

MDG localisation in Africa; options and experiences
9th - 11th August
Kampala Uganda



PROCEEDINGS OF THE CONFERENCE



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Introduction

From 9-11 August 2005 a regional conference was held in Kampala, Uganda, organised by SNV Netherlands Development Organisation, United Nations Development Programme and Municipal Development Partnerships and hosted by the Ministry of Local Government Uganda. The conference addressed the issue of localizing the Millennium Development Goals in Africa as an effective way towards poverty alleviation.

For three days almost 200 development practitioners, government and civil society representatives from 17 African countries shared experiences and discussed what role local actors can (and must!) play in achieving the millennium development goals in Africa by 2015, because it is at local level that policy gets translated into implementation and rhetoric turns into action.

Translating the national poverty strategies to sub-national or local level is necessary because it is at local level that policies get translated into implementation and rhetoric turns into action, which enhances the ability to involve and reach more effectively the poorest of the poor. In addition, poverty always has deep pockets that need special attention and targeted interventions.

Unless we are able to strengthen, to mobilize and to utilize existing but often hidden resources at local level more effectively, we will not achieve these ambitious goals by 2015 in Africa. With democratisation processes stalling in many countries and state legitimacy in general declining or seriously questioned, it is now the right time to strengthen local structures for better service delivery to poor men and women, enhance accountability to the people that these organisations serve and build on MDG'S realisation from the bottom up.

As the honourable Minister of Local Government of Uganda, Prof. Kabwegyere stated in his opening speech: "For meaningful and sustainable development, the involvement of the local leadership and population is essential.... We ought to help them transform the traditional means of survival into growth and production for a surplus. For this to come through, the centre and the local need each other in unbreakable bond each playing its rightful role".

Gerard Nieuwe Weme, the SNV Regional Director for East and Southern Africa stated that: "The MDG's need to be internalised, translated and prioritized by communities in order to create true local ownership, this requires an inclusive participatory process at in which all come together and agree on required action and support and to hold each other accountable".

The conference concluded that the MDG's can only be achieved if local participation in poverty reduction increases dramatically. This implies bringing development actors at local level together to jointly define and implement a long-term development vision within the national poverty reduction framework using existing local resources as much as possible.

From practical experiences with localisation processes, the conference concluded that local governments should initiate and lead a process of consultation, which processes include a regional poverty analysis and joint target setting and plans of action within the national poverty alleviation framework. Similar to the process at international

and national level, partners should engage in a compact (partnership agreement) and based on principles of equality, create a structure in which they can hold each other accountable (shared responsibility, mutual accountability).

To be successful, active involvement of communities is crucial. Poor men and women know the MDG'S issues even when they don't know the MDG's. Relevant data collection and utilisation at local level is crucial in order to define realistic targets, monitor progress and hold actors and service providers accountable. Enhanced accountability is crucial in order to change existing local power relations and waste of resources that hamper all progress.

The conference showed that there is an enormous wealth of relevant "best practices" that could be used more intensively, like citizens score cards, integral development consultation, a local government barometer, public expenditure tracking by civil society, etc.

In two volumes the reader will find the key note speeches, the papers presented during the work shops and the conference proceedings and conclusions all grouped around the three sub themes of the conference:

- Localisation of MDG's
- Capacity building for MDG'S realisation
- Local coalition building for MDG'S realisation

As conference organisers, we would like to thank everyone who contributed to the success of this conference and like to remind every participant to the commitment you made at the end to walk the talk and to turn the rhetoric into action.

Paul van Hoof SNV

Kees de Graaf SNV

With the assistance of:

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Final conclusions and recommendations Localisation of MDG's in Africa conference

9-11 August 2005

Organised by SNV, UNDP, MDP

And hosted by the Ministry of Local Government Uganda

Preamble:

1. The conference acknowledges that the **MDG's** are an integral part of the Millennium Declaration, which defines development as a **basic human right**. The MDG's are therefore a means to provide poor men and women with alternative options and with voice to fulfil their development objectives.
2. While the conference acknowledges that the strength of the **MDG's** lies in their capacity to create focus and measurable targets based on which partners can hold each other mutually accountable, it also sees it at the local level **as a unifying framework and continuous process, within which individual communities are empowered to set their own choices and priorities**.
3. The conference underscores the importance given to peace and security in the region as expressed in the recently adopted "Review of the Millennium declaration and the MDG's: an African common position (July 2005)" by the executive Council of the African Union. **Peace and security are critical pre-conditions for any efforts related to MDG'S achievement** and it should therefore be a priority to all regional institutions and national leaders in Africa.
4. The conference acknowledges that **gender equality and equity** and women's empowerment are **central to any effort related to achieving the MDG's** and should be integrated into all activities aimed at reducing poverty mentioned in these conclusions, including poverty analysis, planning, implementation and monitoring activities.

General conclusions and recommendations:

1. Acknowledging NEPAD as an important African initiative to attain development and good governance on our continent, the conference recommends that at the international and national level **institutional cooperation between MDG'S or PRSP initiatives and NEPAD** are further explored and strengthened.
2. **The conference recommends that the MDG's are fully integrated into regional and national poverty reduction policies**. At the national level, all key actors including government, civil society and private sector are encouraged to continue their efforts to streamline poverty alleviation policies towards achieving the MDG's. This process should be inclusive and participatory, based on a pro-poor long term vision and creating space for all stakeholders to actively participate in its implementation.
3. The conference recommends that **awareness rising for citizens should focus on the national poverty reduction strategies** and the role of communities and citizens in this process. Emphasis should be placed on establishing

mechanisms to hold government at all levels accountable to its citizens for its performance regarding the achievements of the localised poverty reduction goals.

4. **Achievement of the MDG's** is not only a policy issue or resource concern. It is **integrally related to strengthening the state and its institutional structures through which it relates with civil society and private sector**. Without inclusive democracy, effective participation by people, rule of law, space for civil society and a vibrant NGO movement and above all a transparent and accountable decentralized administration that is people oriented, African countries will not be able to achieve the ambitious targets.
5. Provided space for a vibrant and independent Civil Society is secured in a national institutional framework, NGOs have an obligation towards their constituencies to make full use of that space. **NGOs should combine their efforts through networks in order to continuously voice the interests of the poor in poverty policy processes.**
6. **Parliamentarians and councillors are important key actors in bridging the gap between national political processes and local level poverty alleviation strategies and activities.** They are familiar with relevant national and sectoral policies and aware of the specific local poverty conditions in their constituencies. In order to better fulfil their roles in this regard, they should have enhanced access to relevant information and improved communication channels with non-governmental stakeholders. A more pro-active approach from both sides (Parliamentarians / councillors and Civil Society) is required.

Conclusions and recommendations on localisation of MDG'S:

1. In the view of the conference, localisation of MDG's means:
Translating and adapting global and national MDG'S targets to sub-national (region, district, and municipality) level. It entails the coming together of all development actors at local level with the objective to jointly define, implement and monitor a long-term development vision for the area, within the framework of a national poverty reduction strategy. These partnerships are built on principles of equality and subsidiarity, within which partners and citizens can and must hold each other accountable. Involvement of men and women at community level at all stages is crucial in order to mobilize existing local resources for its implementation.
2. Practice shows that the MDG's do reflect in a general way existing African community priorities for poverty alleviation and are therefore an appropriate framework for local poverty analysis and targeted interventions. **Citizens know the MDG'S issues even when they don't know the MDG's.** In this regard, when communicating at the local level, the term 'poverty reduction' should be replaced by 'job and wealth creation', which is more understood by citizens.
3. It is the strong conviction of the conference that the **MDG's cannot be attained without community action.** Meeting the MDG's requires recognition of the desires, aspirations and initiatives of poor people themselves.
4. **Contextualization of poverty agendas at sub-national levels is necessary for the attainment of MDG's,** because:

- a) It is at the local level that policies are translated into implementation, and rhetoric turns into action;
 - b) Poverty always has deep pockets that need special attention and targeted interventions;
 - c) It enhances the ability to involve and reach more effectively the poorest of the poor;
 - d) It creates space to mobilize and strengthen local efforts.
5. From practical experiences with localisation processes as discussed during the conference, it is concluded that relevant **local poverty data collection and its translation into local language and down-to-earth indicators is crucial** in order for communities to define realistic targets, to monitor progress themselves and to hold actors and service providers accountable. Such data should be recognized by National Statistical offices.
 6. Given the enormity of the challenges ahead, the conference encourages governments to **continue their decentralisation processes with vigour** moving from de-concentration to devolution where relevant, increasing autonomy at local level to define, implement and monitor the locally agreed upon poverty alleviation agenda. In addition, more discretionary funds should be made available to local level authorities and other actors preferably through localized tax collection systems.
 7. Practice has shown that devolution of power and proper control of resources at local level will only bring equitable growth when the **state is committed to pro-poor development and actively works towards obliterating patrimonial and clientelist structures** at all levels.
 8. More than before, attention should be given to the **inclusion of the private sector** as the engine of local economic development; as such development is imperative for sustainable change that is self-supporting and independent from external funding.

Conclusions and recommendations on Capacity Development Support to MDG'S localisation:

1. In order to create the required institutional framework for successful implementation, **capacity development initiatives related to MDG'S realisation should be addressing aspects of good governance** at all levels. This includes improving legal frameworks, creating a more capable and effective public administration, and increased capacities for dealing with corruption, and underperformance etc.
2. Capacity development organisations should support the **improvement of lobby and advocacy skills of civil society organisations** to enable them to voice the interest of the poor in policy making processes as well as their ability to demand accountability and transparency from public institutions.
3. The conference recommends that capacity building organisations make more use of **methods that combine learning, reflection and action**, such as action research, and applied research as an intervention method. This stimulates pro-active community engagement, safeguarding local ownership and community

engagement throughout the process, which at the same time empowers citizens to deal with their own development challenges themselves in the future.

4. In conflict and post conflict situations **building on existing local abilities** for reconstruction is often neglected in favour of external interventions, yet this ability is **crucial for initial development and future conflict prevention**. At the same time, decentralisation efforts should continue to be followed through to legitimize local action.
5. In order to generate the necessary momentum for transformation, capacity development organisations can play an important role by **strengthening “leadership for change” capacities** available at local and national level.
6. Experience from the cases discussed at the conference showed that using **specific MDG’S targeted inventions** as used by capacity development organisations such as the improvement of primary education or availability of drinking water **are good entry points at local level**. It creates the foundation for an appropriate platform for localisation for MDG’s and for multi stakeholder poverty analysis.
7. Capacity development efforts at the local level should conduct **proper assessments of existing capacities** as a starting point for interventions, and use these existing capacities as much as possible before introducing new or foreign concepts.
8. A wealth of **approaches, tools and best practices for capacity building related to MDG’S localisation have already been designed tested and are available**. These include: citizens’ score cards, integral development consultation, local government barometer, public expenditure tracking by civil society and participatory budgeting, local agenda 21, environmental management processes etc. Capacity Development organisations should inform themselves about these instruments and build upon them rather than designing new ones.

Conclusions and recommendations on Coalition building for MDG’S localisation:

1. Due to a number of reasons, basic service delivery in Africa at the local level is highly fragmented, with a wide diversity of providers located in the government, non-government and private sector. **In order to make service delivery more effective and more pro-poor, governance approaches are required that buttress working relationships between these actors** with the potential to create synergy.
2. In the spirit of **joint poverty analysis and strategy formulation** adopted at the international and national level, the conference recommends that similar collaborative processes of development agenda formulation are **adopted and strengthened at local level**.
3. A **pre-condition for successful coalition building** at local levels is the **creation of mutual understanding**, respect and trust among all parties involved. Local capacity development organisations can play an important facilitating role in breaking down barriers and changing mindsets and attitudes

that mitigate against such cooperation through consultation, dialogue and consensus building.

4. **Local governments should initiate and lead processes of inclusive consultation**, which includes a regional poverty analyses, joint target setting and the formulation of plans of action within their country's national poverty alleviation framework.
5. Similar to arrangements at international and national level, **partners should engage in partnership agreements or compacts**, applying principles of both equality and subsidiarity, which creates structures within which they can hold each other accountable for shared responsibilities.
6. Lastly, **public-private sector partnership should be strengthened at the national and local level** through a formal forum of consultative meetings in the design and implementation of programmes.

The Conference Process

Background

The SNV Southern and East Africa (Netherlands Development Organisation) in partnership with the Municipal Development Partnership (MDP) and the United Nations Development Programme (UNDP) organised a conference entitled "MDG Localisation in Africa: Options and Experiences" hosted by the Uganda Ministry of Local Government. The two and half day conference held on 9 to 11 August 2005 along Lake Victoria in Munyonyo, Uganda brought together development practitioners from local government authorities, the academe, private sector and other civil society leaders with intention of contributing to the debate on implementing the MDG's five years following the Millennium Declaration. This conference is part of a series of four regional workshops organised by SNV Netherlands between April and August 2005, which will culminate in an international conference on 28 to 30 September 2005 in The Hague, Netherlands.

Context

In the Millennium Declaration of September 2000, world leaders made an unprecedented commitment to work towards a more peaceful, prosperous and just world by improving human condition in the areas development and poverty, human rights and democracy peace and security, and protection of the environment. From this declaration stemmed the Millennium Development Goals. The MDG's are widely recognised and though some progress has been made towards meeting these goals, it is generally accepted that more attention needs to be directed at how they will be delivered on the ground and that MDG's cannot succeed without engaging all strategic actors on the ground.

According to the Millennium Project Report, the biggest challenge for attaining the MDG targets lies in Sub-Saharan Africa where there is continued food insecurity, a rise of extreme poverty, high child and maternal mortality, and large numbers of people living in slums – all this leading to widespread shortfall for most of the MDG targets. The report maintains that "specific knowledge for achieving the goals are known; what is needed is to apply them at scale". However not everyone agrees with this one-dimensional way forward. Civil society organisations are sceptical as to whether the high concentration of emphasis on the MDG's is going to make a genuine difference to the lives of the poor for whom the MDG's were designed in the first place. CSOs question the content of the MDG's, calling it a minimal agenda or old 'conditionalities' with a new label; a top-down approach without engaging civil society; and rather technocratic in achieving the goals. While the emphasis seems to be on mobilisation of additional resources from the international community, and national policy and effective strategies in line with PRSP's, as a way forward, in Africa the gap between policy and implementation, space between national and local level, and space between rhetoric and delivery of goods and services on the ground are only increasing.

It is against this backdrop that the conference on localizing MDG's was organized. So far in the international debate, localizing MDG's suggested the process in which Millennium Development Goals were incorporated in national Poverty reduction Strategies. The aim of the conference was to carry localization a step further and focus on sub-national localization of MDG's. MDG localisation can in this context be understood as a process through which MDG's and poverty reduction strategy targets are taken and acted upon by all development actors at the local level, going beyond

'concientisation' processes and 'rolling out' of national frameworks and approaches. This thinking was framed in an Aide Memoire, which brought in the relevance of local coalition building to achieve the MDG's and the role capacity development services can and should play. The Aide Memoire guided the content and structure of the conference and is annexed to these proceedings.

SNV's primary aim for convening this regional workshop was to bring the MDG's into the forefront of debates and to make a significant contribution on the way forward in achieving the MDG's by addressing two key issues:

1. *"Where is a MDG localisation process applicable and does it create added-value?"* Some of the interventions required to meet the MDG's are best if nationally driven, while others will only be effective if locally owned and implemented. Two key criteria for such an evaluation are the characteristics of the services provided and the institutional decentralisation framework pertaining in the country.
2. *How can MDG localisation processes be made to work?* Two key approaches on this are capacity building interventions for local actors and coalitions between local government, civil society and private sector.

A key objective of the conference was to explore what role local actors can and *must* play in the localisation of and the meeting of the MDG targets by 2015.

To safeguard the connection with the reality on the ground, the conference was based on practice and experiences at local level. A call for papers, targeting SNV, UNDP, MDP and their partners working at local level, brought in some 80 abstracts. The conference taskforce assessed the abstracts and selected 35 - based on quality, regional spread, and relevance to the conference theme, gender and level of innovation - to be elaborated into full conference papers. The final draft papers were advised on by an editorial committee and in the end 28 conference papers were presented during the conference. Besides the conference papers, 4 resourceful persons were invited to present keynote speeches.

Participants and structure

The conference brought together over ¹180 government officials, parliamentarians and other elected officials, development practitioners, academics and civil society organisations from the Southern and East Africa (i.e., Democratic Republic of Congo, Ethiopia, Kenya, Madagascar, Malawi, Mozambique, Democratic Republic of Rwanda, South Africa, Sudan, Tanzania, Zambia, Zimbabwe, Uganda), the Diplomatic Corps in Uganda, Europe and North America, as well as from the African Union, and regional and international organisations. These principal actors in the Southern and East Africa region ensured a rich and the broadest possible debate on meeting MDG's over the next 10 years.

The two and a half-days conference was ²structured as follows:

Day 1 focused on the *Status of the MDG's in Sub-Saharan Africa: An overview of the current achievement, key challenges and prospects in the region.*

¹ Refer to Annex 3 for the List of Participants.

² Refer to Annex 2 for the Conference Programme.

Day 2 was devoted to three parallel workshops on: MDG localisation, capacity building approaches and coalition building at local level.

Day 3 continued with the parallel workshops and convened a World Café---an open session where participants gathered in groups of six 'to explore a single issue that genuinely mattered to everyone' at the conference: "Poverty is still high in Africa. Should we start doing things differently? If so, what should we do differently?"

After extensive discussion, the conference ended by adopting the *Conclusions and Recommendations*, which integrated the presentations, workshop deliberations, and the *World Café* reflections.

PROCEEDINGS

Opening Statements

In her opening statement, the Honourable Joke Brandt, Ambassador of the Netherlands to Uganda, recalled that while the MDG's are the most broadly supported poverty reduction framework the world has ever witnessed and continues to take central stage, *"what has been lacking so far, is to take the MDG's to the lower levels of governance."* Citing her knowledge and experience in Uganda, she pointed out that "decentralisation is key to achieving the MDG's" because it increases popular participation in decision making thus bring governments closer to the people. "Participation enables governments to be responsive and to meet local demands in a timely manner, increases transparency and accountability, fosters delivery of goods and services and at the same energises and motivates local stakeholders, thus enabling citizens to contribute to their own development".

Capt. John Emily Oteka of LGA and EALGA and Cllr Josiah Magut of MDP-EA shared this view by calling on conference participants to come up with practical measures that would strengthen local governance and decentralisation, and to increase local capacities in order to attain the MDG goals. "To cultivate ownership of the MDG's, inclusive participatory processes are essential wherein all actors, especially at the local level, support commonly agreed priorities and hold each other accountable", as stated by Gerard Nieuwe Weme, the SNV Regional Director for SEA. This plea was reiterated by the Uganda Minister of Local Government, Prof. T.B. Kabwegyere, "For meaningful and sustainable development, the involvement of the local leadership and population is essential.... We ought to help them transform the traditional means of survival into growth and production...." He urged people to keep in mind, however, that: "A weak state will produce weak local governments....What is very easy to establish is that when the centre has not been focused, the local level has been directionless and stagnant."

"Decades of politics and rhetoric have passed without development. The Millennium Development Goals may also come and go and development may elude us unless fundamental change occurs in the way we do things."

Official opening address

Prof. Tarsis Bazana Kabwegyere

Minister of Local Government of Uganda

Munyonyo, Uganda, 9th August 2005

The need to *support decentralisation processes of governments and cultivate local participation and ownership of the MDG's* were the main points made in the opening statements.

Keynote Addresses

In response to the question of *What needs to be done for Africa to meet the MDG's?*, and to situate the thematic workshops on localisation, capacity development and coalitions building, four keynote addresses presented some of the challenges ahead.

In presenting the *"Review of the Millennium Declaration and the Millennium Development Goals: An Africa Common Position"*, Mr. Dawit Mekonnen, of the Economic Affairs Unit of the Africa Union, highlighted the central role of *political will* in order for Africa to meet the MDG targets by 2015, even though at present Africa scored low in all of the eight MDG indicators. "A lot of concerted efforts are needed not only the part of Africa but of the international community as well. Development in Africa must [nonetheless] be led by Africans themselves if the process is to be successful and sustainable". Actions and efforts by Africa and the international community at large to meet critical challenges in the following areas must be intensified: peace and security; governance and capacity building; broad-based and pro-poor growth and social policy; regional integration and harmonisation; regional infrastructure development; science and technology; transport and infrastructure and services; regional trade; effective domestic resource mobilisation and utilisation; increased ODA and foreign investment; debt relief and debt cancellation; and the removal of trade barriers."

"Localisation of the MDG's" according to Mrs. Annemiek Jenniskens, Director of SNV, means contextualising the MDG's to cater to the local level where beneficiaries themselves are able to translate the MDG targets into "something that works for them". Thus localisation requires improved service delivery, better infrastructure, appropriate policies and strengthened management capacities, amongst others.

In presenting the *"Capacity Development for Millennium Development Goals: Analytical Linkages and Policy Options"* Mr. Selim Jahan, Senior Advisor Poverty Reduction of UNDP, made the case, that, in addition to increased aid-flows, the creation and strengthening of local capacities is a determining factor whether Africa can meet the MDG's (SNV 2005c). He maintained that achievement of the MDG's lies in capacity development in at least seven areas:

- advocacy and awareness building
- contextualisation of MDGs
- pro-poor policy framework
- governance and developing institutions
- resource mobilisation
- monitoring and reporting
- fostering partnership

The fact that process is equally as important as the outcome, was emphasized. Capacities should therefore "be developed with ownership and leadership".

"Coalition building at local level to achieve the Millennium Development Goals" by Prof. Jossy Materu, Director of MDP-EA, premised the need to take the MDG's down to the local level as indispensable for the successful implementation of the goals. He underscored various ways to link local government, civil society and the private sector in equitable partnerships. As examples of coalition building, he referred to coalition building through strategic planning, in Local Agenda 21 processes, and in

public-private partnerships. Referring to the fact that the move towards democratisation and decentralisation taking place in Africa has added new roles and responsibilities on local governments, he emphasised the need to improve the governance, planning and management systems of local authorities. To ensure that partnerships work, there has to be a will to work together, and to share information and resources in service delivery, realising the comparative advantages of these three local actors, as motivation for working together. "Capacity constraints at the local level, and the general fragility of civil society in Africa is a major barrier [to success]", he said. Therefore, there is a need for capacity development in participatory methods and local governance approaches. Donors must be ready to support these efforts. Various approaches are needed to broker dialogue, allowing a common strategic focus, and priority setting in local development in order to achieve effective local partnerships and coalitions. The key to their success is consultation, dialogue and consensus building.

The complete text of the keynote speeches are presented else where in this document.

Workshop sessions

The *Aide Memoire* served as a background paper on the status of MDG's in Africa and on the impact of several significant events in 2005, specifically in terms of commitments made by governments to enable Africa to meet the MDG's by 2015. At the same time, it also served as a guideline for those who prepared papers in the form of case studies or essays to kick off discussions at workshops on the three themes: *Localisation of MDG's, Capacity Building Approaches and Coalition Building*. As stated in the Aide-mémoire, two particular aspects of this debate will form sub-themes within the conference:

- Which localisation model is favoured or possible, the most crucial role for external actors will be the strengthening of local capacities to engage with MDG's.
- No single actor can make a substantial impact on poverty indicators. Whereas partnership approaches form part of most governance instruments at global and national level, at local level partnerships are only slowly emerging".

The Aide Mémoire set parameters for the objectives of the three themes. On localisation: "It is the intention for the conference to particularly advance the debate on these issues, i.e. develop suitable models, identify situations where these could work and describe the institutional framework required for their application". Regarding capacity development/building approaches: "A key contribution of this conference is envisaged to be the identification of suitable, workable and up-scaleable approaches to local capacity strengthening in pursuit of the MDG's and linked to the MDG localisation process". On coalition building: "The consultation process, which is the basis of coalition building and strategic planning at local level, can usefully be supported by practical cooperation of different actors in varying partnership arrangements".

The 28 papers were presented and discussed in three parallel streams, facilitated by staff from SNV and UNDP. Designated rapporteurs recorded the presentations and discussions, and after each block the rapporteurs fed back key issues to plenary, allowing all participants to stay abreast with the discussions that took place in streams they could not attend. Participants were free to choose the presentations of their interest between streams. The rapporteur reports formed on of the inputs for the conclusions and recommendations.

The full text of the presentations are compiled in the Compendium, made available in hard and digital copy during the conference to all participants. The papers are also accessible on the SNV website.

World cafe

The parallel sessions were followed by a plenary *World café*, in which participants, based on what they had learnt during the conference, were invited to discuss in an informal setting *if and how we have to work differently if we are to attain the MDG's by 2015*. The guests of a *World café* moved around from table to table to brainstorm, exchange and build on novel ideas, mostly with people they have never met before. This led to some emotive contributions and animated discussions on *Changing our Mindset, Downward Accountability, Fostering local Leadership and taking action*. The report on the World café can be found elsewhere in the proceedings.

Conclusions and Recommendations

The conference ended with a plenary presentation of the draft conclusions and recommendations, which were entirely based on the discussions and papers delivered during the conference. At small tables participants discussed the draft and; after a series of suggestions for improvement, the conclusions and recommendations were adopted. The full text is printed at the beginning of these proceedings.

Closure

The conference was officially closed by the honorary Minister for Local Government of Kenya, Mr. M. Kombo, in the presence of the guest of honour, the honourable Minister for Local Government of Uganda Prof. T.B. Kabwegyere. The closing speech is printed in full in this document.

"I am happy to note that our deliberations have yielded practical, feasible courses of action but I would like to urge you to put the process of localising MDG's in the context of the overall sustainable development framework so that we are able to move in a systematic and holistic way and avoid the mistakes of the past....."

*Musikari Kombo
Minister of Local Government of Kenya
Munyonyo, Uganda, 11th August 2005*

After the conference

The conference will enjoy a number of follow up activities. First the outcome of the conference will feed in *Africities 2006*, to be held in Nairobi on *Coalitions at local for MDG achievement*, organized by MDP. Both SNV and UNDP will join forces to prepare a special session on Capacity Development Services for MDG achievement. Second, the conference will inform the global conference in The Hague on MDG's, organized by SNV. President Mkapa of Tanzania will deliver a keynote speech and both Ministers for Local Government of Kenya and Uganda will participate, as will a number of other participants of the Kampala conference. Thirdly, the conference will inform the UNDP strategy on MDG localization in Africa. Lastly, a publication will be produced by SNV based on the conference, which will elaborate on the key conclusions, illustrated by practical examples taken from the conference papers.

Opening speeches

Localisation of the Millennium Development Goals in Africa: Options and Experiences by Yoka Brandt, Ambassador, Royal Netherlands Embassy, Uganda

The honourable Minister of Local Government, ladies and gentlemen, dear participants. It is indeed a pleasure and an honour for me to be able to give the opening statement at this conference.

It has been widely acknowledged that the Millennium Development Goals, formulated in 2000, are the most broadly supported, comprehensive, and specific poverty reduction targets the world has ever established. The challenge of meeting the MDG's has received unprecedented attention at the national and global level: they featured in the deliberations of the Tony Blair's Commission for Africa, and as a priority on the agenda of the G8 Summit in July 2005. What has however been lacking so far is to take the MDG'S to the lower levels of governance. It is my view therefore timely and strategic to organize this conference on the localization of the MDG's.

In the Poverty Eradication Action Plan Uganda has made an effort to align its development targets with those of the Millennium Development Goals (MDG's). The PEAP can thus be seen as an instrument to achieve the MDG's. Some donors, including the Netherlands Government, have subsequently expressed a commitment to financially support the PEAP as a means to attain the MDG's.

How feasible is it that these will actually be achieved? It needs to be noted that in some cases, the MDG'S targets seem too ambitious. For instance, it does not seem realistic to expect that the target of ensuring that by 2015, children – boys and girls alike – will be able to complete a full course of primary schooling will be met, as in 2005 Uganda's completion rate stands at only about 22%. In some other cases, the MDG'S targets seem not to be ambitious enough. The one on HIV/AIDS states that by 2015, countries will have halted and begun to reverse the spread of HIV/AIDS. A target that Uganda has already attained with a rapid decline in HIV/AIDS prevalence rates between 1991 and 2002. Again, in other cases like that of gender equality and women's empowerment, critical indicators that could cause a fundamental change in women's lives are not mentioned as targets like improvement in women's property and legal rights. One could conclude that the MDG'S targets mainly serve for global comparison of development trends. In other words: 'one size does not fit all', and there is a need to think about additional MDG'S targets at the national and local levels that would also address ideological and institutional barriers in order to release the most vulnerable people out of the vicious cycle of poverty.

The three key requirements for the attainment of the MDG's as proposed by the Sachs and Blair reports are: more donor funds, better governance and better international systems. For this presentation, I would like to concentrate on an issue

that is closely linked to governance and crucial to achieving the MDG's in Uganda. This is the framework provided through Uganda's decentralization policy.

The Government of Uganda has adopted a cautious approach to implementation of the decentralization policy. There has been a phased roll-out to the districts. This provided opportunities for learning lessons as implementation continued to gain speed. The process was guided by the decision that absence of capacity would not constitute a reason to hold on. One of the biggest initiatives in support of decentralisation is the Local Government Development Programme (LGDP). This programme is defined by three related elements: 1) the decentralization of the development budget, 2) the provision of support for capacity building and 3) a clearly defined performance assessment system with strong in-built incentives for local governments. The incentive system rewards good performance and penalizes poor performance. Poor performing local governments are assisted through the capacity building grant to be able to improve.

The results of these performance assessments indicate that there has been steady improvement in the functional capacity of local governments over the last few years when the Local Development Programme has been operational. Close to 70% of the districts met all the minimum conditions in the 2004 national assessment. In this way, the Local Government Development Programme is directly contributing to the achievement of the MDG's.

Decentralisation is key to achieving the MDG's in Uganda. Close to 40% of the national budget is executed through the decentralized local government system. 70% of the so-called priority programme areas are implemented and controlled by local governments. These priority programme areas include primary education, primary health care, water and sanitation, feeder roads and agricultural extension. They are key to improving the living conditions of the local population and directly contribute to achievement of the MDG's. As it is the intention of the conference to advance the debate on the localization of the MDG's, I believe that consideration of important challenges of the decentralization policy has got to take central stage. Please allow me to outline a number of these challenges:

- Decentralisation is in essence a political process. It requires the commitment and will of the top political leadership to fully understand and appreciate the prevailing circumstances and to decide objectively on the direction and nature of the decentralization process. This inevitably involves losses and gains in terms of decision-making and budgetary control, as well as apparent tensions between national policies and targets and local priorities. Therefore the relationships between central and local governments are crucial to the achievements of the MDG's. This includes: fiscal and institutional capacity issues as well as downward accountability at the local level, based on transparent and highly participatory decision making and monitoring of implementation of programmes. One of the challenges for an efficient and effective policy for decentralization that contributes to improved living conditions at the local level is to develop an adequate mechanism that ensures that local priorities are integrated into national policies, that local activities contribute to national targets and that activities are properly sequenced to facilitate local ownership. Such a mechanism should also serve as a two-way dialogue to solve problems that arise.

- Some national sector policies, laws and regulations are not supportive to the overall framework of decentralization. These include the relationship between LGs administration and deconcentrated central government technical support units (TSU) mainly in the sectors of water, roads and health. In this regard, recent calls by political leaders to create regional tender boards, the re-centralisation of school facilities grant and the recentralisation of local government functions like the Chief Administrative Officers could work against the spirit of decentralisation.
- It is widely believed that decentralization increases popular participation in decision making as it brings governments closer to the people. This increased participation can lead to faster responses to local needs, increased accountability and transparency, improved services delivery and increased energy and motivation among local stakeholders. However, this is only possible if there is mutual pressure for accountability to national government and to local people through enhanced civil society action.
- This in turn is only possible if local people are contributing to their own development through payment of local taxes. Local government budgets continue to be unrealistic because they are based on unrealistic revenue and expenditure projections. In the same vein, there is a mismatch between the services to be delivered by Local Governments and the revenue available to them. The increasingly deteriorating local revenue base makes it impossible for Local Governments to fund growing recurrent costs associated with the operation and maintenance of local infrastructure and programmes. The recent suspension of graduated tax which was the only direct local tax will not enhance this capacity nor will it benefit participation by local people.
- Lastly, minimizing corruption, wastage and misallocation of public resources will continue to be a major challenge for both the centre and all local governments.

In conclusion, I hope that this conference can address some of the key challenges to decentralization given the huge impact this will have on achieving the MDG'S targets. The findings of conference could then directly feed into local actions like the Joint Annual Review of Decentralisation here in Uganda that will take place in November. In that way a true contribution can be made to bringing the MDG's closer to the intended beneficiaries.

MDG'S Localization in Africa; options and experiences

Gerard Nieuwe Weme Regional Director SNV East and Southern Africa

Welcome to:

- The Minister of Local Government, Hon. Prof. Tarsis Bazana Kabwegyere,
- Honourable members of parliament,
- The representatives of the United Nations Family and the international community,
- The representatives of the partners of SNV coming from the East and Southern Africa region;
- The DRC, Ethiopia, Kenya, Madagascar, Mozambique, Rwanda, Sudan, South African, Tanzania, Uganda Zambia and Zimbabwe.
- Distinguished guests, ladies and gentlemen.

It is a great pleasure for me, as the representative of SNV Netherlands Development Organization, to be among the partners that organized this conference here in Kampala. Today, we direct enormous attention to increasing our efforts for the achievement of the Millennium Development Goals, with the very ambitious objective of eradicating poverty in the world.

The Millennium Declaration was born in 2000 in New York at the initiative of the UN secretary general Kofi Annan. It was the first time that there was a world wide consensus on eight objectives for poverty reduction. Now 5 years later we question whether this declaration is at all achievable for sub Sahara Africa. If we continue at the same pace, it will take us at least another century before reaching the set goals. "We have to be ambitious" stated Kofi Annan last September to the UN. The moment is there to unite our efforts and create the political will to do everything possible the coming 10 years to make a real difference for Africa.

Jeffrey Sachs, special advisor of Kofi Annan, in his Millennium Project Report states that at the level of the international development cooperation the means, the knowledge and the opportunities do exist to eradicate poverty during our current generation. Many do not share the optimistic view of Jeffrey Sachs. They argue that the MDG'S campaign is too simplistic and too technocratic for the very complex world we live in. Other arguments are that just pouring donor funds into the basket is not going to be sufficient to ensure that concrete improvements are realized at local level, and that the campaign is too much focused on a government-to-government approach with the exclusion of civil society. Receiving governments can not only be accountable to donor governments for their poverty reduction efforts; they also need to be accountable to their citizens. And then there are the ones who point to the fact that poverty reduction is not just a matter of top-down investments for basic service delivery but also a matter of fighting marginalization and exclusion of the poor. Therefore the need for the global and national programs to be discussed and reflected upon at the community level, to assess what is relevant for the local context, what is meeting a local need, and what is priority? The MDG's need to be internalized, translated and prioritized in order to create true local ownership. This requires an inclusive, participatory consultation process, in which all come together

and agree on required action and support. And also agree on holding each other accountable for this.

It is against this background that SNV hopes to make a significant contribution to increasing local participation in national poverty reduction processes and that we therefore support the plea for the localization of the MDG's.

It is this, what the MDG'S campaign requires and is all about. Mobilizing all actors to jointly work together in one direction, unlocking additional resources, utilizing the available resources more effectively, and ensuring that this is an all inclusive process, which also reaches those groups which are otherwise forgotten, invisible and marginalized.

The leadership role of local stakeholders, government and non-government alike, will be crucial for its delivery. True leadership will allow all relevant stakeholders to play their role.

So, the focus for the achievement of the MDG's needs to be at local level. We foresee local government, local communities and the private sector coming together to create vibrant and sustainable economies that will be the permanent basis of long-term national development. National frameworks and policies are crucial, but progress is only going to be achieved if there is sufficient capacity at local level for implementation and for the provision of services. Without progress in governance other reforms, such as structural adjustment or market liberalization, will have limited impact. Therefore, capacity development strategies need to be part and parcel of the Poverty Reduction Strategies.

SNV is ready and prepared to contribute to these capacity development strategies. We work in 28 countries, most in sub-Sahara Africa. Our advisors work with local organizations that show engagement for creating a better world and for fighting poverty. They help them become stronger organizations that function more efficiently and more effectively in terms of accountability, transparency and enhanced information supply of all local players. They help them in establishing partnerships with other organizations, and they support them in their efforts to lobby and advocate for a better and more just institutional environment of rules and regulations.

This conference that starts today, brings together the experts working on the localization of MDG's from the entire East and Southern Africa region, and is prepared in cooperation with Ministry of Local Government, MDP, ULGA, UNDP and SNV.

The thrust of the conference is to address two main issues:

- First "When is a MDG'S localization process applicable and does it create added value?" Or which conditions favour localization.
- And secondly "How can MDG'S localization process be made to work?" Concentrating on capacity building approaches and local coalition building.

This conference is not an isolated event. As the world is gearing up towards the UN Millennium Summit in September, SNV is hosting a world-wide series of regional conferences in order to see what the current problems of implementing the MDG's are, and how we can work together and mobilize capacity to improve involvement of key stakeholders on the ground.

Then in September, there will be a major International Conference in the Hague, which brings together the insights, enthusiasm and ideas of the regional conferences, including this one.

I would like to conclude by stating that the MDG's are both ambitious and realistic. They are attainable provided; 1) that in the efforts to achieve them local coalition building is needed that includes local governance actors, especially civil society organizations; and 2) that at the same time due attention is given to capacity development strategies to reach the MDG's in general and for local leadership specifically. It is only then that the MDG'S campaign will be able to make the difference for the poor.

Thank you.

Statement of the President ULGA, Capt. Otekat John Emily at the Conference for Localisation of MDG's in Africa, Munyonyo-Kampala, 10th August 2005

The Hon Ministers
Distinguished Delegates
Ladies and Gentlemen

It gives me great pleasure to welcome you all to this Conference. I thank the Conference organisers who thought it wise to bring a Conference of this importance and magnitude to Uganda. To you all I say 'Karibuni'.

On 9th July 2005 at Mbarara, the National Executive Committee of Uganda Local Governments Association (ULGA) adopted the Local Government Millennium Declaration as approved by the World body of Local Governments, the United Cities and Local Governments World Council at its sitting in Beijing on 10th June 2005. In so doing, ULGA joined other National Associations of Local Governments in "bringing the Millennium Development Goals back home." Hereafter, our motto as Local Governments in Uganda becomes "2015: No Excuse; Uganda must be a better place".

Local Governments regard 2005 a milestone year in the fight against global poverty. In September, Uganda shall join the Local Government representatives of the World at the Millennium + 5 Summit in New York to express our readiness and commitment to ensure that the MDGs are met. We the local leaders have an important role to play in implementing these goals and we wish to see this contribution acknowledged and strengthened through better local governance and effective devolution of functions, powers and resources of service delivery to the citizens. This is the sure way to build a World that is equitable, peaceful and joyful to everybody in a sustainable manner.

Our top priorities as Local Governments in the MDG process include:

- ❖ Eradicating poverty and hunger
- ❖ Ensuring all boys and girls complete Primary School
- ❖ Promoting equality for gender, disability and age
- ❖ Improving the health of Mothers and Children
- ❖ Reversing the spread of HIV/AIDs
- ❖ Improving shelter and living conditions of the people, especially slum-dwellers
- ❖ Ensuring access to safe drinking water and sanitation
- ❖ Sustainable utilization, protection and development of the environment
- ❖ Promoting private sector and civil society
- ❖ Creating global partnerships for development

In my capacity as the Vice Chairman of the East Africa Local Governments Association (EALGA) and Chairman of the Commonwealth Local Governments Forum (CLGF), I wish to urge all Local Governments in Africa and the World at large to adopt the UCLG Millennium Action Plan by taking the following four (4) concrete steps:

- (i) Obtain the Local Government commitment to MDGs in your County and append signatures to the UCLG Millennium Declaration which shall be submitted to the UN.
- (ii) Attach a white banner to as many Local Government buildings as possible during the first fortnight of September 2005, with the slogan '2015: No Excuse, the World must be a better place'.
- (iii) Organise a National Local Government Millennium Day just before the Heads of State Summit of 10th September 2005. Give an opportunity to District leaders, Mayors, Councillors and all Local Government officials to put forward their priorities and commitment in implementing the MDGs.
- (iv) Seek the support of your Government through the Ministry in-charge of Local Governments for the Local Government Millennium Campaign, including publicity and information dissemination, realigning Local Government work plans and budgets to MDGs, creation of MDG working groups and committees, monitoring and evaluation strategies.

On 23 July, 2005 His Excellency Tony Blair, Prime Minister of the United Kingdom wrote to me as Chairman of the CLGF reiterating the commitment of his Government and his colleagues in the G8 to a comprehensive package of support for Africa. I wish to applaud this initiative which provides \$25 billion per year in aid to Africa by 2010 and debt relief worth up to \$55 billion for 18 of the poorest Countries. This is an important result for Africa but for this to translate into poverty reduction across the Continent, it is important that Africa builds effective, accountable and people-centred central and Local Governments.

I hope this particular Conference on Localization of MDGs in Africa will focus on practical measures to strengthen local governance and decentralization by devolution in Africa and build local capacities to implement the MDGs. This is a unique opportunity to make our contribution to kick poverty out of our Continent.

I wish you all a successful Conference and a happy stay in Uganda.

For God and My Country.

Capt. John Emily Otekat
PRESIDENT ULGA

Key Note Speeches

Review of the Millennium Declaration and the Millennium Development Goals (MDG's): an African common position

AFRICAN UNION
EXECUTIVE COUNCIL
Seventh Ordinary Session
1 – 2 July 2005
Sirte, LIBYA
EX.CL/181 (VII) Rev.2

I. Introduction

The adoption of the Millennium Declaration and the Millennium Development Goals (MDG's) by the United Nations Assembly in September 2000 was a laudable initiative by the international community to fight poverty, accelerate human development, and facilitate the gradual but effective integration of the developing world, particularly Africa, into the global economy. The re-affirmation of the MDG's in many subsequent international conferences such as the Monterrey Conference on Financing for Development (March 2002), the Johannesburg World Summit on Sustainable Development (September 2002), the 49th Session of the UN Commission on the Status of Women ("BEIJING + 10" - February 2005), were further indications of the commitment of the international community to attack poverty and inequality and to end the marginalization and exclusion of the poor and disadvantaged.

In Africa, the challenges of eradicating poverty, of achieving rapid and sustainable socio-economic development, and of integrating the continent effectively into the mainstream of the world economy have been taken seriously by the leadership at the highest level. This is evident from some of the important initiatives and measures recently taken by African Heads of State and Government, which are aimed at meeting these challenges. These include the establishment of the African Union and the adoption of the New Partnership for Africa's Development (NEPAD) as the strategic programme of the Union. The African Union and its NEPAD programme which encapsulate the vision and aspirations of African peoples for a strong, united and prosperous continent have set a development agenda whose effective implementation would assist Africa in meeting the MDG's and claiming the 21st Century for its peoples.

The Goals are ends which can be pursued for the immediate benefits they bring to Africans through reduced hunger, improved health and education and access to safe water and sanitation. They are also inputs to economic growth and further development in line with African countries' economic development priorities. Neither can be achieved without the other and all are interrelated. "When individuals and whole economies lack even the most basic infrastructure, health services and education, market forces alone can accomplish little" (UN Millennium Report 2005). There is wide recognition that the social sector has lagged the economic sector and the low score in many MDG's warrants a shot to the social sector both in terms of policy focus and higher levels of investments.

Recognizing the special needs of Africa for poverty reduction and accelerated human development, the Millennium Declaration had called on UN Member States to, *inter alia*, support the consolidation of democracy in Africa and assist Africans in their struggle for lasting peace, poverty eradication and sustainable development; take special measures to address the challenges of poverty eradication and sustainable development in Africa, including debt cancellation, improved market access, enhanced Official Development Assistance (ODA) increased flows of Foreign Direct Investment, and transfers of technology; help African governments build their capacities to deliver on many fronts from effective budgeting and control to delivery of health, education, infrastructure and other goods; encourage and sustain regional and sub-regional mechanisms for preventing conflict and promoting political stability and to ensure a reliable flow of resources for peace-keeping operations on the continent. This recognition and the commitment of the international community to the special development needs of Africa coupled with Africa's own development initiatives raised expectations that the MDG's would be achieved in the continent by the target date.

II. Africa's Progress towards Achievement of the MDG's

Although there have been country-variations and some country success stories in progress towards the MDG's, the performance of the continent as a whole has been worse than those of other developing regions of the world. Within the continent, North Africa is more likely to achieve the goals and has seen significant progress on many fronts, while many countries south of the Sahara appear to be lagging the rest of the world. However, there are many African success stories which inspire the continent. In several of the countries the HIV/AIDS pandemic threatens to wipe out gains. The rest of the continent faces considerable difficulties to achieve all MDG's, although they may report significant improvements in the quality of life of their peoples by achieving success on one or the other target. Current socio-economic indicators and the stage of social development suggest that most of Africa might not achieve the MDG's, hampered by obstacles such as extreme poverty in most African countries, a demographic trap (rapid population growth unmatched by resources and land capacity), pervasive inequality and the burden of disease.

The proportion of people living in extreme poverty in Africa, not including North Africa, actually increased from 44.6 percent in 1990 to 46.5 percent in 2001, while the world's developing countries as a whole registered a significant reduction in extreme poverty from 27.9 percent to 21.3 percent over the same period. Between 1990 and 2001 the number of people living on less than US\$1 a day rose from 227 million to 313 million. The region has the highest rate of undernourishment, with one-third of the population below the minimum level of dietary energy consumption.

Africa, not including North Africa, has the lowest primary enrollment rates of all regions. Despite recent progress, gender disparity at the primary level is 0.86 (UN Millennium Project 2005). HIV/AIDS is deepening and spreading poverty. Approximately 25 million Africans were estimated to be living with HIV/AIDS in 2003 and 2.2 million people died from AIDS in the same year (UNAIDS, 2004). While the global HIV/AIDS prevalence rate in 2003 was estimated at below 1 percent that for Africa was 8.5 percent. Progress in access to safe drinking water, though more promising, is still too slow to achieve the MDG'S targets.

The concern of Africa is that the Millennium Declaration and the MDG's should not go the way of previous global development initiatives which promised so much but in the end delivered too little to Africa. No matter how far off the track in achieving the MDG's African countries may be, it is still possible for them to achieve these goals by the target date. What is required is to muster the necessary political will to back commitments with concrete action to fast track the realization of the goals. Achieving the MDG's requires concerted efforts on the part of Africa as well as on the part of the international community.

A major problem hindering a detailed assessment of the progress of African countries in reaching the MDG's is the paucity of relevant data. With only ten years to go, it is important to measure progress on a timely and year-to-year basis on all targets and indicators that underlie the Goals at country level, and, if pro-poor growth is to be achieved, at specific segments within countries. So far 22 African countries are reporting on all or some of the Goals although not in a harmonized or consistent manner, using standardized indicators and years.

III. What needs to be done for Africa to Meet MDG's?

Development in Africa must be led by Africans themselves if the process is to be successful and sustainable. This accounts for the current emphasis on the African ownership of important development initiatives such as the NEPAD. For Africa, the MDG's are too important to fail. The achievement of these goals is critical for the continent to claim the 21st Century for its peoples and to become an important and respectable partner in the global economy. In order to make progress in meeting the MDG's, Africa's development agenda must be made more MDG's-friendly and African countries and the international community must take concerted actions and intensify efforts in the following key areas:

a. Peace and Security

One of the most critical challenges to Africa's development efforts in the past one and a half decade has been the prevalence of conflict and political instability. The destructive and recurrent nature of Africa's conflicts has had far-reaching consequences on the state, the region and the continent as a whole, creating an environment of perpetual insecurity. Conflicts in Africa have reduced economic growth, destroyed physical infrastructure and human capital, aggravated poverty and human misery, diminished the capacity of the state, the region and the continent to focus on development, and adversely affected the prospects for achieving sustainable development and the MDG's. At the same time, poverty and underdevelopment, and competition for resources are key causes of conflicts.

In recognition of the fact that peace and security is key to development, the most basic of public goods without which there can be no development and the attainment of the MDG's, the African Union has made peace and security one of its cardinal priorities. Within this framework of the Union, African leaders, between 2000 and 2004, individually and collectively took far-reaching and bold initiatives to promote peace and security on the continent. The main achievement has been the establishment of a continental peace and security architecture, which includes, among others, the Protocol Relating to the Establishment of the Peace and Security Council of the African Union (PSC). African countries must make new and stronger commitments in the area of peace and security to ensure conflicts and instability do not derail progress towards the MDG's. Efforts in this regard should include:

- (i) Effective implementation of peace agreements and regional and continental and international instruments relating to the promotion and maintenance of peace and security; and
- (ii) Greater investment in post-conflict reconstruction, involving mobilization of resources from African countries' private and public sectors as well as from regional financial and development institutions such as the African Development Bank (ADB).

Building international cooperation and partnership is critical for achieving peace and security in Africa. The international community should support Africa's efforts to discourage the influence of foreign and former colonial powers in the domestic politics of African countries. Also, the United Nations (UN) and development partners such as the European Union (EU) and the G8 should commit more resources to the implementation of Africa's peace and security agenda. Progress toward the achievement of the MDG's will be greatly facilitated if Africa can be made conflict-free by 2010.

b. Governance, Capacity and Ownership

The importance of good governance for the achievement of MDG's in Africa cannot be overemphasized. Conflicts and political instability which have had disastrous consequences for poverty eradication and human development have been due largely to such factors as inequitable distribution of national and natural resources; human rights violation, absence of rule of law, lack of democracy and an inclusive and fair representation in government.

Bad governance, reflected in corruption, lack of transparency, accountability and responsive institutions, has often resulted in the misapplication and inefficient use of scarce resources that could have been utilized for the promotion of growth and human development. The limited ability of states to perform core functions due to weakness of their capacity has often accounted for the failure of many institutional and economic reforms – such as privatization of public enterprises, poverty reduction strategies, decentralization of state responsibilities and restructuring of the education and health systems – to have significant impact on poverty reduction and human development.

African leaders in recent years have demonstrated their commitment to good governance, a necessary condition for the attainment of social and economic development and the MDG's, by adopting NEPAD and the APRM as its flagship programme, and by implementing political and public sector reforms. In spite of these reforms, many challenges remain for achieving good governance.

African countries must have zero tolerance on corruption. This requires that every country joins the APRM not later than 2007. In addition it is important that African countries that have not done so should ratify the African Union Convention Against Corruption, which provides for legislative measures to prevent and punish acts of corruption, transparent tendering procedures, and declaration of assets and properties by public officials. Measures required include:

- i) Strict adherence to the rule of law, respect of basic human rights, protection of individual, associative and political freedoms, and establishment of transparent and independent electoral processes;
- ii) Greater involvement of civil society in the formulation, implementation and monitoring of policies, projects and programmes;
- iii) Enhancement of institutions to ensure transparent hiring procedures, tenders' processes, and improved tax and fiscal system control;
- iv) At the international level, partners should help to get foreign companies to:
 - Conform to the principle of transparency;
 - Prevent western banks from accepting misappropriated funds;
 - Return illicitly-acquired funds;
 - Support operational approaches in tackling corruption;
 - Ensure coherence of partners' policies, and
 - Provide full support to national implementation and monitoring mechanisms of governance.

The MDG's are country-based. African governments are the implementing agencies in matters of national development and poverty reduction. Public service capacity to do this is critical and it has been hampered not only by governance issues, but also by lack of resources and human capital, including the "brain drain". Capacity-building is the key priority for sustainable development and should be at the core of partner relationships.

The MDG's are not the first time African Governments have tackled poverty. They are a set of indicators and targets that can be fitted as tools within wider and country-specific national agendas for fighting poverty, disease and underdevelopment. They provide a useful tool for re-energizing partner relationships with the international community within the context of national priorities. Achieving the Goals should be coordinated into coordinated long-, medium- and short-term national planning such as "Vision" papers, poverty-reduction strategies, medium-term expenditure frameworks and national budgets.

Such coordinated strategies, using the indicators and targets encapsulated in the MDG's, should be supported and endorsed at all political levels, including Cabinet, national Parliaments, local government and civil society, including women's groups.

c. Social and Economic Policies

The attainment of the Millennium Development Goals will require the formulation and implementation of effective economic and social policies at national level. To this end, the effectiveness of the country-based poverty reduction strategies is essential. African countries should consider gearing their poverty reduction strategies toward the attainment of the MDG's. Africa needs to sustain a long-term growth rate of over 7 percent per annum to ensure poverty reduction and sustainable development.

The outcome of the Africa regional Review of the Beijing Platform for Action provides valuable insights into areas where there have been gains and critical challenges remain with respect to goal of gender equality and women's empowerment. In particular, the persistent and increased burden of poverty in Africa is of critical concern. Women constitute about 80 percent of the poor. Integrating gender issues in poverty reduction strategies and the allocation of resources is, therefore, a key priority.

The last decade has shown that African governments have pursued prudent macroeconomic policies despite the large exogenous shocks facing many of them in recent years. Africa, as a whole, has registered notable progress. The average growth rate for the region in 1995-2002 is estimated at around 4 percent, up from 1 percent in the early 1990s. In 2003 Africa was the second fastest growing region in the developing world. Real Gross Domestic Product (GDP) grew by 3.8% in 2003, compared to 3.2% in 2002. There is optimism that growth would reach 4.4% in 2004 overall. The region's average inflation rate stood at 9.3 percent of GDP in 2002, down from 41.4 percent in 1994. And fiscal deficits have come down to 3.4 percent in 2002, down from a high 6.9 percent in 1993. Despite these achievements, the average growth rate for the continent is about half that required to make significant inroads in reducing poverty. Savings and investment levels remain far too low. Investment to GDP ratios remained below the 25 percent level needed to speed up growth. Economic growth has not yet had much impact on poverty reduction.

African countries should deepen their macroeconomic reforms and enhance domestic competitiveness and efficiency as a foundation for promoting investment and achieving rapid economic growth and alleviating poverty. Beyond maintaining sound macroeconomic policies, the achievement of pro-poor growth

and rapid human development in Africa will require a number of other key measures. These include:

- Rural transformation and agricultural revolution to raise the level of agricultural productivity, improve food security and enhance living conditions in rural Africa, including improved structures for marketing farm produce;
- Streamline investment policies in sectors that would lead to generation of wealth and also promote the private sector, with particular emphasis on small and medium-scale enterprises;
- Creating decent and productive work for men and women as well as the youth as outlined in the Ougadougou Declaration and Plan of Action through the promotion of industrialization as a development strategy. In addition, MDG's should set targets for youth capacity building and empowerment;
- Enhancement of the competitiveness of African economies through the development of national and regional infrastructure particularly transport, communication and energy;
- Creating an enabling environment for improving the investment climate with an emphasis on encouraging domestic investment as well as foreign investment;
- Prudent management of natural resources to reverse the trend of deforestation, desertification, overgrazing, rapid soil erosion and to ensure environmental sustainability;
- Mainstreaming gender into national development strategies, eliminating gender disparity in primary and secondary education, guaranteeing sexual and reproductive health rights, women's and girls' property and inheritance rights, and allocating budgetary resources for the empowerment of women;
- Mainstreaming trade policy into national development strategies;
- Enhancement of investment in the development of human capital, particularly in science and technology;
- Mainstreaming of gender into national development strategies and in particular addressing the persistence and high levels of poverty among women, through the implementation of the Dakar and Beijing Platforms for Action;
- Combating the HIV/AIDS pandemic and other diseases;
- Design and integration of social protection and social safety net programmes within broader national social policy frameworks and national development strategies; and
- The building of statistical capacity for policy and programme design, implementation and monitoring.

Effective public-private sector partnership is crucial for the implementation of the above measures. The nurturing and enhancement of such partnership should therefore be of high priority in Africa's development agenda.

The Regional Economic Communities (RECs) and the AU have a critical role to play in promoting rapid socio-economic development in Africa. This role includes the promotion of regional integration through the enhancement of the competitiveness of African economies through the establishment of large regional markets, the promotion of intra-African trade, reaping of economies of scale, harmonization and coordination of national policies, and the provision of regional infrastructure and regional public goods.

Further, African governments will need to take necessary measures to enhance the importance of social development including increased priority to education, health and sanitation. In particular, African governments ought to consider implementing a range of "quick win" measures which will give progress towards meeting the MDG's within the context of their national development priorities. Examples include eliminating school and uniform fees to ensure that all children, especially girls, are not out of school because of their families' poverty; eliminating user fees for basic health services; and empowering women to play a central role in formulating and monitoring MDG'S-based poverty reduction strategies and other critical policy reform processes.

d. Transport Infrastructure and Services

Lack of transport infrastructure and efficient services has been one of the major constraints to the attainment of the Millennium Development Goals (MDG's), particularly in Africa. Africa is a vast continent with a widely dispersed population the majority of which is in areas with unreliable and costly physical access to basic social services such as education and health as well as to production inputs and markets. Mobilisation of adequate resources to meet the huge requirements in the construction and rehabilitation of transport infrastructure has been a mounting challenge to African governments in the face of slumping economies and increasing dependency on external support. Consequently, slow progress in the development of transport infrastructure and services continues to have serious effects on many other sectors.

In recognition of the importance of adequate and efficient transport infrastructure and services as a crucial strategy for fostering growth and the achievement of the MDG's in Africa, it is important for African countries and development partners to implement a strategy and plan of action for the attainment of the transport targets adopted by African Ministers responsible for Transport and Infrastructure, in their meeting of April 2005 in Addis Ababa, Ethiopia, which, basically, relate to:

- Improvement of rural and urban mobility;
- Enhancement of cost-effective access to basic social services such as education and health, and production inputs and markets;
- Creation of employment opportunities and income generation activities;
- Prevention of the spread of infectious diseases such as HIV/AIDS;
- Enhancement of transport safety and security;
- Improvement of trade among African countries as well as Africa's trade with international partners through facilitation of transit transport for both landlocked and coastal states; and
- Protection of the environment from degrading transport activities.

IV. Financing the MDG's

A major obstacle to the achievement of the MDG's in Africa is the inadequacy of resources for the financing of policies, projects and programmes and the building of capacity – institutions, infrastructure, etc., which are critical to the attainment of rapid and sustainable economic growth and development. The mobilization of resources, both internal and external, therefore constitutes a major challenge for the realization of the MDG's in the continent.

a. Domestic resources

African countries must take necessary measures to mobilize additional domestic resources for the financing of the MDG's. These measures should include:

- Sustenance of macroeconomic stability;
- Pursuit of financial sector reforms, including the strengthening of informal financial institutions;
- Expansion of tax base and improvement of tax administration; and
- Enhancement of peace and security and good governance.

The mobilization of additional domestic resources is a necessary but not sufficient condition for the attainment of the MDG's in Africa. Also important is the need for African countries to align their resource allocation with the MDG's. There must be greater focus on growth in sectors that generate jobs and incomes for the socially deprived groups, agricultural and rural development, and support to small and medium scale enterprises.

b. ODA and Foreign Direct Investment

The achievement of the MDG's in Africa requires an effective and enhanced global partnership. Hence, the Millennium Declaration called on the international community to support the development efforts of African countries through, *inter alia*, increased flows of Official Development Assistance (ODA) and foreign direct investment, fairer trading system, and debt cancellation. The limited progress of Africa towards the MDG's can be attributed largely to the failure of the international community, especially the major developed countries, to meet the commitments in these critical areas. Developed countries must translate their commitments into concrete actions.

Furthermore, both the Monterrey Conference on Financing for Development (March 2002) and the World Summit on Sustainable Development (September 2002) urged developed countries, that had not yet done so, to make concrete efforts to achieve the target set since the 1970s of giving 0.7% of their Gross National Product (GNP) as ODA. As at the end of 2003, only five of the 23 OECD largest donors (Norway, Denmark, Netherlands, Luxembourg and Sweden) had attained the target. If members of the OECD donor countries had delivered on the global ODA commitment, aid would be US\$165 billion a year, which is about three times the current level and well above the current estimates of what is needed to achieve the MDG's. At the Monterrey Conference, donors promised an increase of US\$18.5 billion per annum in aid. Between 2002 and 2003, aid increased by less than US\$2 billion.

African countries have taken measures to improve governance and create a better environment for development, thereby improving their case for a significant increase in aid flows.

African countries have taken measures to improve governance and create a better environment for development, thereby improving their case for a significant increase in aid flows. Achievement of the MDG's in the continent requires:

- A significant increase in the level of ODA and the attainment of the target of 0.7 per cent of GNP as ODA by 2015; and
- Improvement in the quality of aid through:
 - (i) its de-linking from the trade and geopolitical interests of donors;
 - (ii) better coordination, harmonization and simplification of operational procedures;
 - (iii) stronger linkage to the MDG's, the NEPAD programme and Poverty Reduction Strategies (PRSs);
 - (iv) strengthened ownership of aid by beneficiaries and greater policy space in the utilization of aid; and
 - (v) Greater predictability of ODA flows.

Transnational Corporations operating in Africa, which have so far remained unresponsive to their social responsibilities, should be encouraged to invest in MDG's-related programmes and activities in Africa.

c. The Global Trading System

The second major area where Africa requires the support of the international community for the attainment of the MDG's relates to the establishment of a fair and equitable global trading system. This system has to be made MDG's-friendly and more responsive to the development needs of developing world, especially Africa, through:

- Improvement in the access of African products to the markets of the developed countries by eliminating tariff peaks and escalation, and non-tariff barriers;
- Elimination by the developed countries of trade-distorting subsidies and domestic support, especially in agriculture, and support for large inflows of private investment;
- Assistance to African countries to integrate more effectively with the global trading system through increased support for capacity-building, environmental conservation, regional integration, and cross-border infrastructure.
- Provision of assistance and adjustment support to mitigate the poverty-deepening consequences of trade liberalization in Africa (e.g. industrialization and rising unemployment); and
- Dealing with commodity crisis arising from fluctuation and collapse of prices through improving value chains and diversification of production and trade.

The ongoing trade negotiations (WTO and EPA negotiations) provide an opportunity to remove imbalances in the global trading system and make trade

serve as an effective instrument for the promotion of rapid and sustainable development and for the achievement of the MDG's in Africa.

d. External Debt

At this crucial time when African countries face severe constraints in funding MDG's, they are devoting a significant amount of their limited resources to the servicing of external debt. This spending is at the cost of social and economic development.

Several countries have received outright debt cancellation at one time or another. Iraq has received over US\$120 billion in debt cancellation. Substantial debt cancellation was granted to Germany in 1953; to Indonesia in 1971; and to Poland in 1994, which is a particularly striking example of how debt cancellation could help economy recovery and encourage new investment.

The call is for 100% debt cancellation for poor countries in Africa where this is necessary so as to enable achievement of MDG's. The recent proposal by the G8 Ministers of Finance to cancel 100 percent of debt owed by 18 countries including 14 from the Africa to World Bank, the International Monetary Fund (IMF), and the African Development Fund (ADF) is highly commended. However, this cancellation should also be extended to African Development Bank (ADB) and be done by all creditors (multilateral, bilateral and commercial) and should be extended to all African countries

Debt sustainability should be evaluated at the debt level that is consistent with the achievement of the MDG's. Achievement of these goals by African countries requires total debt cancellation not later than 2007. While African countries should take measures to improve the utilization of borrowed financial resources, the developed countries should play a greater role in enforcing corporate responsibility among their companies, the lack of which has contributed to the poverty and debt crisis in Africa. The developed countries should also assist African countries in stemming capital flight and in repatriation of stolen and illegally acquired funds which are often the by-products of the misuse of borrowed resources.

V. Adequate Policy Space for Implementing the MDG's

The provision of adequate policy space for African countries to pursue their development goals is one way Global Partnership can assist them to achieve the MDG's. Development assistance and policies of the Bretton Woods Institutions which tend to put emphasis on the free market approach to development should be geared more towards the attainment of the MDG's. These countries should help Africa to design and implement MDG'S-based poverty reduction strategies. The multilateral trade rules need also to allow African countries adequate policy space and flexibility.

VI. African Commitments

African Heads of State and Government have shown their commitment to accelerating political, social and economic reform in line with the AU mandate and its socio-economic programme of NEPAD. Key commitments include:

- a. Continuing to strengthen the political will required for success and personal involvement in driving the African development agenda;
- b. Maintenance of peace and security for sustainable development;
- c. Giving increased political leadership for enhanced local ownership and more effective and operationalised national poverty reduction and growth strategies that integrate the MDG's as key objectives and assess their financial requirements;
- d. Consistent with the 2004 AU Extra-Ordinary Summit Declaration on Employment and Poverty Alleviation in Burkina Faso, committing to develop strategies for generating decent and productive work for men and women as well as youth in Africa, and explicitly addressing employment generation issues in national poverty reduction strategies;
- e. More and better use of domestic resources to accelerate development;
- f. Engaging in intensive and extensive capacity development and retention to strengthen governance and other development efforts covering insitutional, organizatinal, physical and financial dimensions. Building long-term capacity in the public and private sectors around the ability to deliver social services to all parts of the country will be key to the long-term sustainable attainment of the Goals, and should be a focus of African-donor cooperation. In addition to using and developing local human resources through work to improve skills, knowledge and experience at home, efforts should be stepped up to draw on and benefit from the expertise of Africans in the Diaspora.
- g. Giving urgent attention also to capacity-building at both national and Regional Economic Community levels, with particular attention to the resolution of inefficiencies caused by the multiplicity of regional groupings.
- h. Focusing on short- and long-term gains in improving the quality of life for African peoples, especially the desperately poor, through using MDG's as part of national poverty reduction strategies.
- i. Learning from best practice experience in African countries which have scored successes, for instance in fighting HIV/AIDS, tuberculosis, malaria and other diseases; and from introducing free primary education.
- j. Implementing "quick wins" and other steps to restore momentum to the MDG'S process.
- k. Improving national planning, control and monitoring systems including tying short-term plans to frameworks for achievement by 2015, better budgeting and better statistics.
- l. Speeding up the peer review process.

- m. Accelerating implementation of the adopted NEPAD programme of action.
- n. Strengthening Regional Integration particularly in the areas of trade.
- o. infrastructure, science and technology and agricultural development.
- p. Adhering to the principles of mutual accountability and also developing an African architecture or framework for aid management through which Africa can track, at regional level, the flow, quality and effectiveness of aid.

VII. Call to the International Community

- The international community should reaffirm its commitment to strengthen the partnership with Africa and to use the further evidence presented and actions proposed by both the Commission for Africa and the UN Millennium Project to address the obstacles that have impeded progress up to now.
- The international community should commit to provide increased budget support for all the programmes of the African Union on a predictable multi-year basis.
- Development partners should commit to increasing assistance to 0.7 percent of GNP by 2015.
- Development partners should commit to a time table to increase development assistance substantially with immediate effect, for countries that are ready to implement the International Finance Facility to proceed on a limited scale and consider stepping it up as success is demonstrated and for investigations into the feasibility of low rate international taxation on global financial transactions, airline tickets or shipping, etc. to continue.
- Development partners should take urgent steps to improve predictability of development assistance flows, harmonise procedures, pool resources, establish adequately-resourced joint funds and co-ordinate programme and budget support at country level.
- The international community should provide funding to speed up implementation of the mutually agreed regional programmes of: infrastructure development, comprehensive integrated national development plans, agriculture, water, health and education, so as to lay the foundation for sustainable development.
- The international community should revisit and act on commitments made globally, in particular it should fully fund the Global Fund to fight AIDS, TB and Malaria and the Global Alliance for Vaccines and Immunisation.
- The international community should support the Investment Climate Facility (ICF) by contributing the US\$550 million required.
- The International Community should commit to a successful conclusion of the Doha Round, a timetable to eliminate trade distorting subsidies and to support the strengthening of capacity to African countries to diversify production and exports.

VIII. Conclusion

Many African countries are unlikely to meet the MDG's by 2015. This African Common Position, therefore, has presented a road-map for collective action for enabling Africa to effectively address the challenges it faces in achieving the MDG's by 2015. It has outlined key action oriented policy recommendations for accelerating progress towards achieving the MDG's to be implemented at national, regional and international levels.

The main pillars for strategic action include: peace and security; governance and capacity building; broad-based pro-poor growth and social policy; regional integration and harmonization; regional infrastructure development; science and technological development; transport infrastructure and services; regional trade; effective domestic resource mobilization and utilization; increased ODA; and foreign investment; debt relief and debt cancellation; and removal of trade barriers. In order for African countries to achieve the MDG's, prompt and determined action, therefore, needs to be taken by both Africa and the international community in these key areas.

**SNV Regional Conference "MDG'S Localisation in Africa:
options and experiences Speech by Annemiek Jenniskens,
Director SNV**

It is with great enthusiasm that SNV together with its partners hosts this conference here in Kampala. This conference brings together experts with different backgrounds and responsibilities in the region South and Eastern Africa and as Gerard Nieuwe Weme pointed out yesterday, with this conference we hope to make a significant contribution to increasing local participation in national and decentral poverty reduction processes in the countries in the Southern and East Africa region.

2005 shows an unprecedented surge in attention and mobilization towards achieving the Millennium Development Goals by 2015, with worldwide events and campaigns. All key internationally respected forums from G8, to AU to EU, have put it on the agenda. This September in New York, countries will evaluate progress on the MDG's and renew their pledges to achieve the goals by 2015.

That global focus to the goals as such is very good, but people tend to forget that they have been set in the framework of the Millennium Declaration. In that declaration, there is common agreement on promotion of gender equality and empowerment of women as effective ways to reduce poverty, to give opportunities to the youth, to develop partnerships with private sector and civil society, to protect environment, to respect the universal declaration of Human Rights, to protect the vulnerable, to assist Africans in their strive for peace, poverty reduction and sustainable development. Just to mention a few key issues when talking about poverty reduction, or development or empowerment or attaining more freedom.

There is a long distance between globally accepted MDG's and fulfilling the actual needs of the beneficiaries of these goals at the local level, wherever they live. The main battle is fought on the ground in communities of people across the globe.

It is here where people really understand the roots of their poverty. It is here where people will translate global MDG'S targets into something that works for them. Avoiding mechanical donor dictated implementation that is bound to fail. It is here that the context insensitive goals will be made context sensitive.

The role of decentralised government, civil society, communities and private sector had thus far been pretty much ignored in the MDG'S debate. The focus has been on translating the global goals to the national level. The Sachs report recommends wrapping national strategies in the MDG'S frame and including specific objectives/targets that fit the country context in national poverty reduction strategies. All nicely said, looks good on paper, but devilishly difficult to implement. How to do this?

Whether the consultative process to prepare the strategies is open and participatory enough, or whether space for consultation is monopolized by urban based donor driven NGO's is debatable. But PRSP's lead to strengthening the role of central government. Sector ministries are strengthened while the role of decentral actors is often ignored. This is simply not good enough. It is highly doubtful that a national state can make significant progress in reducing poverty alone. To give the MDG's a fighting chance to be achieved, they have to be taken

down to decentral levels. Not just for implementation in pre-cooked plans and activities. The global goals and national programmed need to be discussed and reflected upon at community level, to assess what is relevant for the local context, what is meeting a local need, and what is a priority. The goals need to be interpreted and owned locally. This requires an inclusive, participatory process, in which all actors come together and agree on required action and support. And also agree on holding each other accountable.

Fortunately Professor Sachs' Millennium Project Report makes a clear case to increase the participation of civil society and other local actors in implementation and monitoring on nationally-owned poverty reduction strategies. Civil society should partner with governments to help scale up investments through four main channels: engaging local communities, building human capacity, strengthening local governance, and leading implementation and service delivery.

But how to align the processes at national level and at decentral levels or make them more interactive, or more complementary, so that the efforts of the different players lead to achieving common goals to reduce poverty?

The analysis of the Commission for Africa is brutally honest in stating that: "While there have been improvements in many African countries, weakness in governance and capacity is the central cause of Africa's difficult experience over the last decades. Without progress in governance, all other reforms will have limited impact". The report recommends African governments to draw up comprehensive capacity development strategies. Capacity development is the emergence of power to perform. In essence, it is human development: it is about how people organize themselves, relate to each other, get things done, grow...get more freedom to pursue their own sustainable development.

Existing management capacities need to be strengthened. Even more critical are leadership roles to be taken on by local stakeholders, government and non government alike. There is a need for leadership roles that foster accountability to the communities. True leadership will allow all relevant stakeholders to play their role.

An example from Same District in Tanzania may illustrate this point. At the initiative of government, all stakeholders in the education sector came together in a District Education Board. Stakeholders involved were churches, NGOs, parents, teachers, education professionals, elected councillors, the Department of Education and representatives from pastoralist groups. Two significant resources were unlocked through this consultation mechanism. The educated elite, living away from the district in the big cities and even abroad, started to contribute their expertise and money to this initiative. And government funding available for service improvement was shared with NGOs and community group, thus enhancing implementation capacity and achieving more than what would have been possible through government management only.

Local government has the potential to be accepted by all actors as a natural leader in the local setting. However, work on its image and legitimacy is needed. If local government starts focusing on a true leadership role within society, there is plenty of scope to create impact. This leadership role is a delicate balance. It is more than coordination, but falls short of rigid commandeering. A common purpose and perspective needs to be created. Strategic capacities need to be developed, consultative processes established, to create its accountability to the citizens on a continuous basis.

I am sure that during the workshops we will come up with more striking examples of strong governance practices and how government at different levels joins

hands with other stakeholders to fight poverty. This morning, Professor Jossy Materu will elaborate more on the importance of partnerships or coalitions and Mr Selim Jahan on capacity development for achieving MDG's. So I will stop here and raise a different issue.

I would like to share with you some insights of the regional conference on MDG's which was held last month in Nepal. This conference was organized by SNV in cooperation with UNDP and International Alert and focused specifically on the implementation of the MDG's in situations of conflict. Situations of conflict do also exist in this region. Therefore many of the contentious issues discussed at that conference are relevant in the debate on localization of MDG's in this region.

It was concluded that development policies need to take into account the negative impact development may have on conflict dynamics by causing tension between those who are benefiting from development and those who are excluded. Development goals ultimately function as an important contributor to lasting peace, but the process which leads to reaching those goals can easily have the opposite effects. It is not good enough to merely reach the MDG's, if this means that social inequalities are made worse or conflict dimensions intensified.

This means that MDG'S activities in areas of conflict require an approach which not only looks at whether targets are reached but also focuses on how they are reached and who reaches them. And I truly believe that this conclusion also holds true for situations where there is no real conflict. Development is always about change and in changing situations it is important to pay attention to the process and who are the beneficiaries or actors.

In this light I would particularly like to focus your attention on the role of women, who are often at the centre of conflict's harmful effects, such as sexual violence. Also in many countries in this region, this is a very serious problem that needs to be tackled. It is however increasingly recognized that women can play several major roles in pre-conflict, actual conflict and post-conflict situations: as peacemakers, as combatants, as heads of household, and as employees in the formal and informal sector.

So in conflict, women's position, roles and activities do change. This should be considered in policies and interventions to support and sustain women's newly acquired position and their organizations, next to mitigating the negative impact of conflict on women.

Not only in situations of conflict, but also in general MDG'S efforts need to take into account the gender dynamics and the power dynamics of development within the reality countries and communities are facing. Empowerment and participation of women is a key to reduce poverty. That is recognized in the Millennium Declaration and some specific goals are geared at improving the position of women: like boys and girls equally having access to all levels of education, reducing maternal mortality. Next to conflict and the position of women it is in this region equally important to consider the prevention and consequences of the AIDS pandemic. Conflict, gender and HIV/AIDS are important challenges facing the East and Southern Africa countries and key to address in this conference. It is part of making the MDG'S's context sensitive.

Leaders across the world call for massive additional aid flows. Increasing funding is critical but insufficient. Personally, I am deeply convinced that the plea for more money does not respect always that people are foremost agents of their own development rather than beneficiaries of aid.

This brings me back to the points I made earlier that the MDG's must be locally owned and led by the people themselves, not donors. Effective local capacity and localization of MDG's are key to achieve the goals. The most we can do is support people in that endeavour the best we can. This conference hopefully is a small contribution to that purpose.

Thank you.

Coalition Building at the Local level to achieve the Millennium Development Goals by Prof. Jossy S. Materu

Director
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I. INTRODUCTION

a. The state of affairs on the Millennium Development Goals in Africa

The Sachs report³ released in January 2005 and the Blair report⁴ released in March 2005 shows that in Africa, if current levels of investments in infrastructure and services delivery remain unchanged the MDG's will not be achieved in Africa. The Sachs report recommends that in order to achieve the MDG's in Africa, official ODA levels should increase from US dollars 65 billion in 2002, to 135 billion in 2006, and US dollars 195 billion in 2015.

The Sachs report specifically notes the following with respect to progress in Sub Saharan Africa in achieving the MDG's⁵

1. Some countries have seen progress in reducing the proportion of undernourished people, but overall proportions remain high with little change.
2. In primary education the region is significantly off track. Most poor children who attend primary school in the developing world learn shockingly little.
3. Gender equality remains an unfulfilled goal, and the education parity target for 2005 will be missed in most countries.
4. Child mortality remains extremely high and is on the rise in some countries.
5. Maternal mortality remains unacceptably high, reflecting low public attention to women's needs and inadequate access to sexual and reproductive health information and services, including emergency obstetric services.
6. HIV/AIDS is pandemic in Southern Africa and poses a serious threat, particularly to women and adolescents, elsewhere on the continent. The

³ The Sachs report titled UN Millennium Project (2005): Investing in Development. A practical Plan to achieve the Millennium Development Goals. Report produced in January 2005 for the UN Secretary General, and meant to prepare Heads of State and Government for the September 2005 UN General Assembly that will review progress across the regions of the World in reaching the Millennium Development Goals (MDG's).

⁴ The Blair report titled « Our common Interest » was released by the Commission for Africa of the British Prime Minister Tony Blair. The Blair Commission for Africa is a parallel initiative to the Millennium project and it has a strong African representation in its membership.

⁵ Sachs Report, *ibid*. See also Rinus van Klinken (2005): Towards MDG's Localisation in Africa: Options and Experiences. Aide Memoire for the SNV/UNDP/MDP regional workshop on Localisation of the MDG's in Africa

incidence of tuberculosis is still extremely high, and is increasing as an opportunistic infection associated with HIV/AIDS. Malaria, an ecologically based parasite, is pandemic in the region.

7. The share of population with access to improved drinking water supply has not increased substantially in the past decade.
8. Progress has been too slow in meeting the sanitation goal
9. Sub Saharan Africa together with South Asia accounts for the highest proportion of slum dwellers estimated at 900 million in the world. There are no signs for this picture changing in Sub Saharan Africa.
10. Sub Saharan Africa has experienced substantial environmental degradation over the past decade, which could very well worsen as a result of long term, man made global climate change. Many countries are struggling because their natural resource base –specifically the forests, fisheries, soil, and water that survival and livelihoods depend on is progressively degraded and subject to rising levels of pollution.

Both the Sachs and Blair reports advocate along with increased investments in infrastructure and services, the need for improved governance, especially in dealing with the corruption issue, which would only militate against the benefits of increased investments. The reports further call for a better international system, implying that high-income countries need to open up their markets to developing countries and be more considerate with their debt burden, arguing for debt cancellation where conditions have proved that the debt burden is challenging any efforts towards achieving the MDG's.

Strong recommendations have also emerged from the international donor community that strong donor funding coupled with the alignment of the MDG's processes with national Poverty Reduction Strategy Papers (PRSPs) should enable Africa to achieve the MDG's.

b. The MDG'S Localization debate

Critics have challenged that increased aid flows in infrastructure and services delivery, and improved governance may be untenable in achieving the MDG's in Africa. First they have pointed out at the uneasiness of aligning PRSPs which are basically macroeconomic instruments and the MDG's which are a socially geared development strategy. Furthermore they have pointed at the fragility of the state in Africa to deliver, and the distance between State and society.⁶

This state of affairs has led to some rethinking of alternative strategies. One emerging strategy is to localize the MDG's to below the national level. Bringing the MDG's to community level, and internalizing them in the processes of development at that level, will facilitate their ownership, and will spur communities to unleash their energies and resources for their own development. There is experience to be drawn from here. The 1970s experience in dealing with the housing plight of the poor as a result of rapid urbanization showed that there was need to build on whatever housing shelter that existed rather clearing squatters and slums and build new housing. The energies of the poor in housing themselves needed to be promoted through a "progressive development" model, which in practice implied squatter and slum upgrading. Jeffrey Sachs in his report from the Millennium project seems to share these sentiments on the "Preface" to the report by noting:

⁶ See for example Chabal Patrick and Daloz Jean-Pascal (1999): *Africa works: Disorder as Political Instrument*. Oxford. James Currey.

"We have met countless heroes and heroines of development in the three years of our work – in the villages and slums of Africa, Asia, Latin America and other parts of the developing world. We have seen people preserving their spirit, integrity, commitment and hope for the future, even when they have little else, when tragic circumstances have left them bereft of health, education, possessions, and a means of livelihood. ... This triumph of the human spirit gives us the hope and confidence that extreme poverty can be cut by half by 2015 and ended altogether within the coming years".⁷

Taking the MDG's to the community level calls for strong local institutions, however these are non-existent in Africa. Local governments, Civil Society, and private sector institutions are still quite weak. The regulatory, legal and institutional framework that would allow local government to work in partnership with the civil society and the private sector and share resources is not in place in many countries.

The strategy of taking the MDG's to the community level also calls for participatory methods of development and services delivery, which in Africa are still at an infancy stage. This is the challenge in coalition building and working in partnership among local actors in Africa. This Paper will explore the opportunities and challenges of coalition building and participatory approaches in local development and service delivery, drawing from lessons of experience of "Joint action", Strategic Planning, Local Agenda 21 and Public-Private Partnership projects in Africa. Good local governance, that is the balancing and strengthening of the working relationships between local actors will be used as the rallying theme in coalition building.

II. COALITION BUILDING AT THE LOCAL LEVEL TO ACHIEVE THE MDG'S

a. What is coalition building? What are its strengths and challenges in Africa?

Coalition building at the local level brings together the comparative advantages of local actors in development and services delivery. With regard to services delivery in Africa, there is a plethora of institutions and organisations playing this role because of the incompleteness of the state, and the distance between state and society⁸. Such services are however, provided in a very fragmented manner, calling for governance approaches in order to create synergy and working relationships between local actors.

The actors involved in services delivery at the local level can be grouped into four main categories: Local government, Private sector, Civil Society and Community groups.

The added value of local government in coalition building at the local level is that it is the custodian of government laws and regulations, and the non-contested co-ordinator of development at that level. The private sector, albeit it is driven by profit motive, it is home to needed expertise and financial resources for services delivery. The private sector can mobilise resources from own sources and from international donors. The civil society, often dominated by non-governmental organisations (NGOs) in Africa, can provide necessary expertise and innovations in services delivery by virtue of the fact that it has a lot of grassroots experience. Community groups know what works and what does not work at the local level. They

⁷ UN Millennium Project (2005) : Investing in Development. A practical Plan to Achieve the Millennium Development Goals. A report by Professor Jeffrey Sachs, Director of the project. UNDP, New York.

⁸ See for example Rinus van Klinken (2005): Towards MDG's localisation in Africa: Options and Experiences. Aide Memoire prepared for the SNV/UNDP/MDP Regional conference for Eastern and Southern Africa on localisation of MDG's in Africa.

can mobilise a lot of self-help efforts for community projects. Their involvement in project implementation brings with them a lot of legitimacy and ownership for the project.

Working together in a coalition at the local level towards the achievement of the MDG's requires the breaking down of barriers, mindsets and attitudes that dictate against their co-operation. Disparate efforts need to be mobilised to work in one direction. This approach also requires the understanding, operationalisation, and scaling up of participatory methods.

Local government can co-operate with other local actors in a variety of ways in services delivery. In the complementarity model, local government plays an enabling role, providing regulation, subsidies, and various forms of outsourcing/contracting. In the partnership model, local government goes into partnership arrangements with private companies, NGOs, faith-based organisations, or community groups in the delivery of services or public good. The following section will examine cases of local partnerships in the delivery of basic services.

III. SELECTED CASES OF COALITION BUILDING

a. Coalition Building in Joint Action

'Joint action' as a concept aims at the establishment of equitable partnerships at the local level between local government, civil society and the private sector. In this way, joint action seeks to achieve common development objectives (poverty reduction, environmental protection, service delivery) based on participatory decision making, planning, execution and evaluation⁹. Joint action is guided by a number of principles including¹⁰:

1. Complementarity
This is the recognition and streamlining in the implementation process the comparative advantages of the public and private sectors. In this context, by bringing the strong points of the public and non state actors, mutually supportive relationships are built that make the output higher;
2. Ownership
All actors in the public and private sectors must feel ownership of the project. This means that the boundaries of the public, private and civil society sectors should be permeable to allow for genuine relationships to be built, and which will lead to mutual trust and confidence.
3. Genuine decentralisation and subsidiarity
The principle of subsidiarity can only be applied where there is genuine decentralisation. The application of the principle of subsidiarity demands that tasks are performed at the most appropriate level and that the legitimacy of all actors (central state, local government, and civil society) is acknowledged and respected. Subsidiarity encourages actors to take on responsibilities and to specify their comparative advantages.
4. The municipality as the crossroads

9 See Materu J S et al (1999) : Decentralised Cooperation and Joint Action : Building Partnerships Between Local Government and Civil Society in Africa. European Centre for Development Policy Management (ECDPM), Maastricht, The Netherlands. This book has been republished in 2001, by the Netherlands Development Organisation (SNV).

¹⁰ See for example Materu J.S et al (1999) *ibid*; See also Bartholomeeussen S, and C. Dhaene (1999): Strategic Alliance or Devils Pact: New Relations between Local Government and NGO's in the context of decentralisation processes in Africa. Brussels: ACE Europe.

As the level of government closest to the people a local government/municipal authority is the legitimate focal point for local development efforts. Local authorities can provide the legal and policy framework that enables different actors in the public, private and popular sectors to plan, finance, and execute development programmes.

The Experience of PAMOJA¹¹ (Tanzania) with Joint Action in the delivery of services

PAMOJA is a locally registered non-governmental organization (NGO), and which grew out of a previous project by the Netherlands Development Organization (SNV). The organization has been promoting local partnerships (joint action) between local government, civil society and the private sector in the delivery of essential basic services (education and traditional irrigation) at the rural district level. This has been a result of the growing realisation that local government on its own can not bring about development and it is the relationship it builds with other local actors (civil society, private sector), which determines development outcomes. Local government, albeit has an important lead role to play at the local level, it can not be a dominant actor in all spheres. Different local problems call for different lead actors in partnership with local government. The PAMOJA joint action project started with first experiments in Same district in Kilimanjaro region, but it has since been expanded to cover three more districts.

The PAMOJA Joint Action project in Tanzania, aims at the establishment of multi stakeholder dialogue platforms for priority setting and resources allocation at the local district level. Two types of platforms have been established in this context: District Advisory committees and Stakeholder platforms.

The District Advisory Committee (DAC)

This is a generic platform bringing together local government, civil society and the private sector at the district level. It is the main product, which PAMOJA has developed in the governance sector at district level, as a means of introducing the concept of roles and functions of local government, private sector and civil society. Whereas in the experimentation stage PAMOJA provided pro-active support, during the expansion it is only providing back-up and technical support. The DAC is composed of three representatives each of the District Council, the District NGO network and the Chamber of Commerce, thus giving it a character of a joint committee. Given the influential power of local members of parliament, they are also co-opted as members. The DAC is chaired by the District Commissioner (DC), a central government appointee, and who is the political head of the district

The broad mandate of the DAC is to provide channels and room for: a) information sharing; b) dialogue among members in order to be able to air grievances and concerns; c) co-ordination of development endeavours to avoid conflicts, search for complementarities and improve efficiency etc; and d) collaboration based on consensus on the strategy to be followed.

¹¹ This information has been drawn from a Case study by Rinus van Klinken and Peter Kangwa presented at the Africities summit in Yaounde in December 2003, during the session on Partnership and Participation. The title of the case study was 'From Local Government to Local Governance in Tanzania through local level partnerships'. Further information has been drawn from another Case study by Fred Lerise in a book by Jossy Materu, Tony Land, Volker Hauck, and Jane Knight published in 1999 and republished in 2001, titled 'Decentralised co-operation and Joint Action : Building Partnerships between local Government and the Civil Society in Africa'

Experience from the districts where DACs have been established starting from the first one in Same in 1998, shows that they have only concentrated on their role as dialogue platform with little effort on development coordination. Furthermore the DACs have not met systematically every quarter, as per the voluntary agreement between the participating parties. However the DACs have created an environment within the districts in which they have been established for mutual co-operation between different agencies and individuals across the public/private divide. The legitimacy of the participating parties, in which they are seen to be representing the constituencies they claim to present, and their accountability to them has enhanced the effectiveness of the DACs.

Stakeholder Platforms in Education

PAMOJA has supported the establishment of District Education Boards (DEBs) as stakeholder platforms in order to improve the delivery of services in the education sector. The first was established in Same district in 1999, as one way of arresting the deterioration of primary education. Same district, once famous for its educational performance during state dominance under a socialist regime from the late 1960s up to late 1980s, had been reduced to an educational backwater with the withering away of the state dominance under a market economy in the 1990s. The education board in Same which was the result of some visionary leaders in the district had representatives from both the political and executive arm of the Same District Council, civil society representatives from churches and NGOs, direct education stakeholders (teachers, parents committees) and appointed professionals. The mandate of the DEB was to act as a policy platform, translating the national policies to the district situation and creating consensus among stakeholders on their implementation. According to Klinken and Kangwa¹², the DEB has had the following achievements since its establishment.

1. Acted as advisor and supporter to the District Council;
2. Stimulated civil society organizations to invest and participate in the (primary) education sector;
3. Mobilized resources from within the district communities, the Same diaspora and donor agencies;
4. Implemented its own activities where no direct implementing agency was available, thus expanding implementation capacity.

Through these activities the Same DEB has above all created a positive atmosphere of joint and co-ordinated action in the district, breaking a long cycle of despondency. Probably the most important contribution in shaping these mindsets has been the DEB's deliberate focus on actively involving its Board members jointly in activities. This created both a team spirit (across e.g. the government/NGO divide) as well as commitment among members. However, equally important has been its role in facilitating the emergence of multi-stakeholder co-operation at the grassroots level (e.g. government - NGO co-operation in classroom construction), thus ensuring the sharing of results and mindsets beyond the confines of the Board.

Despite these achievements however, Klinken and Kangwa¹³ inform us that there were a few barriers and mindsets that had to be overcome to get the Same DEB as a multi-stakeholder interface institution operational. First, there was initial

¹² See Rinus van Klinken and Peter Kangwa (2003): From Local Government to Local Governance in Tanzania through local level partnerships. Paper presented at the Africities 3 summit in Yaoundé Cameroon during the special session on Partnerships and Participation.

¹³ Rinus van Klinken and Peter Kangwa (2003): From Local government to local governance through local level partnerships in Tanzania. *ibid*

reluctance albeit not openly expressed on the part of the Same District Council. Since it was the legally mandated entity to deliver primary education in the district, it saw little incentive in sharing its role and power with other stakeholders. Furthermore, they say that there has been fear on the part of civil society of being overwhelmed since it is still weak and disorganised. To reduce these fears, but similarly to avert a real possibility, the DEB has included the strengthening of civil society actors in its activities, particularly focusing on the development of voice by actively facilitating representatives in its Board to give and receive feedback from their constituencies. With the local government (Same District Council) and civil society working so closely together, fears have emerged that this could blur the distinctive role of each, undermining the watchdog role of civil society and making the Council vulnerable to particular interests in society. While this fear may be real, the participants feel that at this stage of development the positive mobilising force of jointly working towards a common goal outweighs and does not negate the critical reflection and accountability roles in the democratic government-NGO model.

Lessons of Experience

1. Brokerage of Dialogue

There is doubt that the interface platforms bringing the public, private and the civil society sectors through their organised voices have been useful in brokering dialogue between these unwilling partners, and hence allowing for common strategic focus, and priority setting in local development. The platforms have also been useful in mobilising local resources as it has been shown in the case of Same district. In comparing the experiences of the generic and sector specific platforms, Klinken and Kangwa¹⁴ argue in their case study that while the latter may appear to be more successful in achieving its short term objectives, in the long run it is the former that is more useful in providing a real and sustainable change in how local development should be conducted. To illustrate this point they have made a comparison as shown on figure 1:

Figure 1: Comparison between generic and sector specific reforms

Generic reforms/models	Sector reforms/models
Difficult to demonstrate clear results	Tangible results achievable
Remains often an abstract concept	It is easy to rally people around a concrete cause
Long-term impact: changing mind-sets	Quick results can distract from deeper causes
Difficult to mobilize resources (process approach)	Sector resources are easier to access (project-approach)
Creates framework for sector achievements	Sector initiatives without strong policy support are bound to fail
Not many actors are working on these issues (thus not easy to create alliances and partnerships)	Many actors are involved, thus easy to create alliances, but it is also more challenging to demonstrate added value

Source: Klinken Rinus van and Kangwa Peter (2003): From Local Government to Local Governance through local-level partnerships. Paper presented at the Africities 3 summit in Yaoundé, Cameroon.

2. Sustainability of the dialogue platforms

¹⁴ Rinus van Klinken and Peter Kangwa (2003), *ibid*

Arguments have been raised as to what extent structures such as platforms presented in this case study can be sustainable. However the Same case shows that the reasons for the organisations –local government, Civil society, and private sector to come together is because they appreciate the comparative advantages of one another, and hence the importance of working together to achieve individual as well as common objectives. If this is the case then there is doubt that such arrangements can be sustained. Rinus van Klinken and Peter Kangwa inform us that although PAMOJA has pro-actively facilitated the establishment of the platforms, and also funded the process costs, it now does not pay for the actual running costs of these platforms. These costs are paid for by the partners themselves. However, to move beyond this pilot phase to wider application of such dialogue platforms, they need to be included in national policies and practice and they need to receive donor support.

3. The role of the external process facilitator

In the case described, the role of PAMOJA as the external process facilitator has been crucial in the establishment and sustainability of the platforms. The fact that PAMOJA is still providing some backstopping support in the operation of these platforms should not be underestimated; calling for a national support should PAMOJA cease to play that role.

4. Capacity building

More often local actors do not have the skills to engage in participatory methods and hence they need capacity building in the form of training and access to information. In the case of the District Education Board in Same, effort was directed into capacitating the civil society to effectively participate in the platform. This is another area that donors could invest their time and resources in a bid to improve services delivery through joint action in Africa.

5. Enabling Environment

Genuine decentralization and subsidiarity are preconditions for the application of the concept of joint action. This will provide the enabling environment in terms of policies and institutions and supportive legislation. In the case of Same district, this was provided for by the decentralization and local government reform programme for Tanzania, which clearly provides for local government to partner with the civil society and the private sector in the delivery of services and realization of other development objectives.

b. Coalition building in Strategic Planning

The move towards democratization and decentralization taking place in Africa has added new roles and responsibilities on local governments. This has in turn required local authorities to improve their governance, planning and management systems in order to deal with the new demands. One area of planning and management innovation that local authorities have embarked upon in a bid to promote local development and improve services delivery is on coalition building through strategic planning. Strategic planning enables a local authority to develop a vision and mission of what it wants to achieve and in this way it is able to develop a systematic approach in the identification of its strategic thrust in relation to the needs and priorities of its main stakeholders.

A strategic plan can be issue based such as the delivery of water to the community or holistic in that it addresses many issues. It is based on consultations and consensus building among all stakeholders in the public, private

and civil society sectors in order to develop a mission (clarity of purpose) and vision (desired future state) with respect to the issue or issues at stake. The desired future state should be the one that every stakeholder can identify with and work towards. The vision has to be broken into some Key Results Areas (KRAs) with performance indicators identified against each KRA to enable progress to be monitored periodically and appropriate corrective actions taken.

In practice, strategic planning involves a series of workshops in order to:

- 1) Carry out a situational analysis (scanning of the current reality)
- 2) Develop a mission and vision for the organization in relation to the issue/issues at hand
- 3) Develop overall policies, Goals and objectives
- 4) Formulate development objectives
- 5) Formulate Action Plans
- 6) Formulate institutional arrangements
- 7) Develop financing strategies
- 8) Put in place Monitoring, Evaluation, and Review mechanisms

The Experience of strategic planning in Zambia¹⁵, Zimbabwe¹⁶, South Africa¹⁷, and Tanzania shows that it has the potential of establishing partnerships between a local authority and community groups in the delivery of services (co-production arrangements) as well as with the private sector in public-private partnerships.

In Zimbabwe, Mukhandla¹⁸ and Chihambakwe¹⁹ have documented the benefits of undertaking a strategic planning in order to improve the performance of the city of Kwekwe in relation to services delivery as follows:

- 1) There is now an empowered, responsive, and focused administration in place doing its best to provide and improve services now and in future to its community, in these days of turbulent economic and technological changes;
- 2) There is now positive change of attitudes of management, councillors, and employees on future approaches to urban planning, management, and implementation of projects;
- 3) There is now awareness on the part of the council of the need to adopt a business attitude in the provision of goods and services;
- 4) There is now appreciation on the part of council of the need to think about new ways of mobilising resources for development by way of Public-Private partnership or council-community co-operation. About 10 projects in which the council has gone into a joint venture with private companies (such as in the case of operating a brewery) or community groups (such as in the making of handcrafts) are currently underway based on these kind of innovations of increasing council revenues;

¹⁵ See Temba Anne (1999) : Strategic Planning by Urban Local Authorities in Zambia. A case Study presented at the Regional Workshop on the Experiences of Integrated Strategic Planning by Urban Local Authorities in Eastern and Southern Africa held in Addis Ababa, Ethiopia from 31May-5 June 1999.

¹⁶ See Shingirai Mushamba (1999): Strategic Planning by Urban Local Authorities in Zimbabwe. A case Study presented at the Regional Workshop on the Experiences of Integrated Strategic Planning by Urban Local Authorities in Eastern and Southern Africa held in Addis Ababa, Ethiopia from 31May-5 June 1999 see also Chihambakwe M (1998) : The experience of the Kwekwe Integrated Strategic Development Planning. Paper presented at Institute for Housing Studies (IHS) Training Workshop in Harare

¹⁷ See Chihambakwe M (1998): The Experience of the Kwekwe Integrated Strategic Development Plan. Paper presented at Institute for Housing Studies (IHS) Training Workshop held at the Bonte Hotel from 5-17 October 1998

¹⁸ Mukhandla (1998): Local Integrity Systems: The Experience of Services Delivery Systems in the City of Kwekwe. Paper presented at the Institute for Housing Studies Training Workshop held at the Bonte Hotel from 5-17 October 1998

¹⁹ See Chihambakwe M (1998) : ibid

- 5) The level and quality of services has improved as a result of council changing its role from that of provider of services to that of providing an enabling environment for the public and private sectors, by contracting out services and privatising some council operations;
- 6) There has been a lot of innovation on the part of management and which has enabled them to think beyond statutory plans and instruments;
- 7) The capacity of the management team to plan and implement projects and programmes has been enhanced, and this has led to the creation of strong multi-disciplinary team transcending departmental lines;
- 8) The need to borrow from central government for development projects has been reduced by pursuing alternative approaches to mobilising resources;
- 9) Community awareness has been raised about their rights and obligations to council and to expect and demand the best value for money. This has provided a sustainable push to council to consistently improve its services.

The plan is being used to exploit identified opportunities with the main strategy being through Public-Private partnerships. The city of Kwekwe argues that the Strategic Planning Process they have initiated is sustainable due to the involvement of the community, and the unity and sense of purpose between council, management, employees and their outside community.

c. Coalition building in Local Agenda 21 processes

Local Agenda 21²⁰ is part of the global plan of actions needed to effect transition to sustainable development articulated in Agenda 21, the main product of the UN Conference on Environment and Development also referred to as the Earth Summit, held in Rio de Janeiro in 1992. Chapter 28 of Agenda 21, states that:

“because so many of the problems and solutions being addressed by Agenda 21 have their roots in local activities, the participation and co-operation of local authorities will be a determining factor in fulfilling its objectives”

Local Agenda 21 is a local authority –led, community –wide participatory effort to establish a comprehensive action strategy for environment protection, economic prosperity, and community well-being in a local area. The key elements in the implementation of local Agenda 21 are full community participation that is the involvement of all stakeholders, an assessment of current environmental and development conditions, consensus in prioritizing areas for action, target setting for achieving specific goals, monitoring and reporting.

The Experience of Nakuru (Kenya) and Essaouira (Morocco) with Local Agenda 21

Both Nakuru in Kenya and Essaouira in Morocco have been implementing local agenda 21 projects aimed at achieving sustainable urban development. Essaouira is a Moroccan coastal town, which includes the harbour and the Medina. The Local Agenda 21 project aims at sustaining the town’s rich cultural identity, within the framework of sustainable urban development. This calls for a planning approach which responds to the ecological setting which limits the growth of the city, and which responds to its general economic stagnation. The project has involved consultations and dialogue between local partners and this has resulted in a common agreement on priorities for development in Essaouira, and an action plan

²⁰ Local Agenda 21 is now referred to as Action 21 after the Johannesburg Rio+10 UN conference, to emphasize the need for action in achieving the objectives of Agenda 21.

for sustainable urban development. The Action Plan has the following key elements:

- 1) Protecting and restoring the collapsing Medina;
- 2) Strengthening local institutions through a multi disciplinary unit for revitalizing the Medina;
- 3) Creating a planning unit within the municipality;
- 4) Training officials to hold neighbourhood consultations for improvement of environmental quality;
- 5) Stimulating innovative partnerships.

In Nakuru, the fourth largest city in Kenya, local agenda 21 has focused on developing partnerships with local planners, actors, community groups, and NGOs in the implementation of sustainable urban development strategies. The Nakuru region has a highly delicate ecosystem and its natural context includes a large lake (Lake Victoria), a nature reserve, and some geologically unstable ground. These environmental needs stand in stark contrast to the needs of urban development, and Nakuru has suffered the loss of past glories such as being one of the cleanest towns in East Africa.

Through inclusive planning and environmental strategies, an Action Plan has been worked out for re-planning of the bus stand, re-vitalizing the public rental housing stock, finding alternatives for community-based waste disposal, and greening projects in the town, such as tree nurseries in municipal primary schools.

The key common challenges faced by the two projects (Essaouira and Nakuru) have included lack of requisite capacities among local actors to engage in participatory methods, and the uneasiness of working together in a coalition, especially with regard to sharing of information and resources. Mistrusts and mindsets among local actors have had to be overcome through dialogue and consensus building processes, for real partnerships to emerge²¹.

d. Coalition building in Public-Private Partnerships

With growing inability of governments in Africa to respond to the growing needs for urban services, Public-Private partnerships are one of the most attractive tools being used to address this problem. Very often, the private sector possesses the financial capability as well as technologies and expertise. Under appropriate conditions, the private sector will mobilize these resources and help governments to offer adequate and quality services to urban residents. The Private sector includes all kinds of companies from large scale transnational corporations to locally based companies. The key to effective partnerships in this context is the realization and fostering a win-win situation. The advantages of the private sector – dynamism, access to finance, technical expertise, managerial efficiency, entrepreneurial spirit are combined with the concerns and responsibilities of governments to foster social responsibility among other things.

The Experience of the UNDP Public-Private Partnerships for the Urban Environment (PPPUE)

²¹ For more discussion on this see Eleanor Knowles and Jossy Materu (1999): Partnerships for Sustainable Development: North-South Cooperation within the framework of Local Agenda 21. A book published by Carnegie Publishing, Lancaster, England under the Local Agenda 21 Charters Programme. See also Sara Kisare (1999) : Strategic Planning by Urban Local Authorities: The Case of Nakuru, Kenya. Paper presented at the Regional Workshop on the Experiences of Integrated Strategic Planning by Urban Local Authorities in Eastern and Southern Africa held in Addis Ababa, Ethiopia from 31 May-5 June 1999

The UNDP through its Public-Private Partnerships for the urban environment (PPPUE) programme has been supporting developing countries to develop innovative public-private partnerships to reduce poverty by increasing the access of the urban poor to basic services. PPPUE uses the term Public-private Partnerships to describe a spectrum of possible relationships between public and private actors for co-operative provision of infrastructure services.

The experience of PPPUE in supporting governments to implement these partnerships has shown however, that there are a number of crucial challenges to be overcome. For governments, the challenge is to find ways to fulfil their responsibility for ensuring that all citizens have access to basic services, while meeting the needs of private investors. For private firms, the challenge is to be convinced that investing in any particular project offers more attractive returns than other available investment opportunities. These challenges are further complicated by a range of gaps in the capacity of both public and private actors including:

- 1) The reciprocal mistrust and lack of understanding of each other's interests and needs across the public and private sectors;
- 2) The absence of locally available information on, and experience with , arranging sustainable partnerships; and
- 3) The underlying legal, political, and institutional obstacles to forming effective public-private relationships.

All these obstacles tend to lead to lengthy negotiations, increased transaction costs, and make smaller projects much less attractive to potential international and larger national investors.

V. Conclusions

- 1) A resounding conclusion from all the cases of local partnerships and coalition building reviewed shows that coalition building requires the **WILL** for the different partners to work together, share information and resources in services delivery. While this **WILL** can be achieved in a variety of ways, the key is consultation, dialogue and consensus building.
- 2) Local government and the civil society are unwilling partners. Problems of suspicion, mindsets and attitudes are rife and often dictate against partnerships and coalitions between these two local actors. The private sector is often too expert and profit driven to easily work with local government on services delivery. However, it is the realization of the comparative advantages of these three local actors that is the most important motivation for working together. If coalitions between local government, civil society and private sector have to be scaled up, the leadership of local government is called for to bring these actors together, and to expound on the added value of the partnerships.
- 3) Capacity constraints among local stakeholder groups (local government, civil society, and the private sector) and the general fragility of the civil society in Africa is a major barrier in promoting effective dialogue and sustainable partnerships at the local level. To scale up local partnerships and coalitions in services delivery in a bid to achieve the MDG's in Africa requires capacity development in participatory methods and local governance approaches. Furthermore, genuine decentralization, which respects the principle of subsidiarity is a pre-condition for building partnerships and coalitions at the local level.

- 4) Capacity building is a process that will work differently for different groups and in different contexts. In line with the MDG's which are time bound and with specific indicators, this calls not only for concerted effort from donors to support capacity development efforts, but also experimentation with new approaches.
- 5) The Civil society as well as the private sector can not spend too much voluntary time on dialogues as this would amount to lost income. Unlike local government officials whose incomes are paid for by the public, civil society and private sector representatives have to draw their incomes outside the public domain. Sustainable partnerships in line with the MDG's call for donor funding to support the participation of the private sector and civil society.
- 6) Local partnerships should be informed of the special role to be played by women in the struggle to achieve the MDG's in Africa. This calls for women empowerment so that they can play that role.

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Capacity Development for Millennium Development Goals by Selim Jahan

Analytical Linkages and Policy Options

"When the world halves poverty in 2015, I want to be on the right half"

- A poor farmer in Brazil

I. Introduction

Millennium Development Goals (MDG's) are development objectives to which the world community has committed itself in 2000 (**annex 1**). These goals are time-bound quantitative targets in human development and are derivatives of the human development paradigm (**box 1**). The MDG's by themselves thus do not reflect any analytical framework; rather they are anchored in the conceptual framework of the human development paradigm. The MDG's are also solidly anchored, both in terms of substance as well as process, into human rights. In terms of substantive linkages, the MDG's, by focusing on deprivations in basic dimensions of human lives, represent human rights. In terms of the process linkage, monitoring MDG's can bring in the dimensions of transparency and accountability – important elements of the Human Rights framework.

But even though MDG's are anchored in human development, there are two qualifiers. First, the MDG's refer only to some basic aspects of human development and do not cover all its dimensions. They do not reflect such human development dimensions as participation or human security, which, of course, are part of the broader Millennium Declaration. Second, even though anchored into the human development paradigm, for natural and obvious reasons, the MDG's have a stronger association with the deprivation side of human development, i.e. human poverty. Human poverty refers to a multidimensional concept of poverty going beyond income poverty and including deprivations in areas of health, knowledge, child mortality, and malnutrition.

Like any other set of development objectives, achievement of the MDG's requires a conducive policy framework, sufficient resources and their effective use and an enabling institutional environment. But all of these – conducive policy framework, resource mobilization and its effective use and an enabling institutional framework – require existence of capacities within countries in each of these areas. Capacity development is thus at the core of achieving the MDG's.

The main purpose of the present paper is to link capacity development to the achievement of the MDG's. In order to do so, the paper starts with a discussion on the issue of definitions and concepts of capacity development. It indicates the crucial importance of why how capacity highlights the analytical linkages between capacity development and the MDG's and to identify the relevant policy options. It reviews the NHDRs, which were on the MDG's and highlights as to how

they have addressed the issue of capacity development as an critical element for achieving the MDG's. In order to do so, the paper, in its first section, presents the concept of capacity development from a multidimensional perspective. It then establishes an analytical link between capacity development and the MDG's. The third section is devoted to a review of the four NHDRs – Albania, Bosnia and Herzegovina, Timor-Leste and Zambia – to assess how the issue of capacity development has been dealt in the perspective of the MDG's. The concluding implications are presented in the final section.

Box 1: Analytical linkage between human development and MDG's

Human Development						
Directly enhancing human capabilities dimensions			Contextual dimensions			
Long and healthy life	Knowledge	Decent standard of living	Participation	Environmental sustainability	Human security	Gender equality
MDG's 4,5 and 6	MDG'S 2	MDG'S 1		MDG'S 7		MDG'S 3
Child mortality Maternal mortality HIV/AIDS	Universal primary education	Extreme income poverty Hunger		Environmental sustainability		Gender equality in primary education

Source: Jahan (2002)

II. Capacity development – definitions and concepts

Capacity development may be defined as the ability of people, institutions and societies to perform functions solve problems and set and achieve objectives. Fundamentally it is a broad goal achieved over time. Capacity development as an objective corresponds to the goal of people wanting to learn and increase their options and choices. This applies similarly to institutions and societies as a whole. Capacity development is also an approach and a process in development. – a means by which individuals, institutions and societies are empowered to make choices and chart their own development course. Finally, the far reaching nature of capacity development not only makes it an *objective*, an *approach*, a *process* and a *means*, but also an *outcome*.²²

Such a definition of capacity development immediately implies *seven* fundamental points :

²² Lopes and Theishon (2003)

- Capacity development has many facets – it is an objective, an approach, a process, a means and an outcome.
- It can take place at several levels – individuals, institutions and societies and they are mutually reinforcing.
- Capacity development is voluntary and it stems from one's motivation and desire to do things and do them well.
- Key capacities include competencies that permit all concerned to influence their own destiny – such as ability to set objectives, strategize, plan and implement those plans. There are underlying capacities that lead to development effectiveness, including self-esteem, facilitating change, leadership development and knowledge networking..
- It takes time and it is dynamic. Developing sustainable capacities is a decade-long endeavour. And as life and societies are constantly changing, so do the needs and the nature of capacity development.
- Capacity development is case-specific and it is based on existing capacity. Development of capacities is not something abstract, rather it is highly contextual. And each generation learns from the preceding one and capacity development at any point in time builds on preceding results.
- Capacity development is an endogenous process that takes place in every society. It can be supported or distorted through external intervention. In capacity development.

Three principles are crucial for capacity development. First, *ownership* is critical. Second, leadership matters. Third, capacity development required changes in mindset and overcoming vested interests and power. Two misconceptions must also be avoided. First, capacity development is not synonymous with socio-economic development, even though developing capacities to conceive and carry out relevant tasks is crucial to the advancement of human well-being. Second, another term – *capacity building* – is often used interchangeably with *capacity development*. The latter is more comprehensive, however, connoting the initial stage of creating and building capacities, as well as the subsequent use and retention of such capacities. Capacity building, which is not self-sufficient in and of itself, is thus a sub-set of capacity development.

III. Capacity development for the MDG's - analytical linkages

As mentioned earlier, the MDG's are quantitative, time-bound human development goals. As Appendix 1 indicates, the MDG's have eight goals with a number of targets. These goals by themselves do not constitute an analytical framework. They are quantitative targets of human development and thus derive their analytical framework from the human development paradigm. In fact, the MDG's are goals to overcome human poverty and thus are more closely associated with deprivation side of human development.

Two observations may be quite pertinent with regard to the MDG's:

- Even though the MDG's are often presented in generic terms, they are very context specific. The MDG's thus have to be contextualized in specific country situations. Furthermore, even within countries, the achievement of the overall average targets would require disaggregation of the overall deprivations for identifying the region- and group-specific impoverishments in order to undertake targeted interventions.

- The MDG's have two aspects. One is of course monitoring and tracking progress – how far the country has progressed so far on the targets and goals, but the more important one is in terms of policies and strategies needed to achieve the time bound quantitative targets.

Given the overall perspective of the MDG's, the crucial question is how the issue of capacity development is linked to these goals.²³ One can always make the general point that since achievement of the MDG's requires good economic governance in terms of conducive policy framework and mobilization of sufficient resources and their use; good political governance in terms of an enabling institutional environment, the issue of capacity development in these governance areas is crucial for the achievement of the MDG's. Definitely that point is valid, but it is a general point. It is necessary to examine in more details the linkages between the MDG's and capacity development.

First, the achievement of the MDG's requires that Goals 1 to 7 are first translated into national context. The translation mechanism itself needs an open, transparent and broad-based participatory process of national debates and dialogues, which would need proper management to reach towards a consensus. This would require, on one hand, better educated and better enlightened actors to engage in debates and dialogues; and on the other an effective coordination of work of all development partners – governments, donors, civil society, private sector and communities. Both require effective capacities.

Second, it is essential to have policy debates, formulate specific strategies, mobilize necessary resources, identify and develop enabling institutions and forge partnerships to achieve these goals within the specified time period. All these activities encompass capacity development in economic, political and social arenas. For example, halving extreme poverty by 2015 would require formulation of pro-poor macroeconomic policies, mobilization of financial and human resources, pro-poor enabling institutions in terms of rule of law, participatory decision-making process, decentralized and transparent public institutions and administrative structures, efficient service delivery system. Therefore, the Goal of halving poverty critically hinges on effective capacity development in terms of pro-poor policies and resources for poverty reduction, in areas of rule of law, decentralized public institutions and administrative structures etc. A similar scenario can be built for other the MDG's as well. Furthermore, achievement of the MDG's at the national level would critically hinge on achieving them at sub-national and local levels. This is where the issue of strategies at the local level, local level resource mobilization, and local capacity development becomes crucial.

Third, the capacity development issue in the national context becomes even more important given the fact that the achievement of the overall goal in each case would require targeted interventions as deprivations are region or group-specific. Targeted interventions need synchronizing specific activities in particular areas or for particular groups. Let us take the Goal of halving hunger as an example. In any country, there are certain regions (e.g. more disadvantaged regions) or certain groups (e.g. poor communities, women and children, ethnic minorities) among which the incidence of hunger is deeper. Now to achieve the Goal of halving hunger in this situation would require targeted interventions in more disadvantaged regions and among more disadvantaged groups. This in turn needs specific policy measures, specific resources and specific institutions for these regions and groups. Putting such specific things on the grounds and having a synchronized and coordinated system is an important capacity development issue.

²³ For a broader discussion of governance for the MDG'S, please see Jahan (2003b)

Fourth, capacity development is linked not only to the issue of achieving the MDG's by 2015, but also to monitoring and tracking the progress towards the goals. Monitoring would require benchmark survey and data, methodology, and also evaluation. One needs proper capacities for undertaking these activities credibly and effectively.

Fifth, capacity development is critical for Goal 8: Develop a Global Partnership for Development. Influencing the reorientation of the global trading and financial system to be open, rule-based, predictable, non-discriminatory in favour of poor countries would require enhancement of capacities of these countries at negotiations and discussions, in setting the agenda and implementing it. Similarly, taking advantage of the opportunities that the global system provides to the least developed, landlocked and small island countries cannot be done without adequate capacities. Dealing comprehensively with developing countries' debt problems is absolutely linked to capacity issue in determining and implementing rules, tools and structures.

Capacity development is also relevant with regard to resources needed to achieve the other seven goals. Developing countries do not have the necessary domestic resources to achieve the MDG's, whether it is halving extreme poverty and hunger, or achieving universal primary education, or reducing child mortality and improving maternal health. They would need resources from the international community, particularly the donor countries. In this respect, the inevitable need for external assistance by Sub-Saharan Africa can be highlighted. Capacity constraints in developing countries can be a major hindrance in the sufficient mobilization, proper prioritization and effective utilization of such resources.

In conclusion, the MDG's by themselves do not imply capacity development. But their achievement and monitoring are linked to capacities, based on national ownership, leadership and changed mindset. These capacities must be developed at the individual, institutional and societal levels. And they will represent an *objective*, an *approach*, a *process*, a *means*, and an *outcome*.

IV. Achieving the MDG's: seven critical tasks

Human poverty is like a many-headed dragon and slaying it would need more than one sword. The eight goals of the MDG's recognize the many-headedness of the dragon, and the areas of interventions to deal with them need to identify the required more than one sword. Achieving the MDG's by 2015 would need *seven* critical tasks:

- *Contextualizing MDG's*: At the global level, the MDG's have been set in more generic terms, which need to be translated into national contexts of each country. This means tailoring the targets of the MDG's to reflect national aspirations and realities. It would also require, if need be, prioritisation of goals for the country concerned in terms of emphasis, sequencing and timing. There is another layer to the contextualization of MDG's – that is to go beyond national levels to sub-national levels. Poverty always has deep pockets – in rural areas or in urban slums and human deprivations often are more severe for some groups – for ethnic minorities, for older people or people with disabilities, more acute in some areas – in disadvantaged regions. Achieving national targets for MDG's would require a bottom-up approach – disaggregating national targets into local ones, mobilizing local efforts, targeted interventions for pockets of impoverishment and local monitoring.

- *Advocacy and awareness building:* The acronym MDG's not only stands for Millennium Development Goals, but it should also mean Movement for Development Goals. MDG's are not only a set of goals, but they are also a movement. Campaigning for MDG's is thus critical – first, to create awareness and hope in favour of its importance; second, to mobilize policy support and resources for it and third, to identify actors and forge partnerships for implementation. Unless there is a social movement in favour of MDG's across national and international boundaries, they would remain notional, rather than effective. More importantly, as has been observed by McGee et. al. (1999, p.19):

"The poorest people, in whose name the objective of poverty eradication is pursued, have never heard of the MDG's. Until they do, they cannot hold anyone accountable for achieving them. While they remain ignorant of them, they are not empowered by them."

- *Setting pro-poor policy framework:* One critical pre-requisite for achieving MDG's by 2015 is to have a conducive policy structure. A pro-MDG'S set of strategies must fulfil three criteria. *First*, since MDG's are all about overcoming human poverty, the relevant strategies have to benefit poor people more, i.e. they have to be pro-poor. *Second*, such strategies must focus on both the short-run and the long-run. As far as achieving the MDG's are concerned, there should not be any zealous concentration exclusively on short-run stabilization at the cost of sacrificing long-run strategy needs, nor should there be any exclusive focus only on the long-run, ignoring the short-term realities altogether. There is no inherent tension, as is stressed in some quarters, between the short-run and long-run strategies, and the real issue is that of a proper balance between the two. *Third*, the selection of strategies should be such that the synergies among them are maximized and captured. Policy instruments should be identified which can contribute to more than one goal. For example, policies for enhancing girls' education will directly contribute to Goal 3: eliminating gender disparity in education, but they will also, through creating a cadre of educated women and mothers, significantly contribute to Goals 4 and 5 covering child and maternal mortality.
- *Developing Institution:* Achievement of MDG's is not only a policy issue, nor is it a resource concern; it is also related to the issue of proper institutional structure. Humane governance with inclusive democracy, structures for effective participation by people, rule of law, free press, space for civil society with a vibrant NGO movement, decentralized public administration with transparency and accountability are some of the dimensions of the required institutional set-up. Furthermore, each dimension of the institutional framework has to be sensitive to MDG's in terms of their centrality, core values and power. The advocacy and awareness building in favour of MDG's, therefore, assumes significant importance with regard to institutions.
- *Mobilizing resource:* Achievement of MDG's would require resources. Some cost estimates are currently available – both at the global as well as at regional and country levels - for various goals. At the global level, it is roughly estimated that for the attainment of all MDG's, the total resource requirements, taking the synergies of achievement of goals in various areas, would amount to about \$96 billion to \$116 billion per year. But the good news is that the world has the necessary resources - military spending in the

world is about \$800 billion, agricultural subsidies in OECD countries amount to \$327 billion a year and total expenditures on alcoholic drinks and cigarettes in Europe are more than \$150 billion. (UNDP, 2003). The task in question is how to mobilize necessary resources – internally and externally – for the MDG's.

- *Monitoring and reporting:* The task of monitoring and reporting on MDG's is critical on several fronts. First, it presents a balance sheet as to what has been achieved and what remains to be the unfinished path – a snapshot of progress and remaining challenges. Second, such a balance sheet is important for further debates and dialogues on future courses of action, for deciding upon the required policy and strategy package, for re-evaluating the resource envelope and the institutional structures. Third, it helps all actors to identify the constraints that lie in the path for attaining MDG's. Fourth, regular monitoring is also essential for transparency of the process and accountability of relevant actors – what was supposed to be done, who have done what and who have not. Finally, reporting can be a powerful tool for advocacy and awareness building, for starting friendly competition among various actors or even among neighbouring countries in their race for achieving the time-bound MDG's and also for sharing experiences and lessons as well as best practices.
- *Forging partnership:* For the many-headed dragon of human poverty, identifying more than one sword is necessary, but not sufficient. Only joining all the hands holding those swords can ensure that those many heads would be eliminated. Participation and partnership is thus crucial for the achievement of the MDG's because the goals represent a too big and too complex a task to be left to one development actor; because various partners with their diversified expertise and experience bring different value-added to the process, which creates a strong synergy in initiatives towards achieving MDG's and because partnership can also bring sectoral coherence as various actors work in diversified sectors.

In fact, the seven essential tasks to achieve MDG's highlight the cross-cutting nature of participation and partnership. In order to accomplish each of these tasks, development actors will have to partner with each other. For example, a partnership of media and NGOs can be a very effective tool for *advocacy for awareness*. Again, civil society along with the governments, both national and local, can take the lead in *contextualizing the MDG's* in the relevant country perspective. Some UN agencies like the UNICEF, which has done some path-breaking work in collaboration with NGOs for delivery of *basic services*, may bring about new dimensions and insights in setting the pro-poor policy framework.

V. Capacity development for the MDG's: policy options

Given the seven generic tasks for the achievement of the MDG's and given the critical linkages of and the critical need for capacity development to and for the achievement of these goals, the important issue are: what kind of capacities are needed in each of these areas and how they can be developed.

Advocacy for MDG's and their contextualization

The major challenges with regard to contextualization of MDG's are basically getting a broad-based consensus on the tailoring of the goals to the country relevance and realities, national ownership of these goals, translating them further to the local level with strong local ownerships, ensuring consistency between the national and local goals and targets. In areas of advocacy and awareness building, the issues are to remove scepticism about the MDG's and to create excitement about and commitment to them, taking the policy advocacy to

the highest level to ensure political will towards the MDG's, to develop an effective advocacy and awareness building strategy. For both those tasks, the big challenges remain: how to bring in all important actors together, have a meaningful dialogue, ensure collective commitment from them, get their endorsement of the tailored MDG's and the advocacy strategy, and engage them in the implementation process.

In overcoming these challenges from a capacity development perspective, a two-pronged strategy should be adopted at the outset. The first prong should focus on capacity development for awareness building in favour of MDG's and the removal of scepticism about development goals. The second prong of the capacity development has to emphasize that the global MDG's are only generic and they need to be tailored in the context of the country relevance and realities. In these two areas, the following things need to be done for capacity development:

- Innovative approaches for media and civil society to enhance their capacities for formulating a creative awareness strategy
- Training and education of various actors on MDG's so that they become effective partners in national debates and dialogues. Developing capacities of NGOs and other institutions of civil society to enable their effectiveness
- Development of a how-to-manual for the tailoring of the goals to national contexts which would increase the capacities of different stakeholders for the contextualization exercise
- Statistical literacy for to appreciate the need for data for the tailoring exercise
- Statistical capacity for creating disaggregated data, which are crucial for contextualization

With capacity developed in areas of advocacy and awareness building and tailoring of MDG's in national contexts, a couple of things should be done:

- Arrange broad-based debates and dialogues on the issue of what goals make sense in the country context. Use the means of workshops, seminars, conferences for this purpose and engage academia and research institutions to create the space for such dialogues. Make sure that relevant government ministries, civil society organizations, the private sector as well as in-country external donors take part in it. But three things must be ensured. First, governments and civil society are to be steered to take committed leading role in the process. Second, it may be useful to take advantage of the consultative processes, which are still on the ground, e.g. consultative process for PRSP. Third and most importantly, the issue of gender equality must be reflected in the dialogues and be represented in the tailored set in ways that make sense.
- Build the whole process from bottom-up – take the process to local levels. It is important to engage local communities in the process and to be sensitive to their aspirations and problems. Such problems may encompass such issues as local environmental degradation or long-term unemployment. Use the local methods of engagements as much as possible.
- For the advocacy and awareness-building task, it is necessary to ensure who the audience is and then to spread MDG'S message according to specific target groups. Distinction must be made between policy advocacy and advocacy for awareness building. Sufficient emphasis must be given to policy advocacy, particularly to such constituencies to parliamentarians, and local level public representatives. Forge partnerships with actors who have access to and credibility with those constituencies.

- For awareness advocacy, use simple languages in commonly used local languages to relate each goal to day- to- day livelihood. Target women for awareness building campaigns, as the pay-offs are higher. In communicating MDG's to communities, there should be a clear vision of what the responsibilities of the communities will be towards the achievement of the MDG's. This will avoid false expectations and later on conflicts. Three points are important. First, avoid reinventing the wheel. There is already a wealth of materials and process, including the indigenous ones, to communicate. Build on them. Second, forge partnerships with effective agents in public relations – media and grassroots organizations are critical. Third, keep on innovating instruments, which may range from formal ones to puppet shows, cartoons, story telling, and drawings. Visuals are always more powerful means.

What capacity development initiatives can do in areas of advocacy and awareness building and also for contextualization and tailoring are best described by country experiences captured in **boxes 2 and 3**.

Box 2 : Advocacy and awareness building for MDG's

Armenia's public awareness campaign, featuring a series of TV programmes and interviews, along with production of a documentary on nation-wide MDG'S status, have spurred the joint preparation of a new national set of indicators by focal ministries and the civil society organizations.

In Albania, a series of MDG'S Regional Advocacy Tours were organized, in collaboration the UN Country Team, to bring MDG's to the local level. To ensure large-scale participation, Public Internet Access Points, Hotline TV Programmes, local stakeholders meetings were arranged.

In Ukraine, 250 youth leaders in the age range of 15 and 19, constituting themselves as the *Ukraine MDG'snet*, prepared a report on MDG's, specifying conclusions and recommendations, and presented it to the parliament.

There have also been various *innovative* instruments used in different countries for advocacy and awareness building: postage stamps based on eight MDG's and eight stalls on eight MDG's in the public exhibition on the UN Day 2002 (Uganda), MDG'S Desk Calendars 2002 (Ukraine), MDG'S Graffiti Day for younger people and T-shirt for the (Bulgaria), a 15-minute cartoon (Mauritius), UN Mobile Training Team (Albania).

Source : www.undp.org/MDG'S

Box 3 : Contextualization of MDG's : at national as well as local level

In Timor-Leste, nearly 40,000 adults and young people across the country voiced their views on the MDG's goals, prioritising basic health and primary education.

Reviewing its development priorities, Bahrain, in close consultations with the ILO, has decided to focus on its 12% unemployment rate (even though it is not part of the generic global MDG's), and reduce it drastically.

Zimbabwe set in motion a broad-based consultative process, including private sector organizations, supported by the UN Country Team, to review the MDG's in the Zimbabwe context.

In Rwanda, using the goals as common grounds, the government and civil society groups discussed issues related to post-conflict recovery.

In Honduras, an initiative has been undertaken to diffuse the MDG's at the local level. During November and December 2002, broad-based dialogues with various actors including local communities were held. The pilot programme has started in Departments of Cortes, Copan, Lempira and Valle.

In Bulgaria, in the municipality of Plovdiv, a local MDG's benchmarking workshop with minority population, to localize MDG's at the community level, was undertaken with a group of students from Columbia University.

Source : www.undp.org/MDG'S

Policy framework for MDG's

The major challenge in the area of policy framework is to ensure that it is pro-poor. Formulation and implementation of pro-poor policies face some burning issues. First, the conventional macroeconomic policy instruments – whether in monetary, fiscal, commercial or trade areas – even though claim neutrality, have inherent pro-rich bias. More work is needed to come up with an alternative set of policy instruments, which are pro-poor, a term which unfortunately has still remained rhetorical in many areas. Second, the power base within the government in most countries is still pro-rich and adoption of pro-poor policies would mean sacrifices by the power base. This has often acted as a deterrent to pro-poor policies. Third, many institutions have come up with idea of uniqueness of economic growth, the magical solution to all problems, and also the absolute need for short-term stabilization policies at all cost. But there is no automatic link between growth and poverty reduction and the quality of growth is as important as its quantity. There may not be any inherent conflict between proper short-term stabilization policies and long-term poverty reduction strategies, but sometimes, the former is blindly prescribed; with a narrow perspective, which may be harmful to poverty reduction initiatives.

There are also challenges in terms of processes and they are quite varied, ranging from internal to external sources. First, in many countries, there is hardly any open discussion on various options or alternatives on macroeconomic policies. Such policies seem to stay within the four walls of the Central Bank and the Ministries of Finance and Planning. Public discourse on macroeconomic issues, bringing in Citizens' Groups, NGOs, Academia and Research Institutions, are still absent in many societies. Second, there is a lack of transparency in the process as well as the policy discussions that countries have with both bilateral and some multilateral donors. Sometimes, external actors dominate the entire development agenda of a country, without any knowledge by its people.

Capacity development in overcoming these challenges would have to focus on the following:

- Better techniques, improved skills and institutional strengthening for mobilization of data and information for situation analysis, need assessment and impact analysis for poverty reduction
- Development of knowledge, skill and competence (human resource development) for formulating robust and credible policy alternatives in areas of pro-poor policies, ranging from macroeconomic framework to sectoral strategies to public resource management including costing to such cross-cutting themes as gender equality
- Capability of articulating and negotiating the alternative points of views, highlighting that money changes hands, but ideas change minds
- Developing a proper incentive mechanism for the public sector to undertake the above-mentioned role effectively
- Scope for developing partnerships with like-minded actors on pro-poor policy issues and developing an united stand
- Developing instruments and means for transparency of the process and making it broad-based. Enhancing the capacities of NGOs and other institutions of civil society to become effective partners in policy debates and dialogues and also to play a better watch-dog role.

Pro-poor policies, among other things, would require the integration of the MDG's as long-term objectives in national development plans, including Poverty Reduction Strategy Papers (PRSPs). This would need development of capacities, which can be achieved through workshops and training, handbook on MDG'S-based PRSP, dissemination of good practices across regions. In recent times, many countries have used MDG's as an overarching structure to bring it to their macroeconomic framework, which at least raise the possibility of integrating pro-poor focus into their policy framework (**box 4**).

Box 4 : MDG's influencing the macroeconomic and social policy framework

Bolivia has aligned its social policy to the MDG's, launching a programme for Education for All, along with Universal Maternal and Child Health Insurance.

Armenia will use its MDG'S targets in its Social and Economic Development Programme.

In Yemen, the 2003 budget responds to MDG'S priorities, increasing allocation for education by 25%, for health 56% and for water and sanitation by 66%.

In Tanzania, MDG's have provided a long-term planning framework, an important element in view of the fact that the PRSP, which operates within a three-year framework, has now taken centre stage.

The MDG'S Report 2001 in Senegal stimulated significantly greater participation in the PRSP process, along with an effort to conceptualise joint programming on the part of the international community by testing the MDG's at the local level in a particular poor region with significant promise.

Source : Jahan (2004)

With capacity developed in areas of pro-poor policies, probable strategies in this area may contain the following elements:

- Engage in formulating various elements of pro-poor policies in more operational terms. The process can build on the outcomes achieved in various initiatives undertaken by UNDP on policy issues and by UNICEF on delivery of basic social services such as education, mother and child health care, and safe drinking water. Some of the ILO's work on employment-poverty nexus and on the 20:20 work by UNICEF may also be useful.

Studies done on poverty and inequality in WIDER, UNRISD and OXFAM also have relevance.

- Arrange for wider dissemination of the results of such initiatives and organize public discourses on the negative sides of some conventional prescriptions, on the need for discussing alternatives and on the elements of the alternatives. Take this discourse at all levels – to parliaments to local bodies. Forge partnerships with NGOs and media. Use the policy messages of the Human Development Reports (HDRs) to mobilize support in favour of options and alternatives in policy formulation.
- Initiate movements for openness with regard to the macroeconomic policy formulation and on the advice and prescriptions coming from some multilateral organizations. Use the media to communicate the aspirations of people at the local level. Partnerships with trade unions and grassroots NGOs may be of great help.
- Push the agenda for a wider dialogue both on the content and the process of the PRSP formulation and putting MDG's as the core objectives of the PRSPs. Argue for the case that the issue between short-term stabilization and long-term poverty reduction is not that of diametric opposition, rather it is that of a proper balance.
- In the area of service delivery for the achievement of the MDG's, some well-formulated involvement of the private sector as well as community action may be beneficial for poor people (**box 5**). Explore such possibilities.

Box 5 : Service delivery for poor people by private sector and community action

The Bolivian Government consciously chose to award concessions for water and sanitation services in La Paz and El Alto to the private operator willing to make the largest number of new connections to low-income neighbourhood. The bidder was then obliged to connect 72,000 families to piped water and 38,000 families to sanitation over a five-year period. It worked because of the political will of the Government.

Community-based initiatives can also be fruitful. Through the Bamako Initiative that pools community resources to finance health care, after ten years of implementation, community action in most rural health centres in Benin and Guinea has enabled nearly half of the population to be regular users of the services. It also raised and sustained immunization levels close to Year 2000 Health for All targets.

Source : Jahan (2003a)

Developing institutions

Governance provides the overall institutional framework for the achievement of the MDG's. Such a framework covers a series of issues – rule of law, an efficient and non-corrupt public administration, a decentralized structure, a regulatory framework, and transparency and accountability. It also includes civil society, particularly the NGOs. Improved governance, institutional reforms and enhancing capacities of various actors in the governance structure is thus a critical factor for the achievement of the MDG's.

The challenges in areas of governance and institutional development in the context of achieving the MDG's are well-known. On side of norms and rules of engagement, the absence of a legal framework, human rights violations, inequality in terms of opportunities and benefits, predominance of undemocratic values and culture, and the lack of the transparency and accountability are there. In terms of instruments and mechanisms, the lack of access to justice by poor

people, absence of a free press, weaker public administration system, centralized economic and political structure, widespread corruption, and underdeveloped civil society also exist in many situations. The '*capacity deficit*' in the governance areas for achieving the MDG's have been identified in many instances (**box 6**).

Box 6 : Governance capacity deficit for achieving the MDG's – the case of Timor-Leste

In the context of achieving the MDG's, the '*capacity deficit*' notion of the Timor-Leste NHDR concentrates on the following issues :

Overstaffing - For political reasons, East Timor until 1999 had more civil servants per head of population than any other province of Indonesia. Work ethics was an issue.

A culture of dependence - Decisions were made at the top and passed down leaving little or no scope for initiative lower down the hierarchy-'a wait for orders' attitude permeated the public service.

Complex Administration - There were too many layers of bureaucracy and multiple administrations (public service, the military and the police) for such a small territory and these involved much duplication of functions.

Pervasive corruption - It was an established practice among public officials to take bribes and kick-back, partly because it was the organisational culture and partly because they were poorly paid.

Lack of public participation - The system of administration discouraged popular participation and marginalised traditional forms of decision - making.

Source : UNDP (2004)

Capacity development for improving governance and developing institutions in the context of achieving the MDG's may focus on the following:

- Improving the legal framework, particularly its implementation and better access to poor people. In order to deal with the issues of rights of women, institutional reform in areas the Family Code, the labour Code, the inheritance laws, laws on gender equality need to be properly formulated and enforced
- A more capable and committed public administration structure with better efficiency. This would require more human resources and financial resources, skill development, proper incentive mechanism, improved transparency and accountability structure.
- An able, efficient and effective decentralized system with clear mandates and division of work, adequate human and financial resources, good system of monitoring
- Improving capacities and the environmental contexts for addressing the issue of corruption – through better laws, improved pay structures and incentive mechanisms, widespread watchdog exercises
- Instruments and channels for public participation in decision-making at all levels
- Enlarging the scope of free media and enhancing its capabilities in that regard
- Developing a vibrant, efficient and effective civil society

Resources for MDG's

Resources for MDG's would encompass both with the mobilization of resources to achieve these goals as well as with the efficiency in resource use or users'

charges. Most of the issues with regard to efficiency and the user charges' are generic and well-known. With regard to resource mobilization itself, some of the challenges are generation of sufficient resources from domestic sources with the tax/GDP ratio being small, direct taxes being insignificant and indirect tax base shrinking with economic openness, resistance to restructuring budgetary allocations, declining official development assistance (ODA), absence of significant private investments going to poorer countries and so on.

But there are also greater challenges. Often, the achievement of the MDG's is made to be exclusively resource-centric, such as if the estimated resources are mobilized today; the problems of human poverty would be resolved by tomorrow. This is a risky approach, partly because resources may be a necessary condition for achieving the MDG's, but surely they are not a sufficient condition; partly because, pre-occupation with resources may undermine the critical importance of strategies and policies; and partly because it would allow unwilling development actors to undertake necessary but politically unpalatable policy reforms. Furthermore, the issue of resources is sometimes exclusively kept limited to aid. This is also counter-productive as it moves the policy discussion away from that of domestic resource mobilization, rationalization of expenditures and issues of efficiency of domestic resource use.

Capacity development in areas of resources for MDG'S should, therefore, concentrate on the following:

- Enhancement of knowledge and skill for public finance management - domestic resource mobilization, expenditure rationalization, medium-term financing framework, putting the issue of ODA in the overall national priorities and resource envelope
- Better techniques for pro-poor budgeting, gender-sensitive budgeting and innovative approaches to resource mobilization, expenditures and efficiency in resource use
- Human resource development, improving the legal structure and implementation modus operandi for public finance administration
- Better aid management and coordination in the context of overall national public resource management. Innovative approaches for exploring new approaches for external resources

With adequate and relevant capacity developed, some of the strategies to mobilize resources for MDG's may focus on the following:

- Formulate and implement tax reforms with more direct taxes including income tax and reforming the tax administration process
- Revive the 20:20 initiative both in recipient and the donor allocations so that a critical minimum amount of domestic and external resources are directed towards basic human priorities
- Assess the need for ODA, in the overall context of national priorities and public resource envelope (**box 6**). Make a case for ODA, where applicable.
- Provide debt-relief and reduce the developed world subsidies and tariffs for generating resources for MDG's
- Align resource issues to the policy framework for the achievement of the MDG's.

Box 6: Achieving the MDG's – where does the ODA stand?

ODA in 2004 was \$72 billion, while OECD agricultural subsidy was \$318 billion in 2002 and military spending in the world was \$1,035 billion in 2004

During 2003-2004, total wealth of DAC countries has increased by 97%, total aid has gone up by 3%. Only six countries – Norway (0.87%), Luxembourg (0.85%), Denmark (0.84%), Sweden (0.77%) and Netherlands (0.74%) have achieved the 0.7% target (aid being 0.7% of their GDP).

Bilateral aid to social sectors has increased just by 1% since the 1995 World Summit on Social Development (WSSD). Less than a third of aid commitments go to social sectors. Basic social services receive not much more than one tenth of aid- basic health (2%), basic education (2%), water and sanitation (3%), and population (3%).

ODA for direct MDG'S support for, e.g. 14 LDCs in Asia and the Pacific, is projected to be only \$2 billion (in 2003\$) in 2006 as against a gap of \$12 billion, implying a shortfall of \$10 billion. The shortfall is projected to be \$15.7 billion in 2010 and \$24 billion in 2015.

Source : Chronic Poverty Research Centre (2005) and UNDP and ESCAP (2005)

Monitoring and Reporting on MDG's

The main challenges in the area of monitoring and reporting on MDG's are well-known. In monitoring, the absence of benchmark surveys, robust and reliable data, disaggregated information, proper methodology, weak institutional mechanisms and proper identification of responsibilities are well-known. Added to these are the quite common desire on the part of the countries to hide realities and present a rosy picture of situations; uncoordinated and non-harmonized signals from international organizations including the UN system; and turf battles among various stakeholders pose as major constraining issues.

In terms of MDG'S Reports themselves- whose basic mandate is to assess progress and gaps in terms of the achievement of the goals by 2015, the problems of data, proper methodology and weak statistical capacity are all there. Added to them are the issues of diverse understanding of the objectives of the MDG'S Report in different countries, non-inclusive process of report preparation, the absence of disaggregated information, the problem of quality assurance, tension between among different reports, e.g. National Human Development Reports (NHDRs), PRSPs, non-ownership of the MDG'S reports by the Governments, weak dissemination of the findings of the Report in the absence of a proper advocacy strategy and the proper mechanisms.

Capacity development in this area would entail the following:

- Statistical capacity development in terms of generating more up-to-date and disaggregated data, providing time-series, ensuring the quality of data, and developing proper analytical framework and methodology. This would require skill development and training, production of hand books, workshops and training, exposure to statistical systems in outside world, and dissemination of good practices.
- Enhancement of human, financial and technical capacities of national statistical offices with clear mandate and power, developing statistical capacity at sub-national levels, putting in a proper incentive mechanisms
- Specialized tasks and responsibilities, on the basis of mandates and comparative advantages, for various entities involved in statistical

exercises data generation and production, report preparation and dissemination, and monitoring and evaluation.

- Better coordination of activities among various actors involved in MDG'S reporting with the view of getting optimum results from the process and improved linkages among various reports – MDG'SRs, NHDRs and PRSPs
- Developing a more effective and innovative strategy for dissemination of data, information, reports and evaluation results.

With regard to MDG'S monitoring, reporting and dissemination and use of its findings, with capacities built, the following strategies may be useful:

- Clearly identify the scope of work and responsibilities of each UN agency in the UN Country Team. Build an inclusive process and find the most effective ways of coordination.
- Ensure the involvement of the relevant Government agencies and units in all aspects of MDG'S monitoring and reporting as well as in dissemination and use of its results through continuous engagements with them in terms of meetings, dialogues, discussions and if needed, trainings and workshops. Engage NGOs and civil society throughout the entire process and not at the end in the review process only. Get from experiences from other countries as to what worked and why.
- Through collective efforts, try to develop monitoring methodology, identify the benchmark surveys as well as mobilize data, including disaggregated ones. Draw on the existing pool including the NHDRs, poverty assessment studies, household expenditure surveys etc. Through partnerships with national, regional and international organizations, plan to develop the statistical capacity of the relevant entities. Identify the data gaps, particularly those of disaggregated data, in terms of gender, regions, ethnicity and socio-economic groups, so that future initiatives can concentrate on those gaps.
- Decide on the frequency of monitoring and identify the role and responsibilities of each relevant actor. Use civil society as watchdog for the process and the outcome.
- Plan early on as to how to produce the country MDG'S Report. A clear idea about the scope for such a Report and an appreciation of the fact that it has complementarities with NHDRs and PRSPs can make things easy. Interaction with other UN Country Teams in other countries, which have successfully done so may be a worthwhile investment. Drawing from the experiences of the NHDR and the PRSP processes can also be helpful. Assistance from the MDG'S Report Guidelines from the United Nations Development Group (UNDG) and technical backstopping from the BDP Policy Advisers at SURFs can also be beneficial. Using the UNDG Guidance Note and serious Peer Review for the MDG'S Reports can assure quality products. Preparation of MDG'S Reports in local languages can really be extremely effective.
- Develop a strategy for dissemination of the findings of the MDG'S Reports using both conventional and innovative mechanisms as identified in box 4. MDG'S Reports should be used as a mirror for the concerned society – how much the society has achieved; how far it has to go and what the situation with regard inequality and disparity is. Partnerships with media and the

civil society organizations can be very effective in disseminating the pictures to the people, who in turn would put pressure on the Government to undertake necessary steps.

- An early-on engagement and discussion with the Government may pave the way for using the findings of the Report in policies and strategies (e.g. PRSPs), both at national and local levels. The findings of the Report can also be used for setting priorities with necessary resource allocation, for measures like pro-poor policies and gender-sensitive budgeting, and for programmes for disadvantaged groups and regions. Initiatives like presenting the MDG'S Report before the parliament, having policy dialogues with technocrats, roundtables with various constituencies may add to such process.

On the issue of data and statistics, the statistical literacy project developing fast in many parts of the world not only to create awareness about data and statistics, but also to enhance capacities of statistical institutions for generating better data for MDG'S monitoring and reporting. A total of 15 countries would initially be covered and with textbooks, teaching materials and training modules, it is expected to go a long way to develop statistical capacities at the country level.

In the area of reporting, as of 30 June 2005, a total of 128 country MDG'SRs have been produced (**Annex 2**). Cameroon and Vietnam have produced three reports each and nine countries have produced two reports each. There have been regional and sub-regional MDG'SRs for Africa, the Balkans, the Caribbean, the Arab States, Asia and the Pacific, and Latin America. Donor countries - Belgium, Denmark, Finland, Netherlands, Norway and Sweden - have also produced MDG'SRs on Goal 8. The European Community has also done so. All the reports have highlighted the issue of monitoring progress and identifying the gaps. The experiences with regard to Country MDG'S Reports, in terms of process, content and impacts are quite varied (**box 7**).

Box 7 : MDG'S monitoring, reporting and dissemination of findings

In Mongolia, the National Statistical Office is establishing an MDG'S database website for public access.

The 2002 MDG'S Report of Egypt carried out disaggregated analysis of poverty. There was, however, widespread lack of confidence in official statistics. Representatives from the civil society organizations expressed a desire to see an impartial, independent institution take the lead in analysing MDG'S-related policy and data and in MDG'S projections and reporting.

Armenia's 2002 MDG'S Report has spurred the joint preparation of a new set of national indicators by local ministries and the civil society organizations.

Guatemala's 2002 MDG'S Report led to a follow-up initiative for preparing such reports on each goal. Local level Governments are preparing provincial and municipal strategies for tracking MDG's at those levels.

Following its first MDG'S Report, Philippines held a workshop, intended to confirm the indicators or additional suggested indicators, generate an action agenda by goal, and also to develop a plan for communications and advocacy.

In order to do publicity for its MDG'S Report, Mauritius used a 20 minute video on the essence of the Report, along with posters, banners, brochures, CD Roms.

Bosnia and Herzegovina and Bolivia are devoting their 2003 NHDR to the MDG's. In 2004, the NHDR of Dominican Republic, the Pacific NHDR by Fiji and the Sub-regional NHDR on Central European countries (Czech Republic, Hungary, Slovakia and Slovenia) are proposed to be on the MDG's as well.

Source : Alarcon (2003) and www.undp.org/MDG'S

Forging partnership

Participation and partnership for MDG's are not only essential for the goals themselves, but they are also beneficial to the actors as well. For example, it provides the civil society organizations a platform to hold their governments accountable; it legitimises their advocacy that poverty reduction should be the over-riding objectives of all national policies; it provides them with an opportunity to link their work in broader contexts; it given them a chance to forge relationships and finally, it helps them developing new skills. For national governments, the partnership provides them with a means to draw on others' resources, both human and financial, to fulfil their commitments. The MDG's gives the developed world the chance to prove that it is serious about eradicating human poverty in the developing world, they care about the development of this world and they are firm in fulfilling their commitments. It provides the UN system with a common platform, in which it can harmonize and coordinate their action in a unifying way.

Participation and partnership for MDG's is not an option, it is, in fact, mandatory for *two* basic reasons. First, human poverty fundamentally represents violation of human rights of poor people. The MDG's, being goals to overcome basic human poverty, symbolize the commitment to restoration and protection of human rights of poor people. It requires a rights-based approach to development, in which people can make a *claim* for the protection of their rights and all the development actors, as the *duty holders*, are bound to fulfil that claim. It is, therefore, mandatory for all the development actors – governments, private sector, civil society, international community including bilateral and multilateral donors and the UN system – to undertake initiatives to fulfil their respective duty to meet the claim, i.e. the achievement of MDG's. Second, nearly 150 Heads of States and Governments have signed the Millennium Declaration on behalf of their states and people. This has committed all the signatory countries and all the institutions within those countries liable to work for that commitment. These institutions not only include the government, but also civil society and the private sector.

Participation and partnership should not end in blame games whenever there are problems. This can only happen if commitment and sincerity are the basis of participation while mutual respect and trust, clear identification of each partner's respective roles and responsibilities, based on broad-based dialogue and consensus, and transparency and accountability are the basis of partnerships.

Whether it is advocacy and awareness building or contextualization of the MDG's or developing a policy framework or resource mobilization or monitoring and reporting, the issue of partnership building is crucial. Let us take the case of resources mobilization. All the strategies, identified in that area, would require alliances and partnerships among various actors. Tax reforms are not politically palatable, yet necessary. Thorough dialogues and discussions, arbitrated by international development partners, governments may be persuaded to do so. Exchanges of experiences, facilitated by the UN system, can also convince the unwilling partners to go ahead with the reforms. The same is true for reviving the 20:20 initiatives. Stronger sectors like defence and physical infrastructure may not be too sympathetic to directing more resources to such soft sectors as health and education. Civil society organizations can partner with communities to initiate social movements in favour of reviving the 20:20 initiative.

The issues of enhanced ODA and the generation of resources through different mechanisms would require partnerships across borders. Developing countries through regional compacts can make a stronger case for increased ODA as well as on issues of debt relief, reductions of subsidies and tariffs in the developed world.

Particularly in global fora, their solidarity and a common course of action can put pressure both on the developed world and the international system to cater to the demands of the developing world.

Capacity development in forging better partnership would encompass;

- Ability to formulate better and more transparent rules of engagement, based on trust, mutual respect and ownership
- Improving substantive capabilities of various actors so that there can be a meaningful partnership
- Enhancing the mechanisms for more efficient and effective interactions, sharing of knowledge and experiences, dissemination of good practices
- Putting in place modus operandi for providing honest feedbacks and evaluating the outcomes of partnerships
- In case of differences and conflicts, instruments and resources for conflict resolution

With capacities in place, some innovative approaches to wards building partnerships can be explored:

- *A country consortium for MDG's* – Within a country, there can be a consortium with the representation from governments at all levels, private sector, institutions of civil society including NGOs, academia, think tanks, media and members from the donor community. Such a consortium will coordinate within the country all aspects of tasks for the achievement of the MDG's. The mandate for this consortium can be extended for interacting with entities across borders and around the globe.
- *A Global Fund for MDG's* : With the money mobilized through the proposals, made in box 8, on debt relief and reductions in the developed world's subsidy and tariffs, a global fund can be created for channelling resources to the developing countries to help them in their efforts to wards realization of MDG's. If agreed in principle, the structure and the modus operandi of such a fund can be detailed out later on. But again, partnerships among institutions from both the developed and the developing world and representations from international organizations may be the key for its operation and success.
- *Regional and sub-regional forums of civil society*: UNDP organized initiatives like Campaigning for Action – Forum for the MDG's in Central and Eastern Africa has clearly shown that such regional and sub-regional forums not only provide a serious platform for collective advocacy, networking, and exchanges of lessons and experiences. It can be a powerful partnership instrument for pushing forward the agenda for MDG's.

VI. Conclusions

"The problem is not that we tried to eradicate poverty and failed, the problem is that no serious and concerted attempt has ever been made."
: Jim Grant, 1991

The achievement of the MDG's critically hinges on capacity development at least in seven areas – advocacy and awareness building and contextualization of the MDG's, pro-poor policy framework, governance and developing institutions,

resource mobilization, monitoring and reporting and fostering partnership. And it is not only the outcome, but also the process that is important. Capacities have to be developed with ownership and leadership. In many areas, capacities do not exist, where they have to be built; but in many others, capacities are latent and they have to be developed. But in both cases, capacities are to be unleashed to flourish creativity and blossom ingenuity for innovative initiatives for achieving the MDG's, which are commitments of the world – developing and developed – to overcome human poverty by 2015. We thus have a choice – to rise to the occasion or not to do that. If we make the wrong choice, then we shall have to repent in this generation, not so much for the evil deeds of the wicked people, but for the appalling inaction of the good people. And who does not know that in the ultimate analysis, human destiny is a choice, and not a chance.

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Annex 1: Millennium Development Goals (MDG's)

By 2015 all 189 United Nations member States have pledged to:

1. Eradicate extreme poverty and hunger

1. Reduce by half the proportion of people living on less than a dollar a day
2. Reduce by half the proportion of people who suffer from hunger

2. Achieve universal primary Education

3. Ensure that all boys and girls completes a full course of primary schooling

3. Promote gender equality and empower women

4. Eliminate gender disparity in primary and secondary education preferably by 2005, and all levels by 2015

4. Reduce child mortality

5. Reduce by two-thirds the mortality rate among children under five

5. Improve maternal health

6. Reduce, by three-quarters the maternal mortality ratio

6. Combat HIV/AIDS, malaria and other diseases

7. Halt and begin to reverse the spread of HIV/AIDS
8. Halt and begin to reverse the incidence of malaria and other major diseases

7. Ensure environmental sustainability

9. Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources
10. Reduce by half the proportion of people without sustainable access to safe drinking water
11. Achieve significant improvement in lives of at least 100 million slum dwellers, by 2020

8. Develop a global partnership for development

12. Develop further an open, rule-based, predictable, non-discriminatory trading and financial system
13. Address the least developed countries' special needs
14. Address the special needs of landlocked countries and small island developing states
15. Deal comprehensively with developing countries' debt problems
16. In cooperation with the developing countries. Develop decent and productive work for youth
17. In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries
18. In cooperation with the private sector, make available the benefits of new technologies – especially information and communications technologies

Source: <http://www.undp.org/MDG's>

Annex 2: List of Country MDG'SRs as of 30 June 2005

1. Afghanistan ('04)	40. Gambia ('03)	80. Niger ('03)
2. Albania (2 Reports - '02 & '04)	41. Georgia ('04)	81. Nigeria + ('04)
3. Angola ('03) +	42. Ghana ('03)	82. Occupied Palestinian Territories ('03)
4. Argentina ('03)	43. Guatemala ('02)	83. Pakistan ('05)
5. Armenia (2 Reports: '01 & '03)	44. Guinea ('03)	84. Panama ('03)
6. Azerbaijan (2 Reports: '04 & '05)	45. Guinea-Bissau ('04) +	85. Paraguay ('03)
7. Bahrain ('03)	46. Guyana ('03)	86. Papua New Guinea ('05) +
8. Bangladesh ('05)	47. Haiti ('04)	87. Peru + ('04)
9. Barbados & E. Caribbean ('04)	48. Honduras ('03)	88. Philippines ('03, '05)
10. Belize ('05) +	49. Hungary + ('04)	89. Poland ('02)
11. Benin ('03)	50. Indonesia + ('04)	90. Romania ('04)
12. Bhutan ('03)	51. Iran ('05)	91. Rwanda ('03)
13. Bolivia (2 Reports - '02 & '03)	52. Ivory Coast ('03)	92. Sao Tome ('04)
14. Bosnia & Herzegovina (NHDR on MDG's) ('03, '04)	53. Jamaica ('05)	93. Saudi Arabia ('02)
15. Botswana ('04)	54. Jordan ('04)	94. Senegal (2 reports - '01 & '03)
16. Brazil ('04)	55. Kazakhstan ('02)	95. Slovak Republic ('04) +
17. Bulgaria ('03)	56. Kenya ('03)	96. Slovenia ('04)
18. Burkina Faso ('04)	57. Kosovo ('04)	97. Swaziland ('03) +
19. Burundi ('04)	58. Kuwait ('03)	98. Syria ('03)
20. Cambodia (2 Reports - '01 & '03)	59. Kyrgyzstan ('03)	99. Tajikistan ('03)
21. Cameroon (3 Reports - '01 & '02 & '04)	60. Lao PDR ('04)	100. Tanzania ('01)
22. Cape Verde ('04) *	61. Latvia ('05) +	101. Timor-Leste ('04)
23. Central African Republic ('03) +	62. Lebanon ('03)	102. Thailand ('04)
24. Chad ('02)	63. Lesotho ('04) * +	103. Togo ('04)
25. Chile ('05)	64. Liberia ('04) +	104. Tunisia ('04)
26. China ('04)	65. Lithuania (2 Reports - '02 & '04)	105. Turkey ('05)
27. Comoros ('04)	66. Madagascar ('01)	106. Turkmenistan ('03)
28. Congo, Republic of + ('04)	67. Malawi ('05) +	107. Uganda ('04)
29. Costa Rica ('05)	68. Malaysia ('05) *	108. Ukraine ('03)
30. Croatia ('04)	69. Mali ('04)	109. Uruguay ('03)
31. Cuba ('05) +	70. Mauritania ('02)	110. Venezuela ('05)
32. Czech Republic + ('04)	71. Mauritius (2 Reports - '01 & '03)	111. Viet Nam (3 Reports - '01 & '02 & '03)
33. Djibouti ('03)	72. Mexico ('05)	112. Yemen ('03)
34. Dominican Republic + ('04)	73. Moldova ('05)	113. Zambia ('04)
35. Egypt (2 reports - '02 & '05)	74. Mongolia ('04)	
36. El Salvador ('04)	75. Morocco ('03)	
37. Equatorial Guinea * +	76. Mozambique ('02)	
38. Ethiopia * ('04)	77. Namibia ('04)	
39. Gabon ('03)	78. Nepal ('02)	
	79. Nicaragua ('03)	

<128 Reports>

+ = no hard copy
 * = no soft copy
 * + = No copy at all

Report of the World Café session on day three

Do we need to start doing things fundamentally different?

After the three parallel sessions in which 20 papers were presented and discussed, the conference met in plenary to brainstorm on new thinking around MDG'S localization that had come up during the conference. To provide everybody a chance to actively contribute to this session a methodology was used that is known as "World Café" (for more details see www.theworldcafe.com). At 25 tables that each seated 5 or 6 people, some 130 people tossed up and bounced around novel ideas. At the end of the session two topics that had dominated the table discussions, were further elaborated in plenary. This is a brief report on the World Café session, based on the plenary discussion and written reports from each table.

The question that was debated:

Do we need to start doing things fundamentally different to reach the MDG'S's in 2015? And if yes, what?

The one issue that created most passionate discussions was the need as African people to **change our mindset**. "Do you feel inadequate?" was the rhetoric question a participant from Zimbabwe asked the conference. "I don't. Then, why do we continue to allow ourselves to be portrayed as *inadequate* and *incapable* of improving our own lives, so often that we start believing it? We need to move beyond this poverty mindset, especially us, as leaders and facilitators of change. Because our attitude gets translated to all levels, including to our communities, leaving our people spiritless, as mere spectators and without initiative, with a kind of desperation that is only seeking for help from outside. It is time we take our fate into our own hands and radiate confidence to each other and to the rest of the world that we are making a change."

At most of the tables similar statements were recorded. It was concluded that as citizens we have many rights, but these rights come with obligations and responsibilities to our communities and society, and we all need to be aware of that. On empowerment: "At the grassroot level people don't have the desire to change; powerlessness has been planted in them. We need to facilitate a process that will make these communities more inward looking for solutions". "Fake participation" was noted to have entered into our practice, where we make use of pre-fabricated tools to engage communities. "But the engagement is not sincere and we often realize it, but our loyalty lies with our reports and careers, not with the poor."

Another set of discussions evolved around **accountability**. One table had a very clear message: "As long as local governments, but also NGO's only feel accountable to higher levels, such as central governments and (international) headquarters, we should not even strengthen them! Accountability should be foremost to citizens of the country, to the poor. As long as that realization does not sink in, our efforts to reach the MDG'S targets will prove to be futile". Many table discussions brought similar insights, suggesting we need to move beyond structural (upward) accountability and that we need to integrate an African value system into a framework for accountability. One table emphasized that it is necessary to engage influential women in such accountability framework so that women's interests are safeguarded. It was mentioned a number of times that people should and can make contributions to the local development process, so that they own that process and become engaged. "Why do people voluntarily

contribute so much to funerals, where they seem reluctant to invest in the living?"

Fostering local leadership appeared high on the discussion agenda's: "Everybody has the potential to be an agent of change. We tend to forget that! Instead we, as capacity development advisors, are focused too much on government. We need to focus on individuals within communities as leaders and support them with leadership programmes". "We need to view people as co-creators of wealth and development, not just recipients of one programme or another. We need to show them they can demand services and information from higher level." This is not an easy task, as one participant exclaimed: "Everybody wants to be a leader, but nobody does it! We have to groom visionary leadership at local level that is not selfish or corrupt, that is committed to its people."

It was mentioned a number of times that we need to stop **wastefulness**, spend less on ourselves and more on our beneficiaries, be more business-like. We tend to always think that *others* should stop wastefulness, but we should not deceive ourselves. One of the ways we waste money is to continue *talking* about action and planning, without **taking action**. We need to act *now*, if we want to make a chance in achieving the MDG'S's.

After the conference, one of the participants sent us a quote from the speech of Wangari Maathai addressed at Nelson Mandela's birthday. The quote resonates the essence of the World café session:

"Over the past 30 years of work in Kenya I discovered something that is still not clear to me. It is perhaps the most unrecognized problem in Africa today, especially at grassroots level. It is the level of disempowerment of our people. Wherever it comes from, it manifests itself in the form of fear, lack of confidence, low self-esteem, apathy and lack of enthusiasm to take charge of ones life and destiny. To the disempowered, it seems much easier and acceptable to leave their lives completely in the hands of third parties, especially governments.

At the Green Belt Movement, to assist community members understand the need to take charge of their destiny and overcome apathy, we initiated education seminars to identify problems, their sources and solutions. This became a process of self-discovery and self-empowerment. It would take a long time but eventually participants believed in themselves and became more independent and self-reliant. They embraced some of these values mentioned above and developed a real desire to better themselves and their immediate environments. Eventually they were even willing to work for the common resources like forests and public parks".

Closing Speech

By the Honourable Musikari Kombo; Minister for Local Government of the Republic of Kenya

Your Excellencies,
Honorable Ministers,
Mayors,
Distinguished delegates,
Ladies and gentlemen

On behalf of His Excellency the President of Kenya, Hon. Mwai Kibaki, please join me to applaud the Government of Uganda and the Hon. Minister of Local Government, Hon. Professor Tarsis B. Kabwegyere for hosting us and according us this memorable hospitality.

I would also like you to join me in thanking SNV, UNDP and MDP for organizing this conference and providing an opportunity for our development practitioners to meet and deliberate on the challenges that our Sub-region faces today. I would like to acknowledge the commitment, dedication and foresight of all of you and for your valuable contribution to development of practical approaches to address the said challenges.

One of the main issues emerging from this conference and where we seem to have great consensus is that while all sectors -private and civil society organizations- in the successful realization the MDG's, the catalytic role of our Governments in stimulating and setting up of institutional and policy framework is very important. As such I would like to urge all Government officials present to embrace this chance to play that role and indeed all delegates present to do all that is necessary to ensure the existence of such a framework. We also need thorough understanding of the guiding principles by all those concerned.

I would like to add my voice to that of other African leaders in observing that although we have spent a third of the fifteen years for the implementation of the MDG's, Africa in general and Sub Saharan Africa in particular is lagging behind, implying that we are not likely to achieve the MDG'S by 2015 as envisaged. This is not good for Africa, a continent traditionally plagued by HIV/AIDS and rapid population growth, in the face of limited resources, low capacity, illiteracy, disease, and of course destruction of the environment at unprecedented levels.

Yet, what is required to achieve the MDG'S, or put differently, to overcome the challenges that we face today is within our means. Take the example of peace and security in the achievement of MDG's calls for addressing the needs of our communities as a way of reducing tension and creating peace and harmony. Regarding issues of governance, capacity and ownership, this conference has acknowledged (as other fora have) that while the demand for governments to deliver total devolution to levels as closest to the communities as possible, we need to invest our energies and resources into building the capacity of communities to demand and exercise their rights and duties in order for

governance to be meaningful. We have also agreed here to devise and adopt more innovative approaches to delivery of social service to our communities.

In Kenya, my Ministry has taken considerable steps to concretize decentralization by creating and streamlining the use of LATF and LASDAP funds through the creation of communities at the local level that will enhance monitoring of these funds. In the NARC Government, my Ministry has made considerable strides in moving towards local service delivery to residents from more centralized local governments to lower levels with a view to improving on quality and responsiveness in the process. More activities are now based at the ward level which has improved on accessibility to the services. Civic education has also been introduced to encourage the local residents to articulate their needs and cut down on misuse of local council funds.

Ladies and Gentlemen, our hope lies in the fact that the MDG's are the most broadly supported, comprehensive and yet specific poverty reduction targets the world has established. We should also be happy about the fact that the targets are achievable and that we have support at all levels. I am happy to note that our deliberations have yielded practical and feasible courses of action to this effect. But I would like to urge you to put the process of localizing the MDG's in the context of the overall sustainable development framework so that we are able to move in a systematic and holistic way and to avoid the mistakes identified in the past.

Different case studies presented here have illustrated that we represent societies with different social, cultural, political and even institutional set up. This calls for a need to design country- or even community-specific programmes or interventions and I have no doubt that this will not only enhance the achievement of MDG'S but also realization of the development aspirations of the communities.

I urge all of us present to do our part faithfully and with all the commitment we can marshal to contribute to the attainment of the MDG's.

I would like to pledge the commitment of my Government to support this process through mobilization of our leaders at home and in the Sub-region.

Before I close this conference, in my capacity as the host of the Africities Summit slated for September 2006 I would like to formally invite you to attend this all important conference.

Once again I thank you all for your participation and contributions. I therefore take this opportunity to officially close this conference.

Annex 1. Aide Memoire

TOWARDS MDG LOCALISATION IN AFRICA: Options and Experiences REGIONAL SNV/UNDP/MDP CONFERENCE FOR EAST AND SOUTHERN AFRICA Kampala, 10-11 August 2005

Background paper for key-note speakers

Introduction

At the initiative of SNV/East and Southern Africa, SNV, UNDP and MDP have come together to organise a regional conference on MDG localisation in Africa²⁴. A separate Conference Announcement describes the background to the conference.

This Aide Memoire has particularly been developed to sketch the debate and raise questions, which fruitfully could be addressed by key-note speakers, who will be invited to address the conference. The key-note speakers will be requested to address the issues, raised in this paper, either challenging or supporting the statements and views, and addressing dilemma's noted. The key-note speakers will be requested to present an overview of the debate in their particular field, and describe the justification and rationale for the various approaches. The key note speeches will be delivered in plenary sessions. Case studies and practice descriptions related to the sub-themes of the conference will be invited and presented in sub-conference sessions.

I. The MDG's in Africa

In 2000 some 189 governments signed the Millennium Declaration at the UN General Assembly, committing the international community to halve world poverty by 2015. A number of other Millennium Development Goals were also agreed to, relating a.o. to education, health, HIV/AIDS, gender, water and sanitation, etc. A final eighth MDG is relating to a global partnership, including specific commitments in the field of trade, finance, aid, debt, technology and essential drugs. This is certainly not the first time that the international community has committed itself to specific goals and targets. However, the fact that none of the earlier defined goals were totally achieved does not discredit necessarily the MDG process. Richard Jolly (2004), in his review of earlier agreed global goals notes that the question is not so much whether total achievement is possible: "...although none of the goals have been achieved by the target date in *all* developing countries, several of the global goals have been achieved by

²⁴ Conference Organiser: Kees de Graaf (kdegraaf@snvtanzania.org)

Preparation Aide Memoir: Rinus van Klinken (rvanklinken@snvtanzania.org). Final submission: 12 May 2005

developing countries as a group..." (70)²⁵. He mainly attributes this to the mobilising and focusing effect of global targets. The mobilising effect of the MDG's is possibly even greater than for previous goals: "The Millennium Development Goals are the most broadly supported, comprehensive, and specific poverty reduction targets the world has ever established...."²⁶

It is difficult to assess whether the year 2005 marks a wake-up call to the world community to make a definitive attempt at reaching the MDG targets, or whether it is just a fashionable item which will disappear from the agenda once the world events planned for this year have passed. Although together with the Millennium Declaration the UN secretary-general published a Road Map in 2000 for achieving the MDG's, it appears that most of the past five years have been spent on debating and reflecting and internalising the MDG's. It is only now in 2005 that world attention has become focused. In September, 2005, the UN General Assembly will evaluate on where we are in terms of achieving the MDG's, considering that it is 5 years ago that the declaration was passed and that 10 years remain to the target date (2015). Driven by that event, in January 2005, Prof. Jeffrey Sachs published a report from the UN Millennium Project quantifying the plans required for achieving the targets, while in March 2005 the British Prime Minister Tony Blair released the report *Our Common Interest*.²⁷ The latter report is specifically geared toward preparing Britain for its chairmanship of the G-8 summit and the EU later this year. These events have moved the MDG's to the centre of the development debate.

Where do we stand with only one decade to go? The global record is mixed: "The world has made significant progress in achieving many of the Goals. (...) But progress has been far from uniform across the world – or across the Goals."²⁸ Unfortunately, most of the problems are concentrated in Africa. Some of the head-line indicators for Sub-Saharan Africa are:²⁹

- Some countries have seen progress in reducing the proportion of undernourished people, but overall proportions remain high with little change.
- In primary education the Region is significantly off track. Most poor children who attend primary school in the developing world learn shockingly little.
- Gender equality remains an unfulfilled goal, and the education parity target for 2005 will be missed in most countries.
- Child mortality remains extremely high and is on the rise in some countries.
- Maternal mortality remains unacceptably high, reflecting low public attention to women's needs and inadequate access to sexual and reproductive health information and services, including emergency obstetric services.
- HIV/AIDS is pandemic in southern Africa and poses a serious threat, particularly to women and adolescents, elsewhere on the continent. The incidence of tuberculosis is still extremely high, and is increasing as an opportunistic infection associated with HIV/AIDS. Malaria, an ecologically based parasite, is pandemic in the Region.

²⁵ Richard Jolly (2004) Global Development Goals: the United Nations experience, *Journal of Human Development*, vol. 5 (1): pp. 69-95. A similar argument, i.e. that not all countries could realistically aim for achieving all the MDG's by 2015, is increasingly entering the MDG debate.

²⁶ UN Millennium Project (2005) *Investing in Development: A Practical Plan to Achieve the Millennium Development Goals*. Overview. www.undp.org, page 2.

²⁷ UN Millennium Project (2005) *Investing in Development*, and Commission for Africa (2005) *Our Common Interest: report of the Commission for Africa*, www.commissionforafrica.com

²⁸ UN Millennium Project (2005) *Investing in Development*, page 8 and 9.

²⁹ UN Millennium Project (2005) *Investing in Development*, page 9-12. The UN Human Development Reports for 2002 and 2003 have also country-specific as well as regional overviews.

- The share of population with access to improved drinking water supply has not increased substantially in the past decade.
- SSA has experienced substantial environmental degradation over the past decade, which could very well worsen as a result of long-term, manmade global climate change. Many countries are struggling because their natural resource base – specifically the forests, fisheries, soil, and water that survival and livelihoods depend on – is progressively degraded and subject to rising levels of pollution.

Whereas the overall picture of Africa is gloomy, it would be worthwhile to explore whether beyond these statistics and broad statements a more differentiated picture can be constructed, and whether that would make a difference to our understanding of the situation.

With progress for the first 5 years out of the 15 between adoption and benchmark far from convincing, the question is whether in order to progress we need 'more of the same' or whether we have to start doing things radically different. The Sachs report is unequivocally advocating the former: "the specific technologies for achieving the goals are known. What is needed is to apply them at scale." Therefore: "All that is needed is action."³⁰ However, more critical voices are entering the debate. MDG's are not just simply achieved by exhortation, with sympathetic policy-makers suddenly developing pro-poor policies. Present policies are more determined by "calculated ignorance"³¹ rather than lack of information, while the current situation may similarly reflect "a much deeper malaise in development thought and practice."³² If we realise, that "the problems of today cannot be solved with the concepts that caused them in the first place"³³, than a more radical approach may be required than hitherto featured in the debate. An interesting avenue for that may lie in the recognition that MDG's are fundamentally located in a human rights framework. The Declaration provides the opportunity for this by its explicit commitment to the *right to development*. This could significantly shift the debate. Following the Sachs report's focus on investments for infrastructure and service delivery, it is difficult to see how the causes of poverty are going to be addressed. "(S)hifting the discourse from service-delivery and clients, to that of rights-based claims and citizens, is key to challenging underlying structural power relations and the causes of marginalisation."³⁴ Such an approach may also accommodate the criticism, that the MDG's focus the development debate on quantifiable indicators, rather than on quality and process.³⁵

One significant strand in the MDG debate are efforts to link it with existing processes. There has been a determined attempt to create alignment between the MDG's and the Poverty Reduction Strategies (PRS), prepared by most countries in Africa. Questions have been raised whether simple 'alignment' is possible and sufficient. How can a fundamentally (macro-) economic instrument (as PRS) be related to social indicators (MDG's)? Is this not a mere artificial exercise, through which the PRS become more acceptable and are given 'a human face', while hiding its true nature in the economic prescriptions? By linking MDG's

³⁰ UN Millennium Project (2005) *Investing in Development*, page 1 and 2.

³¹ Jan Pronk (2003) *Collateral damage or calculated default? The Millennium Development Goals and the politics of globalisation*. Inaugural address at ISS, The Hague. www.iss.nl, page 8.

³² Keith Bezanson (2004) Rethinking Development: The Challenge for International Development Organisations, *IDS Bulletin*, vol 35 (3): pp. 127-134

³³ Keith Bezanson (2004) Rethinking Development, page 127.

³⁴ Salil Shetty (2005) Can a Rights-based Approach Help in Achieving the Millennium Development Goals?, *IDS Bulletin*, vol 36 (1): pp. 73-75. Quote from page 75.

³⁵ Richard Jolly (2004) Global Development Goals, page 82.

to national PRS processes, MDG's become susceptible to the two fundamental criticisms of the latter process:

- The PRS process is often regarded as donor-driven. Countries only prepare PRSPs in order to gain access to donor funding. Although national agreement on the plans is important, crucial to their viability is approval by the World Bank and IMF, which in turn will lead to acceptance by bilateral donor agencies.
- The PRS process is also government-driven. Although the World Bank has developed guidelines to ensure civil society inputs into the process and to facilitate a broad-based national consensus between stakeholders, the practice is different. Government ultimately decides on its priorities and carries out the negotiations with donor agencies. With civil society in most African countries weak, consultation is often narrow and limited. NGOs play a 'surrogate' role in this process, acting as 'partners' and thus usurping space for popular participation and legitimising the process.³⁶

Nevertheless, the PRSs in many African countries offer crucial opportunities for steering national policies into the direction of MDG attainment. The PRS is then seen as a short-term plan for achieving the longer term MDG targets. It is not clear in how far this alignment has actually taken place: have a few social indicators been inserted into a macro-economic plan? Or do the MDG-friendly PRSPs present a focused and determined attempt to achieve the MDG targets?

Is there a clear and agreed idea on what such a '*focused and determined attempt*' should look like? What is the way forward? Taking the Sachs and Blair reports as basis, it appears that there is consensus on three key requirements for MDG attainment:

1. More donor funds. Based on total investment needs of USD 110 per person per year in Africa, the Sachs report estimates the costs of meeting the MDG's in all countries at USD 121 billion in 2006, rising to USD 189 billion in 2015. This will require an increase in (ODA) aid from USD 65 billion (2002) to USD 135 billion (2006) and USD 195 billion (2015) respectively.³⁷ The Blair Commission, using a slightly different approach, argues for additional aids funds of USD 25 billion per year between 2005 and 2010 to complement projected increased domestic revenue.³⁸ Most of these funds are for improved service provision (health, education, water) and investments in infrastructure (to support productive sectors).³⁹
2. Better governance. The Blair report argues: "Better governance must be at the heart of the African resurgence and it must be managed by Africans. (...) This Commission argues that the building of an effective state is vital for development: a state that delivers an environment for growth, fosters delivery of education, health and other services, and provides security for its people."⁴⁰ The Sachs report uses good governance (plus absorptive capacity) as the criteria for selecting 'fast-track' countries

³⁶ Issa Shivji (2004) Reflections on NGOs in Tanzania: what we are, what we are not, and what we ought to be, *Development in Practice*, vol 14 (5): pp. 689-695.

³⁷ UN Millennium Project (2005) *Investing in Development*, page 57. For the USA to play its part in this increase, it requires to add USD 40 billion to the current USD 16 billion designated for development aid. Is that feasible? Maybe, as it "equals approximately half of Washington's annual spending on Iraq and Afghanistan". Jeffrey Sachs (2005) The Development Challenge, *Foreign Affairs*, vol 84 (2): 78-90. Quote from page 90.

³⁸ Commission for Africa (2005) *Our Common Interest*, page 316.

³⁹ The Commission for Africa recommends half of its proposed increase in aid to go to health, education and HIV/AIDS, with another one third going to infrastructure (page 13).

⁴⁰ Page 86. Prof. Chabal defines the minimal role of the state slightly different and more specific. In addition to the roles mentioned by the Commission for Africa, he also mentions: a basic administrative organisation for underpinning regulatory and enabling functions and to ensure that there is a financial and banking infrastructure. Patrick Chabal (2005) States and Governance: the limits of decentralisation, public lecture delivered in Nairobi on 22 March 2005 (mimeo), page 5.

for a rapid scale-up of development aid (recommendation 4). Poor governance is either caused by corrupt leadership or “because the state lacks the financial resources and technical capacity to manage an efficient public administration.”⁴¹

3. Better international system: The Sachs report mentions it in passing (“High-income countries should open their markets to developing country exports”⁴²), but the Blair report is more emphatic. It devotes an entire chapter to it, and argues for “creating a fairer international trading environment that removes the obstacles Africa faces in exporting its products, including making preferences work.”⁴³

The strong international consensus appears to be that MDG-aligned PRSPs, supported with strong donor funding, are the best way forward in ensuring that most countries are going to reach most MDG targets by 2015. Therefore, all efforts should be focused on creating consensus and mobilising support for this approach.

II. MDG localisation

More recently, the ‘localisation of MDG’s’ has entered the debate⁴⁴. Whereas originally it appeared to be used (mainly within the UN-system) for locating the global Goals at national level, it is increasingly being used to describe the process for taking the MDG’s to the below-national or local level. However, it can be taken to mean two different things. Either, it is seen as a complementary and supporting process to the national (largely PRS determined) policy setting, and therefore it is more pre-occupied with implementation issues. Or it can be seen as an important pre-condition, as due to the large gap between state and society in Africa national plans and programmes are ineffective⁴⁵. In that case the focus is on the role of communities and local actors to create ownership and to ‘making it happen.’

Both the Sachs and the Blair report are concerned about the capacity of the state in Africa. There is no shortcut to increasing that capacity quickly. There is some attention for civil society and local governments in both reports, but they are seen as part of the same problem. “Devolving power and the provision of services to local units and layers of government has potential as an effective means of bringing politicians and policy makers closer to clients and making services more effective. (...) However, at the local level, institutions and participatory development mechanisms are often weak, resulting in poor service delivery...”⁴⁶

However, within the current capacity limits at both central state and local level, implementation can be improved by changing relationships between central and

⁴¹ Page 35.

⁴² Recommendation 8, page xvi.

⁴³ Page 277.

⁴⁴ The Government of the Philippines appears to be the first to have taken MDG localisation serious, calling its Local Government Units (LGU) the “front-line institutions in the fight against poverty”. It has published the following manual: Department of Interior and Local Government (2004) *LGU Guide on MDG Localization*. At www.lga.gov.ph.

⁴⁵ Chabal and Daloz argue that “in most African countries, the state is no more than a décor, a pseudo-Western façade masking the realities of deeply personalised political relations.” Patrick Chabal and Jean-Pascal Daloz (1999) *Africa Works. Disorder as political instrument*. Oxford: James Currey. Page 16.

⁴⁶ Commission for Africa (2005) *Our Common Interest*, page 144. This is a recurring theme in the decentralisation debate.

local level. The MDG's are far too ambitious for a relatively weak state to drastically expand its performance through top-down, command-and-control management.⁴⁷ In order to carry out the ambitious plans, government needs to provide leadership and inspiration for a process of political and social mobilisation, rather than seeking to deliver implementation through the bureaucracy.⁴⁸ This would entail greater autonomy for local government. Currently, local government is often seen as part of the state bureaucracy, concerned with implementation of nationally determined policies. Funding is often provided through ear-marked grants, with central control focusing on whether funds have been spent according to the relevant guidelines and for the intended purpose. More recently, local government is often regarded as a semi-autonomous government agency, with some management autonomy in its operations. Block grants can then be provided to local governments, with centralised control of outputs (i.e. formulating and measuring performance targets and setting benchmarks). The hierarchical relations remain the same, however, with the only difference being the locus of top management's jurisdiction. Furthermore, both systems require significant oversight capacities at the central level. An alternative is to focus on the design of the system, i.e. ensure that a local government system is in place, in which there is effective political control and participation of local citizens is ensured. The crucial role of central government is on system maintenance, ensuring that participatory and accountability processes are adhered to.⁴⁹

A different justification for the localisation process derives from the character and ambitions of the MDG's. There is rather a long distance between the MDG's and 'local needs', yet "deprivations faced by 'the poor' are experienced locally".⁵⁰ Therefore: "The goals can not be attained without community action at local level. Quality should be defined in terms of priorities and objectives set by people rather than authorities. Meeting the MDG's requires recognition of the desires, aspirations and initiatives of poor people themselves and thus of local processes."⁵¹ So, rather than seeing the MDG's as technical, neutral and universal targets, they can instead be seen as a unifying framework, within which individual communities are to be empowered to set their own choices and priorities.

So, how could a **possible model** of MDG localisation look like?

Within the framework of the MDG's, the local government initiates and leads a process, through which local actors and communities – men and women – first create insight into the local poverty situation, focusing on the MDG-related indicators. This is then followed by a joined analysis of the causes of poverty and an agreement on an action plan. This plan would reflect the local priorities for activities to be carried out in order to achieve the MDG targets in that particular community. This action plan is then formalised in a local *compact*, committing all local actors, including local government, deconcentrated parts of central government and its agencies, NGOs, community organisations and private sector, to its implementation. In many localities, a formal role of traditional institutions in this compact would

⁴⁷ In any case, the bureaucratic preconditions are not there within the present state system. Chabal and Daloz (1999) *Africa Works*, chapter 1.

⁴⁸ Richard Jolly (2004) *Global Development Goals*, page 79

⁴⁹ Based on: Martha Feldman and Anne Khadadian (2000) Managing for Inclusion: balancing control and participation, *International Public Management Journal*, vol 3 (2): 149-167.

⁵⁰ David Satterthwaite, ed (2003) *The Millennium Development Goals and Local Processes: Hitting the target or missing the point?* London: IIED (www.iied.org), page vii and 18.

⁵¹ Jan Pronk (2003) *Collateral Damage or Calculated Default*, page 17.

greatly enhance its legitimacy⁵², as would religious institutions. Through a joint monitoring process, the organisations committed to this plan would keep track of progress and impediments.⁵³

Many of the elements of this approach are not new, and are being practised by many local governments and NGOs at local level. In addition to some more innovative approaches (e.g. working according to locally developed indicators) the key innovation is the mobilisation of disparate efforts to work in one direction. The leadership role of local government will be crucial for its delivery.⁵⁴

The strength of the above model is, that it is based on local ownership, with local actors *internalising* the MDG's. The MDG's are also *translated* for the local conditions, and the local *prioritisation* enhances focus. The strengths are however also its potential weaknesses. One of the strong advantages of the current MDG debate, and its translation at national level into PRSPs, is the coherence and focus in development interventions. The risk of a too strong localised MDG process is that different communities may choose for different priorities and plans, thus diluting focused effort for MDG attainment. The model is also subject to the same risks and criticism as for decentralisation: the risk of 'elite capture' and 'male capture', exacerbating ethnic loyalties, weak local capacities and entrenching regional inequalities.⁵⁵

In order to move the debate forward, a discussion needs to be initiated about possible MDG localisation models, challenging and/or elaborating the above presented model. This discussion also needs to engage with the question, which of the required services and infrastructure investment can be managed at local level, and which requires central control or could be a hybrid of the two. Experience suggests that there is no single blueprint for either centralised or decentralised provision of services, but that does not mean that "anything goes and any design is as likely to be successful as any other."⁵⁶ Even the World Bank (2004) has acknowledged that "one size does not fit all", and has even suggested some criteria for assessing how services should be delivered. Its criteria are rather technocratic, however, reserving decentralised provision for those instances in which local government is more pro-poor than national government *and* where clients are heterogeneous (having different needs)⁵⁷. Rather difficult to assess, but at least it provides a start to the discussion on which services can be

⁵² The Commission on Africa note in their report: "... there are forms of effective governance in Africa that are hybrids of traditional and more Western-influenced forms of government. These can offer a form of accountability that can attract loyalty and can deliver forms of governance that people need." (page 144).

⁵³ As part of the PRSP process, the capacity of national institutions dealing with statistics is strongly being enhanced in order to deliver information on indicators relevant for monitoring. Unfortunately, most of the data collection is still upwards, i.e. most information collected at local level is transmitted as raw data to the national level for compilation and analysis. For effective local monitoring, locally designed indicators may need to be developed, for which data can be collected and analysed locally. Cf. David Satterthwaite (2003) *The Millennium Development Goals and Local Processes*, page 21-22.

⁵⁴ An interesting comparison can be drawn with the HIV/AIDS debate: "LGAs are closest to those affected by HIV/AIDS and are therefore optimally placed to intervene. However, LGAs can only succeed at confronting HIV/AIDS by working closely with all levels of government as well as working with local partners in civil society that are fighting HIV/AIDS at the community level." World Bank (2003) *Local Government Responses to HIV/AIDS: A Handbook*. At: <http://www.amicaall.org/publications/response/response.pdf> Page x.

⁵⁵ E.g. Richard Crook (2003) Decentralisation and poverty reduction in Africa: The politics of local-central relations, *Public Administration and Development*, vol 23: 77-88. Also: World Bank (1999) *World Development Report 1999/2000*, Chapter 5: Decentralization: Rethinking Government, pp. 107-124

⁵⁶ Lant Pritchett and Michael Woolcock (2002) *Solutions when the Solution is the Problem: Arraying the Disarray in Development*, Center for Global Development: Working Paper 10.

⁵⁷ World Bank (2004) *World Development Report 2004*. At: www.worldbank.org

provided at local level. The discussion needs to be expanded and enriched on the basis of concrete experiences and practices.

It is the intention for the conference to particularly advance the debate on these issues, i.e. develop suitable models, identify situations where these could work and describe the institutional framework required for their application.

Two particular aspects of this debate will form sub-themes within the conference:

- Whichever localisation model is favoured or possible, the most crucial role for external actors will be the strengthening of local capacities to engage with MDG's.
- No single actor can make a substantial impact on poverty indicators. Whereas partnership approaches form part of most governance instruments at global and national level, at local level partnerships are only slowly emerging.

III. Capacity strengthening for MDG's

There is a consensus emerging within the MDG debate on how MDG targets can be met, which can be expressed by the following formula:

MDG attainment = service delivery + infrastructure + something else.

There is a strong emphasis on improved service delivery, particularly in the area of education, health and water/sanitation as crucial for reducing poverty. There is also appreciation for the need for infrastructure investment, particularly in supporting economic development, e.g. improving the road network but also strengthening research and extension for improving agriculture. But there is also a consensus that something more is required than just money to finance service provision and construct infrastructure. It gets sometimes called 'governance' and sometimes is referred to as 'capacity building'. Possibly both are inter-related: "At the core of the governance problem in many parts of Africa is the sheer lack of capacity of national and local government ministries, and the problems of recruiting and keeping skilled staff, equipped and motivated to do their job."⁵⁸

Within the broader localisation theme, it could be argued that the focus needs to be at local level: "Developing the capacities of nations will be achieved first and foremost at the local level and with the full involvement of local participants. We foresee local government, local communities and the private sector coming together to create vibrant and sustainable economies that will be the permanent basis of long-term national development."⁵⁹ Such a 'development from below', which includes involvement of both men and women, may be an appropriate antidote for the current top-down approaches, in which it is assumed that national policies and programmes will percolate down to local communities. National frameworks and policies are crucial, but progress is only going to be achieved if there is sufficient capacity at local level for implementation.

How is this capacity to be created? There appear to be two contending approaches to capacity strengthening, i.e. a technical and a transformative approach. Within the technical approach, "weak capacity is a matter of poor systems and incentives, poor information, technical inability, untrained staff and

⁵⁸ Commission for Africa (2005) *Our Common Interest*, page 155.

⁵⁹ UNDP (2003) *Capacity 2015. Local results: a global challenge*. Joburg Information kit. At: www.undp.org

lack of money.”⁶⁰ Through sector programmes, consisting of a mixture of policy reforms, organisational improvements and training programmes, in many African countries such capacity strengthening is carried out. Integral to this approach is the concept of ‘roll-out’. On the basis of a design concept (usually informed by international experiences), a particular piece of organisational innovation is introduced to a target audience of ‘street-level bureaucrats’ through a large training programme.

The transformative approach to capacity strengthening is based on the notion that “development is fundamentally about transformation” and that its role must be “to facilitate the transformation of society by identifying barriers and catalysts for change.” Transforming gender relations fits in this approach. To play that role, a close understanding of how societies work is crucial. Capacity strengthening approaches will then go beyond being “task-driven and mission-oriented”, taking a systems-view of development.⁶¹ Within this approach, there is more attention for process, rather than product. Thus, the creation of effective participation in development efforts and the embedding of consultative mechanisms and democratic decision-making in local governments is then seen as of more or at least equal value to the strengthening of its accounting department.

A key contribution of this conference is envisaged to be the identification of suitable, workable and ‘up-scaleable’ approaches to local capacity strengthening in pursuit of the MDG’s and linked to the MDG localisation process described earlier in this paper.

IV. Coalition building for service delivery

The provision of services can either be a government or public function or can be performed by civic institutions. Sometimes, the assessment on who is to provide those services is based on a competitive scheme. In Africa, in the years after Independence the provision of many services were considered to be a government task, embodying the ‘fruits of independence’. With the advent of structural adjustment, room was created for the private sector and civic organisations to increasingly provide needed services, based on a “zero-sum approach to state and civic action.”⁶² More recently, this competitive mindset has been replaced by a more cooperative approach.

Three different types of cooperative arrangements in service delivery can be distinguished. *Complementarity* often sees the government in an enabling role, providing regulation, subsidies and various forms of contracting. *Partnerships* bring different providers, be it private companies, faith-based organisations or NGOs together with (local) government for the delivery of services or a public good under various types of arrangements. A particular form of partnership is *co-production*, through which local government or NGOs work with local communities in the provision of services. Whatever the arrangement, the result has been a fragmentation of service provision at local level. In order to create synergy between these fragmented services, governance approaches are required

⁶⁰ Commission for Africa (2005) *Our Common Interest*, page 12.

⁶¹ Khalid Malik (2002) Towards a normative framework: Technical cooperation, capacities and development, pp. 23-42, in: Sakiko Fukuda-Parr, Carlos Lopes and Khalid Malik, eds, *Capacity for Development. New solutions to old problems*. UNDP/Earthscan. Quotes from page 24 and 27.

⁶² Gordon White and Mark Robinson (1998) Towards synergy in social provision: civic organisations and the state, pp. 94-116, in: Martin Minogue, Charles Polidano and David Hulme, eds, *Beyond the New Public Management: Changing Ideas and Practices in Governance*, Edward Elgar. Page 96.

focusing on creating working relations between organisations in order to meet the increasingly complex challenges at local level.⁶³

Whereas fragmentation in service delivery and partnerships are also common in more advanced economies, an underlying reason for its occurrence in Africa is the incompleteness of the state. The state has hardly ever been able to completely 'govern' social life, leaving room for other entities to fill its place. There are three drivers for alternative service provision:

- Governance: the capacity of government to provide (social) services has severely been curtailed, mainly due to structural adjustment, leaving NGOs and/or community groups to fill the gap.
- Logistical: there are often also geographical reasons that governments in Africa can not cover the more peripheral areas within their country, either due to the dispersed nature of the population, due to security or climatic conditions, creating opportunities for other organisations to come in on a temporary (emergency) or more permanent basis.⁶⁴
- Informal: to varying degrees the formal state has continued to operate side by side with traditional institutions and the informal sector, which in most societies still play a strong role, also in service provision (e.g. health care).

This has created the situation that services are provided by a plethora of institutions and organisations, often defying the neat categorisation of state, market and civil society. Services can be provided by various levels of government (sector ministries, provincial level, local authorities), state agencies (with varying degree of autonomy), private sector companies (foreign investment, local ownership, joint venture, and quite regularly with part-government ownership), NGOs funded by donor agencies, faith-based organisations, membership-based organisations, traditional institutions, informal arrangements, with more often than not the boundaries between public and private, between formal and informal, between local and foreign, rather blurred.

This poses an additional impetus and challenge for coalition building at local level in Africa. No single actor can dominate or even control any given sector. Due to the nature of fragmentation, dialogue and consensus building is fraught with many difficulties, as stakeholder representation is inevitably contentious. Extra care needs therefore be given to create inclusive processes, to cover all parts of societies and to go beyond the formal/informal divide. The consultation process, which is the basis of coalition building and strategic planning at local level, can usefully be supported by practical cooperation of different actors in varying partnership arrangements.

This conference aims to share and deliberate on various local partnership arrangements⁶⁵, in which different service providers come together, as well as practices for creating inclusive consultation mechanisms for coalition building at local level in Africa.

⁶³ Sue Goss (2001) *Making Local Governance Work: Networks, relationships and the management of change*, Palgrave. Also: Rinus van Klinken (2003) Operationalising local governance in Kilimanjaro, *Development in Practice*, vol 13 (1), pp. 71-82

⁶⁴ These two categories are based on: Anuradhi Joshi and Mick Moore (2004) Institutionalised Co-production: Unorthodox Public Service Delivery in Challenging Environments, *Journal of Development Studies*, vol 40 (4), pp. 31-49. For comparable situations, Krishna talks about local communities *deepening* (governance) and *stretching* (logistical) the capacity of the state. In: Anirudh Krishna (2003) Partnerships between local governments and community-based organisations: exploring the scope for synergy, *Public Administration and Development*, vol 23, pp. 361-371.

⁶⁵ Partnerships can also be used for management arrangements, e.g. local natural resource management as co-production between government and local communities.

Annex 2. Detailed conference Programme

**Conference on
MDG Localisation in Africa**

**Organized by SNV, UNDP, MDP
Hosted by the Ministry of Local Government Uganda**

9-11 August 2005, Kampala

Day 1 9 August 2005		
12.00-16.00	Registration	
15.30 - 16.00	Tea	
16.00 - 18.15	Opening Ceremony	Victoria Ball Room
16.00 - 16.15	Introductions by Chairperson	Commissioner for MoLG: Mr. Patrick Mutabwire
16.15 - 16.30	Opening statement Royal Netherlands Embassy Kampala	Honourable Ambassador of the Netherlands for Uganda: Ms. Joke Brandt
16.30 - 16.40	Welcome by MDP	Interim Chair of MDP East Africa: Cllr Josiah Magut
16.40 - 16.50	Welcome by SNV	Regional Director SNV East and Southern Africa: Mr. Gerard Nieuwe Weme
16.50 - 17.00	Welcome by UNDP	Assistant Administrator Director Regional Bureau Africa UNDP: Mr. Abdoulie Janneh
17.00 - 17.20	Official opening Minister of Local Government Uganda	Honourable Minister of MoLG: Prof. T.B. Kabwegyere
17.20 - 17.30	Intro to the conference theme and programme	Director SNV Tanzania and Uganda: Mr. Paul van Hoof
17.30 - 17.45	Intro MDG's UNDP	Acting Resident Representative UNDP Uganda: Mr. Auke Lootsma
17.45 - 18.15	Key note address Review of the MDG's; A common African position	Economic Affairs Unit African Union: Mr. Dawit Mekonnen
18.15 - 19.30	Cocktail	
19.30 - 21.00	Dinner	

Day 2 10 August 2005				
8.30 – 11.00	Plenary	Victoria Ball Room		
8.30 – 8.45	Introductions and day programme	Chaired by: Deputy Assistant Administrator, Deputy Director Regional Bureau Africa: Ms. Elizabeth Lwanga		
8.45 – 9.05	Keynote Speech: Localisation of MDG's	Director SNV: Ms. Annemiek Jenniskens		
9.05 – 9.20	Questions			
9.20 – 9.40	Keynote Speech: Capacity Development for MDG's	Drafted by Senior Advisor UNDP: Mr. Selim Jahan Presented by Christine Musisi, regional UNDP office		
9.40 – 10.00	Keynote Speech: Coalitions for MDG's	Director MDP: Prof. Jossy Materu		
10.00 – 10.15	Questions			
10.15 – 10.30	Conclusions West Africa conference	To be confirmed		
10.30 – 10.40	Introduction to Impact Alliance	Regional coordinator East Africa Impact Alliance: Ms. Janet Awimbo		
10.40 – 10.50	UCLGA declaration on MDG's	President of ULGA and vice-president EALGA: Mr. Otekat		
10.50 – 11.00	Intro to workshops	Senior Advisor SNV Tanzania: Mr. Kees de Graaf		
11.00 – 11.30	Coffee break			
11.30 – 13.15	Workshop Session 1	Victoria	Sheena	Meera
		Localisation	Capacity Building	Coalitions
11.30 – 11.35		Introductions	Introductions	Introductions
11.35 – 11.50		Paper A.1	Paper B.1	Paper C.1
11.50 – 12.05		Questions	Questions	Questions
12.05 – 12.20		Paper A.2	Paper B.2	Paper C.2
12.20 – 12.35		Questions	Questions	Questions
12.35 – 13.15		Discussion and conclusions	Discussion and conclusions	Discussion and conclusions
13.15 – 14.00	Lunch			
14.00 – 15.45	Workshop Session 2	Victoria	Sheena	Meera
		Localisation	Capacity Building	Coalitions
14.00 – 14.10		Introductions	Introductions	Introductions
14.10 – 14.25		Paper A.3	Paper B.3	Paper C.3
14.25 – 14.40		Questions	Questions	Questions
14.40 – 14.55		Paper A.4	Paper B.4	Paper C.4
14.55 – 15.10		Questions	Questions	Questions
15.10 – 15.45		Discussion and conclusions	Discussion and conclusions	Discussion and conclusions
15.45 – 16.15	Tea break			
16.15 – 18.00	Workshop Session 3	Victoria	Sheena	Meera
16.15 – 16.30		Paper A.5	Paper B.5	Paper C.5
16.30 – 16.45		Discussion	Discussion	Discussion
16.45 – 17.00		Paper A.6	Paper B.6	Paper C.6
17.00 – 17.15		Discussion	Discussion	Discussion
17.15 – 18.00		Discussion and conclusions	Discussion and conclusions	Discussion and conclusions

18.00 – 19.00	Break	Lake side
19.00 – 22.00	Barbeque and entertainment	

Day 3 11 August 2005				
8.30 – 9.30	Feedback of workshops day 2	Chaired by Director MDP: Prof. Jossy Materu		
9.30 – 13.00	Workshop Session 4	Victoria	Sheena	Meera
		Localisation	Capacity Building	Coalitions
9.30 – 9.40		Introductions	Introductions	Introductions
9.40 – 9.55		Paper A.7	Paper B.7	Paper C.7
9.55 – 10.10		Questions	Questions	Questions
10.10 – 10.25		Paper A.8	Paper B.8	Paper C.8
10.25 – 10.40		Questions	Questions	Questions
10.40 – 11.00		Coffee break		
11.00 – 11.15		Paper A.9	Paper B.9	Paper C.9
11.15 – 11.30		Questions	Questions	Questions
11.30 – 11.45		Discussion and conclusions	Discussion and conclusions	Paper C.10
11.45 – 12.00				Questions
12.00 – 13.00		break	break	Discussion and conclusions
13.00 – 14.00	Lunch			
14.00 – 18.30	Plenary	Victoria Ball Room		
14.00 – 14.30	Feedback of workshops	Chaired by Director MDP: Prof. Jossy Materu		
14.30 – 16.15	World café	Facilitated by: Senior Advisor SNV Tanzania: Mr. Kees de Graaf		
16.15 – 16.45	Tea Break			
16.45 – 17.45	Conclusions and recommendations	Chaired by: Director SNV Tanzania and Uganda: Mr. Paul van Hoof		
17.45 – 18.15	Closing ceremony Introduction Africities 2006 and closure by Conference host MoLG	- Closure by the Honourary Minister for Local Government of Kenya, Mr. M. Kombo. - Introduction of and invitation to Africities by Honourable Minister of MoLG Kenya, Mr. M. Kombo		
19.00	Dinner			

Annex 3. Workshop programme

The conference papers in the printed compendium handed out at the conference follows the below order.

Theme: A Localisation of MDG's

Presenter: Diane Conyers Institute of Development Studies, University of Sussex
Title: The role of aid in the MDG'S localisation process

Short Abstract:

This paper examines the naivety of the assumptions that the problems of development in Africa are simple and the Millennium Goals can easily be met; and that massive increases in aid are the best way of meeting them. It draws some general conclusions and suggests what this conference can do to enhance the role of aid in the process of MDG'S localisation.

Presenter: Roger Mpande Consultant
Title: Localizing the millennium development goals through national parliaments and local authorities and organised civil society

Short Abstract:

The essay raises key institutional issues for effectively localizing the MDG's. It identifies three key institutions that are critical, the national parliaments, local government authorities and civil society. The paper makes recommendations on how the institutions could ensure that the localization process takes place at both national and sub national levels.

Presenter: Dr. Onward Mandebvu SNV
Title: Development planning in Mwenezi Rural District, Zimbabwe: Prospects for localizing MDG's and attendant capacity development implications

Short Abstract:

By describing the case of Mwenezi Rural District Council the paper assesses the extent to which Local Government culture and practice is amenable to the adoption of the MDG'S community ownership culture of development planning and identifies related capacity development needs

Presenter: Judy Oduma Programme Officer ALGAK
Title: Millennium Development Goals (MDG's) and Local Governance: Local Authorities Lessons and Experiences Kenya

Short Abstract:

The paper discusses the various approaches and experiences of local authorities in the achievement of the MDG's in Kenya looking at Best Practices. In addition, the paper addresses the bottlenecks within the system that need to be addressed

Presenter: Pamela Young Oxfam
Title: Quality Primary Education and the MDG's in Tanzania

Short Abstract:

The paper describes recent gains in Tanzania's primary education sector and argues for a more qualitative and community focused approach.

Presenter: Ayeta Wangusa AMREF
Title: The role of community communication systems in catalysing the MDG's media campaign

Short Abstract:

The paper describes the activities of the Open Knowledge Network (OKN) in Tanzania and describes how enhanced horizontal information exchange can contribute to the empowerment of disabled people.

Presenter: Christopher Mushi UNDP
Title: Localising the Millennium Targets and Beyond: The Experience of CSOs in Zanzibar, Tanzania.

Short Abstract:

This report presents the results of a Participatory Service Delivery Assessment Survey (PSDA) that was undertaken in Pemba Tanzania. The results reveal how beneficiaries evaluate the services and provide useful pointers towards improvement of services and a base for sustained dialogue between service providers and beneficiaries.

Presenter: Dr Chris Roux SNV
Title: The Rwenzori experience: Lessons learnt towards a model for the Localization of MDG'S's

Short Abstract:

This paper introduces a tentative model for defining local development priorities within the MDG'S context and at the same time creating local ownership and coalitions for implementation

Presenter: Joseph Kamuzhanje MoLG planning department
Title: The bottom up approach to localization of MDG's: The case of the Matebeleland South (Zimbabwe) Provincial (PRSP plan 2005-2015)

Short Abstract:

This case seeks to challenge two dominant 'truths' in the localisation of MDG'S debate (a) the top-down approach to MDG'S localisation and (b) that a national PRS is a prerequisite for the MDG'S attainment.

Presenter: Kristof Titeca Ghent University
Title: Civil Society Organisations, Local Government and Political struggles; Formal institutions and informal practises

Short Abstract:

This paper describes the role of Civil Society Organisations on Local level and how they relate to wider societal structures on local government. The paper points out the importance of informal dynamics behind formal institutions as local government and CSOs

Presenter: Abdella, Dinastas & Raad, Helene Utrecht University
Title: Bringing MDG's closer to the people: a case study of Reproductive and child health service delivery in Mwanza, Tanzania

Short Abstract:

This paper describes the processes of health service delivery in line with the localisation of MDG'S 4 & 5. To what extent the involvement of the different actors in the health sector can enhance service delivery?

Theme: B Capacity building for MDG's

Presenter: Stuart Worsley SNV
Title: Localizing Millennium Development Goals in South Sudan

Short Abstract:

The paper describes SNV support to build institutional competency within emerging county authorities (i.e. councils plus administrations) in South Sudan to foster both government by the people and government for the people. It considers the steps that must take place to ensure development focus on MDG's.

Presenter: Eugene van Kemenade SNV
Title: Strengthening the role of CSOs in localizing MDG's at provincial level: a case study in Zambia western province

Short Abstract:

The paper describes how CSOs in Zambia successfully address millennium development goals at a local level. In addition it describes how local capacity builders can strengthen CSOs in this respect with a focus on monitoring and evaluation activities

Presenter: Sibongile Mauye SNV
Title: Gender and voice in service delivery -important link in localizing MDG's

Short Abstract:

The essay describes voice, its dimensions and relationship to gender and argues that the creation of space for voice or amplifying it, is necessary both as a strategy for capacity development and as a means towards human capability enhancement, a precondition for empowerment.

Presenter: Luke Wasonga UNDP
Title: Capacity Development for Realization of MDG's; Case of Southern Africa Capacity Initiative

Short Abstract:

As a result of incidence of HIV/AIDS the capacity needed for efficient service delivery of basic social services to the public has been weakened at all levels. The paper describes the Southern Africa Capacity Initiative (SACI) that introduces innovative ways to tackle this problem.

Presenter: Chabir Hassam SNV
Title: Contributing to MDG'S localisation strategies based on a local level action-oriented and integrated capacity development approach; the case of the pineapple producer associations in the Chibabava District, Sofala Province, Mozambique

Short Abstract:

The paper describes a case of SNV providing capacity building support to a pineapple farmers association in Mozambique and the linkage between local economic development and enhanced service delivery at local level

Presenter: Danny Wijnhoud SNV
Title: Towards MDG'S localization: A practical approach to capacity development for Local Economic Development (LED) in Mozambique.

Short Abstract:

The paper describes a capacity development approach for Local Economic Development (LED) at municipal level in Mozambique aimed at strengthened local governance and sustainable local economic growth

Presenter: Eugene Gatari RALGA
Title: Local Capacity Development in Pursuit of the MDG's; the case of Rwanda

Short Abstract:

This paper analyzes several factors that affect capacity development and localization of MDG's in Rwanda. Further the paper provides alternative approaches that have worked in some districts of Rwanda and have given local governments a special role in contributing to the achievement of the MDG's through the delivery of services to the local communities.

Presenter: Samantha Page LGIB
Title: A technical approach to strengthening the capacity of Local Government. When does it Work and what are the benefits and challenges

Short Abstract:

The paper presents several cases and addresses the value of international partnerships as a cost effective way of building the capacity of local government especially related to basic service delivery through the exchange of technical expertise.

Presenter: Jean-Michel Dufils PACT
Title: The African Local Governance Index: proposal for methodology

Short Abstract:

The Local Governance Index (LGI) is a tool that can model the complex nature of governance systems and provide concrete analyses for decision-making. This will allow for greater consensus on local governance situation leading to more effective and collaborative capacity building interventions.

Theme: C Coalition for MDG's

Presenter: **Raphael Magyezi** Uganda Local Government Authorities (ULGA)

Title: **Local coalition building for service delivery: The city community challenge partnership in Uganda; a case study**

Short Abstract:

The paper describes the City Community Challenge Programme in Uganda as an effective instrument for MDG'S realisation through the creation of partnerships at the local level.

Presenter: **Peter Kangwa** Pamoja

Title: **Local Governance approach leads and promotes cooperation and partnership in reaching MDG'S's; Options and experiences of Tanzania**

Short Abstract:

The paper describes best practices related to the promotion of co-operation between local government, the organised private sector and civil society at district level in Tanzania and the role of PAMOJA a local capacity building organisation in these processes.

Presenter: **Fiona Flintan** SOS Ethiopia

Title: **Capacity Development through Action Research and shared learning processes for MDG's and beyond: Understanding and transforming Gender relations in rural Ethiopia**

Short Abstract:

The paper describes how the Gender and Pastoralism Action-Research Project of SOS Ethiopia allows the gender related MDG'S goals to be taken to the local level where they will be discussed and 'localized' by communities and development agents

Presenter: **Benear Odemba** SNV

Title: **"The Great Trek": Demand for infrastructure and local Economic Development**

Short Abstract:

The paper explains how an ad-hoc coalition created national awareness on the need to tarmac a road considered to be the lifeline for pastoralist communities in northern Kenya. The paper highlights factors for success including leadership, ownership, legitimacy, motivation for services and citizen's power.

Presenter: **Yabowerk Haile** Diverstech

Title: **Network Development; a case study for MDG'S localization**

Short Abstract:

The paper describes the Poverty Action Network of Civil Society in Ethiopia (PANE), which facilitates the involvement of civil society in policy design, implementation and evaluation of poverty reduction initiatives. It describes how the network plays a role in localizing MDG's.

Presenter: **Arthur Larok** NGO Forum Uganda

Title: **A Civil Society analysis of the progress, prospects and challenges of attaining the MDG's in Uganda**

Short Abstract:

The describes the CSO monitoring efforts of Uganda's poverty alleviation strategy and argues that Uganda could achieve a lot more with regards to the MDG's if it were possible to mobilize local citizen support for various development interventions.

Presenter: **Dr. Ramson Mbetu** Consultant

Title: **MDG'S Localisation in Africa: Options and Experiences: An Essay on Beneficial partnerships for sustainable advisory services**

Short Abstract:

The essay argues that International organisations providing advisory services for capacity building must enter into new partnerships with local national private sector advisory service providers in relationships that do not undermine their viability and sustainability.

Presenter: Michael Melaku Strategic Alliance Partnership SAP
Title: Strategic Alliance Partnership (SAP) Towards Building Capacities for Dialogue and Collaboration for Service Delivery in Pastoral (Afar) Community

Short Abstract:

The paper describes the activities of the Strategic Alliance Partnership to improve the health and education of the rural Afar Pastoral community in Ethiopia through the implementation of basic service delivery and capacity building for dialogue and networking.

Presenter: Situma Mwichabe (SNV) & Jossy Materu (MDP)
Title: An inventory of Donors supporting local Governance process in East Africa

Short Abstract:

This paper provides an inventory of donors supporting local governance process in East Africa..

Presenter: Dominic Mutege MDP
Title: Coalition building for MDG'S localisation in Africa: The Case of LASDAP in Kenya.

Short Abstract:

The paper describes how participatory planning used in Local Authorities Service Delivery Action Plan (LASDAP) in Kenya has changed community involvement in development planning and the relation between Council and communities.

Annex 4. List of participants

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