



UN-Habitat Support to Sustainable Urban Development in Kenya

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

Volume 2: Kilifi, Kitui and Mombasa counties

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Executive Summary

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

UN-Habitat Support to Kenya Municipal Programme

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

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

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

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

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

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

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

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

The Significance of Kenya's Secondary and Intermediate Cities

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

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

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

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

Addressing the Plan Implementation Gap

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

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

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

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