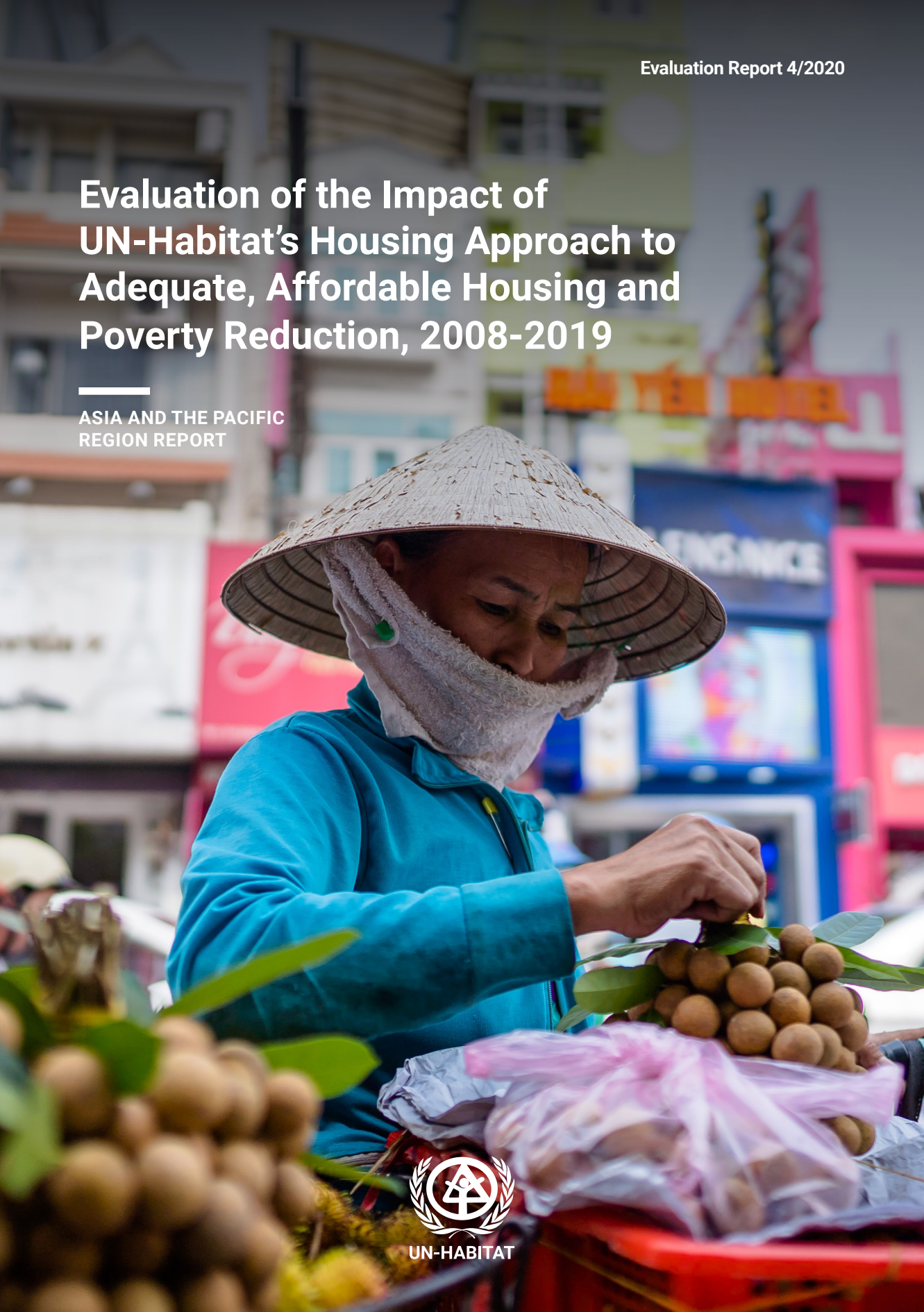
Evaluation Report 4/2020

Evaluation of the Impact of UN-Habitat's Housing Approach to Adequate, Affordable Housing and Poverty Reduction, 2008-2019

ASIA AND THE PACIFIC REGION REPORT



UN-HABITAT

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Asia and the Pacific Region Report

This report is available from http://www.unhabitat.org/evaluation
First published in Nairobi in January 2021 by UN-Habitat.

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Produced by the Independent Evaluation Unit

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www.unhabitat.org

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Acknowledgements

Author: Simon Deprez
Photos: Cover page: © Francois Le Nguyen/Unsplash
Design and layout : Denis Kimathi

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ASIA AND THE PACIFIC REGION REPORT
OCTOBER 2020

UN-HABITAT

Street near the Pettah Market or Manning Market. Colombo, Sri Lanka.
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1. EXECUTIVE SUMMARY

Introduction: The urban housing context in Asia and the Pacific

While there are many differences between Asian countries, Asia is united by the overall trend of urbanisation. All Asia and Pacific sub-regions are experiencing urban growth at higher rates than overall population growth. The presence and expansion of urban slums and informal settlements is a physical manifestation of poorly functioning housing sectors, which are failing to provide affordable housing alternatives, especially for low- and middle-income households.

Housing programmes, policies and institutional arrangements over the last sixty years have varied considerably throughout Asian countries, from direct provision of public housing to liberalized private housing market.

Asia has also demonstrated the ability to address affordable land and housing supply, southeast Asian countries especially, were global pioneers in slum upgrading programmes.

Myanmar is the largest country in mainland Southeast Asia. It is one of the least developed countries in Asia, albeit one that is undergoing fundamental political, economic and social changes. From 2011 to 2016, the government adopted a series of improved legal and policy frameworks. This has been accompanied by growth and poverty reduction.

Articulating the UN-Habitat housing approach

The assessment of the performance of the Asia and Pacific housing programmes and policies is based on the definition of the UN-Habitat "housing approach" developed by the consultants for this evaluation. The housing approach is described in more detail in the global report and the synthesis report. This framework understands the housing approach as an organizational strategy to provide a systematic approach to address adequate housing issues encompassing a core strategy of influencing housing policy to improve housing practice. UN-Habitat has operationalized the housing approach through the five fundamental normative and operational activities (implementation scope) listed in table 1. Three additional dimensions are included in the table that can also be used to assess performance within a broader development framework. The 8 dimensions are combined to define the "comprehensive housing approach."

Table 1: The Fundamental Activities (Implementation Scope) included in the Housing Approach

Activities	Normative/operational
Advocacy	Normative
Knowledge	Normative
Policy Advice	Normative
Technical Assistance/Capacity building	Normative/Operational
Implementation	Operational
Additional elements for assessing the housing approach within a broader development framework	
Incorporation of the 5 elements into an integrated country housing strategy	
Incorporating cross-cutting themes (gender, youth, human right and climate change)	
Sustainability of country housing strategies and programmes	

Performance on these 5 (or 8) activities was rated to assess how successfully the Housing Approach was **implemented** at the country or regional level. In terms of a conventional logic models these activities are defined as the programme **outputs** or **products**.

The Housing Approach has a range of strategic and operational objectives relating to increasing access to adequate housing and the reduction of poverty. Only the strategic objectives were assessed in this report (see Table 2). All of these objectives are context-specific; but several objectives can be combined within a specific country housing strategy or program.

Table 2. Strategic criteria for assessing the performance (outcomes) of a country housing programme

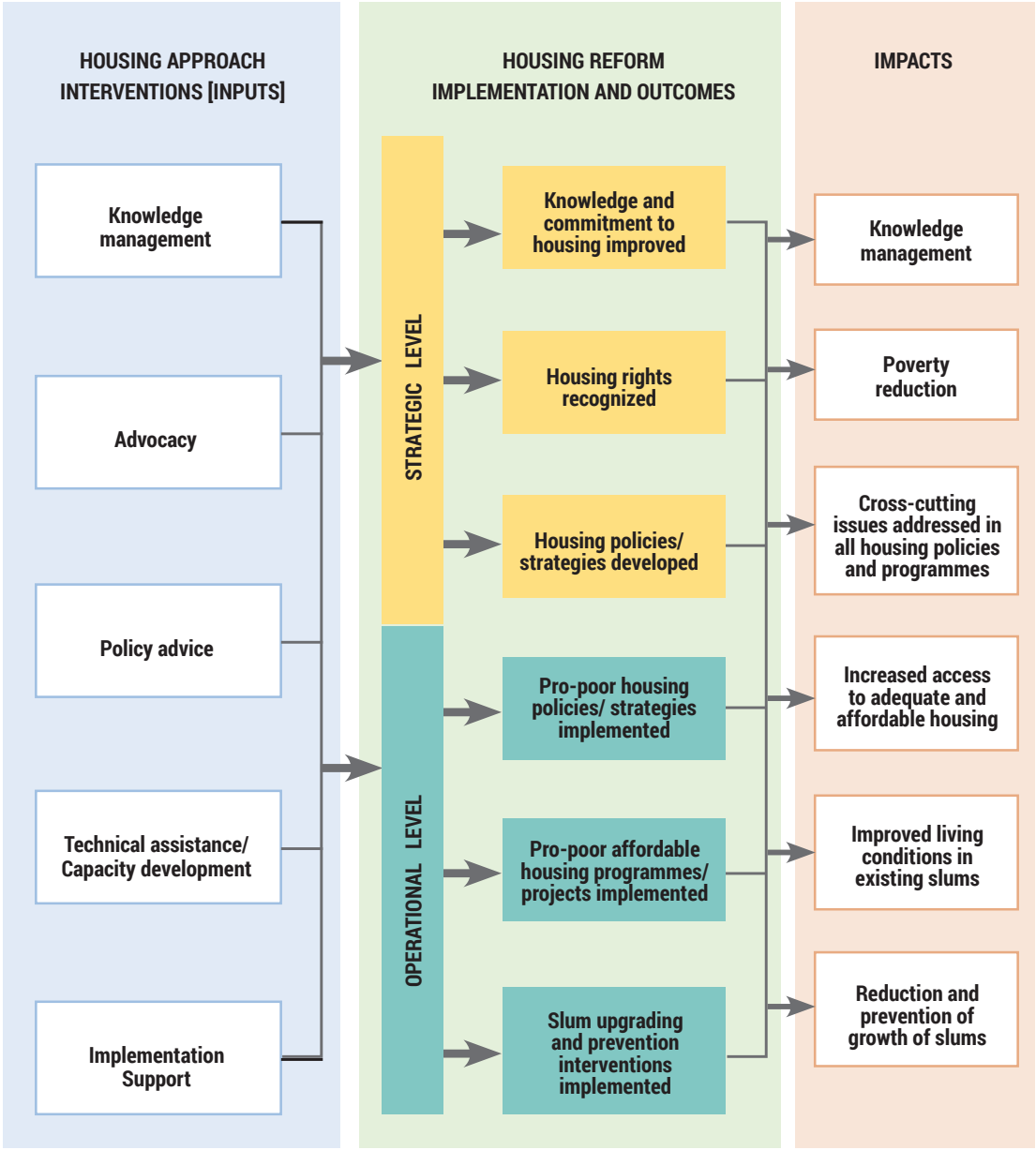
Adequate housing criteria
1. Increase access to adequate housing for all and particularly for low-income households
2. Support diversification of adequate housing solutions and government interventions
3. Support for advocacy groups and self-organizing housing initiatives (by NGOs and INGOs)
4. Provide adequate housing to crisis-affected populations (conflict, disaster, migration etc)
5. Improve living conditions in existing slums/informal settlements
Poverty reduction and cross-cutting issues
1. Increase housing affordability for all focusing on low-income households
2. Improve access to economic resources, affordable goods and services for low-income households
3. Improve social inclusion and integration at city-wide scale
4. Support targeted housing programmes for female-headed households, the elderly or youth.
5. Support climate change responsive housing strategies and programmes

Source: Developed by consultants

The primary goal of the Housing Approach is to increase access to adequate housing through policy reform, operationalizing housing strategies and implementation of housing programmes and projects. The Housing Approach is an implementation model of housing reform based on (1) the recognition and promotion of adequate housing rights, (2) the revision of housing-related laws, policy and regulatory frameworks, (3) the adoption of improved housing policy and strategic frameworks, and (4) the implementation of improved housing and slum-related programmes and projects.

The consultants developed a theory of change (see Figure 1) that describes how UN-Habitat's 5 fundamental areas of intervention are combined to produce a set of strategic and operational outputs and outcomes that together are intended to influence country housing stakeholders' knowledge, commitment and capacity, in order to trigger and influence the reform and implementation of improved housing frameworks, which will contribute to 5 sets of impacts (sustainable urbanization, poverty reduction, cross-cutting issues, increased access to affordable and adequate housing, improved living conditions in existing slums, and prevention and reduction of the growth of slums).

Figure 1. Summary of the Theory of Change



The application of the Housing Approach does not always involve all the five elements — the application varies across the different levels and geographies, from global to local, from region to region, and from country to country. It may also be proactive or demand-driven, and hence have different entry points. Also, the five elements do not necessarily need to be structured sequentially and implemented in a linear manner; but rather can be implemented more flexibly or iteratively.

The UN-Habitat housing approach in Asia and the Pacific

The UN-Habitat Housing approach in Asia has been highly influenced by the "People Process", a participatory approach developed by the agency during the 1980s with the Government of Sri Lanka.

The "People Process" was a pioneering community engagement approach to housing programmes that was developed as part of a global programme to develop policy and training documents on participatory planning. The "People Process" is based on 5 steps: community mobilisation; action planning, contracting; implementation; and participatory monitoring and public information.

The "People Process" has thus been applied in numerous UN-Habitat programmes in Asia, including in Afghanistan, Nepal, Cambodia, Pakistan, Mongolia, Bangladesh, Myanmar, Thailand, Sri Lanka, Indonesia, Mongolia and the Philippines, covering all UN-Habitat sectors of intervention and cross-cutting issues.

The participatory methodology has been the preferred means of implementing a wide scope of interventions, including homes improvement schemes, and programmes to improve basic service provision (especially drinking water), sanitation, roads, training and land tenure security. As such, the "People Process" has been used to guide the development of approaches and methodologies rather than for defining strategic objectives. The process of identifying strategic areas and objectives has been reported to be based on people's needs and stakeholder demand.

The "People Process" has also proven extremely beneficial in post-disaster situations for supporting recovery processes, peace-building and community cohesiveness, and 'generating a process that would allow every family in need to build a basic secure home, which can be improved incrementally over time'.

The success of the approach in the region is due to several factors. One is the wealth of local expertise on informality and slums and the related conceptual framework that is based on experiences developed by governments and organisations since the 1950s.

Another factor is the interaction between housing sector stakeholders, especially governments, civil society and NGOs, which is supported by the democratisation process that has been taking place in many Asian countries over the last few decades.

The "People Process" mainly aims to support slum dwellers, the urban poor and disaster affected populations, and changes in housing policies are not a primary objective of the approach, which differs from the global level comprehensive Housing Approach. This divergence has been explained by the specific disposition of Asian authorities to prefer action to policy reform when revising housing systems, and by the means used by UN-Habitat in Asia to implement or support operational activities.

Case-Study Evaluation Methodology

Based on UN-Habitat global frameworks, publications and documents, a Comprehensive Housing Approach Framework was developed by the evaluation team. This provides a framework for understanding the areas of interventions on which the Myanmar program has focused, and how these relate to UN-Habitat's strategic guidelines. It is fully recognized that due to resource constraints, government priorities and national contexts, no UN-Habitat program can, or even should, cover all areas of the framework.

The development of a Housing Approach country level TOC permits a comparison of the scope and focus of the actual UN-Habitat country housing program with the generic UN-Habitat Housing Approach. The TOC also makes it possible to assess the validity of the assumptions on which the different policy and operational activities are based.

The Myanmar case study

The Myanmar housing context

The urban development sector in Myanmar is still in its very early stages of development and is set against the backdrop of ongoing institutional and political reforms. The percentage of the population residing in urban areas in Myanmar is still low compared to other countries in the region.

This urbanisation process brings with it a number of challenges, including the rapid growth of informal settlements. In 2017, the Government published a "million homes plan" - to develop 1 million affordable housing units (under US$10,000) by 2030.

UN-Habitat Housing Approach in Myanmar

The UN-Habitat Housing approach in Asia has been highly influenced by the "People Process", a participatory approach to housing programmes developed by the agency in Sri Lanka during the 1980s. The "People Process" has been applied in numerous UN-Habitat programmes in Asia, covering all UN-Habitat sectors of intervention and cross-cutting issues.

UN-Habitat was active in Myanmar in the early 1990s through to 2002, during which time the agency pioneered the 'People Process' and established the first community-led projects. UN-Habitat re- established its presence for humanitarian assistance in 2008 after the country was struck by Cyclone Nargis. Since 2008, UN- Habitat has been assisting natural disaster and conflict affected communities through reconstruction and recovery programmes

The UN-Habitat Myanmar country strategy has been developed at the country level, with support from the Regional office for Asia and the Pacific (ROAP). It includes one focus area on Pro-poor housing, land and tenure.

Efforts to promote pro-poor approaches are to be supported by work to produce and share information on housing matters with housing sector stakeholders. The development of pro-poor policies is thus ultimately expected to contribute to poverty reduction at country-scale.

UN-Habitat has implemented a total of 37 projects across the country in the last 10 years, with a portfolio of US$66 million. Housing has been mostly addressed through operational activities, which are of three kinds: post-disaster responses, slum resettlement and through normative work.

Post-disaster interventions have included both coordination and implementation. UN-Habitat has led and supported the shelter responses in the aftermath of several disasters and has also implemented a number of shelter and housing reconstruction and retrofitting programmes

Slum and refugee resettlement activities, which more directly tackle the issues of adequate housing, have only been developed more recently, since 2016.

The normative work on housing has sought to support the government to develop the Housing Policy Framework, National Housing Policy and Strategy, National Urban Policy Framework, and Myanmar National Building Codes.

More recently (since 2019), the Myanmar Country Office (CO) has been involved in the resettlement of Rohingya refugees in Rakhine State.

The housing approach implemented in Myanmar is characterised by:

- the importance of the implementation component, and especially post-disaster and post-conflict intervention;
- the limited policy advice and technical assistance interventions, in terms of both the number of programmes and budget, and;
- the limited incorporation of global level advocacy and knowledge management work.

Mongolia and Sri Lanka case studies

Mongolia

Since 2006, UN-Habitat has supported the Government of Mongolia and Municipality of Ulaanbaatar City in the informal ger areas.

UN-Habitat has introduced the participatory planning and development approaches into the country's conventional urban development and planning systems, and has conducted 6 consecutive implementation projects in informal areas. These operational activities have been supported by capacity-building components, which have resulted in normative frameworks being produced at national and city level, as well as action plans at community level. The work in informal areas of Ulaanbaatar City has mainly focused on upgrading through the provision of basic services such as water and sanitation, as well as on improving access to health. This is consistent with the successive UNDAF (2012-2016 and 2017-2021), one main focus area of which is improving service provision.

More recently (since 2016), the Mongolia CO has engaged in a vast affordable housing programme with ADB that aims to produce 10,000 housing units within the next 10 years. The multi-storey housing is being produced with targets for both middle and low-income households. A pre-feasibility phase was completed in 2018, and the municipality has recently approved the programme's implementation. As in many countries of the region, UN-Habitat has recently initiated a resilience and climate change adaptation programme. This aims to develop "community-driven small-scale protective and basic services interventions".

Sri Lanka

UN-Habitat started working in Sri Lanka in 1978. The history of the country programme is characterised by the cooperation between the Government and UN-Habitat and by the flagship "People Process" approach developed in Sri Lanka in the 1980s.

With the definition of the "People Process" approach, UN-Habitat initiated participatory housing in Sri Lanka as part of a pro-poor settlement upgrading programme, which aimed to assist low- income and informal workers to obtain access to better housing.

The slum upgrading and resettlement programmes not only focus on housing, but they also include strong infrastructure, services and land tenure components. UN-Habitat's infrastructure programmes are implemented using the participatory "People Process". UN-Habitat has been partnering with community organisations, local governments, divisional coordination committees and expert NGOs on implementing water and sanitation projects. During the implementation of its housing and resettlement programmes, UN-Habitat has assisted households to secure land tenure rights.

UN-Habitat Sri Lanka has also developed housing finance initiatives. Working in partnership with the Government of Sri Lanka, UN-Habitat has secured US$2,000,000 to establish a revolving credit enhancement fund.

Parallel to its work on housing and slum upgrading, UN-Habitat has been assisting the Sri Lankan population to mitigate the impacts of natural/manmade disasters. UN-Habitat notably supported Sri Lanka in the aftermath of the 2004 Indian Ocean Tsunami.

UN-Habitat's activities ranged from advocacy and policy advice, coordination and partnership-building, implementing housing recovery and reconstruction projects, and technical assistance.

At the end of the conflict between the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam (LTTE) in 2009, UN-Habitat facilitated the reconstruction of houses and community infrastructure facilities in the affected provinces.

UN-Habitat Sri Lanka CO has also been involved in promoting improved urban governance and inclusive urban planning. UN-Habitat has also engaged in economic development activities and environmental and climate change programmes.

Currently, UN-Habitat is assisting Sri Lanka with post-disaster reconstruction, climate change and disaster risk reduction, water and sanitation, low-income settlement upgrading, and urban planning. Since 2008, the Sri Lanka CO has implemented 45 programmes for a total budget of US$94 million.

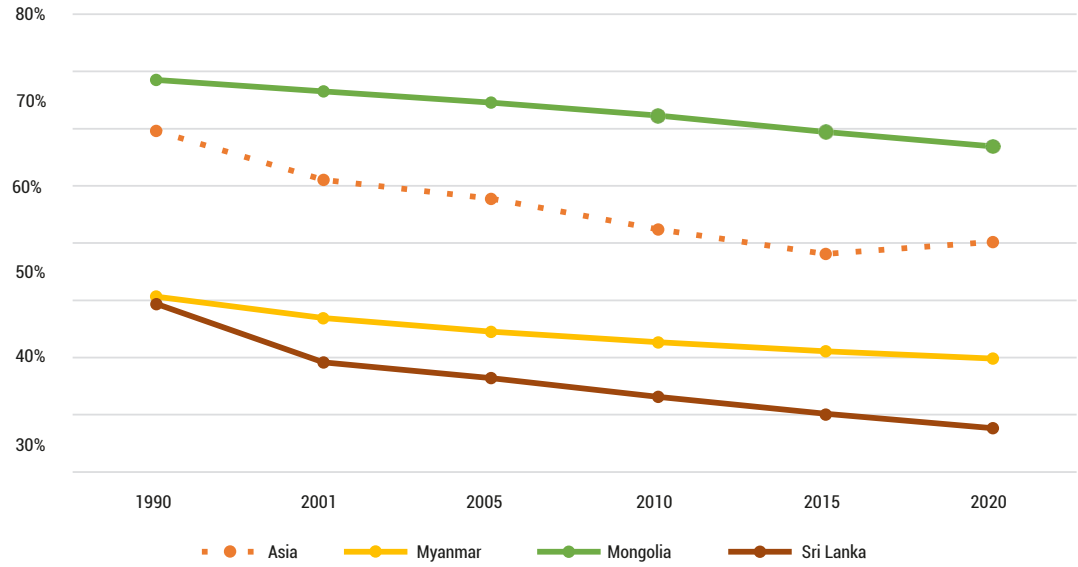
Comparative data analysis from the 3 case studies

The three country case studies present different housing sector profiles and challenges in terms of adequate housing. Mongolia has the greatest urban growth of the country case studies and one of the highest rates of urbanisation in the region. Myanmar has experienced slower urbanisation growth and remains below the regional average. Finally, Sri Lanka has one of the lowest urbanisation rates, although the figures provided need to be treated with caution.

The figures on slum populations in Figure 11 are consistent with the urbanisation rates: Myanmar and Sri Lanka are below the regional average and Mongolia has one of the highest proportions of slum dwellers. The general reduction in the proportion of slum dwellers at regional and country level reflects the efforts made to improve living conditions in existing slums and to provide low-income households with alternative affordable housing. This is especially the case in Sri Lanka, which successfully reduced the proportion of slum dwellers from 30% to 10% between 1990 and 2015.

Expressed in absolute numbers, the slum population has grown significantly at the regional level, from 369 million slum dwellers in 1990 to 646 million in 2015. This same trend holds true, but to a lesser extent, in Myanmar and Mongolia, with an increase of 20% to 25%. In contrast, Sri Lanka succeeded in significantly reducing the number of slum dwellers from 0.9 to 0.3 million.

Figure 2: Proportion of slum population per country



Source: UN-Habitat

Table 3: Number and proportion of slum population (thousands)

	1990		2001		2005		2010		2015		2020	
	millions	percent	millions	percent	millions	percent	millions	percent	millions	percent	millions	percent
ASIA	368.936	59.58%	467.997	51.06%	512.177	47.75%	574.523	42.37%	645.985	38.09%	728.193	40.19%
Myanmar	3.105	30.63%	3.596	26.89%	3.794	24.50%	4.056	22.65%	4.336	21.11%	4.635	19.84%
Mongolia	0.866	68.51%	0.940	66.53%	0.969	64.56%	1.006	62.25%	1.044	59.42%	1.084	56.90%
Sri Lanka	0.899	29.39%	0.597	19.15%	0.515	16.40%	0.428	13.12%	0.355	10.14%	0.295	7.62%

Source: UN-Habitat

Key findings of the Myanmar case study

The evaluation applies three of the OECD/DAC criteria: relevance, impact and sustainability.

Relevance

The Myanmar country programme is relevant on consistency with the Comprehensive Housing Approach Framework. It was rated as highly relevant on Policy Advice, significantly relevant on Programme Implementation, Cross-Cutting Issues, Value-added and Consistency with Policies of Country Partners.

In terms of strategic objectives, several of the Myanmar CO intended outcomes and results are consistent with the Comprehensive Housing Approach Framework, and all this fall under the main objective of improving access to adequate housing for all.

Impact

UN-Habitat has developed several key knowledge documents in Myanmar. The most frequently acknowledged document in interviews, and the most cited in the reviewed documentation, is "Mapping Yangon: The Untapped Communities", which includes the mapping of the 423 informal settlements found in Myanmar

The policy component of the Myanmar housing approach is highly developed, largely due to the political reform that has been taking place in the country since 2011. The National Housing Policy & Strategy, adopted by the government in 2017, is the key accomplishment for the UN-Habitat CO in terms of housing, and especially in improving the legal and policy framework.

Another focus of the Myanmar CO normative intervention has been improving policies on slums and informal settlements.

In terms of housing interventions, the Myanmar CO has achieved significant results. It has supported the construction and upgrade of over 10,000 houses and shelters in rural areas and informal settlements in peri-urban areas of Yangon. Most of the shelters and housing units provided have targeted disaster-affected populations.

The CO has also improved access to water and sanitation for over 1,500,000 people in 2,000 villages

Sustainability

In Myanmar, the development and adoption of improved housing policies and the support being provided to the government for implementing the "Million Homes Programme" are good signs that significant large-scale results will potentially be achieved.

However, there are challenges that need to be overcome in order to successfully implement both the programme and the policies are yet to be demonstrated.

The operational component of the housing programme portfolio has provided more certain and rapid housing assistance to vulnerable and affected populations

The continuing influence of UN-Habitat on policies is supported by the relationship of trust developed with the national and local authorities and by the agency's extensive knowledge of the country's housing context.

Value-added

UN-Habitat has proven to be a key stakeholder for supporting the development of pro-active housing policies in Myanmar. This capacity relies on four comparative advantages, namely UN-Habitat's long-term presence in the country, its relationship of trust with national and (some) local authorities, its capacity to develop a holistic view of the housing context and its expertise in linking local challenges with global agendas.

The capacity of UN-Habitat to contribute to the implementation of improved housing frameworks is rather limited. The agency has little influence on either the implementation of the programmes or their consistency with the pro-poor policies it has promoted.

The provision of housing to the low-to middle-income population has been a challenge on many levels. While UN-Habitat has proven to be a key player in building information on the housing systems at national level, including in Myanmar, its capacity to provide stakeholders with best practice and expertise is more limited.

The contribution of UN-Habitat to the realisation of adequate housing has been highly significant both for slum dwellers and for disaster and conflict-affected populations, who have been targeted by specific projects. However, UN-Habitat's contribution to adequate housing for low-income populations remain limited.

In terms of direct implementation, the reputation of UN-Habitat in Myanmar seems consistent with its reputation at regional level. The agency is perceived as the leader on community development in slums and informal settlements, and a key player on post-crisis interventions. The agency's capacity to engage with local stakeholders, including authorities and communities, is perceived as a unique advantage.

One main contribution of UN-Habitat in Myanmar to poverty reduction is the provision of knowledge and data on slum dwellers, and especially on their socio-economic situations, as this information has highlighted links between housing and the various aspects of poverty. Some of these poverty aspects have been addressed through service provision during the implementation of resettlement and relocation housing programmes

Impact monitoring

As with the majority of the UN-Habitat COs, Myanmar does not have specific impact assessment monitoring mechanisms in place. This lack of impact monitoring has inhibited analysis of the housing programme portfolio's impact on adequate housing. This demonstrates the project-based programme management method and the disconnect between the interventions implemented.

One objective of the UN-Habitat country strategy is "adequate housing for all, improved living conditions for the poor, and security of tenure" (Thematic Focus Area 2). However, the strategy result framework does not include an indicator to measure the completion of this objective.

Many aspects of the adequate housing criteria are covered by the CO programmes (basic services, access, habitability, security of tenure, affordability, etc.), but it remains unclear whether each project fills the gaps and ensures adequate housing for all beneficiaries.

Shwedagon pagoda, Yangon, Myanmar.
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2. INTRODUCTION

Myanmar is one of the 4 country case studies to be included in the global evaluation. The other three are Zambia, Mexico and Iraq. The case studies represent one of three levels of analysis for each region:

- Level 1: portfolio analysis of available data for the region. This is complemented by a survey sent to regional and country offices.
- Level 2: comparative country analysis for 3 countries in each region. This is based on analysis of country data and key informant interviews, but does not include country visits.
- Level 3: country case study-based and data collection and analysis and stakeholder interviews.

The purpose of the evaluation, as defined in the Terms of Reference (ToRs) is to provide evaluative lessons and recommendations that could be used to inform future decisions on UN-Habitat's approach, and to encourage the use of results-oriented approaches in current and future housing policies, strategies, programmes, projects and processes to achieve greater impact. The Myanmar evaluation is one of several case studies designed to help understand how UN-Habitat's global policies and programmes operate within different country settings, and to assess how effectively a global housing approach can be implemented in widely different country contexts.

2.1 Limitations

One main challenge this evaluation has had to face is the limitations on both the quality and completeness of data, as well as the fact that key information is not available. A large amount of information critical to carrying out an impact assessment is missing and does not seem to be collected by UN-Habitat. As in other regions, it has been found that:

- Many programmes are missing from the PAAS system, and some of the programmes that are included only have basic information (budget, donors, implementation dates) listed but no information on methodology, contexts, or outputs.
- For most programmes, their final achievements are not systematically reported, only a little partial information can be found in activity reports at global, regional or local level.
- There appears to be no programme monitoring or documentation system at country or regional level, which makes it almost impossible to find historical information on completed programmes.
- An external evaluation has been conducted on very few programmes, and it seems that no internal evaluations have been carried out (or their results reported).
- There seems to be no information on programmes' impacts or their contribution to the strategic main goal(s) at global or country level (commonly "adequate housing for all"). In addition, despite poverty reduction sometimes being an intended goal, no impact assessments on poverty have been found. This is also true for other global objectives such as the SDGs; while the aim of contributing to their achievement is always stated, no information has been found on UN-Habitat programmes' contribution to the SDGs.
- There also seems to be no theory of the impact of housing programmes on adequate housing and poverty reduction. The links between intended outcomes and intended impacts remain undocumented, and thus validating the programmes' logic and housing approach is very challenging to test.

One of the main study tasks has been to identify the different sources of information and assess their levels of coverage, quality and availability.

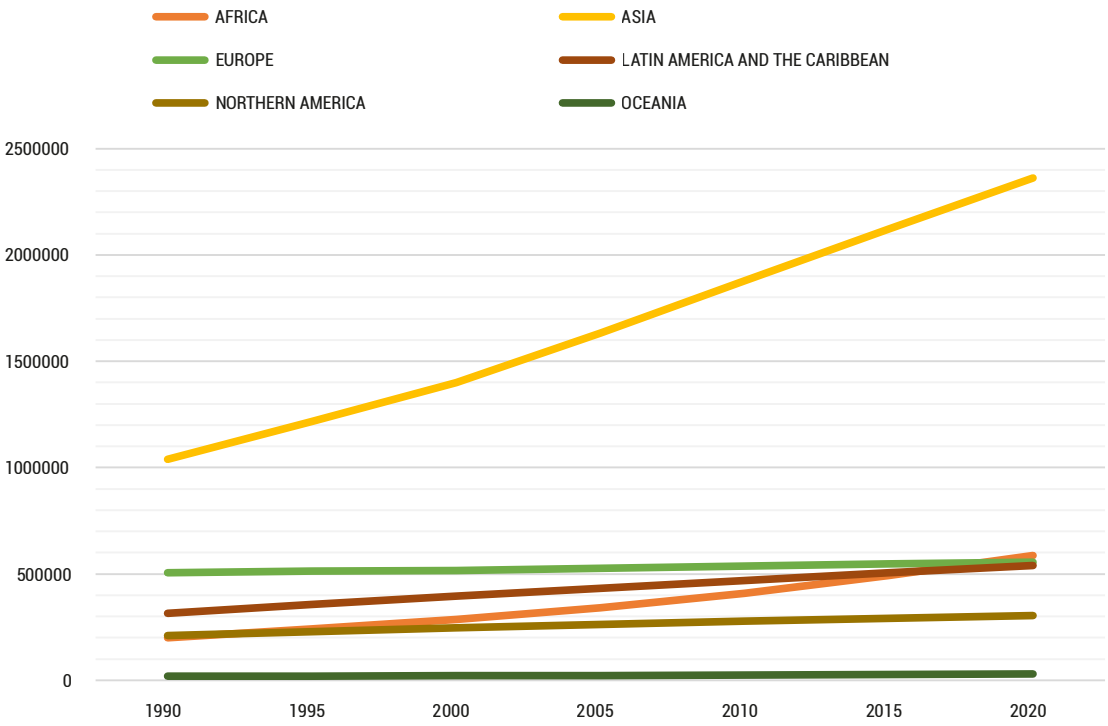
In order to address the lack of data, another task has involved identifying those areas of adequate housing and poverty reduction likely to be impacted by housing programmes and, above all, determining the common causal links activated by UN-Habitat housing programmes that potentially affect the various aspects of adequate housing and poverty reduction.

3. HOUSING CONTEXT AT REGIONAL AND COUNTRY LEVEL

3.1 Regional Level

While there are many differences between Asian countries, Asia is united by the overall trend of urbanisation, as shown in Figure 3. All Asia and Pacific sub-regions are experiencing urban growth at higher rates than overall population growth. While the region as a whole does not yet have the high urbanisation levels of North America and Latin America and the Caribbean (81%), 2018 figures show that half of the Asia and Pacific population, or 2.4 billion people, are living in towns and cities. The region is urbanising extremely rapidly and will need to absorb 120,000 new residents every day into its cities. This translates into at least 20,000 housing units per day.

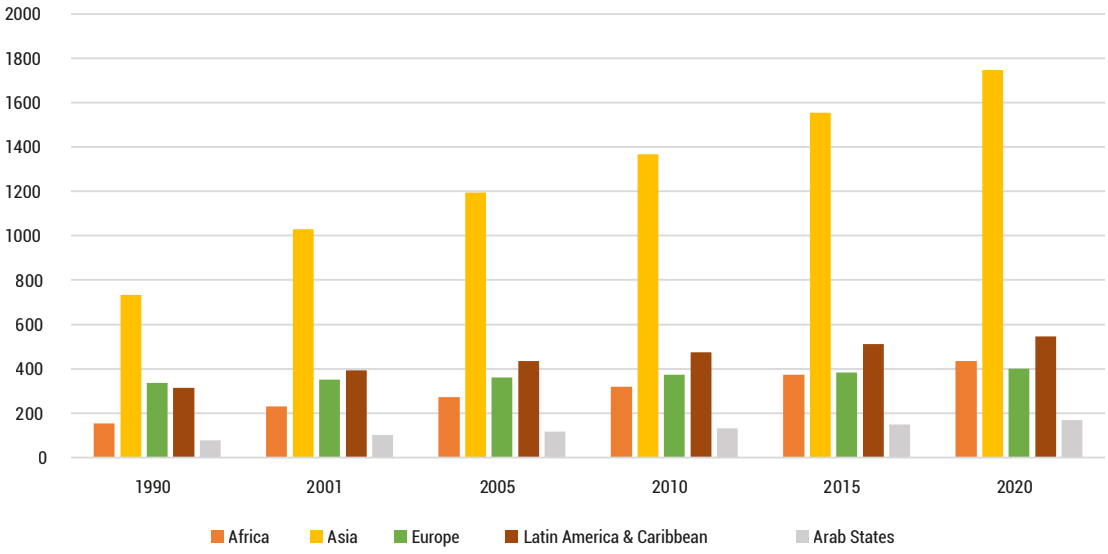
Figure 3. Urban population per region



Source: World Urbanization Prospects: The 2018 Revision

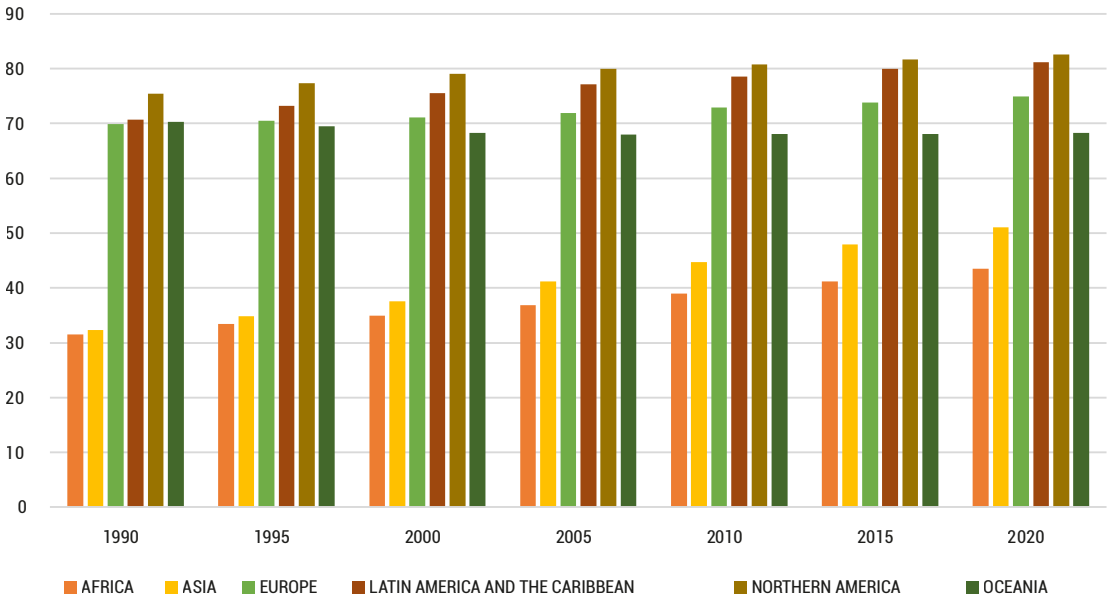
By 2050, urban areas are expected to be home to nearly two out of three Asian people. Urbanisation of the region has significant global implications. In 2014, 55% of the global urban population was living in the Asia and Pacific Region, as shown in Figure 4 and Figure 5.

Figure 4. Urban population per region (in millions)



Sources: UN-Habitat, World Bank

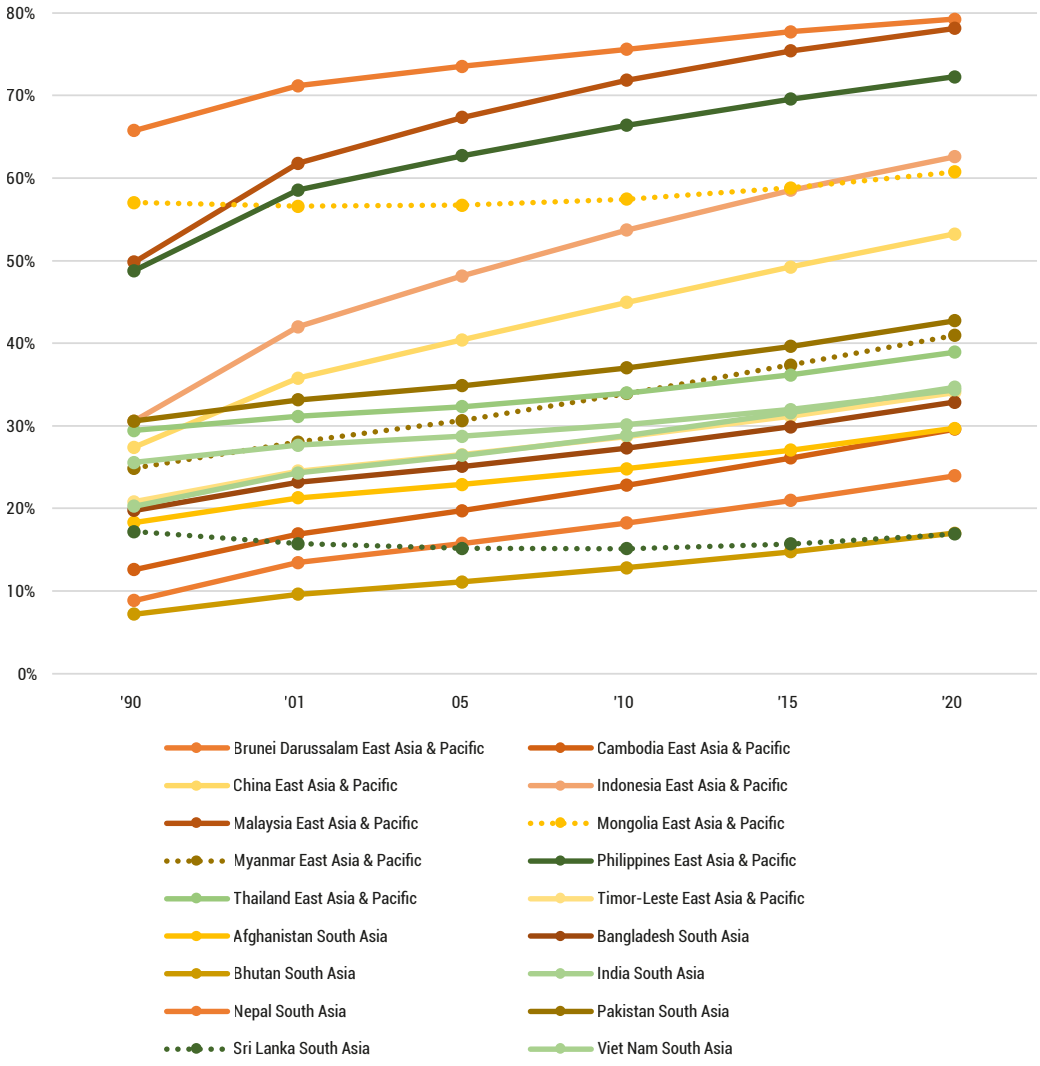
Figure 5. Proportion of urban population per region



Source: World Urbanization Prospects: The 2018 Revision

Although the general trend of rapid urbanisation and population growth is common to all Asian countries, there are notable differences. National urbanisation levels, for example, range from 100% in Singapore to 13% in Papua New Guinea.

Figure 6. Proportion of urban population in Asian countries



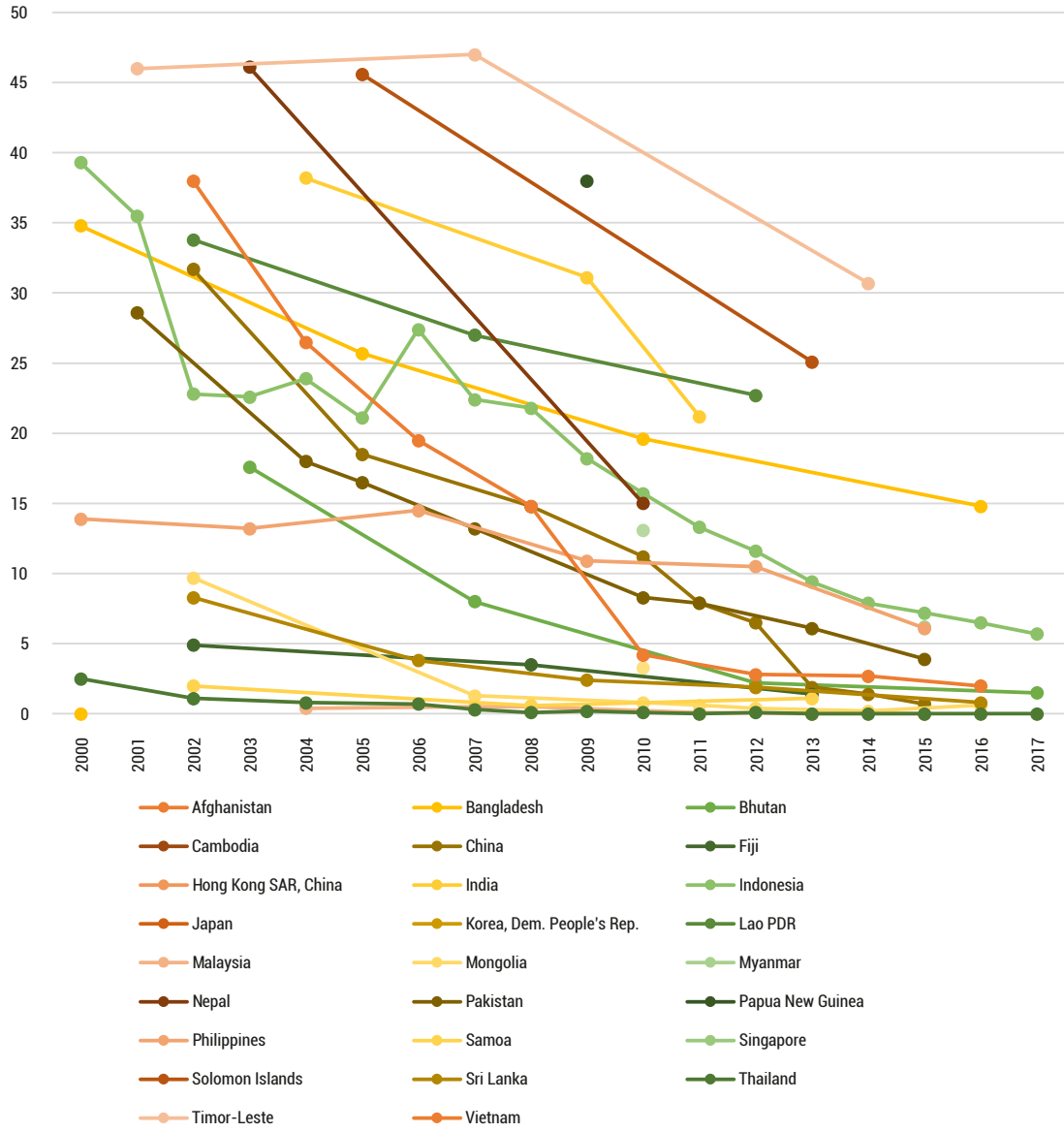
Source: UN-Habitat

The continued growth and expansion of cities has placed enormous strain on land and housing supply. The presence and expansion of urban slums and informal settlements is a physical manifestation of poorly functioning housing sectors, which are failing to provide affordable housing alternatives, especially for low- and middle-income households.

While Asia has experienced strong economic growth over the last three decades, the benefits of this growth have not been equally shared. Economic development in many Asian countries has lifted millions of people out of poverty and has fostered the emergence of an urban middle class that now contains about 2 billion people. However, the region's economic progress has not benefited everybody, and some of the starkest examples of this disparity are to be found in its urban areas.

The massive reduction in income poverty has not always addressed other aspects of poverty, such as inadequate housing, or lack of access to safe water and sanitation and it thus remains difficult for the urban poor and minority groups to gain access to affordable or adequate housing and services.

Figure 7. Poverty headcount ratio at $1.90 a day (2011 PPP) (% of population)

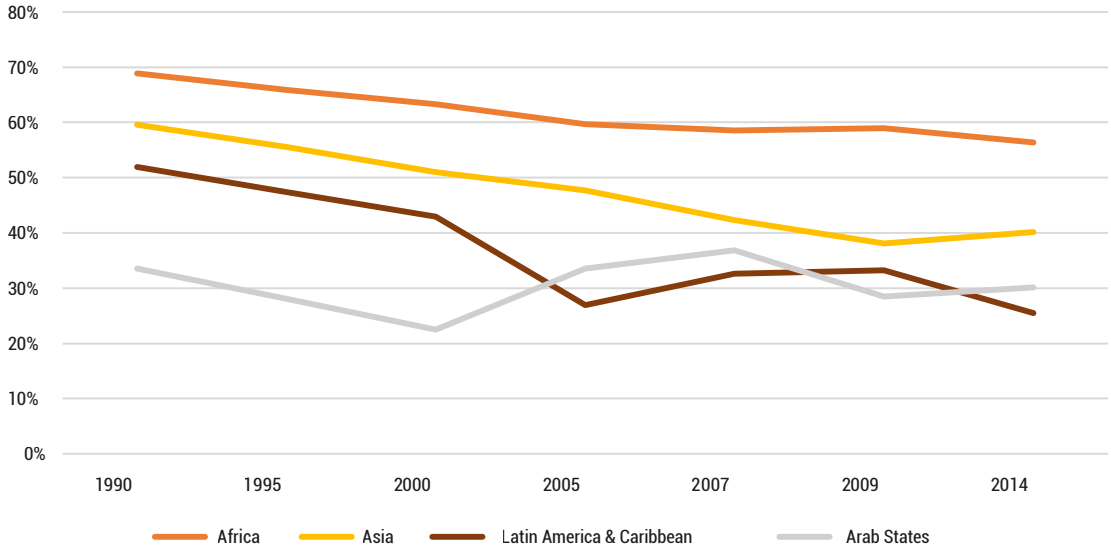


Source: World Bank

While the proportion of those living in slum conditions has fallen, as shown in Figure 8 and Figure 9, the absolute numbers of slum dwellers have risen and over half a billion slum dwellers now live in the region[1], with their distribution between East and South Asia being extremely unequal. The proportion of the urban population living in slums in East Asia & the Pacific region fell significantly, from an estimated 55% to 35%, from 1990 to 2015; while in South Asia it dropped from 64% to 44%. Asia and the Pacific is also home to the world's largest urban slum populations and the largest concentrations of people living below the poverty line.

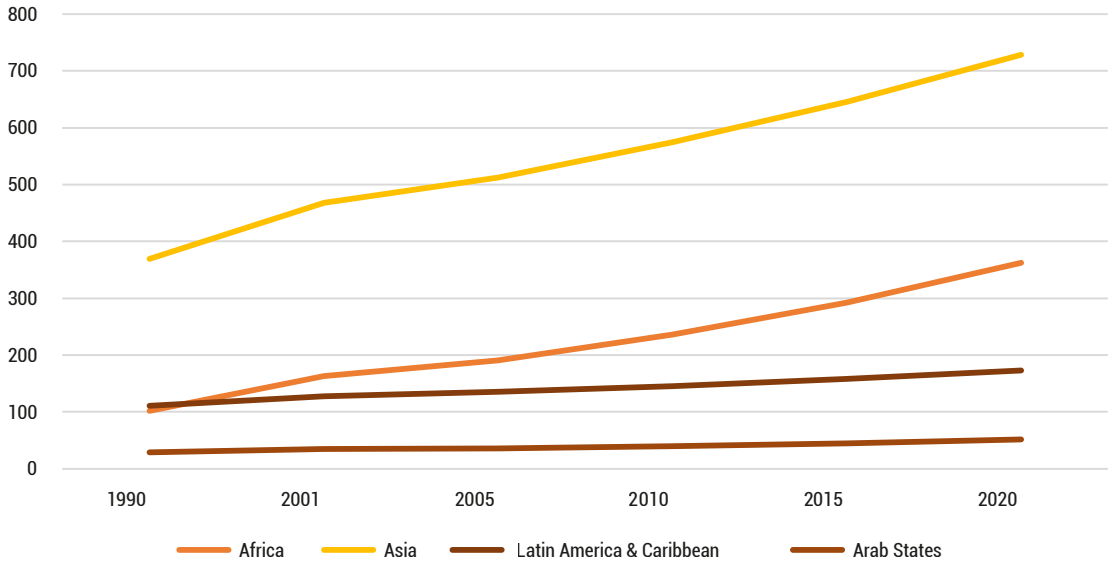
1 UN-Habitat

Figure 8. Proportion of the urban population living in slums



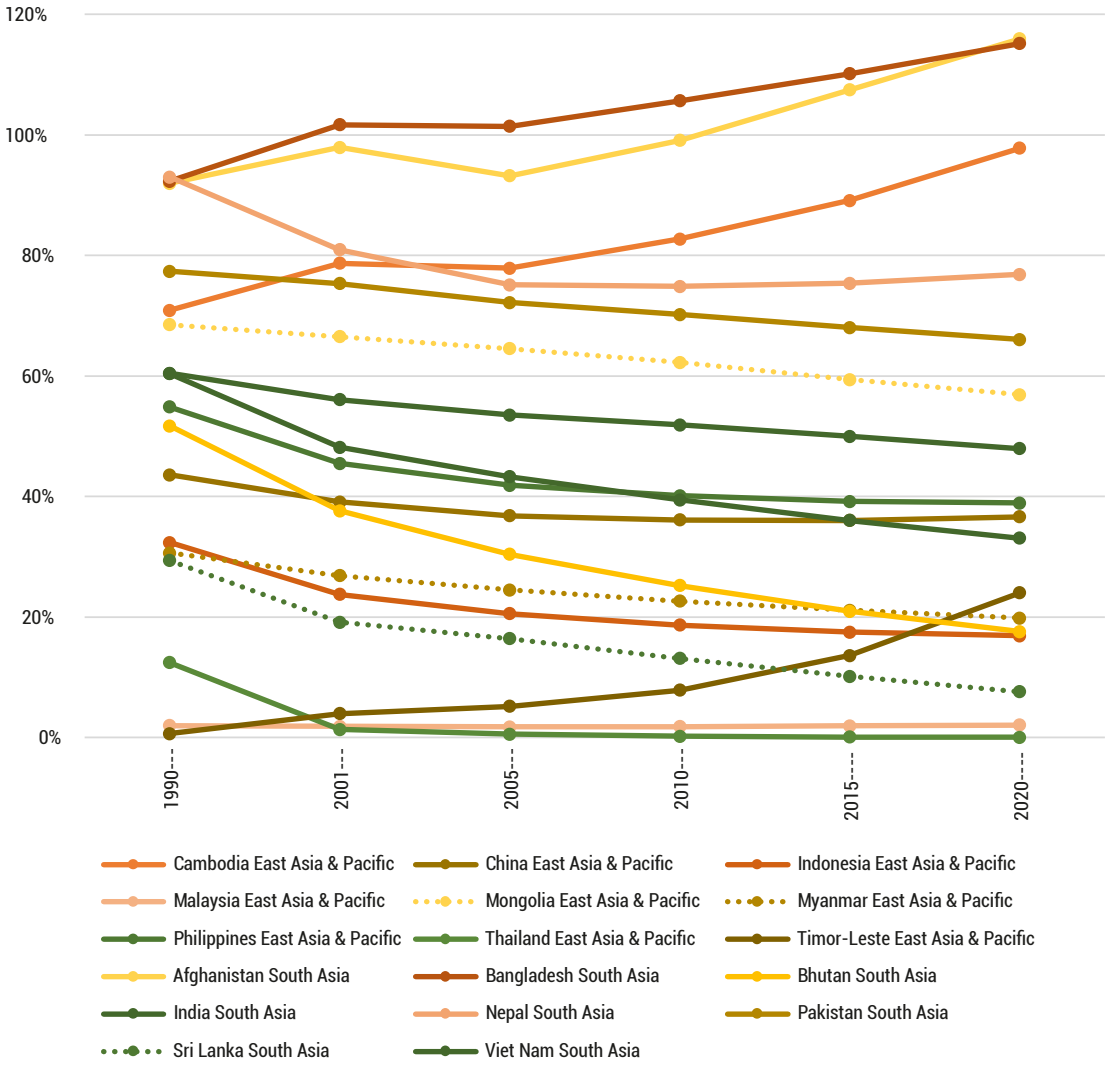
Source: UN-Habitat

Figure 9. Urban population living in slums, in millions



Source: UN-Habitat

Figure 10. Population living in slums (% of urban population)



Source: UN-Habitat

In addition to inadequate housing, Asia is also facing major urban health, climate change and disaster risks issues. The region has experienced some of the most violent natural disasters of the past decades, including earthquakes in Nepal (2015), China (2008-2010), Indonesia (2018) and Japan (2010), floods in India (2013), Thailand (2011) and Pakistan (2010), and cyclones in the Philippines (2013) and Myanmar (2008).

The region is also home to some of the world's most polluted and unhealthy cities. Asian cities are among the most vulnerable to natural disasters and the impacts of climate change. One billion Asian urban residents may face multiple high or extreme hazards in the region by 2030.

History of housing policies[2]

Housing programmes, policies and institutional arrangements over the last sixty years have varied considerably throughout Asian countries. While the historic trajectory of the Asian housing sector is similar to that of other developing regions, there are differences that set it apart from Africa, Latin America and Eastern and Central Europe.

From the 1950s onwards, housing theory and practice was underpinned by a focus on direct government provision of public housing for rent or sale. High-density, multi-storied apartment blocks influenced by Modernist Movement ideals became the dominant housing approach to replace low-rise, slum housing inhabited by low-income households.

In most Asian countries, however, direct public housing provision had limited success and was frequently criticised. Such projects were a significant drain on public resources; project costs were inflated and economies of scale did not eventuate; building and planning designs that were based on European models were not suitable, especially in responding to traditional needs and ways of living; and the poor did not benefit because such housing was simply too expensive to buy and maintain relative to their low income. Consequently, such housing was limited in supply, it was poorly maintained, was inhabited by mainly middle- and upper-income groups, and informal housing continued to expand.

In the late 1960s, the 'self-help' housing paradigm emerged in reaction to the apparent failures of direct government housing provision and the perceived benefit of 'helping the poor to help themselves'. Housing, it was argued, was best developed by the poor themselves, within a supportive regulatory and institutional framework.

Nevertheless, the widespread implementation of self-help housing programmes in Asian cites remained limited. In Africa and Latin America, land invasions and illegal occupation were often tolerated, because land was publicly owned, and residents, without great threat of eviction, could proceed to incrementally build their houses. In Asian cities, however, there was 'greater probability of eviction because of the upsurge in land prices provoked by fast-paced economic growth and associated urbanisation'.

While popular processes of self-build and bottom-up development did eventuate, they were not a long-term or large-scale solution to the immense housing demand facing Asian cities. Urban residents in Asian cities were faced with unsupportive institutional, regulatory and economic arrangements that prevented them from undertaking self-help housing projects within the formal regulatory system.

By the 1970s, Asian governments began to see the importance of the housing sector for economic and social development and many established governmental housing development agencies. In many ways, this emerged from the first Habitat conference in 1976 that focused on the need to remove institutional and regulatory constraints to support not only self-help housing but also a range of housing options for households at a range of income levels. Many governments still sought to directly produce housing but many undertook to establish regulatory frameworks that supported the private and self-help production of housing.

From the 1980s onwards, housing theory and policy shifted the role of governments away from direct providers of serviced land and housing towards enabling a wider range of market actors to produce housing. Within such a paradigm, the government's role was that of 'enabling' the market to work through housing sector reforms that encouraged private investment and efficient housing production at scale.

In South and Southeast Asia in particular, industrialisation and export orientated growth fuelled strong economic development during the 1990s, which had significant structural effects, particularly for housing affordability. Structural socio-economic changes in Asian cities from the 1990s onwards resulted in the continued exclusion of lower-income groups from housing markets.

To face these many challenges, Asia has demonstrated the ability to address affordable land and housing supply. Unlike in other regions, Asian countries, especially those in Southeast Asia, adopted an enabling strategies approach, recognising the limitations and challenges of

2 UN-Habitat, Affordable Land and Housing In Asia, 2011

self-help housing schemes, and slum upgrading became a prevailing practice in many Asian cities. In many respects, countries in Asia are leading the world in slum upgrading.

In many ways, Southeast Asian countries were global pioneers in slum upgrading programmes. Since the 1960s, programmes such as the Kampung Improvement Programme in Indonesia and the Baan Mankong programme in Thailand have demonstrated the opportunities available to improve the environmental, social and economic dimensions of slums and informal settlements through engaging with a wide range of stakeholders. In many Asian countries, the central actors of improving access to adequate housing are the slum dwellers themselves, supported by local civil society.[3]

3.2 Myanmar

Myanmar is the largest country in mainland Southeast Asia with a population of 52 million. It is also one of the least developed countries in Asia, albeit one that is undergoing fundamental political, economic and social changes. Despite recent economic growth, issues of equity and poverty continue to be of principal concern. The country's policies toward housing provision and slum upgrading has been significantly evolving as part of the political reform underway since 2008 (this being one main focus areas for the UN-Habitat Myanmar CO).

Political reform

After several years of anti-government protests and international pressure, a new constitution was adopted in May 2008, and a new legal framework has been put in place for economic and political liberalisation and decentralisation to Myanmar's 14 states.

This has been accompanied by growth and poverty reduction, with GDP growing by over 8% per year on average between 2005 and 2014, and poverty decreasing from 48% to 32%[4] during the same period.

From 2011 to 2016, the government adopted a series of improved legal and policy frameworks including:

- The Environmental Conservation Law (2012);
- The Disaster Management Law (2013);
- The National Land Use Policy (2016);
- The National Building Code (2016);
- The National Housing Policy (2017);
- The Urban and Regional Development Planning Law (2017).

The 2008 Constitution has assigned management of the housing sector, including urban development, to the States and the Regions. However, at the policy level, the Ministry of Construction's Department of Urban and Housing Development (DUHD) plays an important role in building the capacity of regions and states to develop appropriate policies and action responses to the housing situation in their areas.

Urban context

The urban development sector in Myanmar is still in its very early stages of development and is set against the backdrop of ongoing institutional and political reforms, which are leading to democratisation and the opening up of the economy.

The percentage of the population residing in urban areas in Myanmar is still low compared to other countries in the region. The rate of urbanisation in Myanmar has increased over the past decades from 24.9% of the total population classified as urban in 1990, to an estimate of 41% for 2020, as shown in Table 4.

This urbanisation process brings with it a number of challenges, including the rapid growth of informal settlements due to the prolonged undersupply of housing, the loosely bound urban legislation and administrative framework, the need for improved land management, improper management, the need for additional municipal service provision, and intensified environmental and climate change issues.

3 United Nations, The Future Of Asian & Pacific Cities, 2019

4 Source. World Bank

The government prioritised the need to increase access to safe drinking water under the Strategic Plan for Water Supply (2001-2010), and the Strategic Plan for Water Supply, Sanitation and Hygiene in Myanmar (2007-2011). Despite this, wide disparities persist between and within states and divisions and within urban areas in terms of access to basic services (such as water, sanitation, and electricity) and mobility.

Housing context

In the face of rapid urban population growth, one of the major challenges that Myanmar's housing sector has been facing is achieving inclusive urban development. Urban areas have significant deficiencies in infrastructure and services – particularly in slums or unplanned settlements, such as in the Yangon and Mandalay resettlement areas of the late 1980s and early 90s. These settlements often develop in hazardous locations that pose direct risks to the inhabitants.

Table 4. Number and proportion of the urban and slum population in Myanmar

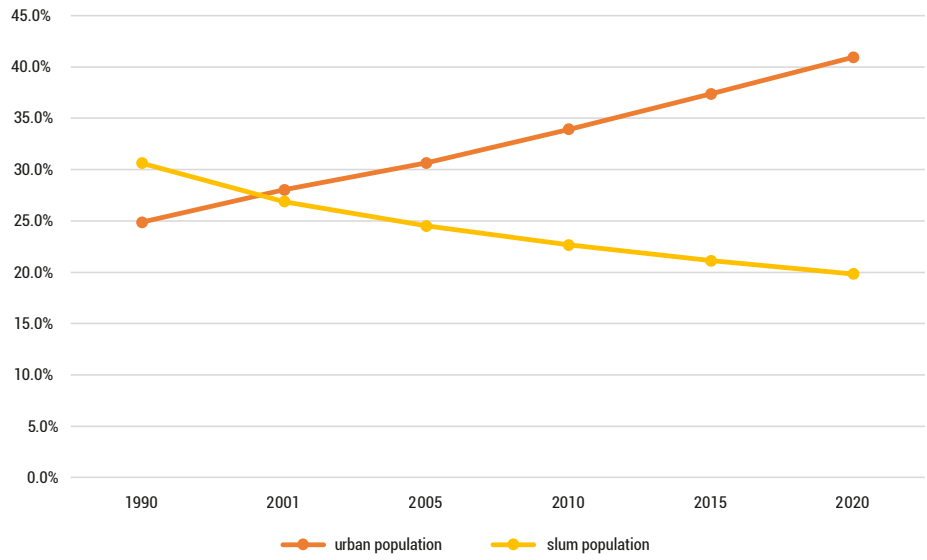
	1990		2001		2005		2010		2015		2020	
	thousands	percent	thousands	percent	thousands	percent	thousands	percent	thousands	percent	thousands	percent
Urban population	10,137	24.9%	13,375	28.0%	15,483	30.6%	17,906	33.9%	20,541	37.4%	23,366	41.0%
Urban slum population	3,105	30.6%	3,596	26.9%	3,794	24.5%	4,056	22.7%	4,336	21.1%	4,635	19.8%

Source: UN-Habitat

Most of the rural immigrants are too poor to afford formal housing, especially people from the Ayeyarwady Delta who were displaced by Cyclone Nargis in 2008. Accordingly, around 370,000 people in Yangon alone have created informal settlements on vacant land, in resettlement areas or in new informal settlements. Slums are also growing elsewhere in the country.

The official figures presented in Figure 9 show a reduction in the proportion of the urban population living in slums; however, these figures are not consistent with the dynamics set out above. The stakeholders interviewed contested these numbers, and one explained that the government does not have the capacity to monitor the growth of the slum dweller population.

Figure 11. Changes to the urban and slum population in Myanmar



Source: UN-Habitat

The 2014 Myanmar Population and Housing Census[5] shows that housing construction materials have evolved from the previous census (1983), but that "temporary" construction materials (wood, bamboo leaf) remain most common at 62% of the total (82% in 1983), with "permanent" or "semi-permanent" construction materials (tile, brick or concrete) accounting for just over half of the materials used in urban areas (57%) and remaining rarer in rural areas (30%).

In 2014, the housing quantitative deficit was estimated to be 11.3 million units. Qualitative deprivation is estimated to stand at 48.8% of the housing stock (against the 2014 Census criteria focusing on construction materials and access to electricity), and this is significantly greater in rural areas (60%) than in cities and towns (18%).

In response to this challenge, in 2017, the Government published a "million homes plan" - to develop 1 million affordable housing units (under US$10,000) by 2030. The programme is based on a public-private partnership, where the government provides a financial advance of 20% and the land to build housing. The programme has been delayed due to the limited financial resources available and to a dispute over governance of the programme between federal level (Ministry of Housing and Construction) and state level. One main criticism of this programme is that a substantial proportion of the population will not be able to access these formal housing options.

Other development actors such as ADB and the World Bank are also involved in the development of low-income housing at country level.

The Government has no comprehensive slum or informal settlement policy.

As underlined by the National Housing Policy, the housing challenges for Myanmar are multiple: create a modernised formal housing sector for the middle class; develop adequate housing alternatives for large numbers of very poor people; and address the needs of slum dwellers.

Natural disasters and conflicts

Myanmar is highly exposed to natural hazards, and ranks among the countries most vulnerable to natural disasters. Both cities and towns in Myanmar are exposed to recurring rapid on-set natural hazards, such as cyclones and floods, which are exacerbated by global climatic changes.

The recent most violent disasters include:

- Cyclone Nargis, which hit the Ayeyarwady Delta in May 2008 leaving 138,373 dead and affecting more than 2.4 million people.
- Cyclone Giri, which hit Rakhine State in October 2010 destroying 21,242 houses and affecting at least 224,212 people.
- An earthquake registering 7.0 on the Richter scale that shook Shan State in March 2011 leaving an estimated 44% of the houses unfit for habitation, affecting 18,000 people and leading to flooding in the Delta.

Instability in Kachin State and communal tensions in Rakhine have affected more than 200,000 people, destroying livelihoods and displacing many to neighbouring areas and countries. In total, an estimated 370 villages have been destroyed or burnt in Rakhine State. The challenge now faced by Rohingya involves returning to their homes or to moving to a place of their choice, restoring their community and household assets and ensuring the restitution of housing, land and property.

3.3 Comparative Case Studies

Sri Lanka

Sri Lanka has a total population of 20 million and is one of the least urbanised countries in the world (15.7% in 2015). However, the official urban population figures are contested by several sources.[6]

The country has benefited from the conclusion of a three-decade long conflict in 2009 and the country's achievement of Middle-Income Country (MIC) status.

5 The Republic of the Union of Myanmar, The 2014 Myanmar Population and Housing Census

6 UN-Habitat, State of the Sri Lankan Cities, 2018

Access to adequate housing has been a government priority ever since in 1978 when the National Housing Development Authority was established[7] to implement and promote mass housing programmes, such as the One Hundred Thousand Housing Programme and the One Million Housing Programme, to increase housing stock and home ownership by providing long-term subsidised loans for new developments and upgrading activities. UN-Habitat has been playing a significant role in this progression of public housing policies and in the development of pro-active national housing programmes.

The 'Million Houses Programme' in Sri Lanka (1984-1989) was the first large-scale government housing programme manifesting this paradigm shift. Throughout Asia, a significant change saw the rise of formal civic engagement with a wide range of stakeholders. The urban poor became involved in processes such as planning, budgeting, service provision, etc., and were recognised as key actors in housing and upgrading processes.

In 1994, because of increasing land scarcity, the focus shifted away from slum upgrading to relocating slum dwellers in high density apartments built by the government.

Several housing programmes have been implemented by both the public and private sectors in Sri Lanka to provide adequate and affordable housing for all. The government has been providing direct assistance to low-income households to build or upgrade their housing and encourages private sector investment in housing through a range of fiscal incentives.

Despite these many efforts, 40% of households in Sri Lanka cannot afford access to formal housing finance. Only 20% of all low-income earners have regular employment, potentially allowing them access to bank loans for housing.[8]

Table 5. Number and proportion of the urban and slum population in Sri Lanka

	1990		2001		2005		2010		2015		2020	
	thousands	percent	thousands	percent	thousands	percent	thousands	percent	thousands	percent	thousands	percent
Urban population	3,059	17.2%	3,118	15.7%	3,141	15.1%	3,262	15.1%	3,500	15.7%	3,870	16.9%
Urban population living in slums	899	29.4%	597	19.1%	515	16.4%	428	13.1%	355	10.1%	295	7.6%

Source: UN-Habitat

In addition to urban slums and informal settlements, about one million people reside in Sri Lanka's plantation (estate) communities.

These "plantations" are among the country's poorest and least developed communities. These communities have faced various forms of discrimination and political, socioeconomic and cultural deprivation. Plantation housing problems include: poor access to basic services; unsanitary living conditions; gender-based inequalities; lack of recreational activities; and perceived social exclusion. These communities have not yet been integrated into national service delivery systems and development plans.

In addition to adequate housing challenges, Sri Lanka is highly vulnerable to natural disasters including floods, cyclones, tsunami, drought and storm surges. In 2018, Sri Lanka was identified as the country that is second most vulnerable to climate change related disasters.

The Indian Ocean tsunami in December 2004 completely destroyed around 99,480 homes and partially damaged a further 44,290, together comprising 13% of the housing stock in the administrative divisions along the coast.

The conflict between the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam (LTTE), 1983-2009, also had a critical impact on housing.

7 Ministry of Housing & Construction of the Government of Democratic Socialist Republic of Sri Lanka, Housing and Sustainable Urban Development in Sri Lanka, National Report for the Third United Nations Conference on Human Settlements Habitat III, 2016

8 Ibid

It resulted in the devastation of the Northern Province of the country and, to a lesser extent, the Eastern Province. By May 2009, over 160,000 houses had been damaged or destroyed and over 450,000 people had been displaced in these two provinces.

Mongolia

Mongolia has a population of 3.3 million. Almost half (47%) of the country's population is currently living in its capital city and the proportion of the urban population has increased to 73%[9] of the total population.[10]

Since the 1990s, Ulaanbaatar, the capital city of Mongolia, has had limited formal extension of its core, which largely comprises apartment blocks with comprehensive utility services including dedicated heating, water, and sanitation. However, successive waves of in-migration have reshaped the city's geography, and this has been encouraged by the government's policy since 2003 to grant each citizen about 700 square metres of land. A vast, low-density peri-urban area, commonly and collectively referred to as ger areas, now extends around the city core, characterised by unplanned settlements of low- and medium-income households with land ownership, un-serviced plots, unpaved roads and poor facilities.[11]

Almost 60% of the population of Mongolia's capitol city Ulaanbaatar live in the squalid, unplanned, polluted and sub-serviced ger areas. In the country's smaller towns and villages, the same phenomenon can be seen with up to 80-90% of the population living in ger areas. There are 1.3 million people living in informal settlements in Mongolia.

Lack of long-term planning, infrastructure investment, and land use regulation in ger areas have resulted in haphazard development, limited availability of space for public facilities, poor access to socio-economic services and insufficient livelihood opportunities. The service gap between the city core and ger areas means that ger residents are poorly connected to the city core and poorly integrated into the urban economy, and this is preventing people from moving out of poverty.

The national government and the various local government agencies have traditionally been reluctant to intervene in ger areas. However, since 2000, the policy toward ger areas has shifted to increasingly recognise them as areas of both permanent and temporary residence.[12]

Table 6. Number and proportion of the urban and slum population in Mongolia

	1990		2001		2005		2010		2015		2020	
	thousands	percent	thousands	percent	thousands	percent	thousands	percent	thousands	percent	thousands	percent
Urban population	1,264	57.0%	1,413	56.6%	1,501	56.7%	1,616	57.4%	1,757	58.8%	1,905	60.7%
Urban population living in slums	866	68.5%	940	66.5%	969	64.6%	1,006	62.3%	1,044	59.4%	1,084	56.9%

Source: UN-Habitat

Comparative data analysis

The three country case studies present different housing sector profiles and challenges in terms of adequate housing.

As shown in Figure 12, Mongolia has the greatest urban growth of the country case studies and one of the highest rates of urbanisation in the region. Myanmar has experienced slower urbanisation growth and remains below the regional average. Finally, Sri Lanka has one of the lowest urbanisation rates, although the figures provided need to be treated with caution.

9 In 2016

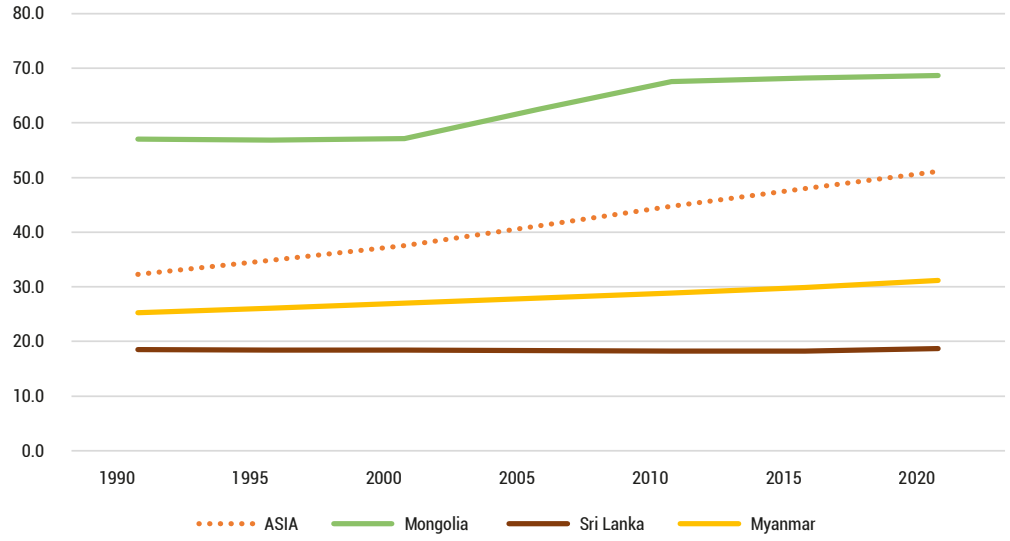
10 UNESCAP EGM on capacity building for housing the urban poor country report Mongolia, 2005

11 UN-Habitat, Habitat III National report for Mongolia, 2016

12 Ibid

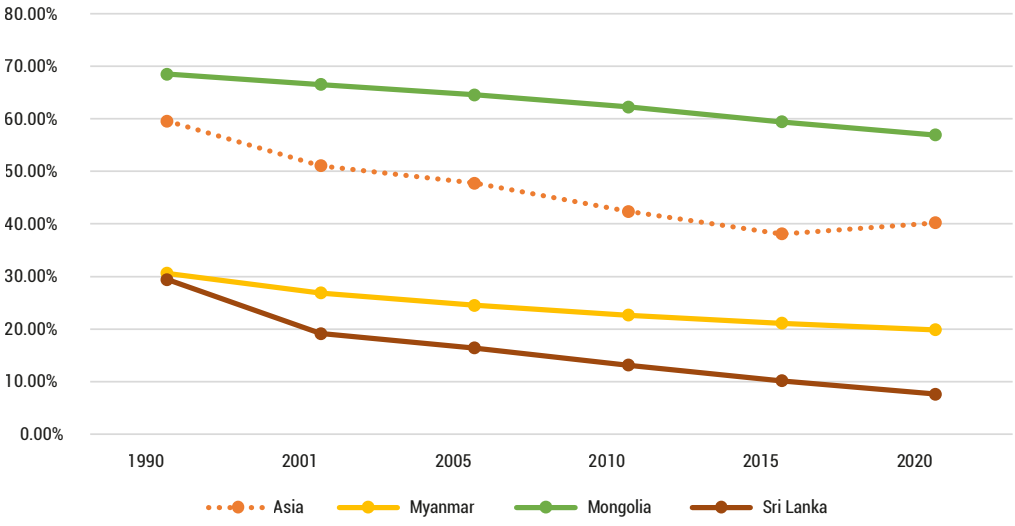
The figures on slum populations presented in Figure 13 are consistent with the urbanisation rates: Myanmar and Sri Lanka are below the regional average and Mongolia has one of the highest proportions of slum dwellers. The general reduction in the proportion of slum dwellers at regional and country level reflects the efforts made to improve living conditions in existing slums and to provide low-income households with alternative affordable housing. This is especially the case in Sri Lanka, which successfully reduced the proportion of slum dwellers from 30% to 10% between 1990 and 2015.

Figure 12. Proportion of urban population per country



Source: World Urbanization Prospects 2018

Figure 13. Proportion of slum population per country



Source: UN-Habitat

Ulaanbaatar, Mongolia. © Shutterstock/ saiko3p

Expressed in absolute numbers, the slum population has grown significantly at the regional level, from 369 million slum dwellers in 1990 to 646 million in 2015. This same trend holds true, but to a lesser extent, in Myanmar and Mongolia, with an increase of 20% to 25%. In contrast, Sri Lanka succeeded in significantly reducing the number of slum dwellers from 0.9 to 0.3 million.

Table 7. Number and proportion of slum population (thousands)

	1990		2001		2005		2010		2015		2020	
	millions	percent	millions	percent	millions	percent	millions	percent	millions	percent	millions	percent
ASIA	368.936	59.58%	467.997	51.06%	512.177	47.75%	574.523	42.37%	645.985	38.09%	728.193	40.19%
Myanmar	3.105	30.63%	3.596	26.89%	3.794	24.50%	4.056	22.65%	4.336	21.11%	4.635	19.84%
Mongolia	0.866	68.51%	0.940	66.53%	0.969	64.56%	1.006	62.25%	1.044	59.42%	1.084	56.90%
Sri Lanka	0.899	29.39%	0.597	19.15%	0.515	16.40%	0.428	13.12%	0.355	10.14%	0.295	7.62%

Source: UN-Habitat

4. THE UN-HABITAT HOUSING APPROACH AT REGIONAL AND COUNTRY LEVEL

Regional Level

The UN-Habitat Housing approach in Asia has been highly influenced by the "People Process", a participatory approach developed by the agency during the 1980s with the Government of Sri Lanka.

The "People Process" was a pioneering community engagement approach to housing programmes that was developed as part of a global[13] programme to develop policy and training documents on participatory planning. The "People Process" is based on 5 steps: community mobilisation; action planning, contracting; implementation; and participatory monitoring and public information.

Figure 14. People Process Methodology

Source: UN-Habitat[14]

The "People Process" has thus been applied in numerous UN-Habitat programmes in Asia, including in Afghanistan, Nepal, Cambodia, Pakistan, Mongolia, Bangladesh, Myanmar, Thailand, Sri Lanka, Indonesia, Mongolia and the Philippines, covering all UN-Habitat sectors of intervention and cross-cutting issues.

The participatory methodology has been the preferred means of implementing a wide scope of interventions, including homes improvement schemes, and programmes to improve basic service provision (especially drinking water), sanitation, roads, training and land tenure security. As such, the "People Process" has been used to guide the development of approaches and methodologies rather than for defining strategic objectives. The process of identifying strategic areas and objectives has been reported to be based on people's needs and stakeholder demand.

The "People Process" has also proven extremely beneficial in post-disaster situations for supporting recovery processes, peace-building and community cohesiveness, and 'generating a process that would allow every family in need to build a basic secure home, which can be improved incrementally over time'. The "People Process" was first used in a post-disaster context in Gujarat in 2001. Since 2008, the approach has supported UN-Habitat interventions in post-disaster and post-conflict situations, such as following Cyclone Nargis in Myanmar (2008), the end of the conflict in Sri Lanka ((2009), as well as after the floods in Pakistan (2010), the earthquake and tsunami that hit in Japan (2011), Typhoon Haiyan in the Philippines (2013), Cyclone Pam in the Pacific (2015) and earthquakes in Nepal.[15]

UN-Habitat has implemented the "People Process" in many countries in the region to post-disaster deliver housing solutions.

13 The Programme was also implemented in Bolivia (ROLAC) and Zambia (ROAF) at the same time. The Programme has since been expanded in both Latin America (Costa Rica, and Ecuador) and Africa (Ghana), but to a much lesser extent than in Asia.

14 UN-Habitat, People Process presentation sheet, 2016

15 UN-Habitat, 35 years of people at the heart of their own development, 2016

There have been some attempts to replicate the "People Process" outside of Asia; however, at the global level, UN-Habitat approaches have been most successfully influenced by the PSUP methodologies.

In contrast, the "People Process" has had limited input from the global level, having been developed within the region to constitute a somewhat stand-alone approach within UN-Habitat housing strategies that is based on strong regional-level networks and partnerships (WB, OHCHR, GLTN).

The success of the approach in the region is due to several factors. One is the wealth of local expertise on informality and slums and the related conceptual framework that is based on experiences developed by governments and organisations since the 1950s. Rapid and continuous urbanisation has led to numerous forced evictions in Asian cities and, as a result, housing and HLP rights have become an area of expertise for many Asian NGOs and CBOs.

Another factor is the interaction between housing sector stakeholders, especially governments, civil society and NGOs, which is supported by the democratisation process that has been taking place in many Asian countries over the last few decades. Recognition of the approach and its achievements has been underpinned by the common engagement of housing stakeholders.

The "People Process" mainly aims to support slum dwellers, the urban poor and disaster affected populations to improve their housing environment. Changes in housing policies are not a primary objective of the approach, which differs from the global level comprehensive Housing Approach (see country level TOCs). This divergence has been explained by the specific disposition of Asian authorities to prefer action to policy reform when revising housing systems, and by the means used by UN-Habitat in Asia to implement or support operational activities.

Myanmar

Historical context

UN-Habitat was active in Myanmar in the early 1990s through to 2002, during which time the agency pioneered the 'People Process' and established the first community-led projects in the areas of the Dry Zone, Shan State and the Delta.

UN-Habitat re-established its presence for humanitarian assistance in 2008 after the country was struck by Cyclone Nargis, and continued its cooperation with the Government of the Union of Myanmar for reconstruction and rehabilitation. At that time, UN-Habitat led the Shelter Cluster and established a permanent presence in the country. UN-Habitat continued its work in disaster risk reduction and building urban resilience while also embarking on its normative areas of work.

Since 2008, UN-Habitat has been assisting natural disaster and conflict affected communities through reconstruction and recovery programmes in Yangon, Ayeyarwady, Rakhine, Shan, Kayah, Kachin, Chin States and Regions. Since 2008, UN-Habitat has been assisting natural disaster and conflict affected communities through reconstruction and recovery programmes.

Strategy

Since 2008, UN-Habitat has been assisting natural disaster and conflict affected communities through reconstruction and recovery programmes is expressed in the Country Programme document; the version consulted for the purposes of this study covered the 2014-2016 period.

The interviews with RO and CO staff suggested that the country strategy has been developed at the country level, with support from the ROAP, and with very little input from Nairobi. The main HQ inputs into programme and strategy development are reported to have been the incorporation of references to the global UN-Habitat strategic framework and cross-cutting issues.

Myanmar CO has been focusing on four thematic areas:

- Thematic focus area 1: Participatory urban planning, management and governance;
- Thematic focus area 2: Pro-poor housing, land and tenure;
- Thematic focus area 3: Improving human settlements and rebuilding communities;
- Thematic focus area 4: Environment, resilience building and climate change.

The housing components of thematic focus area 2 include objectives relating to pro-poor policy, innovative housing finance, and information and data production and sharing.

The aim of promoting the adoption of 'pro-poor' approaches to land, housing and tenure has been to support the development of an effective National Housing Policy "that enables access to housing – particularly for low-income groups and the urban poor"[16]. Efforts to promote pro-poor approaches are to be supported by work to produce and share information on housing matters with housing sector stakeholders. The development of pro-poor policies is thus ultimately expected to contribute to poverty reduction at country-scale.

Another priority is to improve human settlements through improvements in infrastructure and services, as well as through pro-poor settlement upgrading policies.

Myanmar CO has been developing its housing strategies with the primary support of in-country knowledge and expertise, as well as with technical expertise from the regional office (ROAP) and using the information available at the global level.

Housing Programmes

The housing programmes implemented in Myanmar have been identified through a review of the programme documentation available on PAAS, and through the review of country level documentation, including the 10-year programme achievements review published in 2018[17].

UN-Habitat has implemented a total of 37 projects in 62 townships and 7 cities/towns across the country in the last 10 years, with a portfolio of US$66 million.

The CO approach has focused on three main types of intervention: operational activities; normative interventions; and capacity-building.

The programmes focus on a wide range of sectors:

- Resilience and CCA (14 projects – US$18 million);
- Post disaster interventions (13 projects – US$18 million);
- WASH (3 projects – US$23 million);
- Slum resettlement (2 projects – US$0.6 million);
- Schools (2 projects – US$0.1 million);
- Land management (1 project – US$2 million);
- Urban management (1 – US$0.9 million);
- Returnees' settlement (1 project – US$0.5 million).

As shown in Figure 15 and Figure 16, most programmes are related to post-disaster response, and to resilience, risks and climate change adaptation; however, the largest budget allocation is for WASH programmes.

Housing has been mostly addressed through operational activities, which are of three kinds: post-disaster responses, slum resettlement and through normative work.

16 UN-Habitat, Myanmar Country Programme 2014-2014

17 UN-Habitat, 10 Years in Myanmar, 2018

Figure 15. Myanmar CO programme portfolio per type of intervention

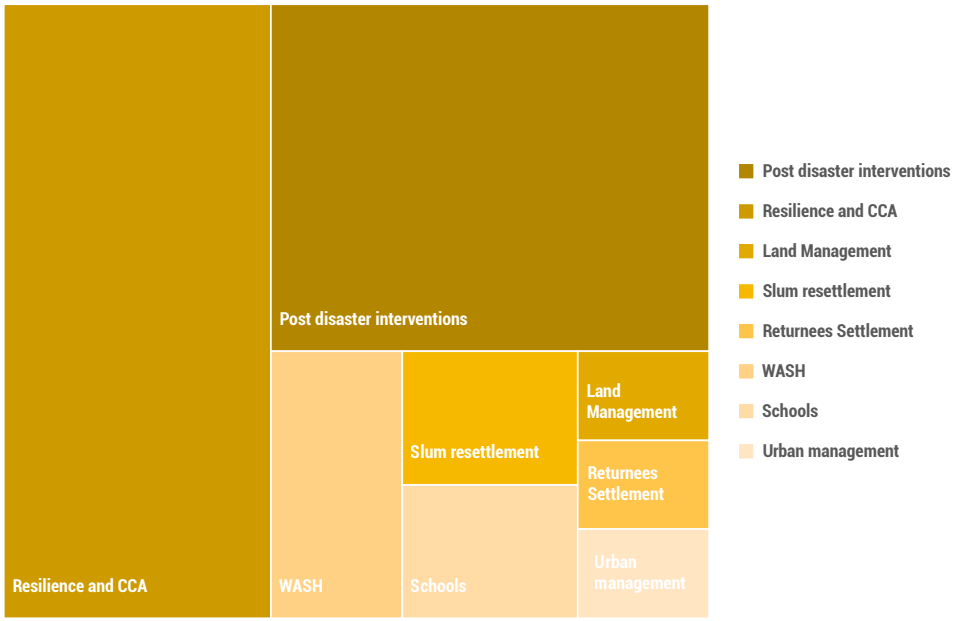
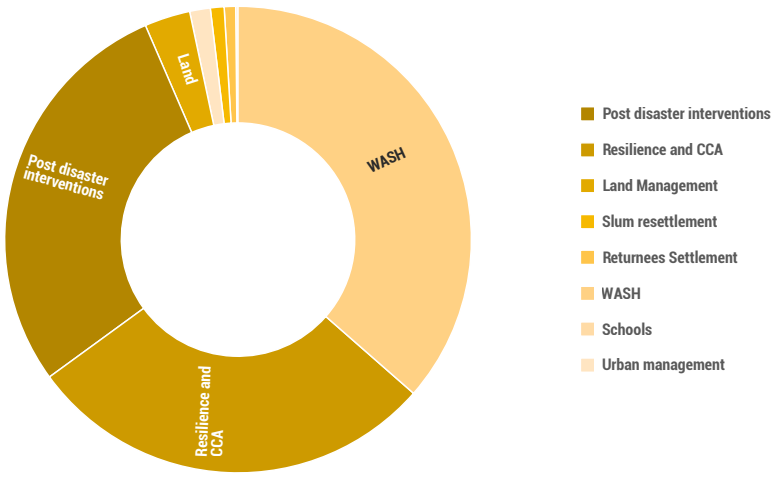


Figure 16. Myanmar CO programme portfolio per budget



Post-disaster intervention projects have been continuously implemented since 2008, as shown in Table 8. Myanmar CO programme portfolio timeline. Post-disaster interventions have included both coordination and implementation. UN-Habitat has led and supported the Shelter Cluster in the aftermath of several disasters (floods and cyclones Giri and Nargis) and has also implemented a number of shelter and housing reconstruction and retrofitting programmes. It was through these post-disaster interventions that the "People Process" was introduced into the country, with the approach then being implemented on slum upgrading and refugee resettlement projects.

Slum and refugee resettlement activities, which more directly tackle the issues of adequate housing, have only been developed more recently, since 2016.

Slum upgrading interventions in Myanmar have been implemented in two phases. Between 2015 and 2017, UN-Habitat implemented a comprehensive mapping of the country's informal settlements, and also conducted surveys on socio-economic conditions in a selection of these settlements. This information was then used to develop slum upgrading and resettlement guidance, as well as to design multi-storey housing projects in Yangon for 180 poor and vulnerable households.

The normative work on housing has sought to support the government to develop the Housing Policy Framework, National Housing Policy and Strategy, National Urban Policy Framework, and Myanmar National Building Codes.

More recently (since 2019), the Myanmar CO has been involved in the resettlement of Rohingya refugees in Rakhine State. This involves normative aspects, such as defining return and restitution processes, as well as implementation work, including developing resettlement, reconstruction and improvement plans through the "People Process" approach.

Table 8. Myanmar CO programme portfolio timeline

Intervention scope	Project Title	PAAS Code	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Returnees	Rakhine Settlement Support Programme (RASSP)	P-19-03-20-36												
	Post-Disaster Emergency Facility for Myanmar and China	D224												
	Myanmar Shelter Coordination Project	D234												
	Community Water Supply and Sanitation Recovery Project	D250												
	Shelter Improvement and Disaster Risk Reduction Project	D258												
	Operationalising Disaster Risk Reduction into Early Recovery and Post-Disaster Transition to Development	D303												
	XBMYA10X03: Coastal Settlement Sustainable Recovery (CSSR) in Myanmar	D306												
	XBMYA11X02: Emergency Shelter Support for Homeless and Vulnerable Populations in	D324												

Intervention scope	Project Title	PAAS Code	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Post disaster	XBMYA11X03: Rakhine Settlement Support Project (RSSP)	D326												
	XBMYA11X04: Post-Cyclone Giri Community-Based Emergency and Early Recovery Initiative	D330												
	The Programme for Emergency Assistance to Poor and Vulnerable Community in Ethnic Minority Areas and Yangon	D425												
	Emergency Shelter Cluster Recovery - Myanmar	K079												
	The Project for Emergency Support to Poor and Vulnerable Communities in Ethnic Areas	P-16-03-07-89												
	Settlement planning support to ensure healthy and safer living conditions for Rohingya in Bangladesh (Post Crisis Planning)	P-18-07-12-28-1												
	Building Resilience and Adaptation to Climate Extremes and Disasters in Myanmar	P-15-05-06-82												
	Community Based Disaster Risk Reduction	D244												
	XBMYA10X01: Coastal Communities Livelihoods Assistance Programme (CLAP)	D286												
	XBMYA10X02: Coastal Settlements Programme (CSSP) - Myanmar	D290												
	XBMYA11X01: Safe and Sustainable Access to WASH for Rural Communities	D320												
	Partnerships for Safer Myanmar Initiative	D360												
	Disaster Risk Reduction for Safer and Resilient Burmese Coastal Communities (DRR-SBCC)	D371												
Resilience and CCA	The Programme for Development and Rehabilitation of Community in Ethnic Minority Area in the Republic of the Union of Myanmar	D382												
	Myanmar Climate Change Alliance (MCCA)	D391												
	Myanmar Consortium for Capacity Development on Disaster Management (MCCDDM)	D411												

Intervention scope	Project Title	PAAS Code	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
	Safer Coastal and Urban Communities through Inclusive Disaster Risk Reduction in Myanmar (DIPECHO IX)	D412												
	Resilience Strategy Process in the City of Mandalay	P-15-07-18-11												
	Strengthening community and institutional resilience to natural hazards in Myanmar (DIPECHO X)	P-16-05-12-45												
	Building Resilience: Action for Strengthened Institutions, Communities and Systems in Myanmar	P-18-07-17-44												
Urban	Transformation of Urban Management in Myanmar - Capacity Building for Urban Management	D410												
WASH	Shae Thot - The Way Forward: Water and Sanitation Project in Myanmar	D346												
	A Short Step from Improved WASH to Healthier Communities	P-16-02-15-48												
	Urgent Improvement of Solid Waste Management in Yangon City	P-19-03-20-47												
Schools	Multi-purpose tents (schools, health and community centres)	D226												
	Semi-permanent Schools in Ayeryarwady Delta	D265												
Slum	Mapping Yangon, Myanmar The Untapped Communities	P-15-05-01-99												
	Yangon Informal Settlements Resettlement Programme (YISRP)	P-18-10-02-64												
Land	Land Administration and Management Program (LAMP) for Myanmar	D359												

Partners

The Myanmar CO housing sector partners include:

- Ministry of Construction;
- Ministry of Social Welfare, Relief and Resettlement;
- Ministry of Livestock, Fisheries, and Rural Development;
- The World Bank;
- OHCHR;
- Civil society organisations.

UN-Habitat also works closely with the Yangon City Development Committee (YCDC) and numerous township and village authorities, segments of civil society, and communities.

Myanmar Housing Approach Theory of Change (TOC)

Categorisation of the Housing Approach

The programme portfolio developed and implemented in Myanmar includes all the scopes of intervention that make up the Comprehensive Housing Approach Framework: advocacy, knowledge management, policy and the implementation component.

As in most Asian countries, the housing approach implemented in Myanmar is characterised by:

- the importance of the implementation component, and especially post-disaster and post-conflict intervention;
- the limited policy advice and technical assistance interventions, in terms of both the number of programmes and budget, and;
- the limited incorporation of global level advocacy and knowledge management work.

In terms of strategic objectives, several of the Myanmar CO intended outcomes and results are consistent with the Comprehensive Housing Approach Framework, and all these fall under the main objective of improving access to adequate housing for all through:

- Development of the National Housing Policy (NHP);
- Housing opportunities at scale;
- Alternatives to the formation of slum settlements;
- Improved living conditions in underserved settlements, and;
- Rebuilding of communities affected by disaster and conflict.

However, the extent to which these different results are integrated into achieving the main objective (of improving access to adequate housing for all) is unclear as programme implementations seem somewhat independent. Moreover, programme achievements are expressed through very different indicators, and contributions to this objective are not reported.[18]

The programme portfolio is thus relatively consistent with the Comprehensive Housing Approach Framework, especially concerning the country level activities. The findings of this relevance analysis are presented in section 6.1.1 Relevance.

TOC

The analysis of how the Housing Approach has been implemented in Myanmar has enabled the evaluation team to draw up a country level TOC. Adapted from the Comprehensive Housing Approach Framework TOC, the following Figure 17 details the characteristics of the Myanmar Housing Approach.

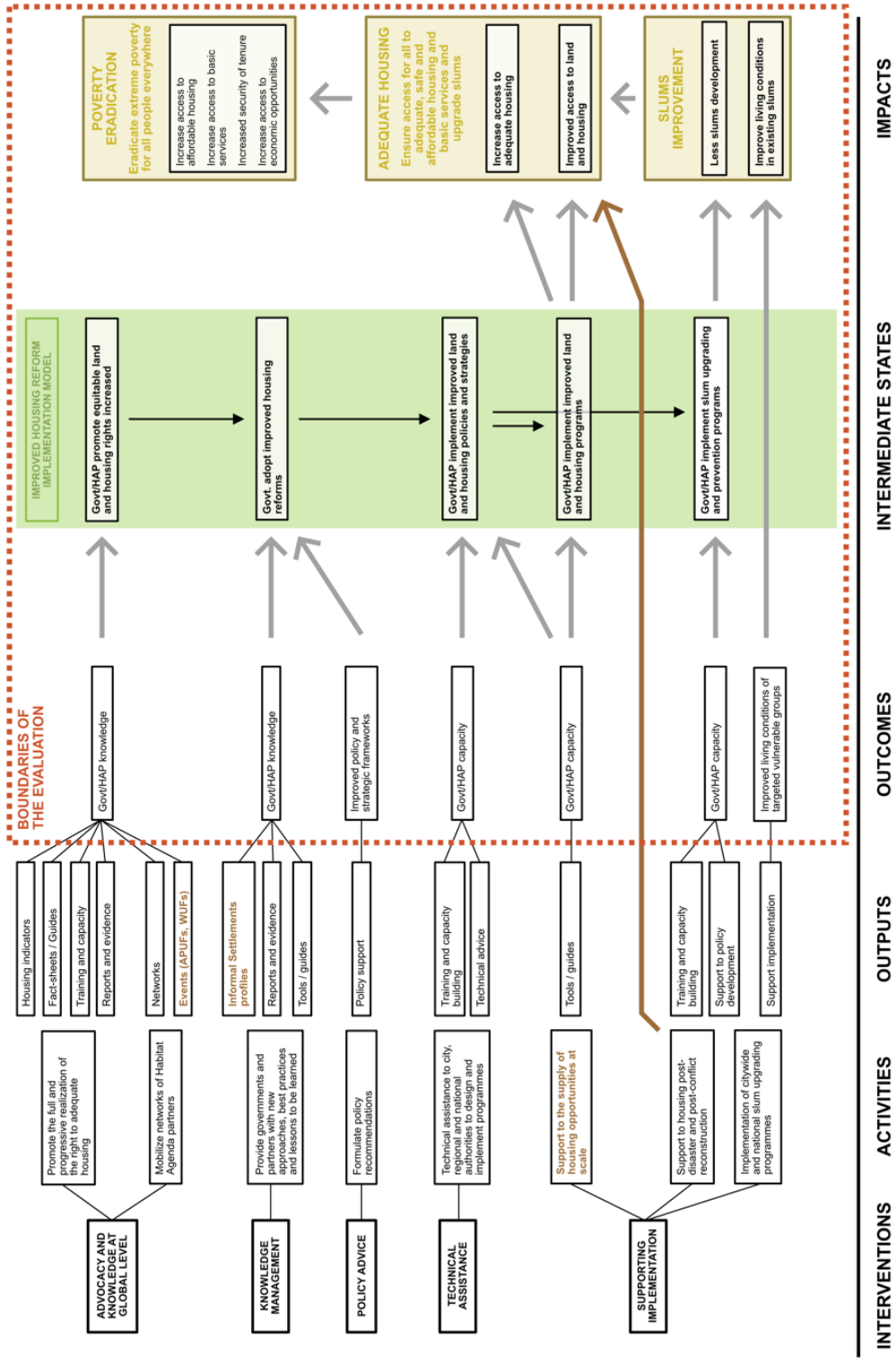
The coverage of the Housing Approach implemented in Myanmar is highly consistent with the Comprehensive Housing Approach Framework. However, the outcomes that the programmes implemented aim to achieve are disconnected, and do not seek to cumulate their effects toward achieving one specific objective. The programmes are implemented in an independent manner and target different outcomes, such as improving slum dweller living conditions, the provision of new housing, policy improvement, post-disaster reconstruction and improvements. This is especially apparent in the review on the CO programme presented in the "10 Years in Myanmar" report.[19]

One specific feature of the Housing Approach implementation in Asia is that it includes a lot of post-disaster interventions, as these enable UN-Habitat to have a direct impact on the living conditions of the targeted vulnerable groups.

18 UN-Habitat, 10 Years in Myanmar, 2018

19 UN-Habitat, 10 Years in Myanmar, 2018

Figure 17. TOC of the Myanmar Housing Approach implemented



Source: Author

Comparative Case Studies

Mongolia

Since 2006, UN-Habitat has supported the Government of Mongolia and Municipality of Ulaanbaatar City in the informal ger areas.

UN-Habitat has introduced the participatory planning and development approaches into the country's conventional urban development and planning systems, and has conducted 6 consecutive implementation projects in informal areas. These operational activities have been supported by capacity-building components, which have resulted in normative frameworks being produced at national and city level, as well as action plans at community level. The work in informal areas of Ulaanbaatar City has mainly focused on upgrading through the provision of basic services such as water and sanitation, as well as on improving access to health. This is consistent with the successive UNDAF (2012-2016[20] and 2017-2021[21]), one main focus area of which is improving service provision.

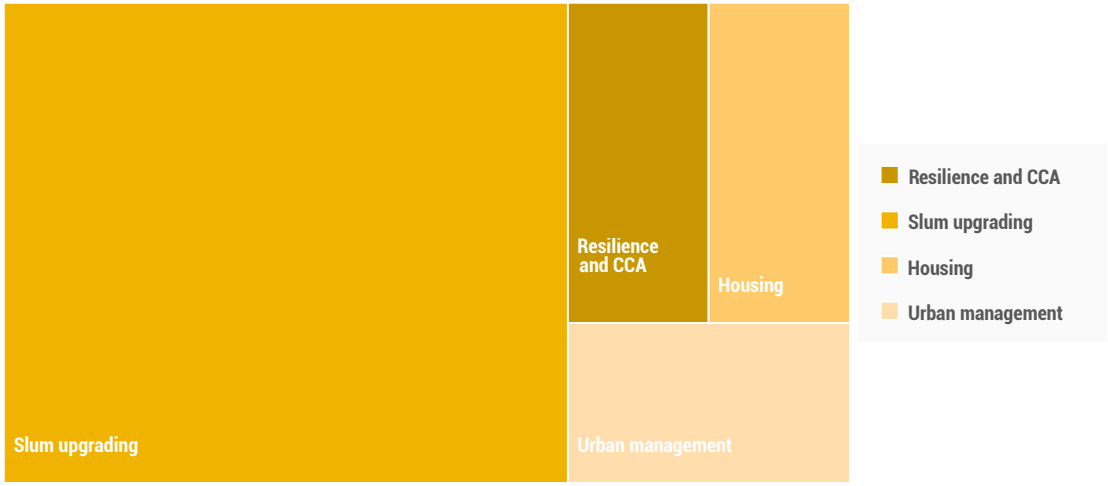
More recently (since 2016), the Mongolia CO has engaged in a vast affordable housing programme with ADB that aims to produce 10,000 housing units within the next 10 years.

The multi-storey housing is being produced with targets for both middle and low-income households. A pre-feasibility phase was completed in 2018, and the municipality has recently approved the programme's implementation. As in many countries of the region, UN-Habitat has recently initiated a resilience and climate change adaptation programme. This aims to develop "community-driven small-scale protective and basic services interventions". The Mongolia CO programme portfolio timeline is presented in Annex 2.

As shown in Figure 18 and Figure 19, the Mongolia CO programme portfolio is relatively small, with 9 programmes implemented since 2008 for an overall budget of US$12 million, broken down as follows:

- Slum improvement 6 programmes – US$7 million;
- Resilience and CCA 1 programme- US$4 million;
- Housing 1 programme- US$0.1 million;
- Urban management 1 programme- US$0.1 million.

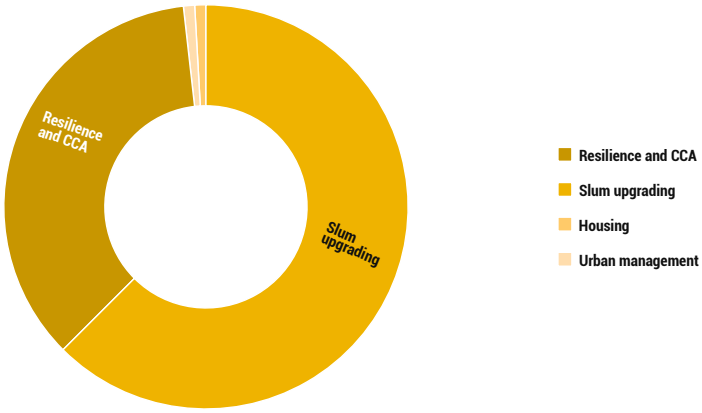
Figure 18. Mongolia CO programme portfolio (number of programme topics)



20 The United Nations Development Assistance Framework 2012-2016

21 The United Nations Development Assistance Framework 2017-2021

Figure 19. Mongolia CO programme portfolio (budget breakdown)



Sri Lanka

UN-Habitat started working in Sri Lanka back in 1978. The history of the country programme is characterised by the cooperation between the Government and UN-Habitat and by the flagship "People Process" approach developed in Sri Lanka in the 1980s.

With the definition of the "People Process" approach, UN-Habitat initiated participatory housing in Sri Lanka as part of a pro-poor settlement upgrading programme, which aimed to assist low-income and informal workers to obtain access to better housing.

The slum upgrading and resettlement programmes not only focus on housing, but they also include strong infrastructure, services and land tenure components. UN-Habitat's infrastructure programmes are implemented using the participatory "People Process". UN-Habitat has been partnering with community organisations, local governments, divisional coordination committees and expert NGOs on implementing water and sanitation projects. During the implementation of its housing and resettlement programmes, UN-Habitat has assisted households to secure land tenure rights.

UN-Habitat Sri Lanka has also developed housing finance initiatives. Working in partnership with the Government of Sri Lanka, UN-Habitat has secured US$2,000,000 to establish a revolving credit enhancement fund.

Parallel to its work on housing and slum upgrading, UN-Habitat has been assisting the Sri Lankan population to mitigate the impacts of natural/manmade disasters. UN-Habitat notably supported Sri Lanka in the aftermath of the 2004 Indian Ocean Tsunami. UN-Habitat's activities ranged from advocacy and policy advice, coordination and partnership-building, implementing housing recovery and reconstruction projects, and technical assistance.

At the end of the conflict between the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam (LTTE) in 2009, UN-Habitat facilitated the reconstruction of houses and community infrastructure facilities in the affected provinces.

UN-Habitat Sri Lanka CO has also been involved in promoting improved urban governance and inclusive urban planning. UN-Habitat has also engaged in economic development activities and environmental and climate change programmes.

Currently, UN-Habitat is assisting Sri Lanka with post-disaster reconstruction, climate change and disaster risk reduction, water and sanitation, low-income settlement upgrading, and urban planning. Since 2008, the Sri Lanka CO has implemented 45 programmes for a total budget of US$94 million:

- Post-disaster and post-conflict interventions 29 programmes – US$76 million;
- Slum upgrading 5 programmes – US$5 million;
- Housing and resettlement 4 programmes – US$13 million;
- Resilience and climate change adaptation 3 programmes – US$1.3 million;
- Urban management 2 programmes – US$0.4 million.

The Sri Lanka CO programme portfolio timeline is presented in Annex 3.

Figure 20. Sri Lanka CO programme portfolio (per sector)

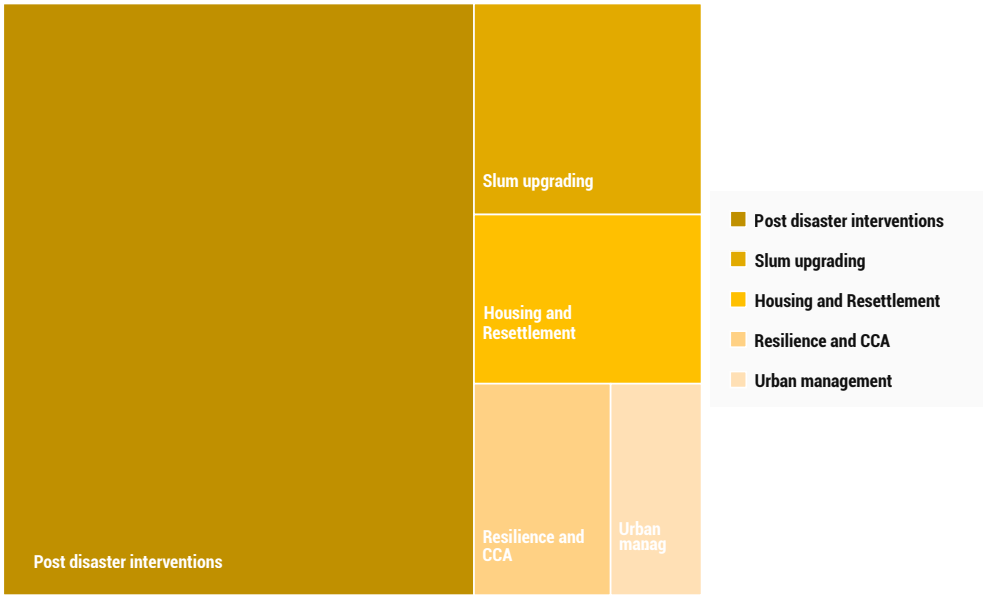
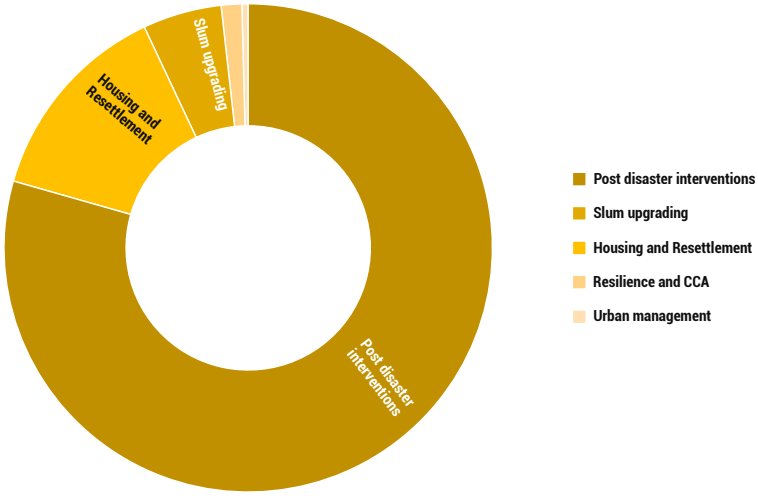


Figure 21. Sri Lanka CO programme portfolio (per budget)



5. THE MYANMAR CASE STUDY EVALUATION METHODOLOGY

The Purpose of the Country Case Studies

Myanmar is one of the 4 country case studies to be included in the global evaluation. The other three are Zambia, Mexico and Iraq. The cases represent one of three levels of analysis for each region:

- Level 1: portfolio analysis of available data for the region. This is complemented by a survey sent to regional and country offices.
- Level 2: comparative country analysis for 3 countries in each region. This is based on analysis of country data and key informant interviews, but does not include country visits.
- Level 3: country case study-based and data collection and analysis and stakeholder interviews.

The purpose of the evaluation, as defined in the Terms of Reference (TOR) is to provide evaluative lessons and recommendations that could be used to influence future decisions concerning UN-Habitat's approach, and to encourage the use of results-oriented approaches in current and future housing policies, strategies, programs, projects and processes with the intent of achieving greater impact. The Myanmar evaluation is one of several case studies designed to help understand how UN-Habitat global policies and programs operate within different country contexts, and to assess how effectively a global housing approach can be implemented in widely different country contexts.

The review of housing approach implementation in the Asia-Pacific region does not include country visits. The country visits were organised as part of the inception phase of the evaluation and, due to time constraints, 3 country visits were initially planned. Priority was given to conducting visits to Latin America, Arab States and Africa due to ease of travel and language, and based on suggestions from UN-Habitat HQ.

Selection of the Country Case Studies

The country case study and comparative countries were selected following a process of data collection and analysis to identify:

- Main housing trends in the region, through a documentation review (Habitat III reports, UN-Habitat country documents) and UN-Habitat staff interviews (at global and regional level);
- The type of housing interventions implemented at country level, using the information available in PAAS;
- The main adequate housing achievements at country level, through activity report analysis.

The review of the portfolio identified strong Housing Approach Framework consistency in Afghanistan, Myanmar, Sri Lanka, and Vietnam, where both normative and operational interventions on housing have been implemented.

The Afghanistan portfolio is extremely large and complex and is a very specific case. It was agreed that it was thus not the best portfolio from which to identify lessons and recommendations to apply in other contexts.

The three remaining countries were well-represented at the regional level, both geographically with a representation of eastern, western, southern and northern Asian countries, and in terms of housing trends (varied rate and growth of urbanisation and slum dwellers).

Although the history and achievements of UN-Habitat programmes in Sri Lanka contributed greatly to the development and specification of UN-Habitat housing interventions in Asia, Myanmar was chosen for the regional case study because of the holistic approach to housing developed in the country and the large coverage of the Housing Approach Framework.

Therefore, the main country case study selected for the region is Myanmar, and the comparative case studies are Mongolia and Sri Lanka.

The proposed evaluation design framework

Box 1 summarizes the main steps in the design and implementation of the Myanmar country evaluation. Each step is described in the following sections.

Box 1. The proposed evaluation design for the Myanmar case study

Step 1: Defining the key questions to be addressed in the evaluation.
These were adapted from the Terms of Reference and the Inception Report.

Step 2: Defining the housing approach framework
UN-Habitat Myanmar does not have a clearly defined housing approach or programme strategy against which to assess performance. So, the evaluation constructed a "comprehensive housing approach framework" [CHAF], derived from key UN-Habitat strategic documents at global level, to use as a reference against which to compare actual CO activities.

Step 3: Defining the evaluation design
The design included the following elements:

a. Constructing a theory of change describing how the UN-Habitat programme intended to achieve its objectives, and to identify the key assumptions and hypotheses to be tested.
b. Conducting a historical analysis of how the programme has evolved over time and how it has responded to changes in government policy and the changing country context.
c. Defining a matrix, based on the housing approach framework and the theory of change, which was used to identify the main areas covered by the country programme and to compare these with the comprehensive housing approach.
d. Estimating the value-added of UN Habitat's contribution to the formulation and implementation of housing policies and programmes.
e. Assessing programme impacts on poverty.

Step 4: Data collection
Data collection combined:

a. Analysis of the programme portfolio in Myanmar and comparative case studies.
b. A review of available secondary data from the government, UN-Habitat and other sources.
c. A survey sent to the country office requesting detailed information on the country programme.
d. Key informant interviews.

Step 5: Data analysis and report preparation
Data analysis involved using the housing programme matrix, the theory of change, and the value-added framework to compare actual programme activities with a comprehensive housing strategy. However, unlike a conventional evaluation which assesses how well a programme has performed compared to defined goals and objectives, the present evaluation compares what has been achieved with what a comprehensive housing programme would involve. Nevertheless, there is no expectation that the country programme could, or should cover all aspects of this comprehensive programme, and the evaluation does not pass judgment on the programme. Instead, the evaluation provides a framework for UN-Habitat and other stakeholders to review and assess current activities and to draw lessons for future policy and programme directions.

Based upon the assessment of the kinds and quality of data availability, the evaluation strategy has been to combine a number of different sources to construct a "comprehensive housing approach framework" which includes all of the elements discussed in UN-Habitat strategic documents. This provides a framework for comparing the areas on which the Myanmar program has focused, the main achievements and the areas that have received less attention. However, the evaluation does not pass judgment on the program focus and there is certainly no expectation that the Myanmar program with its resource constraints could or should address all areas of the comprehensive framework. The purpose of this, and the other country case studies is to provide a framework and reference point for UN-Habitat to assess current performance and how programs have evolved over time.

Step 1: Defining the key evaluation questions

The country case studies respond to the key objectives of the global evaluation although some questions can only be fully addressed at the global level. The 4 objectives defined in the TOR are:

- To determine to what extent identified changes in adequate and affordable housing and poverty reduction can be attributed to UN-Habitat's approach
- To determine to what extent UN-Habitat's approach influenced political commitment to adequate and affordable housing
- Assess impact on poor and vulnerable groups
- Assess how cross-cutting issues such as gender, youth and climate change have been addressed.
- Identify lessons and make recommendations.

The Inception Report also defines a set of key questions to be addressed

Step 2: Defining the housing approach framework and the criteria against which the UN-Habitat Myanmar housing program will be assessed.

The evaluation has identified a number of documents that could be used to describe the elements of the UN-Habitat housing approach for Myanmar. This will be compared against the Comprehensive Housing Approach Framework The reference documents included:

- UN-Habitat Country Programme 2014-2016, and;
- Documents reflecting the UN housing approach at the reginal and Myanmar level.

This analysis identified 16 strategic priorities and 10 areas of intervention (see Table 12 and Table 13). These were combined into a matrix. These priorities and intervention areas build on UN-Habitat global documents.

These sources were combined to provide two complementary evaluation frameworks:

- A matrix for locating the current UN-Habitat Myanmar program within the comprehensive Housing Approach framework.
- What are the areas on which the current program focuses? What are the strengths/relevance of different areas of intervention? How have the different areas of intervention evolved over time?
- A theory of change, based on UN-Habitat's global framework, adapted to the evaluation context. The TOC is discussed below.

Step 3: Defining the evaluation design

Step 3.1 Constructing the theory of change

The TOC can be represented in one or more figures (depending on the level of detail and disaggregation) showing the intended implementation process for each of the 5 activity areas[22], together with process and causal linkages between the different stages and a set of assumptions about how the mechanisms of transformation will work. Different processes can be rated in terms of their validity or adequacy and the ratings can be represented in the figure (for example using numbers or colours). More detail can be provided for each country, but the more detailed country specific TOCs will retain the same structure so that different countries can be compared among each other and with the generic TOC.

The TOC can contribute to the evaluation in several ways:

- To describe and test the model of how the program is intended to be implemented and to test the validity of the assumptions at each stage of the model. This will include a focus on identifying and testing the assumptions linking the different stages of the TOC (activities, outputs, outcomes, impacts)
- To compare the scope and focus of the constructed UN-Habitat country housing program with the generic UN-Habitat housing model
- As a graphical representation of the focus, strength and quality of each area of the TOC. This can be done by using colours or numbers (ratings) for each cell.

Step 3.2 Historical analysis of how the program has evolved over time.

Documents and key informant interviews are used to present a narrative of how the Myanmar country program has evolved over time in response to changes in government housing policy, the national and international context and evolving international policy dialog on adequate housing.

22 The 5 activity areas are: (i) Advocacy and knowledge at global level, (ii) knowledge management, (iii) policy advice, (iv) capacity development and (v) supporting implementation.

Step 3.3 Defining a framework to compare the Myanmar country program with a comprehensive housing approach.

As discussed above two frameworks (models) are developed to locate the Myanmar country program within the broader UN-Habitat Housing Approach. The first comprises two tables: Table 10 assesses how adequately Myanmar CO activities and supporting regional activities address the normative and operational elements of the UN-Habitat housing approach, and Table 15 assesses how adequately housing strategic guidelines are addressed in the Myanmar CO program. In both tables the level of country program activity is rated for each item for the current period and possibly at different points in the past. The second framework is the theory of change where the level of activities is rated for each stage of the process described in the TOC and critical assumptions are tested.

Step 3.4 Assessing the value-added of UN-Habitat's contribution to adequate housing policies and programs in Myanmar

The Inception Report proposed exploring the possible application of contribution analysis (CA) to assess the contribution of UN-Habitat to the observed changes in housing policies and programs in Myanmar. As discussed in the Pilot (Mexico) case-study Report, based on a more detailed review of the available data at global and country level it became clear that it would not be possible to conduct a complete CA using John Mayne's methodology.

In the case of Myanmar where a visit was not be conducted the alternative VAA methodology, as developed in Mexico was not possible. The assessment of the value added of UN-Habitat's contribution to adequate housing has been addressed through documentation review and interviews. It covers:

- Contribution to the improvement of national housing policies;
- Contribution to the implementation of housing framework;
- Contribution to the realization of adequate housing for all, ands;
- Contribution to poverty reduction and to the inclusion of other vulnerable groups.

Step 3.5 Assessing program impacts on poverty

One of the questions to be addressed in the global evaluation concerns the extent to which UN Global housing programs have affected the levels and distribution of poverty. In the case of Myanmar, the country programs have not targeted reduction of poverty and no program evaluation has been conducted. However, the CO has implemented many programs targeting low-income and vulnerable population and has produced data on socio-economic situation is some informal settlements. These studies will be reviewed but it is not clear whether they will provide any information relevant to the assessment of housing program impact on poverty reduction.

Step 4: Data collection

a. The nature of the programs does not permit the use of experimental or quasi-experimental designs. The role of UN-Habitat is normally to support programs initiated by government or sometimes civil society, and UN-Habitat is not able to control when and how programs are designed or implemented, and consequently it is not possible to introduce experimental controls (assigning some communities to experimental and some to control groups. Furthermore, it is rarely possible to have access to large-scale survey data so that so that quasi-experimental designs (for example using survey data to construct comparison groups through techniques such as propensity score matching. Consequently, the most common data collection methods are the following:

- Analysis of program portfolio in Myanmar and comparative case studies
- The program portfolio includes review of the kind, budget, timeline and, to a certain extent, achievement of programs implemented at country level.
    - The program portfolios are compiled with the PAAS system and thus may include some lack of programs of information.
- Analysis of program documents and other secondary data.
- Key informant interviews
- Where possible two or more sources of information are combined using triangulation to strengthen validity and compare different perspectives and interpretations.

Step 5: Data analysis

The main analytical methods include:

- Tracking program implementation processes and achievements using the TOC. This will also assess the validity of the assumptions on which the different policy and operational activities are based.
- Assessing the focus and coverage of UN-Habitat Myanmar program activities using the comprehensive program frameworks discussed in Step 1.

Women sells fresh vegetables on the market in Yagon Myanmar. © Shutterstock/Rininii

6. FINDINGS FOR MYANMAR

The findings cover all evaluation questions on the housing strategies and programmes implemented at country level in Myanmar.

For the purposes of comparing the relevance and impact of Myanmar housing programmes at the regional level, key findings from the comparative case studies of Mongolia and Sri Lanka are used.

Relevance of the UN-Habitat Myanmar programme for promoting a comprehensive housing policy

Relevance assesses how effectively the Myanmar programme is aligned with the different elements of the Comprehensive Housing Approach Framework.

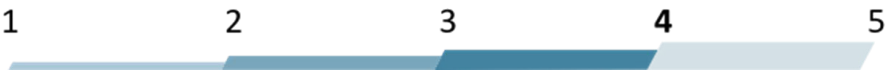
The findings are summarised in Table 9. The relevance of the country programme was rated on 9 aspects where a rating of 1 indicates no relevance and a score of 5 indicates the aspect was highly relevant.

The Myanmar country programme was rated as relevant on consistency with the Comprehensive Housing Approach Framework. It was rated as highly relevant on Policy Advice, significantly relevant on Programme Implementation, Cross-Cutting Issues, Value-added and Consistency with Policies of Country Partners. The other aspects were rated as moderately relevant or lower. Overall the value-added of the country programme was rated as moderately relevant. Each aspect is discussed below.

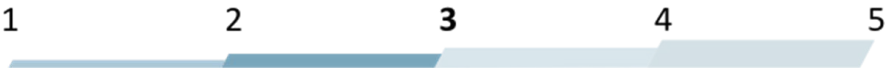
Rickshaws on Maha Bandoola Road in Chinatown in Yangon, Myanmar. © Shutterstock/Nok Lek

Table 9. Relevance of the UN-Habitat Myanmar Country Programme

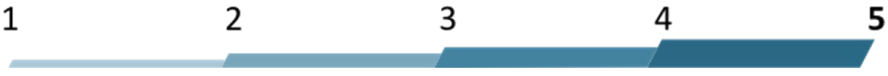
1. CONSISTENCY OF COUNTRY PROGRAMME WITH COMPREHENSIVE HOUSING FRAMEWORK



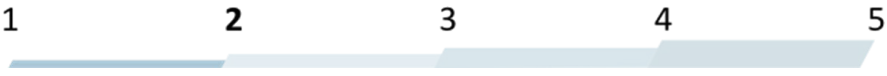
2. KNOWLEDGE MANAGEMENT



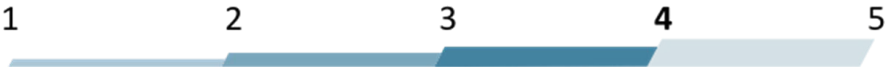
3. POLICY ADVICE



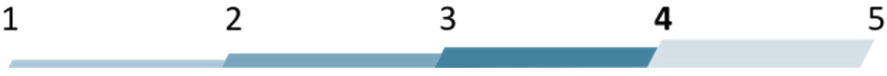
4. TECHNICAL ASSISTANCE



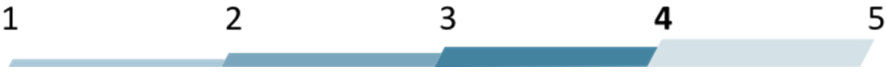
5. PROGRAMME IMPLEMENTATION



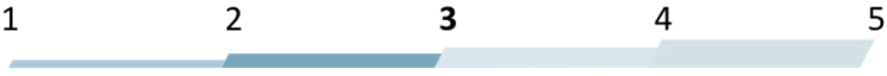
6. CROSS-CUTTING ISSUES



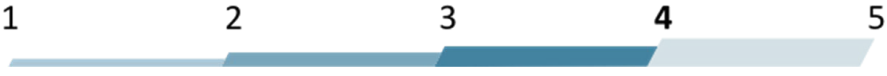
7. CONSISTENCY WITH POLICIES OF COUNTRY PARTNERS



8. RELEVANCE OF THE GLOBAL FRAMEWORK



9. VALUE-ADDED OF THE COUNTRY PROGRAMME



Rating code: 5 = Highly relevant; 4 = Significant relevance; 3 = Moderately relevant; 2 = Limited relevance; 1 = No relevance.

Consistency of the country programme with the Comprehensive Housing Approach

The Myanmar housing programmes review has revealed that the programme portfolio is highly consistent with the Comprehensive Housing Approach Framework; however, the programme portfolio is not implemented in an overall strategic manner but rather as separate projects. All programmes together cover the principles and objectives of the Housing Approach, but they are not intended to pursue common pre-defined country-specific objectives.

The UN-Habitat staff interviewed at the Myanmar national level, as well as at the Asian and Pacific regional level, do not consider that the strategies developed at local level are significantly influenced by a global approach. The "People Process" is more often referred to for common guidance, despite it only providing methodological guidance. Strategic guidance instead tends to be informed by the local housing contexts with which UN-Habitat COs are usually highly familiar. The synergies of strategies between countries also seem quite rare, which is understandable at the broad regional level but less so at the sub-regional level where similar trends and dynamics can be found.

Despite this lack of common strategies and programme integration the activities implemented and the expected outcomes remain consistent, to a certain extent, with the components of the Comprehensive Housing Approach.

Advocacy and knowledge at the global level:

Several global events have been organised by UN-Habitat in Asia. These include the World Urban Forums 4 (2008, China) and 9 (2018, Malaysia), and the Asia-Pacific Urban Forums, held every 4-5 years. These events bring together urban stakeholders from local and national governments, financial institutions, civil society, academia, and the private sector.

They play an important role in promoting global housing agendas, sharing knowledge and experience, and facilitating regional networks.

These events are reported to be mostly effective at the regional level, as they bring together the regional practitioners and authorities.

The exchange of experience is also highly developed at the regional level, as demonstrated by the flagship "People Process" developed in Sri Lanka and adapted in many countries of the region. Some UN-Habitat staff regret that the successful approaches developed at the regional level have not been more widely disseminated at the global level through guidance notes and the documenting of experience.

Knowledge management:

The Myanmar UN-Habitat CO has produced three key information products, namely the "Rapid Urban Diagnostic" in 2016, a mapping of informal settlements in the country (2017), and a detailed review of Myanmar's housing sector.

The informal settlement map is acknowledged as being the key information document on slums in the country. The mapping exercise identified 423 informal areas, and enumeration and a socio-economic assessment have been conducted in 33 of these. The study has notably enabled an estimate of the population of slum dwellers in Yangon to be drawn up and has provided key information on the living conditions and aspirations of the urban poor.

Policy advice:

The Myanmar UN-Habitat CO supported the Government with the institutional reform undertaken in 2011. This support is consistent with the UN-Habitat country strategy (Thematic Focus Area 1) and with the UNDAF objective of supporting policy and legislative reform, especially in terms of decentralisation. The CO has supported the development of many key housing policies, including the National Housing Policy Framework, the National Housing Policy and Strategy, the Myanmar National Building Code and the National Urban Policy Framework.

The Myanmar CO's involvement in normative work is rather unusual for the Asia and Pacific Region. Most of the CO tend to focus their interventions on programme implementation, which impacts on policy yet is not their primary objective. However, this does not prevent significant policy achievements from being made through interventions. For instance, post-disaster and post-conflict contexts in Sri Lanka have enabled the development of building standards and resettlement policies while, in Mongolia, the implementation of progressive slum upgrading approaches has influenced improvements to municipal and national urban policies.

The policy components of post-disaster and post-conflict interventions should not be overlooked. The involvement of UN-Habitat in supporting the management of reconstruction or resettlement responses has led the agency to develop intervention strategies and policies that have influenced the entire response framework. These policies are also likely to influence the country frameworks, as in the example of the Sri Lanka Building Code, which incorporates standards developed during the post-tsunami reconstruction process.

Technical assistance

The technical assistance interventions in Myanmar are also unique within the region, as the support provided by the CO on political reform has been accompanied by technical assistance activities. UN-Habitat has notably supported the establishment of the Urban Research and Development Institute (URDI) and the Urban Resources Centre, Training and Capacity Building for Urban Transformation, as well as the development of the Disaster Management Training Centre, and the delivery of training to numerous officials on disaster management and urban governance and planning.

In terms of housing, UN-Habitat has provided technical assistance to the Government of Myanmar, and to the Ministry of Construction especially, by researching and developing knowledge on housing.

With regard to its operational activities, the Myanmar CO is consistent with the approach of the other ROLAC COs as it supports the authorities and housing stakeholders involved to take ownership of innovative and improved approaches. To this end, community approaches such as the "People Process" are intended to be incorporated into housing partners' practices.

Similarly, housing projects always include training and capacity-building for local professionals, from carpenters to engineers, as well as local public awareness-raising on DRR or CCA.

Implementation

As in the other ROLAC COs, the UN-Habitat portfolio in Myanmar includes a large proportion of operational activities, including post-disaster and post-conflict interventions, slum upgrading, low-income housing construction and DRR and CCA activities.

As in other COs within the region, the programmes implemented in Myanmar do not usually target housing as a stand-alone objective, but instead this is incorporated into broader improvements to living conditions. Furthermore, many living conditions improvement programmes do not include housing construction or improvement. This is because, in many contexts, the most critical identified priority for ensuring adequate housing is the provision of and access to basic services, hence there are a lot of WASH and infrastructure interventions. In the case of Mongolia, for example, the cultural adequacy and habitability of the ger tents were not the most critical issues, the problem was mostly the very low access to services, especially WASH, health and education, topics on which the slum upgrading programmes in Ulaanbaatar all focused. In Sri Lanka, one important component of the IDP resettlement programme implemented at the end of the civil conflict involved the reconstruction of water and sanitation infrastructure in order to trigger the return process and reconstruction of homes.

A large proportion of the ROLAC COs' operational activities are post-disaster and post-conflict interventions. For example, these account for up to 80% of the portfolio budget in Sri Lanka. As explained above, these post-crisis interventions are not limited to operational interventions and can also include policy advice, technical assistance or advocacy.

One specific feature of the post-crisis interventions is their scale, as the programmes implemented usually target several thousands of beneficiaries. The scale of these programmes can range from local to national level, as in the case of the post-conflict reconstruction programmes in Sri Lanka. This enables UN-Habitat to directly address the needs of many people within vulnerable or affected groups.

Cross-cutting issues

All cross-cutting issues are included in the Asian programme portfolios reviewed.

Providing direct assistance to vulnerable people also enables UN-Habitat to address the needs of vulnerable and marginalised groups such as the disaster-stricken poor, the elderly, female-headed households, young people and people with disabilities. The programmes developed in Myanmar to improve access to schools, WASH in schools and to construct multi-purpose schools have directly benefited more than 15,000 children.

Many programmes at regional level incorporate gender equality by empowering women within participatory and governance processes, prioritising the selection of female-headed households for housing support, or by encouraging women to take up vocational and leadership training. The Myanmar programme portfolio has developed a strong gender approach, and the 10-year results review shows a high level of female participation in the supported committees (Village Recovery Committees, Shelter Committees, Village Development Committees) and Community Action Plans. UN-Habitat's "People Process" is a key contributor to social inclusion as it promotes the participation of all stakeholders.

Climate change adaptation and resilience is also an important area of work for the Asia-Pacific UN-Habitat COs, and many countries are developing programmes linking CC issues with housing. This has already been acknowledged as a UN-Habitat core expertise in Asia.

These programmes raise awareness on vital environmental issues and assist communities to mitigate the impacts of climate change through planning and pilot demonstration projects. These activities are specifically developed in Myanmar where programmes on coastal communities in particular have provided both policy support and direct assistance to vulnerable populations.

The promotion of housing rights has been reported as not being a central focus of the COs' strategies in Asia. Some UN-Habitat staff also acknowledged that, despite its great results, the "People Process" is not the best tool for ensuring security of land tenure, as the process is often based on existing tenure relationships, which are generally informal. However, in Myanmar, promoting the security of land tenure is incorporated in all the programmes, whether post-disaster interventions or slum upgrading and resettlements.

As demonstrated above, the review of the housing programmes reveals that there is extensive coverage of the adequate housing criteria at portfolio level, but the analysis does not make it possible to verify that each programme covers all criteria.

Consistency of the Housing Approach with country partners' priorities and approaches

The housing programmes implemented are estimated to be very consistent with the country partners' priorities and approaches, as well as with the population needs.

It is the local and national authorities that most frequently request the support provided by UN-Habitat. The policy support provided by the Myanmar CO to the government of Myanmar aligns with the goals of the Government of Myanmar to reform urban and housing frameworks, while targeting sustainable development goals. At local level, UN-Habitat Myanmar CO has formalised a collaboration with 23 townships and signed an MOU with the 4 main cities. In addition, UN-Habitat is collaborating with many ministries and institutions.

The Myanmar CO is working with many development actors in the country with whom it aligns its approach. These working relationships include:

- A coalition with NGOs (PLAN, HI, Oxfam, etc.) and development partners (WB, ADB, Japan, etc.);
- Collaborations with other UN agencies on cross-cutting issues (including human rights, climate change and gender) or on more specific matters, as in the case of the collaboration with OHCHR on the slums of Yangon and on HLP-related issues in Rakhine;
- Partnerships with civil society (professional organisations including engineers and architects, universities, etc.).

The alignment of the Myanmar CO approach with development partner priorities is also demonstrated by the fact that the country programme is consistent with the priorities of the UN Strategic Framework.

Ulaanbaatar, Mongolia. © Shutterstock/saiko3p

The relevance of the assistance provided by UN-Habitat to vulnerable or affected populations is also deemed to be very high, as the support is most often provided in post-disaster and post-crisis situations where the agency aims to respond to the most immediate needs of the population while fostering a rapid recovery process. Moreover, through the "People Process" and thanks to the CO's extensive knowledge of local housing contexts, the implementation of housing programmes is consistent with local housing production systems.

Relevance of global frameworks to the Myanmar housing context

UN-Habitat's Country Programme aligns with the goals of the Government of Myanmar and the priorities of the UN Strategic Framework to contribute to the achievement of the MDGs and SDGs.

The Thematic Focus Area 2 objective of the UN-Habitat country strategy, namely "adequate housing for all, improved living conditions for the poor, and security of tenure", is consistent with the Habitat Agenda, the MDGs and the SDGs.

The review of the 2014 Census conducted by the government of Myanmar shows significant discrepancies between the criteria used to define the qualitative housing deficit in the surveys and the adequate housing criteria acknowledged at global level. The reference to the adequate housing criteria made in the national housing policy preparatory document has not been retained in the formulation of the official National Housing Policy and Strategy. This can be perceived as a limitation for understanding and addressing the comprehensive aspects of housing.

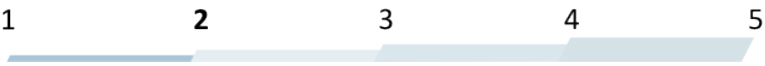
The support to housing reform provided to the government by the Myanmar CO is also consistent with the GHS policy promoted at global level by UN-Habitat, as is the promotion of identifying alternatives to forced eviction and the diversification of adequate housing solutions.

Estimating the impact of the Housing Approach

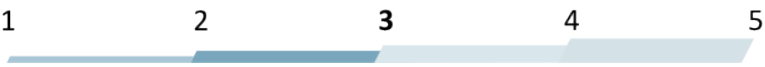
An impact assessment seeks to determine the extent to which the intended impacts have been achieved, and the degree to which the changes can be attributed to the effects of the UN-Habitat Myanmar interventions. Consistent with the evaluation scope and questions, this study does not assess the programme efficiency or effectiveness to deliver outcomes, nor does it verify their intended outputs and outcomes. Table 10 summarises the main findings with respect to impacts. Each area is discussed below.

Table 10. The Impact of the UN-Habitat Myanmar Country Programme

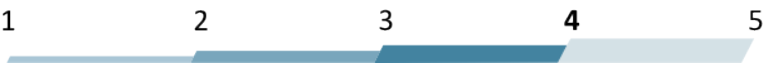
1. ADVOCACY AND KNOWLEDGE AT GLOBAL LEVEL



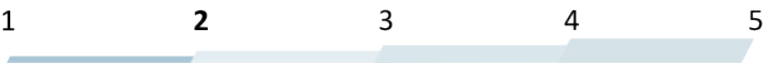
2. KNOWLEDGE MANAGEMENT



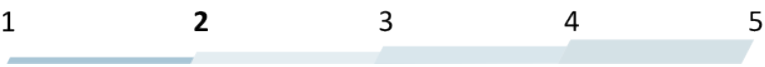
3. POLICY ADVICE



4. TECHNICAL ASSISTANCE AND CAPACITY DEVELOPMENT



5. SUPPORT TO PROGRAMME IMPLEMENTATION



Rating code: 5 = High impact; 4 = Significant impact; 3 = Moderate impact; 2 = Limited impact; 1= No impact.

Advocacy and knowledge at global and regional level

The promotion of adequate housing rights is not a developed area of work within the Myanmar CO. No programmes include the advocacy or promotion of adequate housing rights[23]. This task has been left to other organisations, such as OHCHR.

The Myanmar CO has, however, had significant results in influencing the authorities' position on relocating slums and people living in informal settlements. This has been achieved by building up the authorities' knowledge on the slum dwellers' living conditions and by supporting the exchange of experiences and best practices with other regional countries.

These exchanges have been organised during regional events arranged or supported by UN-Habitat, such as the World Urban Forums held in Asia (editions 4 and 9), the Asia-Pacific Urban Forums, and the Asia-Pacific Housing Forum. The Myanmar CO has encouraged the sharing of best practice and experiences on alternatives to forced eviction and large-scale displacements between the Myanmar government and representatives of governments or institutions from Sri Lanka, India, Thailand and Indonesia.

23 Source: UN-Habitat Myanmar website: https://unhabitat.org.mm/projects/

Knowledge production, analysis and dissemination

UN-Habitat has developed several key knowledge documents in Myanmar.

The most frequently acknowledged document in interviews, and the most cited in the reviewed documentation, is "Mapping Yangon: The Untapped Communities[24]", which includes the mapping of the 423 informal settlements found in Myanmar, a survey of 33 informal settlements and the enumeration and socio-economic assessment and mapping of 4 major informal settlements in Yangon. This survey was part of the Yangon Informal Settlements – Resettlement Programme (YIS-RP) implemented between 2015 and 2017. This work has proved very important for two reasons. Firstly, it has helped build knowledge on slum dwellers in Myanmar and in the capital city of Yangon and, secondly, it demonstrated slum dwellers' capacities to participate in slum upgrading interventions, as well as their willingness, in some cases, to relocate to a formal settlement. The document also provides detailed information on livelihoods and economic situations and highlights the strong link between living area and economic opportunities. This document has informed the improvement of several urban and housing policy documents at local and national levels.

In 2008, UN-Habitat Myanmar CO also developed a study on the shelter construction process used by international agencies and NGOs, identifying both gaps and opportunities and providing recommendations to enhance the effectiveness of projects to construct disaster resilient shelters. This study highlighted the need to update the Myanmar Building Code.

Another key knowledge product is the Rapid Urban Diagnostic Report developed in 2016 to support the establishment of the National Urban Policy Framework, and leading to the adoption of an improved National Housing Policy. On land issues, the assessment of land administration capability (2012-2016) supported the modernisation of the land administration and management system.

The Myanmar CO has not developed a National Housing Profile. This classic report by UN-Habitat, produced in many countries in the region[25] is usually the first step in the process of reforming legal and policy frameworks for housing.

Policy Advice

UN-Habitat claim to have supported 18 countries in the region with developing housing and urban-related policies and assisted more than 100 cities with implementing sustainable urbanisation and housing and slum prevention and upgrading policies. In Sri Lanka, as in many other Asia-Pacific region countries, the major achievements include the adoption of the National Housing Policy in 2016. In Mongolia, the focus has been more on slums, with the adoption of several national and city-wide slum upgrading policies and strategies[26].

Housing

The policy component of the Myanmar housing approach is highly developed, largely due to the political reform that has been taking place in the country since 2011. As mentioned by UN-Habitat staff and stakeholders, the authorities in Myanmar have been very receptive and have requested support with policy reform. They have also demonstrated great commitment in improving the existing framework. For example, more than 400 participants were involved in work to develop the National Urban Policy over a period of 4 years.

The results achieved include the development and adoption of the:

- National Urban Policy Framework, 2016;
- National Housing Policy White Paper, 2016;
- National Housing Policy & Strategy, 2017;
- Myanmar National Building Code, 2016.

The National Housing Policy & Strategy, adopted by the government in 2017, is the key accomplishment for the UN-Habitat CO in terms of housing, and especially in improving the legal and policy framework.

24 UN-Habitat, Mapping Yangon: The Untapped Communities, 2017

25 Afghanistan, Bangladesh, Nepal, Sri Lanka, Tuvalu and Vietnam

26 Community-Led Ger Area Upgrading in Ulaanbaatar City, Citywide Pro-Poor Ger Area Upgrading Strategy of Ulaanbaatar City, Ger Upgrading Strategy and Investment Plan, Guidelines for Participatory Urban Development in Ulaanbaatar City

The policy document includes a "comprehensive set of strategic objectives and actions in support of the principle of appropriate affordable housing for all in sustainable inclusive communities". The framework has not retained the term 'adequate housing' nor does it mention the government's responsibility to provide adequate housing to the people. However, the document does include several pro-active (pro-poor, inclusive and gendered) objectives and strategies, notably within its:

- Strategic Goal 2: "Provide affordable land with property rights and physical services to accommodate urban expansion", and
- Strategic Goal 4: "Build resilient inclusive communities for low-income people".

Under Strategic Goal 4, the policy sets out several strategic objectives that are consistent with the UN-Habitat approach and global housing frameworks:

- Improve "existing communities by organising (…) physical and social services and replacing poorest-quality dwellings";
- Provide "land and services to accommodate low-income people in line with projections, paying attention to livelihoods and accessibility"; and
- Establish a "national system of secure tenure rights for all citizens".

In addition, the document provides different strategies for two distinct groups: the upper middle class who can afford to access the formal sector; and the low- and middle-income population who live in inadequate and underserved housing.

The impact at scale of these valuable documents is not yet known but they are sure to be used as guiding documents for all housing sector stakeholders.

The government has demonstrated great ownership of the new policies, with one of the policy framework improvement goals being to support the implementation of the Million Homes programme initiated in 2017. To date, the programme has encountered a number of challenges due the lack of technical capacities, funds and cohesion on political commitment.

DRR and CCA

Within the many programmes on DRR and CCA, UN-Habitat Myanmar has supported the establishment of several institutions and strategic documents, including the improved Myanmar Building Code, as well as:

- Guidelines for local level land-use planning for DRR, CCA and NRM (Disaster Risk Reduction for Safer and Resilient Burmese Coastal Communities Programme);
- Guidelines and plans for Disaster Management (Safer Coastal and Urban Communities through Inclusive Disaster Risk Reduction in Myanmar Programme);
- Hazard risk reduction plans, strategies, policies, disaster preparedness, and contingency plans (Myanmar Consortium for Capacity Development on Disaster Management Programme).

These guiding documents will contribute to improving the durability, safety and resilience of the housing produced and improved, especially in the vulnerable coastal areas of the country. The National Building Code was initially developed in 2012 as part of a series of disaster response and preparedness programmes (DRP-CURB phase I-VI). At the time, it was the first building code for construction at national level and it was further improved in 2016 to incorporate disaster risk resistance principles, as well as resilience concepts.

Post-disaster

As part of post-disaster responses, and under the mandate of coordinating the shelter cluster, UN-Habitat Myanmar has also promoted good practices on housing to all NGOs and international agencies, promoting the principle of 'building back safer'. As in several Asian countries, the policy advice provided as part of disaster response efforts has supported the development and adoption of improved policies that, in the case of Myanmar, included the need to improve the building codes, which had been highlighted since 2008.

Slums and informal settlements

Another focus of the Myanmar CO normative intervention has been improving policies on slums and informal settlements. The initial survey conducted between 2012 and 2017 provided stakeholders with key information on the situation of slum dwellers in the country and on the housing needs of the low-income population. This study was followed by the development of a guide on slum upgrading and resettlement for Yangon.

Improvements to policies on slums have also been fostered by exchanges of experience that demonstrated the effectiveness of alternative approaches to forced evictions.

The implementation of an improved and pro-poor approach has been underway since 2015 in Yangon (Dagon Seikkan and South Dagon townships). It includes the resettlement of vulnerable families from informal settlements to newly built apartments.

Based on this policy advice experience, the Myanmar CO has incorporated several recommendations on informal settlements into the National Urban Policy Framework. These include: limiting large-scale relocations; upgrading existing slums; and formalising informal land transactions.

These recommendations and related pilot project aim to foster and support the planned implementation by the city of Yangon and the Yangon Regional Government of a city-wide informal settlement resettlement programme.

Technical assistance and capacity development

Technical assistance on housing matters in ROLAC is mostly an indirect objective of operational interventions. Technical assistance-focused programmes tend to be more developed in the DRR, CCA and resilience sector.

In Myanmar, the technical assistance and capacity development on housing provided to authorities have been limited to the implementation of the pilot resettlement programme (in Dagon Seikkan and South Dagon townships).

However, there has been more capacity development provided to authorities and officials on disaster management and urban governance and planning.

The capacity-building activities on housing have usually targeted construction professionals and engineers. The many post-disaster interventions implemented in the country have been used to train local builders on Disaster Risk Reduction techniques. This vocational or refresher training usually includes theoretical and practical modules on building techniques, and participants receive toolkits. The estimated number of carpenters and masons trained is more than 5,000 across hundreds of villages.

The improvement of the National Building Code in 2016 was also accompanied by a campaign to train 100 engineers to use this new framework.

Support to programme implementation

The fact that the housing programmes portfolio in ROLAC focuses on direct assistance to vulnerable and affected populations is one of the key specific features of the Housing Approach implementation in the region.

One key consequence of this is the major impact UN-Habitat has had on improving the living conditions of vulnerable groups, including disaster and conflict-affected populations, and returnees and slum dwellers in the region. Most of these interventions have been implemented through the "People Process" and UN-Habitat claims that the approach has provided more than 3 million people with basic services (water supply and sanitation, infrastructure, health and nutrition) and has enabled the construction of over one million homes.

In Mongolia, service provision programmes (water supply, sanitation, heating, and roads) in ger areas has benefited 300,000 people in over 30 sub-districts of Ulaanbaatar city in the last 13 years. In Sri Lanka, since 2004, UN-Habitat has constructed nearly 40,000 houses[27] through the "People Process", has improved community infrastructure facilities for more than 420,000 people and assisted over 25,000 urban poor and conflict-affected families to secure land tenure rights.

27 See detailed list of shelters and houses constructed in Annex 1

As shown by these figures, the most significant impact has been achieved through work to improve access to basic services. As outlined above, in many places, lack of services has been identified as one critical limitation to improving living conditions.

The post-disaster intervention contexts have often placed an emphasis on the quality of the construction, and the "Build Back Better" principle has been the leitmotiv for all the housing reconstruction programmes implemented by UN-Habitat in the Asia and Pacific region.

The impacts achieved in Myanmar in terms of adequate housing are no exception to this.

The CO has improved access to water and sanitation for over 1,500,000 people in 2,000 villages. The Community Water Supply and Sanitation Recovery (CWSSR) project alone has provided access to safe drinking water to more than 830,000 people. Improvements to and the construction of road, bridges and footpaths have benefited over 350,000 people, providing better access to markets, schools and livelihood opportunities.

Settlement improvement programmes have also aimed to improve the livelihoods of communities, especially in the vulnerable coastal villages of the country. Over 25,000 households have benefited from sustainable livelihoods assistance, employment opportunities and training.

In terms of housing interventions, the Myanmar CO has achieved significant results. It has supported the construction and upgrade of over 10,000 houses and shelters in rural areas and informal settlements in peri-urban areas of Yangon. As shown in Table 11, the results achieved include a vast range of housing typologies:

- 4,050 new shelters;
- 3,600 improved or repaired shelters;
- 1,000 repaired houses;
- 940 new houses (including 400 to be constructed in 2020);
- 180 new apartments in multi-storey buildings.

Most of the shelters and housing units provided have targeted disaster-affected populations. A small proportion target vulnerable slum dwellers to relocate them in formal settlements, and some are focusing on Rohingya returnees in Rakhine State. All programmes usually include the construction of model or demonstration units to support the training of local builders or to demonstrate the feasibility or adequacy of a proposed housing model.

As shown by these varied results, UN-Habitat in Myanmar has achieved impacts on various adequate housing aspects, especially access to services and habitability. However, as mentioned in the Impact Monitoring section, the coverage of adequate housing criteria is not documented and achievements are not aggregated to inform impacts at country level.

These achievements are contributing to poverty reduction through their impacts on the various aspects of poverty. These include access to basic services and economic opportunities conditioned by living area, as well as housing affordability also conditioned by location, which are both generally positively impacted by service improvement programmes (in disaster-affected areas), restored by resettlements programmes (in Rakhine State) or improved by relocation projects (Dagon Seikkan Township). However, these supposedly significant impacts are not detailed nor reported in programme documentation or activity reports.

The knowledge management and policy advice work has contributed to improving the country's housing framework. This is expected to influence public initiatives such as the Million Homes Programme, and eventually help improve access to adequate housing for a great number of people through the provision of formal and affordable housing.

These aspects are discussed in section 6.1.4 Contribution to poverty reduction and to the inclusion of other vulnerable groups.

Table 11. Myanmar CO housing direct assistance results

Community-Based Disaster Risk Reduction In The Cyclone Nargis Affected Areas Of Myanmar	DFID	US$358,910	2009-2010	- 132 improved shelters, 34 model shelters
Shelter Improvement and Disaster Risk Reduction Project	Rotary International	US$50,000	2009	- 80 shelters upgraded, 34 demonstration shelters
Rebuilding Homes – Rebuilding Lives Coastal Settlements Sustainable Recovery Programme (CSSR)	USAID	US$446,000	2011	- 850 new shelters, 800 shelters retrofitted
Rebuilding Homes – Rebuilding Lives – Rakhine Settlements Support Programme (RSSP)	Norway	US$1,046,051	2011-2012	20 model houses, 3,405 shelters built, 2,798 shelters retrofitted
Rakhine Settlement Support Project (RSSP)	PM of Norway to the United Nations	US$1,046,051	2011-2012	- 1,000 heavily damaged housing units repaired - 500 fully destroyed homes rebuilt
Post-Cyclone Giri Community-Based Emergency and Early Recovery Initiative	UNDP Res Rep Myanmar	US$968,502	2011-2012	- 2,500 emergency shelter materials, 20 model houses
Disaster Risk Reduction for Safer and Resilient Burmese Coastal Communities (DRR-SBCC)	USAID	US$636,650	2012-2015	- 10 demonstration shelters
The Programme for Development and Rehabilitation of Community in Ethnic Minority Area in the Republic of the Union of Myanmar	PM of Japan to the United Nations	US$6,853,528	2013-2014	- 352 new shelters - 552 retrofitted shelters
The Programme for Emergency Assistance to Poor and Vulnerable Community in Ethnic Minority Areas and Yangon	Japan International Cooperation Agency JICA	US$5,264,475	2015-2019	- 180 affordable housing units
The Project for Emergency Support to Poor and Vulnerable Communities in Ethnic Areas	Japan International Cooperation Agency JICA,	US$5,917,332	2016-2018	- Upgrade of 60 shelters - Construction of 240 shelters
Rakhine Settlement Support Programme (RASSP)	PM of Japan to the United Nations	US$4,821,428	2019-2020	- 400 housing units to be constructed

Sustainability

As established in the global and country-level Housing Approach, the intended sustainability of the impact of the UN-Habitat housing interventions is based on improving the housing policy framework to enable an eventual increase at scale of access to adequate housing for all, as well as poverty reduction.

In Myanmar, the development and adoption of improved housing policies and the support being provided to the government for implementing the "Million Homes Programme" are good signs that significant large-scale results will potentially be achieved.

However, there are challenges that need to be overcome in order to successfully implement both the programme and the policies, and guarantees of impacts for low-income populations are yet to be demonstrated.

The continuing influence of UN-Habitat on policies is supported by the relationship of trust developed with the national and local authorities and by the agency's extensive knowledge of the country's housing context. As mentioned in the Sri Lanka programme evaluation, "UN-Habitat's ability to establish strong transformative partnerships is vital in sustaining any project".

The operational component of the housing programme portfolio has provided more certain and rapid housing assistance to vulnerable and affected populations; in most cases, this impact is expected to last. However, in some cases the limited ability of the projects to secure land tenure rights might pose potential risks.

Estimating the value-added of the UN-Habitat housing programmes

Contribution to the improvement of national housing policies

UN-Habitat has proven to be a key stakeholder for supporting the development of pro-active housing policies in Myanmar. This capacity relies on four comparative advantages, namely UN-Habitat's long-term presence in the country, its relationship of trust with national and (some) local authorities, its capacity to develop a holistic view of the housing context and its expertise in linking local challenges with global agendas.

As in many countries in Asia, one key acknowledged advantage of UN-Habitat is its long-term engagement in the country and the relationship of trust developed with the national authorities. This long-term experience provides the agency with good knowledge of urban and housing dynamics, as well as a constant relationship with key stakeholders. As in many Asian countries, this experience enables UN-Habitat to play a convening role between public and external stakeholders, including local communities.

Another of the agency's main acknowledged comparative advantages is its capacity to work on housing issues in a holistic manner, and to highlight and build knowledge of inadequate housing. In Myanmar, UN-Habitat has played a key role in putting informal settlements on the map and providing key socio-economic information on slum dwellers.

However, these capacities and comparative advantages only support the improvement of housing policies by providing authorities with key information and best practice. Work to initiate housing framework revision and reform is mainly dependent of the political will of the authorities in place. The advocacy activities of UN-Habitat developed at global level is expected to encourage this commitment; however, as highlighted above, these have a rather limited impact in Asia.

Policy reform in Myanmar has been a political decision triggered by social movements. UN-Habitat had no influence on this decision, but the agency was in a good position to support the government when the time came. By providing key information and exercising its longstanding experience, extensive knowledge and relationship of trust with authorities, UN-Habitat has proven to be the key player for housing policy improvement.

By focusing on supporting the national authorities rather than actively advocating for the realisation of adequate housing rights, UN-Habitat did not set the agenda but is supporting stakeholders and primary authorities to implement their housing agenda in alignment with global frameworks.

UN-Habitat has also proved, at the regional and country levels, that it is possible to link post-disaster challenges with longer development objectives in order to use reconstruction responses to promote and draft policies, as in the example of the Myanmar National Building Code, or the resettlement policies being developed for the Rakhine State returnees.

Contribution to implementation of the housing framework

The capacity of UN-Habitat to contribute to the implementation of improved housing frameworks is rather limited. The agency has little influence on either the implementation of the programmes or their consistency with the pro-poor policies it has promoted. In Myanmar, the Million Homes Programme, initiated in 2016, is intended to implement the whole set of improved housing policies; however, this has been slow to start and the impacts at scale it could bring are still hypothetical.

UN-Habitat has directly implemented numerous housing programmes in Asia and in Myanmar that have had significant achievements; these mostly concern slums and disaster-affected areas. UN-Habitat's specific regional expertise and extensive experience of participatory processes has helped it to become a specialist[28] in improving living conditions for slum dwellers and disaster-affected populations, to the detriment perhaps of building expertise in providing adequate housing to the broader low-income population.

The provision of housing to the low- to middle-income population has been a challenge on many levels. While UN-Habitat has proven to be a key player in building information on the housing systems at national level, including in Myanmar, its capacity to provide stakeholders with best practice and expertise is more limited. This is because UN-Habitat finds it difficult to mobilise top level experts at affordable cost[29] and because it has limited expertise on contemporary challenges such as pro-poor housing financing or alternatives to ownership tenure.

This is perceived as critical, as both issues are acknowledged as key areas for improving, at scale, access to adequate housing for low-income populations.

UN-Habitat is thus not the best placed to trigger the implementation of large-scale housing programmes, nor to support their development in line with current housing for the poor challenges.[30]

Contribution to the realisation of adequate housing for all

As a consequence, the contribution of UN-Habitat to the realisation of adequate housing has been highly significant both for slum dwellers and for disaster and conflict-affected populations, who have been targeted by specific projects. However, UN-Habitat's contribution to adequate housing for low-income populations will remain very limited for as long as the national housing programmes struggle to get off the ground.

In terms of direct implementation, the reputation of UN-Habitat in Myanmar seems consistent with its reputation at regional level. The agency is perceived as the leader on community development in slums and informal settlements, and a key player on the topics of DRR and CCA. The agency's capacity to engage with local stakeholders, including authorities and communities, is perceived as a unique advantage. This capacity is perceived as going hand-in-hand with the long-term engagement of UN-Habitat in Myanmar and the trust-based collaboration that has been forged with national and local authorities.

UN-Habitat has also proven to have an added value in post-disaster and post-conflict contexts, where the agency has been able to provide people with new or repaired houses or shelters at the same time as improving service provision, livelihood opportunities and local building capacities, as well as triggering building policy improvements.

28 IBF, Evaluation of the EU-funded housing reconstruction programmes in Sri Lanka implemented by UN-Habitat, 2015

29 This limitation is perceived as becoming more and more problematic as many Asian countries are moving from low income to middle income economic status, leading to a shrinkage of resources for development initiatives.

30 This is corroborated by the Myanmar CO responses to the questionnaire on HA

Contribution to poverty reduction and to the inclusion of other vulnerable groups

One main contribution of UN-Habitat to poverty reduction is the provision of knowledge and data on slum dwellers, and especially on their socio-economic situations, as this information has highlighted links between housing and the various aspects of poverty[31], such as:

- Access to services (electricity, education, health, water and sanitation) and infrastructure (roads and transportation);
- Economic opportunities (jobs, markets, etc.);
- Affordability (rent, services and construction costs), and;
- Stability (security of tenure, risks).

Some of these poverty aspects have been addressed through service provision during the implementation of resettlement and relocation housing programmes. However, to date this has only concerned the direct programme beneficiaries. In addition, the engagement of UN-Habitat in a Yangon slum relocation pilot project, for example, includes demonstrating the feasibility of an affordable formal housing typology.

UN-Habitat's contribution to the inclusion of vulnerable groups is significant at several levels. The Myanmar CO's work with communities affected by disaster and conflicts, or who are vulnerable to climate change or live in marginalised urban areas, and with returnees, helps ensure the inclusion of these communities in policies, strategies and programmes, as well as effectively supporting improvements to their living conditions. Young people and women, who are reported to be more vulnerable, are a key target for UN-Habitat, which addresses their needs through tailored approaches (gender-sensitive methodologies).

Impact monitoring

As with the majority of the UN-Habitat COs, Myanmar does not have specific impact assessment monitoring mechanisms in place. This lack of impact monitoring has inhibited analysis of the housing programme portfolio's impact on adequate housing. This demonstrates the project-based programme management method and the disconnect between the interventions implemented.

One objective of the UN-Habitat country strategy is "adequate housing for all, improved living conditions for the poor, and security of tenure" (Thematic Focus Area 2)[32]. However, the strategy result framework does not include an indicator to measure the completion of this objective.

The country strategy[33] stipulates the ambition of the CO as being to monitor urban issues and trends through assessment and analysis in order to produce evidence-based knowledge. However, the monitoring section of the strategy does not include the follow-up of UN-Habitat contributions to changes to these trends.

The very comprehensive "10 Years in Myanmar"[34] document includes a substantial summary of numerous dimensions of the programme outputs. The document does not establish, however, the cumulative achievement of the programmes toward greater access to adequate housing for all, nor the contribution of the CO to UN-Habitat global strategies.

Many aspects of the adequate housing criteria are covered by the CO programmes (basic services, access, habitability, security of tenure, affordability, etc.), but it remains unclear whether each project fills the gaps and ensures adequate housing for all beneficiaries.

31 UN-Habitat, Yangon Informal Settlements – Resettlement Programme (YIS-RP), Survey Report

32 UN-Habitat Country Programme Document, The Republic of the Union of Myanmar, 2014-2016

33 Ibid

34 UN-Habitat, 10 Years in Myanmar, 2018

Moreover, the key output of many programmes, namely improved homes, is described through a range of different terms, including "new", "temporary", "emergency", "fully disaster resilient", "improved", "upgraded" or "retrofitted shelters", "shelter packages", "retrofitted", "low-cost", "resilient" or "new housing". The terminology used does not seem to refer to specific criteria and makes it difficult to assess the cumulated impact. The same issue arose in the review of the Sri Lanka programme outputs, with a diverse range of terms used to categorise the housing units improved or built.

In contrast, the CO fulfils the UN-Habitat custodian role of SDG11 by supporting the Myanmar government to develop monitoring mechanisms at country level to monitor the proportion of the urban population living in slums, informal settlements and inadequate housing.

Summary: Assessing the UN-Habitat Myanmar Programme in terms of the Comprehensive Housing Approach Framework

A Comprehensive Housing Approach Framework has been developed based on UN-Habitat global frameworks, publications and documents. This is intended to capture the key elements of current UN-Habitat objectives and guidelines for national and global adequate housing strategies. The purpose of this framework is to provide a reference point for understanding the areas on which national UN-Habitat programmes have focused and the areas that have received less attention (or have not been addressed). The framework is presented in two tables: Table 12 covers the strategic objectives, and Table 13 covers the areas of intervention (intervention scope).

It is fully recognised that, due to resource constraints, government priorities and national contexts, no UN-Habitat programme can, or even should, cover all areas. Thus, the analysis does not pass judgement on whether the programme is focusing on the "right" combination of strategic areas, or whether the levels of activity are appropriate. This assessment will be made by UN-Habitat and other stakeholders based on the information included in the tables and in the case study report.

The Housing Approach questionnaire administered to COs has been a key source of information for confirming or discussing the initial analysis and, in most cases, the Myanmar CO responses to the questionnaire are consistent with the results presented below.

Coverage of the strategic objectives

Table 12 shows that the Housing Approach in Myanmar is rated "medium" to "very high" for its relevance on most adequate housing and poverty reduction aspects.

The CO's level of activity on these strategic objectives has been rated as "medium" to "high", as most of them are covered within the programme portfolio.

The respective impacts of the CO on adequate housing and poverty reduction are more varied as many programmes' outcomes have not yet been translated into impacts on the population. Implementation of the new housing policies being supported may bring significant changes in terms of access to adequate housing for low-income populations in the medium-term. This would materialise the contribution made by UN-Habitat.

The value-added and comparative advantage of UN-Habitat to engage in adequate housing issues is mostly rated as "medium" to "high". The CO has proven to have great value added on some topics (post-disaster reconstruction, slums, returnees, CCA) and lower added value on others (housing affordability, advocacy).

Table 12. How actively are UN-Habitat strategic guidelines addressed in the current Habitat Myanmar programme?

STRATEGIC OBJECTIVES	LEVEL OF ACTIVITY	RELEVANCE	IMPACT	COMPARATIVE ADVANTAGE	VALUE ADDED
Adequate housing					
Increase access to adequate housing to all	3	3	3	4	4
Increase access to adequate housing to low-income households	5	4	5	4	3
Support diversification of adequate housing solutions	3	4	3	4	3
Support diversification of government interventions in providing adequate housing	4	3	2	4	3
Support advocacy groups	1	2	1	2	2
Support self-organising housing initiatives (by NGO or INGO))	2	2	1	1	2
Provide adequate housing to crisis affected populations (conflict, disaster, migration, etc.)	5	4	5	4	5
Improve living conditions in existing slums/informal settlements	3	3	2	3	4
Poverty reduction and cross-cutting issues					
Increase housing affordability for low-income households	3	3	2	2	2
Increase housing affordability for all	1	2	1	2	2
Improve access to economic resources, affordable goods and services for low-income households	4	4	4	4	4
Improve social inclusion and integration at city-wide scale	3	4	3	4	4
Support gender or age sensitive housing strategies or programmes	3	3	2	3	3
Improve access to adequate housing for female-headed households	2	3	2	3	3
Improve access to adequate housing for young people	2	2	2	3	3
Support climate change sensitive housing strategies or programmes	2	3	2	4	4

Key: 1= Very low or none; 2 = Low; 3 = Medium; 4 = high; 5 = very high

Intervention scope

In terms of intervention scope, the country programme was rated as "very high" for policy advice, and "high" for most operational interventions. It has been rated "low" to "medium" for advocacy, technical assistance and global level activities. In line with this, the impacts achieved are rated "high" to "very high" for implementation, policy and knowledge management activities. These are the three key focus areas of the CO in which it also has great value added and comparative advantage.

The weakest areas of the country programme are the value added in supporting the implementation of housing policies and programmes. As it has less influence and capacity to trigger improvements, these areas' impacts and value added have been rated "low" to "medium". This is, however, balanced by the implementation of demonstration affordable housing projects, an area whose impact has been rated as "very high".

Table 13. How actively are UN-Habitat areas of intervention addressed in the current Habitat Myanmar programme?

INTERVENTION SCOPE	LEVEL OF ACTIVITY	RELEVANCE	IMPACT	COMPARATIVE ADVANTAGE	VALUE ADDED
Advocacy at the global level: Promoting the full and progressive realisation of the right to adequate housing	2	2	2	2	2
Knowledge at the global level: Mobilising networks of housing sector stakeholders	2	2	2	2	2
Knowledge management: Providing government and housing sector stakeholders with new approaches, best practice and lessons learned	3	4	4	4	4
Policy advice: Improving the national normative framework	3	5	4	4	5
Technical assistance: Supporting city, regional and national authorities' capacities	2	2	2	2	2
Implementation: Supporting the development and implementation of national housing strategies	2	4	3	3	3
Implementation: Supporting the implementation of adequate housing programmes	3	3	2	2	2
Implementation: Supporting slum upgrading and prevention policies and strategies	4	4	3	4	4
Implementation: Demonstrating the feasibility of strategies/programmes through implementation	4	4	5	4	3
Advocacy: Strengthening monitoring, evaluation and learning on housing	2	2	3	2	3

Key: 1= Very low or none; 2 = Low; 3 = Medium; 4 = high; 5 = very high

7. ANNEXES

Annex 1. Sri Lanka CO Direct Housing Assistance Results

Table 14. Sri Lanka CO direct housing assistance results

Support to Conflict Affected People through Housing	European Union, Government of Australia, and the Swiss Agency for Development and Cooperation	US$20,564,788	2011-2014	Construction of 5,068 houses
Indian Housing Project in Central and Uva Provinces	Government of India	US$8,395,910	2012-2018	Construction of 17,944 permanent houses
Improving Living Conditions in Returnee Areas of Sri Lanka through Housing	European Union, Government of Australia and the Swiss Agency for Development and Cooperation	US$22,643,701	2013-2015	Construction of 4,580 houses, community centres, 16 wells, and rehabilitation of 35km of internal access roads and installation of 25 RWH systems.
Indian Housing Project in Plantation Settlements	Government of India	US$1,100,000	2016-2018	Construction of 1,600 permanent houses
Preparation of the Resettlement Plan for Households Affected by the Rehabilitation of the Maradana-Homogama section in Kelani Valley Railway Line in Sri Lanka	Ministry of Transport, Government of Sri Lanka	US$156,389	2017	Survey of more than 3,000 houses along Kelani Valley
State of Sri Lankan Cities Report	Australian Government DFAT	US$475,000	2017-2018	Writing 7 chapters to fill information gaps and strategic planning to address related issues
Catalytic Support to Peacebuilding in Sri Lanka, 2017 to 2018	European Union	US$421,580	2018	Survey of 10,000 land plots and regularisation of 10,000 land titles for those who already possess survey plans

Annex 2. Mongolia CO Programme Portfolio Timeline

Table 15. Mongolia CO Programme Portfolio timeline

Intervention scope	Project Title	PAAS Code	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Slums	Community Engagement and Small and Medium Enterprise Development under the ADB Ulaanbaatar Urban Services and Ger Areas Development Investment Programme, Mongolia	P-15-06-09-23												
	Community Engagement for Slum Upgrading within the Health System Strategy in Songinokhairkhan District, Ulaanbaatar, Mongolia	P-15-04-02-30												
	Community Engagement Support to a Public-Private Partnership in New Ger Area Redevelopment in Ulaanbaatar City	D394												
	TA7970: Ulaanbaatar urban services and ger areas development investment programme (Ulaanbaatar urban renewal community participation)	D353												
	XBMON09X01: Community-Led Ger Area Upgrading in Ulaanbaatar City	D259												
Housing	Citywide Pro-poor "Ger Upgrading Strategy and Investment Plan"	D159												
	Managing Cities in Asia- Ulaanbaatar Urban Renewal and Affordable Housing	P-16-05-27-2												
DRR, Resilience and CCA	Flood Resilience in Ulaanbaatar Ger-Areas (FRUGA) Mongolia - Climate Change Adaptation through community-driven small-scale protective and basic services interventions	P-18-10-15-4												
Urban	Guidelines for Participatory Urban Development in Ulaanbaatar City	D393												

Annex 3. Sri Lanka CO Programme Portfolio Timeline

Table 16. Sri Lanka CO Programme Portfolio timeline

Intervention scope	Project Title	PAAS Code	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Housing and resettlement	State of Sri Lankan Cities Report and Launch	P-17-01-11-13												
	Indian Housing Project in Sri Lanka	D352												
	Social Survey and Preparation of Resettlement Plan for (1) Main line Section - Maradana to Rambukkana" (2) KV line Section - Padukka to Avissawella (3) KV Line - Homagama to Padukka) of SRL Railways	P-18-08-14-89												
	Sustainable Resettlement through Community-Driven Improvement of the Learning Environment in Mannar District, Sri Lanka	D424												
Slum upgrading	Chief technical adviser for Korogocho slum upgrading programme	C241												
	Consolidation for Settlement Capacity Building and Livelihoods Development	D190												
	Human Development Initiative through Empowerment and Settlement Improvement in the Plantation Settlements in Sri Lanka	P-16-11-24-76												
	Preparation of the Resettlement Plan (RP) for households affected by the rehabilitation of Kelani Valley Railway Line in Sri Lanka (Phase 01-Maradana to Homagama)	P-17-01-11-12												
	Pro-Poor Partnerships for Participatory Settlement Upgrading in Sri Lanka (P4SUG)	D236												
Post disaster and post conflict	Building Community Infrastructure and Shelter for Tsunami Affected Families in Hambantota and Jaffna	D172												

Intervention scope	Project Title	PAAS Code	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
	Catalytic Support to Peacebuilding in Sri Lanka	P-17-02-14-48												
	Community Recovery and Reconstruction Partnership to Support the Peo	D171												
	Early Recovery Shelters for IDPs in the Batticaloa District	D215												
	Emergency shelter relief for flood affected families in Colombo and Gampaha Districts in Western Province, Sri Lanka	P-16-05-26-96												
	Improving Living Conditions in Returnee Areas of Sri Lanka Through Housing	D344												
	Improving Living Conditions in Returnee Areas of Sri Lanka Through Housing	D372												
	Jaffna Tsunami Recovery and Reconstruction Project	D227												
	Rebuilding Community Infrastructure and Shelters	D194												
	Rebuilding Community Infrastructure and Shelter (Galle and Kattankud	D164												
	Rebuilding Community Infrastructure and Shelters in Ampara, Sri Lanka	D168												
	Rebuilding Community Infrastructure and Shelters, Galle District, Sri Lanka	D144												
	Rebuilding Community Infrastructure and Shelters (Ampara and Trincomal)	D165												
	Reconstruction of Housing and Community Infrastructure	D153												
	Post Disaster Housing Coordination Project	D211												
	Construction of a new Fish Market and Restaurant in Galle, Sri Lanka	D156												

Intervention scope	Project Title	PAAS Code	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
	Construction of Community Infrastructure for Tsunami Victims, Vadali	D157												
	Japan funded JPO Y. Todoroki	B092												
	Project for Rehabilitation of Community Infrastructure and Facilities in the Conflict Affected Areas in Northern Provinces in Sri Lanka	D377												
	Rebuilding Community Infrastructure and Facilities	D228												
	Rebuilding Sustainable Communities in Post-Tsunami Kalmunai, Sri Lanka	D247												
	Shelter Support to Flood and Landslide Affected Communities in Sri Lanka	P-17-06-10-39												
	Tsunami Human Settlements Recovery Facility: Rebuilding Community In	D135												
	XBSRL10X01: Shelter Support To Conflict Affected IDPs in the North Of Sri Lanka	D278												
	XBSRL10X02: Jaffna Tsunami Recovery and Reconstruction - Phase 2	D292												
	Post Disaster Housing Coordination Project (UNDP)	D213												
	SRL11X01: Support to Conflict Affected People Through Housing (AusAid)	D327												
	XBSRL10X03: Support to Conflict Affected People Through Housing (EU)	D314												
	Rehabilitation of Community Infrastructure, Improvement of Livelihoods and Empowerment of Women in the Northern and Eastern Provinces of Sri Lanka	D400												

Intervention scope	Project Title	PAAS Code	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Resilience and CCA	Colombo City-Livelihood assessment of flood-prone Low-income Settlements and preparation of urban policy note	D336												
	Disaster Resilient City Development Strategies for Sri Lankan Cities	D335												
	Luwana Lake Environment Improvement and Community Development Project	D103												
Urban management	Support to Implement the Sri Lankan Urbanisation Framework	D203												
	Urban Governance Support Project	D126												

Annex 4. List of Documentation Reviewed

DOCUMENTATION CATEGORY	TITLE / SUBJECT
UN-H strategy in Myanmar	UN-Habitat Country Programme Document, The Republic of the Union of Myanmar, 2014-2016
	10 years in Myanmar, 2018
	UN-Habitat Myanmar website, https://unhabitat.org.mm/projects/
Program Products	Myanmar Scenarios For Building Local Resilience
	Myanmar Yangon Informal Settlements – Resettlement Programme (YIS-RP) Survey Report
	MYANMAR National Housing Policy & Strategy, 2017
	MYANMAR National Housing Policy White Paper
	MYANMAR National Urban Policy Framework
	MYANMAR Rapid Urban Diagnostic Report
	MYANMAR Mapping Yangon: The Untapped Communities, 2017
	MONGOLIA Citywide Pro-Poor Ger Area Upgrading Strategy of Ulaanbaatar City
	MONGOLIA Guidelines for the Redevelopment of Central Ger Areas
	SRI LANKA State of Sri Lankan Cities, 2018
	SRI LANKA Good Practice and Lessons Learned in Post-Conflict Reconstruction in Sri Lanka
UN-H strategy in ROAP	35 years of people at the heart of their own development, 2018
	Evaluation Of The United Nations Development Assistance Framework For Mongolia, 2015
	Evaluation Of Un-Habitat's Country Programme In Sri Lanka, 2013-2017, 2018
	Building, owning & belonging, From assisting owner-driven housing reconstruction to co-production in Sri Lan ka, India and beyond, 2018
	Community Spirit, Rebuilding Community Infrastructure in the North and East of Sri Lanka, 2015
	IBF, Evaluation of the EU-funded housing reconstruction programmes in Sri Lanka implemented by UN-Habitat, 2015
	Evaluation Of The Eu-Funded Housing Reconstruction Programmes In Sri Lanka, 2017
	UN-Habitat Sri Lanka Profile
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Annex 5. List of Key stakeholders interviewed

Organization	Key Informant	
UN-HABITAT	UN-Habitat ROAP	Laxman Perera Human Settlements Officer
		Tim McNair Tim McNair Human Settlements Officer (former Sri Lanka country Manager)
		Enkhtsetseg Shagdarsuren Mongolia Country Manager
		Jan Meeuwissen Former Senior Human Settlements Officer
	UN-Habitat Myanmar CO	Bijay Karmacharya Country Manager
		Oddy Angelo Project manager
		Bruno Decon Senior Human Settlements Officer (Backstopping officer)
REGIONAL AND GLOBAL	Habitat for Humanity Asia Pacific Office	Anna Konotchick Director, Housing and Human Settlements
		Rebecca Ochong Senior Manager – Urban, Land and Policy
	Japan International Cooperation Agency, Myanmar	Ueki, Ryo Program Formulation Advisor

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