

*The UN High-Level Event on
The Millennium Development Goals (MDGs)*

The Compilation of MDG Case Studies: Reflecting Progress and Challenges in Asia



Together Achieving the
Millennium Development
Goals by **2015**

INTRODUCTION

The year 2008 is marked as the midpoint for the achievement of the Millennium Development Goals (MDGs). As part of the contribution to the *High Level Event on MDGs* convened by the UN Secretary-General and the President of the UN General Assembly, many campaign events and activities are being undertaken to generate renewed commitment to fulfil the MDGs. The United Nations Millennium Campaign, in partnership with a range of non-state actors including the Global Call to Action against Poverty (GCAP), has worked to increase public awareness of the MDGs so that governments could be held to account. The campaign and policy advocacy work strives to strengthen people's influence on elected officials and political leaders to enhance political will to accelerate MDG progress in Asia.

As a result of our collaboration with various partners throughout the Asia region, we compiled a selection of MDG case studies from a number of public hearings and/or poverty tribunals, which were organised to review the achievement and shortfalls of the MDGs. The compilation of MDG case studies and policy recommendations simply demonstrates standpoints of civil society and relevant stakeholders, including some UN agencies, in the development process.

The case studies are divided into six sections: 1) Poverty and Hunger; 2) Education; 3) Gender; 4) Health; 5) Environment Sustainability; and 6) Governance and Social Accountability.

From South Asia, a number of public hearings on MDG progress and poverty reduction were organised in Bangladesh, India and Nepal.

Bangladesh. The civil society national coalition led the discussion on various aspects of MDGs, including agriculture and food security, land rights for indigenous communities and inequitable access to education and basic health services for tea garden workers. These case studies aim to review the government's existing policy measures for achieving the MDGs.

India. Various public hearing and poverty tribunals have been organised by civil society partners, including the People's Tribunal on National Rural Employment Guarantee Act, the State Level Farmers' Conference in Bihar, the People's Tribunal in Jharkhand, the Public Hearings at the state and district levels in Rajasthan and the National Consultation on MDGs and the Socially Excluded.

Nepal. The People's Assembly against Hunger and Poverty was led by a civil society coalition with a wide participation of the marginalised and excluded population, including Dalits, landless and small farmers, ethnic minorities and women of these groups. The People's Assembly announced the declaration on food security, respect of economic, social and cultural rights and basic social services, including education and health and water and sanitation.

Apart from the People's Assembly against Hunger and Poverty, the MDG case studies on Participation of Women in Decision-Making and Peace Processes aims to highlight the significance of women's participation in the social and development process. Furthermore, the MDG case study on *Katchi Abadis* (squatter settlements) emphasises the good practices and lessons learnt from innovative and low-cost responses to informal settlement in Pakistan.

From Southeast Asia, the national coalitions organised poverty hearings focusing on the MDG progress and particular social groups that lag behind in the mainstream development process in Indonesia and the Philippines.

Philippines. The civil society organizations led poverty hearings, including the People's Tribunal on the MDGs status in Autonomous Region in Muslim Mindanao (ARMM). In addition to the stories and direct experiences of the marginalised and disadvantaged population drawn from civil society, the MDG case studies from the Philippines provide examples of good practice cases to create ownership of MDGs, which ultimately enhance governance and social accountability.

Indonesia. While the civil society organisations organised a public hearing on poverty and MDGs, the UN Country Team in collaboration with the Government of Indonesia produced the MDG progress report called 'Let's Speak Out for MDGs: Achieving the Millennium Development Goals in Indonesia 2007/2008'. The report was presented in a reader-friendly style to reach a wide audience and generate public awareness.

The compilation of MDG case studies was synthesised under the overall guidance of Minar Pimple, Deputy Director, Asia, the United Nations Millennium Campaign. Ryce Chanchai led the compilation, synthesis and preparation of the MDG case studies. Close collaboration with civil society organisations and UN Country Teams in the region made this task possible. To this end, Kallyaphorn Jaruphand and Urailuk Jetsongkul played an invaluable role in facilitating the dialogue between the United Nations Millennium Campaign and our civil society and UN partners in the Asia region.



Salil Shetty
Director
United Nations Millennium Campaign

SUMMARY OF KEY RECOMMENDATIONS

Actions for Consideration by Governments

1. Use the UN High Level Event as a platform to identify sustainable initiatives to address the issues of poverty and hunger.

A sharp increase in food costs is a major concern across Asia and the Pacific. As the poor and marginalised population spend between 50 to 80 per cent of their household income on food, rising food prices may lead to a drastic increase in poverty in many developing countries in the region. Many of the poor are landless labourers, rural subsistent farmers and vulnerable groups that are likely to fall back into extreme poverty and starvation.

Nevertheless, the underlying issues of hunger and food insecurity are related to not only issues of food prices but also agricultural productivity, access and ownership to resources and food distribution. The agricultural sector is a foundation of many economies in the region. In some countries, it employs more than 60 per cent of the total workforce. In the long run, an effective agricultural policy framework requires coherence and cooperation among key government organisations and non-government actors.

- **Enhance agricultural productivity and employment generation.** The government policy support and existing law and regulations are important mechanisms to create social and economic redistribution. The aim of agricultural policy in developing countries should be also to increase productivity and efficiency. Moreover, it must provide farmers with important skills and opportunities to build their capacity and economic strength at the community level. There is also a critical need to focus on some core issues such as land reform. Agrarian reform legislation should not be undermined to serve the interests of landlords and agribusiness with large landholdings.

2. Strengthen commitment to the MDGs based on the integration of MDG targets into national and sub national policy and legal framework as well as budgetary priority, including national and sub national budgets and Mid-Term Expenditure Frameworks.

Fiscal policy and the budget framework are the critical determinants of the allocation of government development expenditure. We call on governments of developing countries to take concrete actions to ensure that the MDGs are well incorporated into the national policy framework and budget plan. The specific allocation for MDG-related spending will help identify, monitor and evaluate government expenditures and commitment to basic social services, for instance primary education, reduction of infant mortality, programmes to promote gender equality and other MDG-specific initiatives.

- **Establish MDG legislative committee** to promote structural response and mainstream the MDGs within the policy-making body of the government. This includes the passage of MDG-supportive laws and budget allocation.

3. Promote targeted investment of public resources for basic social services with particular attention to education, health and water and sanitation.

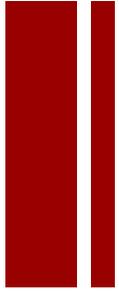
More efforts to increase investment and resources are required to increase access to education, healthcare and water and sanitation with particular attention to quality and equitable access to services for all.

- **Implement targeted programmes for marginalised and vulnerable populations, particularly women and girls.** Effective implementation of targeted programmes relies on availability and utilisation of disaggregated, cross-sectoral socio-economic data. At the national level, governments need to improve its needs assessment and costing exercise for specific intervention programmes that target particular segments of society at the sub-national level, including gender mainstreaming programmes.
- **Enhance the role of local governments to assist the central government in identifying specific needs at the local and community level.** Decentralisation to empower local governments to design and create local policies that support people participation can enhance access to education and healthcare. However, in reality, local authorities still depend on funding from the national government in implementing development projects, including basic infrastructure. Simultaneously, the central government still has a vital role in monitoring and promoting health services to bridge resource disparities among local governments.
- **Mobilise resources and formulate policy strategy to address urban poverty and slum and informal settlement.** In response to rapid urbanisation in the Asia region, special attention must be given to the problems of urban areas, particularly informal settlement and water and sanitation issues.
- **Scale up and fulfil aid commitments** to reach 0.7 percent of GNI, consistent with the Paris Declaration on aid effectiveness. This also includes the demand for new approaches to addressing problems of debt sustainability in developing countries, which aim to ensure that debt relief funds go to MDG financing through an efficient and accountable system.

**4. Highlight specific actions to promote governance accountability and improved delivery on the ground.
Promote participatory local monitoring of MDGs.**

Mobilisation of domestic resources and enhancement of policy implementation at the national and sub-national levels are the key for continued improvement in the delivery mechanism. A more decentralised and coordinated system between national and local governments will enhance monitoring and tracking mechanisms to strengthen MDG achievements at the local level delivering real results to people. This includes rights to information and inclusion of Social Audits empowering the poor to participate effectively in planning, implementing and monitoring development projects and allow different segments of society to identify and prioritise areas for collaboration.

- **Provide democratic space for NGOs and civil society actors to promote development** including local monitoring of MDG-related issues and participatory governance, for instance, monitoring of the budget process and implementation will promote social accountability.
- **Promote social investment and mobilisation of resources from the private sector** to fill in the government's financing gaps.
- **Localise and communicate MDGs to communities.** The MDGs can be made relevant to communities at the sub-national level through a facilitated empowerment process by providing space for them to analyse problems and identify solutions that enhance the collective action in partnership with government and relevant stakeholders, including the private sector and civil society.



POVERTY AND HUNGER

MDG Case Study: Agriculture and Food Security in Dinajpur, Bangladesh

Background

- ▶ Bangladesh's economy largely depends on agriculture with nearly half of the labour force employed in this sector, which accounts for approximately 19 per cent of real GDP in 2006/2007. Other sectors also rely on the purchasing power of millions of people employed in the agricultural sector.
- ▶ Nevertheless, the share of agriculture in GDP has declined from over 30 per cent of real GDP in the early 1990s. It essentially means that economic activities in the agricultural sector have decreased partly due to natural disasters, serious flooding and frequent cyclones.
- ▶ Rapid increase of the population, urbanisation and river erosion have reduced the proportion of fertile land over the past years. Ownership of land is highly fragmented. This leads to migration from rural to urban areas.
- ▶ An increase in agricultural subsidies, including cash transfers and input subsidies has not targeted the most vulnerable population in Bangladesh's agricultural sectors.
- ▶ MDG goal 1 calls for eradicating poverty and hunger. This goal cannot be attained if we do not address the issues of land ownership and equal access to natural resources for the marginalised and disadvantaged population in Bangladesh.

WHY STUDY THIS CASE?

- ▶ To depict the life and livelihood of marginal and landless farmers in Bangladesh.
- ▶ To understand the issues of land ownership, access to natural resources and agricultural sector in Bangladesh.
- ▶ To draw a close connection between allocation of natural resources and food security.

CONTEXT

As a member of the United Nations, Bangladesh has taken a number of measures to accelerate the achievement of the MDGs. The Government of Bangladesh has also prepared a policy document entitled "Unlocking the potential: National Strategy for Accelerated Poverty Reduction" which is termed as PRSP. This document has outlined a number of policy measures for achieving the millennium development goals.

The National Food Policy focuses on three key objectives: 1) adequate and stable of supply of safe and nutritious food; 2) increased purchasing power and access to food; and 3) adequate nutrition

The Government of Bangladesh implemented food and cash based targeted programmes to reduce hunger and under-nutrition. These programmes aim to target the extreme poor. For instance, the Vulnerable Group Development (VGD) aims to enhance the income of the poorest households. VGD focuses on skill training as well as short term employment.

CASE STUDY: A

Mozammel Haq lives in a small village in the northern part of Dinajpur district. His father was a marginal peasant who relied on sharecropping [i.e. the agricultural system or production, in which the landlord allows the tenant to use the land in return for a share of crop produced on the land, for instance 50 per cent of the crop output]. After sharecropping, his father could barely provide sufficient food to feed the entire family.

Since his father passed away, Mozammel has become the head of the household. He continues to rely on sharecropping. Like his father, Mozammel cannot earn enough to feed six members of his family and his own daughters by depending on sharecropping. Furthermore, Mozammel cannot get the formal agricultural loan from the bank, because he does not have any collateral. He does not own a piece of land. Hence, he depends on the advanced payment for his labour services and informal loan, which requires very high interest rates, to pay for the costs of agricultural inputs.

The benefits from the government's safety net programmes, such as Vulnerable Group Feeding (VGF) or Test Relief (TR), have not reached Mozammel and his family as well as many other landless marginal farmers in Bangladesh. Mozammel has never received any input subsidies, such as quality seeds, fertiliser and pesticides to enhance his agricultural productivity. He hopes that he will be able grow more crops if he receives support from the government's safety net programmes.

Mozammel has struggled to feed his family. They have been living in absolute poverty with no social protection and benefits.

KEY CHALLENGES

- ▶ **Sensitive political issues.** Access to natural resources and ownership of land are sensitive political issues which require closer collaboration between government and civil society to develop a comprehensive framework for action and promote more equitable distribution of resources for the marginalised population.
- ▶ **Implementation of the employment guarantee programme.** Government has announced the employment guarantee programme this year, but challenges remain at the implementation process.
- ▶ **Targeted agricultural subsidies.** One of the key challenges is to implement agricultural subsidies and target the benefits for the vulnerable population in Bangladesh.

LESSONS LEARNED/ RECOMMENDATIONS

- ▶ Government programmes should enhance access to alternative microfinance for the small and marginal farmers.
- ▶ There is a need to review the implementation of the agricultural subsidies and devise new strategies to effectively target the vulnerable and marginalised population in Bangladesh.
- ▶ Policy makers must review the liberalization of the agricultural sector to ensure that farmers will receive the fair prices for their products.
- ▶ Special social safety net programs should be designed and implemented for specific targeted groups, such as marginal farmers and landless labourers.
- ▶ To achieve the MDG 1, the Government of Bangladesh should focus on nearly half of the labour force employed in the agricultural sector, particularly their livelihoods.

SOURCE

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MDG Case Study: Land Rights for Indigenous Community in Bangladesh

Background

- ▶ Bangladesh has approximately 45 indigenous minority communities living in the hill regions and the plain lands. They have different languages and social and cultural background from the Bengali people, who comprise the majority of the country. The indigenous communities have experienced discrimination and social isolation based on their ethnicity. They do not have land rights or recognition of cultural and social identities.
- ▶ With the government's commitment to achievement the MDGs, Bangladesh has already implemented several programmes to accelerate the MDG progress in the country. However, some social groups still lag behind in the overall development efforts.
- ▶ The Constitution of People's Republic of Bangladesh stated the purposes of the state to ensure basic fundamental rights. This includes:

Article 11: The republic shall be democracy in which...the dignity and worth of the human person shall be guaranteed; Article 19: Ensure equality to opportunity to all citizens; Article 27: All citizens are equal before law and are entitled to equal protection of law; Article 28: State shall not discriminate against any citizens on grounds only of religion, race, sex or place of birth; Article 31: Ensure the protection of law and to be treated in accordance with law, and only in accordance with law; and Article 43(a): to be secured in his home against entry, search and seizure.
- ▶ The articles of the Constitution indicate the equal recognition of the citizens of Bangladesh.

WHY STUDY THIS CASE?

- ▶ To highlight the issue of land rights for Indigenous minority communities in Bangladesh.
- ▶ To emphasize the legal support provided by law enforcement agencies and judiciary for the indigenous group in Bangladesh.
- ▶ To promote the fundamental rights for the indigenous communities enshrined in the constitution of People's Republic of Bangladesh.
- ▶ To enhance the legal support of the indigenous communities in Bangladesh.

THE CONTEXT

Most of the indigenous groups migrated to India during the liberation war and lost everything after returning to their native-land. After the independence of Bangladesh, thousands of Bengalis started to relocate into indigenous populated areas and subjugated the land of local inhabitants. Many indigenous communities lost their ownership of land. They work as landless labourers. At present, access to the land and natural resources is the most important concern for these minority indigenous communities.

CASE STUDY: JOKHOMKURA VILLAGE

Jokhomkura is a populated village located on the hill of Meghalaya along the border of India. Over 24 Garo (indigenous) households live in this village. Garo belong to one of the most deprived and marginalized groups in Bangladesh. They have been victims of land appropriation and disempowerment. As a result of ensuing land dispute with the majority Bengalis, they have also been subjected to discrimination and violence.

The indigenous people in the Jokhumkura village do not have ownership of land or any legal protection. They also have very limited access to natural resources and basic social services provided by the government, including health, education and clean water and sanitation. They continue to live in extreme poverty because most government programmes have not reached this indigenous group. As a result, many young people from the indigenous communities have migrated to the cities to seek employment opportunities in the manufacturing and garment industries.

As a member of the minority indigenous communities, *Josinta Risila* continued to struggle against poverty and injustice. Josinta's experience represents thousands of indigenous minorities who strive for recognition of indigenous rights. After a dispute over the access to the natural resource with a group of Bengalis, Josinta's house was burn down. The case was taken to the court in 1998. After a long period of trial, Josinta won the case in 2004. However, Josinta's witness, who was a pregnant woman, was assaulted by the non-indigenous group. The unfair dispute resolution continues the vicious circle of violence and disempowerment of indigenous communities.

SOURCE

Bangladesh Adhibashi Forum
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KEY CHALLENGES

- ▶ **Land rights.** The indigenous people lost their ownership of the land due to the forced appropriation of land.
- ▶ **Absence of legal support.** Indigenous people are the poorest of the poor. With their financial constraints, they cannot afford legal support from the lawyers/judiciary. These minority indigenous communities rely on the support of the government and civil society and NGOs.
- ▶ **Limited access to basic social services.** Indigenous communities have a very limited access to education and health service. They suffer from malnutrition and infectious diseases, such as diarrhoea, malaria and TB. By and large, the government welfare and social intervention programmes have not fully reached this marginalised population
- ▶ **Racial Discrimination.** Indigenous communities have a different ethnic background and are often discriminated by the mainstream population.
- ▶ **Migration and displacement:** Fear of persecution and injustice result in migration and displacement of indigenous people.

LESSONS LEARNED/RECOMMENDATIONS

- ▶ Enhance social awareness and campaign to promote and secure indigenous rights.
- ▶ Review existing law and the dispute resolution process with particular attention to the issues of land ownership and right-based issues.
- ▶ Mobilise resource and capacity to improve targeted social intervention programmes for minority indigenous communities in Bangladesh.
- ▶ Formation of a land commission and return of dispossessed lands.
- ▶ Monitor the implementation of the Land Reform Policy of 1972 to ensure: Ownership of lost land; Exemption form paying land revenue; and Prohibition of eviction of people from a paternal homestead.

September 2008

MDG Case studies: Rural Employment Guarantee

Background

- ▶ National Rural Employment Guarantee Act (NREGA) was enacted in August 2005. It provides a legal guarantee for one hundred days of employment in every fiscal year to adult members of any rural household willing to do public work related unskilled manual work at the statutory minimum wage.
- ▶ NREGA aims to enhance the purchasing power of the rural population, with particular attention to unskilled labour living below the national poverty line in rural India. Furthermore, it aims to reduce inequalities among the rich and poor in the country. Approximately one third of the stipulated workforce must be women.
- ▶ As part of poverty reduction efforts, India's Ministry of Rural Development emphasised that NREGA supports the achievement of three MDGs: Goal 1 – eradicate extreme poverty and hunger; Goal 3 – promote gender equality and empower women; and Goal 7 – ensure environmental sustainability.
- ▶ The implementation of NREGA started in February 2006 in 200 districts (of the total 593 districts in India). The government announced the addition of another 130 districts in the fiscal year 2007-8. NREGA aims to cover all districts in five years.
- ▶ Under NREGA, Indians may demand their employment as their rights. If it is not provided in 15 days, they are entitled to receive unemployment benefit.

WHY STUDY THIS CASE?

- ▶ *Ananthpur* was chosen as a case study because NREGA was firstly launched by the Prime Minister Manmohan Singh at Ananthpur district in the State of Andhra Pradesh in February 2006.
- ▶ The case study offers important lessons learned to examine the implementation of NREGA and its connection to MDG progress in Ananthpur district.

KEY CHALLENGES

- ▶ **Outdated Standard Schedule of Rates (SSR).** NREGA guarantees the payment of minimum wages for workers, which is based on SSR. However, in reality, SSR does not necessarily correspond with the minimum wages. Therefore, data collection for an updated SSR is required to ensure payment of wages consistent with an accurate estimation of cost of works. According to national guidelines, all states of India must undertake “a time and work” study but there is not much information of subsequent action by the states. In addition, estimate SSR should be calculated for at least two seasons since the degree of effort can vary.
- ▶ **Gender Inequality.** The entitlement is for the household and not for the individual. Hence, NREGA did not take into account the gender dimension and its distribution of work among men and women. The gender distribution is then determined by the household, not within the framework of NREGA. Even though NREGA guarantees equal wages for men and women, in practice, gender inequality still persists. SSR does not provide explicit framework for gender equality. In reality, men and women do not get an equal minimum wage.
- ▶ **Administrative and Political Issues related to the Implementation of NREGA.** The division between central and state governments in various aspects including finance, implementation and monitoring process is a major challenge for an effective implementation of NREGA. For instance, the central government is a principle source of funding for NREGA. However, the state government has to cover the crucial penalised provision of unemployment allowance. Therefore, the political alignment of the central and state governments is crucial to determine a successful implementation of NREGA at the state level. At present, NREGA has not yet provided an effective employment guarantee to the poor and marginalised population in India.
- ▶ **Need for greater information on entitlement among the poor.**

CASE STUDY A:

Women from Abbavandlapalli village, Kadiri Mandal, decided to apply for public work through independent teams that were led by women. They met the Sarpanch Lakshmi Narsayya, an elected head of the village, and requested for public work under NREGA. Following the acceptance from the head of the village, a group of female workers began the public work by digging a pond at Guddalu, about two and half kilometres away from the village. Their team consisted of ten women and one man. Within six days they dug 96 cubic meters and each worker got a wage of 122 rupees per day. Meanwhile, the men who refused to take them on work for equal wages whose worksite was closer to the village, could earn only rupees 118 per day.

K. Ramanamma, who established the women's worker group, shared her experience. "My husband was down with fever for a week and there was no food. I went and pleaded for work but the men workers refused to include me. Our family starved that day. It struck me that there were other women who were in a similar situation. So, I went and discussed the matter with other women. Some women had doubts of their capacity to work on the job what was usually done by men. I said that we can also do physical labour as equal as men. After working for one week, all women in my team were confident. They now know that they can be on the same par as men to undertake hard manual tasks".

R. Anjaneyulu, the only male worker in the team, said "my fellow men workers discouraged me for going and working with women. Some even pressured me to not participate. They mocked me while I began to work, but I did not pay attention to it. I now feel it is better to work with women rather than men because women are sincere and keep quality work while men waste their time smoking or chatting. They did not care to work but getting paid".

CASE STUDY B:

In Ananthapur, some workers had to withdraw from NREGA temporarily to assist agricultural cultivation at home. This led to a new agreement on the annual NREGA employment calendar, ensuring that NREGA will not have an adverse impact on the agricultural work and workers are still able to obtain a legal guarantee for one hundred days of employment. For the workers, the agricultural sector is fundamental to their livelihoods and food security.

LESSONS LEARNED/RECOMMENDATIONS:

- ▶ NREGA is landmark legislation in India, which was enacted after a successful struggle for employment guarantee legislation. It has a direct connection with the efforts to accelerate the achievement of the MDGs in India, including the fight against poverty in the rural area.
- ▶ The implementation of NREGA is relatively better than the previous rural wage employment programme because of the institutional provisions, which are critical for the effective implementation of NREGA
- ▶ Greater involvement of Panchayati Raj Institutions, the local government body at the village level, plays a significant role in implementing NREGA.
- ▶ The use of social audit as a tool for monitoring government programme, such as NREGA, has been an important tool to ensure accountability and effective implementation of the law.
- ▶ There is a need for a clear wage policy to provide a basis for NREGA and its benefit to the poor and marginalised population.
- ▶ Timely measurement and payments must be improved.
- ▶ Women's participation should be at the heart of an effective implementation of NREGA.

SOURCE

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September 2008

MDG Case studies: Sustainable Agricultural Development in Bihar

Background

- ▶ Agriculture has been the main source of income and livelihood for the majority of people in the state of Bihar, India. At least two-thirds of the total workforce are engaged in agriculture or related activities (2001 Census).
- ▶ The availability of agricultural land in Bihar is approximately 62.5 per cent, which is relatively lower than other states of India in average.
- ▶ Bihar's economy lacks diversification in other non-farm sectors. Over 80 per cent of its population work in the agricultural sector (agricultural labour and cultivation). There is still limited opportunity outside of agriculture in the rural areas of Bihar
- ▶ According to the NSSO data, wage employment in agricultural labour accounted for almost 40 per cent of the rural workforce in Bihar. Nearly 76.6 per cent of the all agricultural labourers in Bihar were landless in 1999-2000.
- ▶ Due to slow growth in agricultural productivities and limited occupation opportunities, migration is a critical option for survival of the rural poor in Bihar. Both census and NSS report show that Bihar has the highest rate of gross interstate out-migration in India.

WHY STUDY THIS CASE?

- ▶ To highlight the connection of the issues of land ownership, food security and poverty among the rural poor in Bihar.
- ▶ To emphasise the issues of access to natural resources and ownership of land for the marginal farmers.
- ▶ To demonstrate the common issues of the least developed states in India. The experience of the rural poor in Bihar represents common hardship of the rural poor in India.
- ▶ To call for long-term policy solutions focusing on social safety net and rural livelihoods in general.

CASE STUDY: LAND REFORM IN BIHAR

Uneven land distribution in Bihar is one of the major factors affecting the rural poor. Furthermore, other issues include gender, literacy, access and ownership of resources and caste exacerbate the poor household in rural areas.

In Bihar, Government's intervention to promote land reforms has been inadequate. Despite several initiatives and significant legislations in favour of land reform, effective implementation and enforcement are still major concerns. A large part of land donation, which was mobilised during the Bhoodan movement has been undistributed or transferred without a proper record of ownership. In addition, women have extremely limited land rights in Bihar.

Key features of rural poverty in Bihar are as follows:

- ▶ In Bihar, landless agricultural labourers have the highest incidence of poverty among the rural poor, followed by non-agricultural rural labour. Over 80 per cent of the rural poor households cultivate in less than 1 hectare of land. Furthermore, the average size of the marginal land holdings in Bihar (0.34 hectare) is also lower than the national average of 0.4 hectare.
- ▶ Among the social groups, scheduled tribes (STs) represent the largest portion of the population living in extreme poverty, followed by scheduled castes (SCs). By and large, caste and, to a certain extent, ethnicity continue to determine the ownership of land and thus poverty in Bihar.

KEY CHALLENGES

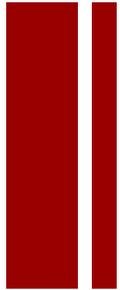
- ▶ **Low productivity and limited resources.** The annual income of the small and marginal farmer earning from less than 2 hectare land is not sufficient to meet their annual expenditure. Over 96 per cent of farmers in Bihar belong to this category.
- ▶ **Decline in public and private investment.** Strengthen investment climate to improve Bihar's current agricultural and human resources, attract new productive resources and enhance agricultural infrastructure remain a great challenge. Over the past 15 years, the productivity of rice did not increase. In contrast, there was about 20 per cent decline in the productivity of wheat and it is below than the national average by 25 per cent.
- ▶ **Limited income-earning opportunities in agriculture** are underlying causes of chronic poverty in Bihar, in which the rural economy continue to dominate economic opportunity in the short-to-medium term.
- ▶ **Inadequate infrastructure** e.g. road, power and irrigation system limits potential of Bihar to develop its agricultural sector. Bihar has not maximised its potential to utilise the water resources through the irrigation system.

LESSONS LEARNED/RECOMMENDATIONS

- ▶ **The connection between poverty and food security is very critical.** Food production from the agricultural sector is essential because the vast majority of the poor in the rural areas depend almost exclusively on land and agricultural resources for consumption as well as their source of income. Therefore, the policy measures to address the problem of poverty and food security must focus on the agricultural sector.
- ▶ **The achievement in poverty reduction in the rural areas intertwines with an increase in the level of food security.** Consequently, it is significant to address the long-term solution to food insecurity, which is not only the issue of food price and production, but also the need to address rural livelihoods in general.
- ▶ **Social safety nets are also part of the solution to absolute poverty and food insecurity.** This goes beyond exceptional circumstances, such as drought, flood and other natural disasters. In this regard, the government policy support is an important mechanism to create social and economic redistribution, such as land reform and equitable access to natural resources. Furthermore, it should also focus on vulnerability in the agricultural sector and enhance socially inclusive sustainable development.
- ▶ **There is a need to improve agricultural infrastructure and productivity** to enhance food production and distribution. This includes improvement in the management of canal and irrigation system for agriculture. In addition, agricultural markets in Bihar are limited by incomplete institutional frameworks, physical infrastructure and imperfect competition.

SOURCE

Bihar State Farmers Commission
Hunger Free Bihar Campaign
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EDUCATION

September 2008

MDG Case Studies: Education and Child Labour in Bihar, India

Background

- ▶ To understand the dynamics of life and work in poor communities, it is important to identify the stages of life when people are vulnerable to falling into poverty. The two vulnerable stages are childhood and youth, the formative stages in life that environment and circumstances perhaps have more influence in shaping their lives.
- ▶ International instruments commonly define the notions of childhood and youth by reference to age: those below 18 are children and those between 15 and 24 are the youth (UN definition). The overlap between these age ranges is symptomatic of the difficulties that arise in trying to draw too sharp a line between when childhood ends and when youth begins. It also reflects the great diversity in the definition of “youth” in different societies depending on which dimension of “youth” takes precedence: demographic (e.g. age), cultural (notions of adulthood), biological (attainment of puberty), social (attainment of maturity or readiness for marriage), or economic (e.g. ability to sustain oneself).
- ▶ A very large number of children below the age of 18 from the northern districts of Bihar, including Champaran, Sitamarhi, Darbhanga, Madhubani, Purnia, Araria and Kishanganj, have been forced into child labour at the early age due to poverty and lack of opportunities for education. They have migrated to the manufacturing industry
- ▶ These children have been deprived from their basic right to education. Many have also suffered from malnutrition at the early age.

WHY STUDY THIS CASE?

- ▶ To draw a close connection between the issues of education and child labour in India;
- ▶ To highlight key challenges to promote universal primary education in the state of Bihar;
- ▶ To identify the dynamics of life and work in poor communities, particularly during the stage of childhood; and
- ▶ To reviews policy options to enhance education for children of the marginalised and disadvantaged communities.

THE DEVELOPMENT CONTEXT

After the nationalisation of schools in 1976, the government of Bihar has been the main provider of educational services. It was the first state in India that introduced the Common School System, a uniform educational system for all boys and girls of the state without discrimination. Nevertheless, the quality of education and provision of equitable opportunities remain a key challenge.

Bihar is one of the least developed states of India. Despite recent improvement in enrolment in primary education and survival rates to grade 5, Bihar is still far behind the national average in terms of educational enrolment and literacy rates. The 2001 indicated that Bihar’s literacy level was 48 per cent, the lowest in India average of 65 per cent. In 1999-2000, the net primary enrolment rate for Bihar was for 52 per cent, compared to national level of 77 per cent.

In Bihar, many children are not sent to school. Bihar accounted for 8.9 per cent of child labour (5-14 age group) in India (Census, 2001). According to UNICEF, the total number of children as main workers (i.e. working for more than six month per year) is about 0.54 million, while children in marginal work (working for less than six months) is approximately 0.58 million (Census, 2001). These children do not have education options that are available for them.

CASE STUDY A:

Mohammad Tarvez was a 12 year old boy. His father was a migrant from Jharkhand working in a brick kiln. They were moving from place to place. Tarvez got separated from his family during the migration. He moved to Delhi to learn to become a tailor. Unfortunately, the boy was being used to stitch clothes. Tarvez was too young to work for long hours, but he had no choice. As a son of a poor migrant worker, he had virtually no opportunity to go to school.

Travez continued to migrate to find other work opportunities. He moved to Mumbai where, he got caught by the police and was placed in a detention centre for juvenile (a group home for children under age of 18). The Child Welfare Committee (CWC) in Mumbai transferred Travez to Kisalaya, the Boys' Home in Kolkata. From Kisalaya, he was sent to 'Apna Ghar', the Boys' Home in Patna, Bihar. Eventually, Travez was sent to a school there. Nevertheless, he was already too old compared to other students in the same class. Travez desperately wanted to go back home, but did not know where to find his family.

CASE STUDY B:

In July 2008, 60 children were rescued by the Department of Labour, Government of Gujarat, India from small textile factories. Of the 60 children, 52 were from Purnia district of Bihar State, India. Five boys were from Sitamarhi and three from Darbhanga (northern districts of Bihar). These children were 10-14 years old. These boys enrolled in primary schools or studied in Madarsas before working at the factories. They were dropped out of school and forced into child labour. CWC sent them to Patna, a capital city of Bihar, before they were sent back their home villages with a promise that they will go back to school.

However, in reality, most children do not have a chance to continue their education back in the villages. Many are sent back to work somewhere else.

KEY CHALLENGE

- ▶ **Limited labour market opportunities and relevance of skill.** The existing education curriculum is not aligned with the demand of the labour market in Bihar. It has less relevance to the livelihood and local context.
- ▶ **Quality of education services and the absence of teachers.** The poor quality of the educational system is due to teacher absenteeism among other factors. A lack of local monitoring of teacher performance and their involvement in various government duties result in the poor attendance. This has been aggravated by the shortage of teachers.
- ▶ **Weak presence of civil society and inadequate community involvements.** NGOs have a small presence in promoting universal access to primary education in Bihar.
- ▶ **Economic and sociocultural constraints.** By and large child labourers are victims of poverty as they need to struggle for survival at an early age. The participation of a child labourer depends on the family background and socioeconomic constraints of the family. Many parents know that education is important for their children. Nevertheless, due to economic and socio-cultural constraints, preference and priority were given to work.
- ▶ **Social barrier to inclusion process.** Discrimination against Dalit children, differently able children and girls of lower castes is a major social barrier for inclusion.

LESSONS LEARNED/RECOMMENDATIONS

- ▶ Redeem the government promise to establish the common school system in Bihar through a proper legislative framework.
- ▶ Provide incentive scheme run by the state to enhance education opportunities for the marginalized and disadvantaged population, such as scheduled castes and tribes through supporting indirect costs i.e. school-lunch programmes, transportation, books and the supplement of family incomes.
- ▶ Conditional cash transfer to family to ensure that the children who are out of work and sent to school.
- ▶ Improve the quality of teachers, textbooks and infrastructure, which include making education relevant to societal needs and enhance the management and capacity of educational institutions at the state, district and local levels.
- ▶ Enhance local monitoring of teacher performance.
- ▶ Promote greater presence of civil society and community participation to enhance enrolment, retention and other aspects of education.
- ▶ Enhance labour inspection and law enforcement to protect the children from being forced into child labour.

SOURCE

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MDG Case Study: Unequal access to Education in Bangladesh

Background

- ▶ Achieving universal primary education is one of the Millennium Development Goals (MDGs). To fulfil this goal, it will require development of basic infrastructure for primary education as well as social inclusion to provide the opportunities for the marginalized and disadvantaged population in Bangladesh.
- ▶ Under the constitution, the citizens of Bangladesh have right to education: Article 15(A): the state should design plan... ensure the basic necessities of life, including food, clothing, shelter, **education** and medical health; Article 15(B): ensures right to work and reasonable *wage* having regard to the quality and quantity of work.; Article 17: Establish a uniform, mass-oriented and universal system of **education** and extending free and compulsory education; Article 19: Ensure equality to opportunity to *all citizens*; Article 28(1): The state shall not discriminate against any citizen on grounds only of religion, race, caste, sex or place of birth; Article 28(4): special provision in favor of women or children and for other backward citizens.
- ▶ Nevertheless, the Constitution does not have any provisions that guarantee the social inclusion and ensure education for all, particularly for the excluded and marginalized population.

WHY STUDY THIS CASE?

- ▶ The story represents the life experience of the excluded population in Bangladesh.
- ▶ The case study gives inspiration to break free from the shackles of social deprivation and discrimination.
- ▶ It highlights the social conditions that limit access to education of the marginalised population.
- ▶ It calls for re-assessment of policy to empower women and girls in the Bangladeshi society.
- ▶ It seeks recommendations to eliminate social barriers and provide equal opportunities for all.
- ▶ It aims to advocate for better social welfare and protection for the city cleaners.

THE CONTEXT

In Bangladesh, the primary education enrolment rate is close to 86 per cent in 2006. However, only 65 per cent of the total student reach grade 5 (see, UNESCO Institute for Statistics). Country requires USD\$1.7 billion to achieve MDG Goal 2 within 2015. Bangladesh has implemented several programmes to incorporate the excluded population in primary education. Nevertheless, opportunities for primary education are not inclusive for all.

Even though the constitution of Bangladesh protects the rights of the women and minorities, urban workers, such as the city cleaners have not been protected under the social safety net programmes. They are among the most deprived population in the urban areas.

CASE STUDY: A

Laxmi Rani Das is a teenage girl, who is one of the top students in her ninth-grade class. Her parents are city cleaners. They live in the slum with many other city cleaners do not have adequate access to social.

Despite her good performance at school, the teachers do not support her formal education and learning in classes due their social bias against Laxmi's family background. They believe that the city cleaners are people of the lowest class in the society and hence should not try to move up the social ladder through education.

Nevertheless, Laxmi was accepted by Gonovobon School, a public high school for girls, after she dropped out in 2006. Fortunately, the local NGOs called Dhoritri encouraged Laxmi to continue her education, which will be tool to maximize her potential and empowerment. Dhoritri help Laxmi pay for her student loan after finishing her education at Gonovobon School.

Laxmi believes education will give her a life with dignity. She also feels that each and every individual deserves equal respect.

Laxmi wants to be a nurse in the future.

KEY CHALLENGES

- ▶ **Cost of Education.** Although the government has launched free primary education programmes with stipends, many children are not in school due to the financial constraints of their families.
- ▶ **Social Discrimination.** The social bias against the city cleaners is still a major challenge. City cleaners remain the excluded group in urban development. In most cases, the children from this community face social discrimination
- ▶ **Workers' Benefits.** A city cleaners get paid below the minimum wages with very little social benefits. They receive no extra allowance and compensation for their services.

LESSONS LEARNED/RECOMMENDATIONS

- ▶ Inclusive development is based on a social and right-based perception, which emphasizes equal opportunities for every person in the society. Local NGOs and community-based organizations can play a significant role in promoting this perception.
- ▶ Government has to reshape the educational policies to address the need of the marginalised population in Bangladesh, such as the urban slum dwellers.
- ▶ The law must ensure that rights to education for all citizens are respected as one of the basic principles of the constitution.
- ▶ City cleaners are one of the marginalized groups in Bangladesh. There is need for government policies targeting the disadvantaged and excluded groups that are lagged behind in achieving the MDGs.
- ▶ Social programmes that provide basic social services, such as health and education require collaboration between the government and civil society, including the local NGOs and community based organization.

SOURCE

Dhoritri Foundation in collaboration with **Campaign for Popular Education**, a coalition of approximately 700 NGOs involved in literacy and education in Bangladesh as well as a national secretariat of **People's Forum on MDGs (PFM)**

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MDG Case Study: Right to Education Campaign in India

Background

- ▶ The achievement of MDG 2, universal primary education, has become very critical for India. This is because 59 million (out of 200 million) children in the age group of 6-14 years are not attending school. Of the 59 million, 35 million are girls.¹
- ▶ The Sarva Shiksha Abhiyan (SSA) is the first comprehensive programme, which aims at achieving the long-cherished goal of Universalisation of Elementary Education (UEE) through a time-bound integrated approach. It aims to enhance elementary education in the country by providing useful and quality education for all children in the age-group of 6-14 years by 2010.
- ▶ SSA also aims to bridge the social, regional and gender gaps by promoting active participation of the community to monitor and manage the schools. In addition, SSA acknowledges the importance of Early Childhood Care and Education. It focus on children aged 0-14 years old.

WHY STUDY THIS CASE?

- ▶ The case provides an insight into state-wide mobilization efforts to enhance enrolment and awareness of all primary stakeholders in primary education, including the children, parents, school administration and local leaders.
- ▶ It emphasises lessons learned from a close collaboration between civil society groups, the provincial governments and international organizations working to support the right to education.
- ▶ It highlights the need for direct interactions between the communities and the relevant district and local administrations to achieve universal primary education.

CASE STUDY: MOBILIZATION OF COMMUNITY PARTICIPATION TO PROMOTE EDUCATION

Siksha Adhikar Yatra (Right to Education Campaign). A The campaign was promoted at the local and community levels by a team of 8-10 campaigners, who were trained to generate understanding of rights to education and highlight the importance of primary school. The campaign targeted all districts of the state of Haryana, both rural and urban areas, in which literacy rates are very low.

Facilitate coordination among communities and local authorities. The campaign facilitated the process of interactions among various groups. SSA included the district & local organisations in the process of planning, implementation and monitoring and evaluation. The collaboration aims to enhance implementation of SSA and evaluate its performance, including the contribution of programmes towards the achievement of Education for All (EFA).

Decline in the number of children out of primary school. The Shiksha Adhikar Yatra or the Right to Education Campaign aims to support children, who do not enrol in primary school. It reached a number of children in at the local and community levels. The campaign was successful in enhancing the public awareness at the local and community levels.

KEY CHALLENGES

- ▶ **Lack of awareness.** The stakeholders in *Sarva Shiksha Abhiyan* (SSA) are not really aware of its potential. The Constitution (86th Amendment) Act 2002 has made elementary education a fundamental right. However, in reality, many parents are reluctant to send their children to school due to their opportunity costs and financial constraints of the household.
- ▶ **Absence of school facilities and infrastructure.** Inadequate school facilities and infrastructure, coupled with high teacher absenteeism and shortage of human resources result in poor quality of education and high drop-out rates.
- ▶ **Socio-economic barriers to education.** A large number of children, particularly girls, from socially excluded groups are prevented to access to education due to discrimination. Furthermore, they were subordinated by social stigmatization and the lower socio-economic status. While the gender gap in primary education continues to persist, children with disabilities and those from nomadic communities are also far from being mainstreamed into the education system.

LESSONS LEARNED/RECOMMENDATIONS

- ▶ **Building Community Ownership of Education.** The experience from direct interactions with families at the district level reveals that children and parents from marginalised groups, such as the scheduled castes and tribes, lack information and do not realise the state's responsibility to provide education for all children.
- ▶ **Investing in Local Infrastructure for Education.** Building schools at the village level should be the key priority for the state and national governments. They should invest in local infrastructure to ensure that children are enrolled in primary education and also receive quality education. Currently, India spends around 3% of its GDP on education. The National Common Minimum Programme (2004-2009) and the Eleventh Five Year Plan (2007-2012) promise to increase budget allocation for public education to 6 per cent of GDP.
- ▶ **Targeting Socially Excluded Communities.** Targeted programmes to reach children of socially excluded communities are critical. In India, the Dalits, Adivasis, Muslim minorities, Denotified & Nomadic Tribes and differently abled children should be the special focus of the government's education programmes. The proposed 'Right to Education Bill', which has not been adopted by the government, must ensure equitable access to quality education for all at the national and sub-national levels.



SOURCE

Centre for Alternative Dalit Media & the National Conference of Dalit Organizations (NACDOR) in collaboration with Wada Na Todo Abhiyan, India
Email: campaign@wadanatodo.net
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September 2008

MDG Case study: Mainstreaming Education in Rajasthan, India

Background

- ▶ The State Government of Rajasthan endeavours to enhance literacy rates through various programmes such as *Sarva Shiksha Abhiyan* (Education for All Movement or a flagship programme of the Indian Government for achievement of universalization of elementary education by 2010), District Primary Education Programme, and Continuing Literacy Programme.
- ▶ School children benefit from the implementation of mid-day meal programmes in school to improve health and nutrition. Furthermore, the *Apki Beti* Scheme has been introduced for the girls belonging to Below-Poverty-Line (BPL) families, girl from single-parent families and/or without parents. A scholarship is made available under this scheme. Special bridge courses have been started for differently-able children with qualified teachers.
- ▶ For improving the learning ability of students, a new quality assurance programme has been undertaken. Under the programme, achievement levels of students are being tested and the feedback obtained is being used to strengthen teaching and undertake capacity building of teachers.
- ▶ To promote girls secondary education, the state government is providing free transport facilities through Roadways, bus pass and free distribution of bicycles in tribal areas.
- ▶ In order to meet the children's right to free elementary education, the state government has initiated efforts such as – free and compulsory educational facilities to children in the age group of 6 to 14 years, free distribution of books, etc.

WHY STUDY THIS CASE?

- ▶ To examine the experience of mainstreaming in education in order to identify lessons learned and good practices for promoting gender equality and universal of education.
- ▶ To analyse a need for a community based approach to developing the education plan.
- ▶ To identify factors that may foster quality in education.
- ▶ To analyze status of education of girls, tribal's and minorities
- ▶ To promote the importance of girls' education and gender equality at the community level

THE DEVELOPMENT CONTEXT

During the Eleventh Plan period 2007-12, special literacy camps for illiterate women and vocational training camps have been proposed under Literacy Continuing Education Programme. Further the role of education as an agent or instrument of social change and social development is widely recognized in the society. Educational scenario and mainstreaming of education in Rajasthan will be analyzed in this study.

The level of education and literacy rate is a major indicator of development achievement of a state. After sixty years of independence, Rajasthan still lags behind many other states in terms of provision of basic education to all sections of the society. According to the 2001 census, over all literacy rates of Rajasthan rose by 23 per cent from 38.6 percent to 61.03 percent during the same period. However, the 2001 census also revealed large inter-district variations as well as a huge gap between male and female literacy rates in Rajasthan.

In 2001, only seven out of thirty-two districts recorded female literacy rates above fifty percent. *Kota* continued to record the highest female literacy rate with 61.25 percent, while *Jalor* had the lowest figure of 27.53 percent. The literacy rate in Rajasthan was even lower than the national average of 64.3 per cent (in 2006) especially women's literacy is as low as 44.34 per cent.

KEY CHALLENGES

- ▶ **Large variations among different social groups.** Despite the overall increase in Rajasthan's literacy rate between 1991 and 2001, there are large variations and differences at the district and village levels as well as among various social groups.
- ▶ **Educational reform.** The education system in Rajasthan requires considerable reform in order to improve the access of marginalized groups, particularly women and girls, *Dalits*, migrants and nomadic people. Major improvement in the education system is required to enhance infrastructure relevant to the livelihood of people in Rajasthan. It should provide a means for empowerment of the poor. At present, many districts in Rajasthan are among the lowest literacy rates in the country, particular the female literacy rate.
- ▶ **Gender Inequality.** Little progress in education has been made among women and girls of Scheduled Tribes and Castes in Rajasthan.
- ▶ **Low quality of education.** According to the Institute of Education Research and Training (SIERT), the achievement of students who complete primary education focus on three Rs: reading, writing and arithmetic. In 10 districts of Rajasthan, the Baseline Assessment Study conducted by SIERT, are very low. According to the Annual Status of Education Report (ASER) 2005 conducted by Pratham, in six districts almost 50 per cent children do not have the ability to read and in about 15 districts children do not have the numerical ability in varying percentage.

CASE STUDY A:

Several education programmes see the community as a central participant in determining issues of quantity and quality. Community participation is fundamental to generating public awareness as well as the decision-making process regarding school and teacher management, the practice and content of education. Furthermore, participation at the local level will make education more responsive to the local context and enable the use of community knowledge, creativity and initiative.

The late 1980s and 1990s saw new programmes in primary education that advocated substantial community participation like the *Lok Jumbish* in Rajasthan, District Primary Education Programme (DPEP), *Janshala* and the *Sarva Sikshya Abhiyan*. Each of them stressed quality primary education and envisaged a proactive role for the community. The DPEP's objective, for instance, is the universalization of elementary education, with a particular focus on equal access and quality of education. The programme stresses participatory process of the local community, including monitoring teacher-attendance, maintenance of the school building, selection of Para-teachers and curriculum formation, all through the Village Education Committee (VEC). It is supported by other community-based institutions such as the Parent Teacher Associations (PTAs), Mother Teacher Associations (MTAs) and *Mabila Mandals* (MMs). These committees were trained by DPEP functionaries. A study of community mobilization in the DPEP claimed the expansion of community participation in the school, including the integration of disabled children and increased teacher accountability.

According to DPEP literature, Para-teachers managed by the community are more accountable and agreeable to training, compared to regular teachers. They are more likely to relate to the context of children. As a strategy, community participation has also been explored in formulating curriculum and pedagogy, linking the child's social, cultural and environmental contexts with the teaching-learning process, thereby making education more relevant and interesting.

While it is generally accepted in theory that community participation and the accompanying aspects of choice are desirable, very little is known about the effects of choice on learning. This highlights the need for maintaining a balance, so that all children are able to attain certain basic learning and skill standards, with the foundational belief that the state is ultimately responsible for education, even as the community may participate in that process.

KEY ANALYSIS

- ▶ In Rajasthan the regular schooling system has been unable to provide primary education to the disadvantaged groups of the society, namely the Scheduled Tribes, Scheduled Castes, women and communities in remote areas. Thus, alternative systems have been devised to fill the gap. These have been successful in providing some relevant education and some vocational schools for the marginalised and disadvantaged groups.
- ▶ Lot of attention have been given on the quantitative expansion of education infrastructure by ignoring the quality aspects of teaching and learning. Therefore, there is an urgent need for improvement of the quality of education, given the very poor levels of learning as evident in studies carried out by various agencies in the primary schools.
- ▶ The administrative and institutional structure of school education was placed directly under the Panchayati Raj Institutions (PRIs) since 1999. This aims to decentralize the management and control of the system in order to strengthen the ability of the poor and marginal groups to participate in local governance. In reality, there are existing gaps in the performance of the PRIs, because of a complex set of bureaucratic rules and regulations.
- ▶ Access to education is essential for the empowerment of women, including increasing income-earning potential, ability to bargain for resources within the household, decision-making autonomy, control over their own fertility, and participation in public life.

LESSONS LEARNED/RECOMMENDATIONS

- ▶ Improve the quality teachers, textbooks and infrastructure, which include making education relevant to societal needs and enhance the management and capacity of educational institutions at the state, district and local levels.
- ▶ Enhance access to basic water and sanitation at school for children in rural areas.
- ▶ Promote greater community participation to enhance enrolment, retention and other aspects of education.
- ▶ Engage the local institutions in the reform process of the education system, including PRIs, VEC, MTA and PTA, which are village-based, grass-root structures. These institutions will be important vehicles of community mobilization.
- ▶ Enhance the local monitoring process e.g. community-based monitoring system.



SOURCE

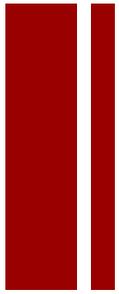
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GENDER EQUALITY

September 2008

MDG Case Studies: Dalit Women in Rajasthan, India

Background

- ▶ The *Dalits*, a caste of around 260 million people in South Asia (accounting for roughly 1/4 of India's population), have faced systemic and structural discrimination in the region due to their inferior social status. The social discrimination against the lower-casted Dalits or the "untouchable" prohibits their access to resources and exclude them in the development process for poverty reduction.
- ▶ Among this group, Dalit women are especially discriminated against, even within their own caste, as they are defined as intrinsically impure being. They are forced to perform the most degrading jobs. Furthermore, Dalit women are denied access to education and often victims of gender-based violence, including the "Devadasi system" (forced and ritualized prostitution). Without social protection and basic human rights, Dalit women have been abused and trapped in persistent inequality.
- ▶ The hardship of Dalit women is a result of severe exploitation and suppression by the upper classes. Ruth Manorama, an active member of the National Campaign on Dalit Human Rights and the National Alliance of Women, once stated that in a male dominated society, "Dalit women face a triple burden of caste, class and gender" in which she sums up the plight of Dalit women, highlighting the fact that Dalit women are a distinct social group and cannot be masked under the general categories of "Women" or "Dalits".

WHY STUDY THIS CASE?

- ▶ To present the legacy of the caste system and its impact on the socioeconomic status of Dalit women in modern India.
- ▶ To assess and analyse the MDG progress by some selected indicators.
- ▶ To identify and analyse the key indicators which require particular attention of the government.
- ▶ To highlight the harsh reality of Dalit women, their struggle to overcome poverty and relative deprivation compared to the average population.

KEY FOCUS GROUP

The key focus group of this case study is Dalit women in the state of Rajasthan, India. The two case studies reflect different social strata of Dalit women:

- ▶ The first case study indicates the plight of a Dalit woman, who was elected as Panchayat Samiti Pradhan (President) under the Panchayat Raj System and faced intense social discrimination in order to represent her constituency.
- ▶ The second case study was about a young educated woman selected as an Aaganwari Worker at the Aaganwari Centre under the Integrated Child Development Scheme (ICDS), Department of Women & Child Development. Nevertheless, she was not awarded the post due to the forced recruitment of higher caste woman.

These two cases were found at the time of the public hearing organised at divisional and state level.

THE DEVELOPMENT CONTEXT

The Hague Declaration on the Human Rights and Dignity of Dalit Women was drafted in November 2006 at the Hague Conference on Dalit Women's Rights. It provides key recommendations to resolve social discrimination and gender-based violence against Dalit women for the Governments of India, Pakistan, Bangladesh and Sri Lanka. Furthermore, the Declaration recommends the appropriate law and necessary measures to protect the Dalit women and their human rights including representation in the parliament, property rights, anti-discrimination and anti-violence rules, right to education and equal protection under the law. The Hague Conference aims to draw attention from the international community and create wide support for Dalit women to achieve these basic rights by 2015. These rights are a necessary step to achieve the MDG targets and bridge the social gap and inequalities.

KEY CHALLENGES

- ▶ **Discrimination in Education.** According to the National Commission for Scheduled Castes and Scheduled Tribes 2000, approximately 75 per cent of Dalit girls dropped out of primary school despite the strict laws of the Government of India that reserve seats for Dalit children in school. The high school drop out rates among Dalit children were partly due to various forms of social discrimination and persistent poverty. The dropout rate at every level of education for scheduled caste girls exceeded those of either scheduled caste boys or of the overall female population.
- ▶ **Limited Opportunities and Access to Resources.** According to India's Ministry of Labour, 85 per cent of the Dalit women have the most formidable occupations. They work for minimal wages under the upper caste landlords. The National Commission for Schedule Castes and Scheduled Tribes reveals that 85 per cent of Dalits are landless.
- ▶ **Persistent Gender-based Violence.** Women from the lowest castes are highly vulnerable and face severe gender-based violence, including sexual harassment and physical assaults. There are also a number of cases where the houses of Dalit women were attacked and burned.
- ▶ **Traditional Role of Women in India.** In India, women traditionally have a limited role in the household decision making process. Education and socio-economic status of the family could play a significant part in enhancing or suppressing the role of women, further in the public sphere.

CASE STUDY A:

Mrs. Dhanwanti Devi Meghwal is Pradhan of Shergarh Panchayat Samiti (Block) of Jodhpur district. She was elected as Scheduled Caste Women representative at the Block level. A cattle fair is organized at the Shergarh block every year to promote income generation. The inaugural ceremony was on 16 September, 2007. The local policemen and high ranking officials also attended the ceremony including the Member of Local Assembly, Mr. Babu Singh Rathore and other representatives.

As Mrs. Meghwal stepped forward to hoist the flag at the ceremony, Mr. Rathore suddenly intervened to stop her claiming that she was a Dalit women and therefore did not have a right to hoist the flag in front of all upper caste men and women. Mr. Rathore and his men assaulted Mrs. Meghwal in front of the crowd and the police without any intervention.

Mrs. Meghwal filed the complaint against Mr. Babu Singh Rathore. Nevertheless, no action was taken against Mr. Babu Singh Rathore. This case was also reported to the National Human Rights Commission, National Women's Commission and National Schedule Caste Commission and C.I.D. Investigation have continued. Until now, Mrs. Meghwal is still waiting for justice.

KEY ANALYSIS

According to the Census 2001, Dalits accounted for 17.16 per cent of the total population in Rajasthan. Despite the existing provision in the constitution to ensure equal rights of all citizens, the Dalits continues to face social discrimination based on traditional cultural practice. They have limited access to basic social services, including water and sanitation. In Rajasthan, Dalits extremely rely on the communities of upper castes for their livelihood. They live in extreme poverty and have very limited participation in democratic institution to enhance their social protection and rights.

Furthermore, Dalits are victims of severe human rights violations. According to the 2005 Annual Report of the National Crime Records, Bureau of the Ministry of Home Affairs, Government of India, a crime against the Scheduled Castes, also known as Dalits, is committed every 20 minutes. The report states that a total of 26,127 cases against Scheduled Castes were reported in 2005, while the number of crimes against Dalits in 2004 was 26,887. The cases include 8,497 cases reported under the Protection of Civil Rights Act and 291 cases under the Scheduled Caste/Scheduled Tribes (Prevention of Atrocities) Act. In the state of Rajasthan, 2,941 cases of atrocity against the Scheduled Castes and 719 cases of atrocity against the Scheduled Tribes were registered in 2006.

CASE STUDY B:

Ms. Manju Parihar applied for the Aanganwadi Worker position under the Integrated Child Development Scheme (ICDS) of Department of Women & Child Development. She was called for an interview. Ms. Parihar fulfilled the selection criteria and was announced as a successful candidate for the position. However, in reality the position was given to an upper caste female candidate.

Ms. Manju Parihar pleaded for a review of this case based on the rule and selection criteria applied for the Aanganwadi Worker position. Nevertheless, she did not receive a fair treatment. Finally, she went to the District Collector to appeal for her case. It took more than 10 months for her to receive justice. The detailed investigation has been conducted. However, until these days, Ms. Parihar still struggle to appeal for her case and wait for the social justice.

LESSONS LEARNED/RECOMMENDATIONS

- ▶ Social exclusion and discrimination is the underlying cause of poverty. The implementation of development programmes particularly on food security, water and sanitation and basic healthcare, has not benefited a large section of the marginalised and disadvantaged population due to social exploitation and stigmatization.
- ▶ There is a need for targeted intervention programmes for the schedule castes or the Dalit communities in India.
- ▶ Local MDG monitoring system will help the government identify the marginalised groups that require additional assistance and development gaps, particularly among women of the marginalised and disadvantaged populations.
- ▶ Mechanism to deal with human rights violations of Dalit women must be restored and enforced to enhance legal rights of the Dalit community in India.

SOURCE

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September 2008

MDG Case Study: Women's Participation in Nepal

Background

- ▶ In 2007 the interim parliament's seven-party coalition drafted and passed an interim constitution that required 33 percent of parties' candidates to be female.
- ▶ None of the parties actually fulfilled the required quota percentage of women enlisted as candidates.
- ▶ The Maoists fielded the largest number of women for the elections
- ▶ The election formed a new *Constituent Assembly*, a 601-member body that will draft a new constitution and establish Nepal's post-monarchy government over the next two years. One-third of those elected to the assembly are women. These 200 newly elected women leaders have the unique opportunity to develop a constitution that meets the needs of women and their families throughout the country.



WHY STUDY THIS CASE?

- ▶ To highlight the importance of women's participation in decision-making and peace process as part of social and political development.
- ▶ To document the use of an international instrument in the local context of Nepal.
- ▶ To raise public awareness and reduce social barriers faced by women of different social classes and castes, ethnic minorities and disadvantaged groups, such as widows, divorced and single mothers
- ▶ To advocate for rights of women and girls, which are integral and indivisible part of universal human rights.
- ▶ To prove that persistent advocacy efforts can bring about changes in policies and practice.
- ▶ To review the current achievement and shortfalls in women's participation and identify relevant actions

THE DEVELOPMENT CONTEXT

- ▶ The indicators of gender development and gender empowerment in Nepal are 0.520 and 0.351 respectively.
- ▶ Women face greater barriers in participating in the labour force than men. The participation of women and men in labor is 48.9 and 67.6 percent, respectively. Moreover, they are largely employed in subsistence farming and the informal sector with low wages. Women are often engaged in unpaid domestic work and have longer total work hours than men. The contribution of women to economic activities outside their homes is 36.3 hours every week, while that of men is 42.6 hours. Weekly contribution to in-house economic activities by women is 42.5 hours and that of men is 46.5 hours. Outside home non-economic activities of women occupy 25.1 hours of labor and that of men occupies 9.7 hours a week.
- ▶ In income earnings and administrative services, women share 30.0 percent and 12.7 percent respectively.
- ▶ The condition of the women has become deplorable due to armed conflict and displacement. Due to the conflict opportunities of livelihood at the local level have been lost.
- ▶ Peace, reconstruction, rehabilitation and reintegration in the state policies and planning do not take into account the gender aspect.
- ▶ There is an increasing feminization of poverty.

Three Year Interim Plan, 2008-20011, Government of Nepal

UNITED NATIONS SECURITY COUNCIL RESOLUTION 1325:

United Nations Security Council Resolution (UNSCR) 1325 is a key advocacy tool used by the Government of Nepal, civil society and the international community to promote women's participation in the peace process. UNSCR 1325 was the first resolution in United Nations history to specifically recognise the impact of armed conflict on women and girls. It also acknowledges their significant contribution to conflict resolution and peace building and addresses specific needs regarding constitutions, electoral systems, police and judiciary.

UNSCR 1325 sets out key recommendations, including ensuring the participation of women in the promotion and maintenance of peace.

STATISTICS OF WOMEN PARTICIPATING IN VARIOUS SECTORS:

Topic	Men	Women
% of Population	49.6	50.03
Average Life Span (in years)	61.8	62.2
% Literacy above 15 years	62.23	34.6
% in Administration	91.45	8.55
% in Legal Services	97.93	2.04
% in Teaching	74	26
% Involved in Media	88	12
% in Foreign Employment	89.15	10.85
% of Land Owners	89.16	10.83
% of Building Owners	94.49	5.51
% in Agriculture	39.5	60.5

*Tenth National Plan 2002-2007,
National Planning Commission*

CASE STUDY: NAYA ADYAYA – A NEW CHAPTER FOR WOMEN IN NEPAL

With the support from UNFPA, UNIFEM UNMIN, Danish Embassy and Women for Human Rights (WHR), a group of young pioneer artists, *Sarwanam Theatre Group*, launched the street theatre project called 'Naya Adhyaya' (New Chapter) and toured around the country from late 2007 to early 2008. The project aims to promote women's participation in the peace process through a series of street performance and workshops in remote areas of Nepal. The creativity and skills of the Sarwanam theatre group brought into life the stories of women and girls who lived through the years of conflict and showed the inspirational force of one woman, *Bina*, the young widow who would not give in to social barriers and obstacles to enhance the plight of Nepali women.

During the performance, UNFPA distributed the cartoon booklet, which narrates the real life stories of women during the conflict. The cartoon simplifies the United Nations Security Council Resolution (UNSCR) 1325, which directly calls for women's increased participation and protection in the peace process.

The workshop was followed by the street performance focusing on key messages to promote women's and the role of women in the Constituent Assembly process. The workshops were led by WHR, an organization that works for the empowerment of women, but particularly widows and single women.

Audience reactions: "You made me cry. I really can't express in words how touching it was and I would determine now to unite women in my village for the rights of women. You opened my eye... I couldn't stop crying!" - Janaki Bhatta, Jhalari. The story of the performance portrays the common obstacles for women in Nepal. "For a moment, I thought it is very much my story" - Shobha BC (Single woman, Mid-West Region).

The project has been translated into a book under the same title. This book has been produced in both Nepali and English. The Nepali version targets Nepalese leaders, who are responsible for drafting the new Constitution as well as many women's advocacy groups. The English version aims to inspire members of the international community to continue to support women and contribute to Nepal's development. The publication is also available online at: <http://www.unmin.org.np>

WOMEN'S LEADERSHIP ACADEMY

Nepal's Constituent Assembly (CA) election was a landmark for its socio-political transition after a ten-year long process of internal struggle and conflicts. Nevertheless, there is a need for efforts to enhance the role of civil society and elected women in the Constituent Assembly. In order to ensure broad and informed participation in the CA drafting process, the National Democratic Institute Nepal (NDI) started a CA support programme with four main components: the creation of a Women's Leadership Academy for women CA members and women civil society; community dialogues enabling women CA members to interact with constituents; working with women CA members to provide constituency services; and working with the Inter Party Women's Alliance (IPWA) to expand their reach into more districts throughout Nepal. The topics include understanding the constitution drafting process, developing advocacy skills, public speaking, interacting with the media and consensus-building.

The first phase of the first series of Women's Leadership Academy started on Aug. 26, 2008. Over 80 women CA members from different political parties participated in the 20 day programme conducted on five modules: Participatory Culture, Political Communication, Constitution Drafting Process, Human Rights including Women's Rights and Indigenous People's Rights, and Gender and Social Inclusion. United Nations Population Fund (UNFPA), United Nations Children's Fund (UNICEF), International Labour Organisation (ILO) and Department of International Development (DFID) supported the programme by designing, facilitating and financing two of the modules in coordination with the NDI.

The NDI is planning to run second phase of the trainings from November 2008, when in addition to party and women Civil Society women members, National Planning Commission and Election Commission will also participate in addition. 15 graduates from first tier trainings will be chosen as master trainers to support other women CA members within their own parties.

LESSONS LEARNED/RECOMMENDATIONS

- ▶ Development and implementation of National Action Plan on UNSCR 1325
- ▶ Women CA members' participation in working Committees of CA
- ▶ The Civil Society input to be included in all legislative processes
- ▶ Establishment of comprehensive gender based violence prevention and response mechanism
- ▶ Completion of all-inclusive and in-depth reconciliation at the community level

The CA Speaker Subash Nembang addressing the Constituent Assembly members participating in the opening of the Women's Leadership Academy



SOURCE



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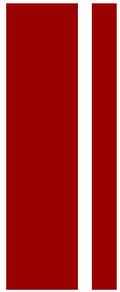
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UNFPA, the United Nations Population Fund, is an international development agency that promotes the right of every woman, man and child to enjoy a life of health and equal opportunity. UNFPA supports countries in using population data for policies and programmes to reduce poverty and to ensure that every pregnancy is wanted, every birth is safe, every young person is free of HIV/AIDS, and every girl and woman is treated with dignity and respect.



HEALTH

MDG Case Study: Improve Maternal Health for the Socially Excluded in India

Background

- ▶ India has the highest maternal mortality rates in the world. More than one fifth of the world's maternal deaths occur in India. Early marriages combined with illiteracy, poor health services and poverty result in high levels of maternal mortality. Delays in seeking care, reaching services and receiving treatment have a great impact on survival rates in India
- ▶ In India, maternal mortality rates are even higher among the disadvantaged and socially excluded communities. Women of these groups face multiple social barriers to access basic healthcare and other social services.
- ▶ In response to the issues of maternal mortality, **Janani Suraksha Yojana (JSY)**, the government sponsored scheme under National Rural Health Mission (2005) was launched to: 1) reduce maternal and infant mortality rates; and 2) increase institutional deliveries in below poverty line (BPL) families.

WHY STUDY THIS CASE?

- ▶ To highlight issues of social inequity and justice rights of women, particularly those of the socially excluded groups who face intense discrimination, while accessing the health facilities provided by the government.
- ▶ To emphasise the need to get accurate estimation of maternal mortality rates because many deaths occur outside of the hospitals and it was not officially recorded by local health providers.
- ▶ To enhance collaborative efforts to address the issues of maternal mortality, particularly among women from socially excluded communities in relation to the Janani Suraksha Yojana. The focus is on the quality of care provided to them in institution.

CASE STUDY:

Bhamavati was married to Parasuram. The couple were settled in the Kurseli village in Hardoi district, the state of Uttar Pradesh. She belonged to the schedule caste, *Anujati*.

Just like many other Indian women from a schedule caste family, Bhamavati did not have the opportunity to learn about the importance of prenatal and postnatal care for her as well as the baby.

Bhamavati, like many Indian girls or women of reproductive age, had poor micronutrient status prior to conception. This led to micronutrient deficits during the pregnancy. Her body lacked iron and folic acid. Bhamavati had never been visited by an Accredited Social Health Activist (ASHA) appointed under National Rural Health Mission (NRHM). She never went to the hospital to seek professional healthcare.

Bhamavati finally delivered her baby at home without any help from the skilled health worker. Due to complications after giving birth, she died only 15 days after delivering the baby. Her child also died after three months.

The story of Bhamavati represents million cases of women in rural India. Bhamavati and her baby would have survived, if she had reached the health services and received help from skilled health workers in time.

KEY CHALLENGES

- ▶ **Underreporting and misclassification.** Hence, it is very difficult to draw a clear conclusion about the trend in maternal mortality in India. While the overall maternal mortality ratio for the country as a whole is considered to be between 300 to 500 maternal deaths per hundred live births, the National Population Policy (NPP 2000) and the National Health Policy (NHP 2002) had set the goal of reducing MMR to below 100 by 2010. The Tenth Five Year Plan and the National Rural Health Mission (NRHM) delayed this slightly to 2012. There is a need for more information from traditionally marginalised groups to ensure that their experiences are clearly reflected in the national assessment and debate on the reduction of Maternal Mortality.
- ▶ **Collection of information on the ground.** Even though the Registrar General of India (GOI, 2006) indicated a substantial decline in maternal mortality from 1991 to 2003, it also acknowledged a wide variation at the sub-national levels. It remains a great challenge to collect consistent data from various different 10 states of India to monitor and evaluate maternal health services in different local areas.
- ▶ **Social barriers to healthcare.** Women from the marginalized communities are more vulnerable. They may have lower access to basic health services and facilities due to socioeconomic barriers. In India, women of the marginalized and disadvantaged groups still face severe discrimination due to their lower status.



LESSONS LEARNED/RECOMMENDATIONS

- ▶ Identify regional variations and enhance the targeted implementation of NRHM at the sub-national levels, particularly in the rural areas.
- ▶ Promote NRHM and enhance public awareness of the government policy, particularly in the rural areas.
- ▶ Maximise the potential of existing health providers, such as midwives.
- ▶ Enhance targeted public investment to improve maternal health, particularly the marginalized and disadvantaged groups.
- ▶ Outline a concrete strategy to ensure equitable access to basic healthcare for the marginalised population, such as the scheduled castes and tribes.
- ▶ Create ownership of health-related MDGs at the local and community levels.
- ▶ Increase human resources, including doctors and skilled health workers.
- ▶ Engage civil society in monitoring and evaluating the implementation of health services under NRHM, including health infrastructure and facilities.
- ▶ Promote community participation in social audit as well as planning and monitoring the implementation of NRHM at the local level.

SOURCE

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MDG Case Study: Tea Garden Workers in Bangladesh

Background

- ▶ Bangladesh also initiated several programmes and policies to accelerate the MDG targets. At present it is important to identify the successes and shortfalls to enhance good practice and lessons learned.

- ▶ The constitution of People's Republic of Bangladesh, the Preamble stated the purposes of the state to ensure basic fundamental rights. This includes:

Article 14: emancipate the peasants and workers from all forms of exploitations; *Article 15(A)* mentions that state should design plan to increase productive growth to ensure the basic necessities of life, including food, clothing, shelter, education and medical health; *Article 15(B):* ensures right to work and reasonable wage having regard to the quality and quantity of work; *Article 18:* Raise the level of nutrition and improvement of public health is one of the primary duties of the state; *Article 19:* Ensure equality to opportunity to all citizens; *Article 28;* special provision in favor of women or children and for other backward citizens.

- ▶ Each of the mentioned articles complements the eight MDGs. It also shows the commitment and obligation of the state to fulfill the fundamental rights of the citizens.

WHY STUDY THIS CASE?

- ▶ To describe the existing basic health services available for tea garden workers in Bangladesh.
- ▶ To review the implementation of healthcare services in both government and private health service delivery centres.
- ▶ To draw the attention of the concerned authority and to promote equal access to basic healthcare services for all.
- ▶ To advocate for improvement of basic healthcare services for the tea garden workers in Bangladesh.

CONTEXT

Over 200 years ago, the tea industry started in the North eastern region of Bangladesh, during the British colonial rule. Workers for the tea industry were brought from different part of colonial India to Srimangal, the main tea growing area in Bangladesh, to work on the tea plantation. These tea garden workers are employed in the plantation. They are bonded labour living in a small piece of land allotted by their employers

At present, the tea garden workers are one of the most deprived groups in Bangladesh. They have very limited access to basic social services, such as health and education. Tea garden workers suffer from malnutrition, poor health service and sanitation, and the lack of social justice. The tea garden workers do not have social protection.

CASE STUDY: A

Out of 162 tea gardens in Bangladesh, 91 are located in Moulovibazar Zilla, Srimongol. The region is also known as the *Tea Capital*. The average daily wage of the worker is about 30 taka (approximately USD 0.44) per day. An average worker lives with 8-9 family members in a room of approximately 112 cubits. They suffer from poverty and hunger, including malnutrition and other diseases.

Dukha Deshad Dev is a tea garden work. His wife, *Swaraswati Deshad*, died at childbirth due to chronic anemia. After their marriage she gave normal birth to two children. After giving the birth to the third child, Swaraswati's health became very fragile. Dukha could not rely on the garden's hospital, so he took her to a private clinic. Swaraswati's condition deteriorated rapidly during labour. Nevertheless, the private doctor refused to admit her into the clinic. Dukha had to bring his wife back to the Varara Tea Garden Hospital, where she eventually died due to the complication from labour.

Dukha felt that his wife and baby died because of the delays in reaching services and receiving treatment. Dukha called for social protection of tea gardens workers, including basic social services, such as medical facilities in order to reduce maternal and infant mortality. Dukha demanded justice from the court.

KEY CHALLENGES

- ▶ **Low Wages.** The tea garden workers receive very low wages that cannot afford basic social services.
- ▶ **Limited access to basic social services.** The community health service centres do not have sufficient doctors, skilled health workers and health infrastructure. Children living in the tea garden areas have limited access to primary education.
- ▶ **Limited social protection and benefits.** The tea garden workers receive no social protection and benefits.
- ▶ **Early employment.** Low household income and financial constraints force the parents to send their children to work in the tea plantation at a very early age instead of attending schools.

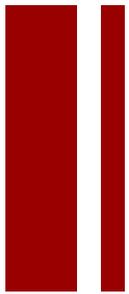
LESSONS LEARNED/ RECOMMENDATIONS

- ▶ Enhance public awareness and family planning to reduce maternal mortality rates in Bangladesh.
- ▶ Establish special maternal care centre for tea garden workers.
- ▶ Ensure supply of clean drinking water and sanitation in the household.
- ▶ Establish primary schools in the tea gardens for the children of tea garden workers.
- ▶ The government and the owners of tea gardens should share the mutual responsibility to ensure decent work conditions for the tea garden workers.
- ▶ Establish a task force to ensure emergency support and justice to the tea garden workers

SOURCE

People Health Movement (PHM) Bangladesh in collaboration with **Campaign for Popular Education**, a coalition of approximately 700 NGOs in Bangladesh as well as a national secretariat of **People's Forum on MDGs**

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ENVIRONMENTAL SUSTAINABILITY

September 2008

MDG Case Study: Health of Urban Poor in India

Background

- ▶ India has been urbanizing rapidly in recent decades. About 300 million people live in urban areas in India. During the decade 1991-2001, the urban population grew by 68 million or by 31.2 per cent. The growth rate of urban population is almost double that of the rural population.
- ▶ Indian cities have a considerable proportion of population residing in overcrowded slums with minimum or no provisions of basic civic amenities and infrastructure. Current estimation suggest around 30 per cent of the total urban population in India or 90 million people are poor.
- ▶ Slums are the fastest growing segments of the urban population and it is estimated the number of urban poor is estimated to increase to 200 million by 2020 (UNHABITAT). With one-fourth of the population living below the poverty line in India residing in urban areas, poverty which has been traditionally associated with rural areas is no longer a rural phenomenon.

HEALTH OF THE URBAN POOR:

- ▶ The congestion of living space, unhealthy environment and lack of services make the urban poor especially vulnerable to health risks. The health of the urban poor is as bad as the rural population and considerably worse off than the urban middle and high income groups of urban areas. Thousands of maternal and child deaths take place each year in slum communities which are could have been easily prevented by providing basic health services and improving access to water supply and sanitation services.
- ▶ Neonatal, infant and under-5 mortality rates are considerably higher among the urban poor as compared to children from urban rich households. The child mortality rate among the urban poor is 101.3 per 1000 live births which is significantly higher than the urban average of 63.1 and is almost similar to the rural rate of 103.7. Thus, one in ten children do not live to see their fifth birthday. This translates to about 170,000 easily preventable child deaths each year in urban slum communities alone.
- ▶ The urban poor have very limited access to health services. Less than half (47.7 per cent) of mothers from urban poor families receive the recommended three antenatal visits during pregnancy. Over half of the child births (56.1 per cent) among urban poor families take place at home without the presence of a skilled birth attendant. This puts the life of both the mother and the newborn to great risk and contributes to the high maternal and neonatal mortality among the urban poor.
- ▶ Urban poor children face an increased burden of diseases such as measles, diphtheria, pertussis and tetanus. These diseases are easily preventable by vaccinating children against them. However, only 2 out of every 5 urban poor children receive all the recommended vaccinations. The prevalence of malnutrition is also very high in slum communities with 56.8% of <3 years old children being malnourished. Rates of malnutrition in urban slums are worse than in even rural areas.
- ▶ The urban poor also practice unhealthy behaviours. For instance, only 17.9 per cent of newborns are breastfed within the first hour of birth and 63.4 per cent of the mothers discard the colostrums which is very essential for helping the newborn fight infections. Such inappropriate behaviours also contribute to the high morbidity among the urban poor.

KEY CHALLENGES

- ▶ **Slum and Informal Settlement.** Slum dwellers do not have formal land tenure rights. In the perspective of urban planners and service providers, giving these slum dwellers access to services implies giving the legal justification of their informal settlement. Moreover, basic social services usually do not reach hidden and missing pockets of the urban poor that are not enlisted in the official slum record, such as brick-kiln workers, construction site workers and etc.
- ▶ **Inadequate Primary Health Infrastructure.** Inadequate urban health infrastructure to meet the demands of the urban poor in most cities is the fundamental challenge. Currently, there is only one urban health center for every 230,000 persons (as opposed to one center for every 50,000 population). Consequently, most slum dwellers do not have access to basic health services or receive very poor quality healthcare due to a shortage of service facilities and health infrastructure. Concurrently, the urban poor cannot afford better services by private health providers. Hence, they have to opt for unqualified health providers. The Integrated Child Development Scheme (ICDS), a significant health and nutrition initiative of the India Government, covers only one sixth of the urban poor population, although malnutrition among urban slums is perhaps greater than in the rural areas.
- ▶ **Limited Access to Basic Health Information and Education.** Slum dwellers have limited access to basic health information and education, such as hygiene and nutrition. A large proportion of the urban poor are recent migrants. Therefore, they lack social safety net, support system and information on the availability of existing healthcare facilities, health workers and public health programmes. This results in poor demand and utilization of health services among the urban poor.
- ▶ **Poor Environment.** The urban poor live in densely-populated slums with poor access to sanitation, safe-drinking water and garbage disposal facilities. Poor housing conditions exacerbate the already high environmental health risks and further contribute to the health vulnerability of the urban poor. Nearly two-thirds of urban poor households do not have access to toilets and over one-third households do not have access to piped water supply.
- ▶ **Greater Focus on Rural than Urban Poverty.** The urban poor are generally worse off than their rural counterparts, according to the UN Habitat. Nevertheless, perceptions of past development bias towards urban areas has shifted the focus towards the vulnerable and disadvantaged population in non-urban areas, resulting in a neglect of the urban poor in the policies and programmes of the government.

KEY ANALYSIS: OPPORTUNITIES FOR URBAN AREAS

- ▶ **Growing recognition and increasing interest among the government agencies, private sector, donors and civil society.** The Government has acknowledged inadequate primary health care services for the urban poor. As a result, the National Population Policy-2000, National Health Policy 2002, RCH II and the Tenth Five Year Plan emphasize the provision of health services to the urban poor. National Rural Health Mission (NRHM) has constituted a Task Force to recommend strategies for improving health services to the urban poor.
- ▶ **New Opportunity for City Governments under 74th Constitutional Amendment.** Under the 12th Schedule of the 74th Amendment, provision of health services has become a prime function of urban local bodies with more appropriate financial allocation for urban local bodies to perform these responsibilities. This enhances resources available for urban healthcare as well as the decision making process to manage city health programmes. Slum upgrading and improving access to healthcare require active participation of local communities with support from the central and state governments. Utilizing the resources and mandate under this amendment, local elected representatives and municipal officers can strengthen health services in their cities.
- ▶ **More Stakeholders and Accessibility.** Urban areas have a number of stakeholders, including civil society and private entities which help advocate for increasing provision of urban health. As part of Corporate Social Responsibility (CSR), companies can play a key role in improving health of the urban poor. Unlike the rural population that is disperse across larger areas, the urban poor are relatively more concentrated and therefore they can be more effectively reached by the targeted intervention health programme.

LESSONS LEARNED/RECOMMENDATIONS APPROACH TO IMPROVING HEALTH OF THE URBAN POOR

There is a need to focus on both the supply of basic health services as well as the demand of quality healthcare.

- ▶ **Strengthen and expand urban health delivery system.** There is a need to expand the health infrastructure with particular attention to primary and preventative services. A comprehensive and targeted planning of health services is required to reach all slum clusters.
- ▶ **Enhance access to health information and demand for health services.** To enhance access to health information and utilization of health services, it is important to identify a champion of slum communities on health issues. Slum communities have informal groups, including self-help group and community based organisations. These community champions can be trained to promote basic health information as well as the demand for quality health services within the community. Furthermore, they can also mobilise members of the communities and facilitate health-related events. Performance based incentives could be provided to volunteers to undertake health promotion activities.
- ▶ **Improve coordination among different stakeholders.** Several stakeholders work to improve health conditions in slums, including the government agencies, civil society and development organizations. Nevertheless, there is limited coordination among these agencies. Close coordination and greater synergy of the existing activities will produce a larger impact on the lives of the urban poor.

- ▶ **Public Private Partnership and Corporate Social Responsibility.** Given the large presence of the private sector in the health service delivery, it is important that the private sector is involved in dealing with the challenge to improve health services for the urban poor. Several initiatives based on public and private partnership have demonstrated effective health services and expansion of coverage for the urban poor. The private sector has massive outreach, resources and influence. Therefore, it can play a crucial role in advancing the basic healthcare for the poor in urban areas. This partnership can make a difference in the lives of the marginalized and disadvantaged population.

CONCLUSION

Rapid urbanization and the growing size of the urban poor pose several challenges to policy makers and existing health programmes. Hence, the policy and strategy to enhance efforts and resources to improve access to basic health services of the urban poor are necessary to accelerate the achievement of the health related MDGs in India. This includes the expansion of health infrastructure, close coordination among various agencies, training of community champions to promote public healthcare and partnership between the public and private sectors to maximize resources and knowledge to widen access for basic social services in India.

SOURCE

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September 2008

MDG Case study: Katchi Abadis Squatter Settlements in Pakistan

Background

- ▶ Official responses to the growth of urban areas in Pakistan have always been inadequate. Thus, growing urbanization has been accommodated largely in two ways—through the illegal occupation and sub-division of state land, and the establishment of settlements through the ad hoc (but legal) subdivision of privately owned agricultural or waste land.
- ▶ *Katchi abadis* (squatter settlements) on state land are by far the largest source of shelter for urban low-income groups. Some 60 per cent of the urban population lives in katchi abadis, growing at more than twice the rate of urban areas in general (Hasan 1997a). As in many other countries, however, planners ignored katchi abadis for a long time; sometimes the authorities razed the settlements and resettled the residents outside city limits.
- ▶ Regularization (legal acceptance) and upgradation (provision of municipal services) of katchi abadis became the official policy in 1975. The implementation of this policy remained slow and uneven, while the demand for urban housing grew rapidly. A leading researcher and practitioner of urban initiatives observed, “The formal sector has not been able to fulfill even 10 per cent of the annual need for housing during the last Five-Year Plan period (1983-1988)” (Hasan 1992). In its Eighth Five-Year Plan (1993-1998), the Government acknowledged, “In view of the resource constraints, it is not possible to remove the housing backlog.”

CASE DESCRIPTION

With lessons from alternative development, the approach described below suggests how shelter and municipal services could be made affordable for the poor.

- ▶ The alternatives were pioneered by Dr Akhtar Hameed Khan at the Orangi Pilot Project (OPP), an NGO established in 1980. OPP started working in Karachi’s Orangi katchi abadi (population more than one million at that time) to develop innovative, low-cost responses to the problems of katchi abadis. It emphasized action research, people’s involvement and technology compatible with the sociology and finances of the people. OPP demonstrated that katchi abadis in Pakistan “could be upgraded without massive overheads and international funding and technical assistance” (Hasan 1992). Donor-assisted replication of the OPP methodology, though partially successful in terms of outputs, did not institutionalize the OPP methodology (Hasan 1997b).
- ▶ The premise behind the OPP approach is that settlements of low-income groups can be developed incrementally with the resources available with government and the local residents, and require minimal, if any, donor support. This premise, together with key elements of the OPP approach, was institutionalized by a government agency in Sindh Province called the Sindh Katchi Abadis Authority (SKAA), in 1991. Unlike OPP, SKAA, established in 1987, had the mandate not only to upgrade katchi abadis but also to regularize them and issue lease right certificates to the owners of houses. SKAA had been given vast powers, but it did not issue any leases in its first five years.
- ▶ The situation began to change rapidly in 1991, when Tasneem Siddiqui, a senior government officer, became the Director General of SKAA. Through SKAA and Saiban, an NGO he founded with like-minded colleagues, Siddiqui continued his work until he retired in 2004. He worked closely with OPP, while Saiban was the channel through which the work continued whenever he was officially transferred (Hasan 2002), which was often. In 1999, the approach pioneered at SKAA was introduced to the Capital Development Authority (CDA) of Islamabad, where planners had failed to anticipate the growth of katchi abadis. The same year, Siddiqui’s work was recognized with the Magsasay Award for Government Service. And in 2006, he initiated cooperation (through Saiban) with the District Government of Haripur, in the North West Frontier Province (NWFP), to help improve settlements coming up on subdivided agricultural land.

BEST PRACTICE FEATURES

The SKAA approach is based on transparency, accountability and service to the people. A number of its most significant features are similar to two other programmes that are sometimes cited as best practices, namely, COFOPRI's urban titling programme in Peru (documented in Shanghai Conference 2004 and UNDP Colombo Centre 2006), and the government's titling programme in Thailand (Shanghai Conference 2004).

Development professionals as well as ordinary citizens in Pakistan often observe that laws and policies exist, but implementation is lacking. That was also the case at SKAA before Siddiqui turned it around. It took a package that included: (a) action research, or operational research, to understand the problems of the people and the institution that was supposed to serve them; (b) re-engineering of the institution's work processes in order to make them people-oriented; (c) re-structuring of the institution in support of the re-engineered work processes; and (d) introducing empirically tested low-cost approaches to urban development that had survived a period of action research and pilot testing. The key points may be summarized as follows:

- ▶ SKAA's operational policies and procedures for dealing with the people, particularly for issuing leases, were simply overwhelming¹. Under Siddiqui, SKAA conducted operational or action research, including organizational analysis¹. Among other constraints, there were 25 steps under six different stages between notification and implementation of development work. Starting in 1991, SKAA **dramatically simplified the leasing process**, which was a big breakthrough, and this step was repeated with CDA in Islamabad¹.
- ▶ As in the best cases, particularly in the private sector, **re-structuring followed re-engineering**, and was not carried out in a stand-alone mode. One rectification was to add technical staff, which was non-existent. Another one was to decentralize and open a camp office with after-work hours in each katchi abadi, rather than forcing residents to abandon work and come to the SKAA office. Also important was the fact that enabling legislation allowed SKAA to work as a coordinator among various government authorities¹. This lesson was also transferred to Islamabad, where a Katchi Abadis Cell was created in CDA to coordinate various groups of officials.
- ▶ The approach to development was based on **action research as well as prior pilot testing** in OPP and other locations. Previously, technical experts would use high-cost "British or American standards, and over-design the services ... Implementation is done through the contractors and is supposed to be supervised by the engineers. This consultant-engineer-contractor combine increases the cost by at least 100 per cent, which the community is supposed to pay. Add another 30 per cent for the kickbacks. Now, the question is why should the people pay for the services (which are generally sub-standard because of lack of supervision) and which in most cases they already have?" (Siddiqui in Appendix 11 of Hasan 1997b). With the lessons available from OPP and Siddiqui's previous work in Hyderabad, it was possible to build on what the people had already put in place, eliminate the contractor and use low-cost rather than unrealistic technical standards. Thus, **technicalism was subordinated to poor people's circumstances and the resources available to them and the government**. As a result, services for the poor became affordable.

ACHIEVEMENT AND CHALLENGES

- ▶ SKAA has worked in several cities of Sindh province, for which the most recent progress report that is available is for the period ending December 2005. Its work affected about four million people living in 1,293 katchi abadis, out of which 1,157 could be regularized under the law. By end-2005, 932 of the eligible katchi abadis have been officially notified, 303 of them by the Government of Sindh and the remainder (629) by SKAA. Of the notified katchi abadis, SKAA has regularized 262, while local government and other agencies have regularized 637. SKAA has granted 25,000 leases and other agencies about 110,000.
- ▶ In Islamabad, CDA for the first time recognized the existence of katchi abadis in 2000 and initiated a comprehensive programme of upgrading six of the 11 recognized katchi abadis on an incremental basis. Residents of the remaining five were to be provided alternative land and services at affordable prices. Work continues, but there have been setbacks and disappointments: enforcement of the provision to remove katchi abadis has been stopped as a result of bureaucratic and political factors; some people have set up a new katchi abadi, with a demand to be treated the same way as others; and most of the people allotted alternative land have not yet constructed houses.
- ▶ As the Magsaysay Award Citation for Siddiqui notes, “Despite Siddiqui’s fast-track approach, the process is painstaking and slow. Many katchi abadis remain beyond the benevolent reach of SKAA’s small staff of 175. Siddiqui himself has been transferred in and out of the agency. Still, in hundreds of Karachi’s poorest neighbourhoods, a quiet transformation has been set in motion.” In Islamabad, too, progress has been promising but less than exemplary.
- ▶ But the SKAA approach changed the attitudes of government officials in parts of Sindh, Islamabad and NWFP; created trust between people and the government; and contributed, through advocacy, to the national shelter policy of 2001 (Hasan 2002). For these and other reasons, it would be apt to conclude with another quote from the Magsaysay Citation: “A committed government agency working in partnership with NGOs and with the poor themselves can turn the tide against Pakistan’s crippling shelter crisis.”

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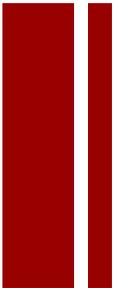
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SOURCE

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This case study has been prepared by Tariq Husain and Mahe Nau Haider, both consultants based in Islamabad; it does not necessarily reflect the perspectives and opinions of An Independent South Asian Commission on Poverty Alleviation (ISACPA) or the organizations analyzed in the case study.



GOVERNANCE AND SOCIAL ACCOUNTABILITY

September 2008

MDG Case study: Right to Information in Rajasthan

Background

- ▶ The Right to Information (RTI) Act was passed by the Parliament of India and fully implemented in 13 October 2005. It gives Indian citizens the right to access the official records of the Central and State Governments in all states of India, except the state of Jammu and Kashmir.
- ▶ Under the Right to Information Act, citizens may request information from the public authority. The public authority is then required to respond to the request within 30 days. Furthermore, public authority should computerize and publish their official record for a wide public consumption. Nevertheless, information disclosure in India was still restricted by the Official Secrets Act 1923 and various other special laws. The Official Secrets Act allows the government to secure information related to security of the state, sovereignty and friendly relations with foreign state. It is also comprised of provisions that prohibit disclosure of non-classified information. Civil Service conduct rules and the Indian Evidence Act impose further restrictions on government officials' powers to disclose information to the public.
- ▶ Private entities are not directly under the enforcement of RTI Act. However, in November 2006, a landmark decision (*'Sarbjit Roy versus DERC'*) of the Central Information Commission also reaffirmed that privatized public utility companies continue to be under the RTI Act, which also explicitly overrides the Official Secrets Act and other laws.
- ▶ The RTI Act was successfully enacted by the state governments in Tamil Nadu (1997), Goa (1997), Rajasthan (2000), Karnataka (2000), Delhi (2001), Maharashtra (2002), Madhya Pradesh (2003), Assam (2002) and Jammu and Kashmir (2004).

WHY STUDY THIS CASE?

- ▶ To document process of change in Rajasthan and the impact of the RTI Act.
- ▶ To review the effectiveness and implementation of the RTI Act.
- ▶ To generate understanding of the RTI, Act among civil society and general public, including its use to enhance governance and accountability in Rajasthan.
- ▶ To raise awareness of the RTI Act as a tool for empowerment of the poor and marginalised population.
- ▶ Advocate for mechanism to combat corruption and enhance transparency in the public authority.

THE CONTEXT

The RTI Act has already received judicial recognition as a part of the fundamental right to free speech and expression in India. It provides a legal framework for the right to access information. Information is a foundation of a well-functioning democracy, which requires informed citizens, free exchange of ideas and open debates.

The RTI is central to effective governance and development work.. It is not only fundamental for an open and democratic society, but it is a significant tool to fight against poverty and accelerate the achievement of the Millennium Development Goals (MDGs).

KEY CHALLENGES

- ▶ **Effective implementation of the RTI in Rajasthan.** Poor awareness of the RTI among government officials and general public hinders implementation of the law. Thus, it is a challenge for civil society organizations to continue to generate public awareness of the RTI Act and how to use it for empowerment of the poor.
- ▶ **Limitation of RTI.** The law does not apply for private companies, NGOs and international agencies whose activities may have impact on public goods and externalities.
- ▶ **Restriction of public disclosure.** Certain government information is restricted and therefore the implementation of RTI may be limited based on the above justification.
- ▶ **Limitation of the civil society.** Even though government does not set any limitations on civil society's distribution of information, in reality the civil society organisation may not know how to turn data into reports that can draw public attention and have a sustained media/political effect influence policy and practice change.

CASE STUDY: RIGHT TO INFORMATION (RTI) AND SOCIAL AUDITS IN RAJASTHAN

India presents important learning on the use of RTI, particularly on how to make the RTI a reality for poor people. In Rajasthan, a grassroots movement demanded copies of employment contracts for workers. In doing so, the government budget allocation for wages can be verified by the employees, who actually serve public works.

As a result, the poor villagers in Rajasthan actively engaged in this movement and conducted a 'social audit' by comparing the government budget allocation for public works with the allocated wages for workers. Through the social audit process, the poor were empowered to demand accountability from government. After the social audits, public hearings were organized at local level. They also invited government officials and the media. These public hearings provided an opportunity for the poor workers to speak for themselves. The social audits drew extensive attention from the state and throughout the country and created the momentum for the implementation of the RTI Act.

In India, the RTI is perceived as an individual's right, and is not much utilized as a media or opposition party right. The Indian RTI law is also distinct in that it provides for investigation of public works as well as public records.

LESSONS LEARNED/RECOMMENDATIONS

- ▶ Close collaboration between civil society and media in promotion and use of the RTI act is indispensable for the effective implementation of RTI.
- ▶ Building demand for information for specific groups in society such as youth.
- ▶ Demanding information could be an effective way of addressing the capacity deficits of the government as it will force the state to enhance accountability in its functions.
- ▶ Right to information can be a tool to initiate policy and practice change to accelerate development
- ▶ Instead of focusing solely on the effective implementation of the RTI law, civil society organizations should emphasize information-sharing practices within government agencies in order to encourage official to disclose information and set precedents for changing bureaucratic cultures.

SOURCE

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September 2008

MDG Case Studies: Creating Ownership of MDGs – Success Stories from the Philippines

INTRODUCTION

Meeting the targets for the Millennium Development Goals (MDGs) is as much the responsibility of the government as it is of the people. On the supply side, there is the government mandated to deliver the targets through policy formulation, resource allocation, and program implementation. There are also the private and non-profit sectors that provide direct services in support of the MDGs. On the demand side, there are CSOs partnering with citizens and communities to exact accountability from government and other public and private institutions.

A crucial element that drives the dynamic interaction between the supply and demand sides of the MDG is social accountability. It is a fundamental principle of democracy that public actors have an *obligation* to be accountable and citizens have the *right* to demand accountability.

Elected officials, civil servants and even private leaders are accountable for their actions and performance; they can and should be held accountable to serve the public interest in a transparent, efficient, effective, and fair manner. This implies *answerability*, or the obligation to inform about and to explain what they are doing, and *receptiveness*, or the responsibility to take into account the voice of citizens so that policies and programs suit the needs of the people.

On the other hand, the participation of autonomous civil society not only makes the people's right to demand accountability real; it also strengthens accountability mechanisms by exerting pressure "from below." Such pressure can raise the standards and public expectations of performance, pushing institutions to act with integrity and to be "answerable" and "receptive."

In the context of meeting the targets for the MDGs, the most productive results of "supply-demand synergy" arise when both sides take ownership of MDG issues. When government, the private sector, civil society and other stakeholders are convinced that the issues are relevant to them, when these key actors are compelled to take actions, a socially-accountable delivery of results then becomes possible.

This, however, is in no way dependent on consensus, shared values or even trust between actors. Sometimes suspicion and conflicting positions on MDG inputs and priority actions generate greater oversight, which in turn yield greater success in producing synergies. Building consensus and coalitions are important but the more critical areas of creating ownership are securing buy-in, stimulating dialogue and debate, and widening the space for civil society participation.

WHY STUDY THIS CASE?

The Government of the Philippines and the United Nations Country Team (UNCT) present this report of four success stories in creating ownership of MDG issues among key stakeholders, and how this process helps enhance social accountability.

- ▶ The first case looks at how a special legislative committee took a lead role in mainstreaming the MDGs within the policy-making body of the government.
- ▶ The second case shows how a civil society group articulates alternative views on MDG inputs and priorities, and how these views feed into the policy process.
- ▶ The third case emphasises how the business sector can successfully align corporate social responsibility (CSR) with the MDGs. Here, ownership of the MDGs among businesses is shown to trigger huge investments in direct service delivery for the MDGs.
- ▶ Finally, the fourth case illustrates how making the MDGs relevant at the household level can inspire people into action and improve the delivery of local government services.

Case Study A: Centre-Staging the MDGs in the Legislature The House Special Committee on the MDGs

Background

- ▶ The Philippine Congress is a bicameral legislature consisting of the House of Representatives and the Senate. Both chambers exercise the powers of lawmaking (enacting, amending, or repealing laws), appropriation and taxation, and investigation and oversight. Congressional committees, a small group of legislators, are the workhorses of Congress. They study and act on measures presented for legislative action.
- ▶ The legislative priorities of each chamber are guided by the Medium Term Philippine Development Plan of 2004-2010, the over-all national framework for development. With the MDG as its cornerstone, the MTPDP embodies the socio-economic and anti-poverty policies, plans, and programs of the government and provides MDG-aligned targets to meet by 2010

KEY CHALLENGES

Meeting the targets for the MDGs requires the passage of enabling legislation and relevant appropriations. Securing policy support is difficult because:

- ▶ Diverse political coalitions and interests have different approaches to poverty reduction and priority areas for implementation.
- ▶ Members of the Lower House represent either district constituents or sectoral interests, and are keener on pursuing legislative actions along these lines.
- ▶ The administration of development and economic policy is primarily a mandate of the executive branch. Hence, international organizations and donors work with executive agencies in MDG monitoring and reporting, bypassing the legislature as a consequence.
- ▶ Awareness of the MDGs has not been adequately raised among many legislators. This lack of familiarity impedes the legislature's potential to conduct meaningful and constructive oversight on the MDGs.

"The MDGs are our performance benchmark in improving the quality of life of every Filipino. Achieving them needs the collaboration of all sectors, especially the citizenry. Our part as members of the Legislature is to make sure that MDG-supportive measures are passed, funded and implemented."

**Representative NERISSA CORAZON SOON-RUIZ, MD
Chair, Special Committee on the Millennium
Development Goals
House of Representatives**

STRATEGIC RESPONSE

The Special Committee on the MDGs in the Lower House was created to place the MDGs at the centre stage of the legislative process. It has jurisdiction over all matters directly relating to the achievement of the country's MDG commitments.

Functioning as an oversight body, the Committee:

- ▶ Ensures the passage of MDG-supportive laws;
- ▶ Assesses the effectiveness of MDG-supportive laws;
- ▶ Conducts a progress review of the MDG policy agenda; and
- ▶ Ensures budget allocation in the annual General Appropriations Act (GAA) for MDG-supportive programs.

The Committee has 20 members elected by the Lower House from both the majority and minority blocks. It is headed by a chair and has four vice-chairs leading the four sub-committees on (1) finance and technical assistance, (2) oversight, (3) MDG localization, and (4) MDG monitoring and evaluation.

KEY STEPS

1. Promote awareness and understanding of the MDGs. In 2004, the UNDP supported a government-led initiative to conduct MDG briefings for legislators from both Houses of Congress.
2. Utilize the MDG progress report as an advocacy tool. Present sub-national pictures of accomplishments and difficulties because legislators are interested to know how their own districts are measuring up to the MDG indicators.
3. Develop a legislative agenda. From August 18 to September 22, 2004, a series of roundtable discussions with legislators, UN agencies, government institutions, and CSOs resulted in the formulation of the "Legislative Agenda in Pursuit of the MDGs."
4. When there are enough MDG champions in the legislature, push for the creation of the Special Committee.
5. Maximize the Committee's potential as a venue for continuing MDG advocacy within the legislature. (Hold joint committee hearings, conduct presentations, organize public consultations, circulate periodic updates, etc.)

THE RESULTS

- ▶ Increased awareness, appreciation and ownership of the MDGs among legislators. The MDGs are constantly within the "radar screen" of legislators, who raise the question of relevance and possible contribution to the MDGs of proposed measures during committee meetings and plenary debates. There is also sustained interest in addressing the financing requirements of MDG inputs and in monitoring the progress of implementation by executive agencies.
- ▶ Clear direction for and increased coherence of priority MDG-related bills. Guided by the MDG Legislative Agenda and driven by the Special Committee, legislative actions are now more focused and systematically pursued. There are 12 policy areas for reforms namely, fiscal and debt management, trade reforms, agro-industrial development, population management, reproductive health and health access, nutrition, quality education, gender equality, environment protection and natural resource management, good governance, and human security. A total of 125 MDG-related bills and resolutions are currently in various stages of discussion and approval. The Special Committee on the MDGs is monitoring all of these and providing the necessary push for their speedy passage

LESSONS LEARNED/ RECOMMENDATIONS

- ▶ A structural response (formation of MDG-focused legislative committee) to the challenge of mainstreaming the MDGs in policy-making opened up greater opportunities and new possibilities for tighter engagement with legislators. It is easier to talk to a single committee than to individual champions within various committees.
- ▶ To promote people's participation in the legislative process, the Special Committee needs to conduct more extensive public hearings on MDG issues in both urban centres and poverty areas across the country.
- ▶ Providing all legislators periodic updates of the Special Committee activities can be an effective way to flag delays in MDG-related legislation or to highlight links with the work of regular committees.

SOURCE

For more information

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Case Study B: Articulating alternative views Social Watch Philippines and MDG advocacy

Background

- ▶ Owing to its long history of community organizing and mass protests, the Philippines currently has a vibrant community of CSOs, NGOs and POs. Participation in governance is not new to civil society, as it is even enshrined in the constitution and promoted in the Local Government Code. Throughout the country there are organizations, coalitions, and networks actively involved in economic, social, political, cultural, and environmental issues.
- ▶ Social Watch is an international network of citizens' organizations struggling to eradicate poverty and promote human rights. In early 1997, Social Watch Philippines (SWP) was organized and convened by Action for Economic Reforms (AER), Accessing Support Services and Entrepreneurial Technology Inc. (ASSET) and the Philippine Rural Reconstruction Movement (PRRM). Since it was set up, SWP has annually put forward a strategy of advocacy, awareness-building, monitoring, organizational development, and networking.

"Our researches showed that the provision in the Philippine budget for MDG commitments is minimal in relation to the actual financial requirements. The best test of the seriousness of government in fulfilling a policy commitment is its willingness to allocate and release funds for implementation. In other words, it must put its money where its mouth is."

LEONOR MAGTOLIS BRIONES
Co-Convenor
Social Watch Philippines

KEY CHALLENGES

- ▶ The MDG accomplishment report is done by the government. Although the preparation process includes consultation with various sectors, many CSOs believe that the final output tends to highlight accomplishments. There is a need to provide a systematic and independent monitoring and assessment of the attainment of the MDGs.
- ▶ Monitoring MDG issues opened up a new avenue for people's participation; information on goals and targets, budgets and investments, and performance and progress are constantly generated. Civil society needs to examine this information from an alternative lens; it needs to wield data as a powerful campaign tool—to educate, illuminate, and motivate.
- ▶ Earlier civil society efforts to bring the civic agenda to fore of the government's anti-poverty and social development framework have resulted in productive partnerships. However, participation and civic engagement need to be sustained beyond forums, consultation meetings, and popular actions.

STRATEGIC RESPONSE

Because of its comparative advantage in alternative budget initiatives and expenditure tracking, and its expertise on social indicators, SWP focused its MDG advocacy on (1) financing issues and (2) sharpening the tools for measuring progress.

- ▶ In partnership with broad CSOs, SWP monitors the country's MDG performance using critical information about budgets, spending priorities, and expenditures. Information is at the core of this activism. The approach involves analysis and systematic use of data from government itself. Armed with information and analysis, it negotiates with government agencies and the legislature to ensure greater responsiveness of the national budget to the social development agenda of the CSOs in the MDGs.
- ▶ For its second advocacy thrust, the SWP is popularizing the use of a simplified instrument called Quality of Life Index, an alternative measure of poverty and human capability. Developed by the AER, the index provides a sub-national (regional and provincial) analysis of development based on outcomes. It excludes income variables, hence showing the capability dimensions of poverty. A focus on sub-national analysis underscores the development disparity across provinces—a reality that is not apparent in the national aggregate data of MDG achievement. SWP is helping to mainstream the MDGs in local governments through the use of the index as a monitoring tool. It constantly challenges the national government to address the wide disparities in the level of MDG attainment and pushes for more support for poor regions and provinces.

Since 2002, SWP has been organizing a series of local and national forums on various issues around social development, poverty and more specifically, the MDGs. These activities allow the SWP to share its findings and get feedback. In March 2004, SWP led a national consultation of CSOs on the MDGs. About 30 CSOs committed themselves to a declaration that mapped out their roles and priorities in civic participation and the MDGs. SWP also implemented the Alternative Budget Initiative (ABI) campaign in 2006. Through the campaign SWP brought together 22 CSOs, in partnership with supportive legislators, to craft an alternative budget proposal with more allocations for social services (education and health), environment, and agriculture. The proposal also identified alternative funding sources.

The ABI campaign was repeated in 2007, with 48 CSOs and allies in Congress as participants. At that time, the Appropriations Committee of Congress itself invited the CSOs to present their alternative budget proposals and participate in the deliberations.

To date the SWP has published two alternative MDG reports (almost coinciding with the release of the government reports), a special report on financing the MDGs, and two alternative budget proposals. Consistent in all these publications is SWP's contrasting view on progress and priorities and its challenge for the government to initiate policy, fiscal, and institutional reforms to meet the MDGs

KEY STEPS

1. Build partners' skills. The capacity to understand and analyze the budget is a prerequisite for undertaking budget advocacy. It requires a basic understanding of the national budget process, budget implementation and monitoring system.
2. Conduct analysis. Possible analytical areas are the budget allocations against the declared policy priorities, the trends in allocations over time, and allocations for different regions, groups, and sectors. The analysis helps inform debates over the budget by shedding light on disparities and providing stakeholders with detailed budget analysis that they would normally not be able to carry out.
3. Based on detailed analysis, prepare an alternative budget that is MDG-focused, ensuring that programs for the poor and disadvantaged, for children and women, are adequately funded. Formulate the alternative budget proposal in consultation and close coordination with legislators and executive agencies.
4. Disseminate the analysis and alternative proposal. The official budget is often couched in inaccessible technical language. An important contribution of alternative budget advocacy is to explain the budget in simple terms. Bring the analysis and proposal to the public through the media. Supportive broadcast and print media can help widen the debate on the budget for social development.
5. Build coalitions and networks. Coalitions have greater political clout and can exert greater pressure to make institutions more open to alternative budget proposals. Alliances should include not only CSOs but also reform-minded government officials and legislators, the media, and others.
6. Work for the institutionalization of civil society participation in the national budget process.

SOURCE

For more information

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THE RESULTS

- ▶ Heightened government receptiveness to inputs from CSOs. The alternative budget advocacy for 2007 resulted in increased allocation of PhP5.5 billion for education. The 2008 campaign, meanwhile, resulted in P6.3 billion increase for social services. This translates to more allocations for MDG-related targets on health, agriculture, environment, and education. There is also a pending bill in Congress that institutionalizes CSO participation in national and local budget processes.
- ▶ Improved quality of debate and discussion around MDG progress and financing issues. The alternative MDG reports, budget proposals, and the Quality of Life Index show that there are other ways of appreciating the same data sets, and those commitments are less about targets and more about honouring obligations to human rights and social justice.

LESSONS LEARNED/ RECOMMENDATIONS

- ▶ Engagement in the budget process is an excellent opportunity for CSOs to push for accountability. The budget is the most accurate statement of the government's priorities; if there is a mismatch between policy declarations and actual budget allocations, CSOs can hold the government to account for the gap and press for increased resources for wherever there should be.
- ▶ Government budgets are often perceived as too complex and technical for citizens' understanding. Budget advocacy can be used to demystify the budget process and bring the demand side closer to budget planning.
- ▶ Repeated articulation of alternative views and analysis of MDG progress can help incite a paradigm shift within government. This has the effect of challenging the dominant discourse and broadening current thinking about poverty, development, and change in general.

Case Study C: Getting business on the road to MDGs The Philippine Business for Social Progress

Background

- ▶ The Philippine Business for Social Progress (PBSP) is a private and non-profit foundation promoting business sector commitment to social development. Organized in 1970, this consortium of 238 corporations advocates for the practice of corporate social responsibility (CSR) and corporate citizenship. It has been the business sector's delivery vehicle for organized and sustainable assistance to landless farmers, fisher folk, rural workers, urban poor, and indigenous cultural communities.
- ▶ The local business community has been actively investing in the areas of poverty alleviation, health, and environment. A corporate giving survey in 2001 revealed that 122 companies invested Php283 million in the above areas. From 2002 to 2004, the consolidated social investments made by 20 companies through their corporate foundations amounted to over Php2.6 billion

"The MDGs are not about philanthropy. It is in the interest of business that the country has a wealthy, well-educated, and economically-capable population. Business can contribute to achieving these with sound core business strategies."

PEDRO E. ROXAS
Lead Convenor, Business and MDGs
Philippine Business for Social Progress

STRATEGIC RESPONSE

As the largest business-led social development foundation in the Philippines—with 38 years of track record in social development and CSR advocacy—PBSP is in a unique position to influence the business sector's involvement in the MDG.

In 2004, PBSP's Centre for Corporate Citizenship, in partnership with the UNDP and the National Economic and Development Authority (NEDA), organized a series of *square table discussions* (composed of representatives from government, business leaders, civil society and funding agencies) to shape the common agenda for business sector contribution to the MDG.

This process led to the crafting of a report called "*Responding to the Millennium Development Challenge: A Roadmap for Philippine Business.*" The *Roadmap* contains strategic action points clustered into four MDG focus areas: (1) poverty, (2) education, (3) health and (4) environment. The framework for action provides information on how business can contribute to achieving the MDGs through their core business, social investment, and policy advocacy.

KEY CHALLENGES

- ▶ Huge gaps in MDG financing exists. It has been established that even dramatic increases in government revenues will not be sufficient to cover the requirements for all MDGs. Mobilization of resources from government, the donor community, civil society, and the private sector is crucial to meeting the goals.
- ▶ The business sector, with its record of huge spending for social development, needs to take ownership of the MDGs and purposely align CSR activities with meeting the goals. However, it is not a simple matter of alignment; social investments also need to be consolidated and channelled to critical areas that have the potential for creating significant impact for the MDGs.

THE TABLE BELOW SUMMARIZES THE ROADMAP:

	Core business	Social investment	Policy advocacy
Business and Health	<ul style="list-style-type: none"> ▪ Invest in effective and sustainable reproductive health program ▪ Mainstream HIV/ AIDS, TB, and malaria programs in the workplace 	<ul style="list-style-type: none"> ▪ Invest in strengthening local health service delivery system 	<ul style="list-style-type: none"> ▪ Use advertising to advocate for population management messages ▪ Promote health policies in the workplace
Business and Poverty	<ul style="list-style-type: none"> ▪ Generate employment ▪ Support small, medium and micro enterprises ▪ Popularize food fortification and nutrition program in the workplace 	<ul style="list-style-type: none"> ▪ Develop and support social enterprises ▪ Institutionalize and maximize employee engagement ▪ Adopt a health and nutrition program at the community level 	<ul style="list-style-type: none"> ▪ Advocate tax incentives for start-up businesses ▪ Popularize and put into action the UN report on unleashing entrepreneurship ▪ Advocate nutrition education through mass media
Business and Education	<ul style="list-style-type: none"> ▪ Utilize corporate brands to educate ▪ Invest in systems improvement ▪ Support capability building 	<ul style="list-style-type: none"> ▪ Support direct school improvement ▪ Invest in systems improvement ▪ Support capability building 	<ul style="list-style-type: none"> ▪ Advance gender issues via media campaign
Business and Environment	<ul style="list-style-type: none"> ▪ Adopt sustainable production and consumption 	<ul style="list-style-type: none"> ▪ Adopt and invest in biodiversity action programs ▪ Promote and support sustainable water utilization ▪ Invest in slum area development ▪ Invest in creation of model communities in new areas of operation 	<ul style="list-style-type: none"> ▪ Intensify environmental education

SOURCE

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KEY STEPS

1. Promote awareness of the MDGs, focusing on the issue of what's in it for the business sector. Examples: "It makes sound business sense to ensure that people are healthy and educated because business will benefit from a superior workforce and a more discerning market;" "Business will profit from ensuring environmental health because it guarantees a sustainable source of raw materials;" "It is beneficial for business to invest in building social capital and stable societies and economies to ensure that products and services enjoy the full patronage of consumers in a robust marketplace."
2. Develop a roadmap. Conduct a series of square table forums (composed of business, government, NGOs, and UN agencies) to identify gaps, current business sector involvement in social development, and areas of potential social investments in MDGs. Draw priority action points. Using the International Business Leaders Forum (IBLF) Framework for Action, give companies the option to help in the achievement of the MDGs through:
 - ▶ Core Business – using internal operation to create maximum business value to the community.
 - ▶ Social Investment –using profits, employee competencies/expertise, products, advertising and its influence to advance and promote social agenda
 - ▶ Policy Advocacy – using influence to affect policy issues and spur discussions on issues affecting business, society, and development
3. Identify flagship programs and implementing partners. To create a greater impact, concrete programs that are most relevant in the achievement of the MDGs need to be promoted to companies. Establish a network of program implementing partners.
4. Appoint CEO Champions. MDG clusters can be headed by the most influential chief executives. Aside from being the prime movers of the Business and MDG campaign, they also provide leadership and direction in creating alliances among business leaders and in building support from the general business sector.
5. Localize the Business and MDG Advocacy Program. Replicate the square table forums in key cities.
6. Reach out to businesses outside the network and bring them in on the campaign. Popularize the MDG Social Investment Portfolio.

THE RESULTS

- ▶ Greater business buy-in and support. To date, 204 companies are supporting the MDGs either by subscribing to the Business and MDG-endorsed program or aligning their CSR initiatives with the MDG Roadmap. This translates to PhP1.7 billion in social investment. More than 1000 businesses have been educated on the MDGs; further engagement with them could mean greater financial commitments.
- ▶ A clear vision and a focused set of interventions. The *Roadmap* serves as an invaluable guide for businesses to find their place in the MDGs; it tells them where to go and gives them options on how to get there. Even with varying levels of investment and support, everyone within the network feels responsible for specific MDG outcomes.

LESSONS LEARNED/RECOMMENDATIONS

- ▶ Key message is crucial when appealing for business support to the MDGs. Business can only relate to such call if it communicates benefits. Emphasize what business stands to gain in supporting the MDGs.
- ▶ The business sector is hierarchical; CEOs of top companies wield greater influence within the sector. Mobilizing them to advocate for the MDG and encourage social investment can produce significant results.
- ▶ Social investment from the business sector is not meant to simply fill in the government's financing gaps. Business can leverage its social investment to push for greater social accountability.

Case Study D: Bringing the MDG to every household The Pasay City experience

Background

- ▶ Pasay City is a crowded urban centre with more than 403,000 residents and a population density of 15,000 per sq. km. The third smallest city in Metro Manila, it has the worst problems associated with urban poverty and solid waste management. At least 18.4% of the National Capital Region's slum dwellers are in Pasay. A huge chunk (41%) of households lives below the poverty line. Of the city's 201 villages, 92 are classified as depressed, where housing is inadequate, health and sanitation facilities are poor, and criminality is high.

KEY CHALLENGES

- ▶ Most of the urban poor look up to the city government to help them improve their situation through social services and employment. However, they lack access to participation in governance and are unaware of local government programs.
- ▶ On the other hand, the city government wants to rally the poor around a common vision and mobilize them for local development. It is introducing reforms in social service delivery and is trying out a targeted approach, which is informed by a monitoring system.

"We utilize the tradition of bayanihan (mutual aid) to propel community action for the Family MDGs. We need more families to commit to the MDGs. It is the key to achieving our vision of a strong and prosperous city. Our people are watching. We must keep our promise."

WENCESLAO TRINIDAD
Mayor, Pasay City

STRATEGIC RESPONSE

In partnership with the UN-Habitat, the city government initiated a project to localize the MDG in every family. The eight goals were rephrased in the local language as positive, "can do" family-based statements:

Family MDG1	My family has job and savings
Family MDG2	All our children go to school
Family MDG3	Men and Women have equal rights
Family MDG4	All our children are healthy
Family MDG5	We keep pregnancy safe and healthy
Family MDG6	We avoid HIV/AIDS, malaria and other diseases
Family MDG7	We keep our homes and the environment clean
Family MDG8	We get involved in community development

The goals served as a collective vision to which families committed themselves. To help them achieve the targets, the city government focused its programs on four priority areas: (1) poverty alleviation, (2) education, (3) health, and (4) environment.

STRATEGIC RESPONSE (CONTINUED)

Because it has been implementing a community-based monitoring system (CBMS)—a 100 per cent household saturation survey that keeps track of 14 poverty indicators—the government can identify which households needed support in any of the four priority areas. The computer database of the CBMS can generate village maps and flag households with undernourished children, unemployed family head, etc. Below is a summary of the CBMS indicators:

	Dimensions of Poverty	Core Indicators
Survival	Health Food and Nutrition Sanitation	Infant mortality
		Maternal mortality
		Malnutrition
		Access to safe water
		Access to sanitary toilet
Security	Shelter Peace and order	Households which are squatters
		Households in makeshift housing
		Households victimized by crime
Enabling	Income Employment Education	Households with income below poverty threshold
		Households with income below subsistence threshold
		Households experiencing food shortage
		Persons unemployed
		Primary school participation
		Secondary school participation

Eventually, the Family MDGs were further translated into child-focused MDGs with detailed indicators tracking children's monthly progress on a report card maintained by each family. The data on the report cards feed into the participatory monitoring system at the neighbourhood level.

Among the targeted programs that resulted from the confluence of the localized MDG and the CBMS are employment generation, skills training, community-based savings and credit, and health system improvement.

KEY STEPS

- ▶ Present, in plain language, the MDGs to communities and ask them the relevance of the goals to their lives.
- ▶ Based on inputs from the communities, recast the MDGs as family goals. Bring the restated goals back to the communities and discuss how they can achieve the goals. Forge a pact.
- ▶ Use information from the community-based monitoring system (CBMS) to determine baseline; identify problem areas and program priorities.
- ▶ Develop demand-driven programs and projects with key local government agencies, elected officials, the private sector, and civil society.
- ▶ Provide targeted assistance to poor households to support their achievement of family goals.
- ▶ Track progress using the CBMS. Empower families and communities to collectively monitor their own progress. Prepare periodic reports and discuss performance with all stakeholders, especially the communities.

THE RESULTS

- ▶ Because the family MDG spoke to the strength and dignity of the people and resonated with their day-to-day condition, it encouraged communities to take responsibility and leadership for pulling themselves up. This has brought about renewed optimism and increased sense of civic responsibility in urban poor communities. More than 80,000 households have signed the pact and most of them are participating in and benefitting from interventions that help them meet the goals.
- ▶ Improved local development planning and increased efficiency of resource allocation. The city government utilizes CBMS data to construct village poverty diagnosis, the results of which feed into the city planning process. Social service programs have since become demand-driven and the delivery system more accurately targeted to help households achieve the family MDGs.

LESSONS LEARNED/RECOMMENDATIONS

- ▶ Communicating the MDGs to communities, if not framed by a vision of how the communities themselves can help achieve the goals, may raise already high expectations of external assistance and rouse anger or frustration.
- ▶ The MDGs can be made relevant to communities through a facilitated empowerment process—providing space for them to analyze problems and identify solutions which they can do through collective action and in partnership with government and other stakeholders. The community-identified solutions should be backed up with real inputs from local government, the private sector and CSOs.
- ▶ Like the global MDGs, the family MDGs are outcomes that have specific targets; hence, it is vital to have a community-based monitoring system that captures progress along various poverty and capability indicators. The families can track their own progress and participate in identifying responsive solutions to their difficulties.

SOURCE

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CONCLUSION

Each of the preceding cases may have different actors in various settings but they all share the same story line: the most productive results of "supply-demand synergy" arise when both sides take ownership of MDG issues. Ownership impacts policy, resource mobilization, service delivery, debate, and participation. Whether in the halls of Congress, in the boardroom of big business, or the slums of Pasay, the same story plays out—the story of stakeholders staking claims on the MDGs.

While the range of social accountability mechanisms is wide, the pathway to ownership is common: (1) obtaining, analyzing and disseminating information, (2) mobilizing support, and (3) advocating for and negotiating change.

Critical success factors include: (1) access to and effective use of information and (2) capacity for engagement.

The Philippines currently faces daunting development challenges. While it has made headway in meeting most of the MDGs, it is failing in universal primary education and maternal health. Inflation is at its highest in 20 years, and reports indicate that the incidence of hunger is rising. As we write this report, sporadic but fierce fighting between government troops and Muslim rebels in Mindanao has erupted anew. In the current monsoon season, tropical storms come one after the other, battering the eastern seaboard and northern parts of Luzon. The combined force of natural and human-induced disasters has displaced thousands of people and is continuing to exact a heavy toll on lives and livelihood.

The four cases in this report are instructive. Each demonstrates, in specific contexts, how ownership triggers productive engagement, strengthens social accountability, and produces positive, remarkable outcomes. The challenge now is to take these lessons to a wider scale—in accelerating sustainable social progress, relieving the burden of poverty, hunger, and disease, securing peace, creating resilient communities, and protecting the environment.

This will by no means be easy; it calls for new thinking and innovative practice.

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We are grateful for the active support of a number of partners and hope that the compilation of these MDG case studies will serve as a useful source of information to stimulate policy and practice change agenda and action to accelerate the achievement of MDGs by 2015.

A handwritten signature in black ink, appearing to read 'M. Pimple', written over a light grey rectangular background.

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MILLENNIUM CAMPAIGN

The UN Millennium Campaign was established by UN Secretary General in 2002. The Campaign supports citizens' efforts to hold their governments to account for the achievement of the Millennium Development Goals. The Millennium Development Goals were adopted by 189 world leaders from the north and south, as part of the Millennium Declaration which was signed in 2000. These leaders agreed to achieve the Goals by 2015. Our premise is simple, we are the first generation that can end poverty and we refuse to miss this opportunity.

For further information see: www.endpoverty2015.org