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CITIES AND
PARTICIPATORY DEMOCRACY

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PARTICIPATORY DEMOCRACY AND ACCOUNTABILITY IN URBAN LOCAL GOVERNANCE

EMERGENCE OF CIVIL SOCIETY
1) Non-governmental organizations (NGOs)
2) Community-based organizations (CBOs)
3) Civic and citizen’s groups
4) New forms of active participation in policy formulation, budgeting, program implementation, and monitoring
5) Public-private partnerships
Size and Influence of the NGO Sector

Over the past several decades, NGOs have become major players in the field of international development. Since the mid-1970s, the NGO sector in both developed and developing countries has experienced exponential growth. From 1970 to 1985 total development aid disbursed by international NGOs increased ten-fold. In 1992 international NGOs channeled over $7.6 billion of aid to developing countries. It is now estimated that over 15 percent of total overseas development aid is channeled through NGOs. While statistics about global numbers of NGOs are notoriously incomplete, it is currently estimated that there is somewhere between 6,000 and 30,000 national NGOs in developing countries. CBOs across the developing world number in the hundreds of thousands.

Categories of NGOs

The term NGO is very broad and encompasses many different types of organizations. In the field of development, NGOs range from large, Northern-based charities such as CARE, Oxfam and World Vision to community-based self-help groups in the South. They also include research institutes, churches, professional associations and lobby groups. The World Bank tends to interact with two main categories of NGOs: i) operational NGOs - whose primary purpose is the design and implementation of development-related projects, and; ii) advocacy NGOs - whose primary purpose is to defend or promote a specific cause and who seek to influence the policies and practices of the Bank. It should be noted, however, that these two categories are not mutually exclusive. A growing number of NGOs engage in both operational and advocacy activities, and some advocacy groups, while not directly involved in designing and implementing projects, focus on specific project-related concerns.

Operational NGOs

The World Bank classifies operational NGOs into three main groups: i) community-based organizations (CBOs) - which serve a specific population in a narrow geographic area; ii) national organizations - which operate in individual developing countries, and; iii) international organizations - which are typically headquartered in developed countries and carry out operations in more than one developing country. Throughout the 1970s and 1980s, most examples of World Bank-NGO collaboration involved international NGOs. In recent years, however, this trend has been reversed. Among projects involving NGO collaboration recorded in FY94, 40% involved CBOs, 70% involved national organizations and 10% involved international organizations.

CBOs (also referred to as grassroots organizations or peoples' organizations) are distinct in nature and purpose from other NGOs. While national and international organizations are "intermediary" NGOs which are formed to serve others; CBOs are normally "membership" organizations made up of a group of individuals who have joined together to further their own interests (e.g.: women's groups, credit circles, youth clubs, cooperatives and farmer associations). In the context of Bank-financed activities, national or international NGOs are normally contracted to deliver services, design projects or conduct research. CBOs are more likely to be the recipients of project goods and services. In projects which promote participatory development, grassroots organizations play the key function of providing an institutional framework for beneficiary participation. CBOs might, for example: be consulted during design to ensure that project goals reflect beneficiary interests; undertake the implementation of community-level project components; or receive funds to design and implement sub-projects. Many national and international NGOs work in partnership with CBOs - either channeling development resources to them or providing them with services or technical assistance. Such NGOs can play a particularly important role as "intermediaries" between CBOs and institutions such as the World Bank or government.

NGO Strengths and Weaknesses

Because the nature and quality of individual NGOs varies greatly, it is extremely difficult to make generalizations about the sector as a whole. Despite this diversity, some specific strengths generally associated with the NGO sector include the following:

- strong grassroots links;
- field-based development expertise;
- the ability to innovate and adapt;
- process-oriented approach to development;
- participatory methodologies and tools;
- long-term commitment and emphasis on sustainability;
- cost-effectiveness.

The most commonly identified weaknesses of the sector include:

- limited financial and management expertise;
- limited institutional capacity;
- low levels of self-sustainability;
- isolation/lack of inter-organizational communication and/or coordination;
- small scale interventions;
- lack of understanding of the broader social or economic context.
ROLE OF CIVIL SOCIETY IN IMPLEMENTING THE MDGs, HABITAT AGENDA, AND AGENDA 21

• Secretary-General’s Report on UN-Civil Society Relations Based on Panel of Eminent Persons Headed by Former Brazil President Fernando Henrique Cardoso

• Molly O’Meara Sheehan article

• Celine D’Cruz and David Satterthwaite article
<table>
<thead>
<tr>
<th>Federation</th>
<th>Year founded</th>
<th>Number of members</th>
<th>Support NGO/ federation-managed funds</th>
</tr>
</thead>
<tbody>
<tr>
<td>SOUTH AFRICA: uMfelanda Wonye (South African Homeless People’s Federation)</td>
<td>1991</td>
<td>c. 100,000</td>
<td>Community Managed Resource Center uTshani Fund (for housing), Inqolobane (The Granary) funds for employment/micro enterprise</td>
</tr>
<tr>
<td>ZIMBABWE: The Zimbabwe Homeless People’s Federation</td>
<td>1993</td>
<td>c. 45,000</td>
<td>Dialogue on Shelter Gun gano Fund</td>
</tr>
<tr>
<td>NAMIBIA: Shack Dwellers Federation of Namibia</td>
<td>1992</td>
<td>13,000</td>
<td>Namibian Housing Action Group (1997) Twahangana Fund (for land, services and income generation) with state funds for housing (Build Together Program)</td>
</tr>
<tr>
<td>KENYA: Muungano wa Wan vijji</td>
<td>2000</td>
<td>c. 25,000</td>
<td>Pamoja Trust (2000) Akiba Mashinani Trust</td>
</tr>
<tr>
<td>MALAWI: Malawi federation</td>
<td>2003</td>
<td>20,000</td>
<td>CCODE – Center for Community Organization and Development Mchenga Urban Poor Fund</td>
</tr>
<tr>
<td>SWAZILAND</td>
<td>2001</td>
<td></td>
<td>Peoples Dialogue, Swaziland</td>
</tr>
<tr>
<td>THAILAND: Various regional and city-based federations</td>
<td>1990</td>
<td>Thousands of savings groups</td>
<td>CODI – fund set up by the government of Thailand</td>
</tr>
<tr>
<td>PHILIPPINES: Philippines Homeless People’s Federation</td>
<td>2003</td>
<td>50,000</td>
<td>Vthoentian Missionaries Social Development Foundation Inc (VMSDFI) Urban Poor Development Fund</td>
</tr>
<tr>
<td>SRI LANKA: Women’s Development Bank</td>
<td>1998</td>
<td>31,500</td>
<td>JANARULAKA Women’s Development Bank Federation</td>
</tr>
<tr>
<td>CAMBODIA: Squatter and Urban Poor Federation</td>
<td>1994</td>
<td>Active in 200 slums</td>
<td>Asian Coalition for Housing Rights Urban Poor Development Fund</td>
</tr>
<tr>
<td>NEPAL: Nepal Mahila Ekta Samaj and Nepal Mahila Ekta Samaj (women’s federation of savings groups)</td>
<td>1998</td>
<td></td>
<td>LUMANTI Nepal Urban Poor Fund</td>
</tr>
</tbody>
</table>

A federation is also forming in Zambia, and savings groups that have the potential to form federations are being set up in many other nations, including Uganda, Ghana, Lesotho, Tanzania, and Madagascar. There is also interest in the urban poor federation model in several other nations, including several Latin American nations.

* These are both maximum figures. Not surprisingly, activities in Zimbabwe have slowed considerably in the present climate. The South African Federation has been facing particular challenges in recent years, and membership has fallen.

TRAINING AND CAPACITY-BUILDING ARE ESSENTIAL

1. UN Best Practices and Local Leadership Program
2. Grassroots Women’s International Academies (Monika Jaeckel article)
3. Information and Communications Technology (Theo Schilderman and Otto Ruskulis article)
4. Ashoka Foundation — Financial and technical support for “social entrepreneurs” in six fields (700 fellows in 60 countries since 1981, 150 new fellows each year):
   - Learning/education
   - Environment
   - Health
   - Human rights
   - Civic participation
   - Economic development

STRUCTURES OF DEMOCRATIC PARTICIPATION IN LOCAL GOVERNMENT

- Bogota case study (Ricardo Montezuma article)
- India — Women as local elected officials
- Philippines — Local Government Code — Barangays
- Brazil — Participatory budgeting
- Singapore — Heritage Conservation (Belinda Yuen article)
- The Economic Resurgence of Washington, DC (Weiss OECD article)