

PARTICIPATORY SLUM UPGRADING



**TRANSFORMING ACP CITIES,
LEAVING NO ONE BEHIND**



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MTWAPA COMMUNITY MANAGED FUNDS (CMF) in Majengo and Mzambarau Settlements in Mtwapa Town, Kenya



Documentation of the Community Managed Funds set up in Mtwapa, Kenya
Participatory Slum Upgrading Programme (PSUP)

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List of Acronyms

ABT	Alternative Building Techniques
CBO	Community-Based Organisation
CGA	County Government Act
CGK	County Government of Kilifi
CMF	Community Managed Funds
CT	Country Team
ERC	Executive Residents' Committee
ICT	Information and Communications Technology
ISSB	Interlocking Stabilised Soil Blocks
KIMAWASCO	Kilifi Malindi Water and Sewerage Company
M&E	Monitoring and Evaluation
PFMA	Public Finance Management Act
PPADA	Public Procurement and Assets Disposal Act
PSUP	Participatory Slum Upgrading Programme
RC	Residents' Committee
SWM	Solid Waste Management
SWOT	Strengths, Weaknesses, Opportunities and Threats
UDD	Urban Development Department

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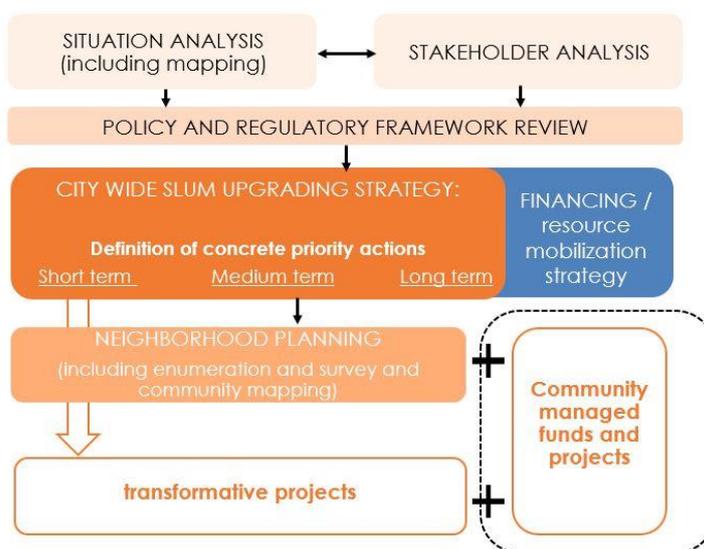
1. INTRODUCTION

In the framework of the Participatory Slum Upgrading Programme (PSUP), Community Managed Funds (CMF) is a community-centred approach that aims at empowering organised communities to conceptualise, plan and implement projects at neighbourhood level.

The CMF consists in the channelling of part of the PSUP funding to communities to support community-led and community-driven projects. Community-led because projects implemented through CMF focus on addressing the major slum deprivations and improving the living condition of slum dwellers including solid waste management, improved access to portable water and affordable housing while supporting the local economic development and livelihoods. Community-driven because projects are identified, designed, implemented and monitored by communities. The CMF approach has been informed by research and previous experience by UN-Habitat such as the People’s Process which shows that development projects have a greater impact if community is actively involved at each phase.

In the PSUP, the Community Managed Funds complement the implementation of transformative projects – which have usually a larger scale- and contribute to the implementation of the vision defined by the community in the neighbourhood planning exercise. The community organisation and the data collected at neighbourhood level for the development of the neighbourhood plan will also be important steppingstones for the setup of the CMF in a slum area. Figure 1 below shows how the CMF complements the other elements of the PSUP approach.

Figure 1. CMF within the PSUP approach



In Kenya, the CMF was piloted in the neighbourhoods of Mzambarauni and Majengo in Mtwapa during the implementation of the PSUP on the ground. The Kenya Country Team (CT) engaged local residents of the two settlements in the planning, design, and implementation of various CMF projects. The CMF implementation in Kenya was guided by the PSUP model. In this process, the model was tailored to the existing Kenyan legal and institutional setup. The participatory process for the domestication of the CMF model in Kenya further entailed the adaptation of the CMF tool considering the existing local

conditions and contexts including the identification and consideration of the services already provided at community level and the analysis of the management, operations and activities of local community-based organizations. This informed the decision to target local Community Based Organizations (CBOs) for the CMF funding. In this process, seven Community Based Organizations (CBOs) were selected through a competitive process and received CMF funds to implement community-led and community-driven projects. Projects ranged from solid waste collection and management; water provision through local water selling points; and the provision of alternative building materials through sustainable brick making.

Figure 2. An illustration of the CMF process in Mtwapa, Kenya

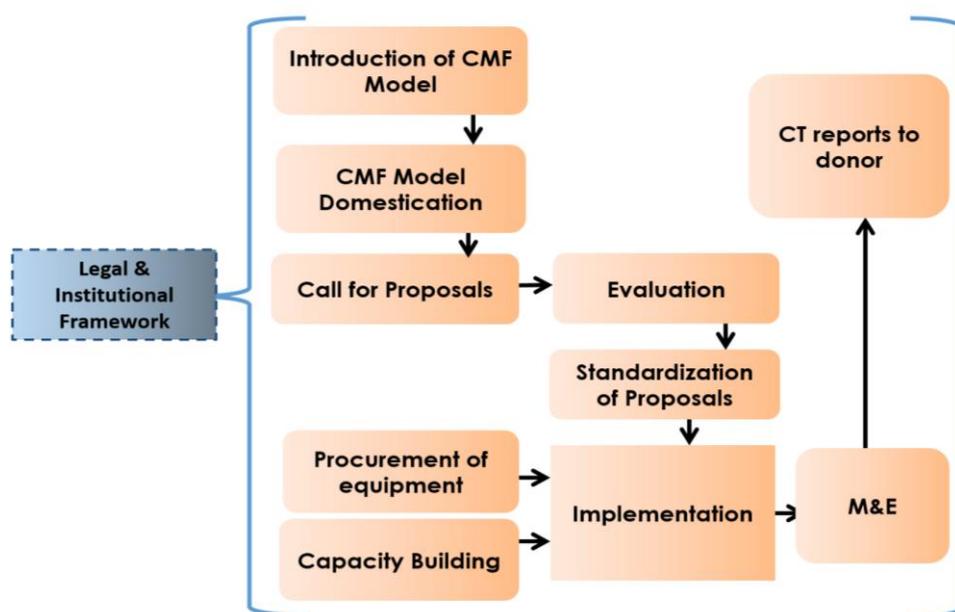


Figure 2 above illustrates the key activities (elaborated in subsequent chapters) undertaken during implementation of CMF in Majengo and Mzambarauni settlements in Mtwapa town in Kenya which included:

- (i) Domestication of the CMF Model including the anchoring to the legal frameworks and the definition of the institutional set up;
- (ii) Community sensitization, mobilisation and call for proposals;
- (iii) Submission, evaluation of proposals and approval;
- (iv) Implementation including Standardisation of CMF Proposals and capacity building; and
- (v) Monitoring and Evaluation.

This report aims at documenting the CMF process in Mtwapa to extract the key lessons learnt by the Kenya Country Team during the process. The document will show how the PSUP approach for CMF was tailored and adapted to the institutional and legal frameworks and to the context of the neighbourhoods in Mtwapa. Below, Table 1 presents a SWOT analysis of the CMF process in Mtwapa summarises the key strengths, weaknesses, opportunities and threats of the process in the Kenyan context.

Table 1. SWOT analysis of the Community Managed Funds process in Mtwapa

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Existing organizations including CBOs that are undertaking relevant activities that can be integrated in the CMF model • An organized community after the participatory neighbourhood planning process. • Identified areas of intervention derived from the City-Wide Slum Upgrading strategy and the data collection for the participatory neighbourhood planning process. 	<ul style="list-style-type: none"> • Weak management skills amongst community organisations • Overdependence on donor support • Internal competition between community organisations working in service delivery
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • Political support • Donor support to organizations in informal settlements • Support from the County government • Opportunities for partnerships with private sector 	<ul style="list-style-type: none"> • Gaps in supporting legislative frameworks • Changes in the national political landscapes

2 DEFINITION OF THE MODEL: FRAMEWORKS AND ANCHORING

The analysis of the existing legal and policy frameworks informs the definition of the CMF model at country level. The implementation set up for the CMF will also be dependent on these existing frameworks and can be tailored to the local specificities to ensure that CMF are viable in the context.

2.1 Guiding Legal Framework

IDENTIFICATION OF RELEVANT LEGISLATION

The CMF model involves the disbursement of public funds for implementation in close engagement of community level institutions. Therefore, for accountability purposes, the operationalisation of the CMF requires a strong legal foundation and the identification of entry points in the existing legal and institutional frameworks at national and local level including the instruments referring to public financial management and community participation.

Stakeholders from both local and national governments identified the existing legal framework relevant for the operationalization of the CMF. The legislation identified was mainly relevant to stakeholder participation and public financial management. To capture further relevant legislations in terms of community engagement, consultations with the area officer in charge of the registration of CBOs took place.

REVIEW

The review process involved the Country Team and UN-Habitat and focused mainly on the Public Finance Management Act No. 18 of 2012¹ (PFMA), the County and Government Act, and the Urban Areas Cities Act. Despite clear and adequate legislations on public participation, the PSUP team experienced major legal hurdles concerning the existing financial management instruments to support the CMF disbursement.

The PFMA was inexplicit on guiding transfer of public funds under the management of public entities to non-public entities. However, as the PSUP model called for direct disbursement of CMF funds to communities to lead the implementation of the projects, the CT had to seek alternative legislative frameworks to anchor the CMF and to protect the funds from mismanagement by the groups. Indeed, as CMF funds would be channelled through a public institution (Urban Development Department - UDD) to communities, those funds were to be subject to Kenyan audit procedures. This was likely to present accountability challenges as audit queries were likely to arise on what legal framework UDD referred to in directly transferring funds to the groups. The Public Procurement and Assets Disposal Act² (PPADA) of 2015 was identified. Relevant parts of the PPADA especially Part IX provided Methods of Procurement of Goods, Works and Services for public entities.

Table 2 below summarises the analysis of existing legislations and provides the specific legislations and sections that provided adequate support for the implementation of CMF.

¹ An Act of Parliament in Kenya to provide for the effective management of public finances by the national and county governments; the oversight responsibility of Parliament and county assemblies; the different responsibilities of government entities and other bodies, and for connected purposes

² Public Procurement and Assets Disposal Act provide for efficient public procurement by public entities

Table 2. A summary of relevant legislative framework for implementation of CMF in Kenya

Community Participation	The Kenya Constitution	<ul style="list-style-type: none"> The supreme law considers stakeholder participation as a crucial pillar that provides the public the opportunity to contribute to decision making processes. Articles 10 ((2) a, b and c), 27, 33, 174 and 201. All provided relevant support for inclusion of the community in formulation and implementation of a working CMF.
	County Government Act	<ul style="list-style-type: none"> Part VIII and XI of the CGA promotes citizen participation in the governance of urban areas and cities.
	Urban Areas & Cities Act	<ul style="list-style-type: none"> Provides for the principle of governance and participation of residents.
Project Funding	Public Procurement and Disposal Act of 2015	<ul style="list-style-type: none"> Establishes procedures for efficient public procurement by public entities and to provide for other related matters. Part IX guided on procurement of goods, works and services.
	Public Finance Management Act No. 18 of 2012	<ul style="list-style-type: none"> No framework to guide the direct disbursement of public funds to community-based groups or non-public entities.

2.2 Identification of options for disbursement of funds and anchoring

Based on this analysis, the PSUP Country Team embarked on efforts to design options for the disbursement of the CMF in line with the Kenyan context. Three options were developed to guide the fund disbursement to communities. These are summarised in Table 4 below.

This work resulted finally in the adoption of the Public Procurement and Assets Disposal Act³. The PPADA provided for procurement of CMF requirements to the groups through existing government outfits. In the absence of legislations that guide the disbursement of funds to communities and ensure the accountability of funds, the PPADA was selected as a reference for the management of funds in the framework of the CMF. The main idea was to ensure that the funds were appropriately accounted for while maintaining the principles of transparency, participation and subsidiarity.

2.2.1 Model 1: Direct transfer of funds to the CMF Groups

The first model illustrated in Figure 3 below considered two options:

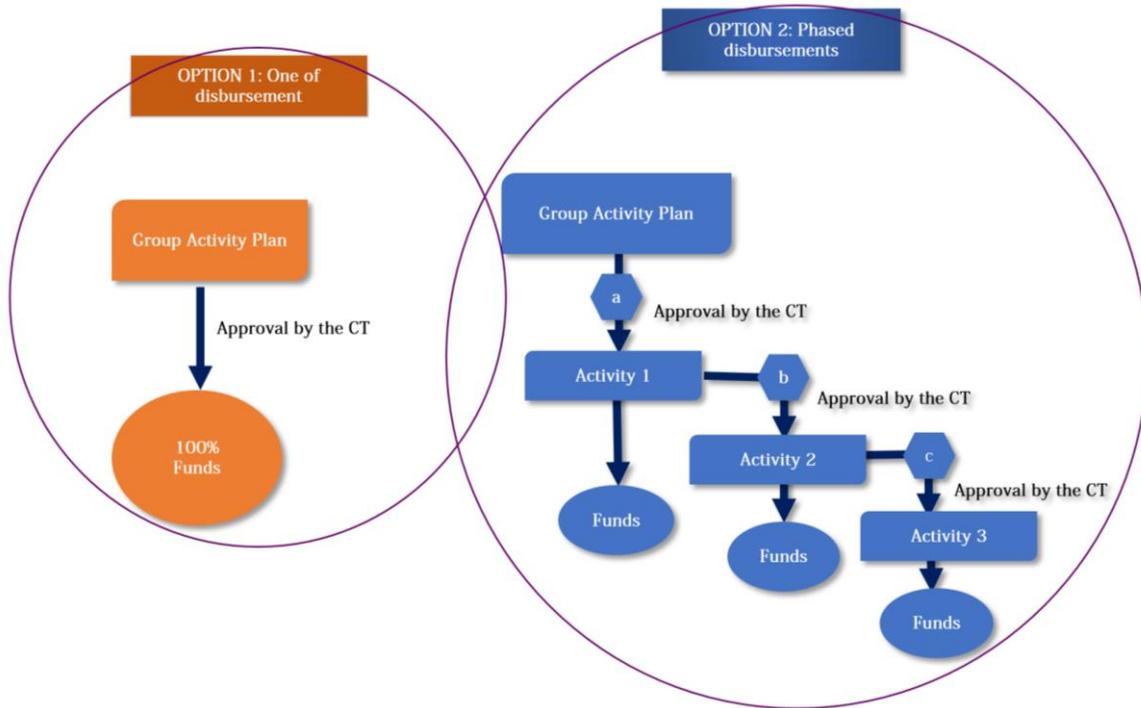
- Option 1: Transferring the entire budget from the Urban Development Department (UDD) to the each of the CMF groups' bank account based on their work plan and activity schedule.
- Option 2: Disbursement of funds in agreed tranches - 20%, 50% and 30% of the project budget- subject to proper management and accounting of each tranche.

Model 1 was rejected as it lacked a clear supporting legal framework to enable direct disbursement of public funds to entities outside the public sector. This

³ Public Procurement and Assets Disposal Act provide for efficient public procurement by public entities

model would have resulted in accountability/audit challenges for the lead agency UDD.

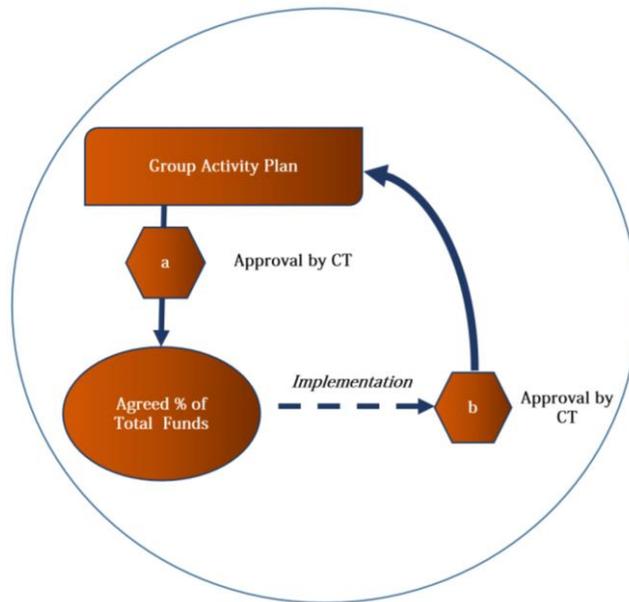
Figure 3: An illustration of the two options under model one



2.2.2 Model 2: Activity-based funds disbursement

Model 2 advocated for funds disbursement informed by specific activities in the CMF group’s activity work plan. In this model as illustrated in Figure 4 below, the CMF groups were to submit to the CT activity budgets. Once approved, funds for this specific set of activities would be directly transferred to the group’s bank account. The CMF groups would account for the utilized through financial reports, purchase receipts, bank statements and any other form of accounting documents. This option also lacked supporting legal framework.

Figure 4: An illustration of model CMF 2



2.2.3 Model 3: Direct procurement of CMF equipment

Model3, illustrated in **Figure 5** below, recommended the procurement of the initial materials required by the CMF groups’ activities directly by the UDD with support from the Country Team. CMF groups would then be left to manage funds generated by these initial assets and equipment in the course of the implementation of the CMF activities. This option was preferred on the basis that it could be legally grounded in the Public Procurement and Assets Disposal Act (PPADA) laws of Kenya.

Figure 5: An illustration of Model 3

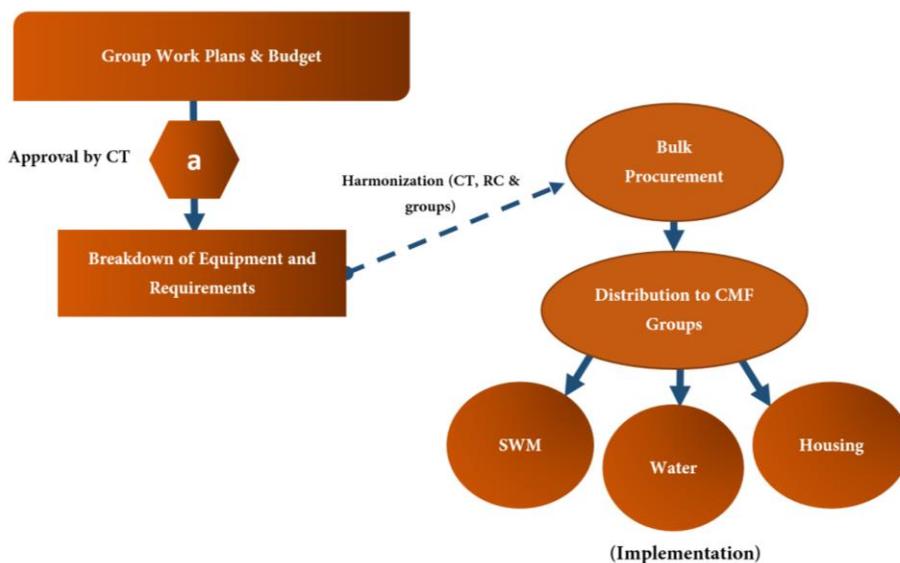


Table 3: A summary of the CMF options for disbursement discussed by the PSUP team

Model	Process	Comments
Model 1: Direct Transfer of Funds from the Urban Development Department (UDD) to CMF Groups	<ul style="list-style-type: none"> The entire CMF budget is transferred to the groups bank accounts. The disbursement can be done in agreed tranches - 20%, 50% and 30% of the project budget- subject to proper management and accounting of each tranche. 	<ul style="list-style-type: none"> Lack of a clear supporting legal framework to enable direct disbursement of public funds to entities outside the public sector. This may result in accountability challenges
Model 2: Activity-Based Funds Disbursement	<ul style="list-style-type: none"> Funds disbursement based on the CMF group's activity work plan submitted to the CT. CMF funds are directly transferred to the group's bank account to finance approved activity budgets. CMF groups spend and account for utilized funds (Progress and financial reports, purchase receipts, bank statements and any other form of accounting documents). 	<ul style="list-style-type: none"> Lack of a clear supporting legal framework to enable direct disbursement of public funds to entities outside the public sector. This may result in accountability challenges
Model 3: Direct Procurement of CMF Requirements by Lead Agencies	<ul style="list-style-type: none"> The CT receives and evaluates the list of the equipment and requirements for the CMF groups UDD which is the Government lead agency procures the CMF requirements on behalf of the CMF groups. Proceeds and funds generated from the use of purchased equipment is directly received, managed and accounted for by the CMF groups. 	<ul style="list-style-type: none"> The process requires community engagement to provide the specifications. Recommended model starting anchored on the Public Procurement and Assets Disposal Act of 2015.

Table 4: lessons learnt: Frameworks and anchoring of the model

LESSONS LEARNT: FRAMEWORKS AND ANCHORING OF THE MODEL	
<ul style="list-style-type: none"> Existing legal framework determine the decision of preferred model for CMF. <p>The main challenges experienced regarding the existing legal framework, mainly on financial management included:</p> <ul style="list-style-type: none"> Lack of clear legal support for direct disbursement of funding to CBOs. CMF were categorized as public funds as funds were channelled through a public body and the disbursement of the same to entities outside the government systems presented major legal hurdles. Difficulties of identifying relevant legal provisions to anchor the CMF Models and support transfer of funds to the community groups in charge of implementation. 	
DOs	DON'Ts
Consider supporting legal framework	Do not disburse funds without mechanisms for accounting for funds.

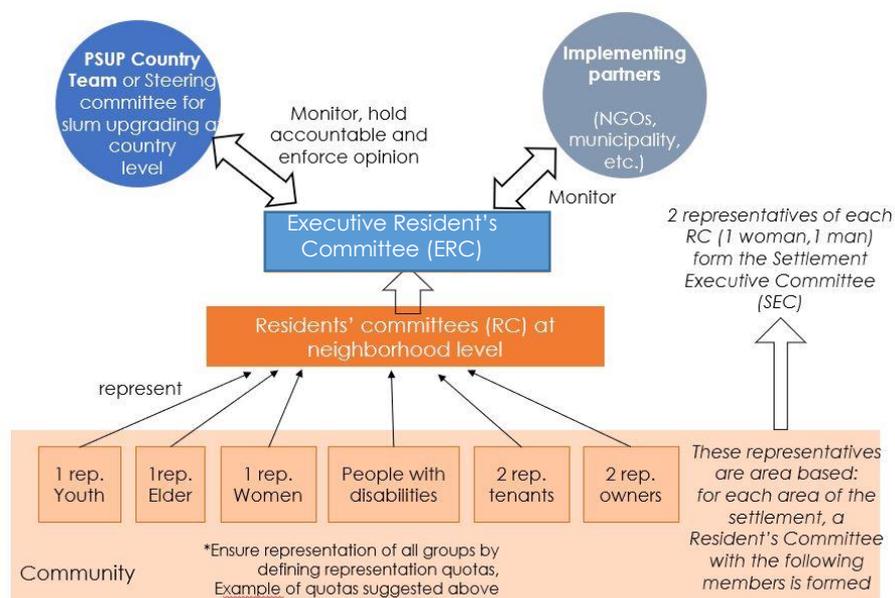
3. DEFINITION OF THE MODEL: STAKEHOLDER ENGAGEMENT & IMPLEMENTATION SET UP

The CMF implementation involved an array of stakeholders in the spirit of the PSUP principle of empowerment and partnership building between communities, government and donors. The CMF planning, design, and implementation involved the PSUP Country Team (CT) comprising technical officers from the national and local government, communities and grassroots institutions represented by the Residents’ Committee⁴ (RC), local Community Based Organisations with the technical support from UN-Habitat.

3.1 Community organisation

In the Kenya example, community engagement was ensured by the organisation of the community as per the PSUP approach. Community organization was prioritised as an effective tool for community engagement during the PSUP upgrading initiatives. The community representation structure established during the participatory neighbourhood planning exercise were instrumental in the implementation of the CMF in the neighbourhoods of Majengo and Mzambarauni. **Figure 6** below illustrates the community organisation structure for the effective engagement of communities in Kenya.

Figure 6: Community organisation structure as per the PSUP methodology



THE RESIDENTS COMMITTEE

To ensure the community’s engagement, the PSUP approach included the election of two Residents Committees (RC), one per neighbourhood, to represent the interests of the two communities and to ensure a communication channel during the process. The RC election process was

⁴ The Residents Committee (RC) is a community level institution elected by the Majengo and Mzambarauni residents during the neighbourhood planning process to represent the interests of the community.

overseen by the PSUP Country Team (CT) resulted in a nine-member committee for Majengo and Mzambarauni. RC members represented the interests of the different members from the two communities.

Figure 7: Elected Residents' Committee Members from Mzambarauni and Majengo



The final structure with 9 elected members per RC is inspired by previous slum upgrading programmes in Kenya and included representatives from women (1), youth (1), peoples with disabilities (1), structure owners (4) and tenants (2) and in addition:

- The Area Chief⁵ for the Majengo Kanamai Location (designated ex officio, representing the National Government internal security arm); and
- The Area Member of County Assembly was incorporated as a designated ex officio, representing the County Assembly⁶ and grass root political support.

The committees further underwent formal registration with relevant county and national government agencies. The institutionalisation of the Residents Committee legitimised the RCs as representatives of the communities of the neighbourhoods.

THE EXECUTIVE RESIDENT'S COMMITTEE AT SETTLEMENT LEVEL

Following election of the RC by the community, the members were asked to elect three members to be appointed as the Chairman/Chairlady, Treasurer and Secretary. It was agreed that the treasurer position will be taken up by a woman for equitable presentation. The three officials from each RC formed the Executive Residents Committee (ERC) which was the top decision-making organ at settlement level.

3.2 Community sensitization

The CT conducted community mobilisation and sensitisation activities in the two neighbourhoods to share the programme's agenda with the community in preparation for implementation. The community mobilization and sensitization activities aimed at:

- i. Informing the community about the process, key concepts about upgrading and about their roles;
- ii. Gathering data and information about the settlements;
- iii. Building capacities of communities and implementing agencies'; and

⁵ The Area Chief is the representative of the office of the President of the Republic of Kenya. He/she is also in charge of security at the community level.

⁶ Local equivalent of parliament at the County Government level.

- iv. Engaging stakeholders in key decision-making processes that the process entails.

The Interim Committee and the Resident Committees mobilised and sensitized the community through public barazas where they invited community members. Community *barazas*⁷ provided platforms for outreach to the larger community in addition to information dissemination through religious institutions and other public places. The barazas were held at the Majengo community centre/MAKIO hall and the Mzambarauni playground on set dates communicated to the community in advance. Public places like churches, mosques and community centres were used for information dissemination through verbal announcements during prayer session and posters.

Figure 8: A community sensitisation session in (a) Mzambarauni and (b) Majengo villages



Broader stakeholders were engaged through commonly used citizen participation channels including workshops and forums for the RC and CMF groups conducted by the CT.

Finally, the project further took advantage of online platforms for community sensitisation including social media platforms like Facebook⁸ or the e-participation platform FUPOL⁹ featured in Box 1 below. This provided crucial channels for citizen participation targeting especially the youth. The use of electronic platforms was an innovative approach that complemented the traditional community barazas and hard copy posters and was less costly in terms of time and labour requirements than other channels. The management of the two platforms was done by the PSUP ICT officer who was also a member of the CT who uploaded information and gathered the inputs received from communities in the platforms. This information was shared with other CT members during technical meetings for discussion and feedback. The information was shared with communities in form of pictures and narratives on ongoing and planned events.

⁷ *Barazas* are a form of public community level gatherings in Kenya for disseminating information in large community gatherings.

⁸ (https://web.facebook.com/search/top/?q=mtwapa%20slum%20upgrading%20project&epa=SEARCH_BOX)

⁹ (<http://www.fupol.eu/en/solutions/fupol-in-action/mtwapa>). FUPOL is an online platform piloted in PSUP through which opinions can be automatically collected, analyzed and interpreted on a large scale. FUPOL was adopted by PSUP to enhance citizen participation by ensuring information flow between implementing agencies and the community. www.fupol.eu

Figure 9: FUPOL: E-participation platform for decision making in Mtwapa

FUPOL: e-participation platform for decision making
(<http://www.fupol.eu/en/solutions/fupol-in-action/mtwapa>)

FUPOL-Mtwapa is an e-participation platform set up to establish a two-way communication channel with communities. The platform featured a Facebook page and a blog as frontend. The platform enabled to feature information from social media and newspapers to get a better picture of the local challenges in the settlements. The platform also enabled to gather community's comments and opinions in the activities implemented.

The platform was instrumental in the implementation of activities at neighbourhood level. Furthermore, the platform aimed at providing inputs to the policy decision making process. Various meetings with the local government and community elders were held to ensure the validation of this platform in the policy modelling and decision-making process. The community received very positively the use of technology for an enhanced communication with decision makers to express their needs.

3.3 Implementation set up

The definition of the implementation set up for the CMF implementation needs to be done in collaboration with community representatives. This consultation with communities will enable to identify who can implement the projects, what will be the focus of the projects to be funded through this mechanism, and the fund disbursement options -aligned with the options provided by the legal framework as seen in the chapter above.

The implementation of the CMF in Kenya called for the inclusion of interested CBOs operating within Majengo and Mzambarauni settlements. Emphasis was made for the inclusion of CBOs that promoted women and youth empowerment within the settlements. Members of these CBOs were engaged in the planning process to complement the efforts of the RCs. The CBO members played instrumental roles in supporting the RC and the Country Team in the setup of the CMF and during implementation reinforced the feedback mechanisms between PSUP CT and the community.

SELECTION CRITERIA FOR CBOs

In Kenya, it was established that the groups benefitting from the Community Managed Funds (CMF) would be Community Based Organisations (CBOs) competitively selected to implement the PSUP CMF model in Majengo and Mzambarauni. For this, evaluation criteria defining the minimum conditions a CBO had to meet to qualify for the CMF funds were developed by the Country Team in collaboration with the RC and the CBOs support.

The selection of qualifying CBOs involved a committee comprised of the RC, CT, UN-Habitat with the support of the Kilifi County community development officers in charge which were instrumental in establishing the authenticity of interested CBOs.

Table 5: lessons learnt: stakeholder engagement and implementation set up

LESSONS LEARNT: STAKEHOLDER ENGAGEMENT AND IMPLEMENTATION SET UP	
<ul style="list-style-type: none"> • The RC is key in ensuring that the community interests are catered for. Like every other leadership position, the RC members' personal interests at times can override community interests, frustrating decision-making efforts. Electing the community representatives through a transparent election process and developing clear Terms of Reference can help overcome some of these challenges. • Relationship and partnerships between the community, government and other organizations have been enhanced as a result of close cooperation in the process. Inclusion of all interested parties and definition of clear roles of each stakeholder reduced incidences of conflicts. 	
DOs	DON'Ts
Work closely with the RC and the community in general to identify the implementation set up for the CMF. They have better local knowledge on the community needs and challenges therein.	Avoid taking the RCs recommendations without conducting due diligence for prospective CMF groups. The identification of eligible groups needs to be informed by agreed selection criteria.
Engage stakeholders in the development of the CMF model including alternative methods for implementing the CMF.	
Introduce the CMF at the very early stages of PSUP to enable selected groups to grow with and internalise the programme goals and objectives. For this, combine RC stakeholder workshops, barazas, online social media platforms among others.	

4. CMF SELECTION PROCESS

4.1 Call for Proposals

Invitations to apply for CMF were tendered through posters strategically placed within the settlements. They were also posted on the e-participation platforms including FUPOL and Facebook. Community-based groups interested in undertaking related community development projects were encouraged to apply for the CMF. The process was open to interested community groups undertaking PSUP-relevant community development projects. The call for CMF proposals was informed by the relevant sections of the County Government Act including section 91¹⁰, 95¹¹ and 96¹² on the modalities and platforms for citizen participation, communication and access to information. This ensured the transparency in the call for interest for the CMF implementation.

See Annez 1. Call for proposals

4.2 Evaluation of Proposals

Seven CBOs were identified by the RC in the evaluation process prioritising organisations encouraging the involvement of women and youth, undertaking relevant projects within the two settlements and promoting entrepreneurship, business opportunities and livelihood-generation in the submitted projects.

SUBMISSION

Proposals were submitted in hard copy and through online channels. Specific offices including the community resource centres, the RC offices and the area Chief's office were identified as drop off points for hard copy submissions. Soft copy submissions were sent via email to specific members of the CT for transparency purposes. The RC secretary was the local point person in charge of collecting the submitted proposals in soft and hard copies and compiling the register of proposals. After the expiry of the set submission deadline, the compiled proposals were opened in the presence of the RC and relevant CBOs for evaluation. Seven proposals were received from CBO groups mainly undertaking solid waste management and improvement of access to water services at community level.

EVALUATION CRITERIA

For the evaluation of the proposals a set of CMF evaluation criteria were defined. These selection criteria (see Annex 2) were informed by the general PSUP criteria for the CMF summarized in **Table 6** below. These criteria guided the evaluation process laying emphasis on projects that addressed the targeted priority intervention areas identified in the Majengo and Mzambarauni neighbourhood plans.

¹⁰ 91. Establishment of modalities and platforms for citizen participation. The county government shall facilitate the establishment of structures for citizen participation including— (a) information communication technology-based platforms.

¹¹ County communication framework (1) A County government shall establish mechanisms to facilitate public communication and access to information in the form of media with the widest public outreach in the county

¹² Access to information (1) Every Kenyan citizen shall on request have access to information held by any county government or any unit or department thereof or any other State organ in accordance with Article 35 of the Constitution.

Table 6: Summary of PSUP criteria for evaluating CMF proposals

1. Projects are in line with Five slum deprivations
2. Project scope includes entrepreneurship, business opportunity & livelihood generation
3. Project is community driven, participatory, and inclusive
4. Detailed Work Plan, budget, logical framework and clear M&E
5. Sustainable project proposal & business plan
6. A revolving fund mechanism for funds' recovery and reinvestment

The definition of evaluation criteria was followed by the formation of an evaluation team comprising of CT and RC members. The involvement of the RC in the evaluation enabled to authenticate the veracity of the groups under evaluation ensuring that they had proven track record of service to the community. Furthermore, the engagement of the RC in the evaluation of the proposals was meant to build their capacities to enable them to lead the process in the event of the replication of the CMF model. The evaluation of proposals followed a three-step process illustrated in **Figure 10** below:

Figure 10: The key steps of project evaluation



REVIEW OF CMF PROPOSALS

This process focussed on the review of the budgetary requirements, project viability, and sustainability. The review analysed the group’s objectives, proposed activities, financial management and M&E systems. Proposals were expected to include detailed project plans, budgets and logical framework. An evaluation matrix was developed to facilitate the review and comparison of the submitted proposals.

ONE ON ONE INTERVIEWS

The applicants who met the set criteria for project evaluation (the seven groups in the case of Kenya) were invited for interactive one-to-one interviews to discuss and validate the contents of their proposals. Groups were contacted and mobilised through phone calls (to the contacts provided in the application documents) and through the word of mouth from the RC. During the one on one interviews, groups were represented by their chairs, secretaries and treasurers. The presentations by the groups in these interviews included the CBOs’ organisational structure; scope of works and location; implementation

methodology; sustainability of the projects among other project-specific aspects.

FIELD VISIT TO ASSESS APPLICANTS' ACTIVITIES

Part of the evaluation involved field visits by the evaluation team to confirm and assess the relevance of the activities implemented by groups under evaluation. This field visit enabled to verify the information provided in the proposals and to assess the viability and acceptance of the proposed projects by the community in the area.

4.3 Selection of CMF groups

After the evaluation process, the seven Community-Based Organisations (CBOs) who had submitted applications were selected to implement solid waste management, supply of water and housing related projects - summarised in **Table 7** below.

Table 7: The final list of Mtwapa CMF groups

CMF GROUP	ACTIVITIES
1. Maamuzi Women Group	Solid waste management
2. Mwandoma CBO	Solid waste management
3. Mungu Pamoja Nasi	Water
4. Mzambarauni sports club	Improvement of sports field
5. Mzambarauni labour youth group	Solid waste management
6. Majengo PSUP RC	Brick making
7. Mzambarauni PSUP RC	Solid waste management

Table 8: lessons learnt: CMF selection process

LESSONS LEARNT: CMF SELECTION PROCESS	
<ul style="list-style-type: none"> The involvement of RC in the CMF groups submitting proposals creates chances for bias as they were likely to favour the group, they are part of. This should be avoided by including this condition in the groups or the projects selection criteria. CMF groups showed good skills in formulating simple proposals. However, their skills in managements -especially financial management which are key for undertaking CMF - were limited. Gaps in the capacities for the CMF groups need to be assessed to enable development of clear capacity development activities. Conducting adequate due diligence for the selection of the CMF groups take time, plan for it as this part of the process is important for transparency and to avoid conflicts. 	
DOs	DONTs
The RC should be excluded from membership to CMF groups.	Don't rely uniquely on the RCs recommendations without conducting due diligence for the selection of the CMF groups.
Evaluation should consider the ongoing initiatives by the CMF groups and their track of services. It is usually more sustainable to support groups that are already undertaking activities.	Avoid pushing groups that lack interest to participate in the programme.

5. IMPLEMENTATION OF CMF PROJECTS

The CMF selected focused on addressing the issues of solid waste management, access to potable clean water and housing improvement as illustrated in **Figure 11** below. The CMF activities aimed at complementing the existing County service delivery for improving the living conditions in Majengo and Mzambarauni.

Figure 11: Implementation of CMF Projects in Mtwapa



5.1 Standardization of the CMF proposals and procurement

The successful CMF groups and the CT agreed on the need to standardize proposals for ease of management and to establish standard operating procedures. This was particularly relevant in the Kenyan case as several of the proposals approved included waste management. The development of a standard proposal format shown in Annex 3 included identification of similar activities and outputs to inform development of standard delivery methods. The process of development of this tool involved the CMF groups and the Majengo and Mzambarauni RCs. The standardisation of the CMF proposals aimed also at facilitating the procurement of the materials for the CMF groups. The process included the standardisation of the equipment requirements for each group. As per the fund disbursement model selected -in line with the legal framework- the CT oversaw the entire procurement process ensuring quality control and the adherence to the budgeted amounts. Nevertheless, the RC and CMF groups, provided the specifications of the materials selecting commonly used tools easy to source and maintain.

See Annex 3.PSUP Standardized proposal format

5.2 Capacity building

The CT continually improved the CMF groups' capacity in terms of project management and financial skills. The CMF groups were involved in all the training activities targeted to the RCs. The CMF groups participated in the workshops for the preparation of the participatory neighbourhood plan. This enabled the CMF to align their activities to the neighbourhood plan implementation while assisting the RC in community mobilisation and sensitisation for data collection and engagement. Specific technical trainings depending on the scope of work of each of the groups were ensured.

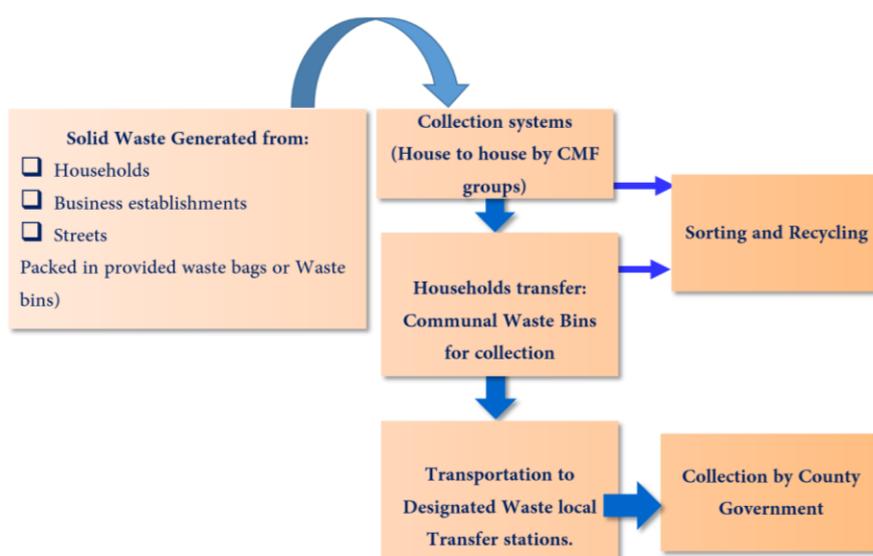
5.3 CMF Project implementation

The seven CMF groups undertook the day to day management of the projects and led the implementation of the activities.

SOLID WASTE MANAGEMENT

Five of the CMF were engaged in solid waste management activities. This called for coordination and alignment of the activities of the groups. The groups established with the support of the RC zones of operation in the two settlement -with 100 to 150 structures each approximately. The CT engaged the CMF groups in the preparation of a standard solid waste management implementation strategy illustrated in **Figure 12** below. The strategy described a systematic solid waste transfer process from household level to the final collection points. Furthermore, it was proposed that bulk procurement of the equipment would hasten the process while keeping costs at manageable levels. Groups agreed on the equipment needed including wheelbarrows, slashers, rakes, dust bins, protective clothing, and handcarts, provided specifications, identified local suppliers and obtained and evaluated quotations.

Figure 12: The solid waste management process between the CMF groups and the County



The CMF groups use handcarts for household waste collection and to transfer of waste to designated waste transfer stations, where it is collected by the

County Government. The community members benefiting from the waste collection services voluntarily contribute an agreed monthly fee to finance the maintenance of the equipment and general management contributing to the sustainability of the business model. Since the beginning of implementation, the CMF groups in charge of waste management collect in average 10 USD monthly for their services.

The CMF implementation enabled to enhance the capacity of the CMF group members and to improve their service delivery to the community. The activities of the CMF groups on waste management improved living conditions in the settlements while the relationship between the CMF groups and the county government grew stronger.

Figure 13: Wheelbarrows, spades, rakes and face masks among the tools and equipment procured for CMF



Figure 14: CMF groups undertaking solid waste collection exercise in sections of the settlement



WATER SUPPLY IMPROVEMENT

Mungu Pamoja Nasi was an existing CBO implementing water and sanitation projects in the Majengo settlement. The CBO formed by a group of widows from the area, had already made considerable efforts for water supply in the neighbourhoods before the implementation of the CMF. The group already had an operational water kiosk connected to the main water supply. However, the group faced challenges to ensure the adequate supply of water due to the

common prolonged water shortages. The group's request for the CMF funds aimed at enhancing their services and included a list of equipment such water storage tanks and related plumbing and perimeter wall to secure their facility located within Majengo settlement.

Following the experience of the Mungu Pamoja Nasi, five water kiosks were built in the Mzambarauni settlement to be operated and managed by existing CBOs. The RC entrusted these CBOs with the day to day operations. The CBOs can sell water to the community in these facilities collecting a user fee. In exchange, the CBOs are responsible of ensuring proper maintenance of the facilities, pay the utility bills (water and electricity) and remit of 10 percent of the collections from sale of water to the RC to finance the operation of the community resource centre and RC office. Since the beginning of implementation, the CMF groups in charge of water supply collect between 90 and 110 USD monthly for their services.

Since the implementation of the water kiosks, the access to water has improved in the settlement as the distances to water points have been considerably reduced.

Figure 15: Community managed water kiosks



INTERLOCKING STABILISED SOIL BLOCKS (ISSB)

The production of Interlocking Stabilised Soil Blocks (ISSB) was the project proposed by the CBO Makika from Majengo. The production of ISSB is an opportunity to provide alternative affordable housing materials in the settlements substituting the commonly used but more costly quarry stones. The CMF project considered the creation of employment through the production and the sale of the ISSBs. To enable the group start off the ISSB production the CT organised a training for the community and procured a Block Making Machine (*Makiga*) and start-up materials including cement and soil following a request from the group shown in Figure 16 below.

Figure 16: Equipment request letter from the ISSB CMF group

MAJENGO PARTICIPATORY SLUM
UPGRADING PROGRAM (PSUP)
RESIDENTS COMMITTEE (RC)
15TH SEPT. 2016

UR
ISAAK MUNGANIA
PSUP / UDD
NARABI

RE: REQUEST FOR PROVISION TO SUPPLY MATERIALS
FOR MAJENGO PSUP/RC CMF PROJECT.

Dear Sir,

Following a successful training on interlocking stabilised soil blocks (ISSB) on the Makiga machine by trainer from the suppliers on the 14th September 2016, the Majengo PSUP/RC acknowledges the donors for the same and hereby seeks to request for provision to supply for materials to jumpstart mass production.

Its in this regard that we sent three quotations for your perusal and approval of the recommended by the RC, Majengo Group Suppliers. Hoping to hear from you at your earliest possible convenient time.

Thanking you in anticipation.

Yours faithfully,
RC SECRETARY RC CHAIRPERSON

The training was conducted at the Makio hall in the community centre with the attendance of 57 participants - including 8 women- from the Majengo settlement. The participants included masons, welders and other interested community members mobilised by the PSUP Resident's Committee. The training was conducted by the Slum Upgrading Department under the State department for Housing and Urban Development with the support of Three training officers from the Ministry of Transport, Infrastructure, Housing and Urban Development conducted the training.

Figure 17: Community members trained on ISSB



See Annex 4: Alternative Building Techniques training programme

The project relied on the expected increase in demand for alternative affordable housing materials following the regularisation of land tenure upon completion of the participatory neighbourhood planning process in the two settlements. The main challenge of the project was to popularise the use of the ISSB amongst the community against the commonly used quarry stones. For this, the RC committed to support the CMF by choosing the ISSB technology for the construction of some of the PSUP funded projects. The use of ISSB was demonstrated in two PSUP projects: a public toilet within the community centre and the perimeter wall for the water kiosks run by Mungu Pamoja Nasi.

Figure 18: ISSBs produced by the Majengo RC CMF group (left) used in the construction of community facilities



Table 9: Lessons learnt from the implementation of CMF

LESSONS LEARNT: IMPLEMENTATION OF CMF	
<ul style="list-style-type: none"> • The standardization of the proposals reduced the time needed for the procurement of the required materials. It enabled to harmonize the tools and equipment required and resulted in less conflicts as communities led the process. • A significant number of residents of the two villages are willing to pay for services like household waste collection if monthly charges are tailored to their economic level. This ensures the sustainability of the CMF projects! • Establishing innovative service delivery and management models -like the one adopted for management of water kiosks- where some of the service is responsibility of the community leads to employment and income generation. 	
DOs	DONTs
Undertake a detailed capacity needs assessment for CMF groups in terms of specific areas of interest, financial management and project management.	
Provide continuous training to groups where possible.	
Involve the users in the development of standard tools list. Give preference to common, locally available and unsophisticated tools and equipment.	
Encourage the self-reliance of the groups and the sustainability of the CMF models after the initial seed funds and support.	

6 MONITORING AND EVALUATION

In the beginning of implementation, the CMF groups conducted monthly meetings to share their progress, account on the implementation status and get technical support. In these meetings, the CMF group secretaries shared the activity progress report and the group treasurer submitted the financial accountability reports to the PSUP CT for purposes of guidance and advice.

Some groups, despite having submitted well prepared proposal documents, required close supervision and follow up during the implementation. Some groups had few members to adequately handle their scope of work despite their efforts to deliver and most groups had difficulties in ensuring an adequate income generation through the CMF implementation. To bridge these gaps, the PSUP CT contracted technical experts including community mobilizers, engineers and provided technical support and backstopping through remote channels such as phone calls and email.

Table 10: Lessons learnt from monitoring and evaluation

LESSONS LEARNT: MONITORING AND EVALUATION	
<ul style="list-style-type: none"> Community involvement throughout the project processes contributed to considerably high level of acceptance and ownership of CMF. Some groups despite submitting well prepared proposal documents required close supervision and follow up to implement their activities. The CMF groups' activity was affected by the long absence from the ground of the CT. This and the limited the regular monitoring and guidance. Remote channels such as phone calls and emails were used to ensure the follow up and technical advice of activities. 	
DOs	DONTs
Provide continuous support to the CMF groups in the beginning of implementation.	Do not encourage over dependency on technical and financial support and advice as it inhibits the growth of CMF groups.
Encourage at least basic reporting by CMF groups.	

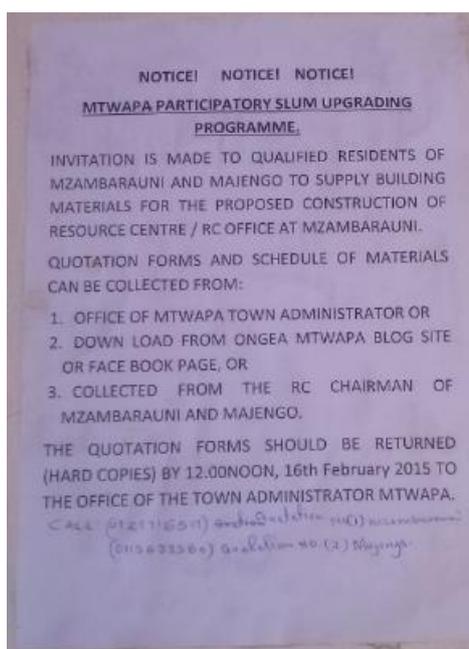
7. TRANSFORMATIVE PROJECTS COMPLEMENTING CMF PROJECTS

The transformative project implementation complemented the CMF implementation and contributed towards the vision identified by the community in the participatory neighbourhood planning process. The pilot project included:

- The improvement of the water connection in Mzambarauni;
- A modern ablution block in Mzambarauni; and
- The construction of two RC offices that acted as community empowerment centres in Majengo and Mzambarauni.

Other proposed projects included construction of solid waste transfer stations at strategic locations in Majengo settlement. The technical team within the PSUP CT, in discussion with the community designed the projects, directly purchased required construction materials giving priority to local suppliers. Pilot projects were implemented through community contracting under the supervision of a technical officer from the County Government which enabled to exploit local skills and to provide income generation opportunities in the neighbourhoods.

Figure 19: A notice at the RC office notice board inviting suppliers to provide construction materials



WATER SUPPLY

Through a collaboration between the PSUP and KIMAWASCO (Kilifi Malindi Water Service Company), the local water company, the company facilitated the connection of the water kiosks constructed by PSUP to the existing main water lines in Mzambarauni.

Figure 20: Connection of the water kiosks to the water lines



Connection to Main Municipal Water Lines (KIMAWASCO)

Strategically located Communal Water Points

MZAMBARAUNI ABLUTION BLOCK

The ablution block was built to bridge the existing gap of sanitation facilities in the settlement.

Figure 21: Completed sanitation blocks in Mzambarauni settlement



The sanitation facility was built in front of a playground in the Mzambarauni settlement. The RC gave the responsibility of the management of the facility to the local youth group in charge of the playground as it was expected that they would frequently use the facility as changing rooms before and after

activities in the field. The final structure includes latrines and showers in the ground floor and an upstairs office space for the use of the group managing the facility. The office space is currently used as classrooms by a nearby school.

COMMUNITY EMPOWERMENT CENTRES

The Mzambarauni and Majengo empowerment centres accommodate the Residents' Committees office and spaces to host other community activities. The RCs were an active stakeholder in the design stage of the centres and were involved in the supervision of the implementation to enhance their ownership as the users of the final facility.

Figure 22: Mzambarauni community resource centre



The construction of the facilities was supervised by a civil engineer hired by the CT and the construction works were done by workers drawn from the community. The construction of the centres was overseen by technical officers from the Kilifi County Government and the National Government for quality assurance. The CT team leader oversaw the procurement of materials ensuring that the material requirements provided by the community were followed and that materials were provided by local suppliers.

Figure 23: Majengo community empowerment center



Through the continuous engagement of community members in all steps of implementation, the project enhanced the capacity of the community to handle community projects. Furthermore, the construction engaging community labour and with the procurement of local materials ensured employment opportunities and economic benefits to the community.

After the completion of the empowerment centres, the Residents' Committees formed smaller committees to oversee the day-to-day management of activities in the facilities. These community centre management teams include officers from the County Government and the CMF groups. The management teams developed strategies including business plans to ensure that the facilities generate revenue for self-sustainability. Both RCs rent spaces in the centres for short term use by local NGOs for workshops and trainings. The Mzambarauni RC established a computer centre for local youth at affordable rates and the two facilities provide a space for community groups to conduct meetings and related activities and are available for rent as a way of generating income. The community centres collect between 40 to 150 USD monthly to ensure the sustainability of the facilities.

Table 11: lessons learnt from the pilot project implementation

LESSONS LEARNT: PILOT PROJECT IMPLEMENTATION	
<ul style="list-style-type: none"> Communities possess adequate capacity to contribute with skilled and unskilled labour for the construction of projects. This provides opportunities for skills and economic development as it provided employment opportunities and ensures that the investments for the construction remains in the settlements. 	
DOs	DON'Ts
Involve the community in the design, procurement and implementation for purposes of capacity building and enhancing ownership.	Avoid recruiting labour from outside the community unless its special technical skills cannot be found within the community.
Enhance partnerships with service providers for sustainability.	

8. Annexes

Annex 1.Call for proposals

CALL FOR PROPOSALS

MTWAPA INFORMAL SETTLEMENT PROGRAMME - PSUP



The ongoing Mtwapa Informal Settlement Programme – PSUP is in the process of implementing **Community Managed Funds (CMF)** projects in **Mzambarauni** and **Majengo** settlements. The overall objective is to improve living conditions by enhancing capacity of communication to implement and manage projects. The Fund aims to finance projects in which the community is in the driver's seat in terms of **decision making, management, and implementation.**

Who can apply?
Community registered groups living within the settlements (e.g. youth, women, CBOs & self-help groups etc.)

Proposals should satisfy the evaluation criteria which can be collected from the PSUP resident committee, county administrator's office or downloaded from the [facebook page, Mtwapa Slum Upgrading Project](#)

Submissions to be made to the chairpersons Mzambarauni or Majengo or online to jannetsuma@gmail.com copied to contacts below. Deadline for submission of the proposals is the 25th January 2016.

For further details contact: imungania@gmail.com, nyasedaomondi@yahoo.co.uk, kdsakwa@dsakwa.tk



PARTICIPATORY SLUM UPGRADING PROGRAMME
PROGRAMME PARTICIPATIVE D'AMÉLIORATION DES BIDONVILLES







f Mtwapa Slum Upgrading Project Kenneth

Mtwapa Slum Upgrading Project
@mtwapapsup

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CALL FOR PROPOSALS
MTWAPA INFORMAL SETTLEMENT PROGRAMME - PSUP

The ongoing Mtwapa Informal Settlement Programme – PSUP is in the process of implementing Community Managed Funds (CMF) projects in Mzambarauni and Majengo settlements. The overall objective is to improve living conditions by enhancing capacity of communication to implement and manage projects.

The Fund aims to finance projects in which the community is in the driver's seat in terms of decision making, management,... [See More](#)



Annex 2.PSUP CMF evaluation criteria

Name of Proposed Project:

	Criteria	Max Marks	Score	Remarks
1	Mandatory Conditions: <ul style="list-style-type: none"> • Group living within Settlement • Legally Registered group • With Bank Account • Aims at one of the 5 slum deprivations 			
2	The Group	20%		
2a	With Community Development Record	5		
2b	Open Membership policy??	5		
2c	Participatory organizational structure and decision making	5		
2d	Involvement of Women and Youth in group leadership	5		
3	The Proposal / Project	60%		
3a	Community involvement in project implementation	5		
3b	Community Led	5		
3c	Community Managed	5		
3d	Involvement of Women Youth and vulnerable	5		
3e	Compliments or Targets Priorities identified in Phase 2	5		
3f	Project directly benefits community	5		
3g	Detailed Implementation Work Plan	5		



Ministry of Land, Housing & Urban Development
Urban Development Directorate

Annex 3.PSUP Standardized proposal format

**MTWAPA INFORMAL SETTLEMENT UPGRADING PROGRAMME – PARTICIPATORY
SLUM UPGRADING PROGRAMME (PSUP)
COMMUNITY MANAGED FUNDS (CMF) PROJECT DOCUMENT**

Name of group:

Registration status:

Bank details:

Address:

Proposed budget:

Project title	
Background	
Problem statement	
Overall goal	
Specific objectives	
Beneficiaries of the project	
Membership and organizational structure	
Previous activities within the community	
Project identification	
Management and implementation of the project	
Compliment of phase 2 targets	
Activities, outputs and indicators	
Monitoring, evaluation and reporting mechanisms	
Business model	
Sustainability	

Annex 4: Alternative Building Techniques training programme

WEEK ONE	ACTIVITY	ACTORS
01/05/2016	Team Travels to Kilifi	
02/05/2016	Registration/introduction Official opening	ALL
	General introduction ABT/planning to build/Alternatives	ALL
03/05/2016	Introduction to stabilized soil block (SSBs) Advantages & disadvantages of SSBs	ALL
	Stages in block production, soil identification and selection	ALL
04/05/2016	Tools and equipment, simple field tests to selected soil types, soil preparation, batching and mixing	ALL
	Demonstration on SSBs production	ALL
05/05/2016	Practical production of SSBs by participants	ALL
	Curing process of SSB, strength testing	ALL
06/05/2016	Production continued	ALL
	Production of SSB	ALL
09/05/2016	Review of week one /Masonry construction –foundation. (Tools and equipment)	ALL
10/05/2016	Laying of the first ABT course.	ALL
11/05/2016	Practical walling by participants-Corners, T-Joints.	ALL
12/05/2016	Practical walling by participants- Protecting the corners, Roofing techniques, roof support.	ALL
13/05/2016	Review of the course, discussions, Questions and answers session	ALL