Alliance Programme mobilized a range of Partners to implement the LCP. Habitat for Humanity International (HFHI) worked in partnership with the National Housing Authority (NHA) on Slum upgrading and affordable housing initiatives; UN-Habitat worked in partnership with the Ministry of Internal Affairs (MIA) in the development of the National Urban Policy (NUP) for Liberia; Slum Dweller International (SDI) worked in collaboration with Young Men’s Christian Association (YMCA) and the Federation of Liberia Urban Poor Savers (FOLUPS) in profiling, mapping and enumeration of slum settlements in Greater Monrovia; and mobilizing and bringing together communities to save for future infrastructure development projects; Women in Informal Employment Globalizing and Organizing (WIEGO) worked in partnership with StreetNet International and the Federation of Petty Traders and Informal Workers Union of Liberia (FEPTIWUL) to support street vendors to negotiate better and secure trading sites and conducive working conditions with city authorities. The Institute of Housing and Development Studies (IHS) worked with the Liberia Institute for Public Administration (LIPA) to implement the capacity building component with particular focus on city authorities and local government officials.

### EVALUATION METHODOLOGY:

This evaluation was designed to combine qualitative and quantitative approaches, and adopted a cross-sectional descriptive design<sup>1</sup>. In addition, a participatory and empowering approach (outcome harvesting) was adopted in collection and analysis of Most Significant Change (MSC) stories to assess how the LCP impacted individual beneficiaries and communities within informal settlements. MSC stories were collected through a series of sequenced Focus Group Discussions (FGDs). The quantitative component collected data through Surveys from Households and Petty Traders, and conducted Longitudinal analysis<sup>2</sup> of Baseline, Mid-Term and End-line data to assess impact. Qualitative approaches consisted of document reviews and engaging partners and stakeholders through meetings, Key Informant Interviews

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<sup>1</sup> The cross-sectional study design collects data from a population at a specific point in time.

<sup>2</sup> Longitudinal study design repeatedly collects data from the same sample or Population at specific time periods



(KIs), In-depth Interviews, group discussions, verification analysis and observations. The Evaluation focused not only on quantifiable results but also analyzed the processes and dynamics generated by the LCP, their scope and sustainability through a participatory process which provided for meaningful involvement of representatives of various Programme stakeholders. The data collection team was oriented in data quality assurance processes to ensure accuracy, integrity and confidentiality of data. Random spot checks were also conducted to check compliance with guidelines on sample selection and implementation of the field data collection plan. Qualitative data was analysed following standard content analysis procedures while quantitative data was exported to Excel for checking and cleaning to ensure accuracy. Frequency tables, proportions, percentages, and cross tabulations were developed using STATA and SPSS.

## **RESULTS AND FINDINGS FROM THE EVALUATION:**

The LCP adopted a three-pronged approach that aligns activities at Community, Municipal/City and National Government. At Community Level, the LCP focused on the urban poor; built their capacity to participate in National Policy processes, ensuring that they are recognized as credible, constructive and effective development Partners. This was done through; (i) Community Profiling and Mapping, establishing the Slum dweller and Informal Trader Associations, which supported petty traders to negotiate improved working conditions with relevant national and city authorities, and supported community infrastructure projects through the CUF. At Municipal/City level, the LCP supported the development of the Greater Monrovia Urban Development Strategy and Citywide forums to provide a long-term and strategic framework for the city and its citizens; Capacity building training on urban management and planning; and Water Management at Community level; established the association of Mayors and Local Government Authorities of Liberia (AMLOGAL) to help prepare mayors and other local government officials to assume their new responsibilities.

At National level, the LCP established the Slum Upgrading Unit within the National Housing Authority (NHA), developed the Voluntary Gender Responsive Relocation Policy Guidelines, Slum Upgrading and Affordable Housing Framework, Housing Value assessment and the Risks Hazards and Vulnerability Assessments; also supported National Urban Policy feasibility and Diagnosis phases; supported Urban Forums to provide space for all urban stakeholders in Liberia such as urban poor organizations, representatives of government, private sector and the academia among others to meet, discuss priorities, and develop a common vision for Liberia's urban future; and supported capacity building training to address technical gaps in urban planning and other priorities.

## **ACHIEVEMENT OF PROGRAMME INTERMEDIATE OUTCOMES:**

### **INTERMEDIATE OUTCOME 1:**

**Strengthened Capacity of Slum Dweller and Working Poor Associations to organize, negotiate, and actively influence city governance, planning and service delivery.**

Since 2016, the LCP has promoted active citizenship and dialogue through Settlement and Municipal forums to develop lasting solutions to community needs. By the time of the evaluation, a total of 141 settlement and 2 Municipal forums had been held. These were central to engaging a wide range of stakeholders to inclusively begin to develop an inclusive urban vision for Liberia. As a result, the evaluation has found that slum dwellers are now recognized as citizens who need to be fully engaged in city planning and development by government and stakeholders; Communities are recognized as legitimate development actors and not merely beneficiaries of slum upgrading initiatives; and there is enhanced participation of women and youth in urban planning processes.

The establishment of FOLUPS and FEPTIWUL supported slum dwellers and informal workers to organize, negotiate and actively influence city governance, planning and service delivery. Over 363 Saving Groups with a total of 9,071 members, 1,591 male (17.5%) and 8,110 female (82.5%) were formed. The evaluation found that while the primary objective of the groups was to encourage and create a saving culture among slum dwellers, the groups have increased the economic

security of the savers, brought financial services closer to people within informal communities, played a strategic role in enabling urban poor to engage with governments, promoted unity and social cohesion and provided a means of breaking the impasse that appeared to have developed in financing of urban upgrading for the poor.

The LCP created and leaves behind a platform for negotiation and engagement of traders with national and city government on issues that affect their work. FOLUPS and FEPTIWUL have established working relationships with national, city and local government, and government has come to recognize and value the federations as a medium for discussions between slum dwellers and informal workers. Leveraging the Memorandum of Understanding (MOU) with Monrovia City Corporation (MCC), livelihoods and income of petty traders have been enhanced; the LCP provided a framework for better quality dialogue and engagement of petty traders with government and city authorities. The profiling and enumeration of 113 slum communities provided vital information about informal settlements in Greater Monrovia, which is critical for community and city development. In terms of planning and data collection, the profiling and enumeration process was driven by the youth, women and community members with support from SDI/YMCA.

Cities Alliance trained 64 slum dweller-leaders to conduct the exercise and as a result, slum dwellers' capacity was built on how to collect data about their settlements using various techniques such as digital coding of structures and households, questionnaires and GPS to capture boundaries and service points. The Programme addressed challenges around a data-starved environment that existed in Liberia regarding informal settlements and promoted information as a powerful tool and asset for the urban poor. With the data, urban poor and low-income groups have been empowered to have their say regarding their needs. Because of the learning and exchange visits, national, municipal and community leaders have been exposed to a wide range of possibilities and brought a new dynamism to the urban agenda in Liberia. The exchanges have encouraged exposure to the way in which urban poor perceive, analyse and respond to the issues that they prioritize within their local contexts.

#### **LESSONS LEARNED:**

National governments can maximize their effectiveness by supporting local processes, including local governments, and enabling organized groups to participate through inclusive governance; (i) City authorities are more receptive to work with an organized group with clear leadership and ambitions; (ii) implementation and monitoring implementation of MOU enhances better results. While the LCP is commended for improving access to basic services such as quality safe water, latrine coverage, education and social cohesion among the urban poor, access to quality health services remains a challenge within slum communities. Whereas health services were not included in the design of the LCP, future Programming should explore opportunities for enhancing access to health service within informal settlements. While there was some degree of interaction observed between Programme components and outcomes through monthly Technical Working Group Meetings, there was an opportunity for the Programme Steering Committee (PSC) to support and enhance stronger and better complementarity and interaction of Programme outcomes and components that was not fully explored. This would contribute to achieving better results.

The terminology of financial inclusion/exclusion could lead to the conclusion that populations that do not participate in the formal financial system do not save or borrow. Saving groups have shown that populations that do not participate in the formal financial system can make use of diverse informal mechanisms to access finance. Women play a central role with leadership of saving groups, which the evaluation has found has led to women's empowerment<sup>3</sup>; while self-imposed peer pressure was found to be a very effective mechanism to encourage saving. The Evaluation found that when the person responsible for collecting and managing savings is a woman, the chances of the Group keeping together are high, and the chances of money staying secure is greater.

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<sup>3</sup> Particularly social, economic and psychological empowerment.

## **CHALLENGES AND NEXT STEPS:**

Saving Group activities were significantly affected by the COVID-19 pandemic - the restrictions on group gatherings debilitated the strong bond established by the Groups, and in some incidences led to a breakdown of groups. The poorly performing economy in Liberia also significantly affected member's Savings Pre-Pandemic. The high inflation and the high cost of living affected individual's ability to save. To guarantee continuity and continued benefit of settlement and municipal forums, these need to be institutionalized within Municipal structures. Attending Saving Group meetings was found to be a serious challenge in several groups - the situation worsened during COVID-19 due to restrictions on group meetings and gatherings. Whereas not included in the design of the Country Programme, the pending MOU between the traders and Paynesville City Corporation (PCC) needs to be fast tracked. Once signed, traders operating within Red Light Market will have the right to sell freely on designated sites, reclaim confiscated goods, and prohibit unannounced raids. The devastating effect of COVID-19 hard-pressed traders is evident - the evaluation found that the majority were forced into consuming their business capital, while others had their businesses collapse.

## **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.**

Since 2016, the Cities Alliance has worked with communities, national and local governments to directly improve access to basic services through small-scale infrastructure interventions, which are participatory selected by communities. By the time of the Final Evaluation, 69 community infrastructure projects and 30 waste collection skip buckets have been completed; and 15 projects were being finalized. The Country Programme leveraged resources to surpass the planned target of 80 CUF projects. These Projects have been installed across the 12 LGAs, directly benefitting over 454,844 urban poor, which the evaluation found has generated significant improvements for the beneficiary communities in access to social services such as portable water, latrine coverage and enhanced livelihoods.

Setting up and implementing the Community Upgrading Fund (CUF) further shaped how community priorities are set and money spent; enhanced community participation and ownership; and improved community and household access to basic social services. The evaluation also found that the CUF enabled the creation of constructive partnerships between Local Government and slum communities because communities, national and local governments are part of the CUF board. The CUF approach has achieved leverage - the size of the CUF is minuscule compared to the resources that exist within municipalities, national governments and donor agencies. However, the funds have been able to punch way above their weight because of their ability to leverage funds and other resources from a wide range of other institutions, including communities.

With regard to access to basic social services, the proportion of household with access to improved water source grew by 4% (85% at baseline vs 89% at End-line); households with access to portable water improved by 8% (60% at baseline vs 68% at End-line). The Proportion of households that have to move more than 200 meters to access safe water reduced by 4% between Mid-Term and Final Evaluation, attributed to construction of 66 Water Points through the CUF.

A 13% growth has been registered in the households with an improved water source within their Yard/Plot/ Dwelling (37% Mid-term vs 50% at End-line), propelled by households' desire to have access to safe water during the COVID-19 pandemic to ensure regular hand washing to prevent the spread of COVID-19. The proportion of households with improved sanitation facilities grew by 12%, (15% at baseline vs 27% at End-line). The majority of households (55%) use Flush/ Pour flush toilet facilities while use of hanging toilets, defecation over the river, using the bush and open pits remain a common practices that needs to be addressed. While access to improved water sources has been guaranteed through the CUF and PASSA, more focus should be on improving access to sanitation facilities.

Harassment of traders by city authorities and police significantly reduced by 40% (82% at baseline vs 42% at end-line), attributed directly to negotiations by FEPTIWUL with city authorities to secure trading space for the traders and the MOU signed with MCC. Access to storage facilities for trader's goods after work improved from 89% at baseline to 94% at End-line. Despite this improvement, storage costs remain high for the traders.

Prior to the LCP, only 43% of the traders were attending meetings to discuss issues related to their working conditions. At Mid-Term, this improved to 60%, before significantly dropping to 21% at end-line. The evaluation found this to be attributed to COVID-19 and restrictions on gatherings and congregation led to meetings being postponed; the resignation of FEPTIWUL chairlady; and internal conflicts between the members and their leaders. This has been resolved by electing new leaders through democratic processes. Theft of merchandise was very prevalent among traders, with 54% of the traders reporting theft of their merchandise at baseline. Over the course of implementation of the LCP, this has reduced by half to 27%.

#### **LESSONS LEARNED:**

When communities are assisted to design and develop solutions that are affordable and appropriate within their own context, this creates new forms of relationships with local politicians and municipal officials which improves service delivery as clear mechanisms are developed that allow constructive collaboration between parties. The Evaluation found that the institutional design of the CUF used existing mechanisms and experience, and was guided by a mechanism that included political and official representation from local government, Cities Alliance, Ministries of Internal Affairs and Public Works, Slum Upgrading Unit, FOLUPS and FEPTIWUL which was key in ensuring success of CUF Projects. The evaluation further established that the process of defining the operational characteristics of the CUF were inclusive of both the local governments and SDI/YMCA who have considerable experience in fund establishment and management, building on good practices both within Liberia and internationally. Managing community expectations is crucial – the CUF financed projects of less than \$30,000 (the cost ceiling was benchmarked from CUF projects constructed by the Uganda Country Programme). Project cost that exceeded the CUF ceiling were not financed regardless of the importance to the communities. As a result, some communities felt their priorities were not addressed. Therefore, managing expectations is very critical in the implementation of CUF Projects.

#### **CHALLENGES AND NEXT STEPS:**

Community needs still remain, despite the infrastructure projects financed through the CUF. For instance, while access to safe quality water has improved over the years, 80% of households in slum communities have to walk more than 100 meters to access the water points. More water points and sanitation facilities need to be financed. There is a further need for expansion in the capital provisions made available to finance CUF Projects by Cities Alliance and the donor; but also to finalize CUF sustainability plans by YMCA. While there was some level of interaction observed between PASSA and CUF, an opportunity remains to have this enhanced to ensure that the approaches are able to work together.

#### **INTERMEDIATE OUTCOME 3:**

**Improved provision of Slum upgrading and incremental housing solutions, identifying investment opportunities to scale up affordable housing for the urban poor.**

The LCP, through Habitat for Humanity International's (HFHI) engagement with public and private sector stakeholders supported several enhancements to the housing related policy and market environments, including the development of the Slum Upgrading and Affordable Housing Framework; Voluntary Gender Responsive Relocation Guidelines; and Standards for Quality Testing of Construction Materials and the enhancement of the existing housing market system through working with supply-side lead firms and one microfinance institution. Before the Country Programme, the National Housing Authority (NHA) didn't have any focus on slum upgrading. Through engagement with HFHI and the LCP, the NHA set up a Slum Upgrading Unit, particularly to support slum upgrading. Traditional approaches to slum

upgrading where governments and organizations develop policies, guidelines and implement them with minimal community participation were countered with the participatory approaches encouraged by the LCP.

The implementation of an integrated approach to slum upgrading in Peace Island was an enormous success leading to 30,000 people having improved living conditions and quality of life through increased access to water, sanitation, solid waste management, a cleaner hygienic environment, and greater social cohesion. Outcomes included the construction of a community hall, which is already fully booked to host social events for the rest of the year and is generating income for its maintenance and up-keep and has provided for greater social interconnection in the community. Increased access to portable water was achieved through the construction of two high-yielding boreholes, solar pump system, an elevated water reservoir with four poly tanks yielding 6000 gallons linked to three water kiosks and a newly constructed distribution system that supplies the community hall, as well as the renovated and newly constructed toilets. Increased access to sanitation was achieved through a newly constructed 14-stance biodigester eco-sanitation toilet, the first of its kind in Monrovia, a 10-seater bio-filtration toilet and two renovated 6-seater community toilets, with 2 bathrooms and solar lighting for nighttime use.

HFHI has worked with the community from the inception to build a sustainability plan for all the community infrastructure implemented. Increased access to solid waste management was achieved through the implementation of a complete solid waste management system involving primary waste collection, waste removal services, recycling and composting and including the construction of a reinforced concrete bin. Jobs were created for 40 slum dweller who were hired by the City Sanitation Services and Community-Based Enterprises (CBEs) to provide on-going waste collection services to the community that linked-up to municipal collection services. The living environment of Peace Island slum community was significantly improved through a community clean-up campaign carried out in December 2020 that helped to remove over 63,000 cubic meters of waste. Increased hygiene awareness and resilience was achieved in partnership with YMCA through the training of twenty community mobilizers who trained 450 households on hygiene practices. These sanitation and hygiene promotion activities were implemented during the peak of the COVID-19 pandemic and likely contributed to disrupting the spread of the virus in the community.

Additional community level outcomes included the development of urban agriculture and livelihoods creation. As a result of HFHI's solid waste management interventions, the community now has permanent solid waste municipal collection services, which have also linked-up to plastic recycling collection by one of the lead housing supply firms capacitated by Terwilliger Center for Innovation and Shelter (TCIS), that manufactures recycled plastic blocks, pavement tiles and roofing tiles. The government of Liberia has also recently committed to connecting Peace Island to the electricity grid as part of the \$63million "Light Up Monrovia" scheme funded by the EU and to upgrading the road to the community. The work in Peace Island has led both to improvements in the community and systemic linkages to public and private sectors to promote the sustainability of the basic services provided.

The Country Programme enhanced efforts to provide slum dwellers and the urban poor with alternative and quality low-cost construction material to support slum upgrading and incremental housing solutions. Increased access to quality affordable housing materials was achieved through working with three housing supply-side Liberian owned firms. The technical assistance and guidance provided by TCIS has led to improved quality of construction materials (clay bricks, hydraform Interlocking stabilized soil blocks (ISSBs), recycled plastic blocks, pavement tiles and roofing tiles) being produced by the lead firms Clawekee Enterprise, Nationwide Bricks Supply and Evergreen Recycling Institute. TCIS collaborated with the Ministry of Public Works Material Testing Laboratory to test the quality of housing products of selected lead firms, which led to the adoption of Guidelines and Standards for Quality Testing of Construction Materials by the Ministry of Public Works (MOPW), which is a significant contribution to the entire housing sector in Liberia. Additional outcomes included the training for masons and artisans, the building of housing prototypes to demonstrate the use and durability of the improved materials, and lead firms were also provided the opportunity to showcase their

products at various city forums arranged by the Government of Liberia. This engagement led to improved working space for the lead firms and enabled other sector relationships and linkages to be built.

Ever-Green Recycling firm received \$25,000 from UNDP to improve their operations and another opportunity is being pursued with Africa Finance Corporation for around \$5million to set up a recycling plant for plastics waste in Liberia. Increased access to housing finance was achieved through working in collaboration with the Foundation for Woman Liberia, the only microfinance institution selected for HFHI to work with in a country with a weak and underdeveloped microfinance sector. Through the support and technical assistance provided by the TCIS, they will be extending their microfinance loan products to support to slum communities like Peace Island, where HFHI has focused its community slum upgrading initiatives. These microfinance loan products include newly created microfinance housing loans targeting woman headed households interested in incremental housing and housing improvements, microloans targeting women and petty traders, school loans targeting the upgrade of 36 private schools, and health loans targeting the upgrade of 5 private health facilities.

The Ministry of Finance released \$5 million to the Liberia Water and Sewer Corporation to implement standalone piped water in Monrovia following lessons from the model adopted by HFHI in Peace Island. The Programme found a weak housing microfinance sector in Liberia with the perception that microfinance solutions for the poor are not possible and that slum upgrading and incremental housing cannot be supported through microfinance. However, the LCP proved that once the context is clearly understood, solutions can be established. The LCP has also brought about systemic changes and unlocked the mindset of government on how slums are viewed, evident in the government action to establish a Slum Upgrading Unit within the National Housing Authority.

#### **LESSONS LEARNED:**

The boldness to break new ground requires some level of persistence; understanding the Market was essential in developing the housing loan product, while the power in partnership and collaboration was central to the success of the slum upgrading project in Peace Island. The partnership with the Ministry of Internal Affairs and the National Housing Authority (NHA) provided a platform to reach to other government entities with ease. NHA brokered linkages and relationship for HFHI, particularly with the Ministry of Public Works for approval of construction plans, and Environmental Protection Agency (EPA) for environmental assessments and other environmental related works. The institutionalization of the community by-laws on waste disposal and environmental management in line with City ordinances was a very central step in improving waste disposal and management practices in Peace Island. The evaluation also found that the Solid Waste Management process is not complete until all challenges along the waste management value chain are addressed.

#### **CHALLENGES AND NEXT STEPS:**

The evaluation found that production processes for the lead firm are still manual, affecting their productive capacity. The current production capacity cannot ably meet the increasing demand for their products unless the firms are supported to mechanize production processes. The LCP has done a commendable job in linking the firms to waste collection Community-Based Enterprises (CBEs) which ensures reliable supply of plastic waste. However, the inability of households and business entities to separate wastes affects use of the plastic supplied by CBEs. In addition, lead firms should be supported to strengthen efforts to market their products. The evaluation found that the majority of the urban poor were not aware of these products yet are the targeted beneficiaries. The evaluation further established that COVID-19 made it difficult for Foundation for Women to make adequate recoveries from other loan products and therefore not able to mobilize enough funds in addition to what the LCP provided through HFHI to fully implement the loan product. By the time of the evaluation, only eight (8) households had received housing loan products to incrementally improve their housing conditions. While the LCP had intentions of scaling up the PASSA approach to other informal communities, resource limitations affected scale-up. The investments made by the LCP in training of

PASSA facilitators in areas of Climate Change Adaptation, Solid Waste Management, Safe Shelter Awareness, Hazards, Risks and Vulnerabilities Assessments could have better utilized. For instance, Cities Alliance's EU funded Solid Waste Management Project should have harnessed and seized the opportunity to utilize the PASSA facilitators to support awareness and sensitization interventions. However, resources (persons) were mobilized from outside the LCP to support awareness and sensitization activities for the SWM Project.

#### **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.**

Since 2016, UN Habitat working in partnership with the Ministry of Internal Affairs developed the National Urban Policy discussion paper and Diagnosis Note for Liberia. The inclusion and involvement of the urban poor and working poor associations in the NUP development process ensured the development of a pro-poor urban policy that reflects the priorities and needs of the poor. The evaluation found that slum dwellers considered the engagement in the NUP development process as an ideal methodology to approaching urbanization as views of marginalized groups are fully considered during city planning. Once formulated enacted and implemented, the policy will accelerate Liberia's National development agenda, enhance coordination of different sectors, establish incentives for more sustainable practices, and encourage an integrated system of cities. The policy will provide an enabling framework and mechanism for coordination among different sectors, address urban challenges, and maximize opportunities offered by urbanization, while mitigating potential adverse externalities to achieve inclusive economic growth and sustainable development. However, the LCP comes to an end with the formulation and implementation phases of the policy yet to be commenced.

Cities Alliance supported the development of Greater Monrovia Urban Development Strategy (CDS) to improve citywide service delivery through promoting improved management of urbanization. Known as "KUKATONO" translated as "We are One" the strategy lays the foundation for a resilient and inclusive society exemplifying efficient service delivery and social protection through good governance and sustainable development. As with the NUP, Programme stakeholders considered the strategy development process inclusive, participatory, and reflecting the views of the urban poor. The process captures input from slum dweller and working poor associations, including profiling data and issues regarding informal settlements are incorporated into the strategy. While only a few projects have so far been implemented from the strategy, the evaluation found that implementation of the strategy will go a long way in supporting cities in Greater Monrovia to become strategic about their investments, growth and environmental management; engage citizens in planning and monitoring urban performance; and enhance sustainable development and help Greater Monrovia harness the potential of urbanization through strategic planning and governance. According to the LCP stakeholders, the strategy offers significant prospects to tackling enduring issues faced by Greater Monrovia in policy areas and articulates an overarching vision of how the people of Greater Monrovia can work together to strengthen the economy, protect the environment, improve service delivery, promote equality, and develop society.

#### **LESSON LEARNED:**

To reap the dividends of Liberia's increasing urbanization, authorities must recognize and maximize the opportunities offered by urbanization; there is need to provide cities with financial autonomy to generate their own local revenues; empower LGAs to plan alongside national policymakers and develop their respective urban spaces to attain the policy objectives and priorities. The evaluation found that changing the mindset that most Liberians have of negative impacts of urbanization such as overcrowded cities, to a positive mindset of the economic opportunities of "urbanization" will allow the Liberian Government to plan for future urban densities to increase and harness potential production. Having a ready supply of land with infrastructure to support the Greater Monrovia growth will ensure Liberia can harness new development opportunities and increase competitiveness and quality of service delivery.

## **CHALLENGES AND NEXT STEPS:**

The Strategy identified 22 transformative projects, however only two (2) Projects - one on solid Waste Management (including studies on recycling and compositing); and the second on Capacity Development for Government and Local Government Officials - have been funded or implemented by the time of the Evaluation. Cities Alliance and Government need to lobby for funds to implement projects identified by the strategy. In addition, local governments have inadequate human and financial capacity to successfully implement the policies and will require continued cooperation, collaboration, capacity building and support to achieve this objective as has been provided during the development process. The absence of urban planners and urban planning documents has reduced the ability of municipalities to prepare for urban growth while weak governance is seen as a systematic and ongoing challenge faced by LGAs in their efforts to promote sustainable urbanism. The uncoordinated and overlapping planning functions within a multiplicity of government agencies indicates weak governance which further reduces the effectiveness of LGAs. The lack of budgetary support to LGAs – including the inability of LGAs to fund operations is a crippling challenge. There is need to support projects that promote local revenue generation, particularly as national government support to LGA is not forthcoming. With the exception of MCC and PCC, no other LGAs are captured in the national budget.

## **INTERMEDIATE OUTCOME 5:**

### **COVID-19 Response initiatives intended to reduce the spread of COVID-19 amongst residents in informal settlements.**

Leveraging existing resources, Cities Alliance responded to the COVID-19 pandemic within informal settlements and markets through procuring and distributing sanitary materials to 2,427 beneficiaries across 20 informal settlements to improve access to hand cleaning products. The distribution targeted the most vulnerable urban communities and individuals, including slum dwellers, market vendors, waste workers, women and marginalized groups. Beneficiaries included the elderly, single mothers, disabled persons, pregnant women, the blind and deaf - with sixty-three percent (63%) of the beneficiaries being female. The LCP conducted door-to-door awareness campaigns to 27,000 households across the 20 targeted communities, engaged community members at 161 Events Centres, 53 clinics, and 166 schools on COVID-19 prevention; 225 hand washing stations were set up at strategic points in markets and hotspot informal settlements; and broadcasted weekly talk shows to raise awareness.

In collaboration with the Liberia Water and Sewer Corporation (LWSC), the LCP rehabilitated 100 existing water points and 4 existing water reservoirs; procured 20 water poly tanks and portable hand tools; built the capacity of 20 Community Based field officers and community leaders in basic plumbing and customer care services. The training equipped community leaders and field officers with skills to manage minor repairs at the water Kiosk at community level and undertook the construction of 18 water kiosks in selected informal settlements. Cities Alliance swiftly responded with COVID-19 prevention information and communication, leveraging sensitization and awareness interventions implemented through other LCP components. The awareness and sensitization activities with FCDO funding resulted in positive behaviour change patterns, evident in the use of hand wash buckets placed at most public shared facilities.

## **LESSONS LEARNED:**

Rumours are better fought with awareness campaigns and data; the pandemic exposed gross inequalities present in cities, and the urgent need for development assistance that reaches the most vulnerable. Investing in the resilience-building efforts of local organizations is vital to responding effectively to the crisis. The initiative by Cities Alliance in response to COVID-19 in informal settlements demonstrates the central role that organized communities of the urban poor play. The evaluation further established that the response requires coordination and monitoring across



stakeholders and interventions; and a positive feedback loop is essential for building trust among beneficiaries and stakeholders.

#### **CHALLENGES AND NEXT STEPS:**

Most people in slum communities were more concerned about their livelihoods and food for survival than the threat that COVID-19 posed, which made certain prevention intervention hard to implement. With informal settlements broadly characterized by insecure residential status, poor quality housing and household overcrowding, this made behaviours like social distancing difficult, which affected efforts to prevent the spread of COVID-19. The success of the distribution of sanitary materials highly depended on the effectiveness of the distributors reaching the most vulnerable families and hardest hit by the loss of jobs and incomes.

#### **FINDINGS FROM THE EVALUATION QUESTIONS:**

##### **OECD CRITERIA 1: RELEVANCE**

#### **1. Appropriateness of the design of the LCP to the goal of enhancing active citizenship, strengthened livelihoods, inclusive governance and resilient service delivery, and effective partnerships between the urban poor and responsive local governments?**

To a greater extent, the design and structure was appropriate and permitted enhancement of active citizenship, supported strengthening of urban poor livelihoods, and promoted inclusive governance. The Programme leveraged Partner specialty and expertise; promoted multi-stakeholder participation and recognized that sustainable urban development is a product of multi-stakeholder participation. The design reflects a strategic shift away from ad-hoc grants towards a strategic, longer-term engagement with city and government authorities; created a platform for engaging multi-stakeholders and enabled the brokering of relationships between the urban poor, city and national government which ensured various actors had a role to play in the development of the cities and Liberia as a whole. The recognition that challenges in slum communities need to be addressed through adopting comprehensive multi-sectoral and multi-stakeholder approaches made the design relevant in delivering its mandate.

##### **Lessons learned from the design and implementation of this Model**

The evaluation found that implementing such a model required the in-country presence of Partners and the need to ensure that Partners have well-structured offices capacitated with adequate human resource to provide implementation support to their local affiliates. The model requires availability of space for dialogue if partnerships can be forged, particularly with national and local government; requires effective coordination of Partners and stakeholders, and robust monitoring and supervision to deliver results. Adopting a comprehensive multi-sectoral and multi-stakeholder model is the best way to implement such a complex Programme (within informal settlements) because their needs cut across health, environment, land administration, policy, education etc. Future programmes should invest in working with technical officers in government rather than political appointees who are changed at the will of the president.

#### **2. Did the interaction between the different Programme components contribute to achieving better outcomes and addressing systemic challenges? How could this have been improved?**

While the results of the LCP are commendable, the interaction between Programme components could have been enhanced. While there is some degree of interaction observed, this was more evident within components (intra-interaction) and less between components (inter-interaction). Despite best efforts to have interactions enhanced through monthly Technical Working Group (TWG) meetings, the lack of in-country presence by partners affected the process. Future Programmes should consider Planning for the Project's interaction by developing an Interaction Plan, clearly outlining expectations, levels of interaction, lessons and challenges. There is also a need to emphasize joint work planning, leveraging Partner strengths, enhancing communication between Partners and building positive working relationships since team vision and cohesiveness is crucial for Project success.

### **3. Relevance of the LCP after COVID-19 hit the Country. Where implemented activities relevant to the new scenario?**

The implementation of the CUF Project had significant impact pre-and-post COVID-19. In order to prevent the spread of COVID-19, WHO among other measures recommended washing hands frequently with use soap and water. Prior to the outbreak of COVID-19, up to 66 Water kiosks had been installed in 25 communities. These were highly impactful in improving access to quality water during the COVID-19 pandemic. During the height of COVID-19, the majority of the savers were able to withdraw their savings from the Groups for survival, particularly to provide basic needs i.e., food for their families. The challenge was the inability to obtain savings that were in the bank due to limitations on movement during the lockdown. The evaluation found that while the savers were able to access the savings following the easing of some of the lockdown restrictions, they could not access all the savings at the time they needed it most.

The LCP leveraged its existing structure to respond to COVID-19 quickly and efficiently. PASSA facilitators were recruited as community volunteers to sensitize communities about COVID-19 prevention during the height of the disease. The impact and relevance of the Water Points constructed through the CUF had enormous impact, which impelled FCDO to provide additional funding to a tune of £542,222 to construct 18 additional water kiosks, and re-activate 100 water points in 20 selected communities and marketplaces to avert the spread of the virus. Leveraging the existing relationships built and established with slum dwellers and informal workers eased entry into and working with communities and informal workers with prevention intervention messages.

### **4. How inclusive were the Programme processes including Programme design, implementation, delivery? What can be learned from the process and what could be strengthened in the future?**

The design promoted multi-stakeholder participation, worked directly with government Ministries Agencies and Departments (MDAs), and ensured inclusiveness and the participation of various actors in urban planning and development. Programme stakeholders appreciate that the development process for the NUP and the Greater Monrovia Urban Development Strategy adopted participatory and wider-stakeholder consultative approaches with Slum dwellers, informal workers, National, City & Local Governments, and Civil Society Organizations (CSOs) all involved. The CUF projects are identified through participatory and inclusive processes to help community members to identify and select community infrastructure projects that address their direct needs, right from the profiling exercise to the settlement and municipal forum. The LCP further provided space for inclusive dialogue, by establishing an institutional framework that creates channels for partnerships between citizens and local governments.

## **OECD CRITERIA 2: EFFECTIVENESS**

### **5. To what extent has Programme achieved its intended results, and how effective were the various components?**

The five-Year journey of the LCP has transformed Greater Monrovia into an area characterized by active citizenship, inclusive governance, and resilient municipal service delivery drawing on an effective partnership between slum dwellers and pro poor local governments. The establishment of FOLUPS has been central in supporting communities to organize around savings and use the same platform to engage and negotiate with city and national government on city planning and service delivery. One of the challenges faced by the urban poor is the constant threat of eviction and the exploitation they suffer due to the lack of legal protection in the settlement and development of land. The development of four key policy frameworks i.e., NUP diagnosis note and discussion paper, Greater Monrovia Urban Development Strategy, Slum Upgrading and Affordable Housing Framework, and the Voluntary Gender Responsive Relocation Policy Guidelines, has helped to counter the culture of eviction and exploitation of the urban poor.

There is improved provision of slum upgrading and incremental housing solutions for the urban poor. The shift in the National Housing Authority's (NHA) approach towards addressing issues of people within the low-income pyramid triggered the development of the framework which has since been adopted by the authority. This resulted in the

creation of the Slum Upgrading Unit within the NHA. The slum upgrading project implemented at Peace Island delivered enormous impact and has changed the way government thinks about slums and informal communities. Referencing the log frame, the LCP attained targets for all the three Outcome level (Tier II) indicators. Across Tier III indicators (intermediate outcomes), the LCP achieved targets for eight of the nine indicators for Intermediate Outcome 1. Regarding Intermediate Outcome 2, the LCP attained targets for all the nine indicators. For Intermediate Outcome 3, the Programme attained targets for six of the ten performance indicators. Regarding Intermediate Outcome 4, the LCP attained targets for eight of the eleven indicators. As an overall performance assessment, therefore, the Programme achieved 81% of its Intended Outcomes.

The financing of up to 114 infrastructure projects has improved access to basic services and demonstrated the efficiency of community-conceived and implemented slum upgrading initiatives, adopting community driven approaches to support slum communities to address priority needs identified through various approaches such as settlement forums, Saving Groups, and the profiling exercise. Leveraging existing resources, Cities Alliance procured and distributed sanitary materials to 2,427 beneficiaries across 20 informal settlements to improve access to hand cleaning products. The distribution targeted the most vulnerable urban communities and individuals, including slum dwellers, market vendors, waste workers, women and marginalized groups.

#### **6. What were the major factors influencing the achievement or non-achievement of the outcome/intermediate Outcomes, expected results and outputs?**

The evaluation found that the strong and sustainable partnerships established with national and local government and civil society were central in the delivery of the LCP. Adopting a multi-sectoral and multi-partner approach ensured long term Programme sustainability and brought greater coherence of effort. The platform created by the LCP where stakeholders sit on the same table to negotiate and discuss issues of common importance has been central to the success of the LCP. The adoption of community led-initiatives where communities are not just beneficiaries but participants in processes and programmes aimed at improving their wellbeing was central to the success of the LCP. Better utilisation of the PSC in decision making and pushing through LCP's agenda was central to the results attained.

The evaluation found a few factors that could have influenced attainment of better results. Having political appointees changed at the will of the president, the lack of in-country partner presence, and partners not having well-structured offices with adequate human resource were some of the noticeable factors. Additionally, the Institute of Housing Studies (IHS), the Partner responsible for the capacity building component of the LCP was contracted late (final year of the Programme) which affected capacity building efforts. The five years of implementation of the Programme had to deal with three different Programme Managers. Every time a new Programme Manager was recruited, she/he had re-engage with partners and stakeholders, re-establish relationships, and allowed time to get to speed with the Programme. While this stabilized in the final half of the Programme, it affected the initial stages of the Programme.

#### **7. How adaptable has the Programme been to external and contextual challenges and to learning and feedback generated during implementation, and how could this have been improved?**

To large extent, the Programme was adaptable to external and contextual challenges. The LCP's quick and efficient response to the COVID-19 outbreak within informal settlements and markets is evidence of the Programme's capacity to adapt to external and contextual challenges. Leveraging the Programme structures such as awareness and sensitization activities from other LCP components, utilization of PASSA facilitators, attracting additional resources from FCDO and other partners such as OFID, Water Aid etc. to finance and co-finance Programme activities showed how the Programme was adoptable to external and contextual challenges. The LCP prioritized the Community Water Management training over the Urban Planning and Management training in the wake of COVID-19 as communities had to be sensitized on hand washing to avert the spread of Corona virus. However, the economic situation in the Liberia affected implementation. The depreciation of the pound (£) resulted into exchange losses and since the Programme

had not planned for it, resulted into budget cuts for Partners and dropping some planned interventions. COVID-19 significantly affected Programme implementation, particularly the CUF Projects as the CUF board and contractors could not meet, while the planned learning and exchange visit to South Africa was dropped.

### **OECD CRITERIA 3: EFFICIENCY**

#### **8. To what degree was value for money prioritized during Programme implementation?**

There is evidence of robust financial management and accountability systems which ensured resources are used economically during implementation, procurements and tenders. Some of the strategies adopted by the Programme are clearly cost-saving i.e., the settlements forums. There is evidence of collaboration on cost reduction particularly with PASSA and CUF Projects. Communities made in-kind contributions - such as land - to accommodate the projects. The profiling exercise was conducted by community members, rather than hiring specialists or experts which saves on the costs that would go into hiring external consultants to undertake the exercise, and also strengthens community capacities. There is evidence of holding contractors accountable particularly in delivery of timely and quality services, with accountability clauses included in their contracts with greater emphasis on the quality as well as the quantity of results. To further enhance value for money, there is need to ensure consistency in drafting partner contracts. The evaluation recommends output-based contracts as opposed to time-based contracts. Future Programmes need to ensure that partners have an in-country presence such that overhead costs involved in implementing such a model are averted.

### **OECD CRITERIA 4: IMPACT**

#### **9. What were the intended/unintended outcomes and impacts of the LCP? Specifically, what were the outcomes for direct stakeholders and participants?**

Several intended outcomes were delivered – as mentioned above, despite the challenges of delivering a complex programme in a complex environment, 81% of the Programme’s Intended Outcomes were achieved. The LCP formed active urban forums that provide the space for participatory urban planning and policy making at the national and municipal levels. The Programme fostered strong partnerships and a culture of dialogue that is underpinning urban development efforts and has already had a significant impact. The LCP found a weak Housing Microfinance sector in Liberia, however there is now stronger buy-in from Government, private sector, banking sector and informal communities. The engagement of Foundation for Women brought new dynamism to the housing micro finance sector in the country, which when fully rolled out will enhance incremental housing among the urban poor. The project adopted participatory and integrated approaches that made a real difference in the lives of slum dwellers and has set the process of scaling up in motion. Community activists, urban analysts and city associations come together to develop global agendas and local solutions. The processes ensured that women and youth are included in slum upgrading processes. This builds on Cities Alliance work of creating urban connections, and urging coherence of efforts between critical constituencies in cities around the world.

Analysis of the MSC Stories collected revealed improved wellbeing, health and livelihood outcomes for beneficiaries; access to Pre-School Education Services among children within informal settlements; the benefits of constructing the kindergarten have extended to communities in West Point by utilizing the water system installed at the school; improved access to basic services i.e., safe water, sanitation facilities etc., increased recognition of slum dwellers as citizens who need to be fully engaged in city planning and development by government and stakeholders; community engagement shaped how community needs and priorities are set and money spent and enhanced community participation in urban development processes. Further analysis of the MSC Stories showed that local contractors’ capacity to deliver infrastructure projects was enhanced; working environment and conditions for petty traders improved; the LCP demonstrated its relevance and impact during COVID-19; changed Savers’ perception and attitudes

towards saving, enhanced incremental housing solutions and slum upgrading initiatives; while the linkages, networks and visibility of Lead firms was enhanced, thereby creating market opportunities for their products.

The evaluation found several unintended positive outcomes. The LCP established linkages with the Ministry of Public Works, trained laboratory staff, developed and adopted appropriate guidelines to support testing the quality of construction materials. This was the first time that the quality of construction material was tested through laboratory processes in Liberia. There was a growth in the portfolio of the LCP partnership - close to 30 new partnerships were established. Due to the noticeable success of the LCP, Cities Alliance received additional financing to a tune of £542,222 to respond to COVID-19. In addition, the mandate of HFHI was to work with public and private sector on slum upgrading and affordable housing. However, capacity levels were low for both private and public sector. HFHI built capacity of public and private sector players to support slum upgrading initiatives. In Peace Island, as a result of proper Solid Waste Management interventions, there is an increase in urban agriculture. Linkages have been established between Community Based Enterprises and plastic recycling firms to produce high-quality low-cost construction materials; while the implementation of the Country Programme has resulted in the creation of jobs through Solid Waste collection by CBEs recruiting and hiring youth and community members.

#### **OECD CRITERIA 5: SUSTAINABILITY**

##### **10. To what extent has the design and implementation of the LCP allowed for ownership by local stakeholders and partners?**

The design adopted community led-initiatives where communities are not seen as beneficiaries but as participants in processes and programs aimed at improving their wellbeing, while the profiling exercise was inclusively conducted by community members rather than hiring specialists or experts. This ensured extensive inclusion, participation and ownership of the data, and the data collection process. Government and city officials have come to recognize and value the federations as a medium for discussions between slum settlements, informal workers and government. This has ensured ownership of projects designed to address urban poor needs. Settlement and Municipal Forums, and the CUF process ensured that local community members are involved in selection of priority projects. This has propelled communities to willingly provide land to accommodate these projects, which guarantees the ownership and sustainability of the projects. Bringing on board different government ministries and agencies provided an opportunity to maximize impact, ownership and sustainability.

##### **11. To what degree will the identified outcomes be sustained following closure?**

To a greater extent, the model adopted by the LCP ensures continuity of benefit beyond the Programme. Working directly with city corporations and government MDAs such as the Ministry of Internal Affairs, Ministry of Public Works, NHA, Liberia Land Authority, Liberia Water and Sewer Corporation and EPA is an important step towards having Programme components sustained for continuity. Once Foundation for Women is supported to further capitalize and grow its housing loan portfolio, the institution is ready to integrate it within its market products which ensures sustainability. FFW Staff have been trained on housing support services, therefore better equipped to ensure continuity of the product. Saving Groups are established through a voluntary process to organize community members to come together to start saving. The benefits that accrue to members and the fact that funds are mobilized from within members will ensure sustainability of the Saving Groups. However, the sustainability of CUF Projects remains uncertain due to absence of sustainability plans. The Settlement and Municipal forums have been financed and supported entirely by the LCP. To guarantee continuity and continued benefit to slum dwellers, these should be institutionalised within Municipal structures. Some of the Programme components - for instance community infrastructure development projects - can be financed through community financing or cost-recovery mechanisms.

#### **OECD CRITERIA 6: EQUITY**

##### **12. To what degree was gender mainstreaming evident in the analyses, design, structures and results of the LCP?**

Within the LCP structure, gender has been consistently mainstreamed into Programme activities and results. The evaluation found that the LCP enhanced women's participation in urban development and slum upgrading initiatives. As a result of female participation, the sustainability and continuity of saving groups was found to be higher. The sustainability of CUF projects is guaranteed once the CUF management teams are fully constituted. The structures include women and youth. The profiling process was driven by women and youth. Women have been central to identifying community priorities through settlement forums. The LCP ensured its interventions directly benefited women and youth. The PSC is chaired by a woman who is a strong advocate for women's emancipation and empowerment, and this provided a framework for gender integration and mainstreaming into LCP interventions. Interventions around petty traders are designed to ensure equal opportunities to both men and women, to improve their wellbeing and livelihoods. In Saving Groups, the majority of the members (83.6%) are women. It is also observed that some of the Saving Groups are purely comprised of women (women groups). The Chairperson for FOLUPS is a woman - which demonstrates the Programme's commitment to improve access to leadership roles for Women. UNOPS has set a target of having 50-50 staff ratios for gender. It has been embedded in HR policies, manuals and guidelines on recruitment. In addition, the M&E framework has gender sensitive indicators with focus on generating, analysing and presenting gender disaggregated data.

#### **OTHER EMERGING ISSUES AND AREAS OF FOCUS FOR FUTURE PROGRAMMES:**

Changing leadership: The Programme had three (3) Programme Managers in its five years of implementation. While this stabilized in the final half of the Programme, every manager had their own perception on how the project was designed and how it should be delivered; In addition to the Comic Relief Project, the Country Programme is complemented by two other Projects. However, interaction was found to be frail. Projects seem independent yet jointly form the bigger LCP. Strengthening interaction and synergies would enhance results. The LCP was unable to conduct the training in urban planning and management due to change in priorities. However, with Liberia having only a handful of Urban Planners, the training remains relevant, therefore should remain on Cities Alliance's radar for future Programmes; Governments lack the financial capacity to directly provide affordable housing and urban infrastructure to a large population in informal settlements. Adopting a Public Private Partnership (PPP) model for the provision of housing and urban development, if appropriately and effectively applied, will offer greater value for money than traditional models

Transitioning to a hybrid model of implementation required the Cities Alliance to have a well-established office with adequate technical staff on ground to steer the Programme. At the start of the LCP, Cities Alliance had only two staff on ground to do both direct implementation and also provide oversight and leadership to Partners, which affected the take-off speed. This also affected the first 2-years of the Programme. There is a need to support municipalities in developing Municipal Development Plan (MDPs) and support projects that promote local revenue generation, particularly as national government support to local government is not forthcoming; The evaluation found that the impact at the Community level would have been stronger with better engagement of township commissioners in Country Programme activities. The role and input of township commissioner in the Country Programme was somewhat unclear. These are vital stakeholders in urban planning and development at municipal and community level.

#### **CONCLUSION:**

The LCP brought informality to formality within Liberia, counterbalanced circumstances that marginalize urban poor communities and infringe on their capacities to be full and active citizens, and successfully delivered the majority of planned outcomes, and achieved additional and unintended positive outcomes, despite the challenging context. The Programme did not promote a prescribed sector approach to urban development, but rather the mobilization of resources and the incremental delivery of services according to agreed local plans and priorities. This provided incentives for communities and local governments to continue to implement and scale up improved access to services for the urban poor through enhanced capacity of communities to prioritize, plan and implement small projects. Cities

Alliance supported greater institutional reform, capacity development, gender equality, and increased public participation and citizen accountability to contribute to the localization of national development goals. While the LCP is commended for penetrating a challenging environment in Liberia and delivering its mandate, national and local governments have inadequate human and financial capacity to successfully implement the NUP and the CDS, while the absence of urban planners, urban planning knowledge and documents has reduced the ability of municipalities to prepare for urban growth. The inability to generate the much-needed funding for local government operations is a major impediment to urban planning in Liberia.

## RECOMMENDATIONS:

### TO THE DONOR

Comic Relief should consider establishing a revolving fund to address the short-term financing difficulties that the communities may experience in financing community infrastructure projects, the total capital fund for the CUF should be increased to support more community infrastructure projects.

### TO GOVERNMENT

The evaluation recommends that government should urge academia to add urban planning/local government administration as degree Programmes and develop professional certificate programmes for municipal staff as short-term solutions for local governments. There is need to strengthen private and public partnerships as a practical urban financing mechanism to fill the gap of resource provision, and there is need for the drafting legislation to establish Greater Monrovia as a Metropolitan body with an administrative structure fit for planning and development purposes. A comprehensive approach to slum upgrading needs to focus on the entire Greater Monrovia, and deal with the systemic failures that gave rise to existing slums. Settlement and municipal forums should be institutionalized within local government structures as these are fundamental building blocks towards good governance and the creation of on-going public community partnerships. There is also need for the Liberian Government to facilitate and manage urbanization through the provision of support to local government and investments for socioeconomic development.

### RECOMMENDATIONS TO CITIES ALLIANCE

It is imperative that capacity is built to ensure the NUP is implemented with a methodology that is clearly defined and understood by all stakeholders and there is need for future programming to support land regularization initiatives. Cities Alliance should leverage the platforms and buy-in established with government to propel current land regularization guidelines to Pilot a Project but also elevate the guidelines to the legislature for policy endorsement. Cities Alliance should urgently lobby for financial resources to fund additional CDS Projects to ensure the Strategy attains its intended purpose. While the LCP is commended for improving access to basic services such as quality safe water, latrine coverage, education and social cohesion among the urban poor, and whereas health services were not included in the design of the LCP, future programmes should support interventions around enhancing access to quality medical and health services within informal settlements - particularly the construction, renovation, tooling and equipping of health facilities - and financing more community infrastructure projects such as toilet facilities and water kiosks to further enhance access to basic services.

Livelihoods and incomes particularly for the urban poor have been greatly impacted by COVID-19, therefore there is a pressing need to enhance livelihood opportunities for the urban poor. The LCP should explore providing enterprise kits to Savings Groups to support community-based enterprises by training slum dwellers in interventions that boost livelihoods, but also work to avert the spread of COVID-19. Future Programmes should ensure that Partners have in-country presence with well-structured offices capacitated with adequate human resource to provide implementation support to their local affiliates. Lead firms should be supported to mechanize their production processes and marketing their products particularly among slum dwellers - the target market for their products.

## TO PARTNERS

Recommendations include the development of Incremental Slum Upgrading Policy and Guidelines to provide guidance on how incremental slum upgrading should be approached by Government; finalizing sustainability plans for CUF Projects; replicating the Peace Island Model in other informal settlements in Greater Monrovia and providing additional financial support to Foundation for Women to capitalize and grow its housing loan portfolio to effectively support incremental housing initiatives among the urban poor.



### 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. Despite the burden 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 strongly committed to a successful future for the Country. Liberia is also struggling to rebuild after a 14-year civil war decimated Liberia's infrastructure, economy and government institutions. Over 300,000 people died, and one million displaced – many coming to Monrovia, causing extremely rapid growth that has severely stressed the city's already limited infrastructure and ability to deliver basic services.

Almost 70% of the urban population in Liberia live in the slums with poor housing, inadequate water supply and poor sanitation. 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 is well established that the conditions in Monrovia's informal settlements helped fuel the spread of the disease. 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.

The Government of Liberia (GoL) 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 CITIES ALLIANCE AND THE LIBERIA COUNTRY PROGRAMME (LCP)

#### 1.2.1 ABOUT CITIES ALLIANCE:

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, 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 urbanization and growing urban poverty.

#### 1.2.2 THE LIBERIA COUNTRY PROGRAMME (LCP):

The Liberia Country Programme (LCP) is a multi-sectoral partnership initiative undertaken by Cities Alliance and its partners with support from the Government of Liberia. The Country Programme aims to enable Liberia to realize its urban agenda through investing in partnerships, building coherence of effort among Cities Alliance members and partners, and improving alignment between national policy, local government capacity and an active citizenry. Inaugurated in 2016 with funding from Comic Relief and the National Lottery Community Fund (NLCF), the LCP is an ambitious five-year (2016-2021), multi-level urban development Programme that aims improving the lives and opportunities of up to 400,000 slum dwellers in Greater Monrovia, with funding to a tune of £3,940,345.

The LCP includes two projects on primary waste collection (2018–2021) and innovative waste-to-energy initiatives (2018–2020) funded by the EU; the SIDA resilience project as well as FCDO funded Covid-19 response projects (2020–2021). The scope of this evaluation was limited to the Comic Relief and NLCF funded components. The Programme Steering Committee aligns urban development efforts at the national, city and community levels. Implementing partners working directly through the Programme Steering Committee include Habitat for Humanity International, Women in Informal Employment Globalizing and Organizing, UN-Habitat and Shack/Slum Dweller International.

### **1.3 GOAL AND OBJECTIVES OF THE COUNTRY PROGRAMME**

#### **1.3.1 GOAL OF THE LIBERIA COUNTRY PROGRAMME**

The goal of the Comic Relief and NLCF funded Components of the CP is “Greater Monrovia is increasingly characterized by active citizenship, strengthened livelihoods, inclusive governance and resilient service delivery drawing on an effective partnership between the urban poor and responsive local governments”.

#### **1.3.2 SPECIFIC OBJECTIVES OF THE LIBERIA COUNTRY PROGRAMME:**

1. Strengthening organisation and meaningful participation of slum dwellers and working poor organizations in city governance, inclusive planning, and responsive service delivery.
2. Improving 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. Enhancing the national enabling environment for resilient and inclusive urbanization benefitting economic growth, local governments, and the urban poor.

### **1.4 INTENDED OUTCOMES OF THE COMIC RELIEF AND FCDO FUNDED LCP:**

The initial design of the Comic Relief funded components of the Liberia Country Programme (LCP) had four (4) intended Intermediate outcomes. However, an extra outcome (Outcome 5) was added as a result of additional funding received from Comic Relief to implement Covid-19 response activities within informal settlements and markets. The intermediate outcomes are;

1. Strengthened capacity of slum dweller and working poor associations to organize, negotiate, and actively influence city governance, planning and service delivery.
2. Empowerment of slum dweller and working poor communities to meaningfully participate in and shape more equitable city governance, planning and service delivery.
3. Improved provision of slum upgrading and incremental housing solutions, identifying investment opportunities to scale up affordable housing for the urban poor.
4. National and city level policy and planning environment for resilient and inclusive urbanization benefits recognition and voice of the urban poor.
5. Support Covid-19 response initiatives intended to reduce the spread of Covid-19 amongst residents in informal settlements.

### **1.5 PURPOSE AND OBJECTIVES OF THE FINAL EVALUATION:**

#### **1.5.1 PURPOSE OF THE ENDLINE EVALUATION:**

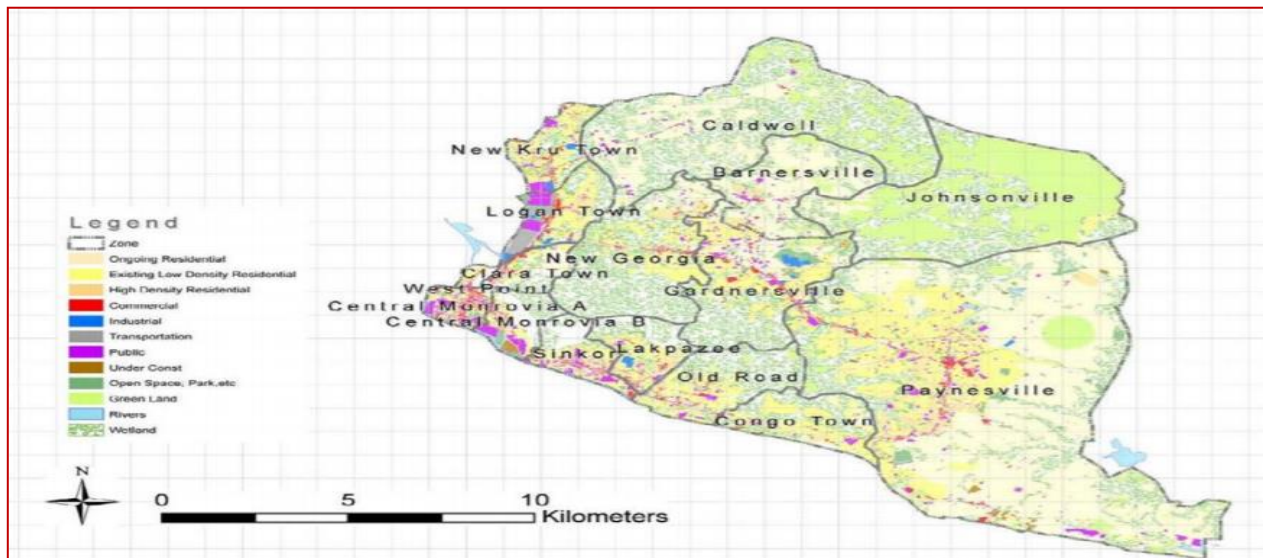
The Cities Alliance conducted the Final Evaluation of the Liberia Country Programme to assess the outcomes and impact of the Programme, verify outcomes (intended and unintended), document lessons learned; and make conclusions and recommendations relating to the performance of the Programme. While the LCP also includes two

Projects on Primary waste collection and Innovative waste-to-energy initiatives funded by the European Union, focus of this Evaluation was on the Comic Relief and NLCF funded components.

### 1.5.2 OBJECTIVES OF THE FINAL EVALUATION:

1. Engage stakeholders and programme participants in a participatory and empowering process (using a complexity aware approach such as Outcome Harvesting or MSC), to identify and document outcomes (intended and unintended), feedback & lessons learned, (to include adaptive capacity to a changing implementation environment)
2. Verify the results achieved (specifically relating to the log frame outcome indicators through household surveys and other methodologies, how the programme objectives and activities have changed since initial design due to Covid-19), and make conclusions and recommendations relating to performance during the 5 years of implementation.
3. Support the Cities Alliance Country Programme model by generating evidence-based recommendations relating to the design and implementation process, and specific recommendations to guide the strategic direction of the LCP moving forward.

Figure 1: Map of Greater Monrovia showing LGAs where the Country Programme is implemented



### 1.6 DESIGN OF THE LIBERIA COUNTRY PROGRAMME:

Cities Alliance is a global partnership and for a long time, it has been a grant-based institution implementing Country Programmes through its partners. It has been extending grants to its members to do direct implementation and assumes an oversight role. The Liberia Country Programme is unique, it implemented a hybrid model i.e. both grant-based and direct implementation. This is 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 to enhance implementation efficiency, improve Cities Alliance's in Country presence, take responsibility of partnership building and management, as well as sustain existing partnerships. Closely aligned with the Liberian government's priorities as set out in the Agenda for Transformation. The LCP aimed at supporting the resilient social and economic recovery of slum dwellers in Greater Monrovia and, in the long term, improve their living and working conditions within a functioning, accountable and inclusive city. The LCP mobilized urban poor communities and youth to actively participate in city governance, bringing stability, safety and prosperity to Monrovia.

Cities Alliance Programme mobilized a range of Partners to support local authorities in Greater Monrovia implement the Country Programme. These include the Ministry of Internal Affairs, Department of Urban Affairs, Ministry of Public Works, Liberia Water and Sewer Corporation, WASH Commission, Environmental Protection Agency and the private sector. To ensure effective implementation of the LCP, Cities Alliance worked with the following Partners;

- Habitat for Humanity International (HFHI): Worked in partnership with the National Housing Authority and World Hope International on Slum upgrading and affordable housing initiatives
- UN-Habitat: Worked in partnership with the Ministry of Internal Affairs in the development of the National Urban Policy for Liberia
- Shack/Slum Dwellers International (SDI) worked 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 mobilizing and bringing together communities to save for future infrastructure development projects.
- Women in Informal Employment Globalizing and Organizing: WIEGO worked in partnership with StreetNet International and the Federation of Petty Traders and Informal Workers Union of Liberia (FEPTIWUL) to support street vendors to negotiate better and secure trading sites and conducive working conditions with city authorities.
- Institute of Housing and Development Studies worked with the Liberia Institute of Public Administration to implement the capacity building component of the Country Programme particularly for city authorities and local government officials.
- Government and Local Government Authorities: These include the Ministry of Internal Affairs which chairs the PSC, and MCC and PCC which co-chairs the PSC. LGAs include; Barnesville, Garnerville, Congo Town, Caldwell, New Kru Town, West Point, Johnsonville, Dixville, New Georgia and Clara Town.
- The Programme also worked with other collaborative partners and stakeholders such as the National Disaster and Risk Management Agency, University of Liberia and the Liberian Senate.

#### **1.7 PROGRAMME RESULTS CHAIN AND THEORY OF CHANGE:**

The Evaluation established the extent to which the LCP goal and objectives were met, with emphasis on outcomes and impact (Tier I and II) in line with the Results framework. Though not the key focus of the Evaluation, Tier III and IV indicators were measured through Quantitative methods and a review of the Management Information System (MIS).

- Tier I: The overall Programme impact was measured by the development interventions that the Programme was 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 measured the intended change resulting from the achievement of one or more intermediate outcomes i.e., Greater Monrovia being 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 measured short-term and medium-term effects of the LCP development intervention that contributes to the programme outcome.
- Tier IV: The programme outputs measured products which resulted directly from the inputs and activities of the Liberia Country Programme (LCP).

## 1.8 OECD DAC EVALUATION CRITERIA:

The Evaluation analysed and developed synthesized judgements about the performance of the Programme against the Evaluation Questions adopting the OECD DAC criteria to assess the relevance, impact, effectiveness, efficiency, sustainability and equity. The Evaluation answered the following questions;

**Table 1: Evaluation Questions**

SNo.	Evaluation Criteria	Evaluation Questions
1.	<b>Relevance</b>	<p>1. How appropriate was the design of the LCP to the goal of enhancing active citizenship, strengthened, livelihoods, inclusive governance and resilient service delivery, and effective partnerships between the urban poor and responsive local governments?</p> <p>2. Did the interaction between the different Programme components contribute to achieving better outcomes and addressing systemic challenges? How could this have been improved?</p> <p>3. How relevant was the Programme after the Covid-19 hit the country and were implemented activities relevant to the new scenario?</p> <p>4. How inclusive were the Programme processes including Programme design, implementation, delivery, what can be learned from the process and what could be strengthened in the future?</p>
2.	<b>Effectiveness:</b>	<p>5. To what extent has Programme achieved its intended results, and how effective were the various components?</p> <p>6. What were the major factors influencing the achievement or non-achievement of the outcome/intermediate outcome(s) /expected results/outputs?</p> <p>7. How adaptable has the Programme been to external and contextual challenges (e.g., the economic situation, and Covid-19 pandemic), and to learning and feedback generated during implementation, and how could this have been improved?</p>
3.	<b>Efficiency:</b>	8. To what degree was value for money prioritized during Programme implementation?
4.	<b>Impact</b>	9. What were the intended/unintended outcomes and impacts of the LCP? Specifically, what were the outcomes for direct stakeholders and participants?
5.	<b>Sustainability:</b>	<p>10. To what extent has the design and implementation of the LCP allowed for ownership by local stakeholders and partners?</p> <p>11. To what degree will the identified outcomes be sustained following closure? What specific recommendations to the Cities Alliance and implementing partners relating to future programming would improve or ensure the institutional sustainability of the LCP initiatives?</p>
6.	<b>Equity:</b>	12. To what degree was gender mainstreaming evident in the analyses, design, structures, services and results of the LCP?

**2.1 EVALUATION APPROACH:**

The Evaluation used a combination of qualitative and quantitative (mixed methods) approaches to social investigation, adopting a cross-sectional descriptive design that included secondary and primary data sources. In addition to the qualitative and quantitative methods, participatory and empowering processes particularly outcome harvesting were adopted in the collection and analysis of Most Significant Change (MSC) stories to assess how the LCP has impacted individual beneficiaries and communities within informal settlements in Greater Monrovia.

The quantitative component collected data through Surveys from Households and Petty Traders. Longitudinal analysis was conducted to demonstrate impact through comparison of data at Baseline, Mid-Term and End-line evaluation. Secondary data was extracted from the LCP Management Information System (MIS) to measure Tier IV (output) level indicators. The qualitative approaches consisted of document reviews and analysis, and engaging Programme Partners and stakeholders through Meetings, Key Informant Interviews (KIIs), In-depth Interviews, group discussions, verification analysis and observations particularly with the community infrastructure projects.

The Evaluation facilitated participatory and empowering processes with Programme participants and stakeholders to identify, analyze and document outcomes, impact and lessons learned through the Most Significant Change (MSC) Story methodology. MSC stories were collected from Petty traders, CUF beneficiaries, PASSA beneficiaries and Saving Groups through a series of sequenced Focus Group Discussions (FGDs).

**2.2 SCOPE OF THE EVALUATION:**

The scope of the Evaluation was limited to the Comic Relief and NLCF funded components and conducted across the 12 LGAs where the Liberia Country Programme is implemented. At LGA level, focus was on profiled communities. The Evaluation was limited to the Evaluation questions and objectives as highlighted in the Terms of Reference and collected data across Tier I, II, III and IV Programme indicators.

**2.3 EVALUATION PARTICIPANTS:**

The Evaluation focused not only on quantifiable results but also analyzed processes and dynamics generated by the LCP, their scope and sustainability through a participatory process which provided for meaningful involvement of representatives of various Programme stakeholders. Participants included Women and Youth from FOLUPS Executive, FEPTIWUL Leadership, Saving Group members, Petty traders, Foundation for Women, Lead firms - Ever Green, Clawekee and Nations Brick and CUF Project Beneficiaries

National and local Government stakeholders included Ministry of Internal Affairs, Ministry of Public Works, Liberia Water and Sewer Corporation, Environmental Protection Agency, National Housing Authority, Liberia Land Authority, WASH Commission, City Corporations of Monrovia and Paynesville City Corporation and Township Commissioners. Cities Alliance members included Habitat for Humanity International (HFHI), Women in Informal Employment Globalizing and Organizing (WIEGO), StreetNet International, UN Habitant, Institute for Housing and Development Studies, Slum Dweller International and YMCA. Cities Alliance Secretariat in Brussels and the Cities Alliance LCP were among the participants.

**2.4 SAMPLE SIZE ESTIMATION:**

Sample sizes for Households and Petty traders were estimated using Kish Leslie formula for simple random sampling. At 5% level of statistical significance, the Sample size was estimated using the formula:  $n_0 = Z^2 \times p(1-p)/m^2$

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

For Households:  $p = 70\%$  i.e., estimated proportion of the population in Liberia living in slums

For Petty traders:  $p = 55\%$  i.e., estimated proportion of the Liberian population engaged in Petty or informal trading. Because the eligible number of petty traders was estimated to be 13,400, the required sample size was adjusted using the finite population correction factor.

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

Where  $n$  = required sample size for a finite population,  $n_0$  = sample size computed Kish Leslie formula for simple random sampling and  $N$  = estimated number of traders in the markets of Duala, Central Monrovia and Red Light registered with FEPTIWUL

#### 2.4.1 SAMPLE SIZE FOR HOUSEHOLDS:

The sample Size for Households was 472. This sample size was apportioned across the 12 LGAs using Probability Proportionate to Size (PPS) to determine the number of households selected from each LGA. The Table below shows the households sampled in each LGA and the number reached during the Evaluation.

**Table 2: Household Sample Size reached by LGA:**

SNo.	City or LGA	Population <sup>4</sup>	Sample Size	No Reached	Response Rate
1	Monrovia	148,278	87	87	100%
2	Paynesville	120,671	70	70	100%
3	New Kru	82,614	48	48	100%
4	Garworlorn	76,579	47	47	100%
5	Gardnerville	51,259	33	33	100%
6	West Point	47,470	31	31	100%
7	Johnsonville	2,553	14	14	100%
8	Caldwell	45,595	30	30	100%
9	Congo Town	15,640	14	14	100%
10	Dixville	75,403	50	50	100%
11	New Georgia	36,546	27	27	100%
12	Barnesville	26,894	21	21	100%
	<b>Total</b>		<b>472</b>	<b>472</b>	

#### 2.4.2 SAMPLE SIZE FOR PETTY TRADERS:

The final estimated sample size was 491 traders. This sample size was apportioned across three (3) markets of Duala, Red Light and Central Monrovia, using PPS approach as detailed in the table below.

**Table 3: Sample Size apportionment for Petty Traders by Market**

SNo.	Market	Location	Estimated traders <sup>5</sup>	Sample Size	No. Reached	Response Rate
1.	Duala	Monrovia	3,400	125	122	98%
2.	Central Monrovia	Monrovia	3,500	128	123	96%
3.	Red-Light	Paynesville	6,500	238	225	95%
<b>Total</b>			<b>13,400</b>	<b>491</b>	<b>470</b>	<b>96%</b>

<sup>4</sup> Data source: Monrovia City Corporation zone and community boundaries – Ministry of Planning & Economic Affairs

<sup>5</sup> Estimated number of traders from each of the Markets is obtained from FEPTIWUL Reports

Save for respondent categories where face-to-face interviews was the most feasible method, virtual data collection approaches were adopted through Google Meet, Zoom and Skype call arrangement to limit exposure of the enumeration team to COVID-19. Digital data collection approaches were adopted in collection of quantitative data using Tabulates. Household and Petty trader questionnaires were converted to an electronic tool designed using Kobo collect and collected data through the Kobotoolbox.

**Table 4: Comparison of Sample Sizes reached during Baseline, Mid-Term and Final Evaluation:**

SNo.	Respondent Category	Samples Sizes		
		Baseline	Mid-Term	Endline
1.	Households in informal settlements	449	433	472
2.	Petty traders	555	447	470

Baseline, Mid-Term and End-line sample sizes for households did not differ significantly. These were consistent across the three (3) Surveys. However, a difference is observed in the Petty Trader Survey between Baseline and Mid-term & End-line. However, all sample sizes were estimated scientifically and were able to generate the desired statistical power for the surveys. This ensured that final results are comparable with baseline and mid-term results. The Final Evaluation however observes that the Baseline values could have been over estimated, likely resulting from the indicator definitions adopted.

## 2.5 DATA COLLECTION METHODS

Quantitative data was collected using structured “Researcher administered” questionnaires for households and Petty traders. A total of 472 households participated in the Evaluation, representing 100% response rate, while a total of 470 of the target 491 traders participated, representing 96% response rate. Qualitatively, Programme Stakeholders and Partners were engaged through FGDs, Key Informant Interviews (KIIs), In-depth Interviews and verification analysis. For purposes of triangulation of data with the Programme stakeholders, and attribution of changes in outcomes to the LCP, MSC Stories were collected.

The MSC story process involved the introduction of the approach to stakeholders to gain their interest in, and ownership over the process before going to the communities and stakeholders to collect the stories. Upon collection of the Stories, audio recordings were transcribed. These were compiled and selected for further review with the beneficiaries and stakeholders. After preparation of transcripts, the story collection team went back to the stakeholders to read out the stories and conducted analysis of the MSC stories together with the communities and stakeholders.

The same groups that participated in the story collection process were re-invited to analyze the stories and select the most significant ones. After the selection of the stories, the Evaluation team communicated to the participants the stories selected. In selection of the stories, participants rated the value of each story using a scale of 1- 10, where the minimum score of 1 indicated a story that is not at all valuable, while the maximum score of 10 indicated a story that was extremely valuable. Ratings for each story were added up and stories with the highest rating selected as the most significant.

The final step was to verify the stories, which ensured that stories that were untrue, misleading or open to different interpretations were identified and dropped. The Evaluation team checked for accuracy before considering the story as a significant change story. The verification process included Cities Alliance Staff, Local Leaders, Township Commissioners, and Petty trader leaders among others. Stories that did not pass the verification test were rejected and other stories included instead.



## **2.6 QUALITY CONTROL:**

To ensure quality, the data collection team was trained in areas encompassing the study objectives, sampling methods, data collection methods and interviewing skills, while the data collection tools were rigorously studied and pretested before data collection. Field Supervisors ensured data was checked daily for missing information, errors and inconsistencies and respondents with missing and inconsistent data followed up to address the gaps.

The data collection team was oriented in data quality assurance processes to ensure accuracy, integrity, confidentiality and security of data. Daily Review Meetings were held to share and discuss findings and address gaps. Random spot checks were conducted for purposes of ensuring data quality, checking compliance and observance of guidelines on sample selection and implementation of the field data collection plan.

## **2.7 DATA PROCESSING AND ANALYSIS:**

Qualitative data was analysed following standard content analysis procedures 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. Quantitative data was exported to Excel for checking and cleaning to ensure accuracy. Frequency tables, proportions, percentages and other measures of central tendency i.e., mean and median were computed. Associations, correlations, and cross tabulations were developed to highlight comparison between groups and categories.

Presentation of the MSC stories were half a page or maximum a page, because shorter MSC stories are quicker and easier to read. The stories contain three central parts. 1) A description of the situation before the change happened; 2) The process of change and describe what happened, the nature and type of support provided; factors that facilitated the change and help to overcome the barriers; and 3) The situation as it exists today, how the situation is different now, and what difference has this made in their life i.e., the results of change

## **2.8 REPORTING:**

A draft Report with results, findings, strategic recommendations and conclusions was compiled for Cities Alliance to review and to provide initial comments. A virtual joint review meeting was held with Cities Alliance to discuss initial and preliminary findings from the Evaluation. The review exercise provided an opportunity for Cities Alliance to comment on the draft report, clarify and correct certain information and provided additional data used to highlight additional results.

Comments and input from Cities Alliance were addressed to produce the Second Draft Report, which was shared with the client for additional input, but to also double check to ensure initial comments provided were fully addressed. A Final Draft Report was compiled and submitted to Cities Alliance for onward submission with Programme Partners and Stakeholders for further review and feedback. A virtual dissemination meeting was held with Programme stakeholders and Partners to disseminate and validate results and findings from the evaluation. Comments from the dissemination and validation workshops were incorporated into the Final Draft to produce the Final Report.

The Final Report was language edited by a professional language editor and subjected to appropriate professional formatting standards before it was submitted to Cities Alliance. As part of the Final Evaluation Report, a 10-page Executive Summary has been compiled and submitted to Cities Alliance, summarizing key findings, lessons learnt and recommendations.

## 2.9 CONSTRAINTS AND LIMITATIONS TO THE EVALUATION:

The Evaluation design provided for an Evaluation Workshop, planned to bring together Programme Partners and Stakeholders in a single place to take stock and reflect on the 5-Year journey of the LCP, its achievements, impact, lessons learned and challenges among others. Due to the second wave of COVID-19 in Liberia, the workshop was halted due to restrictions on gathering and congregation.

Cities Alliance emphasized adoption of participatory and empowering evaluation approaches to demonstrate impact, however, the evaluation found this as a missed opportunity in conducting impact assessments - assessing impact and outcomes between intervention and non-intervention Local Government Authorities (LGAs) to make stronger attribution of results. Both approaches should have been implemented in complementarity during the initial design stage of the Programme.

Data collection processes were designed around virtual and electronic approaches via Zoom, Teams and Skype call arrangement. Internet connectivity for several participants was unstable and some interviews would end prematurely. This meant rescheduling of these interviews to have the discussions completed, which affected schedules and timelines.

The Evaluation observed that virtual data collection approaches become less effective when groups or participants become bigger than three (3) members. Participants would log into the discussions to register attendance but would not make contributions to the discussions.

In conduct of MSC stories, challenges were encountered during the analysis and selection of the significant stories. The same group of people that participated in the story collection process were invited back to participate in the analysis and identification of the stories, however several did not return particularly Saving Groups and CUF beneficiaries because of engagement in their today-to-day work activities. The Evaluation observed that working days were not convenient for analysis and selection of stories and had to re-plan and reschedule the analysis and selection phase to non-working days and weekends when beneficiaries were home, which affected schedules and timelines.

### 3.1 INTRODUCTION:

This Chapter presents and discusses results from the Final Evaluation of the Liberia Country Programme, focusing on attainment of the Programme Outcomes; and the Evaluation Questions. Findings are presented based on the analysis of data collected through Quantitative, Qualitative and Most Significant Change (MSC) Story approaches.

### 3.2 CONTEXT OF IMPLEMENTATION OF THE LIBERIA COUNTRY PROGRAMME:

Cities Alliance promotes long-term programmatic approaches that support National and Local Governments to develop appropriate policy frameworks, strengthen local skills and capacity, undertake strategic City Planning, and facilitate investment. The LCP adopted a three-pronged approach that aligns activities at Community, Municipal/city and National Government.

#### 3.2.1 COMMUNITY LEVEL

The LCP focused on the urban poor; built their capacity to participate in National Policy and city governance processes, ensuring that they are recognized as credible, constructive and effective development Partners. This was done through the following interventions:

**Community Profiling and Mapping:** Registering and enumerating all household structures is not only a tangible step in the process of local government recognition and building of an active citizenship, but also helps evidence-based decision making. YMCA and SDI worked with communities in Greater Monrovia to profile slum settlements. The data was shared with local authorities for improvement in their living conditions and in identifying priority interventions.

**Establishment of Slum dweller and Informal Trader Associations:** The federations enable communities to organize around activities such as Saving Groups to create a platform for collective action. Through the LCP, FOLUPS and FEPTIWUL have been established. The institutions have established working relationships with Local Government.

**Supported the informal economy, especially petty traders:** Petty traders in Monrovia have long complained of police harassment and its impact on their ability to earn a living, and addressing this issue was a priority for the LCP. WIEGO has been working with FEPTIWUL to negotiate improved working conditions with the city and national police, Ministry of Internal Affairs, and local government authorities. In 2018, a formal agreement that stipulates a mapped area for traders to tend their stalls and trade without harassment was signed.

**Community Upgrading Fund (CUF):** The CUF is a key instrument in Cities Alliance Country Programmes, which is effective in distributing financing to communities for small infrastructure projects. Up to 114 Projects have been funded, ranging from school expansions and renovations, sports field renovation, toilet facilities and water points.

**Capacity development training:** To ensure sustainability of community projects supported by the Programme, the LCP built the capacity of community members and informal workers to manage and sustain community level interventions in areas of profiling, community water management and negotiation for better working conditions.

#### 3.2.2 MUNICIPAL/CITY LEVEL:

The municipal level is where the greatest impact can be achieved in addressing urban poor issues and changing interaction between citizens and the municipality. The municipality is the community's key partner in resolving problems and unleashing creative energy. Activities at this level include:

The CDS for Greater Monrovia and Citywide forums were developed to provide a long-term and strategic framework for the city and its citizens. City forums on the other hand serve as an important platform for all stakeholders such as

organized urban poor, local and national government, and the private sector to meet, exchange views, debate priorities and agree on common actions.

Capacity building training on urban management and planning: Cities Alliance provides support to address the technical gaps in urban planning, community water and Solid Waste Management and other priorities within the Greater Monrovia administration. The approach is to work with public administration and education institutions in Liberia in partnership with good practices, specifically from Ghana, Uganda and Mozambique where the Cities Alliance has been active for many years.

Through the LCP, the Association of Mayors and Local Government Authorities of Liberia (AMLOGAL) was officially established. AMLOGAL is an initiative of the Ministry of Internal Affairs, with support from United Cities and Local Governments of Africa and the Cities Alliance. It provides training and capacity building to help prepare mayors and other local government officials to assume their new responsibilities.

### **3.2.3 NATIONAL LEVEL**

LCP activities at the national and sub-national levels aim to help frame the vital enabling policy and planning environment that is essential for national development, part of which was a resilient, inclusive urbanization that benefits and recognizes the urban poor. Activities include:

Establishment of the Slum Upgrading Unit within the National Housing Authority (NHA): A key goal of the LCP was to promote policies that support slum upgrading and affordable housing for low-income households. The LCP in partnership with HFHI and NHA established a Slum Upgrading Unit to guide work in slums, provide housing solutions to low-income families, and take the needs of the urban poor into consideration in national planning.

A National Urban Forum: Like its Municipal-level counterpart, the National Urban Forum is the space for all urban stakeholders in Liberia such as urban poor organizations, representatives of government, private sector and the academia among others to meet, discuss priorities, and develop a common vision for Liberia's urban future.

A Liberia National Urban Policy discussion paper and diagnosis note: A National Urban Policy is crucial to achieving inclusive economic growth and sustainable urban development. It defines a vision, guiding principles, and set of linked actions by national governments to realize the potential and to tackle the problems arising from rapid urbanization. It is also a valuable tool to help a country implement the 2030 Agenda for Sustainable Development, and New Urban Agenda. Through the LCP, UN-Habitat facilitated the development of a National Urban Policy feasibility and diagnostic phases in partnership with the Ministry of Internal Affairs.

Capacity building training: To further address technical gaps in urban planning and other priorities at national level, the LCP built the capacity of national level responders such as officials from the Ministry of Internal Affairs, department of Urban development, Liberia Water and Sewer Corporation, Environmental Protection Agency and the Liberia WASH Commission.

### **3.3 OVERALL RESULTS FROM LCP IMPLEMENTATION:**

The five-Year journey of the LCP has facilitated and transformed Greater Monrovia into an area characterized by active citizenship, inclusive governance, and resilient municipal service delivery drawing on an effective partnership between slum dwellers and pro poor local governments. The LCP has counterbalanced circumstances that marginalize urban poor communities and infringe on their capacities to be full and active citizens. While in many cities, urban poor households are excluded from urban planning and development processes, the LCP has changed this narrative and shown that the urban poor have a critical role to play and should actively participate in processes of finding solutions to community challenges.

The Liberia Country Programme established Settlement and Municipal forums which are convened and supported by the local authority to inform pro-poor approaches to urban development at the settlement and municipal level, with significant representation from the communities of the urban poor. The forums have provided space for participatory urban planning and policy making at the national and municipal levels. The Programme fostered strong partnerships and a culture of dialogue that is underpinning urban development efforts and has already had significant impact.

The establishment of FOLUPS has been central in supporting communities to organize around savings to improve their livelihood and use the same platform to engage and negotiate with city and national government on city planning and service delivery. Because of FOLUPS, communities that used to be beneficiaries of government and donor programs are now participants and facilitators in these processes. The creation of FEPTIWUL provided a platform for negotiation and engagement with government and city authorities on issues affecting petty traders and informal workers. Today, traders can sit with government and city authorities on the same table and discuss issues and agree jointly on the way forward.

The profiling and mapping exercise generated valuable data for city planning and community upgrading, and ensured that the urban poor are part of urban policy making and implementation process. Because of this exercise, settlement-based information relating to access to social services, housing, land and infrastructure is available for over 113 slum settlements in Greater Monrovia. The information has been adopted by government and partners for planning and addressing needs and priorities of the urban poor. The learning and exchange visits have enhanced peer-to-peer learning with comparable cities and countries such as Kenya, Uganda, Ghana and Serra Leon and the lessons were key in supporting processes to set-up the Federation of Liberia Urban Poor Savers (FOLUPS).

One of the challenges faced by the urban poor is the constant threat of eviction and the exploitation they suffer due to the lack of legal protections in the settlement and development of land. The development of four key policy frameworks i.e., National Urban Policy diagnostic notes and discussion paper, Greater Monrovia Urban Development Strategy, Slum Upgrading and Affordable Housing Framework, and the Voluntary Gender Responsive Relocation Policy Guidelines, has helped to counter the eviction and exploitation of the urban poor

The Country Programme improved provision of slum upgrading and incremental housing solutions and identified investment opportunities to scale up affordable housing for the urban poor. The adoption of the Slum Upgrading and Affordable Housing Framework has ensured that low income earning populations have access to quality slum upgrading and affordable housing services. The shift in NHA's approach towards addressing issues of people within the low-income pyramid triggered the development this framework which has since been adopted by the authority. This resulted into the creation of the Slum Upgrading Unit within the National Housing Authority (NHA).

With regard to access to basic social services, the proportion household with access to improved water source grew by 4% (85% at baseline vs 89% at End-line); households with access to portable water improved by 8% (60% at baseline vs 68% at End-line). Analysis indicates a reduction in the distance that households have to move to access safe water. The Proportion of households that have to move more than 200 Meters to access safe water reduced by 4% between Mid-Term and Final Evaluation, attributed to construction of 66 Water Points through the CUF.

A 13% growth has been registered in households with an improved water source within their Yard/Plot/ Dwelling (37% Mid-term vs 50% at End-line) propelled by households' desire to have access to safe water during the COVID-19 pandemic to ensure regular hand washing to prevent the spread of COVID-19. The proportion of households with improved sanitation facilities grew by 12%, (15% at baseline vs 27% at End-line). The majority of households i.e., 55% use Flush/ Pour flush toilet facilities while use of hanging toilets, defecation over the river, using the bush and open pits remains a common practice that needs to be addressed. While access to improved water source has been guaranteed through the CUF and PASSA, more focus should be on improving access to sanitation facilities.

Harassment of traders by city authorities and police significantly reduced by 40% (82% at baseline vs 42% at End-line) attributed to negotiations by FEPTIWUL with city authorities to secure trading space for the traders and the MOU signed with MCC. Access to storage facilities for trader's goods after work improved from 89% at baseline to 94% at End-line. Despite the improved access to storage facilities, storage costs remain high for the traders.

Prior to the LCP, only 43% of the traders were attending meetings to discuss issues related to their working conditions. At Mid-Term, this improved to 60%, before significantly dropping to 21%. The evaluation attributes the decline in performance to three factors; (i) COVID-19 were restriction on gatherings and congregation led to putting on hold all meetings; (ii) the resignation of FEPTIWUL chairlady; (iii) the internal conflicts between the members and their leaders. This has however been resolved through election of new leaders through democratic processes. Theft of merchandize was very prevalent among traders, with 54% of the traders' reporting theft of their merchandise at baseline. Over the course of implementation of the LCP this has reduced by half to 27%.

Cities Alliance through HFHI partnered with Foundation for Women (FFW), a local Microfinance institution to extend housing finance products and services to the urban poor. The Microfinance institution came in to address challenges around unavailable housing loan products for poor people who would like to build their homes incrementally or improve their current homes. The Programme found a weak Housing Microfinance sector in Liberia with a lot of perception that Microfinance solutions for the poor are not possible and that slum upgrading and incremental housing cannot be supported through Microfinance. The Programme has proved that once the context is clearly understood, and communities engaged to understand their disposable income, ability to pay for loans as well as their needs in terms of Microfinance loans, solutions can be established.

The LCP supported implementation of the Community Upgrading Fund, financing up to 114 infrastructure projects that include water points, toilet facilities, renovation of schools, and community halls among others. The CUF demonstrated the efficiency of community-conceived and implemented slum upgrading initiatives, adopting community driven approaches to support slum communities to address priority needs identified through various approaches such as settlement forums, Saving Groups, and the profiling exercise.

The CUF shaped how community priorities are set and money spent: Most development projects are designed with pre-determine priorities that may perhaps not address the needs of the People. This approach has proven to be less effective in addressing people's priorities. The CUF provided an alternative approach in which communities influence and shape how priorities are set and money is spent, particularly through the settlement forums.

The LCP through HFHI implemented a slum upgrading Project in Peace Island, Congo Town through the PASSA approach. The purpose of the PASSA was to help communities identify problems and challenges around their homes, settlements and neighborhoods which subject their communities and houses into hazards, risks and vulnerabilities. Several community infrastructure projects have been constructed in Peace Island. These include a Community Social Hall, Water Kiosks, Bio Fill Toilets, Bio gas toilets and a borehole Solar pump system.

The LCP enhanced efforts to provide slum dwellers and the urban poor with alternative, but quality low-cost construction material to support slum upgrading and incremental housing solutions. Three Liberian Lead firms dealing in production of alternative construction materials such as stabilized soil bricks, roofing sheets from recycled plastic and interlocking bricks were identified and supported to implement research-based innovations on low-cost building material. The firms developed and tested the resilience of these products and have demonstrate to communities that the products are cost-effective, durable and affordable.

The LCP supported the GoL to develop and enhance national policy frameworks that address urban development needs and enables local governments to close the policy and investment gaps for basic services, particularly in slums. The development of the National Urban Policy discussion paper and diagnosis note, and the City Development Strategy was timely. These framework documents provide a sustainable framework that guides urban development, enhanced coordination of different sectors, establish incentives for more sustainable practices, and encourage an integrated system of cities and towns.

Leveraging existing resources, Cities Alliance procured and distributed sanitary materials to 2,427 beneficiaries across 20 informal settlements to improve access to hand cleaning products. The distribution targeted the most vulnerable urban communities and individuals, including slum dwellers, market vendors, waste workers, women and marginalized groups. The materials donated to the most vulnerable households included, chlora, powder soap, bar soap, hand washing buckets and hand sanitizers. Approximately 225 hand washing stations were set up at strategic points in markets and hotspots in informal settlements across Monrovia, Paynesville and surrounding townships. The washing stations include water barrels (200 L), buckets, chlorine and soap.

Beneficiaries included the Elderly, Single Mothers, Disabled Persons, Pregnant women, the blind and deaf. Households supported were those that were unable to purchase sanitary materials due to physical disabilities and or limited resources. The LCP conducted door-to-door awareness campaigns to 27,000 households across the 20 targeted communities, engaged community members in 87 Events Centers serving approximately 18,489 people per month, 53 clinics and 166 schools, serving approximately 30,102 people on COVID-19 prevention.

### **3.4 ACHIEVEMENT OF PROGRAMME INTERMEDIATE OUTCOMES:**

#### **3.4.1 INTERMEDIATE OUTCOME 1:**

##### **Strengthened Capacity of Slum Dweller and Working Poor Associations to organize, negotiate, and actively influence city governance, planning and service delivery**

Cities Alliance implemented several interventions to attain this Outcome – including establishing settlement and municipal forums, the Slum Dweller and Working Poor associations, profiling and enumeration of informal settlements, Programme Steering Committee Meetings, Technical Working Group Meetings and exchange visits

#### **SETTLEMNET AND MUNICIPAL FORUMS:**

The Past 5-Years, the LCP, has promoted active citizenship and dialogue through Settlement, Municipal and National forums to build the capacity of the urban poor to engage local government and other stakeholders to develop lasting solutions to community needs.

##### **Settlement Forums:**

Settlement forums is a platform that brings together community members to discuss community challenges and priorities, agree on how these challenges should be addressed and plan to improve their communities. Discussions from settlement forums inform priorities of CUF Projects to be implemented at community level. Key issues from the settlement forums are taken to Municipal forums for further discussion with leaders. At the time of the Evaluation, a total of 141 settlement forums have been held.

##### **Municipal Forums:**

The LCP established Municipal-wide development forums as a platform for stakeholders such as organized urban poor, local and national government, service providers, private sector and other stakeholders met on a regular basis to exchange views, debate priorities and agree on common actions. At the time of the Evaluation, a total of 2 Municipal Forums had been convened.



Community members participating in one of the Settlement Forums organized in the LGA of West Point

### Impact of Settlement and Municipal Forums on Informal Settlements:

- The forums engaged a wide variety of stakeholders to inclusively begin to develop an inclusive urban vision for Liberia. Discussions from the forums informed the development of the National Urban Policy diagnosis note and prioritization of WASH, Environment, Land governance and municipal finance are key thematic issues for the CDS.
- Analysis of the Most Significant Change (MSC) Stories showed that Slum dwellers are being recognized as citizens who need to be fully engaged in city planning and development by government and stakeholders. Communities are now recognized as legitimate development actors and not merely beneficiaries of slum upgrading initiatives.

#### MSC STORY 1: Slum dwellers recognized as citizens who need to be fully engaged in city planning and development by government and stakeholders.

Gifty Teete is a beneficiary of the CUF Projects. According to Gifty, Slum dwellers have been among the least recognized citizens in Liberia. "Previously, the last thing government leaders wanted to hear about were slums. Proposals were being made to evict slum dwellers and relocate them to places far away from the city. Interventions that government would undertake targeted middle-class persons. However, with the implementation of the LCP, basic services have been extended to persons in slums. We organized ourselves through FOLUPS to advocate for better services. Since then, Government started recognizing that people in slums are important stakeholders that contribute to the development of the country, therefore deserved better services.

As a result, we have seen the President of Liberia H.E George Weah, the First Lady, Ministers and many Senior Government officials visiting slum communities, interacting with slum dwellers and committing to support and improve access to basic services. We now see government coming in to support us. With the President, Ministers and other government Officials able to come to slums and discuss and engage us means that we are being recognized as citizens who need to be fully engaged in city planning and development by government. We are recognized as legitimate development actors and not merely the beneficiaries of slum upgrading initiatives"

- The forums have enhanced opportunities for the urban poor to become active agents of change and leaders in developing safer, more secure and more sustainable shelter and livelihoods; and provided an opportunity for authorities and slum communities to initiate dialogues for inclusive planning, and access to basic services and infrastructure.
- The forums have provided an effective mechanism for selecting priorities to be financed to support local processes that are community driven, locally appropriate and implemented at significant scale.



- The evaluation found that settlement and municipal forums have enhanced participation of women and youth in urban planning and development processes, with particular focus on their different perceptions, needs, roles and responsibilities in urban development.

#### **Lessons Learned and Next Steps:**

- Local governments and civil society actors have a central role to play in addressing development challenges. National governments can maximize their effectiveness by supporting local processes, including local government, and enabling organized groups to participate through inclusive governance.
- These Platforms have been financed and supported entirely by the LCP. Their continuity and sustainability pose a significant challenge upon closure of the LCP. To guarantee continuity and continued benefit to slum dwellers, these initiatives should be institutionalized within Municipal structures.

#### **SLUM DWELLER AND WORKING POOR ASSOCIATIONS:**

##### **THE FEDERATION OF LIBERIA URBAN POOR SAVERS (FOLUPS):**

Cities Alliance through Slum Dweller International (SDI) worked with YMCA to establish the Federation of Liberia Urban Poor Savers (FOLUPS) and enhanced its capacity to organize, negotiate and actively influence city governance, planning and service delivery. The idea of organizing informal communities into a critical mass was frail prior to the LCP. A local organization SLUMDAL made initial attempts to organize communities but because of their weak presence on ground, they were unsuccessful bringing communities together.

##### **FOLUPS SAVING GROUPS:**

Community members come together to form Saving Groups. Groups are established through a voluntary process to organize community members to come together to start saving. The Group establishes a management committee, sets up internal rules, and defines the objectives of the group. Groups comprise of 15-20 members who come together to save. There is no minimum or maximum amount saved, every member saves what they can afford. The monies collected are recorded both in the collector's book and in the individual's savings book. The collector is then responsible for giving these funds to the treasurer. The treasurer records all transactions in the treasurer's book.

The treasurer is also responsible for banking the savings, which is typically also done on a daily basis. The treasurer must keep all bank receipts and present these to the group at weekly meetings. In each savings group there is also an auditing committee that is responsible for auditing on a weekly basis to reconcile the collection and withdrawal records of the collector and treasurer. All financial transactions and loan approvals are noted in the group's meeting minutes, and recorded by the group secretary. When it comes to the loaning of savings, there is also a loans committee. This committee is responsible for evaluating the loan approvals made by the savings group and monitoring loan repayments. It is the members of the group who determine the interest rate and repayment period. Members record loans taken and repayments made in their savings book.

Members are free to withdraw their savings as needed by presenting their book to the treasurer or collector. At the time of the Evaluation, the LCP had reached 9,701 people (Male 1,491 and Female 8,110) through the creation of 363 Savings Groups. Strengthening of the slum dweller federation has enabled successful organization of communities to come together as critical mass to influence policy but also use this critical mass as a tool to engage government and city authorities on issues that affect slum dwellers in a participatory way.

## The Saving Groups have registered significant impact to the Savers and informal communities;

- The evaluation found that while the primary objective of the Saving Groups was to encourage and create a saving culture among slum dwellers, the groups have increased economic security of the Savers and brought financial services closer to people within informal communities.
- Saving Groups have gathered more than just urban poor's savings, they have played a strategic role in enabling urban poor to engage with city and local governments. With such engagement, urban poor groups have been able to reform city planning policies, address eviction practices, & secure upgrades for housing and basic services.
- Unity and social cohesion: The constitution of these groups often seeks to create opportunities for promotion of social cohesion, financial education and empower population segments. Slum dwellers have used Saving Groups to establish platforms for implementation of other social development interventions. The evaluation found that in several groups, the social capital created was observed to be more important than the financial gains.
- Powerful Development Mechanism: Saving groups formed the basis of collective action in urban poor communities. Each group consists of slum dwellers living in the same community. Leaders walk door to door collecting money from neighbours. This process is designed to maximize the contact that people have with each other, enabling strong bonds to form within a community and increase its organizational capacity.
- Saving Groups provided a means of breaking the impasse that appeared to have developed in the financing of urban upgrading for the poor.
- Bottom-up planning: Community priorities originate from the saving groups, these are taken and discussed at the settlement forums and later at the Municipal forum. These platforms have enabled local governments to adopt bottom-up planning processes, utilizing funds to invest in projects that informal communities really need.
- Analysis of the Most Significant Change (MSC) Stories indicates that Saving Groups have changed Saver's perception and attitude towards saving. Prior to the LCP, the rationale behind savings was accumulating savings to cover expenses during festivities. This changed, members now save to purposefully utilize their savings.

### MSC Story 2: FOLUPS Saving Groups have changed Savers' perception and attitude towards Saving

Mohammed Kamara is a 36-year-old residence of Peace Island community and a petty trader selling dry fish within the community in Old Road and Pagos Island. He earns a living through vending dry fish. Every Saturday Mohammed trekked to West Point Community to buy dry fish for vending within his community. "In 2016, Cities Alliance working with YMCA Liberia profiled and enumerated our informal community. During the enumeration process, we were encouraged to join a community-based saving group. I was very hesitant to join the group because I was committed to our fish mongers "susu" group. As a member of the "fish mongers susu club" I saved 50 Liberian Dollars per day. The purpose of saving was to raise money for Eid festive season, independence celebrations and the new year. During these festive days, i received my savings and used them to purchase food, clothes and other home accessories used during the celebrations. My wife continued to save with Peace Island Saving Group established by the LCP. However, I discouraged her because she could not get part of her savings during the festive season.

She always insisted that she wants to use the savings to expand our business. In December 2019, I decided to be part of Peace Island saving group because I realized this was a very organized group of savers. On a weekly basis, we held meetings, and we were briefed on each members contribution and the procedures of acquiring soft loans if needed. This is the time I realized I had wasted a lot of time with the fish mongers susu club. Through this saving group, we were able to borrow \$200 to expand our fish business. We are now able to purchase more fish not only from West Point, but we also travel to Cape Mount where fish is relatively cheaper. We have managed to buy a motorcycle that we use to distribute fish in 10 different communities, and we are planning to expand to additional 5 community markets by October 2021".



*Saving Group Meetings convened in Peace Island Community.*

### MSC Story 3: FOLUP Saving Groups have improved housing condition for the urban poor

ZayZay Tamba is a 45-year-old resident of Pipeline community in Greater Monrovia. "I have stayed in a one bedroomed zinc house with poor ventilation, doors and windows for over 15 years. My dream was to have a better house that is safe for my family. With a family of 5, I was inconvenienced and bothered about the state of my house. On several occasions, I tried to access loans from banks to improve the house, however the bank required a lot of documentation including land deeds which I didn't have. The interest rates charged on loans were also high which limited my ability to secure the loan. In 2017, I was introduced to the Pipeline Community Saving group by our community leaders. The objective of the saving was initially not clear to me but I was briefed on the benefits of saving.

I got a lot of confidence to join the saving group because many of my friends had joined different groups. In our group meeting, we discussed and agreed to have a common goal for the group, which was saving to improve our housing conditions. I needed a two bedroomed house with at least a living room and a kitchen. In 2017, I started saving 100 Liberian Dollars per day. I increased this to 200 Liberian dollars per day in 2021. At the end of 2019, I had accumulated significant amount of savings. Because we had agreed as a group to withdraw a maximum of 70% of one's savings, I withdrew part of my savings and also requested for a loan from the Group to obtain additional money which I used to expand my house. In January 2020, I received the money and bought building materials for my house. I was able to build my house incrementally and currently my two bedroomed house is fully completed. By December 2020, I was able to enter my new house which is more secure and safer for my family".

#### Several Lessons have been learned from the FOLUPS Saving Groups;

- The terminology of financial inclusion/exclusion could lead to conclusion that populations that do not participate in the formal financial system do not save or borrow. However, as observed with FOLUPS Saving Groups, populations that do not participate in the formal financial system make use of diverse informal mechanisms, often less complex and less sophisticated to access finance i.e., make saving and obtain small loans.

*"FOLUPS Saving Groups are found in slums and informal communities where access to formal and affordable financial services is limited or lacking. The Groups have enabled informal communities to pool savings and provide accessible finance to urban poor that are excluded from more formal finance and have proven to be an effective method for financing small-scale community and personal projects aimed at enhancing household income"*

**FOLUPS Leader**

*"During the COVID-19 lockdown, in a time when everyone's incomes and livelihood were affected, the savings accumulated by members were handy in supporting urban poor buy food for their families"*

**Saving Group Member**

- Saving Groups have proven to be an effective method for mobilizing financial resources by saving small amounts. The groups have demonstrated the efficiency of community-conceived and self-managed initiatives, particularly those aimed at addressing urban poverty and stirring community and individual investments.
- Success of Saving Groups was found to be associated with group members coming from the same neighborhood, having a common goal and being in the same age group. Youth groups have been formed because members are of the same age, share similar aspirations and have closer understanding of issues that affect them as Youth.
- Success of Saving Groups is built on trust. The essence is about trust and ensuring that groups are free of conflicts. Once people save, withdraw their money, take loans and build new relationships, they learn to trust one another. This trust, once established within the community, provides the basis for effective collective action.
- Women play a central role in leadership of groups, leading to women empowerment particularly Social, economic and psychological empowerment. Majority of the Groups are led by women which has provided space for women to interact in the public sphere.
- Saving groups have played a critical role as a social good in-and-of itself, helped to increase discipline in family savings, household income, women's empowerment, financial education, social capital, and health among others.
- When the amount of money saved by members is not fixed, it becomes appropriate for all members and encourages savings. The rituals of daily savings create discipline needed to stay with this process for the long term
- Every group working out a set of procedures and rules most suitable for them has ensured long term sustainability of the groups.
- Other lessons learned: The evaluation found that self-imposed peer pressure can be a very effective mechanism to encourage saving; assigning responsible people with basic accounting skills for managing the group account is crucial; members should all have membership books where collections and transactions are recorded to avoid any disputes. When the person responsible for collecting and managing savings is a woman, the chances of the Group keeping together are high, while chances of money staying secure is greater. This is evident in 85% (309 of the 363) of the Group Chairpersons being women.

#### **Challenges and Next Steps:**

- A reliable person that has basic accounting skills and that can store the money safely is always needed in the group, which skillset may not be available among members – therefore need to support to build more capacity in Financial Management and Book Keeping
- Saving Group activities were greatly affected by COVID-19. The restrictions on group gatherings and congregation debilitated the strong bond established through the Saving Groups, affected information sharing and in some incidences led to breakdown of some groups.
- The poorly performing economy in Liberia also significantly affected member's Savings. High inflation and the high cost of living affected individual's ability to Save. Members who would Save daily resorted to Saving Monthly, while others would take more than a month without Savings.
- The evaluation observed challenges in members attending group meetings. The situation worsened during rainy seasons with several group activities slowing down. This further worsened with the outbreak of COVID-19. The evaluation further found that members preferred monthly to weekly meetings.
- When families or members migrate to a new community, it creates a gap in the groups especially when families or members move far away from their old residence which affects progression of the group. The migrating families have to begin again, and rebuild bonds of trust with the new neighbors.

## VOICES FROM BENEFICIARIES AND PROGRAMME STAKEHOLDERS:

### **BOX 1: THE COUNTRY PROGRAMME ENHANCES COMMUNITY EMPOWERMENT AND PARTICIPATION**

"The LCP recognized that when Urban Poor communities are actively mobilized and empowered to participate in a meaningful way in urban planning processes particularly those that affect their lives, this will steer inclusive planning and development. The LCP acknowledged that such processes should recognize the complexity of urban communities, which resulted into institutionalizing a platform for dialogue. This platform ensured that the urban poor are given an influential voice. From the LCP, we've learnt that strengthening and supporting urban poor initiatives at both national and local government level is critical in equipping and upgrading informal settlements and proactively deal with, and benefit from, urban growth" **FOLUPS LEADER**

### **BOX 2: SAVING GROUPS BREEDING UNITY AMONG COMMUNITY MEMBERS**

"Saving Groups have served as a very important vehicle for breeding unity, leadership and sense of common purpose that form the basis for these larger organization at the settlement and municipal level. The experience within the SDI network of these relationships is that Saving Groups work as vectors for learning and cohesion within the greater framework of settlement-level groups. With a strong focus on women, they work as well to include the needs of women in local urban planning priorities. Individual communities often form networks at the municipal or even city level to manage their collective finance more effectively. This has enabled strong bonds to form within a community" **SDI STAFF**

### **BOX 3: FOLUPS SAVING GROUPS BRING A WHOLE NEW DIMENSION ON THE PURPOSE OF SAVING**

"FOLUPS Saving Groups have changed our perception and narrative towards the purpose of saving. Before the LCP, the rationale behind organizing a Savings Group often involved accumulating savings to cover extra expenses during festivities like Christmas, Birthday Parties, Easter celebration etc. Members would save in anticipation of sharing the savings towards festivities and celebration. The LCP helped us counter this mentality, members now save for a purpose. We now save to put out savings to better use, particularly starting up businesses, paying school fees, upgrading our houses, securing land and enhancing household incomes and livelihood" **SAVING GROUP MEMBER.**

### **BOX 4: THE BROAD BASE AND ORGANIZATIONAL CAPACITY OF FOLUPS HAS PRESSURED GOVERNMENT TO DELIVER SERVICES TO THE URBAN POOR**

"The establishment of FOLUPS was handy for us as slum dwellers. The association has the support of a broad base of slum dwellers, organized around savings. This gives the federation the legitimacy to engage meaningfully with authorities. As such, the federation representatives speak on behalf of a large number of us (urban poor communities). The broad base and organizational capacity of the federation has allowed it to apply pressure on national and local government officials to deliver services to us (the urban poor), so this base cannot be ignored" **COMMUNITY MEMBER**

#### **BOX 5: THE COUNTRY PROGRAMME ENHANCES BOTTOM-UP PLANNING PROCESSES**

“The formation of the Federation of Urban Poor Savers of Liberia (FOLUPS) has had significant impact on planning processes for the Urban Poor. The voices of the poor are taken from Saving Group meetings to settlement forum meetings. These have informed the city agenda as voices from these platforms are brought to the municipal and city level meetings. The federation is driven from the bottom, not the top. This has ensured that the voices of the poor are heard in planning and decision-making processes” **LOCAL LEADER**

#### **THE FEDERATION OF PETTY TRADERS AND INFORMAL WORKERS UNION OF LIBERIA (FEPTIWUL)**

Through its Partner WIEGO, the LCP strengthened the organization of petty traders and street vendors in Greater Monrovia. Prior to the LCP, Petty traders were represented by the National Petty Traders Union of Liberia (NAPETUL). The LCP supported re-branding of the federation from NAPETUL to the Federation of Petty Traders and Informal Workers Union of Liberia (FEPTIWUL) to embrace other groups with various informal workers; including tailors, petty traders, vendors, hawkers etc.

The LCP built the capacity of 104 FEPTIWUL Executive Committee members in advanced negotiation skills which enhanced their knowledge and confidence to negotiate better working conditions and secure working environment with national and city leaders. The negotiation skills were crucial in successfully negotiating an MOU with MCC in September 2018. This has provided better regulated use of public space and streamlined operations of informal traders within Monrovia, particularly Central Monrovia Market and Duala Market. Although not part of the LCP design, Cities Alliance and FEPTIWUL have been engaging Paynesville City Corporation to secure an MOU for traders in Red Light Market although a breakthrough is yet to be attained.

Authorities maintain the need for traders to better organize particularly in ensuring they don't sell on the streets and roadside, and further suggest relocating the traders to Omega Market, which is 6Km from Red Light Market in Paynesville. The traders have however rejected this proposal and maintained to stay and operate in Red Light due its strategic location (center of Paynesville). The two parties have since failed to reach consensus, which has affected efforts to have an MOU signed. FEPTIWUL is engaging the Programme Steering Committee Chair, the deputy minister for Urban Affairs, to provide an overarching support during the negotiations.

#### **To strengthen FEPTIWUL's leadership;**

- Positions of District Coordinators and Block Leaders were created; weekly and monthly meetings are convened to obtain feedback from the traders but also provide updates to vendors on any new developments within the Federation.
- FEPTIWUL and FOLUPS have established working relationships with national, city and local government, and NGOs. Officials (national, city government and township commissioners) have come to recognize and value the federations as a medium for discussions between slum dwellers and informal workers. The institutions also collaborate to engage authorities to provide basic social services to improve living conditions of the urban poor.

#### **The establishment of FEPTIWUL has had significant impact on livelihoods, income and working conditions of Petty Traders and informal workers in Greater Monrovia;**

- Enhanced livelihoods and income among the urban poor: Attributed to better working conditions, safe and secure working environment. With 70% of informal traders being women, livelihood of women and youth have been enhanced and as a result, women can now gain income and meet basic needs for their families.

**MSC Story 4: The Country Programme has enhanced livelihoods and income among the urban poor**

Florence is a 32-Year-old resident of Monrovia, selling dried fish in Duala Market. "I have been selling fish for the past 6-Years. Me and many other friends used to sell from the streets but because city authorities did not want to see us trading on the streets, they would confiscate our fish and take it. On like six (6) occasions, my fish was taken and all my capital gone. We would never get it back. I would lose about \$30-40 every time my fish would be confiscated. I am a single mother with three children – I have to feed these children from the small profits I make. However, trading was so difficult because would be arrested by the city police together with our merchandize. However, following engagement of FEPTIWUL with Monrovia City authorities on gazetted trading space within the city, an MOU was signed to provide for regulated use of public space.

As a result, there was a reduction in harassment of traders and confiscation of their goods. I was allocated a permanent space in Duala Market where I sell my fish. My incomes have since been stable, am assured that I will go back home with some money to buy food for my little ones. For me, the impact that this Programme has had is to restore our livelihoods as traders. Our livelihoods were in balance due to harassment and brutality done to us by city authorities. You can imagine informal trading employs majority of people in Liberia including women and youth, and their livelihood were in balance. But these have since been restored because of this Programme. While we used to make relatively higher profits when selling on the streets because we targeted working class persons, the profits are lower now. But while profits are relatively small, it's better for me to earn little knowing that even tomorrow there is an opportunity for me to work than trying to earn big profits and end up having all my merchandize confiscated by city authorities".

- The LCP has created and leaves behind a platform for negotiation and engagement of FEPTIWUL with national and City government on issues that affect informal traders. With this platform, traders can now sit with government and city authorities on the same table and harmoniously discuss issues.

**MSC Story 5: The Country Programme enhanced negotiation skills for Petty Trader leaders**

Charles Konnah is the newly elected chairperson of FEPTIWUL and former vice chairperson of the federation. "For a long time, we (FEPTIWUL) engaged city corporations of Monrovia and Paynesville, the national police, and the Ministry of Internal Affairs to advocate for the rights of petty traders in Greater Monrovia and other Counties in Liberia. This was a challenge before the initiation of the LCP because several petty traders were harassed and some of their goods confiscated by security operatives. The Federation had to enter negotiations with city authorities and security operatives, however we lacked negotiation skills which affected efforts to clearly put our demands to the leaders. The LCP trained us on how to negotiate with different stakeholders. I was empowered with new approaches of engaging stakeholders. The first negotiation engagement with the Monrovia City Police was unsuccessful and it almost ended up in a fight.

With the support of Cities Alliance, we continued to negotiate with the national and city police with no substantive results; however, the relationship was gradually improving. After a series of engagement and negotiation meetings with the police, city corporations and the ministry of Internal Affairs, Cities Alliance started withdrawing gradually so we (FEPTIWUL) could take lead in the process. In a period of 6 months, we were able to convince both the city and national police on how the federation would work together to improve the state of the city. As a result of our effort, we managed to secure selling points across several streets where the traders were permitted to operate without harassment. My sales have gradually improved, and I managed to establish another stall for my wife. Am happy that I work closely with the mayor's office and I have built social capital with different stakeholders including the deputy minister for Urban Affairs and the Chief of staff for MCC.

**Leveraging the Memorandum of understanding (MOU) between FEPTIWUL and Monrovia City Corporation, significant impact is evident in the lives of informal traders;**

- The MOU provided a framework for better quality dialogue and engagement between the street vendors, government and city authorities. Using this platform, FEPTIWUL has continuously engaged city authorities to negotiate for secure trading space and safe work environment. For instance, a growth of 8% has been registered in the proportion of petty traders that consider their trading space to be free from eviction by city authorities (improving from 62% at Mid-Term to 70% at Final Evaluation<sup>6</sup>). The Proportion of traders reporting a reduction in harassment by city authorities declined by 42% (from 82% at baseline to 40% at Final Evaluation).
- Respect and recognition of Petty traders. Government and cities authorities recognize petty traders as important stakeholders in the planning and governance of the cities. Traders are now consulted on issues regarding the planning, organization and governance of the cities. The participation of FEPTIWUL in the National Urban Policy diagnosis note and Greater Monrovia Urban Development Strategy development process provides evidence.
- Benefits of having an MOU have been extended to other cities: The Mayor in Gompa City engaged traders from the county and signed an MOU with them, adopting best practices from MCC.
- Following the signing of the MOU, Monrovia City Corporation provided FEPTIWUL an office at the City Hall to handle issues of the traders.

#### **Several lessons have been learned from Petty Traders and Informal Workers**

- City Authorities are more receptive to work with an organized group with clear leadership and ambitions.
- Relationship building and managing expectations is central to attaining ambitions: FEPTIWUL focused on building and establishing sustainable relationships with government and city authorities. Breakthrough in their demands was never going to be successful without fostering good relationships with the authorities.
- In addition to relationship building, continuous dialogue and engagement is key. The success registered by FEPTIWUL is majorly due to application of dialogue with the city authorities, which eased the engagement process.
- 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. It's not enough to have the MOU on paper, its implementation is critical to attain intended results.
- Having negotiations documented makes parties to stick to their promises. Federation leaders used to negotiate with government and city authorities, however, outcomes were not documented and authorities could not be held accountable. With the LCP, traders learnt the importance of documenting discussions. This ensured that every party is held responsible in meeting their obligations.

#### **Challenges and Next Steps:**

- Lack of up-to-date database for FEPTIWUL: FEPTIWUL estimates approximately 50,000 members within Greater Monrovia. The numbers could be more, however the federation lacks an updated database. High annual registration fees, the effect of COVID-19 and the economic slump in Liberia have affected trader registration.
- Inadequate access to finance: Accessing credit, has constrained efforts to expand traders' businesses. Women often have fewer opportunities than men in gaining access to credit for various reasons, including lack of collateral, an unwillingness to accept household assets as collateral.

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<sup>6</sup> Baseline data is not available for this indicator. Performance was measured between Mid-Term and End-line Evaluation



- Poor waste disposal and management in Markets remains a challenge that needs to be addressed.
- Inadequate trading space and congestion of markets due to high number of traders. The situation worsens with the high influx of seasonal traders who operate during specific periods, particularly the festive seasons.
- Whereas not included in the design of the LCP, the pending MOU with Paynesville needs to be fast tracked. The evaluation observes the need to expedite processes to have an MOU signed with authorities in Paynesville. This will guarantee traders in Red Light the right to sell freely on designated sites, reclaim confiscated goods, prohibit unannounced raids, impose a fee for license, and encourage routine meetings between the parties.
- Devastating effects of the outbreak of COVID-19 hard-pressed traders. Majority were forced into consuming their business capital which retarded business growth; while others had their businesses collapse.

**Box 6: FEPTIWUL REPRESENTS THE VOICELESS**

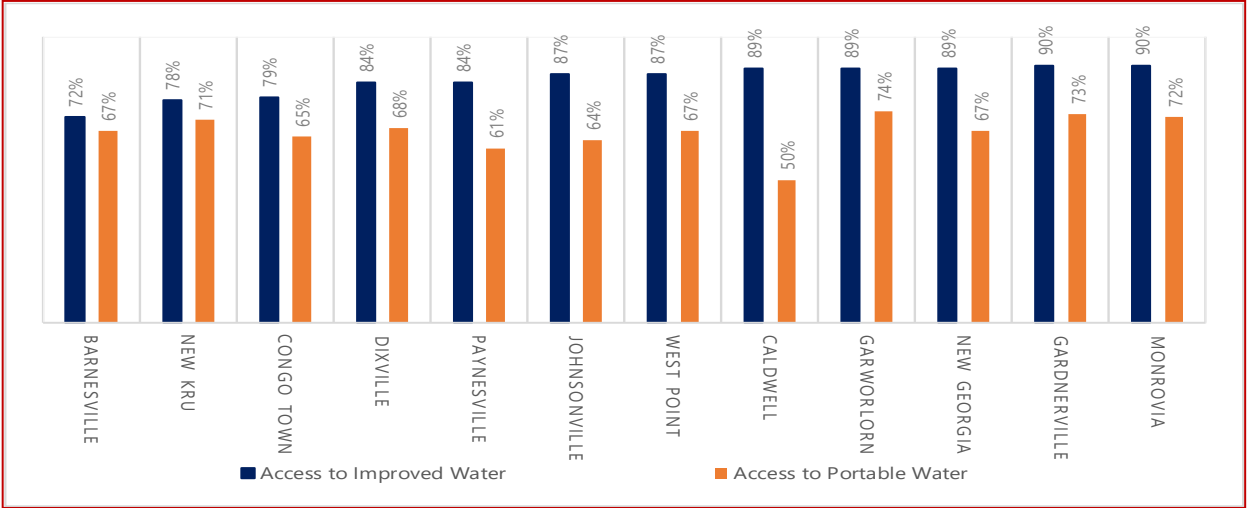
“In FEPTIWUL, we have a body that represents the voiceless informal workers. Before the association was established, city authorities would routinely harass us, confiscate our goods because they didn’t want us to sell from the streets. The plan was that once our goods and merchandize is confiscated, we would have nothing to sell the next day so would not return to streets. City Police would take traders off the streets by force – harassing them. When the association (FEPTIWUL) was formed, our representatives started directly engaging with the city authorities. We ensured that we provided feedback to our leaders to take the message to city leaders. Our voices were heard, we now have where to trade from” **PETTY TRADERS**

**3.3.3 ACCESS TO BASIC SERVICES**

**HOUSEHOLD ACCESS TO SAFE DRINKING WATER:**

The LCP supported slum dwellers to improve access to quality safe water. Interventions targeted improved access to a water source; and improved access to portable water. Improved access to a water source was measured using three dimensions i.e. (i) access to an improved water source, (ii) distance of improved water source from dwelling (located within 200 meters from a home) and water safety (i.e., water reported to be free from chemical, physical and microbiological contamination)

**Figure 2: Improved Access to a Water Source and Portable Water by Local Government Authority (LGA)**



Households were considered to have access to potable water supply if each household member used at least 20 liters of water per day from an improved water source and located within 200 meters from the home. Overall, the proportion of household with access to improved water source improved by 4% i.e., 85% at baseline, 87.8% at Mid-Term to 89% at Final Evaluation; while the proportion of households with access to portable water improved by 8% i.e., 60% at the start of the Programme, 60.9% at Mid-Term to 68% at Final Evaluation.

From Figure 2, access to improved water source was found to be higher in LGAs of Monrovia, Gardnerville, New Georgia, Garworlorn and Caldwell; however, needs enhancing in LGAs of Barnesville, New Kru Town and Congo Town. Access to Portable Water was found to be lower in Caldwell, Paynesville, Congo Town, Dixville and Johnsonville and influenced by the cost of water. Households with access to free water or paid less than 5 LRD were found to have higher access to portable water compared to those paying for water (more than 5 LRD).

**Table 5: Location of Water Source; Distance of Water Source from Home; and Safety of the Water<sup>7</sup>**

Characteristic	Mid-Term	Final Evaluation
<b>Location of water source</b>		
Elsewhere	63%	50%
In own Yard/ Plot	34%	48%
In own dwelling	3%	2%
<b>Distance of water source from home</b>		
Less than 100 Meters	16%	20%
100-200 Meters	76%	76%
More than 200 Meters	8%	4%
<b>Safety of water for drinking</b>		
Safe	92%	93%
Unsafe	8%	7%

Table 5 shows a reduction in the distance that households have to move to access safe water. The Proportion of households that have to move more than 200 Meters to access safe water reduced by 4% between Mid-Term and Final Evaluation. This could be attributed to construction of 66 Water Points through the Community Upgrading Fund but also interventions by Cities Alliance during COVID-19 where 4 broken and faulty Water Points were repaired to improve access to Safe Water during the Pandemic.

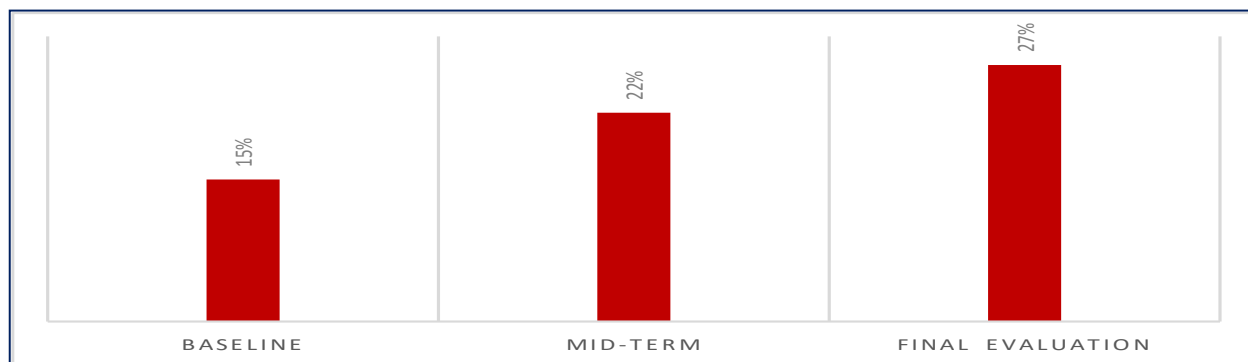
There has been a growth in the proportion of households with an improved water source within their Yard/Plot/Dwelling. At Mid-Term Evaluation, only 37% of the households had a water source within either their own Yard/Plot/Dwelling, however this has grown to 50% at Final Evaluation; propelled by households' desire to have access to safe water during COVID-19 to ensure regular hand washing to prevent the spread of COVID-19. The perceived safety of water did not differ from the Mid-Term. There was a one percent growth in the proportion of households that considered their water safe as highlighted in Table 5.

#### **HOUSEHOLD ACCESS TO AND QUALITY OF SANITATION:**

The LCP supported informal communities to improve access to quality sanitation. Through the CUF, a total of 6 toilet facilities were constructed of which 1 had been completed by Evaluation time and the remaining five (5) expected to be completed by August 2021 before Programme closure. Improved sanitation includes a household having an improved designated toilet facility, number of households using a particular toilet facility (one) and distance of toilet facility from home (within 50 meters). The proportion of households with improved sanitation facilities grew by 12%, from 15% at baseline to now 27%.

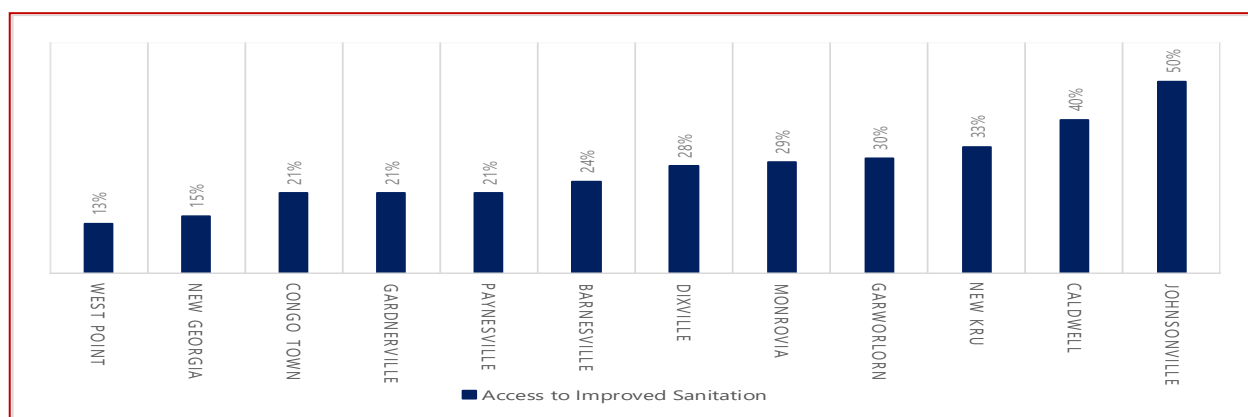
<sup>7</sup> Comparison was done for Mid-Term and Final Evaluation; baseline data was not available for the indicators captured in Table 4

**Figure 3: Access to Improved Sanitation Facilities**



The majority of households i.e., 55% use Flush/ Pour flush toilet facilities while the use of hanging toilets, defecation over the river, using the bush and open pits remain highly in use as toilet particularly in communities around fresh water bodies in Greater Monrovia.

**Figure 4: Access to improved Sanitation by Local Government Authority**



The Township of West Point, New Georgia, Congo Town and Paynesville showed the least access to sanitation facilities. Majority of the households were found to share toilet facilities. The average number of households sharing a toilet facility was found to be 10. While access to improved water source has been guaranteed through the CUF and PASSA, more emphasis has to be put on improving access to sanitation facilities.

**Table 6: Type of Toilet Facilities used by households:**

Type of Toilet Facility	Percent (%)
Flush or Pour Flush	55%
Pit Latrine	12%
Septic tank	11%
Hanging Toilet	10%
Bush	3%
Flush to Pit Latrine	3%
Open Pit	3%
Pit Latrine with Slab	2%
VIP Latrine	1%

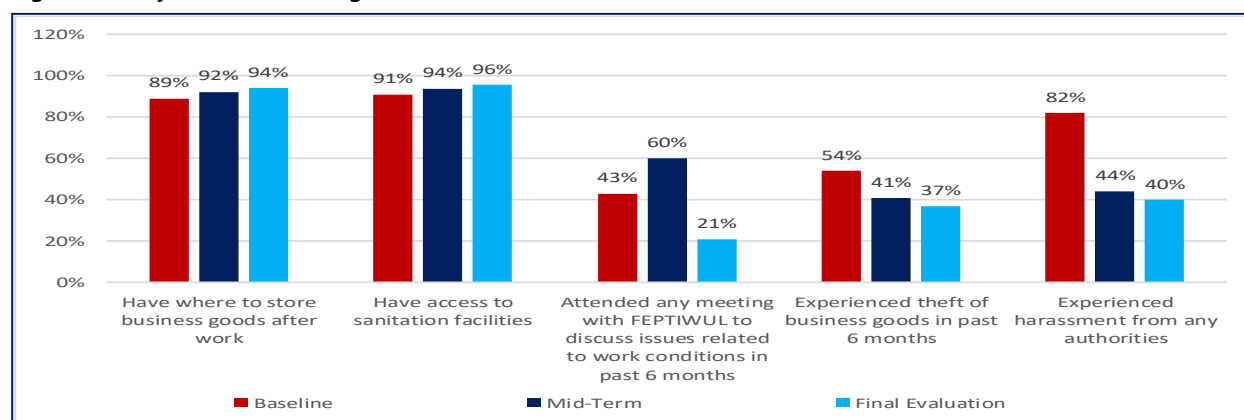
**Table 7: Distance of Toilet Facility from House and Sharing of Toilet Facilities:**

Characteristic	%
<b>Distance of Toilet Facility from House</b>	
In the House	13%
Within the Plot or Yard	10%
Less than 50 Meters	8%
More than 50 Meters	69%
<b>Share a Toilet Facility</b>	
Yes	49%
No	51%

**PETTY TRADER WORKING CONDITION AND ENVIROMENT:**

Improving the working conditions of traders is one of the core outcomes of the LCP. Results indicate that the proportion of traders with access to storage facilities for business goods after work improved from 89% at baseline, 92.2% at mid-term to 94% at End-line. 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.

**Figure 5: Petty Traders’ Working Condition**



Prior to the LCP, there were no designated trading spaces and vendors were trading from the streets. This resulted into city authorities harassing traders and confiscating their goods so that they could move off the streets. At Baseline (2017), 82% of the traders reported to have experienced some form of harassment from city authorities and police. With the implementation of the LCP, this reduced to 44% at Mid-Term and to 40% at End-line. This is attributed to negotiations by FEPTIWUL with city authorities to secure trading space for the traders and the MOU signed with MCC.

Access to sanitation facilities: The LCP through the CUF constructed 6 toilet facilities to improve access to sanitation. During the 5-years, access improved by 5% i.e., 91% at Baseline, 94% at Mid-Term to 96% at End-line.

Meetings to discuss working condition for the traders: Prior to the LCP, only 43% of the traders reported to attend meetings to discuss issues related to their working conditions. At Mid-Term, this improved to 60%, before significantly dropping to 21%. The evaluation attributes this to three (3) factors; (i) the COVID-19 were restriction on gatherings and congregation; (ii) resignation of FEPTIWUL chairlady; and (iii) the internal conflicts between the members and their leaders. This has, however, been resolved through election of new leaders.

Theft of business goods for traders: Theft of merchandize was very prevalent among traders, with 54% of the trader’s reporting theft of merchandise at baseline. Over the course of implementation of the LCP, this has reduced to 27%.

**Table 8: Working Condition Continued**

Indicator	Mid-Term	Final Evaluation
<b>Do you think your work place is secure [free from Eviction]</b>		
Yes	38.3%	30%
No	61.7%	70%
<b>Sanitation of the Market Place</b>		
Poor	31.8%	20.2%
fair	25.0%	23.2%
Good	43.2%	56.6%
<b>Who harassed you</b>		
City authorities	65.5%	64.9
Police	57.5%	74.6
Local Leaders	4.1%	22.8
FEPTIWUL staff	1.4%	0
<b>How many times happened in last 6 months</b>		
Once	18.2%	16.8
Twice	23.9%	35.1
Thrice	23.9%	9.0
Four or more times	34.0%	39.2
<b>Forms of violence experienced</b>		
Physical violence/extortion by local authorities	31.5%	40.3
Confiscation of goods	79.2%	88.8
Eviction from public space	52.3%	57.8

Sanitation and Hygiene of Markets: This remains a big concern to be addressed. While 57% of the traders’ report to be satisfied with the sanitation and hygiene in the markets, garbage litter is evident on the streets.

To further improve access to basic services, analysis of MSC Stories indicate that the LCP enhanced access to pre-school education services among children within informal settlements.

**MSC Story 6: Improved Access to Pre-School Education Services among Children within informal settlements**

Gleh M. Mason is the Principal of N.V Massaquoi Kindergarten and Elementary Junior High School, located in West Point Community. The kindergarten is the only public pre-school kindergarten in West Point constructed with support from Cities Alliance through the CUF. “West Point has 3-4 Kindergartens but all are privately owned. Before this Kindergarten was constructed, many children within West Point were not attending school because parents could not afford school dues charged by private kindergartens. The construction of this kindergarten has significantly improved access to pre-education services for many children who used to miss school due to high dues charged in private kindergartens. The kindergarten’s capacity is 60 learners for both streams. However, in our first year of operation (2018), we enrolled 88 learners. In the second year, we enrolled 96 learners. This is way higher than the capacity of 60 learners that the two streams are meant to accommodate.

The demand is quite high, we only stopped enrolling children because the capacity of classrooms had been exceeded. This was expected considering we provide free education yet private kindergartens charge a minimum of LRD 20,000 per semester (approximately \$120). With close to 100 learners enrolled in a Kindergarten whose capacity is 60 learners, we have made some significant progress in improving access to pre-education services. Government also came in to complement Cities Alliance’s efforts by accepting to pay teachers’ salaries. The parents have also been supportive particularly in ensuring that the contribute towards maintenance of the structure.

Further analysis of the MSC stories indicates that the benefits of construction of the kindergarten through the CUF have been extended to members from nearby communities within the Township of West Point.

**MSC Story 7: Benefits of Construction of the Kindergarten extended to members from nearby communities.**

Rosemary Tweh is a parent of N.V Massaquoi Kindergarten and Elementary Junior High School. Her 4-Year-old daughter joined the kindergarten in the 2019 cohort. "Within the Township of West Point, access to safe quality water was a huge challenge. With several households using hanging toilets and others defecating into water bodies, this compromises the safety and quality of water. To access safe water, members had to walk 2-3Km. The construction of the Kindergarten School came in handy for the community of west point. In addition to the classrooms, Cities Alliance installed a water system for the school. The water system has a capacity of 8,000 gallons (approximately 32,000 liters). The benefits of the Water system have extended beyond the school to benefit community members.

The water system is serving up to 180 households within the vicinity of the school. The school management allows us to go and collect water from the school on specific days and time. This is done in hours of the day that do not affect learning for the students. The school allocated evening time to fetch water when learners have returned home and on weekends when the learners are not at school. Today, community members don't have to walk long distances to access quality safe water. At an appropriate time, we go to the school to collect water, which is clean and safe. As a result, the community has also registered a significant decline in diarrheal and other water-borne diseases within West Point since 2018, partly attributed to this water system installed at the kindergarten".

**Challenges and Next Steps in improving access to basic Services:**

- The LCP is commended for improving access to basic services such as safe water, latrine coverage, education and social cohesion among the urban poor. Whereas health services were not included in the design of the LCP, future Programmes should support interventions around enhancing access to quality health services within informal settlements, and financing more community infrastructure projects such as toilet facilities and water kiosks to further enhance access to basic services.
- The LCP faced significant challenges in extending basic services to Petty traders through CUF. The design of the CUF Projects was that benefiting communities had to provide land to accommodate the infrastructure projects. However, it became increasingly hard to access land within or nearby the Markets to put up infrastructure projects i.e., sanitation facilities. This affected the number of CUF Projects that directly benefited the traders
- Sanitation and Hygiene in markets remains a challenge. Poor garbage disposal is a common practice among traders, with garbage and litter evident on market streets and within the markets itself.

**MAPPING, PROFILING AND ENUMERATION OF INFORMAL SETTLEMENTS IN GREATER MONROVIA**

Through SDI/YMCA, the LCP conducted profiling, mapping and enumeration of informal settlements in Greater Monrovia. Cities Alliance trained 64 slum dweller leaders to conduct the exercise. As a result, slum dwellers' capacity was built on how to collect data about their settlements using various techniques such as digital coding of structures and households, questionnaires and GPS to capture boundaries and service points.

In terms of planning, data collection and analysis, the processes were driven by the youth, women and community members with support from SDI/YMCA which enhanced their capacity to organize and mobilize themselves. The methods adopted to gather information on slums were based on community participation. The purpose of the exercise was to generate valuable data for city planning and community upgrading, and to ensure the urban poor are part of urban policy development and implementation processes.

## **The Profiling, Mapping and Enumeration exercise provided vital information about informal settlements in Greater Monrovia, critical for community and city development**

- Availability of data about informal settlements in Liberia: Profiled 113 slum settlements in Greater Monrovia, which enabled collection of settlement-based information relating to access to social services, housing, land and infrastructure. The information has been adopted by government and partners for planning and addressing needs and priorities of the urban poor.
- The LCP addressed challenges around a data-starved environment that existed in Liberia regarding informal settlements. The exercise provided information that informed the design and implementation of other LCP activities, particularly CUF Projects.
- The exercise promoted information as a powerful tool and asset for the urban poor. With knowledge and information concerning their settlements and living environment, slum dwellers were empowered to use the data as a strong tool for negotiating with national and local government for better social services.
- Urban poor and low-income groups have been empowered to have their say regarding their needs: Much development finance supports national Programmes and projects which may not reflect the needs of the urban poor. These projects are often shaped by the objectives of donors, national governments and implementing agencies. This leaves little scope for the intended beneficiaries to ensure interventions reflect their needs. The exercise provided a platform to engage and negotiate with government and development partners on what addresses their needs, as the urban poor.
- Pool of urban poor capacitated to profile and enumerate settlements: The exercise was conducted by the slum dwellers themselves, counted the services available in and around the slum with YMCA and SDI providing a facilitative and supportive role. A total of 64 slum dweller leaders were trained in profiling and enumeration of settlements. This created a pool of urban poor that can be engaged in future data collection processes.

### **Lessons learned and Challenges:**

- Engaging other urban development stakeholders in the enumeration process would have helped strengthen partnerships between organized communities and actors such as government, academia and NGOs. Invitation of stakeholders (as observers) would have helped them witness first-hand, the power of the urban poor as central players in upgrading of informal settlements.
- The exercise demonstrated that building of new alliances and partnerships contributed to bridging trust gaps and developing collective action to deal with complex social problems and resulted in improvements in service provision.
- Community needs keep changing which necessitates updating the profiling data periodically. Priorities of 2018 may differ from those of 2021. As time evolves, community needs and priorities change which makes updating available data a necessity.
- Delays in completing the profiling and mapping exercise affected timelines for other activities. The exercise had to inform other Programme activities i.e., Slum upgrading initiatives and the design and implementation of CUF Projects. This affected commencement of such activities.

## PROGRAMME STEERING COMMITTEE (PSC) AND TECHNICAL WORKING GROUP MEETINGS

### **Programme Steering Committee (PSC):**

A Programme Steering Committee (PSC) was set-up as a coordination platform to review progress of implementation of the LCP, provide strategic direction and seek new opportunities for partnerships. It played an advisory role to enhance efficiency, effectiveness and harmony in the urban sector. The Committee was chaired by the Deputy Minister of Urban Affairs, and co-chaired by Mayors for Monrovia and Paynesville. The PSC included representatives of Cities Alliance Partners and their local affiliates, Township Commissioners, FEPTIWUL and FOLUPS. The Committee met quarterly and at times ad hoc to share learnings and hold policy dialogue events on key cross-cutting issues relevant to LCP implementation.

Several stakeholders such as Cities Alliance, Ministry of Internal Affairs, City Corporations, FOLUPS and FEPTIWUL among others were engaged to establish the impact of the PSC over the 5-years of implementation of the LCP. The evaluation found that the PSC was central in steering Programme implementation.

*“The leadership and governance structure of the PSC was strategically composed to include the Deputy Minister for Urban affairs and the city mayors. This provided mileage and a platform to use the leaders to push through the Programme’s agenda with ease because they can influence decisions. That’s why city leaders from Monrovia were able to sign an MOU with us (traders)”* **FOLUPS MEMBER**

*“The different levels of coordination put in place by the LCP made it one of the best designed Projects. At the top, you have the PSC, then the Programme implementation team with partners, then the Technical Working Group, and Cities Alliance Project team. These kind of coordination structures and the oversight provided by the PSC not only created synergies and coherence of efforts among the implementers, government and stakeholders but contributed to sustainable urban growth”* **Deputy Minister of Urban Affairs.**

*“The PSC provided a platform for LCP Partners to share experiences, lessons learned and best practices. With the leadership of the Deputy Minister of Urban Affairs and city mayors, this ensured that implementation of the Country Programme aligned with priorities at national and city level”* **PCC Staff**

*“The intentions of the PSC were overall good, providing experience sharing and learning opportunities. However, at the start, attendance of these meetings was poor. Decision makers who were supposed to provide answers to questions that partners had would not attend meetings. This would leave several questions unanswered. This however improved with time”* **HFHI Staff**

*“The PSC chairperson would change every time a new minister for urban affairs is appointed. These are political appointees changed at the will of the President. This meant that every time a new minister comes on board, you have to get their buy-in in whatever you’re doing, else you risked getting their disapproval of the Programme”* **Cities Alliance Staff**

### **The Programme Steering Committee;**

- i. Created synergies and coherence of development initiatives by Cities Alliance members and Partners to facilitate achievement of equitable and sustainable urban growth in Greater Monrovia.
- ii. Strategically selected key committee leadership to include the deputy minister for Urban Affairs as the chair and the Mayors for Monrovia and Paynesville as co-chairs. These have the power to influence decisions and actions. These are key players who will support consolidation and scaling the achievements of the LCP.



- iii. Provided advice on ongoing and future Country Programme operations and peer learning activities, and ensured conformity of the LCP with National plans and priorities.

#### Lessons learned and Challenges:

- Missed opportunity in establishing committee working groups to address particular issues. Membership of such committees should have been determined on a case-by-case basis. For instance, a working group should have been established to take lead in negotiation processes between Paynesville and the traders around the MOU.
- While there was some degree of interaction observed between Programme components and outcomes through monthly Technical Working Group Meetings, there was an opportunity for the PSC to support and enhance stronger and better complementarity and interaction of Programme outcomes and components that was not fully explored. This would contribute to achieving better results,
- While attendance of PSC meeting gradually improved in the final half of the Programme, attendance was initially weak with some of the key participants not attending meetings at the infancy and most critical part of the Programme. This affected building synergies and coherence of efforts at the initial stages of the LCP.

#### TECHNICAL WORKING GROUP (TWG) MEETINGS:

Cities Alliance established TWG Meetings which strengthened coordination of Programme partners. This enhanced unified Programme implementation, ensured efficient coordination of activities and resources, information sharing, day-to-day supervision and management of operations; and tracking status of achievement of Programme objectives and targets. These could have been more effective if Partners had in-country presence.

#### LEARNING AND EXCHANGE VISITS:

One of the most important vehicles for community learning is through direct exchange of information, experiences and skills among urban poor communities themselves. As part of the learning and training process for community-led slum upgrading, Cities Alliance supported exchange visits and events for FOLUPS leaders and Government officials with other Slum Dwellers Federations from overseas countries affiliated to the SDI network.

The evaluation engaged several Programme stakeholders to assess the impact of the learning and exchange visits supported by the LCP. These included City Corporations, FOLUPS, FEPTIWUL, NHA, HFHI, WASH Commission, Liberia Water and Sewer Corporation, Ministry of public Works, Ministry of Internal Affairs and Cities Alliance staff among others. Different stakeholders held different perspectives regarding these visits;

*“The LCP supported a number of learning exchange visits to Uganda, Ghana, Kenya and many other countries. When we returned home following the visit to these countries, the federation of the urban poor savers used the lessons and experiences learned to organize communities to come together as critical mass with the purpose of negotiating and influencing policy and service delivery within informal settlements” FOLUPS member*

*“Several learning and exchange visits were supported by the LCP. Among the several successes and impact, we’ve seen that the visits have enhanced exposure of national and local leaders and changed their perception about slums and informal settlements. That is why we see for instance the Slum Upgrading Unit established within NHA to specifically handle slum upgrading initiatives in Liberia” NHA Staff*

### **As a result of the Learning and Exchange visits;**

- National, Municipal and Community leaders have been exposed to a wide range of possibilities and brought a new dynamism to the urban agenda in Liberia. Such exchanges have encouraged their exposure to the way in which the urban poor perceive, analyze and respond to the issues that they prioritize within their local contexts.
- The learning and exchange visits to Uganda, Ghana and other countries propelled communities to come together as critical mass to negotiate, influence policy and governance and collaborate to engage relevant government authorities to provide basic social services to improve living conditions of people in informal settlement.
- The learning and exchange visit organized to Ghana to explore eco-friendly design and construction techniques such as biogas digesting toilets have been adopted in design of CUF projects and the PASAA approach in Peace Island.
- Learning and mutual support has been nurtured among slum dwellers which strengthened the federation process that joins together the different saving groups and support a continuous learning cycle among its group members.
- The exchanges have helped to spread knowledge about how urban poor groups can take up initiatives to improve their living environment themselves.

### **Challenges and Lessons Learned:**

- i. Peer to Peer learning among local saving Groups is critical in sustaining the Groups, however this was not strong among FOLUPS Saving Groups. Future Programmes should place emphasis on learnings between different groups at LGA scale and visits to each other's communities so that experiences can be shared.
- ii. Need to ensure there is a right mix and balance among participants attending learning and exchange events with priority given to technical staff and people that will drive and implement the lessons.

### **VOICE FROM PROGRAMME STAKEHOLDER:**

#### **BOX 7: EXCHANGE VISITS AN OPPORTUNITY FOR PEER GROUPS TO LEARN FROM OTHERS EXPERIENCE**

"Learning and exchange visits have fostered learning among national and local government officials and slum dwellers. Exchanges of this kind provide an opportunity for peer groups of slum dwellers to learn from each other's experiences, relationships with authorities, and approaches to negotiation. They have enabled urban poor federations to compare and learn from one another. Learnings from these exchange visits were very helpful in planning and setting up FOLUPS. We were able to successfully established FOLUPS because of the lessons we learned from Kenya" **FOLUPS CHAIRPERSON**

### 3.4.2 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.**

Cities Alliance set-up the Community Upgrading Fund (CUF) with capitalization of approximately \$1,000,000 to finance up to 80 community infrastructure projects, with each project costing between \$15,000 to 30,000. Projects are selected by communities themselves using data from the profiling and mapping exercise, and settlement forums.

#### COMMUNITY UPGRADING FUND (CUF):

Since 2016, Cities Alliance has worked with communities, national and local governments to directly improve access to basic services and living standards through small-scale infrastructure interventions, which are participatory selected by communities. These Projects are funded through the CUF mechanism established by Cities Alliance.

#### **THE CUF PROCESS:**

Several of the CUF projects have been derived from the profiling and enumeration data, while others from settlement forums. When community members meet in their Saving Groups, several issues are discussed. Priorities from such discussions are often taken and discussed further at settlement forums. Through the settlement forums, communities identify priority needs, such as constructing toilet facilities, renovating schools, establishing water points, construction of community meeting halls etc. with processes placing communities at the center.

Once communities have agreed on priority projects, they are submitted to Cities Alliance through YMCA Liberia. A technical team comprising of the Ministry of Public Works, Environmental Protection Agency, Monrovia City Corporation, Paynesville City Corporation, Liberia Water and Sewer Corporation, WASH Commission and Cities Alliance conducts site assessments to ensure the provided land space meets the requirements including environmental safeguards, adequate space for the infrastructure, validity of the land ownership and whether the sites allocated for the projects are not situated in road reserves.

All projects that pass the assessment criteria are then submitted to the CUF board for approval and vetted for feasibility. The CUF board comprises of Cities Alliance, Ministry of Internal Affairs, MCC, PCC, LGAs, FOLUPS and FEPTIWUL. The CUF then provides funding for the projects, which are managed and implemented by the community. Local construction firms are identified which in turn hire community members to support the construction process with continuous monitoring of ongoing construction processes by the community members. Communities whose projects are deferred because the assessment criteria were not met are requested to submit new projects for consideration in the next call for projects.

Upon approval of the projects by the CUF board, Cities Alliance sends out an Invitation to Bid, for local construction companies to undertake the works. The bids are then evaluated based on the Bill of Quantities, specifications, and cost. The successful bidders are awarded contracts, introduced to community leaders and sites handed over to commence construction. Upon successful completion of the infrastructure, the projects are then officially commissioned and handed over to the community leadership.

The CUF database and inventory showed that 69 community infrastructure projects and 30 waste collection skip buckets had been completed. An additional 50 projects were under construction and the Programme on track to surpass the Project target of 80 CUF projects. The Projects have been implemented across the 12 LGAs, directly benefitting over 454,844 urban poor. Engagement of several Programme stakeholders (such as CUF beneficiaries, CUF contractors, Cities Alliance Staff, SDI/YMCA, Ministry of Internal Affairs, City Corporations, Township Commissioners and FOLUPS among others) revealed that the Projects have generated significant improvements for the beneficiary communities in access to social services such as safe portable water, latrine coverage and enhanced livelihoods.

PICTORIAL OF SELECTED CUF PROJECTS SUPPORTED BY THE LIBERIA COUNTRY PROGRAMME



## Setting up and Implementing the Community Upgrading Fund (CUF);

- i. **Analysis of the MSC Stories indicates improved community and household access to basic social services such as:** improved latrine coverage, improved access to safe and quality drinking water and enhanced livelihoods. The proportion of households with access to an improved water source improved from 85% at baseline to 89% at end line, livelihoods enhanced through hiring out the community meeting halls to host community events; and operators of water kiosks have set-up small business within the kiosks to boost their incomes.

### MSC Story 8: Safe Water Source Brought Closer to my Home

Agatha Duana (not real names), is a 38-year-old resident of Popo Beach in New Kru Town and a mother of four. She has a physical disability and depends on the spouse's support for survival. She counts on her 12-year-old elder daughter's support on running majority of the home errands. "Every morning before my children went to school, they had to go to the well, located about 1.5Km from our home to collect water that I will use through the day. Once the water has been collected, then they can go to school. On days when they are unable to go to the well, I either had to pay someone to collect the water for me or had to wait for my husband or children to return home. In 2020, our local leaders convened a community meeting (settlement forum) to discuss the challenges that residents in Popo Beach faced. They informed us of a Programme being implemented within informal settlements that aimed to improve access to basic social services. We informed our leaders that our community needed to be supported with access to safe quality water. We were tired of walking over 1.5Km to access water. Our local leaders followed this up with the Programme Managers at Cities Alliance and after three (3) months, we received feedback that the water source that we had requested for had been approved.

It was a dream come true to see that one of the long-standing challenges in our community was finally going to be addressed. Through the LCP, our community has a water point installed. We no-longer have to move longer distances to access a water source. The Water source is just 200 meters away from my house. I can access water at any time of the day, thanks to the LCP. Also, my children were known to always be among the very last students to get to school. They were branded late commers. However, with the installation of this water point, this has changed. Because the water source is near our home, my children no longer have to worry about collecting water before going to school, I just call the attendant at the water kiosk and he helps me bring the water to my home. This has helped them spend more time at school to focus on their studies".

### MSC Story 9: The CUF has improved access to Sanitation Facilities within slum communities

Access to sanitation facilities is a big challenge within informal settlements. Due to the crowdedness and high concentration of houses and challenges around land tenure, it's difficult to find location or space within settlements for construction of sanitation facilities, therefore majority of the households have to share sanitation facilities, while others have to pay to access these services. Those that cannot pay resort to open defecation in nearby bushes, others have put up hanging toilets across water bodies while other defecate in plastic (polythene bags) and dispose the waste in water bodies. I am one of the community members who has been using a hanging toilet. The LCP has supported King Peter Community with several sanitation facilities to improve sanitation. For our community specifically, this facility serves over 60 households. Although we have to pay some small fee to access these facilities, we are fine with it, the fee (of 5 LRD) is manageable.

The benefits of paying LRD 5 outweigh the consequences of defecating in the river or doing open defecation. I might not afford to construct a sanitation facility myself due to land related challenges and the cost of putting up such a facility, my household will make use of these toilet facilities constructed through the CUF. Because of these sanitation facilities, my households and many others (over 60) can access improved sanitation facilities. These facilities will go a long way in improving latrine coverage and reduce the burden of diarrheal diseases within communities".

- ii. **Shaped how community priorities are set and money spent:** Most development projects are designed with pre-determined priorities that may perhaps not address the needs of the People. Partners usually implement interventions because the donor demands or requires so. This approach has proven to be less effective in addressing people's priorities. The CUF provided an alternative approach in which communities influence and shape how priorities are set and money is spent, particularly through the settlement forums.
- iii. **Enhanced community participation and ownership:** The CUF availed funds to finance small community infrastructure projects which has enabled rapid and visible progress to occur while larger policy debates are taking place. The CUF process builds skills of participatory planning and participation, and has been pivotal in raising the profile of FOLUPS. Implementation of small CUF projects has demonstrated how a community driven process can design and implement solutions that make sense to them.
- iv. **Constructive Partnerships:** The CUF has enabled the creation of constructive partnerships between Local Government and slum communities because communities (through FOLUPS and FEPTIWUL), national and local governments are part of the CUF board but also the linkage between settlement and municipal forums. MOUs have been signed between communities and the Liberia Water and Sewer Corporation to provide water at a subsidized cost with the community retaining 40% from sale of water at the water kiosks constructed through CUF. This has helped strengthen systems of local governance and municipal service provision.
- v. **Analysis of MSC Stories further indicates that the capacity of local contractors was enhanced through the CUF:** CUF projects were implemented by local contractors. The result is that local capacity was strengthened, livelihoods enhanced and contractors' status increased because they engaged regularly with national and local government officials during monitoring and supervision.

**MSC Story 10: The CUF has enhanced the capacity of local contractors to deliver infrastructure Projects:**

Sheikh Haidat-Sherif is the Chief Executive Officer and General Manager of NIEMA, a local construction firm contracted by the LCP to construct a wall fence at JN Moore High School in Paynesville. "In Liberia, many governments and donor construction projects are given to foreign construction companies and a few locally owned Liberian engineering companies that are well established. For the majority of the Projects that we have worked on, foreign firms have been sub-contracting us to implement on their behalf. We are happy that this has changed with the LCP. The model adopted by Cities Alliance emphasizes that Community Infrastructure projects should be implemented by local contractors. The process of selecting the firm to do the construction is fair enough and ensured that local firms are selected. This was a good methodology because our capacity to deliver quality construction works has been strengthened. Since we have been contracted by a UN Agency, we have had to ensure that our work meets the minimum quality standards set by the United Nations.

In addition to strengthening our capacity as local contractors, our selection has also ensured that we employ local community members. We have provided employment to several youths within the communities where the CUF Projects are constructed, which benefits both the communities and contractors. The work that we have been doing was supervised and inspected by the client and government officials including national and local government officials. Government now has trust in what local contractors can do, particularly after successfully implementing such projects funded by a UN agency because the quality standards are set high. The award and Implementation of CUF projects to local engineering firms has strengthened the capacity of local contractors, and enhanced livelihoods among community members. But importantly our status as contractors has increased because we are engaged regularly with national and local government officials during monitoring, supervision and inspection of works.

- vi. **Replication and adoption of CUF designs by Government and Partners:** The LCP developed simple but well thought through designs for Water Kiosks and sanitation facilities, which have attracted the attention of government, international agencies and private sector partners in Liberia. For instance, HFHI adopted the CUF designs for water kiosks in constructing community water kiosks in Peace Island.
- vii. **Achieving leverage:** The size of the CUF is minuscule compared to the resources that exist within municipalities, national governments and donor agencies. However, the Funds have been able to punch way above their size because of their ability to leverage funds and other resources from a wide range of other institutions including communities. For instance, land that accommodates the Projects was provided by community members.
- viii. Attracted additional financial resources from other development partners to support more CUF Projects

### **Lessons learned from the design and implementation of CUF Projects**

- i. When communities are assisted to design and develop solutions that are affordable and appropriate within their own contexts, this creates new forms of relationships with local politicians and municipal officials which improves service delivery as clear mechanisms are developed that allow constructive collaboration between parties.
- ii. The institutional design of the CUF used existing mechanisms and experience, and was sighted by a mechanism that includes political and official representation from local government, Cities Alliance, the Ministries of Internal Affairs and Public Works, the Slum Upgrading Unit, local governments, FOLUPS and FEPTIWUL. This was key in ensuring success of CUF Projects.
- iii. The process of defining the operational characteristics of the CUF have been inclusive of both the local governments and SDI/YMCA who have considerable experience in fund establishment and management, building on good practices both within Liberia and internationally.
- iv. Local ownership key in sustainability of CUF Projects: While the LCP availed funds to finance implementation of the CUF Projects, the finances were exclusive of resources to purchase land. Because of the benefits that came with the CUF projects, communities willingly provided free space (land) to accommodate the projects. This ensures ownership and sustainability of benefits.
- v. Managing community expectations: CUF financed projects of not more than \$30,000 (the cost ceiling was benchmarked from CUF projects constructed by the Uganda Country Programme). Projects cost that exceeded the CUF ceiling were not financed regardless of the importance to the communities. In some communities, the high priority projects identified through the profiling and mapping exercise were heavy infrastructure projects such as road construction, whose costs were far above the ceiling for CUF, as a result some communities felt their priorities were not addressed. Therefore, managing expectations is very critical in implementation of CUF Projects

### **Challenges and Next Steps:**

- o Absence of sustainability plans for the CUF Projects: While the design of the CUF Projects requires SDI and YMCA to develop sustainability plans, by Evaluation time, the plans were not in place. The plans are key as they describe governance structures, management, safeguards framework, monitoring and supervision.
- o At Evaluation time, structures for managing the Projects when the Programme closes were yet to be set-up. While WASH teams have been proposed to provide oversight, induction of the teams needs to be expedited. Once finalized, the sustainability plans will improve management of the projects beyond the LCP.
- o Delayed implementation of CUF Projects due the rainy season and COVID-19: Liberia has two seasons in a year – six months of dry season and six months of rainy seasons. Activities slowdown in the rainy season, which affected

CUF implementation. In addition, due to COVID-19, the CUF board could not sit, and contractors and their staff could not meet. This was due to restrictions on gatherings. Some of the CUF that are yet to be finalized, attributed to the three (3) months of lock down were only minimal activities could be undertaken

- Challenges were observed around the inability to secure land or space to accommodate the infrastructure Projects. Challenges around land tenure within informal settlements affected implementation of a number of CUF Projects. With 70% of Monrovia’s population living in informal settlements, it is hard to find space to construct the projects. The Evaluation further observed challenges around Record keeping and management by water kiosk attendants.
- At the water kiosks, there were no records on daily sales. Attendants would not recall with certainty how much sales are made on a daily basis, which affects accountability processes. There is need to support Kiosk attendants on record keeping and management
- Maintenance of CUF Projects: The Evaluation observed that some infrastructure had worn out or damaged or faulty parts that needed to be replaced. However, the Kiosk attendants were waiting on Liberia Water and Sewer Corporation to replace these parts yet these are minor repairs that the attendant can fix. There is need to empower and build capacity of Kiosk attendants and WASH Teams to fix such minor repairs than wait on LWSC.

**In terms of Next Steps, the gains, achievements and impact of CUF are impressive. However, if the gains and benefits that they offer are to be consolidated and expanded, there is need for considerable support.**

- i. Community needs still remain despite the infrastructure projects financed through the CUF. More water points, latrine etc. need to be financed. There is need for an expansion in the capital provisions made available to finance CUF Projects by Cities Alliance and the donor.
- ii. Enhance stronger co-ordination and interaction between PASSA and CUF: While there was some level of interaction observed between PASSA and CUF, an opportunity remains to have this enhanced to ensure that the approaches are able to work together. Better co-ordination should consciously seek to strengthen coordination and interaction of these approaches.
- iii. Integration of financial planning for long term maintenance and management of CUF infrastructure and facilities constructed within informal settlements.

**BOX 8: CUF PROJECTS NOT ONLY IMPROVE ACCESS TO BASIC SERVICES, THEY HAVE ENHANCED INCOMES AND LIVELIHOODS**

“The LCP has constructed over 66 Water Kiosks in over 25 informal communities. Water kiosks are managed by an attendant who sells water to community members but also collects and keeps money from the sales made. At the water points, water is sold to community members at five (5) LRD per 20 Liter Jerry can. Accessing toilet and shower facilities also require users to part with five (5) LRD every time they access or use the facility. From the total funds collected, 60% is paid to LWSC for providing the service, 25% goes to the WASH Team which is responsible for management and maintenance of the water kiosk, 5% to FOLUPS and the remaining 10% goes to Water Kiosk attendant as his remuneration” **CUF BENEFICIARY**



### 3.4.3 INTERMEDIATE OUTCOME 3:

#### **Improved provision of Slum upgrading and incremental housing solutions, identifying investment opportunities to scale up affordable housing for the urban poor**

HFHI partnered with the NHA to supported slum upgrading and affordable housing initiatives. The aim was to facilitate greater access to adequate and affordable housing through inclusive market approaches to bring about systemic changes in the housing sectors, and build institutional capacity to create greater access to adequate and affordable housing.

This was 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. Key to it was building and facilitating linkages with government institutions to ensure there is on-going support beyond the LCP. Several slum upgrading initiatives were adopted by the LCP. These include;

#### POLICY FORMULATION AND DEVELOPMENT:

**The Slum Upgrading and Affordable Housing Framework:** The LCP developed and adopted this framework to ensure low-income populations access quality houses. The shift in NHA's approach towards addressing issues of people within the low-income pyramid triggered the development of the framework which has since been adopted by the authority.

**Voluntary Gender Relocation Guidelines:** Policy level analysis identified various gaps in the housing policy for Liberia. The LCP 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.

**Enhancement of the housing market systems:** Cities Alliance through HFHI conducted an assessment to 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.

#### HOUSING MICRO-FINANCE:

Habitat for Humanity International partnered with Foundation for Women (FFW), a local Microfinance institution to extend housing finance products and services to the urban poor. The Microfinance institution came in to address challenges around lack of housing loan products on market for poor people who would like to build their homes incrementally or improve their current homes. Initially BRAC and FFW were identified to provide the service, however BRAC opted out as they were not prepared to offer this service.

Through HFHI, the LCP undertook an institutional assessment for FFW to establish the institution's readiness and preparedness to provide housing loan products. A market assessment was also undertaken to understand the existence and demand for housing Microfinance. The assessment revealed high demand and appetite for housing micro finance amongst the clients of Foundation for Women.

Following the assessment, HFHI supported FFW to start the process of product development. A prototype was developed, which was discussed and validated with Foundation for Women Staff. Following the validation, a training was conducted for FFW, highlighting the management Information systems that need to be in place and guidelines on how to market and launch the product. The product was ready for launch in October 2020, but process affected by COVID-19. However, in April 2021 the product was launched and 8 households received first batch of housing loans.

**The engagement of Foundation for Women to develop housing loan products has registered positive results;**

- The LCP found a weak Housing Microfinance sector in Liberia. There was the perception that Microfinance solutions for the poor are not possible and that slum upgrading and incremental housing cannot be supported through Microfinance. The LCP proved that once the context is clearly understood, proper assessments conducted and communities engaged to understand their disposable income, ability to pay for loans as well as their needs in terms of Microfinance loans, solutions can be established.
- The LCP has gone beyond just supporting Foundation for Women to develop housing loan products, but also supported the institution to expand services beyond the housing loans to other loan products. Capacity has been built and the institution better placed to roll out other products on their own.
- The LCP has brought about systemic changes and unlocked the mindset of government on how slums are viewed, evident in the government action to establish a Slum Upgrading Unit within the National Housing Authority.

**Several lessons have been learned in the development of Housing Loan Products;**

- i. The boldness to break new grounds requires some level of persistence. Initial attempts by HFHI did not get buy-in from government, however with persistence, HFHI was able to break the ground and now there is an opportunity for households to access housing finance loans. This being a new innovation required boldness and persistence.
- ii. Understanding the market was essential in developing the housing loan product. HFHI conducted a market assessment to understand what works and what does not; existing gaps and key considerations when developing the product such that if these are unlocked, it will open up opportunities for creating demand for the product.
- iii. Power in partnership and collaboration: HFHI worked closely with government. The Central Bank recommended Foundation for Women and BRAC for piloting the housing loan products. This is one of the many collaborative approaches, geared towards harnessing the power of collective impact that comes from partnerships.

**Challenges and Next Steps:**

- COVID-19 made it difficult for Foundation for Women to make adequate recoveries from other loan products and therefore were not able to mobilize enough funds to start off the launch.
- The resources mobilized by FFW to pilot the Housing loan products were relocated to other operations within the institution during COVID-19. The institution relied on resources provided by the LCP to pilot the housing loan product, however, the capital fund from the LCP was small and only eight (8) loans provided. There is need for additional support to FFW to increase the size of the housing loan fund to client's demand.
- HFHI had a deliverable of advancing at least 150 loans before the end of the LCP. However due to exchange losses, there were budget cuts. Following discussion with Comic Relief, this was revised to only delivering the product. However, with the savings made from this component, eight (8) housing loans have been provided.

**PASSA APPROACH:**

HFHI implemented a Slum Upgrading Project in Peace Island using the PASSA approach. This was the first time HFHI implemented a full PASSA approach. The purpose of the PASSA was to help communities identify problems and challenges around their homes, settlements and neighborhoods which subject their communities and houses into hazards, risks and vulnerabilities. The PASSA process adopted a participatory methodology to safe shelter awareness and demonstrated the importance of having people centered approaches towards addressing community needs.

The process started with identification and Training of Trainers (TOT), who included government officials from National Housing Authority, Environmental Protection Agency as well as community members who were trained through an 8-week PASSA process. A total of 30 PASSA facilitators were trained in the PASAA approach. After the training, the facilitators were able to go communities and came up with a proposed community action plan. The Plan was presented to the public for input and validation.

After validation, feedback was incorporated and a final community action plan developed. The process was conducted in July 2018 and by the end of August 2018, a community action plan had been launched. Through this plan, the community identified the following priorities; (i) Inadequate access to safe water, (ii) Poor sanitation, (3) Poor Solid Waste Management, (iv) Lack of community halls or place for social cohesion, and (iv) lack of electricity due to the frequent fire outbreaks arising from poor connectivity of electricity. Other issues identified include poor environment, poor drainage and road infrastructure. The selection of Peace Island as the beneficiary community was guided by a robust criterion. Of the 113 profiled communities, key consideration included land ownership and communities not exposed to hazards, risks and vulnerabilities. At Peace Island, land belongs to government which enabled easy entry as it guaranteed safety of investments.

**PICTORIAL OF THE COMMUNITY INFRASTRUCTURE CONSTRUCTED THROUGH THE SLUM UPGRADING PROJECT IN PEACE ISLAND USING THE PASSA APPROACH:**

## Welcome To Peace Island Community

*"A Decent Place to Live"*  
**Slum Upgrading Project in Greater Monrovia**



**Community Social Hall**



**Reservoir & Kiosk**



**2 Renovated Bio Fill Toilets**



**New Bio Fill Toilet**



**2 Water Kiosks**



**New Bio Gas Toilet "BEST"**



**Borehole Solar Pump System CAC Road**










Funded by OFID through Habitat for Humanity in Partnership with Cities Alliance & G.O.L;  
 Implemented by World Hope International and YMCA; for Peace Island Community.

### **The Implementation of the Slum Upgrading Project in Peace Island registered enormous success;**

- Constructed a Community Social Hall which provides income to the community when the hall is hired to host social events; constructed 2 Water Kiosks with additional 2 under construction to improve access to safe water. With additional funding from OFID to HFHI, the project constructed and renovated 5 Bio fill toilets – the first of the kind in Monrovia, to improve access to sanitation and installed a solar power bore to improve access to safe water.
- By-laws on waste disposal and management were developed: The PASSA facilitators working with leaders at Peace Island developed community by-laws which require every household to pay for waste collection. The by-laws also discourage dwellers from disposing waste in non-gazetted places. This has improved waste disposal practices and enhanced delivery of primary and secondary waste collection services on a routine basis.
- Complemented governments efforts to provide basic social services to the urban poor in Peace Island. This is a welcome investment as government may not have funds readily available to invest in such projects.
- Construction of a Solid Waste Holding Point and 10 waste dumping sites has significantly improved Solid Waste disposal at Peace Island. Investments made in placing waste bins in different places in Peace Island, door to door waste collection where CBEs collect waste from dwellers homes at a moderate fee and the by-laws on waste disposal and management has ensured members' compliance, which has significantly improved waste disposal and management.
- Environmental reclamation: The environment in Peace Island is well protected, trees that had been cut down have been re-planted and a campaign to keep the community clean is being implemented by the PASSA facilitators

### **LESSONS LEARNED:**

- The institutionalization of the community by-laws on waste disposal and environmental management in line with city ordinances was a very central step in improving waste disposal and management practices among dwellers in Peace Island. The by-laws have been adopted in other WASH interventions within the community.
- Solid Waste Management is not complete until all challenges across the value chain are addressed. While resources could be available to put in place waste bins, this might not effectively address the solid waste disposal challenges in Peace Island. Equipment had to be extended to CBEs to collect waste from households, while households had to be sensitized on proper waste collection and disposal.
- Bigger impact in adopting people centered approaches: Government officials and community members were trained in implementing the PASSA process. All processes were driven by community members, this demonstrated that adopting people centered approaches enables buy-in and commitment to deliver better results.
- The partnership with NHA provided a platform to reach to other government entities with ease. NHA brokered linkages and relationship for HFHI, particularly with the Ministry of Public works for approval of construction plans, and the Environmental Protection Agency for environmental assessments and other environmental related issues.
- Enhancing adaptive Management: Some many things changed during the design and implementation of the Slum Upgrading Project at Peace Island. While the objectives remained the same, many things evolved, and therefore the need to learn and apply the lessons to improve delivery of the Project.

### Challenges and Next Steps:

- Resource limitation to scale-up the PASSA process to other informal communities. While there was ambition and willingness to scale-up the PASSA process in other informal communities, the lack of resources impeded scale-up processes. Majority of the work in Peace Island was done through co-financing and additional grant support from Partners.
- Opportunities exist to enhance utilization of PASSA facilitators: These have been trained in Climate Change Adaptation, Solid Waste Management, Safe Shelter awareness, Hazards, Risks and Vulnerabilities assessments among others. At Evaluation time, two facilitators were at the National Fire Brigade and supported response efforts to fire disasters, while other two were at MCC to support outreach activities. – The Programme should have better utilized this resource in its programming. For instance, Cities Alliance’s Solid Waste Management Project should have harnessed and seized the opportunity to utilize this resource to support awareness and sensitization activities. However, resources (persons) were mobilized from outside the LCP to support sensitization activities.
- We recommend that a list of the PASSA facilitators is populated and shared with government agencies such as National Disaster management Agency and the Ministry of Internal Affairs with proposes on utilizing this resource on matters regarding to response to disaster, hazards and risks.
- Currency exchange losses: Liberia’s economy was hard hit with high inflation and depreciating currency. The depreciating currencies resulted into exchange losses which affected budgets. Budgets for partners had to be cut because the Programme had not taken into account currency fluctuations.

### LEAD FIRMS:

The LCP enhanced efforts to provide slum dwellers and the urban poor with alternative, but quality low-cost construction material to support slum upgrading and incremental housing solutions. Three (3) Liberian Lead firms dealing in production of alternative construction materials such as stabilized soil bricks, roofing sheets from recycled plastic and interlocking bricks were identified and supported to implement research-based innovations on low-cost building material. The LCP through HFHI conducted capacity building of these firms to scale up production and linking them up with potential clients. The firms developed and tested the resilience of these products and have demonstrated to communities that the products are cost-effective, durable and affordable.

- i. Partnered with the Ministry of Public Works to build capacity of the Central lab staff at the ministry to test the quality of construction material. This is the first time the Ministry of Public Works in Liberia has been able to test construction materials for housing. With standards and guidelines developed and provided to the laboratory, the Ministry is better placed to test the quality of construction materials moving forward.
- ii. Improved working space for the Lead firms: The Country Programme provided some minimum resourcing which the Lead Firms were able to match to improve their workshops. This improved their space for storage, working area and processing their products.
- iii. Analysis of MSC Stories shows that the LCP supported Lead Firms to appreciate the importance of producing material that meet minimum quality standards and as a result, the firms are knowledgeable on minimum standards that the material should measure in terms of compression and the different parameters.

MSC Story 11: Testing the Quality of Construction material through laboratory processes enhanced production of alternative quality low-cost material to support slum upgrading and incremental housing solutions

According to Kelvin Selekpko - the Director of Nations Brick, the firm has been in existence for more than 5 years. "We have been in the business of producing stabilized bricks and have over the years registered significant growth. However, before we were engaged by the LCP through HFHI, our production processes were basically done with minimal attention to ensuring the product met minimum standards. This was majorly because Liberia didn't have facilities and skills (for laboratory staff) to conduct the testing. Secondly, we didn't think testing of these material was important and thirdly, we didn't have the resources (finances) to take the samples for testing. We underestimated the value in producing material that meets minimum standards (i.e., compression, stability, size etc.) to the market and consumers of our products.

When we were approached by the LCP through HFHI, we were informed that there is an opportunity for the Programme to enhance efforts to provide slum dwellers and the urban poor with alternative quality low-cost construction material to support slum upgrading and incremental housing solutions, and that HFHI was looking to engage firms dealing in production of alternative construction materials to build their capacity to support these initiatives – three firms were identified and we accepted the engagement and partnership. The LCP through HFHI conducted capacity building of our firms to scale up production and linked us to would be clients. For me, the most significant change is that fact that we were able to see and appreciate the value of testing our materials to ensure it conforms to certain standards. We used to produce stabilized bricks without any thoughtful consideration regarding standards. Because of this support, we have developed and tested the resilience of our products and demonstrated to communities that the products are durable, cost-effective and can withstand adverse weather conditions including water and fire without soaking or being damaged by fire. HFHI linked us with the Ministry of Public Works, we took our samples to the laboratory for testing.

This was the first time that our materials were being tested and the first time the Central lab at the Ministry of public works was testing the quality of construction material. This was very critical for us because it greatly contributed to the quality of our products. Previously, we never focused on quality during our production processes. We are now confident that our products can serve the urban poor, middle class and the rich because these have been tested to ensure they meet the minimum quality standards. We now know what the mix and composition of a quality stabilized brick should be. This is attributed to the engagement and support provided by the LCP through HFHI

- iv. Brokered relationship and linkages for the Lead firms: Lead Firms have participated in a number of innovation pitches and HFHI has linked the firms to waste collection firms (CBE) which are sources of material the firms use in production of some of the construction material such as plastic and linkages to market opportunities and donors.
- v. As a result of the linkages, Ever-Green Recycling firm received \$25,000 from UNDP to improve their operations. This was due to the networks and linkages made with support of the LCP through HFHI. Another opportunity is being pursued with Africa Finance Corporation for around \$5million to set up a recycling plant that will use plastics generated in Liberia. Huge opportunities exist out of a small engagement.
- vi. Analysis of MSC Stories shows increased publicity and visibility of the firms: The LCP enhanced visibility of the firms through participation in city forums and public media to showcase their products, and further supported a training in business marketing for the firms.

MSC Story 12: The Country Programme has enhanced linkages, networks and Visibility of Lead firms

Clawekee Enterprises has been in operation for more than 5-years now. However, within these 5-years, we have been in our own island. Very few people knew about our products, very few people knew what we were doing which limited our market and the production capacity. Not many people would purchase our products because the majority of the population was not even aware that these products existed on market. We always desired our client-base to grow but didn't have a platform to market our products. We could not afford the cost of advertising on Radios, TVs, Print Media etc. Our long-term aspiration is to see our business grow to become one of the biggest and leading firms in production of stabilized bricks in Liberia. In production of the stabilized bricks, we only use clay soil which is well compacted.

Our engagement with the LCP through HFHI was our turning point and break through. HFHI created linkages and networks for our firm with various government agencies, development partners, NGOs and the private sector. In most of the workshops and meeting HFHI attended, they invited and gave us an opportunity to talk about our products and show case what we do. As a result, our visibility has increased, our client-base has grown. Our market has also expanded with more demand for our products. Through the networks and linkages, we have participated in a number of innovation pitches, we have been linked to market opportunities and donors.

Today, we are now popular among the urban poor and the middle-class people. While our intended beneficiaries were urban poor, our products have attracted attention of the middle-class people. Our market has grown significantly, our incomes and revenues have increased and our production capacity is also steadily improving, attributed to the support of the LCP through HFHI



*Picture to the left: The Workshop for Clawekee Enterprise before and after renovation by HFHI.*



*Picture to the left: A Staff of Clawekee Enterprises producing the stabilized Soil Bricks. Picture to the Right: A Staff of Ever Green Enterprises displays a sample of the Roofina Tile made out of Recycled Plastic*

### **Challenges and Next Steps for the Lead Firms:**

- Production processes for the Lead Firm are manual, affecting their production capacity. While the current market is small, there is evidence of the market improving steadily. The current production capacity cannot ably meet the ever-increasing demand for their products unless the firms are supported to mechanize their processes. This will go a long way in supporting urban poor access quality low-cost construction material to improve their housing.
- The LCP through HFHI has done a commendable job to link the Lead Firms to Waste collection firms (CBEs) which ensure reliable supply of plastic. However, the challenge of lack of waste separation affects reliability and use of the plastic supplied by the CBEs.
- Lead Firms should strengthen efforts to market their products. While the LCP through HFHI has supported efforts to market the firms and people getting to know their products, majority of the target population (urban poor) are not aware about these products. The firms need to be supported to develop marketing plans and strategies, and consider utilizing the structures and platforms established by the LCP to increase their visibility and market.

### **Overall, the implementation of Slum Upgrading and Affordable Housing initiatives has;**

- Propelled government to move and complement the work of HFHI in Peace Island by investing in major infrastructure projects such as roads and electricity. Following the construction of water points, sanitation facilities, waste disposal facilities, community halls and enactment of by-laws on waste and environmental management, government also moved in to provide electricity and road infrastructure. The electricity projects were launched by the President of Liberia, H.E George Weah to address the rampant fire within this community.
- The LCP through HFHI designed and implemented eco-friendly biogas digesting toilets in Peace Island. This is the first of a kind in Monrovia, where waste is converted into bio-gas. The bio-gas is for instance used to boil water for the shower facilities and lighting for the facilities in the night. This technology has gained interest from government and partners. OFID provided a grant to HFHI to construct 14 stance biogas digester toilets with a 4-shower facility in Peace Island.
- Cities Alliance's work through HFHI has countered the traditional approaches to slum upgrading where governments and organizations develop policies, operational guidelines, manuals and implement them with minimal community participation. Community participation and inclusiveness has been the driver in all slum upgrading and incremental housing interventions implemented by the LCP.
- Ministry of Finance released \$5 million to the LWSC to implement standalone piped water in Monrovia. This follows lessons from the model adopted by HFHI in improving access to safe water in Peace Island.
- The LCP has demonstrated that partnerships and complementing capabilities with government and private sector player is the most effective way of delivering services to the people. The Partnership established with government attracted interest from the President of Liberia into the work of HFHI. One of the community halls constructed by HFHI in Peace Island was commissioned by the President. As a result, the LCP has received high level national recognition by the President, First lady, Ministers and other government officials.
- Before the LCP engaged the National Housing Authority, the institution didn't have any focus on slum upgrading. Through the engagement with the Country Programme, the National Housing Authority set up the slum upgrading unit, particularly to support slum upgrading.



## VOICES FROM BENEFICIARIES AND PROGRAMME STAKEHOLDERS:

### **BOX 9: ESTABLISHMENT OF THE SLUM UPGRADING UNIT WITHIN NATIONAL HOUSING AUTHORITY**

"In our very first meeting with government and partners on slum upgrading, we were challenged that slums were a nuisance and they needed not to be anywhere near the capital city. We felt low and couldn't imagine how we were going to break through. First of all, we had got into a system that did not believe that slum dwellers mattered just like any other person. We had to work hard and influence mind change. But slowly by slowly, we started showing government how to work on slum upgrading and the benefits this will have for government and the slum dwellers. Gradually, government started picking interest and they allocated personnel to start working with us. When we succeeded in shifting the mindset of government through our work, government changed the way it viewed slum dwellers. Government and the National Housing Authority realized they were not serving the low-income people. That is how the Slum Upgrading Unit was established in National Housing Authority – to basically address slum upgrading issues. We were then hosted by the National Housing Authority and started supporting government on Slum upgrading" **HFHI STAFF**

### **BOX 10: BY-LAWS TURNED AROUND FORTUNES IN WASTE DISPOSAL AND MANAGEMNET AT PEACE ISLAND**

"When HFHI supported our community with garbage bins and a waste plant, this did not directly improve waste disposal and management. We saw that you can put up all these facilities and tell people don't throw waste in non-gazetted places but still people will continue doing that. If it was not for the by-laws, the practice would still be on the rise. We sat down with the communities and drafted rules together and highlighted the consequences of littering waste in non-gazatted places and everyone become aware of the penalties. We had the buy-in from city authorities and Local Government. Today, if you're found littering waste, you are required to pay a fine on spot, else your taken to the police or court. This is bringing a lot of discipline and sanity on how people manage waste. In absence of the rules, the community chairperson and PASSA monitors would not be able to enforce this" **COMMUNITY MEMBER**

### **BOX 11: THE COUNTRY PROGRAMME DEMONSTRATES THAT CONVENTIONAL MODELS HAVE BECOME LESS EFFECTIVE IN ADDRESSING SLUM UPGRADING EFFORTS:**

"Over time, we've realized that conventional models do not seem to be designed for the low income and vulnerable people. Most financial access systems are run by the commercial banks and, one of the minimum criterial for someone to get a housing loan is that they must be employed and must have verifiable income. With the conventional models, in our experience do not seem to be tailored to serve the poor, because for us to reach a decision to work with a microfinance, we had to do an income and affordability assessment, including a market segmentation for us to know what percentage of the population whether formally or informally employed is earning, and the amount of money earned. We found that in Liberia, only 7% of the working population can qualify for a mortgage. So, you can imagine if commercial banks are structuring mortgage loans, where is the market? There is no market and therefore this understanding is quite crucial right at the beginning" **HFHI STAFF**

### 3.4.4 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**

Cities Alliance engages national governments to improve governance and accountability through institutional reform and dialogue. It supports governments to develop and enhance national policy frameworks that address urban development needs and enables local governments to close the policy and investment gaps for basic services, particularly in slums. The development of the National Urban Policy discussion paper and diagnosis note and the Urban Development Strategy was timely. Cities Alliance programming on national governance includes advocacy and dialogue on urban policy; institutional strengthening of Ministries; analytical activities on urbanization and cities; and developing national urban policies and frameworks that move beyond a sectorial lens in favor of a more integrated approach to urban development.

#### THE NATIONAL URBAN POLICY DISCUSSION PAPER AND DIAGNOSIS NOTE:

In 2016, UN Habitat working in partnership with the Ministry of Internal Affairs started the process of developing the National Urban Policy (NUP) for Liberia. The Policy provides a framework for pro-poor upgrading. The purpose is to develop a policy that reflects pro-poor agenda issues and provides a sustainable framework that guides urban development.

#### **The Policy Development Process:**

Liberia developed its NUP through a five-phase process. Each step in the process involved research through desk reviews and consultations on the demographic, governance, socio-economic and environment conditions of Liberia, providing preliminary policy recommendations for further analysis in subsequent phases.

#### **Phase I: Feasibility Phase (2015-2017)**

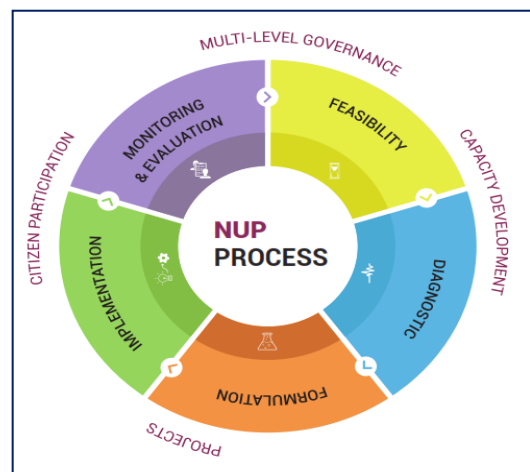
A Short-term Phase (2 years) that focused on making the case for the NUP, identifying key data, sourcing financial and political support for undertaking the policy and understanding the Liberian context. The phase concluded in 2018 after the completion of consultative meetings with stakeholders and convening of Liberia's first National Urban Forum. Outputs from this phase were the Policy Note for Liberia, (2018); and the National Urban Policy Discussion Paper (2017)

#### **Phase II: Diagnostic (2018-2020):**

A Medium-term Phase (3 years) which focused on analyzing and mapping key actors and stakeholders, identifying priority issues to be addressed by the NUP, defining policy vision, goals, and principles, formulating roadmap proposal and strengthening consensus and assessing human and financial capacity of key institutions among others. The phase began in May 2019 with the convening of two regional consultative workshops in the South East and North Central Regions and built on recommendations structured from the feasibility phase. In November 2019, two national consultative workshops and one National Urban Forum were held in Greater Monrovia.

#### **Phase III: Formulation (2021)**

This phase is yet to be undertaken. However, this is a Short-term Phase (1 year) for drafting and adoption of Liberia's NUP and Proposing an M&E framework. This will involve a deep analysis of all the data gathered.



#### **Phase IV: Implementation (2021-2050)**

The phase will look at supporting National institutions & local governments to implement the policy once enacted by government

#### **Phase V: Monitoring and Evaluation**

Long-term stage (29 years) expected to review, analyze, and update the legislative and administrative tools and structures to ensure implementation, drafting an implementation plan - including a timeline and role delegation with defined responsibilities, facilitating legal decentralization processes to ensure capacity for implementing the NUP, and ensuring M&E processes are imbedded in NUP implementation processes among others.

The inclusion and involvement of the Urban poor and working poor associations in the NUP development process ensured the development of a pro-poor urban policy that reflects priorities and needs of the poor. The evaluation found that slum dwellers considered the engagement in the NUP development processes as the most ideal methodology to approaching urbanization processes and incorporating views of marginalized groups into urban planning and development processes.

By Evaluation time, only Phase 1&2 had been completed, phases 3-5 were pending. This is because the LCP was only able to fund Phase 1&2. The evaluation engaged several Programme stakeholders including UN Habitat, Ministry of Internal Affairs, EPA, City Corporations, FOLUPS, FEPTIWUL, Ministry of Public works, WASH Commission and Cities Alliance among others on the benefits that the policy will bring to Greater Monrovia and Liberia once finalized, enacted and implemented. The views of the stakeholders did not differ, stakeholders revealed that once enacted and implemented, the policy;

- Will accelerate Liberia's National development agenda and contribute to a reduction in poverty. The policy is an additional tool for implementation of the New Urban Agenda and SDGs, particularly SDG 11.
- Enhance coordination of different sectors, establish incentives for more sustainable practices, and encourage an integrated system of cities. The policy process emphasized strengthening urban-rural linkages and equitable resource allocation, reducing urban disparities, and promoting institutional collaboration and policy coherence.
- Enable development of an urban vision and plan for Liberia and provide the best opportunity for achieving resilient and sustainable urbanization.
- The NUP will provide an enabling framework and mechanism for coordination among different sectors and ministries, address urban challenges, and maximize the opportunities offered by urbanization, while mitigating potential adverse externalities in order to achieve inclusive economic growth and sustainable urban development.

#### **Several lessons were learnt during the development of the National Urban Policy;**

Policy coherence. To reap the dividends of Liberia's increasing urbanization, authorities must recognize and maximize the opportunities offered by urbanization. Developing solutions for urban challenges is an opportunity to improve city and national systems for promotion of sustainable development.

Involvement of LGAs in spatial planning activities, providing cities with financial autonomy to generate their own local revenues, and empowering LGAs to plan alongside national policymakers and develop their respective urban spaces is critical in attainment of the policy objectives and priorities.

Changing the mindset that most Liberians have of negative impacts of urbanization such as overcrowded cities, to a positive mindset of the economic opportunities of "urbanization" will allow the Liberian Government to plan for future

urban densities to increase and harness potential production. Achieving middle-income status has only been accomplished with urbanization and industrialization.

The inclusion of inputs from vulnerable populations such as youth, women, people living with disabilities, the elderly and the extremely poor in the NUP process guaranteed a more inclusive approach in sustainable urban development. Full support, collaboration and coordination of all stakeholders to engage relentlessly, and above all take ownership of the process ensures sustainability of a promising urban development framework for Liberia.

#### **Challenges and Next Steps:**

- i. Local governments have inadequate human and financial capacity to successfully implement the NUP and will require continued cooperation, collaboration, capacity building and support to achieve this objective, as has been provided during the NUP development process.
- ii. Absence of urban planning knowledge, documents and activities has reduced the ability of municipalities to prepare for urban growth
- iii. Inadequate information about urban planning: 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.
- iv. Lack of resources to complete the formulation, implementation, Monitoring and Evaluation phases of the NUP.

#### **THE GREATER MONROVIA URBAN DEVELOPMENT STRATEGY:**

Cities Alliance supported the development of Greater Monrovia Urban Development Strategy to improve citywide service delivery through promoting improved management of urbanization, including long-term planning and inclusive policies. The strategy provides a framework through which public authorities in Greater Monrovia can engage with non-state actors and private citizens in city development. Also known as “KUKATONO” translated as “We are One” the strategy creates a resilient and inclusive society exemplifying efficient service delivery and social protection through good governance and sustainable development. Cities Alliance engaged multi-stakeholders, city and municipal development forums in the development of the twenty-year (2021-2042) strategy.

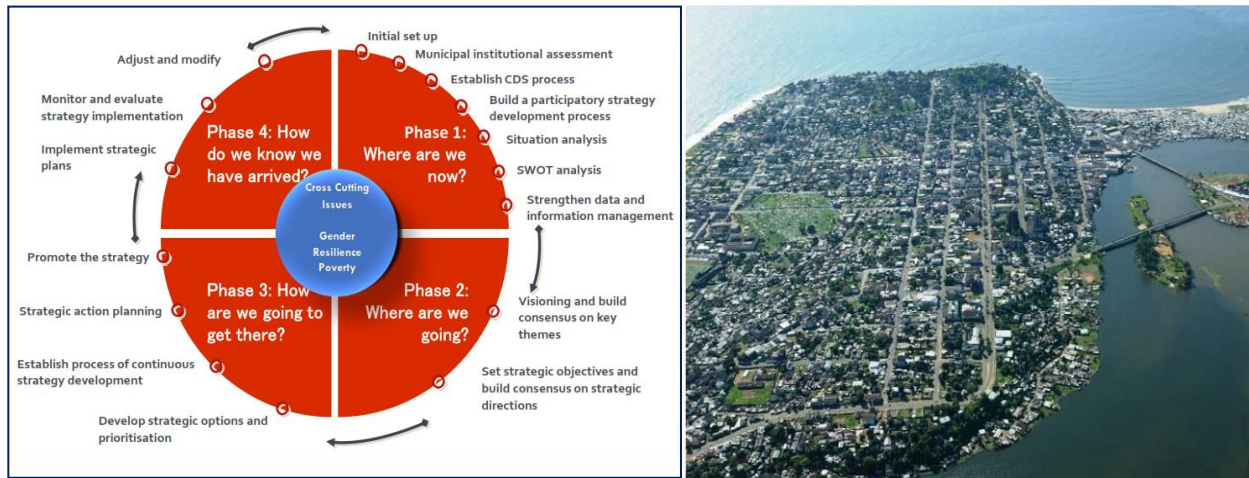
#### **The Greater Monrovia Urban Development Strategy – The Development Process:**

The process began in November 2019 in close collaboration with the Urban Development Strategy (UDS) Team that comprised of LGAs including cities of Monrovia, Paynesville, ten townships and one borough. The UDS was developed through a strategic planning process focusing on 5 thematic dimensions of; (i) Governance, (ii) Economy, (iii) Environment, (iv) Service and (v) Citizenship. Each Thematic Area had a thematic working group which comprised of various stakeholders who guided the development of the strategy.

#### **Development of the strategy was framed around four Phases;**

1. Diagnosis i.e. Where is greater Monrovia now?
2. Visioning i.e. Where is Greater Monrovia going?
3. Strategy formulation i.e. How will Greater Monrovia get there?
4. Implementation i.e. How do we know Greater Monrovia has arrived?

Figure 6: Phases of the Urban Development Strategy – A Cyclical Process:



The development of the strategy generated 22 priority projects targeting economic benefits and improved service delivery. These include short and medium-term interventions that were viewed within the context of the seven guiding principles, and further delineated through the lenses of the five thematic areas. Projects are visible and their scope is limited in time and space. They can ‘turn the tide in a lasting, if framed by a sustainable vision.

The evaluation engaged several participants including the Ministry of Internal Affairs, Monrovia and Paynesville City Corporations, Liberia Land Authority, EPA, WASH Commission, YMCA, FOLUPS, FEPTIWUL, Township Commissioners and Cities Alliance among others to establish the impact of the strategy, particularly how the strategy has improved citywide service delivery through promoting improved management of urbanization, including long-term planning. While only two (2) projects on Solid Waste Management including studies on recycling and composting; and (ii) Capacity Development for Government and local Government Officials have been funded or implemented by Evaluation time, Programme stakeholders reported high degree of inclusiveness of government, slum dweller and urban working poor association representative and stakeholders in the strategy development processes.

As with the NUP, Programme stakeholders considered the strategy development process inclusive, participatory and reflects the views of the urban poor. The process captured input from slum dweller and working poor associations, including profiling data and issues regarding informal settlements incorporated into the strategy. While only very few projects have so far been implemented from the strategy, opinions held by stakeholders regarding the impact that the strategy will have on Greater Monrovia if fully implemented did not differ. The evaluation found that the strategy;

- Will go a long way in supporting Cities in Greater Monrovia to become strategic about their investments, growth and environmental management; to engage citizens in planning and monitoring urban performance; and, to generate public and private sector investments in city development.
- The Cities and surrounding townships in Greater Monrovia are working closely together complementing each other’s effort to achieve broader economic and development growth to harness the potential of Urbanization as compared to the previous periods when each city was working independently.
- A powerful tool that will enhance sustainable development and help Greater Monrovia harness the potential of urbanization through strategic planning and governance. The strategy will support Greater Monrovia and Liberia at large to utilize smart technologies to build more efficient and livable urban environments, boost economic growth, foster wellbeing and facilitate citizen engagement.

- The Strategy offers significant prospects to tackle enduring issues faced by Greater Monrovia in policy areas. The strategy articulates an overarching vision of how the people of Greater Monrovia can work together to strengthen the economy, protect the environment, improve service delivery, promote equality, and develop the society.
- The Urban Development Strategy for Greater Monrovia provides feasible projects while managing the financial risks of duplicating or providing too much infrastructure in multiple locations.
- The strategy provides national government, cities, surrounding townships and development partners with certainty and choice, while also directing new development to the most appropriate location. Built around an action-oriented process, developed and sustained through participation, the strategy will promote equitable growth in Greater Monrovia and the surrounding regions to improve the quality of life for all citizens.
- The Strategy will help urban areas integrate a strategic development approach into their urban planning. City development strategies are based on the premise that a city's development path can be altered significantly by well positioned and well timed public, private, and civil society strategic interventions. If national urbanization policy frameworks are aligned with local strategies, change is likely to be quicker and more impactful.
- The Strategy will strengthen planning at the City and Municipal level through broad-based participation and negotiated priorities, bring coherence to disparate on-going planning processes within a long-term vision for City and Municipal development, and ultimately guide the preparation of the City and Municipal Development Plan which is linked to Medium-Term Expenditure Framework (MTEF) and annual budgets in order to be sustainable.

**Some of the lessons learned in the Development of the strategy include the following;**

- Having a ready supply of land with infrastructure to support the Greater Monrovia growth will ensure Liberia can harness new development opportunities and increase competitiveness and quality of service delivery.
- In implementing the Urban strategy, Greater Monrovia must build on its historical strengths, including its compactness, strong city center, transport network and supply of productive land as well as integrating land use planning and infrastructure as a powerful economic development tool.
- Successful and appropriately placed development will contribute towards “KUKATONO” strategic priorities. On a policy level, the strategy has been incorporated into the national planning process and is widely recognized as one of the most effective tools for strategic urban planning.

**Challenges and Next Steps:**

Lack of trained and professional Urban Planners in Liberia: With less than ten (10) in the entire country, Liberia has a deficit of over 800 urban planners. While the country provided scholarships and a few urban planners received advanced degrees in China, India and Morocco, there is a need for them to be guided by more experienced urban planners, to build their practical knowledge.

Weak Governance: Across various development policies, the call for governance resonates. Within planning, weak governance is seen as a systematic and ongoing challenge faced by LGAs in their efforts to promote sustainable urbanism. Uncoordinated and overlapping planning functions within a multiplicity of government agencies also indicates the weak governance structures which further reduce the effectiveness of LGAs.

Lack of Budgetary Support to LGAs: Inability of LGAs to fund operations because they are not included in the Liberia National Budget is a crippling challenge. There is need to support projects that promote local revenue generation, particularly as national government support to LGA is not forthcoming. With the exception of MCC and PCC, no other LGAs are captured in the national budget

Low Revenue Generation: The inability to generate the much-needed funding for LGA operations is a major impediment to urban planning. With no government support and limited mechanisms to generate own source revenues, LGAs cannot successfully implement planning initiatives, without significant external support, a scenario that is not sustainable.

### **NATIONAL URBAN FORUM**

Sometimes, partners tend to work in isolation or even within a single agency and quite divergent paths may be followed. Cities Alliance has made a useful attempt to address this by creating the National Urban forum that brings together major donors involved in supporting urban development initiatives. At the time of the Evaluation, a total of 3 National Urban forums had been convened.

The Forum engages a wide variety of stakeholders to inclusively begin to develop an inclusive urban vision for the country. One of the outputs of the Forum was a roadmap for the development of the National Urban Policy. The forums have enhanced opportunities for the urban poor to become active agents of change and leaders in developing safer, more secure and more sustainable shelter and livelihoods.

The platform has provided an effective mechanism for channeling funds to support local processes that are community driven, locally appropriate and implemented at significant scale - including providing the space for participatory urban planning and policy making at the national and municipal levels. The forum has fostered strong partnerships and a culture of dialogue that is underpinning urban development efforts and has already had a significant impact.

### **ESTABLISHMENT OF THE ASSOCIATION OF MAYORS:**

Cities Alliance established the Association of Mayors and Local Government Authorities in Liberia under one umbrella and built the capacity of the association. The purpose of the association is to bring together the leaders to deliberate issues of common interest to their cities and local governments.

AMLOGAL is an initiative of the Ministry of Internal Affairs, with support from United Cities and Local Governments of Africa and the Cities Alliance to support the Liberian government's decentralization Programme. It provides training and capacity building to help prepare mayors and other local government officials to assume their new responsibilities under the draft Local Government Act.

### **CAPACITY BUILDING IN CITY PLANNING AND MANAGEMENT:**

Cities Alliance provides support to address the technical gaps in urban planning and other priorities within the Greater Monrovia administration. The approach is to work with public administration and education institutions in Liberia in partnership with good practices. The LCP Partnered with the Institute of Housing and Development Studies to build capacity of national and local government staff in community water Management a topic that was highly appreciated by the participants. The knowledge acquired during the training was instrumental in supporting the trainees develop and implement community water management plans. This further enhances sustainability of established water kiosks at community level.

Cities Alliance in Partnership with WaterAid Liberia executed an exchange and learning visit to Ghana. The three-day mission primary objective was to build capacity and lay the groundwork for transferring technology from Ghana to Greater Monrovia, Liberia, regarding the design and construction techniques, as well as operation and maintenance practices of domestic eco-friendly technologies such as biogas digesting toilets to be replicated through the Community Upgrading Fund of Cities Alliance, and to strengthen inter-government cooperation between Ghana and Liberia, and encourage partnerships in this area.

The summary activities of the capacity building mission included an introductory workshop on the current status of sanitation in Liberia, including recent efforts in introducing new toilet technologies to Liberia; an interactive workshop with Ghanaian experts on toilet technologies, sanitation policies, and the community perspective on implementing innovative sanitation technologies; and field visits to multiple toilet technologies including biogas digesting systems and Ecosafe toilet. As a result of this activity, the LCP through Habitat for Humanity International replicated the technologies by constructing bio-fill toilets and a bio-gas digester in Peace Island community.

**Table 9: Summary of Beneficiaries for Community Water Management Training**

SNO	Beneficiaries	No. of Beneficiaries	Male	Female
1.	Federation of Liberia Urban Poor Savers	4	3	1
2.	Monrovia City Corporation	2	2	0
3.	Paynesville City Corporation	2	1	1
4.	Liberia Water and Sewer Corporation	4	4	
5.	Liberia Wash Commission	3	2	1
6.	National Housing Authority	1	1	0
7.	World Hope International	1	1	0
8.	WaterAid International	1	1	0
9.	Liberia Water Producers Association	1	0	1
10.	Ministry of Internal Affairs	2	2	
11.	National Public Health Institute of Liberia	1	0	1
12.	University of Liberia	1	0	1
13.	YMCA Liberia	2	1	1
	<b>Total</b>	<b>25</b>	<b>18</b>	<b>7</b>



### 3.4.5 INTERMEDIATE OUTCOME 5:

#### COVID-19 response initiatives intended to reduce the spread of COVID-19 amongst residents in informal settlements.

With funding from FCDO, Cities Alliance implemented a £542,222 COVID-19 Response Project to reduce the spread of the virus amongst people in informal settlements and markets. Through YMCA and FOLUPS, Cities Alliance collaborated with the Ministry of Health, National Public Health Institute (NPHI), settlement level COVID task forces and local leaders to implement interventions to prevent the spread of COVID-19.

#### Component 1: Sanitiser supplies in informal settlements and markets

Leveraging existing resources, Cities Alliance procured and distributed sanitary materials to 2,427 beneficiaries across 20 informal settlements to improve access to hand cleaning products. The distribution targeted the most vulnerable urban communities and individuals, including slum dwellers, market vendors, waste workers, women and marginalized groups. Beneficiaries included the elderly, single mothers, disabled persons, pregnant women, the blind and deaf – with 63% of the beneficiaries being females.

Households supported were those that were unable to purchase sanitary materials due to physical disabilities and or limited resources. These were issued vouchers to redeem the sanitary material. The LCP through YMCA and FOLUPS conducted door-to-door awareness campaigns to 27,000 households across the 20 targeted communities, engaged community members at 161 Events Centers, 53 clinics, and 166 schools on COVID-19 prevention.



A total of twenty (20) COVID-19 hotspot communities in Greater Monrovia were identified with support from city corporations of Monrovia and Paynesville, and the townships. The materials donated to the most vulnerable households included, chlora, powder soap, bar soap, hand washing buckets and hand sanitizers. Approximately 225 hand washing stations were set up at strategic points in markets and hotspot informal settlements across Monrovia, Paynesville and surrounding townships, and 10 additional stations are being procured. The washing stations include water barrels (200 L), buckets, chlorine and soap.

In partnership with the Ministry of Health and National Public Health Institute (NPHI), weekly talk shows were broadcast to raise awareness and provided the audience with a platform to text questions to the Ministry of Health experts. Communications and outreach campaigns were delivered in informal settlements during COVID-19; conducted outreach campaigns in 50 communities across Greater Monrovia to disseminate prevention messages to raise awareness amongst the population in informal settlements about basic hygiene measures, waste management, and gender related messages.

### **Component 2: Supporting water supply**

The component focused on increasing access to clean water in slum and informal communities through construction of multi-purpose water kiosks, rehabilitation of existing water points, rehabilitation of existing water reservoirs, procurement and donation of plastic water tanks, operational portable hand tools and community capacity building training on water kiosk maintenance and operation.

In collaboration with the Liberia Water and Sewer Corporation (LWSC), the LCP rehabilitated 100 existing water points and 4 existing water reservoirs; procured 20 water poly tanks and portable hand tools; built the capacity of 20 Community Based field officers and community leaders in basic plumbing and customer care services. The training equipped community leaders and field officers with skill to manage minor repairs at the water Kiosk at community level and undertook the construction of 18 water kiosks in selected informal settlements.

#### **As a result of implementation of the COVID-19 Response Project;**

- The LCP mapped out the most vulnerable communities, which provided updated data on hotspots, and vulnerable household in slum communities, an important tool for planning and decision-making processes.
- Cities Alliance was able to swiftly respond with COVID-19 prevention information and communication, leveraging sensitization and awareness interventions implemented through other LCP components. The awareness and sensitization activities with funding support from FCDO resulted into positive behaviour change pattern evident in use of hand wash buckets placed at most public shared facilities. Cases of COVID have been reported in all of the 15 counties of Liberia; however, the transmission has been generally stable and occurring in small clusters in the country, less within informal settlements.
- In many informal communities, water facilities did not exist; in some, the facilities were available but nonfunctional due to faulty parts. The LCP rehabilitated up to 100 existing water points and reservoirs which improved access to portable water during COVID-19. The facilities will improve access to portable water post COVID-19.
- Improvement in sanitation and hygiene in informal settlements i.e. the number of people wearing mask at event centers, schools and clinics, increased attributed to the sanitary material provided by the project and sensitization and community engagement events by the LCP. Majority of event centers and schools have enforced mandatory washing of hands and wearing of nose mask before entering the facility.

### Some of the lessons learned include:

- Fight rumors with awareness campaigns and data: Country Program broadcast weekly talk shows on ECOWAS radio with updates from the National Public Health Institute to dispel any rumors and misconceptions regarding COVID-19. This was in partnership with the Ministry of Health.
- The pandemic exposed the gross inequalities present in cities, particularly in developing countries, and the urgent need for development assistance that reaches the most vulnerable. Investing in the resilience-building efforts of local organizations is vital to responding effectively to the crisis. The initiative by Cities Alliance, in response to COVID-19 in informal settlements, demonstrates the central role that organized communities of the urban poor play.
- The response requires coordination and monitoring across stakeholders and interventions: non-government actors are key in community mobilizing. It's vital to identify and engage community organizations and leadership as well as NGOs or civil society organizations working in the affected areas.
- A positive feedback loop is essential for building trust among beneficiaries and stakeholders

### Challenges and Next Steps:

- Most people living in slums and informal communities were more concerned about their livelihood and food for survival than the threat that COVID19 posed which made certain prevention intervention hard to implement i.e. stay-at-home restrictions
- With informal settlements broadly characterized by insecure residential status, poor quality of housing, and overcrowding, this made behaviors like social distancing difficult.
- The success of distribution of sanitary material highly depended on the effectiveness of the distributors reaching the most vulnerable families and hardest hit by the loss of jobs and incomes. Those that were hardest to reach, were likely left out as potential beneficiaries.

#### **BOX 12: IMPROVED SANITATION AND HYGIENE IN INFORMAL SETTLEMENTS**

"We have seen noticeable improvement in sanitation and hygiene within informal settlements since the outbreak of COVID-19. The number of people wearing mask at event centers, schools and clinics, has increased tremendously. In market places, hand washing facilities are all-over and everyone has to wash their hands before they are allowed entry into the market. For every five (5) persons you meet, at least four (4) will be wearing a mask. The sensitization and awareness campaigns by Cities Alliance, YMCA and FOLUPS during the COVID-19 ensured that the messages sunk into people's minds. Moreover, some event centers and schools have enforced mandatory washing of hands and wearing of nose mask before entering the facility"

**LOCAL LEADER**

**OECD CRITERIA 1: RELEVANCE****1. Appropriateness of the design of the LCP to the goal of enhancing active citizenship, strengthened livelihoods, inclusive governance and resilient service delivery, and effective partnerships between the urban poor and responsive local governments?**

The LCP was unique, implementing a hybrid model. It's the first of a kind that Cities Alliance has done direct implementation while also sub-granting to its members. Cities Alliance mobilized a range of Partners<sup>8</sup> and worked with Government Ministries and Agencies<sup>9</sup> to implement the LCP. To a greater extent, the design and structure was appropriate and permitted enhancement of active citizenship, supported strengthening of urban poor livelihoods, promoted inclusive governance and effective partnerships between the urban poor and local governments. The LCP leveraged Partner specialty, expertise and long proven history of work in their field. For instance, HFHI brought on board strong housing and slum upgrading expertise, WIEGO expertise working with informal workers, UN Habitat in policy and strategy development, SDI in profiling, mapping and enumeration of settlements, while IHS brought vast experience in capacity building in Urban Planning and Management.

The structure and design reflect a strategic shift away from ad-hoc grants towards a strategic, longer-term engagement with city and government authorities. This is key for government and development partners in Greater Monrovia to 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. The design promoted multi-stakeholder participation and recognized that sustainable urban development is a product of multi-stakeholder participation, and that the solution to problems and the response to opportunities only emerge when partnerships are forged. The platform created for engaging multi-stakeholders, enabled brokering of better relationships between the urban poor, city and national government which ensured that various actors from the public, private and Civil Society had a role to play in the development of the Cities and Liberia as a whole. The recognition that challenges in slum communities need to be addressed through adopting comprehensive multi-sectoral and multi-stakeholder approaches made the design relevant in delivering its mandate.

**Several lessons were learnt from the design and implementation of this Model**

Implementing such a complex model requires in-country presence of Partners to ensure timely support to the local affiliates, build their capacity, improve supervision, monitoring and accountability. Partners being on ground is not an end in itself, there is need to ensure that Partners have well-structured offices capacitated with adequate human resource to provide implementation support to their local affiliates. The few Partners on ground had 1-2 technical officers, who also doubled as Finance, Procurement and M&E Specialists which affected efficiency. The evaluation found that with such a model, significant funds go into overhead costs, reducing the amount of funds that reach the beneficiaries. The model is such that Cities Alliance sub-grants to its Partners, Partners sub-grant to their affiliates, and the affiliates further sub-grant to their local affiliates in Liberia. This comes along with huge overhead and administrative costs, delays and bureaucracies which affects efficiency. Some of these costs could be avoided if partners had presence on ground in Liberia. In addition, such a model requires effective coordination of Partners and stakeholders, robust Monitoring and Supervision to deliver results. The Programme instituted Partnership Coordination meetings aimed at ensuring efficient coordination of activities and resources, performance management, information, stakeholders; day-to-day supervision, and management of operations.

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<sup>8</sup> These include HFHI, UN Habitat, WIEGO, Slum Dweller International and Institute of Housing Studies;

<sup>9</sup> These include the Ministry of Internal Affairs, Department of Urban Affairs, Mistry of Public Works, Liberia Water and Sewer Corporation, WASH Commission, Environmental Protection Agency and Liberia land Authority

The evaluation further established that implementing such a model requires availability of space for dialogue if partnerships can be forged, particularly with national and local government. Adopting a comprehensive multi-sectoral and multi-stakeholder model was the best way to implement the LCP since issues of urban development cut across health, Environment, land administration, policy and education among others. The LCP brought together public and private sector, and CSOs to work together towards addressing issues in the Cities and informal settlements which maximized performance and impact. Future Programmes should invest more in technical officers in government than political appointees who are changed at the will of the president.

## **2. Did the interaction between the different Programme components contribute to achieving better outcomes and addressing systemic challenges? How could this have been improved?**

While the results of the LCP are commendable, the Interaction between Programme components could have been enhanced. While there is some degree of interactions observed, this was more evident within components (intra-interaction) and less between components (inter-interaction). For instance, there was strong interaction within Intermediate Outcome 1 i.e., between settlement and municipal forums, the profiling and mapping exercise while priorities identified through the profiling exercise, are discussed at settlement and municipal forums for action by national and local government. FOLUPS and FEPTIWUL worked together in organizing slum dwellers and urban working poor which ensured that urban poor meaningfully participate in and shape equitable governance, planning and services. Within Intermediate Outcome 3, there was strong interaction between the Slum Upgrading and Affordable Housing Strategy, Voluntary Gender Responsive Relocation Policy Guidelines, PASSA and lead firms which contributed to improved provision of slum upgrading and incremental housing solutions. With Intermediate Outcome 4, the NUP & Greater Monrovia Urban Development Strategy utilized feedback from National Urban Forums and data from the profiling exercise, settlement and municipal forums to inform the development of the policy and strategy.

Between Intermediate Outcomes, strong interaction is only evident between Outcome 1 and 2. Data from the profiling exercise, and priorities from settlement and municipal forum informed the design and implementation of CUF projects. This ensured that the right Projects, that address the needs of slum dwellers are implemented. Similarly, the PASSA approach and the CUF held joint meetings to harmonize approaches. However, the LCP should have better utilized the PASSA facilitators. While the bigger Country Programme includes the two (2) EU Projects, interaction between these Projects and the Comic Relief funded Components was weak.

While monthly TWG meetings and PSC meetings were held, there were opportunities to enhance interaction of components. The profiling and mapping exercise delayed to be finalized which affected components and activities that relied on this data. Joint planning, monitoring, building synergy, joint activity implementation and joint partner coordination meetings needed to be strengthened. Despite best efforts to have interactions enhanced, the lack of in-country presence by partners affected the process. Future Programmes should consider Planning for the Project's interaction by developing an Interaction Plan, clearly outlining expectations, levels of interactions, lessons and challenges. There is need to emphasize Joint work planning, leveraging Partner strengths, enhancing communication between Partners and building positive working relationships since team vision and cohesiveness is crucial for Project success.

## **3. Relevance of the LCP after COVID-19 hit the Country. Where implemented activities relevant to the new scenario?**

The implementation of the CUF Project had significant impact pre-and-post COVID. In order to prevent the spread of COVID-19, W.H.O among other measures recommended washing hands frequently with use of soap and water. Prior to the outbreak of COVID-19, the LCP had installed 66 Water kiosks in 25 communities. These were handy in improving access to quality water during the COVID-19 pandemic. COVID-19 impacted incomes and livelihoods of many people globally and the slum dwellers were not spared. Majority of the savers withdrew savings from the FOLUPS Saving Groups for survival, particularly to provide basic needs i.e., food to their families. The challenge was the inability to

obtain savings that were in the bank due to limitation on movement during the lockdown. As a result, some of the members could not get their full savings. PASSA facilitators were recruited as community volunteers to sensitize communities about COVID-19 prevention during the height of the disease in Liberia. The impact and relevance of the Water Points constructed through the CUF had enormous impact on slum communities and informal traders. This impelled FCDO to provide additional funding to a tune of £542,222 to scale up construction and installation of 18 more water kiosks and reactivation of 100 water points in 20 selected communities and market places to avert the spread of COVID-19.

Riding on the relationship built and established with slum dwellers and informal workers eased entry into communities and informal workers with prevention interventions but also ensured well-coordinated emergency response and maintain surveillance by working with YMCA, Slum dweller leaders (FOLUPS), Petty trader leaders (FEPTIWUL), local governments (LGAs), city and national government. The communication department established by the LCP to strengthen Cities Alliance's visibility was central in supporting communication and sensitization messages on prevention of COVID-19.

#### **4. How inclusive were the Programme processes including Programme design, implementation, delivery, what can be learned from the process and what could be strengthened in the future?**

The design and implementation of the LCP adopted inclusive and participatory approaches to fit well with the demands of the 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. The design promoted multi-stakeholder participation, worked directly with government MDAs, ensured inclusiveness and participation of various actors in urban planning and development.

It's appreciated that the development process for the National Urban Policy and the Greater Monrovia Urban Development Strategy adopted participatory and wider-stakeholder consultative approaches in a participatory manner with Slum dwellers, informal workers, National, City & Local Governments, and Civil Society Organizations (CSOs) all involved. The CUF projects are identified through participatory and inclusive processes to help community members to identify and select community infrastructure projects that address their direct needs, right from the profiling exercise to the settlement and municipal forum. The LCP further provided space for inclusive dialogue, by establishing an institutional framework that creates channels for partnerships between citizens and local governments. Lessons learned and how future processes could be strengthened in terms of Programme processes being inclusive is elaborated under Evaluation Question 1.

### **OECD CRITERIA 2: EFFECTIVENESS**

#### **5. To what extent has Programme achieved its intended results, and how effective were the various components?**

The five-Year journey of the LCP has transformed Greater Monrovia into an area characterized by active citizenship, inclusive governance, and resilient municipal service delivery drawing on an effective partnership between slum dwellers and pro poor local governments. The LCP has counterbalanced circumstances that marginalize urban poor communities and infringe on their capacities to be full and active citizens. While in many cities, urban poor households are excluded from urban planning and development processes, the LCP has changed this narrative and shown that the urban poor have a critical role to play and should actively participate in processes of finding solutions to community challenges. The capacity of slum dweller and working poor associations to organize, negotiate and actively influence city governance, planning and service delivery has been strengthened.

Referencing the log frame, the LCP attained targets for all the three (3) Outcome level (Tier II) indicators. Across Tier III indicators (intermediate outcomes), the Programme achieved targets for eight (8) of the nine (9) indicators, falling short on the indicator that tracked the number of community group members supported by the Programme to

increase their ability to organize and manage savings. Regarding intermediate outcome 2, the Programme attained targets for all the nine (9) indicators. For intermediate outcome 3, the Programme attained targets for six (6) of the ten performance indicators, falling short on (i) Number of MFIs who ring fence \$20,000 or more towards MF housing loans for low income households; (ii) Number of people consulted who believe their views were included in the development of the Voluntary Gender Responsive Relocation Policy Guideline, (iii) Extent to which slum/low income households receive technical assistance for improvements in the resilience of their housing against locational, climatic and non-climatic risks and hazards, and (iv) Extent to which a slum upgrading, and affordable housing framework is adopted. Regarding intermediate outcome 4, the Programme attained targets for eight (8) of the eleven (11) indicators, falling short on the (i) number of local government and national officials who report positive quality of engagement in the CDS process (ii) Total financial resources mobilized for follow up implementation of endorsed CDS (iii) 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 and (iv) Evidence from local government officials capacitated of their degree of learning and application of knowledge of pro poor urban planning.

The establishment of FOLUPS has been central in supporting communities to organize around savings to improve their livelihood and use the same platform to engage and negotiate with city and national government on city planning and service delivery. Communities that used to be beneficiaries of government and donor programs are now participants and facilitators in these processes. The formation of the federation of Petty traders has provided a platform for negotiation and engagement with government and city authorities on issues affecting petty traders and informal workers. Today, traders can sit with government and city authorities on the same table and discuss issues and agree jointly on the way forward. Settlement and Municipal forums which are convened and supported by the local authority to inform pro-poor approaches to urban development at the settlement and municipal level have significant representation from communities of the urban poor. The forums have provided space for participatory urban planning and policy making at the national and municipal levels.

The profiling and mapping exercise generated valuable data for city planning and community upgrading, and ensured that the urban poor are part of urban policy making and implementation process. The information has been adopted by government and partners for planning and addressing needs and priorities of the urban poor. One of the challenges faced by the urban poor is the constant threat of eviction and the exploitation they suffer due to the lack of legal protection in the settlement and development of land. The development of four key policy frameworks i.e., National Urban Policy discussion paper and diagnosis note; Greater Monrovia Urban Development Strategy; Slum Upgrading and Affordable Housing Framework; and the Voluntary Gender Responsive Relocation Policy Guidelines, has helped to counter the eviction and exploitation of the urban poor

There is improved provision of slum upgrading and incremental housing solutions for the urban poor. The adoption of the Slum Upgrading and Affordable Housing Framework has ensured that low income earning populations access quality housing particularly ensuring that urban poor have access to low-cost high-quality construction material, piloting slum upgrading models using the PASSA approach in Peace Island, and providing housing loans through FFW to support incremental housing solutions for the urban poor. The shift in National Housing Authority's approach towards addressing issues of people within the low-income pyramid triggered the development of this framework which has since been adopted by the authority. This resulted into the creation of the Slum Upgrading Unit within the National Housing Authority (NHA). The slum upgrading project implemented at Peace Island delivered enormous impact and has changed the way governments thinks about slum communities. Several community infrastructure projects have been constructed in Peace Island. These include a Community Social Hall, Water Kiosks, Bio Fill Toilets, Bio gas toilets and a borehole Solar pump system. In fact, government has moved to complement the above infrastructure projects.

Partnering with Foundation for Women (FFW), the LCP has extended housing finance products and services to the urban poor. The Microfinance institution came in to address challenges around unavailable housing loan products for poor people. The LCP found a weak Housing Microfinance sector in Liberia with the perception that Microfinance solutions for the poor are not possible and that slum upgrading and incremental housing cannot be supported through Microfinance. The LCP proved that once the context is clearly understood, and communities engaged to understand their disposable income and ability to pay for loans, solutions can be established.

The financing of up to 114 infrastructure projects i.e. water points, toilet facilities, renovation of schools, renovation of sports fields, and community halls has improved access to basic services and demonstrated the efficiency of community-conceived and implemented slum upgrading initiatives, adopting community driven approaches to support slum communities to address priority needs identified through various approaches such as settlement forums, Saving Groups, and the profiling exercise. The CUF shaped how community priorities are set and money spent. Most projects are designed with pre-determine priorities that may perhaps not address the needs of the People. This approach has proven to be less effective in addressing people's priorities. The CUF has provided an alternative approach in which communities influence and shape how priorities are set and money is spent, particularly through the settlement forums.

The LCP supported the GoL to develop and enhance national policy frameworks that address urban development needs and enables local governments to close the policy and investment gaps for basic services, particularly in slums. The development of the National Urban Policy and City Development Strategy was timely. These policies provide a sustainable framework that guides urban development, enhanced coordination of different sectors, establish incentives for more sustainable practices, and encourage an integrated system of cities and towns. Leveraging existing resources, Cities Alliance procured and distributed sanitary materials to 2,427 beneficiaries across 20 informal settlements to improve access to hand cleaning products. The distribution targeted the most vulnerable urban communities and individuals, including slum dwellers, market vendors, waste workers, women and marginalized groups. The materials donated to the most vulnerable households included, chlora, powder soap, bar soap, hand washing buckets and hand sanitizers. Approximately 225 hand washing stations were set up at strategic points in markets and hotspot informal settlements across Monrovia, Paynesville and surrounding townships. The washing stations include water barrels (200 L), buckets, chlorine and soap.

## **6. What were the major factors influencing the achievement or non-achievement of the outcome/intermediate outcome(s)/expected results/outputs?**

Several factors influenced attainment of Programme outcomes. The design of the LCP was anchored on Cities Alliance theory of change which 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. The strong and sustainable partnerships established with national and local government and civil society were central in the delivery of the LCP, while leveraging Cities Alliance's virtuous reputation, track record and credibility have been vital. Adopting a multi-sectoral and multi-partner approach ensured long term Programme sustainability and brought greater coherence of effort. The platform created by the LCP where stakeholders sit on the same table to negotiate and discuss issues of common importance has been central to the success of the Programme.

The monthly Partner meetings provided an opportunity to share and discuss progress and planned activities, and discuss managerial, financial, operational, and technical issues pertinent to each partner; while the adoption of community led-initiatives where communities are not just beneficiaries but participants in processes and programs aimed at improving their wellbeing was very important. Better utilization of the Programme Steering Committee in decision making and pushing through the LCP agenda was central to the results attained.



However, a few factors could have influenced better achievement of results. Having political appointees changed at the will of the president, the lack of in-country partner presence by Partners and partners not having well-structured offices with adequate human resource impacted implementation. The Institute of Housing and Development Studies (IHS), the Partner responsible for capacity building was contracted late (final year of the LCP) which affected capacity building efforts. Despite Liberia having very few Urban Planners, the capacity building training in Urban Planning and Management for national and local government staff was deferred. It was agreed with the donor that the LCP should instead conduct a training in Community Water Management. Funds meant for capacity building in Urban planning were reallocated to support COVID-19 interventions in informal settlements and markets. The evaluation further established that the 5-Years of implementation of the LCP had to deal with three (3) different Programme Managers. Every time a new Programme Manager came on board, she/he had to re-engage with partners and stakeholders, re-establish relationships, and had to be allowed time to get to speed with the Programme. While this stabilized in the final half of the Programme, it affected the infancy stages of the LCP. The transition and change in government, and the political appointees who are changed at the will of the President affected the Programme.

### **7. How adaptable has the Programme been to external and contextual challenges and to learning and feedback generated during implementation, and how could this have been improved?**

To a large extent, the LCP was adaptable to external and contextual challenges. The LCP's quick and efficient response to the COVID-19 outbreak within informal settlements and markets is evidence of the Programme's capacity to adapt to external and contextual challenges. Leveraging the Programme structures such as awareness and sensitization activities from other LCP components, utilization of PASSA facilitators, attracting additional resources from FCDO and other partners such as OFID, Water Aid etc. to finance and co-finance Programme activities showed how the Programme was adaptable to external and contextual challenges. Due to restrictions on gatherings and meetings, the LCP adopted virtual and online meetings to coordinate with the donor, partners and stakeholders. The LCP prioritized the Community Water Management training over the Urban Planning training during COVID-19. This was helpful to the management of water kiosks constructed by the Programme a water collection and use from the kiosks more than doubled during the pandemic. However, the evaluation found that the economic situation in the Country i.e., currency depreciation and inflation affected implementation. The depreciation of the pound (£) resulted in exchange losses, which resulted in budget cuts for Partners and dropping certain planned activities. COVID-19 significantly affected Programme implementation, particularly the CUF Projects as the CUF board and contractors could not meet, while the planned learning and exchange visit to South Africa was dropped. A number of meetings i.e., with Partners, Petty Traders etc. could not happen due to restrictions on congregation and gathering, although to some extent this was addressed through holding virtual meeting. This could have been stronger if the LCP had in place a Risk and Mitigation plan for the Programme, monitoring the risks and assumptions in the Programme log frame; having a contingency budget to cater for currency fluctuations; and taking advantage of the dry season to implement activities that are interpreted by the rainy season among others.

### **OECD CRITERIA 3: EFFICIENCY**

#### **8. To what degree was value for money prioritized during Programme implementation?**

There is evidence of robust financial management and accountability systems which ensures resources are used economically during implementation, procurements and tenders. For instance, while there were budget cuts for HFHI which led to some of their planned activities dropped (i.e., offering housing finance loans to at least 150 urban poor), HFHI was able to make some savings from its operations and used these savings to provide housing finance loans to eight (8) slum dwellers. Some of the strategies adopted by the LCP 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.

There is evidence of collaboration on cost reduction particularly with PASSA and CUF Projects. Communities made in-kind contributions such as land to accommodate the projects. The selection and award of CUF projects followed robust and rigorous criteria to ensure value for money is attained with the projects. Following approval of projects by the CUF board, Cities Alliance sends out an invitation to Bid for local construction firms to undertake the construction of the projects. The bids are then evaluated based on the Bill of Quantities, specifications, and the cost of the project before bidders are awarded contracts. The profiling exercise was conducted by community members, rather than hiring specialists or experts which saves on the costs that would go into hiring external consultants to undertake the exercise. There is evidence of holding contractors accountable particularly in delivery of timely quality services, with accountability clauses included in their contracts with greater emphasis on the quality as well as the quantity of results.

To further enhance value for money, there is need to ensure consistency in drafting partner contracts. We recommend output-based contracts as opposed to time-based contracts as observed with some Partners. For future similar Programmes, there is need to ensure partners have in-country presence such that overhead costs involved in implementing such a model are averted.

#### **OECD CRITERIA 4: IMPACT**

##### **9. What were the intended/unintended outcomes and impacts of the LCP? Specifically, what were the outcomes for direct stakeholders and participants?**

Several intended outcomes were found. The LCP formed active urban forums that provided space for participatory urban planning and policy making at the national and municipal levels. The Programme fostered strong partnerships and a culture of dialogue that is underpinning urban development efforts and has already had a significant impact. The LCP found a weak Housing Microfinance sector in Liberia, with the perception that Microfinance solutions for the poor are not possible and that slum upgrading and incremental housing cannot be supported through Microfinance. The LCP proved that once you understand the market, solutions can be established. The LCP has instilled a sense of bottom-up planning approach to development through mobilizing stakeholders at all levels such as Government, Municipal and community level to co-identify development challenges through settlement, Municipal and City forums, and use information and feedback from the platforms to design appropriate responses, an approach that complements the more traditional national government focus of major donors.

The project adopted participatory and integrated approaches that made a real difference in the lives of slum dwellers and has set the process of scaling up in motion. For instance, households with access to sanitation facilities improved from 21% to 27% during the course of Programme implementation. As a result of the LCP, Informal workers sit round the same table as Government, large donors and other actors to deliberate on issues that affect the urban poor. Community activists, urban analysts and city associations come together to develop global agendas and local solutions. Processes ensured that women and youth are included in slum upgrading and urban development initiatives. This builds on Cities Alliance work of creating urban connections, and urging coherence of efforts between critical constituencies in cities around the world. In terms of establishing and consolidating Urban Development, the LCP supported national and local governments working directly with urban poor communities to empower the urban poor to participate in planning; improve residents' access to basic services; build capacity to better coordinate urban development efforts and support national policy making.

As detailed in the Table below, Analysis of MSC Stories shows that the LCP improved access to Pre-School Education Services among Children within informal settlements; the benefits of constructing the kindergarten have extended to communities within West Point. These are utilizing the water system installed at the school. In addition, the evaluation found that the LCP improved access to basic services i.e., quality safe water, sanitation facilities etc., enhanced incomes and livelihoods for the urban poor; recognized slum dwellers as citizens who need to be fully engaged in city planning

and development by government and stakeholders; shaped how community needs and priorities are set and money spent; and enhanced community Participation in urban development processes

**Table 10: Summary of Results from Analysis of MSC Stories**

SNO.	IMPACT AND OUTCOME THEMES	LEVEL OF IMPACT	NATURE OF IMPACT	REASON FOR SELECTION
1.	Improved Access to Pre-School Education Services among Children within informal settlements	▪Community	▪Intended	▪Only public kindergarten in the Township
2.	Benefits of Construction of the Kindergarten extended to members from nearby communities in West Point	▪Community	▪Un-intended	▪Helped to address challenges around access to safe water
3.	The CUF has improved access to basic services i.e., safe water, Sanitation Facilities etc.	▪Community ▪Individual	▪Intended	▪Addressed challenges around access to basic services at individual and community level
4.	The LCP & CUF Projects Providing more than Access to Basic Services - are strengthening incomes and livelihoods	▪Individual	▪Unintended	▪Ensured livelihoods among the urban poor
5.	Slum dwellers recognized as citizens who need to be fully engaged in city planning and development by government and stakeholders.	▪Community	▪Intended	▪Communities a critical mass in influencing city planning and governance
6.	The CUF has shaped how community needs and priorities are set and money spent and community Participation in urban development processes	▪Community	▪Intended	▪Communities consider their participation key in city planning and development
7.	Local contractors' capacity to deliver infrastructure Projects enhanced	▪Organization	▪Unintended	▪Local contractors previously only sub-contracted to offer engineering services
8.	Secure and Safe working environment and conditions for the traders	▪Individual	▪Intended	▪A cross cutting challenge to all Petty Traders in Greater Monrovia
9.	LCP Demonstrate Relevance and impact of during the height of the COVID-19.	▪Individual ▪Community	▪Unintended	▪Benefits of the LCP in the height of COVID-19 were all-embracing
10.	Saving Groups: Changed Savers' perception and attitude towards Saving, Development of social capital and a powerful development mechanism for Community members	▪Individual ▪Community	▪Intended	▪Saving Groups proven to be powerful development mechanism for community members
11.	Enhanced incremental housing solutions and slum upgrading initiatives	▪Individual ▪Community	▪Intended	▪Addresses one of the major challenges faced by the slum dwellers
12.	Testing the Quality of Construction material enhanced production of alternative quality low-cost material to support slum upgrading and incremental housing solutions	▪Organization	▪Intended	▪First time ever that the Ministry of Public works tests the quality of construction material

13.	Huge opportunities exist out of a small engagement - Ever Green attracts \$25,000 from UNDP to improve its operational space	▪Organization	▪Unintended	▪Addresses one of the major challenges that Lead firms face
14.	The Country Programme has enhanced linkages, networks and Visibility of Lead firms	▪Organization	▪Unintended	▪Enhances market opportunities for the firms

Further analysis of the stories showed that local contractors’ capacity to deliver infrastructure Projects was enhanced; working environment and conditions for petty traders were improved; the LCP demonstrated its relevance and impact during COVID-19; changed Savers’ perception and attitude towards Saving, enhanced incremental housing solutions and slum upgrading initiatives, testing the Quality of Construction material enhanced production of alternative quality low-cost material to support slum upgrading and incremental housing solutions. The stories indicate that the LCP enhanced linkages, networks and visibility of Lead firms, thereby creating market opportunities for their products.

Due to the noticeable success of the LCP, Cities Alliance received additional financing to a tune of £542,222 to respond to COVID-19. In addition, the mandate of HFHI was to work with public and private sector on slum upgrading and affordable housing. However, capacity levels were low for both private and public sector. The LCP through HFHI built capacity of public and private sector players to support Programme implementation. In Peace Island, as a result of proper Solid Waste Management interventions, there is an increase in urban agriculture. Land became free of non-decomposable waste, making it arable for farming. In addition, linkages have been established between CBEs and plastic recycling firms, to produce high-quality low-cost construction materials. The implementation of the LCP has resulted into creation of more employment as CBEs recruited youths and community members to work in waste collection.

Several unintended outcomes have been documented; the LCP established linkages with the Ministry of Public Works, trained laboratory staff, developed and adopted appropriate guidelines to support the process of testing the quality of construction material. This was the first of a kind that the quality of construction material was tested through laboratory processes in Liberia. In addition, there was a growth in the portfolio of the Country Programme’s partnership. As the LCP got into new areas, these required new expertise that was not available in the Programme. Other than the formal partnership and collaborations that the LCP had with government and partners through MOUs, close to 30 new partnerships had been established. HFHI built the capacity of other Microfinance institutions on delivering housing micro finance loans targeting women and petty traders, upgrading schools and other social facilities. And as a result, there are systemic changes in the micro finance market space in Liberia.

## OECD CRITERIA 5: SUSTAINABILITY

### **10. To what extent has the design and implementation of the LCP allowed for ownership by local stakeholders and partners?**

The design adopted community led-initiatives where communities are not seen as beneficiaries but as participants in processes and programs aimed at improving their wellbeing. The profiling exercise was inclusively conducted by community members rather than hiring specialists or experts. This ensured extensive inclusion, participation and ownership of the data, and the data collection process regarding their communities, which empowered and built capacity of community members to profile their own communities. Establishing and working with the federations of slum dwellers and informal workers enhanced working relationships with national and local government to address priority needs for the slum dwellers. In addition, government and city officials have come to recognize and value the federations as a medium for discussions between slum settlements, informal workers and government. This has ensured ownership of projects designed to address urban poor needs.

Settlement and Municipal Forums, and the CUF process ensure that local community members are involved in selection of priority projects. This has propelled communities to willingly provide land to accommodate these projects, which guarantees ownership and sustainability of community infrastructure Projects. Bringing on board different government ministries and agencies provided an opportunity to maximize impact, ownership and sustainability. The development of the National Urban Policy and the Greater Monrovia Urban Development Strategy provided an institutional framework that enables a myriad of stakeholders to align their efforts and finance towards common objectives.

**11. To what degree will the identified outcomes be sustained following closure? What specific recommendations to the Cities Alliance and implementing partners relating to future programming would improve or ensure the institutional sustainability of the LCP initiatives?**

To a greater extent, the model adopted by the Country Programme ensures continuity of benefits beyond the Programme. The Programme has adopted community led-initiatives where communities are not just beneficiaries but participants in processes and programs aimed at improving their wellbeing. Sustainability of CUF Projects remains uncertain due to absence of sustainability plans. While YMCA is charged with drawing these plans, by Evaluation time, the plans were yet to be finalized. There is need to fast track this process as the plans are key in management and maintenance of the community infrastructure projects. Once Foundation for Women is supported with finances to roll out the housing loan products, the Institution is ready to integrate it within its market products for sustainability. Staff have been trained on housing support services, therefore better equipped to ensure continuity of the product.

The Settlement and Municipal forums have been financed and supported entirely by the LCP. Their continuity and sustainability pose a significant challenge upon closure of the LCP. To guarantee continuity and continued benefit to slum dwellers, these initiatives should be institutionalized within Municipal structures. Working directly with city corporations and government MDAs such as the Ministry of Internal Affairs, Ministry of Public Works, NHA, Liberia Land Authority, LWSC and EPA is a huge step towards having some LCP work integrated into sector development plans and budget framework papers for continuity.

Saving Groups are established through a voluntary process to organize community members to come together to start saving, members usually come from the same neighborhood and save for a common purpose. The benefits that accrue to members and the fact that funds are mobilized from within members will ensure sustainability of the Saving Groups. The NUP and the Greater Monrovia Urban Development Strategy 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 to mechanize their processes 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 capacity building for government and Local Government Officials can be integrated into already existing Cities Alliance Programmes. 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 them.

**OECD CRITERIA 6: EQUITY**

**12. To what degree was gender mainstreaming evident in the analyses, design, structures and results of the LCP?**

As part of the Programme's commitment to gender equality, a Gender Equality Strategy was developed by Cities Alliance and adopted by the LCP. This describes how Cities Alliance and all its Country Programmes operationalize the commitment to equality enshrined in its Charter. The Liberia Country Programme made demonstrated contribution towards making cities increasingly inclusive and characterised by effective and transparent local government, engaged citizens from all social groups and improved and provided responsive service-delivery to urban men, women, girls and

boys of all backgrounds. Gender mainstreaming was institutionalized within the LCP. Staff in the Liberia Office were trained and capacitated to execute their work in a gender-responsive manner as well as all internal policies, mechanisms and process. There is evidence of mainstreaming gender right from design and execution of the Country Programme. Within the Programme structure, gender is mainstreamed into Programme activities and results.

The evaluation found that the LCP enhanced women participation in urban development and slum upgrading initiatives. As a result of women participation, sustainability and continuity of saving groups was found to be higher, positive feedback is anticipated to continue through settlement and municipal forums, and sustainability of CUF projects since proposed CUF management structures at community level include women and youth. 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.

In saving Groups, majority of the members (83.6%) are women. It is also observed that some of the Saving Groups are purely comprised of women. In addition, the chairperson for FOLUPS is a woman - which demonstrates the Programme's commitment to improve access to leadership roles for Women. UNOPS has set a target of having 50-50 staff ratios for gender. In addition, the M&E framework has gender sensitive indicators with focus on generating, analyzing and presenting gender disaggregated data.

**BOX 13: DEP MINISTER OF URBAN AFFAIRS ON THE DESIGN OF THE COUNTRY PROGRAMME**

"From my point of view, this is one of the best designed projects I've worked with. I would design this kind of a project anywhere. The Partners that Cities Alliance put together to work towards collective impact is commendable. Am very proud to have chaired the Programme Steering Committee because I've seen partnerships nurtured with the government and other key partners with a clear vision of where we want to be, there has been open consultation and key communities represented in urban planning forums. There is common information sharing and the will to work together. This should be the way of working especially in urban areas where challenges are so huge to be solved by one partner or sector. Bringing together various stakeholders such as the community, public and private sector partners together to address city development issues in Liberia is something government will build on" **DEP. MINISTER FOR URBAN AFFAIRS**

### 5.1 INTRODUCTION:

This Chapter presents other emerging issues from the Final Evaluation of the Liberia Country Programme, as well as areas of focus for future Programmes.

### 5.2 INTERNAL AND EXTERNAL EMERGING ISSUES:

- A major challenge encountered during the implementation of the LCP was changing leadership. The LCP had three (3) Programme Managers. While this stabilized in the final half of the Programme, this kept changing the perception on how the project was designed and how it should be delivered.
- While the LCP is complemented by two other Projects on Solid Waste Management and the Waste to Energy Projects, the interaction across these Projects and the Comic Relief funded Project is frail. Projects seem independent of each yet they jointly form the bigger LCP, strengthening interaction would enhance results.
- The LCP Partnered with IHS to build the capacity of national and local government officials in urban planning to be able to apply this knowledge into pro-poor urban planning. However, priorities changed due to the outbreak of COVID-19, and instead a training in community water management conducted. With Liberia having very few Urban Planners, the training remains relevant and should be prioritized in future Programmes.
- Transitioning to a hybrid model required Cities Alliance to have a well-established office with adequate technical staff on ground to steer the Programme. At the start of the LCP, Cities Alliance had only two staff on ground to do both direct implementation and providing oversight and leadership to Partners, which affected take-off speed. This affected the first 2-years of the Programme.

### 5.3 AREAS OF FOCUS FOR FUTURE PROGRAMMES:

- Globally, countries are increasingly adopting the Public-Private-Partnership (PPP) model where governments use mechanisms such as policy reforms, tax incentives and subsidies to incentivize the private and the not-for-profit sectors to engage in affordable housing development for the poor. Adopting a PPP model, if appropriately and effectively applied, will offer greater value for money than traditional models
- Inefficient Solid Waste Management: Primary waste collection systems are challenged by the ability of residents to pay for the service and secondary containment sites are insufficient for the demand. The resulting detriment to the environment, sanitation and WASH challenges associated with proliferation of garbage contributes to the poor living conditions in the slums. Interventions need to include waste to energy solutions, increased enforcement and improved collection systems.
- There is need to support municipalities in developing Municipal Development Plan (MDPs). The plan captures all the investments in the municipality to realize the municipal strategy and vision within a time frame consistent with the National Development Planning framework. There is also need to support projects that promote local revenue generation, particularly as national government support to local government is not forthcoming
- Impact at Community level would have been stronger with better engagement of township commissioners in LCP activities. The role and input of township commissioner in the Country Programme was somewhat unclear. These are vital stakeholders in urban planning and development at municipal and community level.
- As the lockdown measures continue to be eased, the government also needs to create a conducive environment that will enable people return to productive economic activities. This will consequently address the challenge of urban poverty and improve their wellbeing post COVID-19.

### 6.1 INTRODUCTION:

The foregoing chapters have presented and discussed findings from the Final Evaluation, results based on the assessment of the Evaluation Questions, emerging issues, and lessons learnt. This final chapter draws some conclusions and makes recommendations for future similar Programmes.

### 6.2 CONCLUSION:

The LCP brought informality to formality within Liberia, and counterbalanced circumstances that marginalize urban poor communities and infringe on their capacities to be full and active citizens. While in many cities, urban poor households are excluded from urban planning and development processes, the LCP has changed this notion and shown that the urban poor have a critical role to play and should actively participate in processes of finding solutions to community challenges.

The Programme did not promote a prescribed sector approach to urban development, but rather the mobilization of resources and the incremental delivery of services according to agreed local plans and priorities. This provided incentives for communities and local governments to continue to implement and scale up improved access to services for the urban poor through enhanced capacity of communities to prioritize, plan and implement small projects.

The Slum Dweller and Working Poor Federations have strengthened the capacity of urban poor and informal workers to organize, negotiate and actively influence city governance, planning and service delivery. The Federations are under no illusion that they can solve the problems of urban poverty, inadequate shelter and poor infrastructure on their own. They are committed to a process of critical engagement with the state and other key actors at local, national and international levels and they have a clear understanding of the responsibilities that the state should assume. However, they have learned through experience that if they do not take the lead in their own development nothing happens, to the detriment not only of the poor, but cities as a whole.

Cities Alliance supported greater institutional reforms, capacity development and increased public participation and citizen accountability to contribute to the localization of national development goals. Localizing entailed investing in participating governance and planning processes at city and community levels, including engaging participation of people in relevant planning and decision-making processes, and simultaneously encouraging responsive and participatory action by city governments and other actors. The development of the National Urban Policy and the Greater Monrovia Urban Development Strategy enhanced national and city level policy and planning environment that benefits recognition and voice of the urban poor. However, implementation of the above Policy and Strategy will require the same cooperation, collaboration, capacity building and support provided during the development process.

While the Liberia Country Programme is commended for penetrating a challenging environment in Liberia and delivering on its mandate, some business remains unaccomplished. National and local governments have inadequate human and financial capacity to successfully implement the NUP and the Greater Monrovia Urban Development Strategy while the absence of urban planners, urban planning knowledge, documents and activities has reduced the ability of municipalities to prepare for urban growth. Inadequate information about urban planning also impedes urban development initiative. The inability of local governments to fund operations because they are not included in the Liberia National Budget is a crippling challenge. There is need to support projects that promote local revenue generation, particularly as national government support to local government is not forthcoming. The inability to generate the much-needed funding for local government operations is a major impediment to urban planning. With no government support and limited mechanisms to generate own source revenues, local governments cannot successfully implement planning initiatives, without significant external support, a scenario that is not sustainable.



## 6.3 RECOMMENDATIONS:

### RECOMMENDATIONS TO THE DONOR

- 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.
- The total capital fund for the Community Upgrading fund could not support the target 100 infrastructure Projects. The target had to be revised downward to 80 Projects. This left a gap in reaching more communities with infrastructure projects that would have further enhanced access to basic social services. There is need to increase capital fund allocation to the CUF projects in future Programmes particularly because community needs (in terms of access to basic services) remain despite several CUF projects installed.

### RECOMMENDATIONS TO GOVERNMENT

- In Liberia, urban planning is currently taking place on a very low scale as there is limited knowledge on the benefits of planning, there are too few planning professionals, and there are no urban planning courses at local universities and colleges. This, coupled with the scarcity of resources, makes planning for urban growth challenging. Government should urge academia to add urban planning/local government administration as degree Programmes and developing professional certificate Programmes for municipal staff as short-term solution for local government
- There is need to strengthen private and public partnerships as a practical urban financing mechanism to fill the gap of resource provision. There is need for involvement of strategic technical partners in urban decision making i.e., private sector architects, engineers and planners.
- There is need for drafting legislation to establish Greater Monrovia as a Metropolitan body, with an administrative structure for planning and development purposes.
- While Cities Alliance and development partners are developing projects and slum upgrading is taking place, new slums will continue forming. A comprehensive approach to slum upgrading therefore needs to focus on the entire Greater Monrovia, and deal with the systemic failures that gave rise to existing slums. Unchanged, the same policies will cause the next generation of slums to appear even as the current slums are being upgraded. There is need to draw the linkages between slum upgrading and managed urban growth.
- Institutionalizing participatory planning within local government structures. Settlement and Municipal forums should be institutionalized within local government structures as these are fundamental building blocks towards good governance and the creation of on-going public community partnerships.
- Greater Monrovia needs to move towards a system of functional multi-level governance, which is a foundational element to advancing urbanization. Good governance will enhance the positive dynamics through which the rapid growth of the urban populations can positively impact economic and human development. Strategic and focused discussions on how this can be achieved are an important priority for NUP and Greater Monrovia Urban Development Strategy.
- Lack of Budgetary Support to LGAs: Inability of LGAs to fund operations because they are not included in the Liberia National Budget is a crippling challenge. There is need to support projects that promote local revenue generation. With the exception of MCC and PCC, no other LGAs are captured in the national budget.
- There is need for the Liberian Government to facilitate and manage urbanization through the provision of support to local government and investments for socioeconomic development. Further, support for spatial planning activities, Inclusive governance practices, an increase in the enforcement capacity of city and national police and the encouragement of the development of local economies should be prioritized.

## RECOMMENDATIONS TO CITIES ALLIANCE

- The development process of the NUP enlisted the participation of many Liberians, international partners and local community stakeholders. While the process provided capacity building to the relevant stakeholders as a means for garnering an understanding of the work and formulating their own policy, agencies responsible for urban governance in Liberia still lack human and financial capacity to successfully implement the NUP. It is therefore imperative that formulation and implementation of the NUP phases are completed and capacity is built to ensure the NUP is implemented with a methodology that is clearly defined and understood by all stakeholders.
- Land use planning, cadastral surveying, land registration and legalization processes and procedures is a critical emerging urban planning tool directly linked to community level development. There is need for future programming to support land regularization initiatives. Cities Alliance should leverage the platforms and buy-in established with government to propel current land regularization guidelines to Pilot a Project but also elevate the guidelines to the legislature for policy endorsement
- Little attention has been paid to the Greater Monrovia Urban Development Strategy by the Cities to ensure investments and initiatives identified in the strategy are financed including assessing domestic revenue collection. Only two (2) transformative projects identified had been financed for implementation. Government of Liberia and Cities Alliance should lobby for financial resources to fund some of the Projects to ensure the Strategy attains its intended purpose.
- The Country Programme is commended for improving access to basic services such as Quality Safe Water, Latrine coverage, Education and social cohesion among the urban poor, challenges remain regarding access and quality of health services. Future Programmes should consider supporting Health Services through construction, renovating, tooling and equipping health facilities. In addition, despite the community infrastructure projects implemented, community needs still remain. With only 27% of the slum dwellers able to assess sanitation facilities, there is need for more community infrastructure projects to further enhance access to basic services.
- Livelihoods and incomes particularly for the urban poor have been greatly impacted by COVID-19, therefore the need to enhance livelihood opportunities for the urban poor. The LCP should explore providing enterprise kits to Saving Groups to support community-based enterprising by training slum dwellers in interventions that boost livelihoods but also work to avert the spread of COVID-19. These include liquid soap to meet the essential hygiene needs of families, but also quantities sufficient to earn some profit.
- Cities Alliance should ensure that for all future Programmes, Partners should have in-country presence with well-structured offices capacitated with adequate human resource to provide implementation support to their local affiliates. This would ensure timely support to the local affiliates, build capacity, improve supervision, monitoring and accountability.
- Processes for the Lead firms are still manual which affects processes to scale-up production. There is need to support the firms to mechanize production processes. The current production capacity products cannot meet the ever-growing demand for their products, mechanizing production will address this challenge. There need for further support the firms to market their products particularly among slum dwellers and urban poor, which is the target market for the firms.

## RECOMMENDATIONS TO PARTNERS

- Development of Incremental Slum Upgrading Policy and Guidelines to provide guidance on how incremental slum upgrading should be approached by Government. Once endorsed by government, the policy will streamline investments efforts towards slum upgrading.
- 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.
- Replicating the Peace Island Model in other informal settlements in Greater Monrovia: While there was interest and desire for HFHI to replicate the works in Peace Island in other informal communities, this could not be done due to resource limitations. However, the impact this has had in Peace Island requires replication in other informal settlements.
- Capacity building: Change of office for the FEPTIWUL created a vacuum in terms of skills and capacity as the trained incumbent executive committee handover office with minimal mentorship to the incoming leaders. This created a skills gap, therefore the need for capacity building for newly appointed leaders.
- The Housing Microfinance institution relied on resources provided by the Country Programme to pilot the housing loan product, however, the capital fund from the Programme was small, and only eight (8) slum dwellers have been advanced loans by Evaluation time. There is need for additional support to FFW to increase the size of the loan fund to ensure current demand for housing loan products is met to support incremental housing initiatives.
- The COVID-19 pandemic affected business of many traders. Some traders consumed their capital during the COVID-19 lockdown, for other businesses collapsed. There is need to strengthen “Cash Round Groups” commonly known as SUSU to enhance access to finance and credit for the traders to re-capitalize their businesses

## ANNEXES

Table 11: PROGRESS AGAINST THE LIBERIA COUNTRY PROGRAMME RESULTS FRAMEWORK

SNo	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Final Evaluation	Programme Target	Gender disaggregation		Comments
							Male	Female	
<b>Outcome description: Greater Monrovia is increasingly characterized by active citizenship, strengthened livelihoods, inclusive governance and resilient service delivery drawing on an effective partnership between the urban poor and responsive local governments.</b>									
a	Average proportion of households in slum and/or low-income areas in greater Monrovia with access to improved water source	2017	85%	87.8%	88.4%				
b	Average proportion of households in slum and/or low-income areas in greater Monrovia with access to improved sanitation facilities	2017	15%	21.6%	23.2%				
c	Proportion of petty traders with access to sanitation facilities	2017	91%	93.7%	95.5%	90%	97.5%	93.6%	
	Proportion of street vendors that experienced harassment	2017	82%	44.1%	40.2%	50%	39.4%	41.0%	
<b>Intermediate outcome 1: Strengthened capacity of slum dweller and working poor associations to organize, negotiate, and actively influence city governance, planning and service delivery.</b>									
a	Number of slum dweller leaders with capacity to profile, map and enumerate settlements	2017	7	64	64	50	20	44	
b	Number of street vendor leaders capacitated to promote safe, labour conditions in partnership with local government	2017	5	104	104	50	51	53	
c	Number of community group members who are supported by the Programme to increase their ability to organize and manage savings	2017	0	7,991	9,701	10,000	1,591	8110	
d	Number of savings groups supported by the Programme in greater Monrovia	2017	33	256	363	200	n/a	n/a	
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	4,996	1,083	2,258	2,738	
<b>Qualitative Indicators</b>									
f	Strengthened capacity of the slum dweller association to organize and engage local	2017	1	3	4	4	n/a	n/a	FOLUPS has engaged and build

SNo	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Final Evaluation	Programme Target	Gender disaggregation		Comments
							Male	Female	
	government on equitable service delivery								institutional relationships with the Cities and Townships however this needs to be strengthened.
<b>Rating scale:</b> 0 – no organized slum dweller association exists 1 – Slum dweller association exists however lacks city wide coverage 2 – Slum dweller association exists with city wide coverage of membership 3 – Representative slum dweller association exists with clear, democratic internal governance procedures being implemented 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 organize and negotiate rights and services with local government	2017	1	3	3	3	n/a	n/a	FEPTIWUL managed to negotiate and sign an MoU with MCC and Gompa city. The engagement with the Ministry of Internal Affairs also resulted in the government donation of nose masks to the traders during the peak of the pandemic.
<b>Rating scale:</b> 0 – no organized city-wide street vendor union exists 1 – City wide street vendor union exists however they are not able to organize their interests effectively with local and national government 2 – City wide street vendor union is able to effectively negotiate a mutually beneficial partnership agreement with local and national government however they lack the capacity for implementation 3 – City wide street vendor union maintains an institutionalized relationship with local and national government									
h	Slum dweller association with functional accountability systems in place	2017	1	2	2	2	n/a	n/a	The federation has developed accounting recording including saving booklets, treasurer's transaction book and opening of formal bank accounts for some saving groups.
<b>Rating Scale:</b> 0 – Slum dweller association without documented accountability systems 1 – Slum dweller association with documented accountability systems 2 – Slum dweller association with documented accountability systems and evidence of implementation									
i	Street vendor union with functional capacity and	2017	1	2	3	3	n/a	n/a	FEPTIWUL was able to conduct

SNo	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Final Evaluation	Programme Target	Gender disaggregation		Comments
							Male	Female	
	operational systems in place								a democratic process highlighted in the constitution to elect the new leadership including the executive leaders, County leaders and block leaders.
	<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 2 – Street vendor union has constitution and systematic membership records within Monrovia 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								
<b>Intermediate Outcome 2:</b> 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 city wide negotiating forums and dialogues	2017	0	72	216	200	108	108	
b	Number of street vendors meaningfully representing their interests in city wide negotiating forums and dialogues	2017	0	84	211	50	113	98	
<b>Qualitative Indicators</b>									
c	Quality of slum dwellers' participation in the design of the criteria for the CUF	2017	0	2	2	2	n/a	n/a	
	<b>Maturity scale:</b> 0=Slum dweller union representatives do not participate in the design criteria for CUF process 1=Slum dweller union representatives participate in the design criteria for CUF process, but their inputs are not considered in the design formulation dialogues 2=Slum dweller union representatives' inputs are incorporated into the CUF design criteria analysis documentation (consulted/informed)								
d	Quality of slum dwellers' participation in the design of CUF projects	2017	0	2	2	2	n/a	n/a	Slum dwellers form part of the CUF board and their input in project design are considered
	<b>Maturity 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 2=Slum dweller union representatives' inputs are incorporated into the CUF project analysis documentation (consulted/informed)								
e	Quality of street vendors' participation in the design of the criteria for the CUF	2017	0	1	2	2	n/a	n/a	Street vendors form part of the CUF board and their input in project design are considered.

SNo	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Final Evaluation	Programme Target	Gender disaggregation		Comments
							Male	Female	
	<b>Maturity Scale</b> 0=Street vendor union representatives do not participate in the design criteria for CUF process 1=Street vendor union representatives participate in the design criteria for CUF process, but their inputs are not considered in the design formulation dialogues 2=Street vendor union representatives' inputs are incorporated into the CUF design criteria analysis documentation (consulted/informed)								
f	Quality of street vendors' participation in the design of CUF projects	2017	0	1	2	2	n/a	n/a	Street vendors form part of the CUF board and their input in project design are considered.
	0=Street vendor union representatives do not participate in the design of CUF projects 1=Street vendor union representatives participate in the design of CUF projects, but their inputs are not considered in the project formulation dialogues 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	2	n/a	n/a	Reduction in street vendor harassment has been noted since Programme initiation. The MoU signed with MCC improved the working conditions of informal traders.
	Mechanisms through MoUs were established to negotiate public space for trading with local government leading to improved space for public vending.								
<b>Intermediate outcome 3: Improved provision of slum upgrading and incremental housing solutions, identifying investment opportunities to scale up affordable housing for the urban poor</b>									
a	Number of MFIs who ring fence \$20,000 or more towards MF housing loans for low income households	2017	0	1	1	2	n/a	n/a	
b	Number of community members who demonstrate they have adopted safe shelter practices	2017	0	0	30	30	15	15	
c	Number of officials who feel confident in delivering PASSA in the future	2017	0	0	33	20	18	15	
d	Number of officials who completed training on PASSA processes	2017	0	0	33	20	18	15	
e	Number of people consulted who believe their views were included in the development of the Voluntary Gender Responsive Relocation Policy Guideline	2017	0	0	402	500	200	202	
f	Number of housing market actors who receive Institutional Technical Assistance	2017	0	0	3	3	n/a	n/a	
g	Number of community	2017	0	1	1	1	n/a	n/a	

SNo	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Final Evaluation	Programme Target	Gender disaggregation		Comments
							Male	Female	
	infrastructure projects implemented through PASSA								
h	Total financial resources mobilized for follow up implementation of endorsed slum upgrading (SU) strategy	2017	0	0	\$638,991	\$500,000	n/a	n/a	
<b>Qualitative indicators</b>									
	Extent to which slum/low income households receive technical assistance for improvements in the resilience of their housing against locational, climatic and non-climatic risks and hazards.	2017	0	0	1	3	n/a	n/a	
F	<p>The Voluntary Gender Responsive Relocation Policy Guideline was completed and disseminated in the period under review.</p> <p>Maturity scale</p> <p>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 which affects their dwellings.</p> <p>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 which affects their dwellings</p> <p>2=slum/low-income households receive sustained support from government or market actors to address surface flooding, drainage or coastal erosion which affects their dwellings</p> <p>3=slum/low-income households receive sustained technical and financial support from government or market actors to address surface flooding, drainage or coastal erosion which affects their dwellings</p>								
	Extent to which a slum upgrading, and affordable housing framework is adopted	2017	0	1	1	2	n/a	n/a	
g	<p>Slum Upgrading and Affordable Housing Framework recommendations are being implemented in phase 2 of the project. An infrastructure projects arising from a community consultative process (PASSA) is under construction.</p> <p>Maturity scale</p> <p>0=the housing policy environment pays no policy attention to slum upgrading and affordable housing for low income households</p> <p>1=a slum upgrading, and affordable housing policy framework is adopted without concrete implementation or financial mechanisms</p> <p>2= a slum upgrading, and affordable housing policy framework is adopted with requisite institutional and financial investments</p>								
<b>Intermediate outcome 4: National and city level policy and planning environment for resilient and inclusive urbanization benefits recognition and voice of the urban poor.</b>									
a	Number of local government officials who report positive quality of engagement in the NUP process	2017	0	75	322	50	186	136	
b	Number of slum dwellers who report positive quality of engagement in the CDS strategy process	2017	0	70	185	20	93	92	
c	Number of street vendors who report positive quality of engagement in the CDS	2017	0	31	104	20	56	48	
d	Number of local government and national officials who report positive quality of engagement in the CDS process	2017	0	57	278	50	154	124	
e	Total financial resources	2017	0	0	70,000	\$5,000,000	n/a	n/a	SIDA LAV grant



SNo	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Final Evaluation	Programme Target	Gender disaggregation		Comments
							Male	Female	
	mobilized for follow up implementation of endorsed CDS								supporting the CDS
f	Number of working groups who produce CDS policy options and strategies for action in greater Monrovia	2017	0	0	5	5	n/a	n/a	
	Percentage completion of CDS	2017	0	10%	100%	100%	n/a	n/a	
g	<p><b>Phase 1: <i>Where are we now?</i></b> Getting organized and situation analysis  <b>Phase 2: <i>Where do we want to go?</i></b> Visioning and strategic objectives  <b>Phase 3: <i>How do we get there?</i></b> Strategy Formulation  <b>Phase 4: <i>How we know we have arrived?</i></b> Strategy implementation and monitoring and evaluation  Each Phase is 25% however please note phases do not proceed sequentially.</p>								
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%	50%	100%	n/a	n/a	
	<p><b>Area 1:</b> Feasibility assessment and policy roadmap  <b>Area 2:</b> Institutional and sectoral gaps for cities in existing national policies and ministries identified and assessed  <b>Area 3:</b> Inter-ministerial dialogue and cooperation at National Urban Forums  <b>Area 4:</b> Policy guidance for national government for integrated urban development response  Each area is 25% however please note phases do not proceed sequentially.</p>								
<b>Qualitative indicators</b>									
	Degree of inclusiveness of the NUP process from slum dweller association representatives	2017	0	1	2	2	n/a	n/a	
i	<p>Slum dweller federation representatives participated in the validation process of the regional notes during the second National Urban Forum.  <b>Maturity scale:</b>  0=Slum dweller association representatives do not participate in the NUP process  1=Slum dweller association representatives participate in the NUP process but informality and slum settlements are not considered in the outcomes of policy (token)  2=Slum dweller association representatives' inputs, including profiling data and issues regarding informal settlements, are incorporated into the NUP analysis (consulted/informed)</p>								
	Degree of inclusiveness of the NUP process from street vendor union representatives	2017	0	1	2	2	n/a	n/a	
j	<p>Petty trader federation representatives participated in the validation process of the regional notes during the second National Urban Forum.  <b>Maturity scale:</b>  0=Street vendor union representatives do not participate in the NUP process  1=Street vendor union representatives participate in the NUP process but their inputs are not considered in the policy formulation dialogues (token)  2=Street vendor union representatives' inputs, including for management of public space for livelihoods, are incorporated into the NUP analysis documentation (consulted/informed)</p>								

SNo	Indicator	Baseline Year	Baseline Value	Mid-Term Value	Final Evaluation	Programme Target	Gender disaggregation		Comments
							Male	Female	
k	Evidence from local government officials capacitated of their degree of learning and application of knowledge of pro poor urban planning	2017	0	0	2	3	n/a	n/a	
	FGDs conducted by CA with 100 local government authorities (LGAs) in greater Monrovia on application of knowledge linked to CDS and other planning instruments in their official functions. <b>Maturity scale.</b> 1=Capacity, at organizational level, cannot be understood without reference to the wider system that surrounds any organization. 2= Capacity development designed to link achieve performance improvement and yield change across a local government system 3= Capacity development invest in adaptive functions that help local governments thrive over time								
<b>Intermediate outcome 5: COVID-19 Response</b>									
a	Proportion of Market vendors who report using donated handwashing units daily	2019	0	-	73%	60%			
b	Proportion of Slum Dwellers who report using donated handwashing units daily	2019	0	-	41%	50%			
c	Proportion of people who are actively implementing at least two healthy behavior changes to better protect themselves from COVID-19	2019	0	-	66%	40%			

Annex II: Most Significant Change (MSC) Stories



CITIES ALLIANCE  
LCP MSC STORIES.doc

Annex III: List of Programme Participants and Stakeholders Interviewed



List of Institutions -  
Participated in the E

Annex IV: Evaluation Terms of Reference



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dule of Requiremen