

Concept Note Template for Submission Catalytic Fund

Page Limits: Specific section limits indicated in Section 2 and 3. OVERALL DO NOT EXCEED 8 SIDES OF A4/Letter.

SECTION 1 - GENERAL PROPOSAL INFORMATION	
1.1 Title of proposed project: Housing Sector Development: Making Shelter Assets Work	1.2 Submission date 31 st March 2011
1.3 Proposal submitted by	1.4 Contact Person
Organisation: Housing Development and Government Buildings Construction Bureau, Ministry of Urban Development and Construction	Organisation: Housing Development and Government Buildings Construction Bureau (Housing Development Finance Department), Ministry of Urban Development and Construction
Name and title: Mr. Amare Asgedom, Bureau Head	Name and title: Mr. Sissay Dejene, Department Head
Address: P.O. Box 24134/1000, Addis Ababa, ETHIOPIA Telephone/Fax/E-mail: +251 (0)11 554 12 83/ +251 (0)11 554 12 92/ amare_assgedom@yahoo.com	Address: P.O. Box 24134/1000, Addis Ababa, ETHIOPIA Telephone/Fax/E-mail: +251 (0)11 554 12 95/ +251 (0)11 554 12 92/ sissay_dejene2003@yahoo.com
1.5 Recipient Organisation	
Organisation: Housing Development and Government Buildings Cor	nstruction Bureau, Ministry of Urban Development and Construction
Name and title: Mr. Amare Asgedom, Bureau Head	
Address: P.O. Box 24134/1000, Addis Ababa, ETHIOPIA Telephone/Fax/E-mail: +251 (0)11 554 12 83/ +251 (0)11 554 12 92	/ amare_assgedom@yahoo.com
1.6 Other Implementing Organisation Organisation: Name and title: Telephone/Fax/E-mail:	
1.7 CA members sponsoring the project	1.8 Type of Sponsorship
Organisation: Ministry of Urban Development and Construction Name and title: Mr. Amare Asgedom, Bureau Head Address: P.O. Box 24134/1000, Addis Ababa, ETHIOPIA Telephone/Fax/E-mail: +251 (0)11 554 12 83/ +251 (0)11 554 12 92/ amare_assgedom@yahoo.com	 □ Co- or full implementation ☑ Co-funding □ Grant Administration □ Analytic and/or Advisory Assistance and Support □ Joint Knowledge Management
1.7 CA members sponsoring the project	1.8 Type of Sponsorship
Organisation: Gesellschaft für Internationale Zusammenarbeit/ German International Cooperation (GiZ), Urban Governance and Decentralization Programme (UGDP) Name and title of representative in charge: Mr Martin Dirr, Program Coordinator Address: P.O. Box 12631, Addis Ababa, Ethiopia Telephone/Fax/E-mail: +251 (0) 115 540 045/ 115 540 044/ martin.dirr@giz.de	□ Co- or full implementation □ Co-funding □ Grant Administration ☒ Analytic and/or Advisory Assistance and Support ☒ Joint Knowledge Management

1.9 What is the main project theme?	1.10 Geographic scope of the project		
 ☐ Citizen engagement ☐ City governance ☐ Security of tenure and access to shelter ☐ Environment ☐ Access to economic opportunities ☐ Access to affordable services ☐ Other (please specify) 	☐ City: Addis Ababa, Dire Dawa, 54 reg ☐ State/province: Regional States: Ord Tigray, Harari ☐ Country: Ethiopia ☐ Global / Regional / Multi-city / Multi-	omia, Amhara, SNNPF	RS,
1.11 Expected project duration	1.12 Budget Summary		
24 Months	SOURCE	Total	%
	Cities Alliance	250,000	91
	Co-financier 1 Ministry of Urban Development and Construction	25,000	9
	Government		
	TOTAL Project Cost	275,000	

SECTION 2 - PROJECT BACKGROUND

2.1. Project background and rationale

What is the context of the project?

- Ethiopia is still one of the least urbanized countries in the world, 17%. Nevertheless it is today one of the most rapidly urbanizing countries. The annual urbanization growth rate of 4,3%, is reached mainly through the high natural growth rate (2.3%) and rural-urban migration. Over 50% of the Ethiopians belong to the age group of under 18. The population is estimated to increase to 183 Million in the year 2050. To redirect the concentration of migration to the capital city Addis Ababa, the governmental policies aim at strengthening the development of the regional capitals and major towns.
- Even though impressive economic growth numbers were achieved during the last decade (e.g. 11% GDP 2005/6-2009/10), there is still underdevelopment in all economic sectors, which keeps a livelihood above the **poverty** line out of reach for more than 27% of the about 83 Million Ethiopians. Even though urban life offers opportunities, it often worsens the living conditions of migrants, which lose the safety network of their families and communities. Migrates are often faced with issues like poor nutrition, sanitation & health, safety, emotional & social stress, exploitation, unemployment and poverty. Many of this factors are directly linked to the characteristics of the housing sector urban dwellers have to struggle with.
- Nowadays there is a severe backlog in housing supply (900,000), which drives the rental and property prices rocket high and deprives tenants from basic rights. It is estimated that more than 70% of the urban population live under slum conditions. In general, there is a lack in the delivery of affordable urban housing to low and middle-income residents, a shortage and price rise of construction materials and labor, limited local engineering and construction capacities as well as limited access to housing finance, serviced land and infrastructure networks.
- To overcome the housing backlog for poor and middle-income households and to reduce the number of slums, the government is currently implementing the 'Integrated Housing Development Program' (IHDP) within the framework of the Urban Development Policy. In addition to employment creation, the development of the construction sector, it aims at delivering affordable housing to low and middle income urban residents with appropriate finance schemes. Today, more than 180,000 housing units have been constructed or are under construction in 56 Ethiopian towns. In the process, more than 176,000 jobs and 4,000 Micro and Small Scale Enterprises (MSE) were created.

What are the key issues to be addressed?

- This project will address an internationally very much neglected issue of housing policies: the post-construction management. Settlements do not stay or develop to habitats, which enable healthy, safe, economically vibrant and valuable life without appropriate use, maintenance and management of the facilities and neighborhood development. Settlements are economic and social assets for families, companies or municipalities, which initially required substantial investments by the owners, the public and often also by the private sector. The public administrations have the potential and the duty to provide an institutional environment that enables the maintenance and development of these assets. This includes issues like: secure tenure and property registration systems, information, and awareness raising, education, capacity building. The lack of maintenance cultures in many African societies has to be overcome to sustain the investments especially the poor have to undertake to be a home or apartment owners.
- ^a This project will focus on the neighborhoods developed under the IHDP. All residential and commercial units of this program are transferred into the condominium regime (co-ownership), which means that the units are individual property whereas there are also common elements, which have to be managed by a unit owners' association.

Why is this project needed?

- The legal instrument of condominium ownership is completely new for Ethiopia, which means that neither the legal framework nor the administrative processes have been developed and implemented properly. In addition, today's urban housing schemes come along with cultural changes and the need to integrate specific traditional practices into the development of urban areas. Residents find themselves confronted with new building materials and facilities, multi-storey buildings, new kinds of open spaces, neighbors with new lifestyles, higher densities, and/or responsibilities for common property.
- Lessons learned from the first five year of the program, supported by a recent evaluation by UN-Habitat, call for a major engagement in solving these issues, but identified also potentials for future improvements.
- Time is running short to sustain the Integrated Housing Development Programme (IHDP). More than 80.000 apartments are already inhabited and are in need of proper registration, use and management.
- ^a The issue is a complex one and therefore has to be tackled comprehensively. The required system developments need the involvement of **international expertise** due to the lack of experience in Ethiopia.
- Capacity building and piloting activities require substantial financial resources.
- Results of the project will not only also benefit other sectors of the housing market but can even be used internationally since several countries are currently implementing Housing Programs, which foster multi-storey housing solutions for poor- and middle-income groups under condominium regimes e.g. Morocco, Iran, Kenya.
- How different it is this project from other or earlier projects on the same issue?
- The issues addressed in this project did not receive ample consideration during the design of the IHDP. In course of the implementation of the program, manifold issues were arising. Solutions provided to overcome these problems are fragmented and mostly temporal. The Addis Ababa City Administration in cooperation with German bilateral Development Cooperation (GTZ/CIM), undertook minor studies on the gaps in the condominium legal framework and prepared first awareness rising materials. Their distribution depends on actual amendments of the legal framework.

SECTION 3 - PROJECT DESCRIPTION

3.1 Project Objectives and Results

- What is the main objective of the project?
- ^a The maintenance and development practices for housing assets are improved by enhancing tenure security and asset management capacities as well as businesses. Condominium sites are sustainable neighborhoods.
- What are the expected outcomes of the project

Outcome 1: Legal Framework Condominium Regime

- A comprehensive legal framework and its sound implementation and enforcement are the preconditions for secure tenure, which again is needed to encourage maintenance and development of housing assets.
- ^a The Ethiopian Condominium Proclamation, initially developed to serve the growing number of real estate condominiums, is currently only applied for condominiums developed under the IHDP. However, it comes along with two major challenges: 1) This new legal instrument does not fit into a general Civil Law System 2) The system is not comprehensive. 3) The implementation practice is not even according to the existing legal framework. 4) There is a multiplicity of interpretations and even additional regulations enacted by administrations even without clear value.
- These legal gaps create uncertainties regarding housing tenure and property rights, neighborhood development, tenants' rights (rental housing), maintenance and the role of urban renewal and development areas as a whole.
- Therefore, the revision of the existing system and specific challenges in the Ethiopian context are desperately needed, whereas the capacities in this legal field are extremely limited in Ethiopia. The outcome will serve not only the condominiums developed under the governmental IHDP, but any housing development under the condominium regime.
- ^a The developed system will serve as a framework for the development of the Legislations of the Regional States.
- Beneficiaries are the local and regional administrations since they will benefit from the developed knowledge and the capacity development measures, the citizen who will receive better services and the unit owners and tenants who will have secure tenure and appropriate rights.

Outcome 2: Shelter Assets Maintenance Culture

- ^a Each minute large amounts of private and public facilities or parts of them are getting lost due to the lack of appropriate use and maintenance.
- ^a This problem is not only true for houses, apartments and their facilities, but also for roads, laboratories, machines, schools, universities, vehicles, clothes, hospitals, etc. There is no data available to quantify the loss the Ethiopia is experiencing due to the lack of capacities but mainly awareness regarding the significance of maintenance.
- " This initiative shall develop and implement a comprehensive effort to tackle the lack of maintenance in the housing sector.
- ^a The attitude towards maintenance has to a large extent a cultural component. In many countries, it is part of early childhood education and therefore very much integrated into everyday life. This also affects the reputation of craftsmen like plumbers, electricians or gardeners.
- Maintenance and development of housing units and their environments are pre-conditions to develop and keep-up healthy, save, and living environments.
- As direct beneficiaries, apartment owners and tenants of the IHDP will benefit from the development of maintenance capacities. This will
 include children, women and men. Since it is planned to make use of different media e.g. TV-Programs or School projects, residents of all
 housing sectors will be exposed to the campaign. And therefore, a huge impact is expected which has also the potential to disperse into other
- In addition, the results are expected to be able to serve as best practice for other countries. It is believed, that the formats of the developed campaigns are internationally transferable.

Outcome 3: Condominium Management Systems

- It is hard to believe, but the management of condominiums is a completely new phenomenon in Ethiopia. Since the first condominiums of the IHDP were handed over to the new apartment owners in 2006, the residents quickly formed some kind of informal committees to manage their condominiums. Today more than 80.000 families own apartments constructed under the IHDP. Only since 2009, a formal registration of owners' associations is possible. Since the sites become bigger, some with nearly 10.000 apartments, the unit owners' associations started to employ managers. There are no education schemes for caretakers, administrators or facility managers up to today. Not even the minimum management activities as defined in the Condominium Proclamation, e.g. the establishment of reserve funds, are implemented.
- Within this component, comprehensive model condominium management systems, adapted to the Ethiopian preconditions, will be developed and their implementation piloted.
- This includes concepts for small and big sites. It has already been recognized, that there is a new window of opportunity for the development of Micro and Small Scale Enterprises (MSE) for condominium maintenance and administration. MSE development is one of the main success stories of the Ethiopian IHDP.

Outcome 4: Innovative Housing Policy Scenarios

- The potentials of maintenance, development and management of condominium sites do also depend on the urban and architectural design, chosen materials and technologies, the finishing standards and construction quality, the finance systems, land and property management as well as the development mechanism applied.
- In course of the other three components of the projects, it is expected that a wide range of such recommendations for improvements will emerge. Experiences gained during the first five-year phase of the project (2004-2010) call already for amendments of some aspects of the program. There may even be very different approaches required for different locations in the country.
- At this stage of the urban development of Ethiopia, a point of major reconsideration has been reached. There is now a window of opportunities to learn from the experiences gained within the first five years of the IHDP and to reply to the new development challenges and opportunities by an innovative way forward.
- ^a The initiative will benefit the urban population through the improvement of housing access and management. Special attention will be given to poor households. It will be facilitated through appropriate policies and its implementation fostered by the public administrations. The society will benefit from better use of public resources (subsidies) and the integrated economic development initiatives.

- ❖ What are the main activities and outputs of the project?
- There is a need of collecting up-to-date information for all the four components. Therefore, a comprehensive Baseline Studies (Output) will be undertaken. They will be analyzed and the results shall be discussed in National Workshops (Activity) and an International Conference (Activity) which will be summarized in proceedings.
- The international conference shall be a first platform for international experience exchange. The issues raised in this initiative do exist in many countries but are only marginally addressed. It is expected that through this international conference suitable partners and experts will be identified to be institutionalized in an International Network for Housing Asset Maintenance and Development (Output).
- A Study Tour (Activity), again combining all four components, shall expose Ethiopian experts to best but also poor practice cases.

Legal Framework Condominium Regime

The baseline study and its analysis including a national workshop shall be summarized in a Report "The state of the Ethiopian Condominium Legislation". It will be presented and discussed during the international conference. It is expected that the improvement of the current Ethiopian system will require the involvement of international experts. In cooperation, experts of the concerned public administration (Responsibilities: Land/Housing/Property/Cooperatives/Justice/Construction Permits etc), members of condominium unit owners' associations, scientists and international experts will develop in a first state a Working Paper on Basics of Condominium Regimes for DCs (Output) and finally develop Model Amendments (Output) of the existing Ethiopian system and Recommendations for its Implementation (Output).

Shelter Assets Maintenance Culture

Under this component Awareness Raising and Information Campaigns will be developed in order to enable homeowners and tenants to use, maintain and develop there housing facilities in an appropriate way. The public administrations will be responsible for the development and the dissemination of the media produced. Therefore, a holistic Communication Strategy shall be included into the IHDP. Topics shall be identified following the analysis of the Baseline Study and might include: How to use infrastructure facilities like flush toilets, water-taps, electric breakers, septic tanks? How to maintain the facilities e.g. DIY? How to maintain a safe environment esp. for children? How to avoid accidents? How to live a healthy life in How to furnish an apartment? How to develop the open spaces? Media might involve posters, brochures, demonstration pilot projects e.g. low-cost playgrounds or urban agriculture, TV/DVD programs e.g. DIY or, children's books, design competitions e.g. for furniture. Finally there will be Capacity Development Measures regarding the future development and the use and dissemination of the materials with the concerned stakeholders e.g. administrations, condominium owners' associations, schools.

Condominium Management Systems

- The results of the baseline study and international experience exchange will be translated into Model Management Systems, which shall function according to the legal framework and integrate the specific Ethiopian requirements and potentials. The existing owners' association will provide major input and be the main actor in the implementation of Pilot Projects. In return, a Condominium Management Handbook will be developed to provide guidance for the existing and future owners' associations. It will come along with Training Schemes, which will be implemented by the administrations, which will be prepared to do so by Training of Trainers (ToT).
- A working group, including owners' associations, TVET institutions, Universities, private sector and administrations will draft Model Education
 Schemes and pilot them. In parallel, a MSE Development Strategy will be developed and piloted. Finally, a MSE Development Initiative, similar to the existing initiatives for the construction sector, will be implemented.

Innovative Housing Policy Scenarios

A baseline study will be conducted and summarized in the form of a **Lessons Learned Compendium**. Together with the outcomes of the international experience exchange, this will form the framework for an **International Housing Policy Competition** applied for the Ethiopian context. This again will be used as major input in order to develop **Policy Scenarios** for the adjustment of the IHDP.

3.2 Project Approach

- How does this project initiate, complement and/or leverage other urban development programmes?
- This project will be integrated as new component in the current Housing Program (IHDP). The need for action in the field of post-construction management derives from the actual challenges faced and reported by the unit owners, their associations and tenants. The challenges are also present in other housing sectors, but in the course of the IHDP, they are directly addressed to the involved administrations. The project activities will therefore be developed for and piloted in the condominium sites developed under the IHDP. Nevertheless, the outputs will also benefit actors of the other housing sectors.
- ^a The MUDC currently employs one German integrated expert in order to develop organizational capacities in the field of housing transfer and operation management. Since then many challenges have been identified and the need of a major effort became clear.
- ^a There are no other major NGO or donor projects undertaken in this field so far.
- How will the project facilitate broad participation of stakeholders and build partnerships among urban actors?
- Service delivery is the main principle of the currently implemented BPR, citizens are customers and the main aim of the administrations is to serve them reaching sustainable development. In addition, this project will be driven by the administrative institutions in order to develop the capacity of appropriate service delivery. Only the overall project coordination will be undertaken by the federal level MUDC. All the activities will also include local and regional administrations.
- Nevertheless the development processes will include a wide range of stakeholders, especially the condominium owners' associations but also universities, TVET institutions and the private sector e.g. MSE.
- ^o Since the IHDP is already taking special consideration of the poor and especially women, this approach will be transferred into this project.
- How will the project scale up and institutionalise its approach?
- The basic approach of the project is to develop model solutions in the framework of the IHDP and by applying a participative process, which can then be directly used or be locally adjusted by the local and regional administrations. This is to support the ongoing decentralization process in Ethiopia and to encourage the development of local best practices. Therefore, the project already includes a role-out and institutionalization mechanism.

- How will the project engage financing partners to provide capital for the implementation of plans and strategies to be developed by the project?
- Financial support is mainly required for experience exchange, capacity building measures, expert consultancy services for system developments and the implementation of pilot projects.
- ^o The CA member Ministry of Urban Development & Construction will provide co-financing, with the amount of **25,000 USD.**
- " The MUDC will mainly finance project staff and running costs to facilitate the coordination and administration of the project.
- Involved towns and Regional States will contribute substantially through the assignment of staff working for the project. The majority of the implementation activities will be undertaken and financed by them.
- How will the project capture experiences and results, facilitate learning processes and disseminate knowledge?
- The project is mainly a system and capacity-development project. It uses local and international experiences as well as multi-stakeholder participative processes to develop solutions for the Ethiopian context. The outcomes will be summarized in publications in the form of e.g. studies, strategies, handbooks or concepts.
- ^a The international conference and the experts' network offer the opportunity of **future knowledge management** beyond the actual duration of this project.
- ^a M&E will be integrated into the M&E system of the IHDP and the MUDC reporting schedules.

SEC	TION 4 – PROJECT AND FIDUCIARY RISKS AND ARRANGEMENTS
4.1	Project Risks
* * *	Will the project entail any social risks? Will the project entail any environmental risks? Will the project entail any other risks including, but not limited to political and financial risks? Will the project entail any other risks including, but not limited to political and financial risks? Will the project entail any other risks including, but not limited to political and financial risks? We have the project and the mitigating measures to be undertaken to minimize those potential adverse impacts.
4.2	Fiduciary Risks
* * * * * *	Is the Recipient a registered organisation under the countries'/cities' legal requirement? Can the Recipient provide proof of registration and years of operation? Does the Recipient have (or can open) a bank account? Is the Recipient liable for audit? Does the Recipient follow any Procurement Guidelines and if so can this document be provided for review? YES NO NO Is the Recipient familiar with World Bank Procurement Guidelines? YES NO
□ Th	Project implementation arrangement e project will be managed and administered by the MUDC.
	e management will be integrated into the Housing Development and Government Buildings Construction Bureau of the MUDC. ant administration will be undertaken by the Finance Department of the MUDC.
4.4	If approved, would this activity have no-objection by the national government? XES NO

Key activities	WHO	YEA	AR 1	YEAR 2		Budget
		Semester 1	Semester 2	Semester 1	Semester 2	
1. Component: Legal Framework Condominium Regime						Component :
1.1 Activity: Baseline Study/ Follow-up	MUDC/ Regions/ Cities – Researchers	Baseline Study/ Draft Report "Status Eth. Condo. Legislation."	Final Report "Status Eth. Condo. Legislation."			US\$ 66,000
1.2 Activity: System Development Legal Framework	MUDC/ Regions/ Cities – Owners' Ass intern. Consult.	National Workshop/ System Development incl. Impact Assessm.	Model Amendments/ Implementation Recommendations	Model Amendments/ Implementation Recommendations		
1.3 Activity: International experience exchange	Organizers: UN Habitat tbc/ MUDC	Research/ Draft Paper "Basics of Condo. Regimes for DCs"	Intern. Conference/ Study Tour/ Network	Network , Final Paper "Basics of Condo. Regimes for DC"	Network	
1.4 Activity: Capacity Building & Implementation	MUDC - Regional Bureaus - Cities – Associations		Capacity Building/ Implementation	Capacity Building/ Implementation	Capacity Building/ Implementation	
2. Component: Shelter Assets Maintenance Culture						Component 2
2.1 Activity: Baseline Study	MUDC/ Regions/ Cities – Researchers	Baseline Study				US\$ 71,000
2.2 Activity: Communication Strategy	MUDC/ Regions/ Cities – Owners' Ass. – Consultants	Draft Communication Strategy	Final Communication Strategy			
2.3 Activity: International experience exchange	Organizers: UN Habitat tbc/ MUDC	Research	Intern. Conference/ Study Tour/ Network	Network	Network	
2.4 Activity: Campaigns	MUDC/ Regions/ Cities – Owners' Ass./ Consultants		Development/ Piloting Campaigns/	Piloting Campaigns/ Finalization		
2.5 Activity: Implementation of campaigns	MUDC/ Regions/ Cities – Owners' Ass.		Capacity Develop./ Implementation	Capacity Develop./ Implementation	Implementation	
3. Component: Condominium Management Systems						Component
3.1 Activity: Baseline Study	MUDC/ Regions/ Cities – Researchers	Baseline Study				US\$ 93,000
3.2 Activity: System Development	MUDC/ Regions/ Cities – Owners' Ass intern. Consult.	Draft Model Management Systems	Final Model Management Systems			
3.3 Activity: International experience exchange	Organizers: UN Habitat tbc/ MUDC	Research	Intern. Conference/ Study Tour/ Network	Network	Network	
3.4 Activity: Management for Condominium Owners' Associations and their staff	MUDC/ Regions/ Cities – Owners' Ass./ Consultants		Pilot Projects Capacity Building	Management Handbook/ ToT/ Training of Owners' A.	ToT/ Training of Owners' A.	
3.5 Activity: MSE Development and Education Strategy	MUDC, Education Bureaus, Addis Ababa City, TVET, Univ., Private Sector	Stakeholder Analysis, Needs Analysis	Educational Schemes & MSE Dev. Strategy/ Pilot Course/ Pilot MSE	Devel. & Implem. Education Schemes/ MSE Support Initiative	Implementation Education Schemes/ MSE Support Initiative	
4: Component: Innovative Housing Policy Scenarios						Component
4.1 Activity: Lessons learned – Compendium	MUDC/ Regions/ Cities – Researchers	Lessons Learned Compendium				US\$ 45,000
4.2 Activity: International experience exchange	Organizers: UN Habitat tbc/ MUDC	Research	Intern. Conference/ Study Tour/ Network	Network	Network	
4.3 Activity: International Housing Policy Competition	MUDC, Participation open		ToR Competition	Competition		
4.4 Activity: Development of Policy Scenarios	MUDC/ Regions/ Cities – Researchers - intern. Consult.		Policy Scenarios/ Model Policies	Policy Scenarios/ Model Policies	Policy Scenarios/ Model Policies	
					TOTAL US\$	275,000