

LEARNING FROM INNOVATIONS

Meeting the Millennium Development Goals (MDGs) through Innovation



Organized by Cecilia Kinuthia-Njenga

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Meeting the Millennium Development Goals (MDGs) through Innovation.

Organized by Cecilia Kinuthia-Njenga.

São Paulo: Programa Gestão Pública e Cidadania
68 p.1st edition 2008

ISBN : 978-85-99720-10-3

1. Millennium Development Goals. 2. Innovations. 3. Governance.
4. Public Policies.

Series Learning from Innovations

Design and production: Nelson Caramico

Printed by Grafica Dedone, São Paulo, Brazil

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PART I:
Introduction and background

Introduction

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The Millennium Development Goals have become a universal framework for development and a means for developing countries and their development partners to work together in pursuit of a common vision. The challenge of achieving the Millennium Development Goals in all regions of the developing countries by 2015 is however a daunting one. Unfortunately, many of these countries are behind the MDG targets. As noted in the 2006 MDG Report "...disparities in progress, both among and within countries, are vast, and that the poorest among us, mostly those in remote rural areas, are being left behind. Much more can and must be done..."²

The majority of young citizens and other marginalized groups are unable to realize their full potential because of high rates of unemployment, poverty, HIV/AIDS, illiteracy among other factors. Significant statistics show that women constitute about 70 per cent of those living in poverty in developing countries, and that there are about 60 per cent of the 40 million people living with HIV/AIDS are in Africa. This alone can seriously affect the attainment of the MDGs.

In terms of progress towards the attainment of the MDGs, therefore, the collective record is mixed – there have been some gains even in the areas facing the most challenges. Success is possible but there is a clear need for more targeted interventions and strategies for localizing the MDGs more. Without a concerted effort at all levels including local level actors (including the poor communities) millions of people will not realize the promises of the MDGs in their lives. There is still a dire need for sound local governance, enhanced productive capacities, effective policies, strategies and technical and financial support. There is increasing awareness that sustainable development will only be enhanced if processes at the local level are strengthened.

Throughout Africa local governments have for a long time been assigned a broad range of responsibilities which are directly linked to the MDGs. This included responsibilities for ensuring access to primary education, health, water and sanitation, roads, agricultural (crop, animal and fisheries) extension services, disease control and revenue collection among others. Local governments were also responsible for physical planning, human resource development, statistics

2- Millennium
Development Goals
Report. United
Nations, 2006. P. 3.

generation, legislation, law enforcement, promoting self-help activities, implementing central government policy and coordinating the activities of non-governmental, community-based and faith-based organisations. All this required a great deal of planning, budgeting and management capabilities. With decentralization and privatization however, sector reforms have changed this scenario and responsibilities and service delivery are streamlined into public and private sector in most countries.

However, despite these changes, local governments across the developing countries, still face major challenges in providing basic services in their jurisdictions. With large scale budgetary deficits, and rising expectations of the citizens, they are under constant pressure to respond to increasing infrastructure needs in their regions. Increasingly many local bodies have turned to non-public sector agencies to partner for asset creation as well as for service delivery. Recognizing the nature of these issues, partnerships between local governments and private and non-governmental organisations are seen as bold and innovative strategies to improve performance of the services delivered by local authorities.

At the local level, while attainment of the MDGs is of benefit to everyone, it has special meaning for the poor and the disadvantaged who constitute the majority of the world's people and who always tend to be marginalised. This therefore means that any developmental interventions will be more meaningful if they are decidedly pro-poor and if emphasis is placed on outcomes for the local levels rather than on process.

We must note that in analyzing levels of attainment of MDGs at the local level, approaches to poverty eradication and improved local governance must empower men, women and youth to make decisions about priority services and how they are delivered. This points towards the need to increase the participation of all these groups in decision-making at local levels. The link between local development financing and financial management and the need for planning against available and realistic estimates of available resources is crucial at the local level. This raises the question of resources transfers and the capacity of local actors to mobilise, absorb and manage resources, and forge partnerships with civil society and the private sector.

It is crucial to understand the challenges facing local governance, particularly with regard to the issues that undermine localizing of the MDGs. The deliberate or incremental changes to products, processes, services and resources that effect change at the local level have to be understood. It is clear that individuals, organizations, institutions and local governments can innovate. The challenge in most developing countries is how to innovate given the limited capacities at the technological, financial and human resource levels, and still be able to create positive impact.

As a response to support innovation in local governance processes, in the mid-1980s the Ford Foundation begun to support a number of different initiatives around the world. The Innovation in Local Governance Award

Programme sponsored under this initiative runs in Brazil, Chile, China, Indian Nation of the USA, Mexico, Peru, Philippines, South Africa, East Africa and the United States. The programmes are dedicated to identifying and disseminating experiences that are making significant contribution to increasing service provision, broadening citizenship and improving governance at the local levels.

In East Africa UNHABITAT initiated the ‘Mashariki Innovations in Local Governance Award Programme’ (MILGAP)³ in three of the East African countries – Kenya Uganda and Tanzania, in 2002. MILGAP recognizes innovative practices in local governance and through this award, enabling innovative ideas to reach a wider audience and help reinforce the ideals of UNHABITAT’s Campaign on Urban Governance and the goal eradicating poverty through improved urban governance.

This number of the series - Learning from Innovations – was prepared by UNHABITAT’s MILGAP programme and provides regional perspectives and different approaches to improving local governance using selected case studies with best practices and lessons learnt from other initiatives. The discussions are centred around the local innovative processes of realizing the MDGs which call for effective and inclusive local development practices to enhance the abilities of the local actors by equipping them with the right capacities to plan, implement and monitor activities in a participatory manner. This is with the realization that on own local actors cannot succeed without the support of appropriate mix of individual, institutional and enabling environment capacities.

We hope that this publication together with the ones under this series, dealing with the different levels and sources of innovation at the local level, will serve as a useful resource to local level actors in project designs and in influencing policies that will contribute to attaining MDG targets.

Background

Innovation and enhancing ‘good’ governance

‘Good’ governance entails efficient and effective use of power and resources, constitutionalism and rule of law, justice and equity, electoral and participatory democracy, security of person and property, promotion of human rights, transparency and accountability (political, managerial and financial), exemplary and inspirational leadership, and popular participation in social and economic processes. Its facilitating conditions at the local level include a vibrant civil society and an informed and empowered citizenry. Generating these conditions requires the involvement of a broad range of stakeholders, including central and local governments at the broad level and the private sector, NGOs, CSOs and CBOs at the lower levels. Building effective partnerships is, therefore, extremely important since local economies must

3- MILGAP is a two tier event involving a National and Sub-Regional stage. Implementation of the national award cycle involves a preparatory stage where sensitization campaigns are conducted; a review stage where applications received are evaluated and validated. On conclusion of the national round the best three projects proceed to the sub-regional level. During the sub-regional awards, the nine projects drawn from the three countries compete for first, second and third positions.

be developed to create jobs, enhance local incomes and broaden local the tax bases from which local governments can generate revenue to complement central government transfers. Local governments can obtain good results by engaging other partners in implementation of some activities particularly at local levels.

This calls for innovative strategies, activities and planning. Innovation refers to deliberate or incremental changes to services, processes (including decision-making), products, institutional arrangements, technology, implementation of policies/regulations, planning etc. Innovation as used in MILGAP provides answers to problems, particularly in situations where existing structures do not sufficiently meet or address the needs of the local actors, i.e. end-user innovation. Innovation is not just about products; at the organisational level, for instance, innovation is normally linked to performance or growth through deliberate improvements in efficiency, productivity and quality which contribute to good governance.

Innovation is vital given the dynamism within societies and changing needs of individuals, groups and demands for facilities. There are also differences in the socio-economic, cultural, and political settings of different local settings. This means that even with clear policies and institutions for service delivery in place, innovation is required if the needs and expectations of the different localities are to be met.

Local governance: Approaches and the challenges of local governance

The emerging partnerships between local government, private sector and civil society in sustainable development requires not only a reconfiguration of public space, which was earlier dominated by government only, but also new mechanisms for creating operational linkages among these spheres. This is all the more important due to the enlarged area of competence of local authorities, the increased volume of resources under its custody, and the expanded scope of transactions being handled by local governments. In fact, the complexity of local governance not only makes it vulnerable to corruption and other aberrant types of organizational behaviour but also renders it susceptible to alienation from its citizenry⁴.

Most developing countries undergoing sector reform processes, clearly indicate that the existing governance lack clarity of roles and responsibilities, due to inadequate and confusing regulatory frameworks and complex administrative procedures that may exist. Most of the policy changes and institutional reforms have not been realized at the local levels. Yet, it is at the local that the location of habitat and quality of living environment, types of services, facilities available for gaining a livelihood, and even the opportunity available for influencing the range of choices and options available for sustainable living.

4- UNHABITAT, 2004. Urban Governance Toolkit Series: Tools to support transparency in local governance p.15

In the absence of clear standards and benchmarks for accountability, decentralisation carries the risk of increased local corruption and the misallocation of resources to favour local elites and wealthier populations who have greater political influence than do the urban poor. There is a pressing need, therefore, for greater transparency in local governance in order to increase and improve the quality of public participation, while at the same time enhancing the accountability of local government to its citizens.

The challenge in improving local governance lies in building transparency in order to facilitate the realisation of two other good governance principles – *civic engagement and accountability*⁵. This will be possible if information is communicated effectively and adequately by creating forums for civic engagement. By promoting better access to information for all stakeholders, transparency strengthens the accountability of all actors to local development goals as well as to other actors and stakeholders.

5- “The World Bank has identified three main types of accountability: political accountability, which expresses itself in periodic elections; administrative accountability, which is represented through the horizontal and vertical mechanisms within and between agencies; and social accountability, which includes mechanisms that hold agencies accountable to their citizens. See, World Bank (2003) - Sustainable Development in a Dynamic World: Transforming Institutions, Growth and Quality of Life. World Bank and Oxford University Press.

Understanding the Millennium Development Goals (MDGs)

GOALS	TARGETS
GOAL 1: ERADICATE EXTREME POVERTY AND HUNGER	Target 1: Halve, between 1990 and 2015, the proportion of people whose income is less than \$1 a day. Target 2: Halve between 1990 and 2015, the proportion of people who suffer from hunger
GOAL 2: ACHIEVE UNIVERSAL PRIMARY EDUCATION	Target 3: Ensure that , by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling
GOAL 3: PROMOTE GENDER EQUALITY AND EMPOWER WOMEN	Target 4: Eliminate gender disparity in primary and secondary education, preferably by 2005 and to all levels of education not later than 2015
GOAL 4: REDUCE CHILD MORTALITY	Target 5: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate
GOAL 5: IMPROVE MATERNAL HEALTH	Target 6: Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio
GOAL 6: COMBAT HIV/AIDS, MALARIA AND OTHER DISEASES	Target 7: Have halved by 2015 and began to reverse the spread of HIV/AIDS
GOAL 7: ENSURE ENVIRONMENTAL SUSTAINABILITY	Target 9: Integrate principles of sustainable development into country policies and programmes and reverse the loss of environmental resources. Target 10: Halve by 2015 the proportion of people without sustainable access to safe drinking water. Target 11: Have achieved by 2020 a significant improvement in the lives of at least 100million slum dwellers.

GOALS	TARGETS
GOAL 8: DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT	Target 12: Develop further an open, rule-based , predictable, nondiscriminatory trading and financial system (includes a commitment to good governance, development and poverty reduction – nationally and internationally).Target 13: Address the special needs of the least developing countries. Target 14: Address the special needs of land-locked countries and small island developing states. Target 15: Deal comprehensively with debt problems of developing countries through national and international measures in order to make debt sustainable in the long term. Target 16: In cooperation with the developing countries, develop and implement strategies for decent and productive work for youth. Target 17: In cooperation with pharmaceutical companies, provide access to affordable and essential drugs in developing countries. Target 18: In cooperation with the private sector, make available the benefits of new technologies, especially Information Communications Technology

i) Recognizing the Inter-linkages in the MDGs

The MDG targets are multi-faceted, cutting across a vast array of interlinked dimensions of development. This ranges from the reduction of extreme poverty to gender equality in health, education and the environment. Because of this complex web of interactions, sustained progression any one area depends critically on advances across the other areas. Conversely, a lack of progress in one area is likely to hold back improvements in other fronts.

For instance, the target for access to safe and adequate water provides a good example of these linkages between the 8 goals because of its influence of health, school attendance, food security, environmental sustainability etc. The goals are interlinked and provide a platform for joining together and following up on all commitments made at the various UN global summits held in the 1990s by recognizing the interdependence of growth, poverty reduction and sustainable development.

Goal 3 which deals with gender mainstreaming is also an explicit cross-cutting theme in all of the goals. The fact that Goal 3 focuses on gender equality affirms that gender equality is a value in its own right, and not only a means to other ends. At the same time, achievement of the MDGs is dependent on the integration of gender equality targets within each of the MDGs, not merely Goal 3 and other women-specific goals including 5 (maternal health) and 6 (HIV/AIDS and other diseases).

While it is true that investing in education (Goal 2) means investing in the future, it is also true that education reform is one of the most effective tools innovators have to empower a disadvantaged group to lead themselves. Aside from the potential economic advantage of a thorough education to students seeking employment, innovative instruction can also be a foundation for teaching young people to be proud of their local culture and heritage, and to be good citizens as they reach maturity. The role of youth can equally not be undermined since they have a huge role in determining how power and resources are used in their societies. By not including them in decision-making processes, either in the public or private sector, countries lose a crucial resource base.

In order to achieve the MDG 2 on achieving universal education, child mortality must be addressed to start with. It must be acknowledged that young people can contribute a great deal through their perspectives and experiences and therefore no governance structure can be truly successful without them. In this respect, there is a need to create and strengthen networks of young people, which they will use to influence decision-making processes and bring about change in governance in their communities and countries. This will also help them engage more confidently in all aspects of their societies and become more active citizens in positive activities that benefit them and the wider community.

It is not enough to merely strengthen governance structures of local authorities without support to the youth through informed participation. In Case study I the interventions ensured relevance and sustainability and defined youth activities that influenced their sense of responsibility and encouraged participation in programmes that instilled ownership. Focus on root causes of truancy has to be fully developed so that issues of resource constraints as a motivator to stay out of school by youth can be addressed. In sub-Saharan Africa, school fees consume nearly a quarter of a poor family's income, paying not only for tuition, but also indirect fees such as Parent-Teacher Association and community contributions, textbook fees, compulsory uniforms and other charges. Financial capacities have to be built through innovative income generating activities as in the case study I and V.

ii) Recognizing and empowering marginalized groups/areas

At the local level, while attainment of the MDGs is of benefit to everyone, it has special meaning for the poor and the disadvantaged who constitute the majority of the world's people and who always tend to be marginalized. This means that any developmental interventions will be more meaningful if they are decidedly pro-poor and if emphasis is placed on outcomes for the local levels rather than on process. The majority of young citizens and other marginalized groups are unable to realize their full potential because of lack of involvement in decision-making processes; lack of information and support to access basic

rights and services; high rates of unemployment, poverty, HIV/AIDS, illiteracy among other factors.

Marginalization takes many shapes and forms – in access basic resources and services like water, sanitation, education, housing, to participation in processes meant to improve the socio-economic status of the local populations. More focus on marginalization along lines of participation in decision-making processes on socio-economic issues is needed if the voice of the local communities is to be articulated in governance issues affecting them. Significant statistics show that women constitute about 70 per cent of those living in poverty in developing countries, and that there are about 60 per cent of the 40 million people living with HIV/AIDS are in Africa. This alone can seriously affect the attainment of the MDGs. There is still a dire need for sound local governance, enhanced productive capacities, effective policies, strategies and technical and financial support. There is increasing awareness that sustainable development will only be enhanced if processes at the local level are strengthened.

In analyzing levels of attainment of MDGs at the local level, approaches to poverty eradication and improved local governance must empower men, women and the youth so that they are able to make decisions about priority services, how they are delivered and on how they can mobilize resources for the same. This calls for increased participation of the civil society at the local level. The eight Millennium Development Goals are therefore a call to action, to mobilize development efforts involving national governments, local governments and development partners to direct their activities toward achieving the MDGs by the year 2015. Each country has committed to setting such targets and to publishing annual reports assessing progress in relation to each goal.

iii) Localising MDGs

Localization is composed of several processes – all of which have been undertaken in various ways by different countries around the world - and is directly linked with issues at the national level such as decentralization and local governance reform, and service delivery. Even though the MDGs are global, they can most effectively be achieved through action at the local level. However, not all MDGs are applicable at the very local level. There is therefore a need to keep in mind the need to disaggregate the relevant MDGs from National, sub-national and community levels in order to have specific targets and focus to realize them at the different levels. This has to be supported through recognition and collaboration with existing CBOs or other civil society groups involved in different activities in support of development.

Considering that it is at the local level that inequalities between people in a city can be addressed, it is important that intervention first identify existing needs and demands of the communities. For instance, it is at the local level that safe drinking water, electricity and other services including health and education are provided, that garbage is collected and that food is sold in markets where

municipal level service providers do not have adequate infrastructure services to cater for the local populations.

In each city and town there will be a local reality to be taken into consideration and of which the MDGs should be adapted to meet this reality. This is also the only way to make the most of local social capital and get the community involved. Though national level plans and actions are critical, experience has shown that national plans must be linked with both local realities and the people they serve to be successful.

iv) Translating policies

Considering at the community level operates on some traditionally understood norms, values, and cohesiveness, the means of survival can be tapped into growth and production of a surplus. Means of combining the existing capacities with the needed capacity building to be able to translate policies and strategies into action at local level is necessary. This cannot happen without enhancing information sharing mechanisms, and designing ways of translating policies into action even in situations where resource are limited. More information is required to be able to bridge the gap between realizing MDGs through improved governance in meeting the needs and demands of the local populations. The question, however, is how the policies can be translated into the processes of the poor at the local level and within individual communities.

v) Community voice and deliberate participation in local governance

Community voice needs to be projected and this can only be done if the rights to services are understood, roles and responsibilities of key actors are spelt out and communities have platforms or mechanisms through which they can hold the duty bearers into account. If policies are to be localized however, communities must be made aware s that they can compliment the efforts of institutions, for instance through the Local Authorities Development Action Plan.

vi) Strengthening/Building Capacities

It is evident that at the local level, institutions and capacities to design and implement the innovative programmes equally lack at community level – mainly at project design and implementation. Without support to improve technical and financial management skills many innovative ideas might not be developed and even when such projects are implemented they may not have impact intended or sustainability. This brings to the fore the importance of creating partnerships so that technical, human and financial resources can be harnessed.

vii) Tools development for MDG monitoring at local level

Given the gaps in capacities, it is crucial that local governments have mapping tools for needs assessment and for responding to the capacity needs and challenges facing the local actors in the different sectors. Without targeted tools, with specific indicators for bench marking, it may prove difficult to assess the extent to which MDGs have been localized. With the 2015 target date fast approaching, it is even more important than ever to understand where the goals are on track, and where additional efforts and support are needed, at all levels. This calls for MDG monitors specific to the different contexts.

This MDG series therefore presents innovative case studies whose activities, actions, programs, projects, policies, are not meant to be prescriptive but through which provide innovative best practices from which lessons can be learnt. •

PART 2: Analysis of selected case studies and relevance to the attainment of MDGs

Case study I: Education

“Growing Up Project” (Brazil)

By Lilia Asuca Sumiya¹

1- Master degree in Public Administration at the School of Business Administration of São Paulo/ Getulio Vargas Foundation – EAESP/FGV

Background and scope of the Project

Brazil is close to a universal primary education; however its school system still faces great challenges to achieve the goal of having all children in school. The smaller the percentage of the population not yet catered for, the larger the obstacles, as it becomes necessary to elaborate specific programs for a small part of the population who, for some reason, did not benefit by more generalized programs. This includes the challenge of teaching reading and writing to youths between 15 and 24 who left school or were not at school at the adequate age.

National policies for inducing school attendance, such as the Bolsa Escola – School Scholarship Program, played a crucial part in bringing up enrollment numbers all over the country. The Fundef schooling fund, besides encouraging a municipal school structure, encouraged sub-national governments to increase enrollment rates, as the Fund’s resource allocation logic was based on the number of students enrolled within each schooling network. Now, with the Fundeb fund for basic education, the government hopes to increase enrollment in pre-school, high school and Youth and Adult education, levels and types of schooling which were not contemplated by the previous Fund.

National strategies such as the Fundef and the Fundeb need to be complemented with local strategies, as each region’s characteristics are specific to its reality and demand specific actions which more general policies rarely comprehend. It is within this context that this article analyses the experience of Project Crescer, developed by the municipality of Boa Vista, in the state of Roraima, located in Brazil’s extreme north.

Crescer is a multi-disciplinary project for youths, many of which never attended school, which aims at insertion into Boa Vista’s social and economic life. Besides the lack of studies and professional perspective, these youths gather in rival gangs and become a public safety problem. Roraima, situated in Brazil’s extreme north on the frontier with Venezuela and Guiana, is one of the newest states in the country, made official by the 1988 Constitution, before which it was a territory. However, its public finances are still highly dependant

on federal resources for maintenance of the governmental infra-structure. This means that both the state and its municipalities have no outstanding economic activity, based currently on livestock, agriculture and extractivism. But most job opportunities still lie within civil service, the state's main employer, a characteristic shared by many of Brazil's regions.

The state has approximately 400 thousand inhabitants, with 60% concentrated in the capital Boa Vista and the rest spread over the remaining 14 municipalities. The large population flux began in the 1980's, mainly due to mining activities. This process increased by migration encouraged by politicians who, interested in corraling voters, offered from bus tickets to land for housing. The Indian population is also present in the state, with some 40,000 Indians, most living within the Raposa Serra do Sol Reservation².

2- Data from the
Roraima Indigenous
Council
(www.cir.org.br)

In January 2001, after the municipal election in the previous year, a new team took over the Boa Vista City Hall, beginning a municipal census with the aim of getting to know the characteristics of the resident population. With a technique new to the municipality, as well as to many Brazilian cities, the government used geo-referencing to map out around 80% of residences, giving special attention to those in low-income areas.

This process was a part of the Open Arms Program – Braços Abertos, carried out initially by the Department of Participative Management and Citizenship (SEMGE). Technicians visited Boa Vista residences and constructed a vast data bank with information on two levels: socio-economic and basic infra-structure. With this, both the Department team and City Hall staff had access to data on family and per capita income, level of schooling, inhabitants per residence and their age groups, household head and their profession, number of children not attending school, youths from 15 to 21 out of school and the job market, besides information on the residence itself, such as number of rooms, availability of running water, sewage and electricity. Another innovation in this census was to research citizen demands and which channels were used to voice these demands, as well as how involved citizens were in associations.

This census had two main effects: the first is that the municipal government now had a precise diagnosis of the social conditions of its population and the problems it faced, crucial information for formulating public policies; the second was the recognition that the census carried out previously by the federal government underestimated the number of inhabitants. Thus, after the process was validated by the Brazilian Institute for Geography and Statistics (IBGE), the population of Boa Vista grew; bringing the public accounts an extra income of R\$ 1 million per month from the Municipal Participation Fund, calculated with basis on population.

From a viewpoint of subsidies for public policies, the socio-economic report brought alarming data on the living conditions of the population. It would be necessary to elaborate programs to reach the almost 60% of the population living on the poverty line, while another 4,924 household heads were unemployed. And the situation of the 26,539 youths in the city was troublesome, with 65%

close to the poverty line; among these youths, 5,891 were not studying, 1,911 had no job and 1,490 neither studied or worked. Also, 6,011 youths and adults were illiterate. This data helped explain the rising youth violence and the gangs that faced each other on the streets of the capital.

The urban poverty and youth violence were fed by yet another element, the arrival of Indians who left their tribes, which were involved in interminable judicial disputes for territorial demarcation. With few expectations in farming, the young people of the Macuxi and Wapixana ethnicities abandoned their origins and migrated to the capital in search of educational and professional alternatives. The reality in Boa Vista was even harsher than in the tribes, and the Indians joined the ranks of the unemployed and became involved with juvenile delinquency.

Without schooling or professional perspective, the youths gathered in groups within their neighborhoods. In time, these groups, called “galeras” and made up of 40 to 100 boys and girls, began to dispute territorial dominance, generating confrontations that ended up causing premature deaths among youths. These disputes were eventually transferred to the city center, especially the area surrounding the bus station, where the galeras from different neighborhoods met up.

Violence and rivalry between gangs was often encouraged by those who should be fighting it – the police themselves. This attitude is clear in the statement of one of the boys who suffered police violence: “the police hit me and left me wounded in the next neighborhood”. Other statements show further tactics used by the police to encourage tension among the groups. One tactic was to imprison and beat up galera members, accusing members of a rival gang as informants. One factor that helps explain the lack of preparation of the police force was the absence of public service exams, in other words, officers were hired without criteria and did not receive adequate training. Situation began to be reverted in 2003, when the first public service exams for the state police took place.

Strategy

Instead of simply increasing police action and repressing gang wars, the strategy has been to approach this segment and offer a series of alternatives on several fronts. This is a multi-disciplinary action within the areas of education, job training and income generation, sport and environment. In this manner, the Project Crescer initiative contributes not only towards improving education but towards achieving other Millennium Goals, mainly Goal 8: Develop a Global Partnership for Development; Goal 1: Eradicate extreme poverty and hunger and Goal 7: Ensure environmental sustainability.

It was clear to the municipal government that the main problem to be tackled was the violence that had taken hold among youths, mainly due to the lack of perspectives, whether educational or professional. After noting that

the majority of fights took place at night, the municipal government took the first step with the “Sport throughout the Night” project, which created leisure and sporting spaces in the suburbs which, as the project name shows, operate also at night. Multi-disciplinary teams were trained to work during this period, organizing activities for the young people. The idea was to use sporting activities to work on concepts such as respect for rules, living alongside adversaries, sharing public space with other teams, defeat and victory. Two other goals were set for the night activities: the identification of youths who would later be part of the first group of the future Project Crescer and also identification of the leaders, responsible for forming the galeras.

The 150 youths identified by the government team took part, in 2001, of organizing the “Arraial Boa Vista Junina” festivity, the first Crescer event. The events success led to the creation of professional training workshops, such as baking and woodwork. Each six month, new youths are integrated to these courses, becoming part of the project. Project Crescer, created with the initial goal of reducing juvenile violence, began to be seen and used as an integrated policy for fighting the social exclusion of the young people of Boa Vista.

Project Methodology

Project Crescer has three basic lines, set during implementation, and constantly revised:

- Live – Living together and Learning
- Do – Generate income
- Be - Values

The Project’s dynamic nature can be seen in its trajectory of actions, while the consolidation of its main elements can be exemplified by a recent fact, which is its transference from the Department of Social Development, where it was created, to the Department of Education. This took place at the end of 2006, due to the need to give a more academic direction to activities, although the three basic concepts remain, guaranteeing continuity for the multi-disciplinary attendance to the youths who take part in the activities.

The three base lines symbolize actions undertaken in several areas: work carried out in the different workshops relate to “live” and the importance of learning a trade and relating as a group; implementation of a Cooperative represents “do”, increasing income among associated students; last, the Frei Artur Agostini school helps to “be”, building student identities and values. Next, these different actions will be examined in detail.

1) Live – Living together: workshop participation

New students who arrive at the Project often bring with them the aggression of the streets in conjunction with a natural teenage rebellion, which can affect activities for the other members. To reduce this problem, the youths go

through a socialization process, the Conviviality workshop, with the objective of teaching them to work in a group, respecting rules and commitments. By teaching these values, the Project team tries to avoid problems like those faced in the beginning of their work, such as theft of material from the workshops, vandalism and sale of uniforms and transport vouchers, besides the lack of care for the facility by the participants. In the lessons, the young people learn basic concepts of citizenship, education, behavior, hygiene and group work. To overcome aggression and the difficulty of dealing with certain teens, the Conviviality team works on building a sense of individual limits, of respect to others and social relationships, strategies which were already being developed within the Sport throughout the Night activities.

The learning process is not restricted to classroom tradition, several external workshops were prepared to attract student interest, such as visiting igarapés – seasonal creeks common to the region – to raise awareness on the importance of preserving the environment and water resources, first aid courses with the Fire Brigade, fun activities such as rappelling and other dynamic exercises that provoke curiosity and motivate the youths to continue frequenting Crescer.

In the next stage, the youths move on to production workshops, chosen according to each person's interests, with the objective of teaching a trade and bringing enjoyment. At first, the workshops were developed according to need, with no previous operational or pedagogic planning. This happened because the context demanded speedy action; however the improvisation of physical space and material made it hard to implement an educational process alongside some of the activities.

With time, the workshops became structured, and now the youths can choose out of the 10 workshops in operation; only Conviviality is common to all and offered upon arrival. The other workshops are: Fashion, Baking, Woodwork, Traffic, Producing Musical Instruments, Gardening, Printing, Theatre and Latex-based Craft. Each has a coordinator who organizes the activities according to, at all stages, the educational process. In all, around 550 boys and girls attend.

2) Do – Generate Income: implementing a Cooperative

The geo-referential census carried out by the Open Arms Program produced another alarming fact, although common to large metropolitan areas; teen pregnancy and the fact that many youths attended by Crescer are already parents. The incentive stipend awarded by the Project certainly contributed towards supporting these families, but alternative sources of income were necessary due to the scarcity of employment opportunities in the municipality. CooperCrescer was created in December 2003, joining the opportunity for students to earn an income with the perspective of guaranteeing Project sustainability.

Training students for cooperative work became part of the youths' daily routine and CooperCrescer manages commerce of products produced in

the several workshops. This way, besides taking part in workshop activities, producing decorative objects, furniture, paper craft items, clothing and folk craft, among others, students can also join the cooperative and work for one of the two Crescer shops, located at tourist spots in Boa Vista.

The structuring of a cooperative gives students one of their first opportunities for joining local commerce and coming into contact with the market. Implementing a cooperative allowed Crescer to face difficulties such as the lack of a culture of associations in the region, as well as a lack of a young entrepreneurial culture. As in all educational challenges, little by little the youths took over the management process and, currently, the cooperative is managed by young graduates of Crescer, monitored by municipal government technicians.

3) Be – Building Values: The Frei Arthur Agostini School

This line of action was essential due to the census data: 22.6% of Boa Vista's youth were not studying and had not completed high school or even, sometimes, elementary school, contributing to truancy statistics.

To guarantee access to schooling and, mainly, permanence at school, it was decided to create a school with an innovative proposal for a different approach to teaching for the young people of Crescer. Guaranteeing access to education for all youths of the city is in accordance with Brazilian laws, including the 1988 Constitution, the Child and Youth Statute and the Law of Educational Directives and Bases of 1996, which state the right to formal education, including those who had no access at the appropriate age.

Thus, in 2004, Frei Arthur Municipal School began offering literacy and accelerated studies, aimed at students excluded from the formal schooling system, as Youth and Adult Education (EJA). With over 500 pupils in the morning, afternoon and night sessions, the school also offers a preparatory course for university entrance exams for those who have completed high school, carried out together with a local university.

Studies are structured along cycles of learning and continued progression and the pedagogic and political proposal was set with student participation. It is worth pointing out that the Frei Arthur Municipal School has two innovative aspects: the first is to relate the school curriculum to local and regional characteristics, with study themes directly related to the students' daily life and reality, such as the search for a sense of belonging for young people in the Legal Amazon territory. The second links the school to a policy for teens and youths where participants are encouraged to voice ideas for the social and economic development of the society within which they live.

Implementing this different approach at the Frei Arthur School is a challenge, especially since there are few Brazilian experiences that have succeeded in managing to absorb the life experiences of their pupils into their educational projects. As with all innovative educational proposals, it is important

to offer constant training for the staff team so they can understand and build a proposal which is coherent with local reality and the student body.

Spinning webs: Project Crescer partners

Besides the Be-Live-Do base, Project Crescer counts on a series of actions which allow an integral attendance to youths, maximized by the technical and administrative team's capacity for establishing different partnerships, both with other municipal government sectors and with external institutions, involving a number of organizations, governmental and from civil society.

On the inter-sector front, it is worth mentioning support from the Nucleus of Guarantees and Rights, linked to the City Hall and offering round-the-clock legal advice. The service is used when Crescer students are involved in any incident and a lawyer accompanies the whole process. This legal support is crucial in a project dealing with overcoming problems stemming from juvenile delinquency and which has participants who are often involved in police incidents. At the same time, legal support is a form of guaranteeing the preservation of legal rights and avoiding police abuse and trial mistakes, which make the process of social reinsertion even harder. Nucleus support also contributes towards changing the view that Crescer participants had of their own social rights. Besides a wider social awareness, students have begun to demand their rights.

Partnership and collaboration strategies

The Municipal Department of Social Development (SEMDS), originally responsible for Project Crescer, still has an important role. It holds support meetings and gives the youths and their families access to psychological and legal counseling, medical and dental care and social assistance support. Other partnerships involve state actors, such as the Traffic Workshop, carried out with the State Transit Department of Roraima (DETRAN-RR). Activities such as educational blitzes take place, where students, along with state professionals, inform drivers of the importance of respecting traffic regulations, wearing seatbelts and preserving the environment, among others.

Other partners include the Public Ministry, Brazilian Law Association, the Judiciary and the Military Police. In regards to the Military Police, the Guardian Angel Award for Child-Friendly Policemen was created, for outstanding work in defense of children and youths. Other partnerships help with social insertion of the youths after they leave the Project to work as interns within the municipal government structure or in collaborating businesses. The Federal University of Roraima helps train Crescer youths to monitor the use of natural fibers in the production of handcrafted paper, besides teaching environmental studies.

Partners might also help by contributing necessary resources for Project continuity. Crescer's annual budget is around R\$ 8 million, 90% of which

is financed by the municipal government and 10% by partners, such as the Special Department for Human Rights of the President of the Republic and the Petrobrás oil company, according to 2006 data. These actions allow a network to be set up, involving all actors and segments of society and contributing to Crescer's highest goal; social insertion of vulnerable youths.

Impacts, Sustainability and Replicability

The clearest result shown by Crescer relates to its initial goal of reducing violence: out of the 35 existing galeras, only three or four are still active, insisting in troubling the city and its population. Some galera leaders still resist being completely integrated by the Project, despite having committed to ceasing fights and acts of vandalism. In general, the reduction of violence is recognized not only by the youths and Project staff, but by civil society.

Within the Project's sphere, there have been a decreasing number of youth deaths: 11 in 2002, 7 in 2003, 5 in 2004 and none in 2005. Besides, according to State Military Police data, there was a 72% drop in the rate of juvenile violence after the Project began. The recovery of citizenship and of child and youth rights is an aspect which cannot be ignored in this scenario. Besides a higher perception of their rights, the young people today have a sense of their duties, including preservation of public space. Areas once used by the galeras for gang fights have given place to parks, used to hold sporting events and gym and dance lessons.

There are also examples of former Crescer pupils who have reached higher education. Currently, three boys go to university, a prospect that, a few years ago, could never have been imagined by these youths. Others who have shown good behavior have found places as assistants within the Project as well as in institutions such as the Military Police and the Army. Besides the material benefits that the school stipend brings to the youths, Crescer opens the door to citizenship. Going to school, learning a trade and building future possibilities for generating income are important steps for creating a better future. Crescer's role in social inclusion is currently more evident than its role in public security.

Actions carried out by Project Crescer show that a governmental initiative which is aware of the population's needs has the potential of altering the local social dynamic to revert a process of social exclusion, restoring citizenship. These are decisive actions which tackle problems which could never have been diagnosed by national programs, much less be executed from a federal level. What could easily have been diagnosed as a public security issue – after all, the illiterate and unemployed youths were creating havoc in the city – and treated as such by increasing police repression, which would only feed the violence, received a different approach. Not that the issue of galera violence has been neglected, but it was seen as a consequence of a previous social problem, so that a considerable part of the solution was to recover the citizenship of delinquent youths.

This alternative was possible due to the geo-referential census, which generated a detailed map of the inhabitants in Boa Vista's suburbs and the problems they faced, whether social or economic. In the youths' case, it was clear they lacked all possible options which could be offered by the Public power: education, sport and leisure alternatives, professional training, health and social assistance.

Elimination of most of the galeras shows that the approach has been effective; this is confirmed by police data and surveys with the population. In other words, violence has been drastically reduced without having to resort to more police repression - an immediate solution and the "easiest" way of answering those who are disturbed by the situation. Returning the youths participating in Project Crescer to their school books reduces illiteracy and truancy, contributing to Millennium Goal 8. Structuring a specific school for former galera members shows that total recovery of citizenship may be a long and complex process, weighing more on public resources. But perhaps the traditional schools should adapt instead to the Frei Arthur School methods, such as continuous staff training and attention to student needs. The fact is that abandoning these youths to their own luck would have had a much higher cost to all of society.

Crescer's strategy of offering multi-disciplinary attendance contributes in other manners to reaching many other United Nations Millennium Development Goals. The stipend that workshop participants receive is often their only source of personal and family income. Students also get two meals per day and transport vouchers, benefits which help encourage participation. These aspects, which contribute towards Goal 1: Eradicate extreme poverty and hunger, would be shallow gestures if the Project did not offer alternatives for job training, income generation and education.

The several workshops, the CooperCrescer cooperative and the two shops are initiatives which bring participants new professional perspectives. Together with the extensive network of partners and collaborators, the Project provides the means for reaching Goal 8: Develop a Global Partnership for Development. Activities carried out in the region's igarapés, which suffer more and more from urban pollution and real estate speculation, teach students the importance of respecting the environment, preserving quality of life for their own and future generations (Goal 7).

Despite attempting to associate the different activities carried out by Project Crescer to the different Millennium Goals, it is the group of actions, for their multi-disciplinary character and their interaction, which together bring about the improvements proposed by the Millennium Development Goals. The biggest challenge is not to face one or another problem on its own, but to elaborate strategies to improve all indicators, as they are all linked in some fashion. The experience of Project Crescer shows that integrated attention, combining different government agencies and civil society, is possible. But there are new challenges to be faced daily.

Addressing the Challenges

One of the biggest challenges for the current Crescer administrative team is continuity. As this is a government initiative, there is always a possibility that a new administration may not consider the project to be a priority, reducing allocated resources or even canceling it completely. An alternative under discussion is transforming the Project into a non-governmental organization, so that management and financing do not depend on future changes in government. Considering that municipal elections are in one year, this is a permanent challenge.

An alternative for Project maintenance would be self-sustainability through the CooperCrescer cooperative, which manages workshop produce. However, as it is in an initial stage of organization, the cooperative does not yet generate sufficient income to deal with Crescer running costs and guarantee financial sustainability, operating mainly as an income supplement for students.

The effects of education can be felt in several areas, from improving quality of life to a better understanding of the gender issue, including environmental protection, due to more ecological awareness. Actions carried out within education begin with universal primary education, as proposed in Goal 2. •

Case study II: Gender and Poverty

“The Gender Approach to Combating Poverty”

(Capoocan, Leyte, Philippines)

By Vilma A. Horca

Background and scope of the Project

Before implementation of the Program on Gender and Development, 90% of the Capoocan municipality’s population was poor and had little access or control over land resources. The municipality did not have established commercial nor industrial sectors. Lacking skills and economic opportunities, the women of Capoocan were compelled to seek employment outside the town as house helpers or were forced into prostitution. Many of the women were economically dependent on their husbands, who were barely able to provide for their families. Women rarely participated in governance. Of the 189 elected positions in the municipality, men occupied 133 or 70%. With no distinct women’s voice in the decision-making process, the limited resources of the municipality were spent for programs that did not necessarily address the needs of women.

Objectives

- 1.0. To employ participatory and gender responsive governance in the development process, especially in planning and budgeting.
- 2.0. To form and strengthen women organizations at the Barangay and Municipal levels.

Framework and Strategies for Implementation

Implementation by local leadership of the Program on Gender and Development of Capoocan (PRO-GAD Capoocan) in 2001 was a genuine innovation, because gender fairness and empowerment had not figured into previous development programs. PRO-GAD Capoocan is a comprehensive development program that employed participatory and gender-responsive governance as its basic framework. By opening various avenues for women’s participation in governance, PRO-GAD Capoocan consciously involved women in the entire development process.

The PRO-GAD Capoocan program has the following as program components:

- community organizing;
- educational training;
- socio-economic and livelihood development;
- health, nutrition and reproductive health services;
- as well as program opposing violence against women and children.

The program covered all 21 barangays (the smallest unit of governance in the Philippines) of the municipality and was funded through the 5% mandated GAD budget, both at the municipal and barangay levels.

To increase women's participation in the development process, especially in development planning and budgeting, the municipality embarked on a program to help form and strengthen women organizations at the barangay and municipal levels. Efforts were also made to increase women's participation in decision-making by reactivating the Barangay Development Councils (BDCs).

There are now women's organizations in the municipality as well as all 21 barangays of Capoocan. By including existing people's organizations (fisherfolk, senior citizens, and youth) and cooperatives in its organizing efforts, Capoocan's leadership was able to reach more people and widen support for promotion of gender equality and women empowerment. The reactivation of the Barangay Development Councils gave women leaders an opportunity to assume an active role in the formulation of the Barangay Development Plan and to participate in the Annual Investment Planning, thus making it possible for GAD-related activities to be prioritized.

Activities

a) Gender sensitivity training: All municipal employees of the 21 barangays underwent gender sensitivity training. They also received awareness training violence against women and children. This training included topics on anti-sexual harassment in the workplace, reproductive health and sexual rights, women's economic empowerment, and basic legislation for barangay women's legislators.

b) To address education concerns, innovators pursued the establishment of day care units: all the barangays now have day care units, and 11 have permanent structures.

c) Since poverty is the biggest problem in Capoocan and the biggest challenge posed by the Millennium Development Goals, socio-economic development initiatives and livelihood programs became central missions of the PRO-GAD Capoocan program. Women's groups and other sectoral organizations were given livelihood assistance that included entrepreneurship as well as activities that ensured household food security.

Impacts, Sustainability and replicability

As a result of the poverty alleviation initiatives, Capoocan registered a 16% reduction in the number of people living in extreme poverty, a 15% reduction for those living below the food threshold, a 19% reduction of people with no access to safe drinking water, and a 7% reduction of people with no sanitary toilets. Poverty eradication remains a big challenge for Capoocan but the socio-economic initiatives and livelihood assistance provided to the people already show significant gains.

This cycle of poverty generated tension within the household that sometimes ended in violence against women; such cases often went unreported by women out of fear and shame. Access to basic health and reproductive health services were very limited, many people had misconceptions about reproductive methods. Child birth-related infections and maternal mortality proliferated. As mentioned earlier, violence against women was pervasive in Capoocan and was one of the main goals to be addressed by the PRO-GAD program. The municipality began its own “Women’s Danger Zone Map,” which identified areas that were unsafe for women, especially at night. Planners used the Map to organize the street lighting program of the municipality; with law enforcement officers and are required to patrol the identified danger zones in the municipality.

The biggest accomplishment of the PRO-GAD Capoocan program is the increase in the reporting of cases of violence against women and children as the result of the intensive campaign. Today, the number of habitual perpetrators has decreased by 98%, an astounding accomplishment. In addition to this special commendation for continued excellence, this program also received the Galing Pook Foundation’s 2005 “Top Ten Outstanding Local Government Programs” Award.

This programme has therefore contributed towards the realization of several MDGs including poverty reduction, reducing child and maternal mortality and promoting gender empowerment. •

Case Study III: Eradicate Extreme Poverty and Hunger

“Eradicating Poverty Completely by 2020”
(Concepcion, Iliolo, Philippines)

By Helen Minguéz

Background and Scope of the project

Strongly backed by Mayor Raul Baniás of Concepcion, Iloilo, this municipality has implemented two initiatives to achieve its goal of eradicating poverty in 2020: “Zero Poverty 2020” and “Harnessing Synergy in Integrated Population, Health, and Environment (PHE) Programming.” Since the beginning of these programs seven years ago, the city has made marked progress in halving the incidence of poverty throughout the city and increasing income more generally among its citizens.

The Zero Poverty 2020 program, was launched by Mayor Baniás in August 1999, and benefits about 19,600 beneficiaries or 60% of the more than 34,000 citizens of the municipality. The beneficiaries are mostly fisherfolk, marginal farmers, rural women, unemployed individuals, micro entrepreneurs and public school children. The town is composed of 25 barangays (the smallest administrative unit in the Philippines), 11 of which are island barangays that are difficult to reach.

The component projects include human-resource development, socio-economic initiatives (micro-enterprise development, livelihood enhancement, and housing and shelter improvement), resource management (people and environment coexistence [PESCODEV], Bantay Dagat or Coastal Security, agrarian reform, community development, and community-based eco-tourism), health initiatives (social health insurance, rural health unit upgrade, and Project COPE [Integrated Reproductive Health Program]), education (early childhood development and Project RAUL [Reform in Accelerated and Unified Learning]), and infrastructure development (Kalahi-CIDSS).

Strategies and activities

The program employs convergence strategies with a vision of creating a highly competent and dynamic local government that would act as an agent of change in partnership with civil society.

Among the program strategies was an initiative to reengineer the municipal bureaucracy so that civil servants would be more responsive to citizen requests. By decentralizing program administration and encouraging networking with civil society, reformers empowered the city's communities to share in development of the government's poverty alleviation initiatives.

Using the slogan "With Family Planning, Your Health is Ensured, Your Environment is Saved," the PHE program dealt with the complexities of population, health and environment, reproductive health and coastal resource management. It helped empower communities and taught skills necessary for planning their lives, and deciding on the size of their families, improve their health-care services, work on community projects and preserving mangrove areas and fishing grounds.

The PHE program involved three strategies:

1. Community mobilization targeting marginalized groups around the theme of PHE;
2. experience-based advocacy that used evidence from community history to influence decision-making on PHE; and,
3. behavior-centered programming identifying key family planning and coastal resource management behaviors to develop communication materials.

Impact, sustainability and replicability

The program created a host of positive impacts on the municipality. It has increased the quality, accessibility, and availability of family planning and reproductive health services; improved the knowledge, attitude and skills related to family planning, promoted community-led coastal resource management; and also improved community support systems and created a sound policy environment for family planning and reproductive health and environmental management.

The program has resulted in a transformed bureaucracy that is more responsive to the constituents' needs, especially in delivering social services that eradicate poverty. In its first year of implementation, 55% of 98 households in the Poverty Free Zone have developed sustainable alternative livelihood that added 35% to their income. Four hundred and ninety-nine households accessed micro-finance for their micro-enterprises, which resulted in a 25% increase in income. Fifty-nine households accessed micro-finance that improved their shelters, while 175 beneficiaries received savings mobilization and capital buildup.

Since 2000, health-service providers and volunteers in Concepcion's three pilot areas have been successfully convincing couples of reproductive age to practice family planning. About 70% of the town's population (more than

23,900) people benefited from the program. This active initiative to encourage family planning also received the Galing Pook Foundation's 2005 "Top Ten Outstanding Local Government Programs" Award.

Relevance towards attaining MDG 1

When rating Concepcion's poverty alleviation measures against benchmarks set by the United Nations Millennium Summit in 2000, the progress of these reforms becomes clear: poverty has been reduced from 87% of the municipal population in 2000 to 47% in 2004. Beyond these baseline goals of poverty alleviation, these two programs have reduced infant mortality, increased elementary school completion rates, and raised contraceptive use levels from 28% in 2001 to 45% in 2005. •

Case study IV: Ensure Environmental sustainability

“Environmental sustainability: Credit for Safe Collection of used oil” (Nairobi, Kenya)

By Collins O. Apuoyo

Background and scope of the project

Kenya generates 13 million litres of used lubricating oil from about 40 million litres of new oil annually. The used oil generated simply disappears from view – poured into sewers, spread on roads or dumped with other garbage. Most used oil eventually end up in the water system. Mukuru-Ngong River, like many other rivers in Nairobi, is heavily polluted by used oil. Poor slum households who live in the slums, through which Mukuru-Ngong River flows, utilize the water from the river. The incidence of waterborne diseases among the slum households is high. Children and women are most affected.

Used engine oil accounts for almost 91% of oil pollutants in the Mukuru-Ngong river. Most of the oil originates from motor vehicle mechanics who dispose the used oil directly into the river, or into open drainage systems. Motor vehicle mechanics have no incentive to look for costly means of disposing used oil, and neither are there any mechanisms in place to provide safe disposal that ensure environmental sustainability.

“Banking on Oil” is an incentive scheme which enables the mechanics to collect and trade waste oil for cash or to accumulate savings. This savings then allows the mechanics to access credit for improving their businesses. This project pioneers a novel approach of collecting and recycling used oils in which motor vehicle mechanics earn credit points for safe collection of used oils. The credit points gained can be redeemed by the mechanics in the form of cash or accumulated as savings against which loan is obtained. The used oil is sold to re-users and recyclers for safe disposal.

Objectives

To improve environmental outcomes by reducing the incidence of disposal of used engine oils into Mukuru-Ngong River by motor mechanics operating along the riverbanks. The focus of the project is to expand a collection and recycling scheme in which motor vehicle mechanics gain credit points for safe

collection of used engine oils. The points earned by participants in the scheme enable the participants to earn money and access loans.

Reducing the disposal of used vehicle oils into the river has the potential environmental benefit of cleaning up the river of oil pollutants hence making the waters usable by slum households who depend on the river. Secondly oily water cannot support any animal or plant life. Reduced oil pollutants in the river will increase the variety of flora and fauna found in and along the river.

Strategies and Activities

Behaviour study of the mechanics: Enterprise Professional Services Program had operated in the project area and took the initiative to undertake an informal survey of how mechanics dispose the used oil from motor vehicles. This revealed that most used oil is disposed poorly. This was the start of a detailed analysis of the behaviour of mechanics and the design of the project.

Joint Planning with key stakeholders: Key priorities were developed jointly with main stakeholders especially mechanics and community groups. The community groups especially women were key in development of priorities in terms of how they use the water from the river and its effects on the health household members. There was a joint planning session with the mechanics and the community groups, who in our view were the main players in this initiative. Three main goals were agreed upon:

- To reduce the incidence of poor disposal of pollutant - used oil - hence improve the quality of water for household use.
- To expand a collection and recycling scheme in which motor vehicle mechanics and slum households gain credit points for safe collection of used engine oils. This enables participants to earn money or access loans.
- To encourage recycling and reuse of used oil.

Piloting: Being a new concept in environmental management it was not easy to mobilise resources, especially financial resources. The first step was to pilot the idea among mechanics in Nairobi. A total of 10 mechanics were involved in the pilot and resources for the pilot were contributed by EPS Program. The results from the pilot showed that there was potential to undertake the project on a larger scale. A business plan was developed which was presented to a number of agencies including Banks. World Bank through its GEF program accepted to invest in the initiative with a contribution of US \$150,000, while EPS program put in further funds into the initiative.

Collaboration strategies & Resource mobilisation

The initiative has been marketed among public and private organisations. One private sector organisation joined the initiative and has continues to provide financial support to the initiative. A number of non-financial resources have

been used in the initiative. These include contribution in kind from the mechanics, local communities, local public administration and city council. The program also utilises volunteers to undertake environmental awareness activities in the project area.

All these resources have been mobilised through an organised strategy of fund-raising and alliance building. These resources are managed by EPS Program.

Addressing the challenges

- a) Lack of licensing regime – this had the effect of slowing the start-up of the project. Furthermore, this created a perfect opportunity for rent seeking by city council authorities from the project. Through concerted awareness raising among key licensing authorities (City Council and National Environmental Management Agency) this problem has been resolved.
- b) Lack of policy framework for waste management – this has made the business of waste management to be shrouded in mystery. For many of the waste oil buyers, they are safer operating informally because of fear of being deregistered by the environmental authorities.
- c) High cost of undertaking Environmental Impact Assessment. For a project as small as ours, an EIA of USD. 9,000 is far beyond our scope. This further slowed the progress of our initiative. It also makes small scale waste recyclers shy away.
- d) Getting buy-in from other stakeholders was slow and challenging. It was not until the other stakeholders started seeing results of our work that they agreed to provide support and encouragement.

The project works with mechanics and community groups. These groups have their decision making structures and the program is in continuous consultation with the groups to include their views in any changes to the project. For example, the mechanics and community groups have formed an environmental governance task force to develop policies for self regulation. Furthermore, most community groups are made up of women who are in credit groups. They make decisions on how they utilise loans and incomes earned from trading in used oil.

Impact, Sustainability & Replication

Immediate results:

- a) A total of 65,000 litres of used oil, which would have been disposed into the river, have been collected by the initiative. Of this amount, 70,000 litres sold to power generation and metal smelting companies, 25,000 litres sold to a recycling operations. This has led to a reduction in amount of used oil disposed

into the Ngong-Mukuru River. There is a marked reduction of oil sludge in the river.

b) A total of Kshs. 850,000 (approx. USD 11,971) has been generated through sales of used oil which has been able to build up the credit fund. Some of the funds has been used to build an abulution block for slum dwellers.

c) A total of 75 mechanics are participating in the programme, half of whom are now accesing credit from the project. The income of mechanics involved in the project has generally improved by about USD. 5 per month.

d) 30 households living in the Mukuru Slums are involved in used oil collection and sales and are reporting an increase in their incomes by as much USD. 1.5 per week.

e) An advocacy committee comprising community members, the mechanics and other stakeholders has been formed to develop self regulation for the management of used oil.

f) Most of the mechanics in the project area are no longer dumping any waste oil into the river. Some of the mechanics have established supplementary businesses of collecting and bulking used oil for sale to the project.

Sustainability

The used oil collected is sold to two recycling and re-processing centres. The funds generated from the sale of used oil are ploughed back into the project to sustain the credit scheme. A three year business plan indicates that with sales volumes of 120,000 litres annually, the project would achieve financial sustainability.

Considering that many lubricating oil companies in Kenya are faced with the challenge of handling used oils. The project has started work with them through a scheme that ensures that the companies take responsibility for collecting used oils from mechanics or by contributing a portion of their resources as an incentive for safe collection. It is hoped that this initiative will result into a long-term fund for the management of used oil in Kenya.

The project has undertaken a major environmental awareness and training programme which has so far started to yield dividends among the mechanics and local community. With an informed target group, it is our belief that responsible disposal of used oil will continue into the future.

The project is advocating for the development of oil disposal policy that encourages users, suppliers and local community to take responsibility for sustainable used oil collection and disposal. An environmental governance team drawn from the mechanics, slum communities, oil producers, and Government has been set up to develop standards for self regulation for informal sector and to monitor policy implementation.

Sustianable management of used oil will be achieved through recycling but two main challenges are envisaged: generating sufficient demand for re-processed used oil and breaking into existing supply chains. Recycling is a new

approach in Kenya and establishing a brand name may take time. However, the project intends to sell the brand as an environmental friendly brand to a growing market of “environmentally aware” customers.

Lessons Learned

A number of lessons have emerged since the start of this initiative:

a) That environmental initiatives cannot be quick fixes. It is a long term commitment and requires action of a number of stakeholders to achieve the intended objectives. In this initiative, partnership with communities is vital in the achievement of the project objectives.

b) Economic incentives have the ability to change perception and therefore promote environmental conservation. At the moment, the mechanics working along Mukuru-Ngong River do not view used oil as a pollutant. They instead view it as a valuable income generation resource. The project is no longer spending resources in sensitising mechanics about the value of environmental conservation.

c) Local Authorities/City Councils have for a long time had no mechanisms to tackle used oil pollution mainly because of absence of policy guidelines. Despite this the authorities are the largest impediment to design and development of initiatives that can reduce pollution in cities.

d) Citizens’ buy in: Not everyone within the community wishes to see a clean environment since some interest groups benefit from the lack of implementation of environmental laws. These interest groups have to be integrated into any initiative for the project to succeed.

e) Environmental conservation efforts will continue to fail as long as the polluters are not involved in the development of policies and regulations that affect their operations. Many polluters are more likely to find a way around policies and laws unless there is a mechanism to hold them accountable. This is especially true of informal polluters such as motor vehicle mechanics.

Scaling-up

Replicability across other areas of Nairobi – the concept would be relevant to solving oil pollution along other rivers in Nairobi. These rivers include Nairobi, Riara and Kariobangi rivers, which flow through two most densely populated slums of Kibera and Mathare. The project can also be readily replicated for other forms of oil disposal, e.g. industrial oil disposal and cooking oil disposal. Mechanics are only one source of oil pollution. Motor vehicle owners who change oil for themselves are another source. This project idea can be replicated to target this target group.

A number of small scale oil vendors have emerged in the market who are now collecting oil and delivering to our collection facility. This proves that the initiative has attracted the interest of the private sector and will therefore

become replicated through the forces of the market mechanism. The problem of used oil is a major challenge in nearly all cities of Africa. This project can be scaled-up to benefit more poor people who derive their livelihoods in slum areas of Africa and other developing country cities. There is scope to scale-up this project hence ensuring that oil pollutants do not get their way into water resources. If taken up at a National level, this project has the potential of creating an enabling environment for sustainable disposal of waste oil and hence protection of water surfaces from oil pollution.

The project had a component for developing a governance framework for management of used oil among motor vehicle mechanics and community collector. This initiative has led to the formation of an environmental governance group who are currently involved in the development of self regulation framework for those involved in the generation and collection of used oil in Nairobi.

The same initiative has now developed a community whistle blowing initiative in which refuse collector who dump waste into the Ngong River are apprehended by the community members and taken to local administration for possible charge. At the moment two culprits are facing charges in the local courts. The project has started to integrate these policy initiatives and influence implementation of the Environmental Act currently before the Kenyan parliament for approval. The program has used a combination of methodologies to monitor performance and to obtain feedback from the various stakeholders. There is also possibility of using this project idea to tackle other forms of pollution e.g. used polythene bags.

This programme has therefore great potential to enhance partnerships at the local in ensuring environmental sustainability while at the same time providing opportunities for income generation to improve livelihoods. •

Case Study V: Promote Gender Equality and empower women

“Empowering Women Entrepreneurs through Housing and Land rights” (Jinja Municipal Council, Mpumudde Division, Uganda)

By Alex Kamukama

Background and Scope of the Project

The main purpose of this initiative was to empower women entrepreneurs that used to live in squalid conditions, mainly comprising of petty traders living in slums of Mpumudde, Jinja. Apart from the fact that the housing units they resided in were made from sub-standard building materials, this community did not have access to other basic services - water, proper sanitation. Therefore women and children were fetching water from long distances.

Despite the fact that the housing facilities were not in satisfactory state, they were crowded leading to frequent outbreaks of diseases. The mothers therefore recognized the need for better and adequate sanitation and space for recreational facilities for their children. The women entrepreneurs, most of whom are single parents still had to pay house rent, which was an expense that was reducing on their working capital with minimal financial gain as compared to servicing a mortgage.

Response to the Problem

These women formed a savings and credit society, Mpumudde Low Income Women Group with the objectives of:

- building improved housing units,
- expanding businesses and
- paying school fees.

The objectives of the initiative included:

- To be able to make provision of 50 housing units to women entrepreneurs in the slums of Mpumudde division in order to create an orderly housing facility to enhance the economic value of the area and Recreational facilities
- Training women and youth to unlock their creative potential for improving their livelihoods and promote a self sustaining community as well as ensuring meaningful and effective participation in decision-making.

Strategies Adopted

For purposes of setting priorities this women group had to develop an operating framework to enable them own decent homes on secured land, and live in an organized and serviced environment. These priorities were established by consensus during the weekly meetings. The Executive Committee comprised of a Chairperson, Vice Chairperson, Secretary, Treasurer and Committee members who initiated major programmes and sold them to members. The members would then debate the pros and cons, the practicability, funding, and they would assign roles. The general specific roles for these women included: meeting and discussing with local leaders, participating in negotiations for purchase of building materials, drawing and supervising the implementation of budgets.

The Mpumudde Low Income Women Group displayed a high level of organization, commitment and overwhelming interest in owning houses. What they lacked was land, financial and technical support.

Therefore soliciting for support and the direct involvement of other stakeholders in this project was necessary. As a result, the Jinja Municipal Council/the Ministry formally responsible for Housing in Uganda provided the land while the Gender Mainstreaming Unit of UN-Habitat/The Government of German provided the funding. Akright Projects Ltd, a Ugandan private company with a mission, “To provide quality and affordable Real Estate in an organized Environment”, took it as a social responsibility to develop an implementation strategy, facilitate mobilisation of building materials, training beneficiaries in elementary masonry work, promoting business skills, constructing the houses, landscaping and gardening in and around the estate.

Financial resources were mobilised from UN-Habitat in which the UN agency developed a strategy where Women Entrepreneurs were encouraged to get money for expanding their businesses in order to raise money to build houses. A request was made to UNHABITAT to sponsor construction of houses which would be mortgaged to the women entrepreneurs which was accepted and financial support provided.

At the level of technical and human resources, the approach of corporate social responsibility proved useful with Akright being able to avail architectural drawings which were analysed and adopted. On the same token, Jinja Municipal Council carried out physical planning and titling of the land. Beneficiaries provided “sweat” equity like carrying water, bricks, mortar for construction. The Project Steering Committee and JMCSSCS were responsible for financial accountability.

Key actors included the Assistant Town Clerk/Project Coordinator, Chairpersons of various women Groups in Jinja, Akright representative and JMCSSCS. The building sub-committee managed the store where materials were kept and acknowledgement of materials from suppliers was in form of

signed delivery notes. The Chairperson of the building committee approved release of materials from stores.

Immediate Results

Twenty housing units have been constructed. Each unit was designed to have four bedrooms, one living room, a kitchenette, internal bathroom and a toilet. The Plinth area of each unit is 74 Sq meters. However, in order to cover many members of the group using the financial resources obtained from UN-Habitat, Akright convinced the beneficiaries to start with a growing house of two bedrooms and all the other facilities. The cost of which would be lower than that of a four bed roomed house.

Addressing the Challenges

The problems faced in implementing the initiative included the following:

- Approval of building plans was to be carried by Jinja Municipal Council engineers. Initially there was a misconception that Akright was a contractor rather than a Corporate Social responsibility provider. Therefore, the engineers expected Akright to meet costs of approval as well as paying some fees. This was resolved after establishing that Akright was not there for profit.
- The second problem was related to getting skilled manpower around Jinja town. The idea having been that the project was to employ as many locals as possible. Akright had to get a few masons, carpenters, electricians, plumbers, and painters from as far as Kampala city, 80 kms away. This meant that the project had to meet these workers' accommodation and transport expenses. These however were enough to supervise the majority of the technicians mobilised from Jinja. The enthusiasm of beneficiaries and their family members increased morale and efficiency at work.

The community members around the project took advantage to supply food stuffs, drinks, building materials and they would occasionally offer casual labour to the building site.

A number of benchmarks that were used included; the bills of quantities which specified what materials and what rations were to be applied on each house. The technical department of the Municipal Council frequently checked on the works to ensure compliance with the recommended building standards as established in the Urban Authorities Laws.

Impact, Sustainability & Replicability

20 houses have been constructed and occupied by beneficiaries and their families. They are made out of permanent materials surrounded by clean and

green environment. Each home can be accessed by a road, and sanitation and drainage are by septic tank. Trees and flowers in the compound provide elegance to the homes while beautiful and well-maintained compounds provide pride and comfort for children.

As a result of this initiative, a number of Councils particularly from Northern Uganda like Gulu and Pader have written to UN-Habitat seeking financial support so that they can partner with Akright to build homes for Internally Displaced persons.

Only 10% of the cost of the construction was of import content, the rest being locally made materials. Therefore support to the construction of such homes has been noted as the best way to promote rural development. Women groups have proved to be more cohesive whereby women can build a house which is primarily known to be a men's domain. The unemployed youth in the country can be trained in building skills since a number of technical institutions are releasing skilled workforce to the market. Therefore mobilizing human resources for building more residential estates is a possibility.

As in regard to financial sustainability, the beneficiaries have been trained in business skills in order to raise money to pay back the loans for the houses. The JMSSCS has been contracted to recover the loan from the women beneficiaries. The group members have signed as guarantors for the loan to individual beneficiaries. Therefore, the group pressure will make beneficiaries pay back the loan. The fact that houses are of high quality yet at an affordable price, the beneficiaries feel committed not to lose such homes. They are working hard together with their family members to pay off the loans.

Socio-economic benefits: The houses have increased self-esteem of the women owners and empowered women while emphasizing the issue of equal opportunities for both gender. This has in turn raised their status in society as well as enabling them to have collateral security to be able to get the loans for their business expansion. The women have recognised the power of teamwork and for those with husbands, respect for one another has been enhanced. Each house has a Neem tree, whose purpose is medicinal, ornamental and these trees are planted right at edge of each plot to act as a mark stone for marking the boundaries. In the backyard of every housing unit are two fruit trees, vegetables, banana plants and a hedge to give privacy to individual homes. The vegetable gardens supplement household income and this frees the hard earned cash meant for loan repayment.

The success of this initiative especially in regard to implementation, accountability and women participation has attracted delegations from neighbouring towns/districts and countries such as Rwanda, Kenya and Tanzania. It was anticipated that more countries would borrow a leaf and replicate this project. The private sector has the drive to get results while the public sector can easily mobilize financial resources. The partnership between the two can produce results more efficiently.

The second lesson from this initiative is that while it is important to consult and involve the poor in decision-making, it is, however, necessary to have technical people in order to guide the development and implementation process. It is important to point out that 90% of the materials used were locally procured. Akright projects Ltd has been able to use land maximally through physical planning which makes it possible to have proper land use and this also applies to Mpumudde. The usage of blue iron sheets and white walls in our climatic conditions of heavy rains, dusty conditions would result into fading of the blue colour and the white walls would become dirty. While women had pledged “sweat” equity, they ended up hiring some workers or in some cases using their children to work at the site.

Relevance towards the attainment of MDG

A policy framework has been developed by Jinja Municipal Council to support any women group intending to build organized estates. The condition the Municipal Council has instituted is that there must be proof of availability of funds and willingness of the beneficiaries to contribute sweat equity.

The National Resistance Movement Government while presenting their achievements in the housing sector used Mpumudde/Un-Habitat project as the success story. Consequently, the Government has given priority to organized housing in the years to come. In the 2006/11-campaign manifesto, President Yoweri Museveni of Uganda pledged to support whoever will engage in the development of organized residential estates. Urban centers in Uganda have been asked to carry out Physical Planning and Environmental Management before and during the development of residential estates. The Ministry responsible for Works, Housing and Communication has embarked on the programme of beautifying all road reserves on trunk roads. The beautification process involves removal of unsightly structures, renovation of old buildings, landscaping and greening. •

Case Study VI: Eradicating Poverty & Environmental Sustainability

“Community Innovations on improving Water Supply, Sanitation and Housing” (Mwembe Madafu Development Organisation, Dar es Salaam, Tanzania)

By Wilfred D. Kipondya

Background and Scope of the Project

Mwembe Madafu is an informal settlement of a population of approximately 32,000 people living in conditions of poverty like in most other poor settlements characterized by inadequate and unsafe water supply, poor housing, high unemployment rates, filthy environment etc. The area is under continuous environmental degradation and prone to epidemic diseases culminating to frequent losses of human life. On average about 15 to 25 tonnes of garbage is generated daily yet municipal services for handling and transporting the same is unavailable. The responsibility of solid waste handling is that of the Ilala Municipal Council and no other agent or contractor has been engaged for garbage collection. Given that there was no enforcement of the environmental laws in Mwembe Madafu, garbage was dumped anywhere as the by-laws were not observed by residents.

The area lacks clean water for domestic supply and most people residing in Mwembe Madafu had to fetch water from as far as 1.5 km or have to buy from boreholes for up to Tshs 200 per drum of 20 litres, yet only a handful of people can afford a truck's supply. Majority of the community members affected by these shortages of clean water supplies are women and children who are the groups spending a lot of time in ensuring their households have domestic water. The formal water service provider for this area is the Dar es Salaam water and Sewerage Authority (DAWASA) and City Water Company.

As a response to alleviate this situation, in mid 2004, a group of youth started to lobby to change community leadership styles. Prior to this there was very minimal community participation. The youth worked from the premise that the existing problems in this community were associated with lack of participatory governance, in particular community involvement and the lack of capacities to respond to problems at the local level. By January 2005, a new leadership for the group was in place and it organized the first community general meeting to address community problems. The Mwembe Madafu Development organization (MMDO) was therefore formed in

January 2005 causing a major shift in the levels of community participation in addressing issues of service provision at the local level.

Objectives

- Public outreach to sensitise the community about social obligations in saving lives through improved livelihoods.
- To identify collaborating partners.
- To transform the community leadership using community participatory programmes as the entry points.
- Utilising local expertise for capacity building – sensitization programmes.

The vision of the new community leadership is to ensure that the community is well informed, safe and works towards improved lived conditions by acting as a catalyst for change.

Activities

Developing and action plan: The first activity was to prepare action plans to incorporate agreed priorities during the general meeting in setting up innovative interventions to address the issue of basic services – water supply, sanitation and housing through local level planning.

Water supply action plan: of domestic water supply through optimizing resources available in the sub-ward. This is being achieved through harnessing water from the low land boreholes which with the support of the formal water company and local authority is piped to a central storage tank and raised to high points in the area in order to reach a wider section of the population. This involved the community in designing and implementing.

Sensitisation programmes: Outreach programmes for both men and women has exposed the community to the multi-disciplinary activities that members can undertake locally to ensure an improved environment and in enhancing community ownership in project activities and in outcomes.

Skills development and income generation: This has been achieved through community supplying water and sanitation services which are more organized and affordable. This has mainly benefited the youth. Other income generation activities under this have been building community markets, investing in tractors and trailers for garbage transportation, establishing small business centres etc.

A community development fund for mobilizing resources has been established. The community innovations target about 32, 216 people (16, 541 male and 15,675 female) all residents of Mwembe Madafu sub-ward in Ukonga ward. This activity was initiated in February 2005 as a campaign involving youth camps and other members of the community and other stakeholders. It

was named by the community: ‘Safisha Mwembe Madafu’ (SMM) i.e. ‘Clean up Mwembe Madafu’

Collaboration Strategies

This project received resources from different levels: community participation and member contribution (10%); fees from Water and sanitation services; grants support (15%) as a result of proposal development and submission to donors. Tanzania Port Authority provided Tshs. 3.7 million. Tools and equipment donations were also received from other private companies including: wheel barrows, spades, brooms, T-shirts, etc. technical support was offered by the Tanzania commission for science and Technology and National Housing Building Research Agency which offered training and dissemination of low-cost housing schemes.

Clearly the progress of this project relied hugely on establishment of partnerships with various entities including the municipal authorities, private sector, and civil society.

The key partners include: Mwembe Madafu Sub-Ward Local government whose key role was to promote development activities and in the enforcement of laws and by-laws including the mobilization of communities to participate and contribute towards the project. St. Therese of Lisieux Kindergarten/ Primary School contributed in community water supply improvements; Umeme Jua tools and equipment for initiating sanitation activities and the National Housing Building Research Agency provide training and technical know-how in low-cost housing technology.

Challenges and Strategies for Addressing Them

The first challenge was on the processes of establishing structures for ensuring implementation of the agreed action plans. This was addressed by forming a community based organization to work on the various activities i.e. the Mwembe Madafu Development Organisation.

The second main challenge is mobilization of resources. The project started with locally available resource base – the community. Community members were involved in diverse tasks and when new partners were identified implementation of activities was possible using a modest budget.

In terms of transferability, this programme is a successful model for further research and replication in places with similar problems. Women, children and youth have hugely benefited from this project since it has addressed socio-economic issues that were affecting Mwembe Madafu.

Impact, Sustainability and Replicability

It is estimated that through the 3 water delivery points, about 2,500 households are benefiting from these water supply services. The cost of water in Mzambarauni has reduced from Tshs. 200 per bucket to Tshs. 50. in order to ensure sustainability of the water supplies the MMDO has also developed a complimentary tool for ensuring security for the community known as the 'Mwembe Madafu Salama' for ensuring that the by-laws and the laws affecting basic service provision, regulation and management are enforced.

A low-cost housing scheme has also been introduced through the activities of MMDO. MMDO acknowledges that improved housing means better tenancy arrangements and improved household incomes particularly if environmental and health issues get improved in the process.

This project has created jobs for nearly 50 people within a very short span of time giving due consideration to gender issues. Currently 65% of the staff are women.

It is envisaged that the coverage and services will expand since the project has proved that local community participation can transform the environment and contribute to better services leading to economic development of the area. Capacities have been built at different levels leading to significant contribution to improvements in local governance structures. This innovative undertaking has also enabled the community to get introduced to proper management of finances and issues of accountability. Training is undertaken to ensure that the community manages resources in an efficient manner. •

Case Study VII: Improving Health and Reducing Child Mortality

“Choctaw Community Injury Prevention Program,
Choctaw Health Center Mississippi Band of Choctaw
Indians (Indian Nation of the USA - HONORING NATIONS)

By Honoring Nations Team

Background and Scope of the Project

In 2000, two Mississippi Choctaw citizens organized the ‘Choctaw Community Injury Prevention Program’ to combat the reservation community’s rising level of preventable injuries and accidental deaths. In hopes of significantly reducing emergency room visits, their efforts—as well as the efforts of other volunteers inspired by their example—have introduced thousands of Choctaw children and adults to safety education and resulted in the distribution of hundreds of child safety seats and bicycle helmets. The Choctaw Community Injury Prevention Program proves that the programmatic efforts of concerned individuals can make headway against one of Indian Country’s most pervasive and daunting problems.

Accidental deaths and preventable injuries exact an enormous toll on American Indian communities. For example, American Indian deaths from motor vehicle accidents occur at over twice the rate of such deaths in the US generally. The overall accidental death rate among American Indians is nearly twice that among the US population at-large. The Mississippi Band of Choctaw has not been exempt from these sobering statistics. In 1996, 11 percent of Mississippi Choctaw men and 14 percent of women had experienced an accidental death in their family. In addition, approximately 10 percent of all adults reported that a household member had been injured as a result of a motor vehicle accident.

At Mississippi Choctaw in the late 1990s, several of the causes of these accidental deaths and preventable injuries were easily identifiable. The reservation’s many dark, winding, and unpaved roads resulted in frequent single car accidents. The Tribe’s phenomenal economic success brought thousands of employees and visitors to the reservation each day, creating traffic congestion and stressful road conditions. In spite of these dangers, only 30 percent of male and 26 percent of female tribal members used seat belts while riding in or operating a motor vehicle. The resulting injuries and deaths had a devastating impact upon individuals and families and took an increasingly high toll on the Choctaw community in the form of escalating health care costs. As early as

1992, injury rates were identified as one of the leading causes of health care cost increases on the reservation.

Despite the enormity of these problems, the Tribe lacked any programmatic means to address preventable injuries and accidental deaths; indeed, such programs are rare in Indian Country.

Project Objectives and activities

The Program pursues a number of clear objectives:

- a) It works to improve the use of seatbelts among Choctaw drivers and to secure adult participation in ensuring that all passengers wear seatbelts or are secured in appropriate child safety seats.
- b) The Program also seeks to reduce the DUI/DWI rates among tribal citizens and to enhance the enforcement of the Mississippi Department of Highway Safety and Passenger Restraint Laws on the reservation.

Strategy and activities for Implementation

In 2000, two Choctaw citizens who were deeply troubled by a series of accidents that killed or injured young children on the reservation set out to make a change. Under the supervision of the director of the Community Health Services Department, and working within the Choctaw Health Center, they established the Choctaw Community Injury Prevention Program.

From the initial efforts of these two citizens, the Program now relies on more than fifty volunteers who educate parents, children, teachers, health providers, law enforcement officials, tribal leaders, and other individuals and organizations in injury and accidental death prevention. Volunteers host injury awareness and prevention activities within the seven Choctaw tribal schools for the benefit of children. At the same time, the Program works through Choctaw community groups, the Choctaw Newspaper, Choctaw Cable, and other public forums to reach the population at-large. As its successes in improving transportation safety have grown, the Program has expanded its focus to include bicycle safety, home safety, and poison control.

Impact, sustainability and replicability

The Choctaw Community Injury Prevention Program has realized impressive and measurable successes. The Program has instructed over sixteen hundred Choctaw children up to age eighteen in safety awareness and injury prevention. It has distributed over two thousand toddler and infant safety seats to Choctaw and non-Indian parents across the state of Mississippi, and assisted other state programs in raising awareness.

Utilizing funds from a grant, the Program has established the first and only designated safety seat Fitting Station in Mississippi. It has encouraged a year of

“Click-It-or-Ticket” checks to ensure the appropriate use of safety equipment. By the end of 2004, Program inspectors had visited over two hundred homes of children fourteen and younger to install needed fire alarms, fire extinguishers, carbon monoxide alarms, door latches, outlet covers, and other safety devices.

These preventative measures are enhancing the safety of Choctaw citizens. Through the Program’s public education, more Choctaw adults are now aware of the importance of using seat belts and child restraint seats in motor vehicles. “Click-It-or-Ticket” inspections of 3,210 cars measured an increase in child seat belt and safety seat use from 63 to 78 percent over a ten month period. Emergency room statistics are equally impressive. Between 1998 and 2002, emergency room visits for preventable injuries dropped by more than 25 percent (from 4,106 to 3,012), while injuries resulting from motor vehicle accidents between 1999 and 2002 were cut in half (from 533 to 272).

These successes are particularly notable considering the Program’s structure. The Program’s extensive volunteer network stands in stark contrast to an earlier effort when, in 1992, the Choctaw Health Center’s Community Health Services Department received an IHS Community Injury Prevention Program grant and staffed a small office to conduct all prevention activities.

In terms of challenges, prevention by nature, requires broad informational outreach that is impossible to achieve with limited funding and employee efforts alone. Thus, in 2000, it was the passionate investment of volunteers that reestablished the Choctaw Community Injury Prevention Program as an ongoing concern. Two dedicated citizens have inspired years of service from dozens of additional volunteers who work through various tribal and non-tribal entities. Not only does this volunteer commitment ensure the long-term sustainability of the Program, but it also serves as an inspiration throughout the Choctaw community which sees, first-hand, that volunteers can bring about widespread positive change.

The Choctaw Community Injury Prevention Program also convincingly demonstrates that concerned community members are among those best positioned to respond to community crises. The early volunteers’ familiarity with the Choctaw community, combined with their ability to draw judiciously from non-Choctaw injury prevention programs, resulted in remarkably productive tribal-non-tribal partnerships. For example, the Program adapted the Mississippi SafeKids program to meet the Tribe’s specific needs and quickly maximized Choctaw participation in the SafeKids model. This partnership enables the Mississippi Choctaw to leverage the resources, expertise, and funding sources of a larger prevention effort.

The Program receives continuing support from Mississippi SafeKids, the Office of Public Highway Safety, Ford Motor Company, General Motors, the United Auto Workers, and National SafeKids. It initially secured a grant to distribute one thousand booster seats through the efforts of the Mississippi SafeKids director and is eligible for still other grants as a SafeKids coalition

member. Its volunteers have a statewide professional network available for their assistance.

Finally, it should be noted that the Program's significant reduction of preventable injuries and accidental deaths through community awareness activities has lessened the financial burden accidents place on the Choctaw health care system. The IHS has never sufficiently covered the costs of building, maintaining, and staffing adequate health facilities in Indian Country, and tribes have felt pressured to raise supplementary resources or limit their service offerings. Through the success of its Injury Prevention Program, however, the Mississippi Choctaw Tribe is experiencing less of this pressure from unmet needs. Their accident prevention has reduced demands on the tribal health care system and promoted a more optimal distribution of health care resources. The Program's strategic efforts mean these benefits will continue: it works closely with other tribal and non-tribal health programs and integrates its injury prevention education with the full range of community health and treatment programs.

Accidents are the leading cause of death among American Indians. Through the Choctaw Community Injury Prevention Program, the Mississippi Choctaw have begun to address this devastating problem. The passionate efforts of volunteers and the partnerships they have formed with tribal schools, community clubs, the Choctaw newspaper, Choctaw cable station, and non-tribal injury prevention programs have resulted in the education of community members in safety awareness and in measurable decreases in preventable injuries and accidental deaths. Every success the Program enjoys is a celebration of prolonged and protected Choctaw lives.

Lessons

- Accidental injuries are the leading cause of death among American Indians and Alaska Natives. Despite the seriousness of this and other health and safety problems, dedicated individuals may make important strides in protecting an Indian nation's most valuable resource—its people.
- Effective injury prevention programs, like all health and safety programs, are built in response to real numbers. Collecting and analyzing data enables tribal governments to understand the extent of the problem and, equally important, measure the effectiveness of programmatic interventions.
- Tribal injury prevention programs are strengthened by partnerships with various governmental and non-governmental organizations. Such partnerships can offer tribes access to new sources of funding, essential technical resources, and specialized expertise—all of which contribute to exemplary service provision. •

Case study VIII: Improving Local Governance

Constructing harmonious community through innovations:
Practice in China “Work units system”(Danweizhi) - “Sub-district habitat system”(Jiejuzhi)- “Community system”(Shequzhi)

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By Zhou Hongyun¹

Background and Scope of the Project

Since new China was established, organization and management of the Chinese grassroots society has experienced the historic transformation from work units system, sub-district habitat system and finally to community system. With this historic transformation, Chinese overall society of “work units system” therefore experienced the process of formation, development to the ultimate disintegration. Prior to these reforms, organization and management of the Chinese grassroots society was classified into two categories: management of work units members through work units, the other, management of social members outside work units by sub-district habitat system. By these two ways, the country achieved the organization and management of all society members. For work units members, “work units” not only played an economic role, but also undertook all social services including birth and death and provided political development chances for all members.

For society members outside work units, sub-district habitat system provided them channels and ways of organization and management. This included two levels of organizations of sub-district office (Jiedao banshichu) and Residents’ committee (Jumin weiyuanhui), as the lowest level of grassroots government organization of the city undertaking social control to the grassroots society. The resident’s committee is determined as the statutory community organization. The “work unit” mainly organized and managed staff members working in factories, shops, schools, etc, but resident’s committee as the statutory community organization manage the residents outside the work units, and as the government organization, the sub-district office guided the resident’s committee. With the bidirectional process of “community transferring to work units” and “work units to community”, the state eradicated the corner beyond the work units system by organizing the city commune, and made the diversified function of work units replace the function of community.

By doing so, a high degree of geospatial and functional overlap of work units and community made the whole city society into big work units, and lastly formed into “work units system” overall society in which the state

comprehensively had a monopoly of the economy, of the social resources, politics, hence the state exerted the complete control on society. Work units played the role of the intermediary organizations.

Strategy, activities and Challenges

With the process of reform and opening up and the market economic system reform, highly centralized social system gradually disintegrated, and the “work units system” functions were transferred into sub-district habitat system. On the other hand, a lot of new problems emerged in the city grassroots social management, how to solve these problems became a task of the two levels of organizations of sub-district office and resident’s committee. In this case, sub-district habitat system which played a minor role slowly became a main way of organization and management of city grassroots society. However, sub-district habitat system face a lot of difficulties, including function overloading, and limited power.

Function overloading and limited power performance occurred in:

- the process of separation of politics and enterprise(zhengqi fenkai), politics and institutions(zhengshi fenkai), and enterprises and institutions(qishi fenkai), some work units stripped some political and administrative functions to government and society, at this time, sub-district habitat system became an only main;
- with the process of aging, the development of Non-public economy and the intensify of social mobility, retirees, persons without units and the floating population brought out new management and social service which need sub-district habitat system to undertake;
- with the reform of city management system, the focus of city management system depressed, a lot of government departments decentralized some functions to sub-district office and resident’s committee, such as market management, landscaping, traffic and roads, civil welfare and city appearance, etc;
- despite of more tasks and functions, sub-district office and resident’s committee were empowered very limitedly, not only financial and staffing of sub-district office and resident’s committee got subjected to upper level government, but also sub-district habitat didn’t possess independent law enforcement power and administrative management, and hence took the role of “transmitter” of administrative functions.
- At the same time, as the lower level of sub-district office, resident’s committee didn’t possess the statutory autonomy, staffing and financial support totally subjected to sub-district office.

Asymmetric of functions and power led to the embarrassing role of sub-district habitat system. Originally as the bridge of governments and citizens, sub-district office and resident's committee totally subjected to governments. As the "feet" of the government, these two organizations implemented passively the functions and tasks commissioned by the upper level government. Originally as the autonomic organization, resident's committee became the last terminal of the governmental chains, struggling with all the tasks commissioned by the upper level governments. So in Chinese context, community in real sense didn't exist, only in legal sense.

When sub-district habitat system didn't meet the demand of organization and management of city grassroots society, reform and innovation of the management system of grassroots society became an urgent need. In this context, city community construction and community reform is on the agenda. In fact, the concept of community was re-recognized by the country and was used in the official literatures since 1980s of the last century. From that time, community construction and development had experienced the following stage:

- In the beginning of 1980s, the Ministry of Civil Affairs proposed the slogan of "social welfare provided by the society self", and began to separate with "social welfare provided by the work units" model, the concept of community service started.
- In the beginning of 1990s, the Ministry of Civil Affairs began to stress "community construction", "community service" extending to "community construction". Community construction equal to the concept of community development internationally.
- In order to promote community construction, in 1998, the ministry of civil affairs started to experiment in 26 national experiment zones, and gained some experience. In November of 2000, CPC Central Committee General Office forwarded the document of "the Ministry of Civil Affairs' view on Promoting the construction of urban communities". At that time, urban community construction was promoted with unprecedented speed all over the country. Urban community construction all over the country was the process of change from sub-district habitat system to community system.

Impact, sustainability and replicability of the governance models in China

In the process of change from sub-district habitat system to community system, one need choose different models. In the practice of community governance in China, different models emerged.

(1) Shanghai model

In the practice of community governance, Shanghai implemented the model of “two levels of governments (municipal government and district government), three levels of management (municipal government, district government and sub-district office as the main administrative), four levels of networks (municipal government, district government, sub-district office and resident’s committee compose four levels of grassroots society management networks).

The most important part of this model is that sub-district office is empowered clearly as a main administrative organization by municipal and district governments. With the decentralization of municipal and district governments, administrative power of sub-district office increases gradually and becomes the center of administrative power. In this model, community is located in sub-district level, sub-district office becomes the platform of community construction and management. On the base of four-level management network of municipal, district, sub-district office and resident’s committee, Shanghai model established the leadership system, the executive system, and the supportive system of community management, endeavored to community construction and development.

The leadership system of community management is composed of sub-district office and urban management committee. As the sub-district administrative center, sub-district office is with the following authority:

- part of the right to participate in city planning,
- the right to classification management,
- the right to comprehensive coordination, and
- the right to territorial management.

In order to overcome separate management within the community of sub-district level, sub-district office led to establish city management committee composed of public security station, house station, sanitation station, industrial and commercial station, sub-district level hospital and so on. The City Management Committee held regular meetings to discuss, coordinate and inspect all kinds of tasks of city management and community construction, to enact plans of community development. City management committee played a very important role of administrative coordination.

The executive system of community management is composed of four working Committees within sub-district office: municipal administrative committee, community development committee, comprehensive management of social security committee and financial and economic committee. Municipal administrative committee is responsible for city health, municipal construction, environmental protection, sanitation, and urban greening. Community development committee is responsible for social security, community welfare, community service, community education, community culture, family planning and labor and employment. Comprehensive management of social

security committee is responsible for social security and administration of justice. Financial and economic committee is responsible for budget and account, administrative management of industry and commerce, price and tax, supporting and guiding economic development in sub-district level. In doing so, administration of sub-district office got the organizational support in managing and coordinating regular affairs.

The supportive system of community management is composed of enterprises, institutions, social groups, residents and autonomous organizations. They are responsible for discussing, coordinating, inspecting and advisory to provide effective support for community management.

It can be noted that the Shanghai model strengthened some functions of sub-district office as grassroots level government, and make use of all kinds of resources controlled by government to secure social integration from bottom to up, while community became a platform for implementing and completing government's tasks. However, in recent years, in community construction, Shanghai strengthened resident's committee as an autonomic organization, made some pilots on democratic election of resident's committee, and nurtured community residents autonomy in order to reach self-management, self-teaching, self-service and self-supervising.

(2) Shenyang model

In Comparison to the Shanghai model, Shenyang model positioned community in the level lower than sub-district, but higher than resident's committee, and established creatively the three main community autonomous organizations, including Community Members Congress, Community Consultation Committee and Community Management Committee. The whole institutional arrangement had a broad impact all over the country.

As decision-making agency, Community Members Congress is the highest democratic management authority. Community member representatives are composed of community residents, work units located within the community and social groups under certain proportion. Community Consultation Committee is a deliberative body recommended by Community Members Congress, composed of the community prestigious celebrities, and representatives of residents and representatives of member units.

Generally party organization official from the community holds a concurrent post of the general director. As the permanent organization of Community Members Congress, Community Consultation Committee regularly holds the conference, exercises the functions of discussing the public affairs democratically within the community and of the democratic surveillance. Community Management Committee is an executive body elected by Community Members Congress. It composed of director, vice-director and several members, generally three to six persons. Community Management Committee is actual organizer and implementation.

(3) Jiangnan model

Jiangnan district is one of the districts located in Wuhan city, Hubei province. As the practice of community system in Wuhan, Jiangnan model is characteristic with transferring governmental functions, emphasizing the combination of administrative regulation mechanism and community autonomous mechanism, the complementary of administrative functions and autonomous functions, the integration of administrative and social resources, and the interaction between the government and society. Like the Shenyang model, the Jiangnan model positioned community also in the level lower than sub-district, but higher than resident's committee and established the three main community autonomous organizations, including Community Members Congress, Community Consultation Committee and Community Management Committee. However, unlike the Shenyang model, Community Consultation Committee in Jiangnan model is not the permanent organization of Community Members Congress, and it also proposed the goal of fostering community autonomy through transferring governmental functions.

It therefore aims to:

- To straighten out the relationship between the community's resident's committee, sub-district office and the government sectors, and to be clear about the responsibility among them to protect the autonomy of the community's resident's committee.
- be definitive about the relationship between the resident's committee and the sub-district Office which is guidance and assistance and monitoring and service, rather than on the lower level;
- redefine duties between the executive departments of the sub-district office and community-based organizations, sub-district office is responsible for administration, assuming administrative tasks, and the community's resident's committee is in charge of community self-government, no longer signing the responsibility objectives with sub-district office and having the right to refuse unreasonable assessed tasks;
- build an evaluation on the functional departments of sub-district office by community as the main incentive.

The government function department faces the community to achieve the government work lower. Departments of district government and sub-district office should reach the goal of "five functions in community" - staff disposing to community, Tasks carrying out in community, service commitment pledging to community, examination and supervision by community, work funds transferring to community.

On the issue of the right to take responsibility and with the affairs to charge, it means that:

- when departments of district government and sub-district office need the community's resident's committee help to handle the affairs related to the interests of residents, departments of district government and sub-district office should be with the approval of relevant departments and with the consent agreement of community organizations, and meanwhile provide assistance to community-based organizations and necessary funding.
- When some social service which district government departments and sub-district office can not provide well are transferred to community, district government departments and sub-district office should transfer rights and funding to community to achieve "who act, who spent the money, and who is responsible for, who is entitled to", and to ensure that community have tasks, rights and funding when community undertakes social service.

Responsibility and supervision are to ensure that function transferring of government departments and sub-district office do not become a mere formality and to enhance roles and responsibilities, commitment and establish proper oversight.

(4) Yantian model

Yantian is located in Shenzhen city, Guangdong province. Reform of community governance system in Yantian began in 1999. Its basic idea is on streamlining relationship between government and community, enhancing the management level of government and autonomous functions of community through establishing a community governance model of "one committee-two stations" and "habitat- station separation" under the concept of "discussing-implementing separation". This approach is aimed at transferring the community building from government-dominated into community autonomy, thereby promoting the community's resident's committee autonomy.

Yantian model has two important stages. The first stage is to transfer from the old system of "discussing-implementing combination" of resident's committee to new community governance system of "one committee-two stations combination" under the concept of "discussing-implementing separation". The second stage is to construct a new community governance system of "one committee- two stations separation" under the concept of "committee-station separation". Similar with several models mentioned earlier, Yantian model of community governance practice is basically along top-down and bottom-up double-track to achieve autonomous community construction. However, Yantian model goes further in promoting the development of autonomous communities and fostering the growth of civil society through administrative building from top to bottom.

Yantian main model developed as follows:

- a) To establish community workstation and community service station.

Community workstation mainly is to solve the problem of that government's public service can not be undertaken in the grassroots.

The vertical management system from community-building Commission Office (District Civil Affairs Bureau) to Community Construction Committee Office (social administration) to community workstations makes the government's role, tasks, resources to reach community workstations directly, and promotes the focus of government management lower.

Community service station belongs to the community's resident's committee, mainly to solve the problem of that community's resident's committee was weakened and marginalized, and to promote community cohesion and capacity for self-government of resident's committee.

b) To establish a new mechanism for community service.

In order to assess and subsidy unpaid services provided by community service station, a special fund for community services is established in accordance with the "government procurement of services" approach.

Community services play an important role in the community-building efforts, on the one hand, the government provide variety of welfare and public services to community residents through the purchase of community service;

On the other hand, community service station belonging to resident's committee provide below-market prices and quality of service to community residents, and in doing so, it improves the recognition in resident's committee and the quality of life of community residents through public services to all residents, strengthen trust and recognition in the government and community resident's committee as the autonomous organization.

c) To establish the direct election system of community resident's committee.

All members of community resident's committee are directly elected by the voters through secret ballot. A candidate can take an open and fair election campaign, the scope of voters also gradually expands ranging from household registration residents to some of non-domicile residents.

Lessons for local governance

In Chinese context, community building and development derives from two structural strengths: one is the government's administrative power; the other is the strength of grassroots social autonomy. These two complement strength brings out different models of community governance in practice - administrative model, autonomous model and mixed model.

The administrative model is characterized with that in the government sector specialized community management organizations are established. And autonomous model is featured with that the governmental action and community's action are isolated and community development planning is often supported by special funding from government departments and then is implemented through community. The mixed model is characterized by that the

government guided and planned community work and community building and allocated considerable funds for that, but the government interfere community affairs very limitedly, community building and development are autonomous.

So what should the future of harmonious community look like in China? Similar with the development of all things, community construction and development in China followed the principle of “path dependence”, the future of harmonious community will depend on the historical background and current conditions of community development.

While sub-district office has actually assumed the same functions as government departments after the end of work-units system, but no corresponding administrative powers granted, inconsistent responsibility and power restricted the integration ability of sub-district office, and thus, they advocated that government decentralized power to sub-district office in order to promote community development through integrating various resources of social organizations, enterprises and institutions and residents within the community.

Community building and development is regarded as ways and means to improve relationship between the state and society. Under the planned economic system the government and society is the same configuration, but after opening and reform, in particular establishing the socialist market economic system, market development and social growth confirmed that autocratic government models cannot meet the needs of social development and brings about a series of social problems, therefore government should transfer functions to manage some public affairs, meanwhile transfer to market and society.

At the community level, sub-district office should change to serve for community residents, and foster various intermediary and autonomous organizations within the community so that community gradually becomes autonomous.

Strictly speaking, there are no completely administrative model, no completely autonomous model in the practice of community governance. Community governance still stay in the process of transition from administrative model to autonomous one. However, community residents’ autonomy should be the future of community building and development in China.

Like in China, with the establishment of a market economy system, different social interests groups and diverse interests demands emerged, only relying on the government forces before to reach social integration did not work, the government alone can neither meet the needs of market and social development and nor make up social failure in the market and in the process of the spontaneous development. Therefore, as a unit cell of social integration, community building and developing is inseparable from the government and the community to cooperate.

In order to promote local governance, community residents’ autonomy and the growth of civil society should be the ultimate goal to achieve in community building and development and in achieving democratic governance. •

Part 3: Conclusions

Lessons learnt from innovations in local governance to attain MDGs

Given the multi-dimensional and cross-cutting nature of the MDGs it is clear that innovations should be based on partnerships and work through joint and collaborative approach both at the national and local levels. Diverse local challenges are still evident and require enhancing of coherence and strategic focus with key actors ensuring that they have a range of monitoring MDG indicators supported by needs assessment and governance tools which give facilitate targeted development planning and action plans. From the review of case studies submitted for the award programme the following challenges have been noted:

- a) There are still limited resources for tackling poverty and food security at community level;
- b) Most of the communities have inadequate capacities at the institutional, technical and resources levels, for articulating the local needs and demands. Strengthening or building of capacities is necessary if projects and other local level interventions are to work within the wider MDG framework. The issues to be addressed include the following:
 - the weak ability to link local priorities to national planning and budgeting processes;
 - the weak capacity of local service delivery agents to provide quality services to citizens;
 - weak accountability relations between policy makers, service providers and citizens;
 - limited coordination between sectors/ministries and between donors;
 - limited availability of data to design good policies and measure impact, and
 - a mismatch between devolved competencies and public administration reform.
- c) Although there are many efforts geared towards improving access to basic services and reduce poverty through improved livelihoods, localising policies is far from being achieved. Improving the understanding of communities by explicitly highlighting the roles and responsibilities of the local authorities who should implement them is important if the MDGs

are to be attained at the local level. Innovation by independent projects should not be seen as the means to provide basic services, but through a properly coordinated strategy and sufficient awareness on available legislation and policies support to the innovative activities of the local groups will complement government and local authority efforts.

- d) Adequate skills in project design implementation and management to facilitate better presentation and formulation of sustainable activities within a given context.
- e) Targeted MDG monitoring through benchmarking and familiarity with the principles of good governance: Without the knowledge of principles of good governance e.g. participation, transparency, accountability, inclusion etc will not be realized at local levels.

Lessons Learnt:

- a) **Assessment and redefining Entry points:** In order to ensure improved innovative local governance, the existing practical approaches, tools and methodologies employed by the different actors and the different levels should consistent be analysed and refined according to the changing contexts, needs and demands of the local communities. Entry points should be collectively defined through participatory frameworks so that the civil society and the local communities have the opportunity to contribute to solutions and development strategies. The impacts of localizing MDGs should be defined by the levels of improved livelihoods and quality of basic service delivery mechanisms.
- b) **Forging and strengthening partnerships:** It is crucial that interventions strengthen linkages between national level planning and the local level thus enhancing the cross-sectoral partnerships that will enable the realization of the MDGs. In line with this, local communities should not be seen merely as stakeholders; rather given their potential capacities they must be the focal point of all the Localization efforts. Participatory methods and solutions need to take into account the means to ensure representation by the poor and other marginalized groups, whilst also considering costs to ensure that local governments can affordably replicate the processes.
- c) **Improving Financial Mechanisms:** Specific shortcomings are noted with the financing of local development strategies and the requisite capacity development to enable this. Local sources of funding include revenue generation, local taxation and charges, establishing municipal bonds, providing micro-credit and supporting the opening up local credit groups. Even where communities are making huge efforts to contribute to local development, financial constraints have been noted couples with the lack of properly coordinated planning efforts. Most of the local innovation efforts do not reflect the dimension of local governance reform or the linkages

between administrative reforms and the participation of local stakeholders in these processes.

- d) Communication and advocacy strengthening: Considering that best practices for innovations in local governance do exist, those with potential for impact, should establish means of scaling-up to provide guidance to areas lagging behind and enhance provision of basic service delivery at local levels. In this respect, it must be pointed out that capacity building is crucial in all efforts of localization and advancing innovation. The case studies reviewed have indicated that extensive work is being undertaken in the various regions which are contributing to raising awareness and establishing the enabling environment, but little in support of ensuring service delivery and realization of the aims of the local development strategies/plans. Local knowledge and creativity at the local level are constrained by the lack of capacities to use these resources.

Comprehensive capacity development at the local level to address the challenges mentioned above can allow for effective Localization of the MDGs and support their achievement. •

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The learning from innovations series aims at disseminating some of the lessons that are being learned through comparing innovations in these different country contexts.

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