Urban Millennium Partnership: Localizing MDGs

LOCAL ACTIONS FOR GLOBAL GOALS

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1. Background:

At the Millennium Summit in September 2000 the member states of the United Nations reaffirmed their commitment to working towards a world in which the highest priority would be given to sustaining development and eliminating poverty. The Millennium Development Goals (MDGs) reflected the agreements and resolutions made at the world conferences organized by the United Nations over the past decade. The goals have been commonly accepted as a framework for measuring development progress.

The MDGs have become the 'organizing framework' for many UN and bilateral programmes. This is because the MDGs contain a broad range of development goals ranging from poverty reduction, health, and gender equality to education and environmental sustainability. "The challenges and opportunities for Millennium Development Goals (MDGs) are varied. What is unique about the MDGs is the time-bound element to them and that they shift thinking away from the input model. The eight goals that have been set encourage donor and partner countries to form compacts and coordination. The MDGs also provide an opportunity for the creation of common global development frameworks".[1]

The guiding principles for the overall UN Core strategy are that:

i) the *potential of the UN has to be mobilized fully* to contribute towards meaningful results,

ii) broad national ownership and participation will be pivotal to the achievement of the MDGs,

iii) partnership, with Governments but also with CSOs and the private sector, will be essential;

iv) *much of the work required to achieve the MDGs is already underway* but demands greater focus and sense of urgency;

Many international finance agencies and bilateral agencies have begun to use the MDG as the 'development' framework for international assistance programme. The national governments, through UN agencies have begun to report on the MDG monitoring. However, as more agencies and national governments get increasingly involved in the process, there are many important issues that have surfaced. The MDGs in themselves are the subject of controversy when it comes to their

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[1] *Gwaradzimba, Senior Evaluation Advisor, Evaluation Office, United Nations, office of evaluation, remarks at The Third Tokyo Workshop on ODA Evaluation 2004*

operationalization. Some countries see them as a subtle form of conditionality, some see them as a framework for action, some see them as a set of generic objectives to guide development cooperation, and some see them as a global consensus without national relevance.

2. Localizing MDGs:

Why localize MDGs?

The MDGs provide a unique opportunity to improve development outcomes. But its target based approach has been questioned. A recent World Bank policy paper on water and sanitation highlights the 'lessons' from the International Drinking Water Supply and Sanitation Decade[2]. It states that "in translating the MDGs into quantitative targets, avoid the "performance by target" syndrome in which time-consuming and often politically difficult processes are bypassed in an effort to quickly show results, and make the case for increased funds". It advocates establishment of sound policies and institutions at national, local and community level in order to ensure sustainable progress; and building capacity at local level for identifying and understanding the specific characteristics of poverty groups and establish mechanisms that respond to demand.

Localizing MDGs is understood by the World Bank as 'adaptation' of the global targets in the national context. On the challenge of how to localize the MDGs, it states, "achieving MDG outcomes by 2015—and sustaining them beyond 2015—will require a break from historical trends in a number of countries. Signing on to global targets without determining the priority to be attached to individual targets in specific circumstances, or developing more feasible localized targets, is risky for donors and developing countries alike. The Bank needs to define the objectives and targets of its country programs with greater specificity based on national targets, set priorities and make the necessary trade-offs".[3]

The recent experiences of PRSPs and UNDAF, the current efforts by UN agencies and multilateral institutions, suggest that they focus exclusively on global and national action plans, and ignore the local dimensions.[4] All the early PRSPs highlighted **governance** concerns, often as a result of public consultations. Several countries, including Burkina Faso and Mozambique, have highlighted good governance as a principal PRSP objective. Most PRSPs, however, did not present a systematic diagnosis of the key governance challenges, and failed to set out intermediate indicators to monitor progress on governance reform.[5]

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[2] World Bank (2004), The world Bank Group's Program for Water and Sanitation, Water Supply and Sanitation Sector Board, January 2004, p.9
[3] *Ajay Chhibber, Director, Operations Evaluation Department, World Bank,* remarks at *The Third Tokyo Workshop on ODA Evaluation* 2004
[4] " ..while many PRSP do mention the importance of good local governance, few succeed in specifying how newly empowered local governments could actually play a more active role in pro-poor services delivery in the more critical sectors (e.g. health, education, rural development, etc.)".
[5] Review of the Poverty Reduction Strategy Paper (PRSP) Approach: Main Findings', Prepared by the Staffs of the IMF and World Bank , March 15, 2002

Internal discussions among UNDP colleagues also address the issues of MDG monitoring and localizing MDGs. In one such discussion, it is suggested that MDGs are global targets and indicators are part of a political consensus that reflects 'averages' but not necessarily particular conditions of a country. The MDGs will become a useful development framework only as they are relevant and realistic to each particular country.[6] Localizing the MDGs is suggested by some as an important way to align the MDGs with national long-term planning and PRSP processes. But it was recognized that a framework for localizing the MDGs needs to be developed to avoid possible cases where tailoring could lead to "national targets" which could be in contradiction with "global targets".

A recent UNDP paper disputes the view that MDG targets are 'easily set but never met'. Target-driven approaches suggest seven "do's": (i) do express the vision of development in an inspiring but measurable way; (ii) do make sure the targets are well known; (iii) do tailor the targets to the national context and local priorities; (iv) do formulate intermediate targets; (v) do constant monitoring; (vi) do provide leadership and (vii) do remember that nothing speaks louder than financial commitments. The latter closes the circle by taking the debate from the issues of 'ideas changing minds' to the aspects related to 'money changing hands'. But it should never come first—as is often the case in practice because real change is ultimately an act of freedom, not an act of compliance with rules and conditionality associated with 'money changing hands'.[7]

In many UNDP country offices, MDGs are being "localized". However, it means different things to different partners- ranging from advocacy at national level, modifying the targets at sub-national level, and working with local authorities. The key issues, identified from UNDP work so far relate to creating awareness and mobilizing local partners for MDGs. Amongst the countries where most progress has occurred is Albania, where the MDGs have become the framework for UNDP assistance. The other countries where some 'localization' is going on are: Philippines, Vietnam, Cambodia, Nepal and Mauritius in Asia; Paraguay and Brazil in LAC; Ethiopia, Senegal, and Zambia in Africa; and Yemen, Egypt and Bahrain in ASR[8]. UNDP-SURF in Bratislava is preparing a publication on UNDP experiences in "localizing MDGs in Eastern Europe". The UNCDF has begun to use MDG framework for its decentralization and finance work in Africa.

Within the UN system, very little work has been done at the local/urban level as yet. In Philippines and Nepal, it is expected that local authorities may be involved with MDG implementation. Municipalities in Brazil have started to prepare HDRs and it may be a useful framework for 'localizing MDGs'. Carapegua, Paraguay, has become the first city to officially take the MDGs as the basis for their development strategy

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[6] Tom Griffin, Sarah Renner and Sharmila Kurukulasuriya, MDG NET and HDR Measurement Network Reference Paper MDG Monitoring and Indicators Discussion 2 May 2003

[7] *Jan Vandemoortele, The MDGs and pro-poor policies: Can external partners make a difference? Poverty Group* United Nations Development Programme, March 2004

[8] UNDP South and West Asia SURF, Localizing the Millennium Development Goals: Some Examples, September 2002

and have tailored them to local needs.[9] Besides these initiatives, there does not appear to be a coherent programme to operationalize MDGs at local level.

This proposal of "localizing MDGs" is prepared in the context of operationalization of MDGs at the local level in urban settlements. This proposal aims to address the common criticism of MDG as a 'top-down' donor driven process. The focus on local level is considered important because the national focus on achieving the 'aggregate' MDGs targets and the current framework of monitoring and implementation, in general, does not take account of the "Urban" and the "Local" dimension. There is, thus, an inherent danger that even if the targets are achieved, the inequalities within a nation across people and places would still persist. The proposal aims to use the UMP city consultation process among stakeholders as its main plank, and let the local authorities and stakeholders take the ownership of the MDG process at local level.

3. Localizing MDGs in Urban areas

MDGs and its current framework of monitoring and implementation seem to ignore the "Urban" and the "Local" dimension. In a recent paper Satterthwaite (2003)[10] raises some concerns about the relevance of MDGs for the urban poor and argues that the institutional structures and processes of international donors and national governments can be incompatible with the effective achievement of poverty reduction in urban areas. Many regional reports (e.g. ESCAP and ADB report) and national reports on MDG monitoring do not report the status separately in rural and urban areas, or at sub-national level. A few countries that do report on sub-national MDGs status, however, do not provide adequate information on the rural and urban differentials. The Millennium Project, and especially the Task Force 8 has recognized that the conditions in urban poor communities, with regard to various MDGs, is likely to be much poorer than the averages for the nation, and special attention needs to be given to the low income and vulnerable groups in urban areas[11].

Why focus at local and urban level?

Urbanization of Poverty: Strategically it is important to recognize that most of the world's population growth will occur in the cities of developing countries. The 21st century will witness massive and rapid urbanization, with two billion new residents in cities of the developing world in the next 25 years. This process, though stimulated by economic development, has also led to sharp divisions in growth between cities and among social groups. The next decade will also witness increased urbanization of poverty. Nearly one billion urban residents in the cities of the developing world are likely to be poor if current trends continue. The number of urban dwellers living in slums and squatter settlements is also expected to rise in these rapidly urbanizing countries. The infrastructure in these cities will be unable to cope with the rapid growth of population. As a consequence, the achievement of Millennium Development targets may be the most difficult in the urban areas.

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[9] UNDG MDG Net 2347Carapegua sets a precedent from Paraguay The First Municipality to adopt MDGs for Local Development

[10] Satterthwaite David (2003), "The Millennium Development Goals and Urban Poverty reduction: great expectations and nonsense statistics", Environment and Urbanization, vol. 15 no. 2, October 2003, pp 181-190

[11] Task Force 8 report for the Millennium project, http://www.unmillenniumproject.org/documents/

A number of recent inter-governmental meetings related to the process of the review of progress of major UN conferences, including the Istanbul+5, WSSD, and CSD, have identified a range of concerns about the present urban context. Some of these are:

(a)   The worsening of access to shelter and security of tenure, resulting in severe over-crowding, homelessness and environmental health problems;

(b)   Growing backlogs in delivery of basic service to urban residents as demand outstrips institutional capacity, financial resources and environmental carrying capacity;

(c)   Growing inequality in cities, manifested in stark residential segregation, increasing violence impacting disproportionately on women, the poor, and more generally intensifying poverty; and

(d)   Lopsided economic growth, displayed in the simultaneous evolution of high-end investments to attract foreign investment and an expanding informal economy with poor labour conditions, resulting in a small elite with vast wealth and a large urban population effectively constituting the 'working poor', often moving between formal and informal economies.

Decentralization: The process of decentralization has been initiated in many member states of the United Nations. In these early stages of decentralization in developing countries, the balance of power and distribution of functions between national/provincial and local governments is still evolving and very unevenly. New forms of urban government structures and decentralization policies are being implemented. In many countries, this has been associated with a move to democratic rule or a return to democracy. In some countries these national efforts have been encouraged by citizen and community pressure for more effective and accountable local authorities. However, some basic service delivery functions still remain in the hands of the national governments.

This emerging process of decentralization suggests that several functions related to the fulfillment of certain MDG goals have remained centralized and un-devolved. Thus, in the implementation of MDGs, national government agencies will continue to be chiefly responsible for the activities and target setting related to these goals. However, implementation of MDGs, should not be left to the national governments alone, but should also involve the local governments, to strengthen the decentralization process. The ushering in of local democracy has inducted a new cadre of political leaders who are often enthusiastic but lack the requisite knowledge and skills for implementing MDGs at local level.

In many countries, the local governments are required to provide basic services, primary education, and primary health care – a spectrum that covers many of the MDGs. Inclusive urban governance addressing the challenges of urban poverty is a necessary pre-requisite for successful implementation of MDGs at local level. Local capacity-building is therefore an important first step in localizing the MDGs. Such capacity development efforts at the local level must include an awareness campaign

for local authorities about MDG framework, and mobilize all the stakeholders to consider MDGs as an integral part of local development process.

4. UMP's Value Addition for Localizing MDGs

Initiated in 1986, the Urban Management Programme (UMP) is one of the largest global technical assistance programmes in the urban sector. The programme, initiated by UNDP and UN-HABITAT, was designed to strengthen the capacity of urban local governments and national governments to enhance the contribution that cities and towns in developing countries make toward development of their own human resources, including poverty reduction, the improvement of environmental conditions, improvement in local governance and the management of economic growth. The UMP has, through its unique governance and management structure of regional offices and anchor institutions, responded to the demands of the national and local governments, and has enabled them to manage their own development more effectively.

Over the past 18 years, UMP and its partners have generated a wealth of knowledge and experiences on urban management in developing countries. Through the various phases of working at global, regional and local level, UMP has been able to promote innovative urban management practices, establish and strengthen municipal networks, and influence local and national urban policies and programmes. It has also established partnerships with international agencies, regional institutions, national and local governments, and civil society stakeholders to promote urban management policies and practices. With a unique governance structure of PRC, it has been able to remain flexible, adaptive and operate as a partnership among UN agencies, bilateral agencies, and anchor institutions. As a result of this structure, it has been able to provide a platform for partners to engage in work related to emerging urban themes and processes (e.g. pro-poor participatory governance, environment, gender, and HIV/AIDS in recent years)

The strengths and value-addition of UMP has been in the following areas:
- *Promoting Innovations*: In the past eight years, UMP partners have carried out participatory pro-poor city consultations in 140 cities in 58 countries. Each city consultation has used one of the themes – governance, poverty, environment, HIV/AIDS, or gender- as an entry point to engage local authorities and civil society groups in identifying local priorities and local actions. UMP innovations are in using various participatory decision-making tools[12], as well as in identifying innovative approaches and actions in dealing with urban poverty reduction.
- *Networking*: Over the years UMP activities have been implemented through a network of 19 anchor institutions and over 20 local and national partner institutions. These institutions are well-versed with pro-poor participatory city consultations. These institutions collectively represent a major network for local level capacity building. In addition, UMP has created and strengthened municipal networks at national and regional level.
- *Knowledge Management*: for the past 17 years UMP has generated urban management knowledge, lessons, tools and policy guidelines. (The total

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[12] See UN-HABITAT (2001), Tools to support Participatory Decision-Making, Urban Governance Campaign

number of publications by UMP regional offices is over 500). Currently, the anchor institutions manage knowledge networks that are excellent repositories of urban management practices and programmes.

- *Advisory Services*: providing technical assistance to local authorities, building their capacities
- *Advocacy*: working with local and national governments on urban policy, working at regional level to promote 'urban' agenda
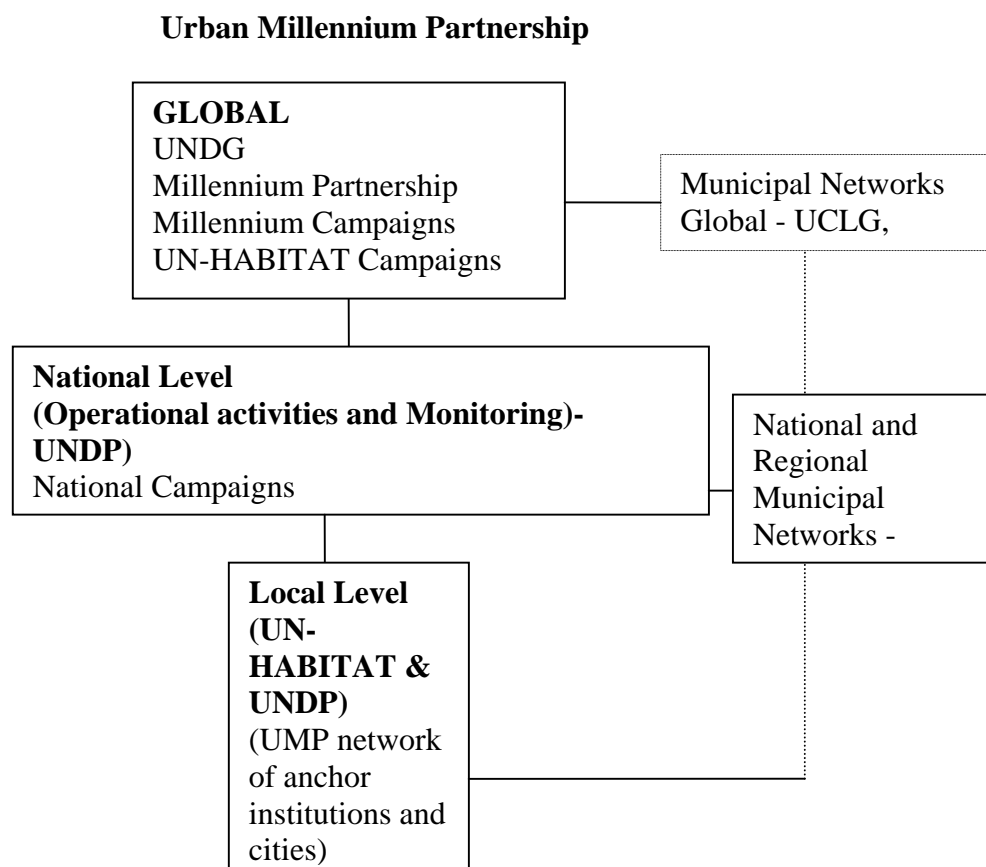
UMP CAPITAL	UMP ACTIVITIES	UMP STRATEGIE
Knowledge Lessons, Tools Guidelines Innovative Practices Networks of Cities and Anchor Institutions	City Consultations Institutional Anchoring Knowledge Management	Advisory services to cities to build capacity Advocacy and for policy and institutional changes Learning Facility and Partnerships

In addition to the above, UMP's added value in MDG implementation is by providing the spatial and geographical focus to MDG targets. In contrast to sectoral development programs/projects by national government, bilateral and multilateral development agencies, at local level can achieve concentration, coordination and integration, and where synergies between and among disparate sectoral programs can become possible. UMP partners can capitalize their city consultation experiences to build a comprehensive programme at local level for MDG implementation.

(comments: The above is more on qualitative outputs; it will be more convincing to donors if this document includes the positive impacts in each region brought by UMP from its experiences. I think the impact/ achievements/ result of UMP can be provided in the proposal as baseline instead of just describing the work and strengths of UMP. The proposed activities can then be easily seen as new targets or next steps of the UMP. This would also show that the proposal does not replicate existing work or duplicates work already done by UMP and its partners.)

5. Urban Millennium Partnership

The proposed Urban Millennium Partnership is designed to work at all the levels-Global, National, and Local – with relevant partners in the UN system, local authorities associations and civil society organizations.

Urban Millennium Partnership

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+--------------------------------+
| GLOBAL                         |          +----------------------+
| UNDG                           |----------| Municipal Networks   |
| Millennium Partnership         |          | Global - UCLG,       |
| Millennium Campaigns           |          +----------------------+
| UN-HABITAT Campaigns           |
+--------------------------------+
        |
+-----------------------------------------+
| National Level                          |       +------------------+
| (Operational activities and Monitoring)-|-------| National and     |
| UNDP)                                   |       | Regional         |
| National Campaigns                      |       | Municipal        |
+-----------------------------------------+       | Networks -       |
        |                                         +------------------+
   +-------------------+
   | Local Level       |
   | (UN-             |
   | HABITAT &         |
   | UNDP)             |
   | (UMP network      |
   | of anchor         |
   | institutions and  |
   | cities)           |
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Annex 1, provides a summary mapping of all UN agencies and partners involved with MDG related activities.

At the global level, through the UNDG, the monitoring and implementation of MDGs are coordinated. At UNDP the Poverty group at BDP is the focal point for MDG reporting. The Millennium Trust Fund at UNDP has been created to assist UNDP offices to prepare MDG reports, hold regional workshops and build statistical capacities for MDG reporting.[13] The capacity 21 programme is now being revamped as C-2015 programme in the context of MDG. Unlike the old programme, which focused at national level, the new programme will also target local efforts.[14]

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[13] See their website for more details on http://www.undp.org/poverty/).
[14] details on http://www.undp.org/capacity2015/

The Millennium Project has developed a national MDG needs assessment framework, based on work done in five countries: Bangladesh, Cambodia, Ghana, Tanzania and Uganda. In each of these countries, the Project and local research partner built upon international best practices to identify, in as much detail as possible, the input targets that would be needed for the country to achieve the MDGs by 2015. *The Millennium Campaign* will mobilise political support for the Millennium Declaration among developed and developing countries. The Millennium Campaign team's principal task is to create awareness and mobilize the civil society actors for achieving MDGs.

At UN-HABITAT, the Global Campaigns on Urban Governance and Secure Tenure have helped to give focus to the normative functions of the organization and to engage into intense *campaigning* activities, in line with the MDGs, both at global and country levels.

The proposed Urban Millennium Partnership on "localizing MDGs" through its work with Local Authorities Associations at global and national level will complement ongoing efforts of various UN agencies and its partners. The proposed activities outlined below identify potential partnerships with ongoing activities related to MDGs with regard to awareness creation, mobilization of stakeholders, monitoring, implementation and capacity building. The Urban Management Programme, through its past 18 years of work with local authorities, has a large network of anchor institutions and local authority's network as its partners, who can take the MDGs at local level and engage the stakeholders in consultation to evolve implementation and monitoring frameworks.

6. Urban Millennium Partnership: Strategic Vision and Approach

The Urban Millennium Partnership is proposed as a transformation of the existing Urban Management Programme. It will use the current UMP capital and strategies and use the partnership with global municipal network, formed at the World Urban Forum by UN-HABITAT and announced at the World Summit on Sustainable Development at Johannesburg in 2002. This partnership called for collaboration with IULA and regional networks of local authorities in order to make progress in reaching the MDGs. [15]

Vision: Localize MDGs using them as the development framework at local level to improve living conditions of the urban poor. The Partnership will promote implementation of MDGs at local level and strengthen the interface between national governments and local authorities in achieving the MDGs. At the local level, this partnership will enhance civic capital (social capital) and strengthen **pro-poor urban governance**.

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[15] *A partnership of local governments and their global, regional and national associations and the United Nations to mobilize and assist local governments in planning and implementing local actions for the realization of the Millennium Declaration and the Millennium Development Goals., "Coalition for Sustainable Urbanization" UN-HABITAT (2002), published for the World Urban Forum, Nairobi 2002*

Pro-Poor governance: Links with MDGs

The link between poverty and governance is well known. UMP focus has been to build capacity of local governments for "pro-poor governance". With the focus on city consultations on a particular theme, there has been an effort to develop local strategies and action plans for poverty reduction.

Problems of poverty and governance are inextricably linked. Weak governance of public institutions imposes direct costs on the poor. For instance, the failure of municipal governments to recognize and protect the property rights of the urban poor creates disincentives for the accumulation physical assets. Widespread exclusionary practices against the poor, particularly the informal sector workers – hawkers, workers in informal enterprises – result in significant insecurity and vulnerability. Institutional dysfunction also imposes indirect costs by preventing local governments from undertaking collective actions on behalf of the poor. Public resources are often misallocated away from high return, poverty reduction activities (for example, primary education or basic infrastructure) because policymaking processes fail to reflect the preferences of poor citizens.

The UMP regional offices and anchor institutions are actively engaged in governance campaign related activities. The UMP city consultations are also oriented towards governance concerns. The focus of these consultations, however, is on one of the themes of UMP. This was seen as an entry point for engaging local government with the civil society groups. Within the framework of the urban governance campaign, it is possible to shift from the thematic city consultations to a MDG based city consultations. UMP could focus on MDG target 10 and 11, as an entry point in future, to be consistent with human settlement focus. But within the broader framework of pro-poor urban governance, it may be important to encourage the local authorities and the stakeholders to identify the relevant entry points from all MDGs for city consultation activities.

Strategic Approach: Based on the experiences and lessons learned in UMP, the Partnership will concentrate on networks of local authorities at global, national and local level, to raise awareness about MDGs, mobilize stakeholders, and establish monitoring and implementation frameworks. The UMP anchor institution networks will build alliance with other global and regional programmes of the UN system of agencies and institutions.

With the focus on localizing MDGs, the anchor institutions will continue with the same vision of achieving pro-poor governance and the strategic objectives of building partnerships, knowledge management, and integration with other programmes. However, instead of the thematic focus on environment, poverty, governance and HIV/AIDS, its thematic focus will be on localizing MDGs.

The anchor institutions and regional networks will continue to be the main partners to implement the programme. The aim will be not only to make these anchor institution networks operational, but also engage other partners – the UCLG, other municipal networks and other global programmes and campaigns. Within this context, the MDG

framework provides a broader platform for building partnerships and for mobilizing resources at local and regional level.

Focus on all MDGs at local level

There are some concerns that emphasis on all MDGs at local level may not be feasible, given the limited capacity of local governments in developing countries. However, one needs to be very clear on what MDGs are and what localising them would really mean. In the context of local authorities, it is important to focus on those MDGs and targets that are directly within the domain of local governments. The functional responsibilities of local authorities vary a great deal across countries and regions.

The MDGs and the targets are listed in Annex 2. Based on the past experience of the Urban Management Programme, it is important to note that there are a many MDGs with which local authorities have been involved.

Goal 1 – eradication of poverty and hunger – poverty reduction and promoting pro-poor governance have been the key focus of UMP (though hunger as not been the focus of UMP work, some examples of work on urban and peri-urban agriculture in LAC and Africa and hunger mapping in Brazil can set examples for other cities)

Goal 3 – promote gender equality and empowerment of women – "Gender Mainstreaming" has been a cross-cutting theme of UMP since the inception of Phase 3, and in all regions, there have been city consultations on promoting women empowerment.
Goal 6 – combating HIV/AIDS, Malaria and other diseases- Since the beginning of Phase 4, HIV/AIDS has been included as a new theme for city consultation and it is expected that with eight new city consultations, the UMP partners will have sufficient capacity to deal with this theme.

Goal 7 – environmental sustainability – improved urban environment has been a UMP theme since Phase 2, though provision of drinking water and slum improvements has not been the explicit focus.

Goal 8 – global partnership for development – UMP, since its inception, is seen as a global partnership of UN agencies and bilateral agencies to promote urban management practices

The Goals 2, 4 and 5 of MDGs deal with education and health – the themes that have not been dealt with by UMP in the past. Yet, many local authorities in the developing countries are mandated to provide primary education and basic health services. It would, thus, be important to deal with them as well under the framework of MDGs.

UMP as a programme has historically altered its thematic focus to include emerging focus areas – poverty, governance, environment, gender, and HIV/AIDS. Also from its initial perspective of a "technical programme" focusing on municipal finance, land, shelter, and poverty, it has become increasingly focused on the normative aspects of governance for human development, deepening democracy, promoting rights based approach to urban development. Within this broader perspective, UMP could as well

shift its focus on "localizing MDGs". This would provide not only a broad and agreed framework for UMP activities, but also provide an opportunity to provide an organizing framework for local consultation initiatives. The MDGs at local level also provide a more 'measurable' yardstick of the 'outcomes' of the consultation process, and thus show the explicit links between governance and MDGs at local level.

Experience in Vietnam, Philippines, Paraguay, Brazil, Senegal suggests that when national and local stakeholders are involved in MDG monitoring process, the goals and targets are contextualized in their own context, and often undergo a revision in measurements of specific targets. The Partnership is designed to learn from these experiences and proposes activities at national level with association of local authorities to review the MDG framework in the national urban context.

7. PROPOSED ACTIVITIES

The Core Strategy of United Nations on MDGs identifies four elements[16]:

- Monitoring
- Analysis
- Campaign/Mobilization
- Operational activities

These elements of the core strategies are adapted in designing the Urban Millennium Partnership's work programme.

In summary, the focus of this partnership activity will be to carry out all the core elements of the MDG strategy listed above at national level, with local authorities association, the national governments and UN offices and programmes. In these selected countries, efforts will be made to mobilize national governments and local authorities and other stakeholders to develop a monitoring and analysis framework, and pilot cities will be identified to prepare action plans to achieve the MDGs at the local level. UMP anchor institutions and networks will carry out these activities at national level, with support of UN-HABITAT/UNDP Habitat Programme Managers. These efforts will be supplemented by campaign and mobilization for MDGs at the global and regional level with local authorities associations (UCLG and its regional member networks) in partnership with the BDP/UNDP, the UN-HABITAT campaigns on secure tenure and governance, Millennium Campaign, and the Millennium Project team.

The details of above summary of activities are provided in the next sections.

7.1 Focus on National Level:

The shift of focus to national level activities, from the usual UMP focus on city consultations, is for various reasons. First, as one scans through a range of efforts within the UN system, most of these efforts are focused at national level. It would therefore be important for the Urban Millennium Partnership to also focus at the national level, for harnessing resources and coordinate its efforts with other on-going

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[16] The United Nations and the MDGs: A core Strategy – 7th June 2002 final draft

activities. Second, the experience of UMP city consultations, though very successful at local level, has not been easily scaled-up at national level, despite many efforts. An important lesson from its experience is that the national governments and the local authorities associations must be involved in the process from the beginning.

A preliminary list of countries, where this Partnership on localizing MDGs will be launched is presented in the table below.

The countries are identified on the basis of various criteria: (a) Presence of a Habitat Programme Manager (HPM) in UNDP country office as per UN-HABITAT/UNDP MoU, (b) evidence of partnerships between national and local levels of government and CSOs (c) Launch of UN-HABITAT campaigns on secure tenure and urban governance, (d) focus countries identified by UNDP's poverty group, C-2015 programme, Millennium Campaign, and Millennium Project, (e) presence of UMP anchor/partner institution, and (f) potential of a country to serve as springboard or resource base for another neighboring country..

Further consultations among partners may lead to a revision in this list of countries. It is expected that in the first year five countries from each region will be selected from the list below to begin the process of localizing MDGs

Africa	Arab States	Asia.	LAC
Ethiopia	Morocco	Philippines	Brazil
Cameroon	Egypt	Sri Lanka	Colombia
South Africa	Sudan	Thailand	Mexico
Tanzania	Occupied Palestinian Territories	Indonesia	Ecuador
Senegal	Yemen	India	Costa Rica
Nigeria	Lebanon	Cambodia	Jamaica
Uganda	Jordan	Nepal	Trinidad & Tobago

(note: In Asia, the proposed list of countries are those that also have existing UMP anchor/partner institutions who have recently strongly signified their partnership with the regional anchors on 'localizing MDG' thrust. All of these institutions are national-level partners and have proven their track record in partnerships with UMP in

the past (except the new Philippine partner). They also have significant ongoing MDG-related initiatives in their respective countries. Four of these countries sent participants to the recently held regional preparatory meeting in AIT, Bangkok for the MDG project and participated in the discussion of the global draft document.)

7.2 Activities at National level

7.2.1 MDG Awareness Creation and Mobilization of Local authorities: (in partnership with Millennium Campaign and UN-HABITAT campaigns on governance and secure tenure)

The principle obstacle to the MDGs campaign is the lack of public awareness on the issue. In general the local authority representatives have not heard of MDGs although they are aware about poverty and deprivation in their cities and towns. The key challenge is to convince the local authorities that the MDGs are both a political tool for mobilizing all stakeholders and a benchmarking tool to compare their city with others.

This activity will focus on creating awareness among local authorities about MDGs. The MDGs will be presented as a local development framework to create the space for debate among the stakeholders from local authorities, civil society, and national government, around the policy choices available to fight urban poverty. MDGs will also be presented as a planning tool to prepare comprehensive development plans and budgets as well as a monitoring tool to measure performance of local authorities.

In each selected country, the objectives of this activity will be to:

- Create awareness about MDGs among local authorities
- Establish links of MDGs with strategic city planning
- Consultation among stakeholders on relevant MDG framework for the country
- Portray MDGs as a benchmarking tool for local authorities

The principal partner at local level will be the local authorities association and representatives of major NGOs and CBOs.

Major activities undertaken to meet the objectives will be:

- Prepare information materials in local language, showing the need for local authorities to adopt MDG framework
- Establish internet portals on local authorities association web site on MDGs
- Consultations in national capital and major cities on MDGs with local authorities representatives and major stakeholder groups

7.2.2 Capacity Building for Local Urban Observatories & Performance Monitoring Systems (in partnership with C-2015 of UNDP and GUO and Governance Campaign of UN-HABITAT)

Using indicators for city management: There is a growing recognition that development assistance and public expenditures in the urban sector should be targeted towards *results* in terms of economic growth, poverty reduction, local government performance and improved quality of services. Many of these results are, of course, reflected in the Millennium Development Goals. As part of the Global Monitoring and Reporting function, the Global Urban Observatory programme of UN-HABITAT supports local capacity building, institutionalization of the monitoring system, and establishing linkages with policy and programme development. The Governance Campaign of UN-HABITAT is developing an **Urban Governance Index** (UGI), which measures the quality of governance relationships between local government, civil society and the private sector. The governance indicators related to participation, effectiveness, equity, accountability and security are designed to help cities identify key urban governance issues and assess their progress towards the quality of city-life. Cities will be given tools to help them assess the state of urban governance in their city. Cities can then set targets for measuring performance on key issues. The Campaign and its partners will provide selected cities with capacity-building support to achieve their objectives.

In each selected country, the objective of this capacity building programme will be to:

- Develop a monitoring framework for MDGs,
- Collect, analyze and report indicators data, including components on spatial- and gender-disaggregated information,
- Use performance results for improving urban governance and public accountability,
- Establish National Urban Observatories and staff training for regular and sustainable data collection processes,

Expected outputs at national level:

- Data audit – status report on current practices of MDG urban indicators (what data exist, how are they collected and used?).
- Agreed set of indicators – key and extensive sets of MDG indicators developed through stakeholder consultation.
- MDG Indicators database and maps – spatial and gender disaggregating as appropriate.
- Report on data analysis and recommended program/ policy applications.

Major activities to be undertaken for these capacity building activities:

- Policy consultations/ indicators development.
- Indicators toolkit development.
- Baseline data collection in pilot cities
- Data analysis and establishment of reporting procedures.

7.2.3 Activities at Local Level in Pilot Cities:

In each selected countries, a sample of cities will be selected on pilot basis to implement the national actions. The principal reason to take up pilot cities is to demonstrate the applicability of the frameworks established at national level in local contexts. With a shift of UMP to localizing MDGs, emphasis in city consultation activities will be on preparing local action plans to achieve the MDGs. These local experiences will form the basis of development of new tools and resources and sharing of experiences among the UMP anchor institution networks. The municipal networks and national and global level are expected to be key partners in disseminating these experiences as well as help in advocating policy changes at national levels.

In general, it is expected that a similar process, like the one outlined for national level activities, will be adopted at local level.

- Create awareness about MDGs among all stakeholders
- Establish links of MDGs with strategic city planning and budgetary process
- Consultation among stakeholders on relevant MDG framework for the city
- Prepare information materials in local language, showing the need for local authorities to adopt MDG framework
- Establish internet portals on local authority's web site on MDGs
- Establish a local Monitoring facility,
- Collect, analyze and report indicators data, including components on spatial- and gender-disaggregated information,
- Use performance results for improving urban management and public accountability,

(Note: the role and method of city consultation is unclear in the production of local action plan.)

The expected outputs at local level are:
- MDG indicators framework and monitoring mechanism established
- Local action plan prepared to implement MDGs
- Local MDG monitoring facility established
- Pilot cities to become resource cities for other local authorities by conducting peer learning sessions

7.2.4 Activities at Global Level:

Principal activities at Global level will include partnership building with UN agencies and programmes and with the global municipal network –United Cities and Local Governments (UCLG).

UNDP and UN-HABITAT partnership:

Within the context of MDGs, the UNDP, as a chair of UNDG is entrusted with the operationalization of MDGs. UN-HABITAT as the human settlements agency of the UN system has the mandate to work with local authorities. The two agencies, through their programmes and operational activities, have collaborated at various levels. The Memorandum of Understanding between UN-HABITAT Executive Director Dr. Anna Tibaijuka and the UNDP Administrator, Mr. Mark Malloch Brown, to promote the Habitat Agenda at national level, has already resulted in placement of Habitat

Programme Managers (HPMs) in many countries. The new focus of Urban Millennium Partnership of localizing MDGs will strengthen the UN-HABITAT and UNDP partnership at global and country level.

Within UNDP, partnership with various groups will be established. The poverty group guides the UNDP country offices for MDG monitoring and reporting. Efforts are underway to build statistical capacities at national level for MDG monitoring. Through partnership with this group, efforts will be made to develop monitoring framework for localizing MDGs and ensure participation of local authorities associations in developing a set of indicators that capture MDG status at Urban/local level. Partnership with the C-2015 programme of UNDP will be established for national and local level capacity building programmes in elected countries. Efforts will be made at global level to develop guidelines and tools for engagement of local authorities in MDG process. UNDP SURFs have been engaged in supporting the decentralization and democratic governance process in many countries. Through these SURFs, efforts are currently being made to compile national experiences on localizing MDGs. It is expected that the local governance advisers in SURFs will be engaged in this activity at national level.

At UN-HABITAT, the two major campaigns on urban governance and secure tenure will be important partners for this programme. In countries where campaign activities have been launched, 'localizing MDGs' will be introduced as a follow-up activity. The UN-HABITAT HPMs, in these countries, are expected to guide the process with UMP anchor institutions and networks. The Global Urban Observatory programme of UN-HABITAT is expected to support the capacity building programme for MDG indicators and creation of local MDG monitoring facility.

Among other UN agencies, it is expected that partnership will be explored with *UNICEF, WHO, ILO, and UNESCO*. With the introduction of health, education and employment related concerns under the MDG framework; the Urban Millennium Partnership will need to link with local level programmes in these agencies (e.g. Healthy Cities of WHO, MOST programme of UNESCO, Urban Employment unit of ILO, and the Community Development Unit and Child friendly cities programme of UNICEF).

Municipal Networks: The Urban Millennium Partnership has already been established by UN-HABITAT with ILO. The new network UCLG (United Cities and Local Governments), is expected to endorse this partnership at its May 2004 meeting.

The knowledge management objective will continue to be emphasized. With a large number of UN agencies moving their work programme to MDGs, the knowledge base would also expand enormously. It will be therefore a challenge for UMP partners to keep up with the on-going activities and developments. This will also provide an opportunity to share the innovative UMP experiences, with other UN agencies and their partners.

8. Implementation Mechanism

The proposed programme is expected to be implemented through the UMP anchor institutions. In each region – African Network of Urban Management Institutions (ANUMI), Urban Resource Centre for Asia Pacific (URCAP), Near East and North Africa Urban Forum (NENA Urban), and Urban Management Centre in LAC (UMCLAC) is expected to have a core secretariat. Besides these institutional network, UN-HABITAT Programme Managers (HPMs) are expected to be located in 20 UNDP country offices. In each selected country, the HPM, with support of UNDP country office, will implement the activities outlines in this proposal. This anchor institution and partner institution network will support implementation of this project, related to city consultations, knowledge management (web maintenance, tools and guides, information systems, and publications), and policy and institutional analysis.
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In each country, governance structure will evolve, starting with existing UMP national partners and developing them (individually or in collaboration with others) as effective national nodes of domestic partnerships. These national partners would be the key implementers of the program activities. Iterative process of developing governance structure within a country should be based on mutual gain and respect between partners and flexibility of the network.

9. BUDGET (3 Years)

10 PERSONNEL		Total	Year 1	Year 2	Year 3
11.01	Programme Coordinator	450,000	150,000	150,000	150,000
11.05	Information Officer	190,000	80,000	60,000	50,000
11.06	Programme Management Officer	220,000	70,000	75,000	75,000
11.51	Consultants	100,000	30,000	40,000	40,000
13.01	Administrative Support Personnel	300,000	100,000	100,000	100,000
15.01	Travel for all partners	300,000	100,000	100,000	100,000
17.01	National Consultants	100,000	40,000	40,000	20,000
19.00	**Component Total**	**1, 660,000**	**540,000**	**565,000**	**535,000**
20 PARTNERSHIP AGREEMENTS					
	Regional / Institutional Networks:				
	1. MDG Awareness Creation and Mobilization of Local authorities				
	2. Capacity Building for Local Urban Observatories & Performance Monitoring Systems				
	3. Activities at Local Level in Pilot Cities				
	4. Activities at Global Level				
21.01		4,500,000	1,000,000	1,500,000	2,000,000
21.02	Partners Municipal networks/others	2,500,000	500,000	1,000,000	1,000,000
29.00	**Component Total**	**7,000,000**	**1,500,000**	**2,500,000**	**3,000,000**
30 WORKSHOPS					
32.01	Consultative Workshops	885,000	200,000	400,000	285,000
32.02	Other Seminars	530,000	100,000	200,000	230,000
39.00	**Component Total**	**1,415,000**	**300,000**	**600,000**	**515,000**
40 PROCUREMENT					
45.01	Local Procurement	90,000	30,000	30,000	30,000
45.02	International Procurement	90,000	30,000	30,000	30,000
49.00	**Component Total**	**180,000**	**60,000**	**60,000**	**60,000**
50 MISCELLANEOUS					
51.01	Operations and Maintenance	100,000	35,000	35,000	30,000
52.02	Reports - All Offices	200,000	50,000	75,000	75,000
52.03	Report - Translations	150,000	30,000	50,000	70,000
52.04	Programme Review Meetings	75,000	25,000	25,000	25,000
53.01	Communication Costs	100,000	30,000	30,000	40,000
59.00	**Component Total**	**475,075**	**170,000**	**215,000**	**240,000**
		1,394,909			
	Support Costs (13%)		334,100	512,200	565,000
		12,271,800			
99.99	**Project Total**		**2,904,100**	**4,452,200**	**4,915,500**

10. Activity log frame (Each Year)

	Indicators / benchmarks	Means of verification	Assumptions and risks
GOAL			
SUGGESTED LINE OF REVISION: Goal formulation should reflect the dual thrust of National-Local. The present formulation captures only the local scope of the work. In addition, the meeting is strongly suggesting a more realistic and flexible definition of coverage: 8-10 countries over a 3-year period for the region. (Instead of 5 countries annually in the draft) **(It will be more significant to put the quantitative and qualitative outputs based on level of governance, say global, national and local. Not sure about the time frame of this project, however, it will be more useful if the logframe is time-bound based on the entry points proposed by cities and countries)** Enhance the capacity of local authorities to meet the MDGs and manage social services, economic infrastructure, spatial planning and the local economy in a manner that will reduce poverty. The aim is to cover 5 countries in each region, each year.			
PURPOSE			
Strengthen the capacity of local government in meeting the MDGs by formulating and implementing specific policies and action plans related to poverty reduction.	Capacity 20 countries through local authorities associations strengthened	20 national local authorities associations have adopted specific policies and actions to address MDGS	National governments support local action to meet MDGS
ᴏᴜᴛᴘᴜᴛꜱ **SUGGESTED REFORMATTING**: Outputs should organized according to and reflect relevant level of intervention (e.g. outputs at the regional level; national; city)			
1. Local authorities associations mobilized for MDGs in 20 countries. **SUGGESTED REVISION: National-Local and CSO partnerships mobilized for MDGs in __ countries** 2. contextualization of MDGs and development of local monitoring framework 3. Strengthening of regional and national networks of municipalities 4. MDG benchmarks in 20 cities.	1. Localized MDG indicator framework in 20 countries 2. Tools, guidelines and information system in 20 countries 3. 20 national networks of municipalities strengthened and experience sharing is occurring in the region	• implementation of localized MDG indicators at national and local level • Case study of process shows it to be participatory and inclusive • Assessment published in variety of media and disseminated amongst UMP and UCLG regional and international partners • Networks share information regularly with members • Regional workshop for experience sharing occurs	Political leadership of local government involved continues to support MDGS initiative National associations of local authorities adopt MDGs as local government concerns

Monitoring facility established in each city **5.** Information system on MDGs established at national and local level. **A functional knowledge management network system at the regional level for MDG.**			

ACTIVITIES (summary)			
1. awareness campaigns for local authorities associations and information system creation in 20 countries (website, newsletter, radio) 2. MDG indicators contextualized and framework of monitoring at local level developed 3. capacity building programmes for Support to networks of municipalities on MDGs **4. City consultations for MDG Action Plans** **5. Development of at least one MDG Pilot City for each country.** **6. Dissemination strategy of outputs of the program**	1. Consultation process outputs: national profile, report of consultative process, 2. Monitoring framework of localized MDGs in each country 3. Knowledge outputs produced in print (at least 10) and another accessible media (at least 10) 4. At least 10 networks active and holding policy debates on the local government responses to MDGS	• Outputs produced and available on website/ CD ROM for each city • Local partners demonstrate capacity in the city consultation process methodology • Knowledge outputs widely disseminated amongst UMP and IULA regional and international partners • Networks have regular focus on MDGS in newsletters / meetings • Policy debates being animated at the national level	Political stability and political will for MDG process continues in the 20 cities National government remains open to policy debate on role of local government and the management of MDGS

ANNEX 1

Levels	1	2	3	4	5	6	7	8	Support Initiatives (UN System and Partners)	Monitoring	Analysis	Campaign - Advocacy	Operational Activities & Capacity Building
	Eradicate extreme poverty and hunger	Achieve universal primary education	Promote gender equality and empower	Reduce child mortality	Improve maternal health	Combat HIV/AIDS, malaria and other	Ensure environmental sustainability	Develop a global partnership for					
GLOBAL	X	X	X	X	X	X	X	X	Millennium Campaign			X	
									Millennium Project		X		X
	X						X		UNDP	X	X	X	X
		X		X					UNICEF	X	X	X	X
		X							UNESCO	X	X	X	X
			X						UNIFEM	X	X	X	X

	1	2	3	4	5	6	7	8							
				X	X	X				WHO		X	X	X	X
	X									ILO		X	X	X	X
						X				UN-AIDS		X	X	X	X
	X							X		WORLD BANK		X	X	X	X
						X				UN-HABITAT		X	X	X	X
	X		X				X	X		GCUG and GCST			X	X	
										etc.					
REGIONAL	X	X	X	X	X	X	X			Regional ESCs				X	
										Regional Development Banks					X
	X	X	X	X	X	X	X	X		UNDP country offices		X	X	X	X
	X	X	X	X	X	X	X	X		National Campaigns		X		X	X
NATIONAL										UN-DAF			X		X
										PRSP			X		X
	X	X	X	X	X	X	X	X		**UMP: Localizing MDGs**		X	X	X	X
	X	X	X	X	X	X	X	X		Local Govt. Associations		X	X	X	X
	X							X		WACAP				X	
LOCAL				X	X					Healthy Cities			X	X	X
						X		X		Cities Alliance					X
		X		X						Child Friendly Cities			X	X	X
										Capacity-2015		X			X
										etc.					
	1	2	3	4	5	6	7	8							

ANNEX -2

MILLENNIUM DVELOPMENT GOALS AND TARGETS

GOAL 1. Eradicate extreme poverty and hunger

Targets for 2015: Halve the proportion of people living on less than a dollar a day and those who suffer from hunger.

GOAL 2. Achieve universal primary education

Target for 2015: Ensure that all boys and girls complete primary school.

GOAL 3. Promote gender equality and empower women

Targets for 2005 and 2015: Eliminate gender disparities in primary and secondary education preferably by 2005, and at all levels by 2015.

GOAL 4. Reduce child mortality

Target for 2015: Reduce by two thirds the mortality rate among children under five

GOAL 5. Improve maternal health

Target for 2015: Reduce by three-quarters the ratio of women dying in childbirth.

GOAL 6. Combat HIV/AIDS, malaria and other diseases

Target for 2015: Halt and begin to reverse the spread of HIV/AIDS and the incidence of malaria and other major diseases.

GOAL 7. Ensure environmental sustainability

Targets:

• *Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.*

• *By 2015, reduce by half the proportion of people without access to safe drinking water.*

• *By 2020 achieve significant improvement in the lives of at least 100 million slum dwellers.*

GOAL 8. Develop a global partnership for development

Targets:

• *Develop further an open trading and financial system that includes a commitment to good governance, development and poverty reduction – nationally and internationally*

• *Address the least developed countries' special needs, and the special needs of landlocked and Small Island developing States*

• *Deal comprehensively with developing countries' debt problems*

• *Develop decent and productive work for youth*

• *In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries*

• *In cooperation with the private sector, make available the benefits of new technologies – especially information and communications technologies.*