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| Country Name | Project for Formulation of Comprehensive Development Master Plan in the Mombasa Gate City |
| Republic of Kenya | |

I. Project Outline

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|---------------------------------|---|--------------|---|---------------|-------------|--------------------------------|---|---------------------------------|---|
| Background | Mombasa County in Kenya, located at the gateway of the Northern Corridor, played an important role as the entrance of East African region. However, it was considered as the most serious logistics bottleneck of the conveyance of the Corridor due to backlog of cargos and heavy traffic congestions. Besides, the transaction volume of container cargos at Mombasa Port increased double in a decade from 10,564,167 MTs ¹ in 2002 to 21,919,529 MTs in 2012, and it was expected to be threefold to reach 34,115,292 MTs in 2020. In addition, due to the delay in taking actions responding to the rapid population growth, urban problems including environment deterioration and informal settlements became serious issues in the county. With those background, systematic and orderly urban development of Mombasa County as a distribution base of the country and East African region was an urgent issue for the country. | | | | | | | | |
| Objectives of the Project | Through preparing a comprehensive urban development master plan for Mombasa County to be apt for the gateway of East African region, the project aimed at promoting implementation of appropriate urban development projects, thereby contributing to the socio-economic development of Mombasa County. Expected goals through the proposed plan ² : 1. Land use will be practiced based on the Master Plan in Mombasa County, 2. Transportation and distribution will be improved in Mombasa County, and 3. Public and private investment will be expanded in Mombasa County along with the urban development planned by the Master Plan. | | | | | | | | |
| Activities of the Project | <ol style="list-style-type: none"> Project site: Mombasa Main activities: (1) situation analysis, (2) formulation of social and economic framework, (3) creation of development vision, (4) formulation of development strategy, (5) formulation of structure plan, (6) preparation of draft master plan, (7) technical transfer on master plan formulation, (8) holding seminars for reporting the progress and outcomes of the project Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Kenyan Side</td> </tr> <tr> <td>1) Mission members: 17 persons</td> <td>1) Staff allocated: Special Economic Zone (SEZ) Delivery Unit</td> </tr> <tr> <td>2) Trainees received: 8 persons</td> <td>2) Land and facilities: Japanese experts' office, wireless internet</td> </tr> </table> | | | Japanese Side | Kenyan Side | 1) Mission members: 17 persons | 1) Staff allocated: Special Economic Zone (SEZ) Delivery Unit | 2) Trainees received: 8 persons | 2) Land and facilities: Japanese experts' office, wireless internet |
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| 2) Trainees received: 8 persons | 2) Land and facilities: Japanese experts' office, wireless internet | | | | | | | | |
| Project Period | (ex-ante) March 2015 - February 2017 (actual) March 2015 - March 2018 (extension period) March 2017 - March 2018 | Project Cost | (ex-ante) 300 million yen (actual) 330 million yen | | | | | | |
| Implementing Agency | Mombasa County Government (MCG) | | | | | | | | |
| Cooperation Agency in Japan | Nippon Koei Co., Ltd., PADECO Co., Ltd., Eight-Japan Engineering Consultants Inc. | | | | | | | | |

II. Result of the Evaluation

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| 1 Relevance |
| <p><Consistency with the Development Policy of Kenya at the Time of Ex-Ante Evaluation ></p> <p>The project was consistent with the development policy of Kenya at the time of ex-ante evaluation. The national strategy of “Kenya Vision 2030” placed high priority on the investment to infrastructure development including roads, railway, and port and harbor. In the social pillar, one of the three pillars along with economic and political pillars, it was declared to start urban planning of the major cities for infrastructure development.</p> <p><Consistency with the Development Needs of Kenya at the Time of Ex-Ante Evaluation ></p> <p>The project was consistent with the development needs of Kenya at the time of ex-ante evaluation. A large scale urban development that could change the entire urban structure of Mombasa County has been expected through the formulation of industrial clusters including the improvement of southern bypass roads and establishment of special economic zones assisted by the government of Japan. However, as for a comprehensive urban development plan, the urban development plan formulated in 1971 has not been updated since then. Therefore, there was no development plan which precisely forecasted the expansion of the city in the future. With those background, in order to make Mombasa County City, in which rapid population growth and industrial accumulation took places, develop adequate living environment and play roles as the gateway of the Northern Corridor, it was highly required to prepare a comprehensive urban development master plan.</p> <p><Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation></p> <p>The project was consistent with the Japan's ODA policy for Kenya at the time of ex-ante evaluation. The “Country Assistance Policy for the Republic of Kenya” (April 2012) designated economic infrastructure development as one of the priority areas (intermediary goals). Recognizing the wide-area infrastructure development as an urgent issue for investment promotion, it was planned to assist the formulation of international corridor highways, appropriate planning, construction, improvement, and maintenance of transportation, energy, and urban</p> |

¹ Metric ton: 1 metric ton = 1,000 kg

² The degree of achievement of expected goals is not to be assessed in principle at the time of ex-post evaluation, since it is defined as the medium-to-long-term goals which will be attained as a result of crystallizing the proposed plan (“output” of the project).

infrastructures.

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement for the Objectives at the time of Project Completion>

The objectives of the project were achieved at the time of project completion. The Master Plan for Mombasa Gate City was formulated by the time of project completion. The Master Plan covered the development sectors of urban, transportation, social and public facilities, tourism, and others, and included implementation and management programs and the list of prioritized areas and projects.

<Utilization Status of the Proposed Plan at the time of Ex-post Evaluation>

The proposed plan was utilized at the time of ex-post evaluation. The Master Plan was approved by the MCG Cabinet in 2020 (Indicator 1). The Master Plan prepared 23 short-term and 14 middle-term prioritized projects. Out of 23 short-term projects expected to be completed by 2020, two of them (9%) were completed while 21 of them (91%) are not commenced or ongoing. Delays of the progress are mainly due to delays of financing arrangements and changes of the priorities of the projects made by MCG. Out of 14 middle-term projects expected to be implemented during the period from 2021 to 2030, four of them (29%) were commenced and two of them (14%) have already been completed. Front-loading implementations of those middle-term prioritized projects were also caused by the changes of the priorities of the projects. The projects ongoing and completed includes highly prioritized national flagship projects such as Dongo Kundu Free Trade Port, Mombasa Gate Bridge, and others (Indicator 2).

<Status of Achievement for Expected Goals through the Proposed Plan at the time of Ex-post Evaluation>

The Expected Goals were achieved at the time of ex-post evaluation. Land use in Mombasa County has been practiced based on the land use concept proposed by the Master Plan. To clarify urban functions, concept of functional categories of the special zone and sub-center introduced by the Mater Plan have been applied to the development of Mombasa Special Economic Zones, petro-city in Pungu Likoni, and others (Indicator 1). Although no quantitative data are available, according to the Kenya National Highways Authority (KeNHA) and MCG, transportation and distribution in the County has been improved due to the implementation of the priority projects proposed by the Master Plan. Traffic congestions in the areas where road development projects implemented have significantly reduced. Access roads constructed in some logistics-cities have improved commodity distribution in and out of the areas (Indicator 2). Several prioritized projects are implemented by public-private partnership (PPP) including renewal of all county housing estates, beautification of the major roundabouts, water desalination projects, and others. While facing some difficulties in finding private partners and initiating, MCG keeps trying to increase the number of PPP projects (Indicator 3).

<Other Impacts at the time of Ex-post Evaluation>

Strategic environmental assessment (SEA) for formulating the Master Plan was conducted according to Kenyan domestic laws and regulations including the “Environmental Management and Coordination Act” and the “National Guideline for Strategic Environmental Assessment 2012” (SEA Guideline 2012) along with the JICA’s “Guidelines for Environmental and Social Considerations” (April 2010). As a part of SEA, a series of stakeholder meetings were held having over 2,000 civilian participants. Comments collected in the meetings were incorporated in the chapter of “Strategic Environmental Assessment (SEA) and Public Engagement” in the Master Plan. Constructions of the projects prioritized by the Master Plan have been executed following the Kenyan domestic laws and regulations. According to MCG, no serious environmental issues associated with the constructions has been reported. Major land acquisitions and resettlements took places in the sites of Special Economic Zone (SEZ) and Mombasa Gate Bridge (MGB), and minor ones in other project sites. Resettlement Action Plans (RAPs) were prepared by the project implementing agencies including the Kenya Port Authority (KPA), KeNHA, and others compliant with the guidelines of the government of Kenya, JICA, the African Development Bank (AfDB), the European Investment Bank (EIB), or others. Compensations for the affected people and resettlements have been made according to the RAPs. At the time of ex-post evaluation, no serious problems associated with the land acquisitions and resettlements have been reported. No other negative impacts on natural, social and economic environment have been observed at the time of ex-post evaluation.

<Evaluation Result>

In light of the above, the effectiveness/impact of the project is high.

Status of Achievement of Utilization Status of the Proposed Plan and Expected Goals through the Proposed Plan

| Aim | Indicators | Results | Source | | | | | | | | | | | | | | | | |
|--|---|---|---|--------------------|--|------------|-------------|---------------|----------|---------|---------|---------|---------|-----------|--------|---------|-------|----|----|
| Utilization Status of the Proposed Plan: The Master Plan will be approved by the government, integrated to the next updated development plan for Mombasa County, and the projects planned by the updated development plan will be implemented. | Indicator 1: Approval by the government of Kenya for the proposals made by the project. | (Ex-post Evaluation) Utilized. The Master Plan including subcenter development, transportation development, urban infrastructure development, social and public facilities development, tourism development, and urban management was prepared in 2018 and approved by the MCG Cabinet in 2020. | Questionnaire to and interview with MCG | | | | | | | | | | | | | | | | |
| | Indicator 2: Implementation status of the plans in the target area. | (Ex-post Evaluation) Partially utilized The Master Plan listed 23 short-term and 14 middle-term prioritized projects. Implementation statuses of the projects are shown in the Table 1. Table 1: Implementation status of the prioritized projects <table border="1"> <thead> <tr> <th rowspan="2">Progress</th> <th colspan="2">Number of projects</th> </tr> <tr> <th>Short Term</th> <th>Middle Term</th> </tr> </thead> <tbody> <tr> <td>Not commenced</td> <td>14 (61%)</td> <td>8 (57%)</td> </tr> <tr> <td>Ongoing</td> <td>7 (30%)</td> <td>4 (29%)</td> </tr> <tr> <td>Completed</td> <td>2 (9%)</td> <td>2 (14%)</td> </tr> <tr> <td>Total</td> <td>23</td> <td>14</td> </tr> </tbody> </table> Note: Short Term -2020, Middle Term 2021-2030 Delays of the progress are mainly due to delays of financing arrangements including finding financial contributors and private partners for PPP projects. Besides, MCG has changed the priorities of the projects responding to the changing environments of urban | Progress | Number of projects | | Short Term | Middle Term | Not commenced | 14 (61%) | 8 (57%) | Ongoing | 7 (30%) | 4 (29%) | Completed | 2 (9%) | 2 (14%) | Total | 23 | 14 |
| Progress | Number of projects | | | | | | | | | | | | | | | | | | |
| | Short Term | Middle Term | | | | | | | | | | | | | | | | | |
| Not commenced | 14 (61%) | 8 (57%) | | | | | | | | | | | | | | | | | |
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| Total | 23 | 14 | | | | | | | | | | | | | | | | | |

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| | | development in the area. Because of those priority changes, the projects ongoing and completed includes front-loading implementations of highly prioritized national flagship projects such as Dongo Kundu Free Trade Port, Mombasa Gate Bridge (MGB), Northern and Southern Bypass, Second Container Phase II and III at the Port of Mombasa, affordable housing projects, and others. | |
| Expected Goals through the Proposed Plan: 1) Land use will be practiced based on the Master Plan in Mombasa County, 2) Transportation and distribution will be improved in Mombasa County, and 3) Public and private investment will be expanded in Mombasa County along with the urban development planned by the Master Pan. | Indicator 1: Land use will be practiced based on the Master Plan in Mombasa County. | (Ex-post Evaluation) Achieved Land use in Mombasa County has been practiced based on the land use concept proposed by the Master Plan. The concept of urban functional categories of the special zone and subcenter introduced by the Mater Plan has been applied to the development of Mombasa SEZs, petro-city in Pungu Likoni, eco-city in Mwakirunge, knowledge-city in Mwaunguja, and other projects. | Questionnaire to and interview with MCG |
| | Indicator 2: Transportation and distribution will be improved in Mombasa County. | (Ex-post Evaluation) Achieved Although no quantitative data are available, according to the report by KeNHA and questionnaire and interview surveys on MCG, traffic congestions in the areas road development projects implemented have significantly reduced. Access roads in the logistics-city in Changamwe connecting to seaports and airports, access roads in Kipevu connecting the Mombasa Island with the standard gauge railway (SGR) station, and other road projects have improved commodity distribution in and out of Mombasa County. Likoni Bridge (alternative to the ferry) project has eased sea congestion in Liwatoni area. | Report by KeNHA, Questionnaire to and interview with MCG |
| | Indicator 3: Public and private investment will be expanded in Mombasa County along with the urban development planned by the Master Pan. | (Ex-post Evaluation) Achieved Several prioritized projects are implemented by PPP including Buxton housing developments, Changamwe housing estates, renewal of all county housing estates, beautification of the major roundabouts, water desalination projects, and others. Facing some difficulties in finding private partners and initiating because MCG does not have much experience in PPP, MCG keeps trying to increase the number of PPP projects. | Questionnaire to and interview with MCG |

3 Efficiency

Both the project period and cost exceeded the plan (ratio against the plan: 154% and 110%, respectively) mainly due to the revision of population forecast. Outputs were produced as planned. Therefore, efficiency of the project is low.

4 Sustainability

<Policy Aspect>

In the “Third Medium Term Plan 2018-2022” (MTP III), Mombasa Port is recognized as a regional critical infrastructure which is one of the foundations of and enablers for the national transformations contributing to the realization of Kenya Vision 2030. Mombasa Port development includes several prioritized projects listed in the Mater Plan including the Second Container Phase II & III, the Dongo Kundu free trade port, and others. Policies and regulations for urban development and management related to land tenure, development permit, land acquisition and resettlements, namely the Mombasa County Land Policy, the Mombasa County Housing Policy, zoning regulations, and others, have been formulated as proposed by the Master Plan.

<Institutional/Organizational Aspect>

There have not been any significant organizational and functional changes in MCG during and after the completion of the project. According to the interview survey on MCG, the number of staff in charge of implementation of the priority projects proposed by the Mater Plan has been sufficient for the duties. The coordination mechanism for implementation of the priority projects was formulated after the completion of the project involving MCG, project implementing agencies such as KeNHA and the Kenya Urban Roads Authority (KURA), utility companies, and government-owned companies. The Regional Commissioner of the Ministry of Interior represents the national government and chairs all coordination meetings.

<Technical Aspect>

According to the interview survey on MCG, technical level of the staff of MCG and project implementing agencies is high enough to implement the priority projects and no technical issues have been reported at the time of ex-post evaluation. In addition, the national government has provided necessary expertise and budget to implement the priority projects defined by the Master Plan.

<Financial Aspect>

Budget for projects in Mombasa area allocated by the county government and KeNHA has been on the steady rise to support Mombasa County development (Table 2). Most of the prioritized flagship infrastructure projects were budgeted from the national government budgets.

<Evaluation Result>

In light of the above, no problem has been observed in terms of the policy, institutional/organizational, technical, and financial aspects. Therefore, the sustainability of the effectiveness through the project is high.

Table 2: Summary of Budget allocations to Projects in Mombasa Area

| Year | Unit: million Ksh | | | |
|-------------------|-------------------|---------|---------|---------|
| | 2017/18 | 2018/19 | 2019/20 | 2020/21 |
| County Government | 9,880 | 11,184 | 8,418 | 8,517 |
| KeNHA | 7,380 | 10,367 | 16,100 | 17,318 |
| Budget spending | 17,260 | 21,551 | 24,518 | 25,835 |

Ksh: Kenyan Shilling.

Source: MCG/KeNHA

5 Summary of the Evaluation

The objective of the project was achieved by the time of project completion by preparing the Master Plan for comprehensive urban development of Mombasa County. The Master Plan was approved by MCG. The Master Plan has been highly utilized although the implementation of prioritized projects has been delayed. The prioritized projects completed are contributing to the improvement of transportation and distribution in the County. Delay of the implementation of prioritized projects has been mainly caused by the changes of

the priorities of the projects made by MCG, and as far as the updated priority projects are concerned, no significant problem affecting its sustainability is observed. As for efficiency, both the project period and cost exceeded the plan. Considering all of the above points, this project is evaluated to be satisfactory.

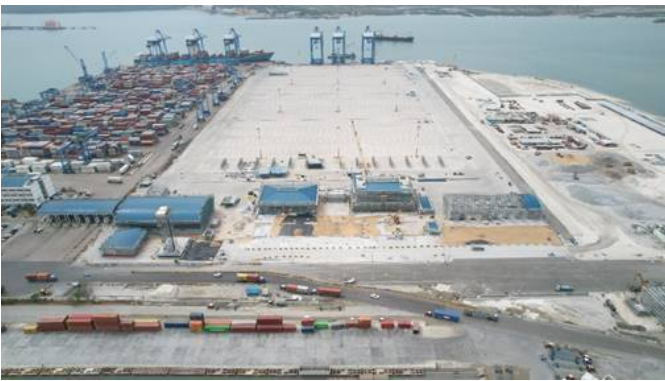
III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

- It is recommended that MCG in collaboration with project implementing agencies accelerates funding arrangements for prioritized projects especially focusing on PPP. PPP projects can be entry-points for private companies to invest and operate in the Mombasa County. Through PPP projects, industrial and economic activities in the area could be stimulated and financial situation of the County and the county government would be improved.

Lessons Learned for JICA:

- PPP was proposed by the Master Plan as one of the means to invite private companies' investments and operations in the County. However, due to insufficient work experience and limited training occasions, MCG faces some difficulties in finding private partners and making PPP mechanism function. Although the Master Plan discussed about human resource development for PPP, it is not sufficient for actual execution of PPP projects. Therefore, in a case that a master plan proposes an introduction of a new funding and management system like PPP, implementation of a follow-up support by another scheme is recommended if it is necessary and possible. Dispatch of a technical advisor or implementation of a technical cooperation project for institutional and capacity development could be a powerful means to accelerate implementation of projects proposed by the master plan.



Phase II of the Container Terminal at Mombasa Port (completed)



Construction of the Mombasa Southern Bypass Road (ongoing)