



Nederlandse ontwikkelingsorganisatie SNV Netherlands development organisation SNV Organisation néerlandaise de développement SNV Servicio holandés de cooperación al desarrollo

URBAN PROBLEMS WITHIN THE CONTEXT OF SNV
AN INVENTORY

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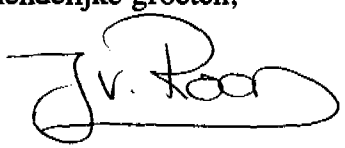
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Geachte mevrouw/heer,

Ik heb het genoegen u hierbij een exemplaar aan te bieden van het document "De stedelijke problematiek binnen SNV, een inventarisatie" dat door dhr. Johan te Velde is uitgevoerd in opdracht van SNV. Het document is in het Nederlands en Engels uitgebracht.

Met vriendelijke groeten,
bla



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HW

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Literature

Foreword

This study gives an impression of SNV's activities in the city. Central to the study are its ability to be used by DAs and field staff in the various SNV countries.

The report is the result of studying the SNV Annual Plans and SNV project documentation. Country Policy Officers and DAs on leave in the Netherlands were also interviewed. SNV policy documents and secondary literature formed another source of information.

This study does not evaluate or appraise projects. Its objective is to bring the subject of urban problems to the attention of different SNV Country Programmes. The intention is to give the different countries and urban SNV activities insight into potentially positive urban SNV activities and to encourage the exchange of information.

Despite the fact that SNV is frequently seen as an organisation that is primarily focused on the implementation of rural projects, in some countries the know-how and capacities necessary for carrying out urban issues do seem to be present. In other countries, a certain lack of confidence in this area seems to exist. The intention behind this study is to make a contribution to the taking of rational decisions concerning urban problems on the basis of insight into urban activities in other SNV countries.

An urban environment can have a positive or negative influence on the implementation of an SNV project. Essentially, carrying out an urban project is no more difficult (or easy) than carrying out a rural one.

In chapter one, previous SNV studies will be discussed, an inventory will be made of current SNV activities in The Hague in the field of urban problems, comments on the relevance of an urban development policy will be given and the policy of the DGIS dealt with.

Chapters two and three form the core of this study. Chapter two contains an inventory of urban SNV activities and signals shifts in concern within SNV over the last five years with regard to urban SNV projects. Here too, the urban problems within the different Country Policy Plans are discussed.

In chapter three a number of potentially positive urban SNV projects are looked at in closer detail and parallels drawn with literature on the subject. These projects have been selected on the basis of their potential usefulness for other countries. The hope is that a certain 'cross-pollination' will be encouraged. During selection, the fact that SNV is once more working in very diverse fields, was also taken into account. The different examples illustrate certain types of urban SNV activities and trends in urban SNV activities.

Finally, chapter four contains a number of recommendations formulated on the basis of conversations with DAs, research using relevant project documentation and literature and conversations with SNV policy officers.

The Addendum gives a comparison of the level of urbanisation in a country and the relative number of urban SNV activities.

The Appendix contains a description of the urban problems in all the countries and a systematic description of all urban SNV projects. Among other things, there seems to be a trend in which urban problems are seen less in isolation than before and more in integration with the surrounding rural situation. A follow-up to this study could be the setting up of a network of urban problems within SNV.

The reference group within SNV comprised Alphons Klomberg, Gerda Dommerholt and Rein Koelstra. I would like to thank them for their contributions to the draft texts.

CHAPTER ONE: SNV AND URBAN PROBLEMS

1.1 Introduction

In 1986 a paper entitled "Contours for an urban programme from SNV - urban growth and poverty" was published as a follow-up to the SNV report "SNV and the city". In 1986 it was concluded that 5% of SNV activities were carried out against an urban context. Due to "The international HABITAT Year (1987)", interest in problems of urbanisation grew not only in the Netherlands but worldwide.

In 1990 "Contours" was followed by the SNV paper "Activities in urban projects" in which the various urban activities of SNV were listed and the various projects classified in categories. The present report follows on from this document and presents the situation in 1995. In the interim five-year period SNV has formulated a more concrete policy, a development which this report takes into account.

At central level, the more concrete policy can be found in, among other reports, the SNV document "Conditions for the Process Approach in an urban context" by Jan Willem van der Raad (1993). As its title suggests, the objective of the report was to formulate the conditions according to which SNV might structure a policy geared to urban development. This 1987 report summarises the literature on urban problems and gives pointers on the setting up of an urban programme. With some marginal remarks, the report proposes the residential area as the most logical area for SNV intervention in the city: "It is here in particular that the relatively heterogenous residents, especially women, jointly experience the problems."

While the last-mentioned paper approaches practical conditions from a theoretical perspective, the present study approaches the issues from a practical view point. Here, we address the problems by examining those activities already carried out by SNV in the city. Is the number of urban SNV projects increasing or decreasing? Which thematic shifts are occurring? Which projects offer future potential and are the most instructive? Do SNV Country Programmes run into specific problems in setting up and carrying out urban projects? What can practical experience teach us?

1.2 SNV initiatives and urban problems

At the head office in The Hague, various initiatives have been taken with regard to urban problems.

Decentralisation working group

A working group has been set up within SNV/The Hague to prepare an SNV workshop day on processes of decentralisation and democratisation. These concepts are frequently viewed as complementary: decentralisation leads to more democracy. A local authority (rural or urban) has, from this perspective, more insight into the needs and desires of the population and is much closer to the citizens although in practice the situation does not seem to work like this. This theme is closely related to urban management which will be dealt with in paragraph 3.7.

Consultations between SNV and the Association of Netherlands Municipalities (VNG)

In addition to this, SNV and Association of Netherlands Municipalities or VNG [*Vereniging van Nederlandse Gemeentes*] hold consultations concerning the VNG initiatives PUGA (Programme for the Posting of Municipal Civil Servants [*Programma Uitzending Gemeente-ambtenaren*]) and STAGE (Work Placement Programme for Local Government in Developing Countries [*Stage-programma Lokaal Bestuur Ontwikkelingslanden*]). PUGA organises the short term posting (from two weeks to three months) of a Dutch local authority civil servant to a developing country. The STAGE programme is the mirror image of PUGA in that PUGA gives a civil servant from a developing country the chance to gain work experience in a Dutch municipality. The objective is the improvement of municipal services and utility companies in developing lands, with the focus on the exchange of knowledge.

ELCI and HABITAT II

SNV/Kenya supports the international NGO ELCI (Issue Based Network of the Environment Liaison Centre International) with, among other things, SNV activities. The objective of the ELCI is the reinforcement of the communication between NGOs, community based groups and local authorities. Here, the ELCI is particularly interested in environmental aspects. The current focus of the ELCI is the international Habitat II conference¹ to be held in Istanbul in 1996. ELCI coordinates the contributions of NGOs/CBOs in the HABITAT II conference in various ways:

- via direct input into HABITAT II and via an input in the preparatory meetings,
- via the national committee that is being set up in each participating country in preparation for the HABITAT II conference. ELCI is participating in the Kenyan national committee.

1

- via the "Best Practices" initiative. Within the framework of the conference, examples

¹The preparations for this conference are in full swing by means of various PREPCOM meetings. The intention is that HABITAT II elaborates on both the first HABITAT conference and the Rio conference. Urban environmental aspects will therefore be an important subject.

of successful or potentially successful activities, will be discussed².

Internal SNV Information Exchange regarding urban problems

An informal exchange of information regarding urban problems exists between some Country Programmes, particularly between Country Programmes which border on each other or whose representatives come into contact with each other at regional meetings. SNV Country Policy Officers also play a role by passing project information from one country to another. The fourth chapter discusses possibilities of formalising this informal network to some extent. Information between SNV Country Programmes in Latin America is already being exchanged in a more formal way.

1.3 Urban development policy within SNV

Like the papers referred to above, this study is also based on the assumption that the implementation of development projects in urban and rural environments differs. In this regard the shared characteristics of urban problems are first explored followed by an indication of the diversity of the subject. Finally, attention is given to the nature of local conditions which determine migration processes and regional development processes.

Similarities within urban problems

The SNV report "Conditions for the process approach in an urban context, 1993", explores the differences between the urban and rural situation.

After some analysis and when summarised, the urban situation, when compared with the rural situation, exhibits the following characteristics:

- the concentration and scale of the problem is larger,
 - relationships are more commercialised as a result of which self reliance plays a lesser role,
 - the nature of power relations is different, as, for instance, in the more pronounced patronage relationships,
 - city dwellers enjoy a more individual lifestyle,
 - there are relatively more female-headed households,
 - the physical integrity of women is more threatened,
 - the population is more heterogenous (different backgrounds, birth places, religions, ethnicities etc),
- 2
- the urban local government is more active in daily life and is concerned with such things as urban planning, authorising licences and collective consumption (water, electricity),
 - the spatial and social mobility of the city is greater.

²The criteria for "best practice" have so far not yet been formulated further. One condition is that a submitted project must at least be signed by an NGO and one other actor, preferably the government. If a country intends to nominate a particular SNV project for "best practice", contact can be made with the UNCHS in Nairobi.

Differences between developing countries

The first nuance concerns the mutual comparability of the urban problems of the various world regions and countries. What are, for instance, the arguments which put the problems of Latin American cities in the same category as those of Africa. The proposition is defensible, without going into further details here, that the urban problems of Latin America are more comparable with those of North America (for example with cities such as Los Angeles and New York) than those of Africa or Asia.

Large cities versus secondary cities

A second nuance is relevant for the comparison of major urban problems with the problems of smaller, secondary cities. Are the development strategies developed for major urban societal problems also applicable to a secondary city or do secondary cities demand a different strategy?

In secondary cities the problems are, among other things, more clear than in a major city but the local authority is less capable of running the city because of a lack of finances. In many cases the local authority is more accessible in secondary cities.

The relationship of the secondary city with the surrounding rural areas is often clearer. Many people travel to the city from the country in order to sell agricultural produce or purchase other products.

In secondary cities there are often fewer development activities run by NGOs and government bodies.

The scale of the problem with regard to issues such as collective consumption is also often smaller than in secondary cities.

The role of secondary cities in migration

Related to this, the role of the secondary city is also important in the domestic migration pattern. A familiar pattern in a developing country is the step-wise migration whereby an individual or household first leaves the country for the secondary city before taking the following step and moving to a major city. Some development organisations employ a meeting policy regarding the last step by making the secondary city more attractive. Usually, dependent on local circumstances the migration pattern seems to be more of an autonomous process that is only partially open to outside influences.

Role of the city in the development process

The literature concerning urban problems does not offer results about the role of the (secondary) city with regard to the rural areas. Some theories emphasise the fact that the city sucks country areas dry. According to this theory, the city develops at the cost of the country. Other theories present a more positive picture of urbanisation: the city as stimulator of the local economy. In fact this differs from case to case.

1.4 DGIS comments on urban development policy within SNV

Reactions from the DGIS (Director General for International Cooperation) on policy development within SNV are positive. The fifth sector and subject policy document issued

by the DGIS from 1994 entitled "Combatting Urban Poverty" [*Stedelijke Armoedebestrijding*] comments on policy development within SNV: "the focus is on breaking the circle of poverty, regardless of at which point (thematically seen, te Velde)", "...This view has much in common with the Process Approach put forward by the SNV report (by van der Raad, 1993, te Velde). Here, the observation that the residential area is an effective but certainly not the only setting for alleviating poverty, is also applicable."³

NAR recommendation

In the report issued by the Dutch National Advisory Council (*Nationale Adviesraad*) or NAR) entitled "Recommendations for Development Cooperation and Combatting Urban Poverty, February 1994" (*advies Ontwikkelingssamenwerking en stedelijke armoedebestrijding, febr. 1994*) the following is stated: "The working methods of SNV are closely matched to the policy as formulated by the DGIS. In many cases, taking the district as a departure point is certainly a good start in alleviating poverty directly. Working together with SNV experts in cities where this organisation is already active, is then an obvious option". Furthermore, the paper pleads for three target groups within an integrated approach: mothers who head poor households, street children and juveniles. With this the report distinguishes between groups for whom policy geared at creating good conditions and removing hindrances and groups that can only be helped with a social catchnet.

³For SNV it is also true that an intervention at target group level leads to interventions at higher levels (city, regional, national, international).

CHAPTER TWO: TRENDS IN URBAN SNV ACTIVITIES

2.1 Framework

SNV supports urban activities (projects) from NGOs, Community Based Organisations and (local) authorities in the country programmes but also carries out its own projects. This is possible by employing an SNV Development Assistant or by making use of other means such as financial or management advice, the aid effort of contacts or by financing human resources. An SNV activity (project) concerns an activity supported by SNV. Different DAs can participate in an activity, such as, for example, the PMBB District Improvement Project in the city of Bissau (Guinea-Bissau) where five DAs are working in an activity (project).

This inventory is based on the assumption that an SNV project is urban if a minimum of 50% of the target group live in an urban environment. This appears to closely match the definitions used earlier.

In this study a settlement is seen as urban if it is indicated to be so by SNV Land Policy Officers, on the grounds of their knowledge of the country. This is presented for verification to the field council concerned. This can lead to a project like the "Integrated Urban Development Project Migori (Kenya)" being contained in this inventory while Migori can also be typified as a rural settlement considering, for example, its limited number of inhabitants. Activities which are carried out in the city can fall outside this inventory because the target group lives outside the city. In this way a fish factory in a rural centre in Zambia falls outside the scope of this study. National training centres which are difficult to categorise as to the location of the target groups' place of residence, also fall, in principle, outside this inventory.

It is possible that, in the meantime, as a result of developments in particular Country Programmes, the practice can slightly deviate from the planning. In the case of some projects, the nature and extent of SNV support was difficult to indicate such as in the street children programme in Nairobi (Kenya).

2.2 Country Policy Documents and Annual Plans

The country policy plans of the various SNV Country Programmes form the basis for this inventory. The 29 SNV Country Programmes can be classified according to the extent to which attention is paid to the policy theme of urban problems. See Appendix 2 for a discussion per country.

1. Within the first group of SNV Country Programmes, the question of urban problems have been given a clear position in the Country Policy Plan and other possible policy papers and the majority of the policy is focused on urban problems. This concerns the countries Guinea-Bissau, Kenya, Peru, Mali and Benin. Here, the attention for urban problems in Mali and Benin is relatively less than in the first three countries. The set up of the urban SNV programmes in both West African countries explicitly follows the SNV policy (Process Approach).

2. The second group of SNV Country Programmes only gives attention in the second instance to urban poverty/problems. The urban poor are included in the target group but only afterwards is concern also given to policy relating to urban problems. This is the case for Bolivia, Burkino Faso, Cameroon (increased attention planned), Ecuador, Ethiopia, Ghana, Honduras, Nepal, Nicaragua, the Niger, the Philippines, Tanzania and Zimbabwe.

3. Botswana, Bhutan, Uganda and Zambia pay no attention to urban problems. Here, the urban poor do not form a target group.

Finally, there are Country Programmes which, because of different reasons, are not classified. In Albania, Mozambique, Vietnam and Laos the programme was started not too long ago. However, it is already clear that urban problems are not the priority issue in these countries. In Mozambique a new integrated urban programme is planned with improvements in water distribution as the point of departure. In Eritrea the programme has yet to be started. The only programme in the Sudan which is supported by SNV is the urban programme in the rural city of Gedaref. Ruanda is not included here because of the suspension there of SNV activities.

The expectation that great concern for urban problems goes hand in hand with many urban activities in the country concerned is not always the case. In some SNV countries there is attention for the policy theme of urban issues but this has not (yet) resulted in concrete activities (Niger). Sometimes there may be numerous SNV activities in the city but little attention is given to this theme at policy level.

2.3 Urban SNV projects and DAs

Where SNV had only 33 urban activities in 1990, this number rose to 48 in 1995. The number of DAs active in urban projects also increased in proportion: from 49 (1990) to 74 (1995). Of these 74 urban DAs, 20 have a local contract.

The total number of DAs (rural and urban) active in all Country Programmes altogether amounts to 460 (1995) of whom 79 have a local contract. This means that 16% of all DAs works in urban activities; in 1986 this was only 5%.

The number of DAs per activity remained roughly the same between 1990 and 1995, namely at around 1.5. In these calculations the 100 staff members have not been included.

Table 2.1. Inventory of urban activities and inputs in 1995 compared to 1990.

	number activ. 1995	number activ. 1990	number inputs 1990	number inputs 1995 ⁴	number 1990 ⁵
Latin and Middle America:					
Bolivia	3	3	3	3	2
Ecuador	4	1	4	4	1
Honduras	3	-	6	6	-
Nicaragua	5	5	5	5	5
Peru	3	2	3	3	3

East and Southern

Africa:

Botswana	-		1	-	1
Eritrea	1		not appl.	1	not appl.
Ethiopia	4		2	7	4
Kenya	12	7	18	7	
Mozambique	-	not appl.	-	not appl.	
Ruanda		PM	1	PM	2
Sudan	1	1	5	1	
Tanzania	-		2	-	1
Uganda	-		-	-	-
Zambia	1	1		2	3
Zimbabwe	2	2		2	2

West Africa

Benin	3	-	7	3	
Burkino Faso	1	-	?	-	
Cameroon		1	2	1	2
Ghana	-	2	1	2	
Guinea Bissau		2	2	6	9
Mali		2	1	3	1
Niger	-	-	-	-	-
Chad		not appl.	-	not appl.	-

Europe & Asia

Albania	-		not appl.	-	not appl.
Bhutan	-		-	-	-
Jemen	not appl.	-	not appl.	-	
Nepal	-	-	-	-	-
The Philippines	-	-	-	-	-
Vietnam	-	-	-	-	-
Laos	-	-	-	-	-
Total	48	33	74	49	

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⁴For the sake of comparison we include not only existing SNV efforts from 1990 but also efforts planned for 1990.

⁵For the sake of comparison we include not only existing SNV efforts from 1990 but also efforts planned for 1990.

The activities cover different component aspects and vary in terms of objectives, sector, duration and effects/impact. The scale of the projects is also extremely diverse.

As regards the number of projects and number of active DAs, SNV/Kenya takes the prize. Here, up to 18 DAs are active in 12 different urban projects in all stages of implementation.

2.4 Classification of urban SNV activities

Thematically, the activities are widely divergent. Activities include credit programmes, projects supporting small-scale enterprise, neighbourhood improvement programmes, integrated urban development programmes, projects geared specifically to women and urban environment programmes. Other activities include, for example, undertaking research into aspects involving women and violence (Ecuador).

In the research carried out by Hoogerbrugge (1990), the following categories have been set out: habitat, work opportunities, community development, institution building, combination. In the light of the changes which have taken place in SNV policy, this division has been somewhat modified.

The changes in policy amount, in the main, to a more emphatic adherence to the Process Approach. Increased empowerment by means of organisation building and reinforcement of the target group is a major objective. SNV works towards strengthening the target group so that it can stand up for itself more effectively in the face of government services. The majority of urban SNV projects possess several aspects which reinforce each other. The majority of projects can be classified more or less as integrated but can also often fit into different categories. Emphasis on the policy spearheads of environment and Women and Development has also increased.

Within SNV projects, factors beyond the originally chosen sector or perspective are given more consideration in 1995 than in the 1990 inventory. Solutions for problems are more often sought beyond the direct framework of the selected viewpoint.

Bearing the above remarks in mind, the categories are as followed:

Table 2.2 Classification of urban SNV activities in categories:

*	integrated	6
*	work and income	14
*	women and development	8
*	basic social amenities	11
*	habitat, urban environment	4
*	urban management/ urban planning	5
Total		48

2.5 Trends and conclusions

The following conclusions and trends can be seen:

- * The number of urban SNV activities increased from 33 to 48 in the period of 1990-1995.
- * The number of DAs active in cities increased from 49 to 74 in the period of 1990-1995. The 74 "urban DAs" form 16% of the total number of active DAs. Field staff is not taken into account here.
- * Of the 74 "urban DAs" 20 have a local contract. 30% of the total number of local DAs works in the city.
- * The average number of DAs per urban activity amounts to roughly 1,5 in both 1990 and 1995.
- * "Habitat in a narrow sense", namely focused on accommodation and living environment, decreases as point of departure while concern for "work and income" remains large and concern for W&D has increased compared to 1990.
- * A more qualitative analysis shows a tendency towards a more integrated approach to urban problems within SNV. In a number of urban projects personnel work explicitly following the Process Approach. Integrated development projects where the emphasis does not rest only on working with the target group but also with the local government, is increasing.
- * There is no connection between the extent to which a country is urbanised and the number of urban activities carried out by SNV in the country concerned (see appendix I).
- * Concern for urban environmental aspects is increasing (see paragraph 3.5). Some SNV projects pay attention to urban irrigation and urban agriculture which were previously typically rural subjects.
- * In the SNV publication "Conditions for an urban SNV policy, 1993", preference is given to taking the residential quarter as point of departure for activities in the city. Currently, 14 of the 48 urban SNV activities focus on the residential quarter as starting point⁶.
- * In the literature about urban problems, much attention is given to urban management, the planning capabilities of the local government and decentralisation under the heading "urban management". There are seven SNV activities geared to improving local management of the planning capacities of local management.
- * It is striking that eight SNV projects centre on young people as their sole target group. In three cases, juveniles, together with women, form the target group. However, SNV is not particularly concerned with juveniles and this sector is not perceived as a priority target group.
- * SNV is increasingly more occupied with the coordination, on all levels, of development aid efforts of Community Based Organisations, NGOs and community based groups.

* Finally, there is a growing tendency to give more attention to policy forming with regard to urban problems at the level of the country.

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⁶For the rest, a strict definition is maintained here. The district should be seen as primary point of departure. This means that a number of projects are not included in this list despite a (coincidental) geographic concentration of the target group.

CHAPTER THREE: THE SELECTION OF URBAN SNV PROJECTS

3.1 Introduction

After the systematic listing of all SNV activities in the previous paragraph, this chapter discusses those projects with positive future potential. In making the selection, the focus was on reflecting the diversity of urban SNV projects where it is not really possible to enumerate the entire range of component aspects involved in urban problems. In this chapter, no attempt is made to provide a complete overview.

A number of cases will be examined, examples which will be placed within a framework. The gender issue will be discussed in each paragraph.

The first case concerns an urban project in the Bamako, the capital city of Mali. This project is connected with the Process Approach. Then follows a discussion of SNV support to a community centre in Nairobi. The SNV support to this community centre has developed from a sectoral to a broader perspective. This type of development is typical of more urban SNV programmes. Next, a women's savings and credit programme in Benin is examined. This is an example of the SNV approach of "work and income", the most frequently used starting point in urban SNV programmes. This is succeeded by an investigation of three projects (Peru, Guinea-Bissau and Benin) which focus on the theme of the urban environment. Attention is currently being focused on the practical application of theoretical departure points concerning the management of the urban environment. In paragraph 3.6, an SNV experience with the Participatory/Rapid Rural Appraisal technique applied to the city is discussed and a number of recommendations are given for the use of this technique in an urban context. Next we come to an examination of a theoretical departure point now very much in vogue: the Urban Management Approach. In the light of this approach, an SNV proposal from Burkino Faso is discussed. Finally, in paragraph 3.8 the subject of the organisational reinforcement of urban community based groups is dealt with.

3.2 The support of ALPHALOG/Bamako and the Process Approach

Background

The project "Developpement Urbain en Commune IV" is one of the first experiences in an urban context of a programme in which the Process Approach was the guiding principle from the outset. SNV/Mali supports the NGO ALPHALOG (Association Libre pour la Promotion de l'Habitat et du Logement) which is currently implementing an urban programme in Segou and in the Capital Bamako. ALPHALOG was set up in 1988 by dissatisfied civil servants. They decided to found an organisation because they felt that, as civil servants, they had no opportunity for making a useful contribution to the development of Mali.

The requests in 1992 for SNV assistance from both ALPHALOG and the mayor of Commune IV (a deprived district of Bamako with around 180,000 inhabitants) happened to coincide with the setting up of an urban programme in Bamako. A large migration to Bamako and to the Commune IV in particular, had led to the deterioration of living conditions in that district. The government's decentralisation politics and the withdrawal from the government within the context of a structural adaptation programme along the lines of the IMF (International Monetary Fund) scenario, only made the situation worse. Namely, the

decentralisation of powers in this context did not go hand in hand with the transfer of funds.

SNV intervention

In 1992, SNV/Mali decided to assist ALPHALOG in the setting up of a programme in Commune IV. ALPHALOG is the Intermediary Organisation. The target groups are young people and women and the intervention method is the Process Approach. This means that the target group itself determines the rhythm and direction of the implementation of the project. ALPHALOG participates in fact in the process of the development of the target group in order to give the target group increased control over its own development process. At a higher level, attempts are also made to influence the context of the project (institutional and ecological) for the benefit of the target group. Achieving the desired results demands a relatively long intervention period (10 to 15 years). Attention is given to effective phasing. The present first phase runs until September 1995. The programme is financed by the DGIS and was given an external evaluation in January 1995.

Organisation reinforcement of the Intermediary Organisation

SNV/Mali carries out activities geared to the reinforcement of the internal organisation and implementation capacity of ALPHALOG with as ultimate objective the support of project activities. The support given by SNV/Mali is concerned with the sustainability of ALPHALOG so that ALPHALOG will not be endangered once SNV assistance ends. Once-only costs are financed by SNV but SNV does not cover running costs. SNV/Mali has trained the ALPHALOG employees in participative working methods and in the setting up of micro-projects; the ALPHALOG employees have also paid visits to similar projects.

Project activities

The project is still in the first phase. In this phase the ALPHALOG staff have set up projects together with different groups of young people and women. In Mali it is usual for juveniles and women to organise themselves in groups to be able to provide mutual help, or in age groups. This traditional focus on group forming facilitated the collaboration and made it simpler for the poorest group members to participate in the profits of the results of the projects. One primary group is called "groupement d'interet economique" (GIE).

For example, in 1992 a group of unemployed youth set up the group "Faso Kanu" in a district within the city area Commune IV. This group has 20 members, one of whom is a woman. In 1993 this group submitted a request for aid to ALPHALOG with respect to garbage collection. ALPHALOG provided donkeys and carts. Currently, the household refuse of almost half the households in the district - a total of 1425 families - is being collected. The households participate with a small monthly contribution. The project itself creates work for 27 people: workers and personnel. Other groups chose other projects such as, for instance credit programmes, a creche for children and assistance in market gardening. Each group is closely followed. Different methods are used to ensure that the group itself systematically determines the direction of the project. A GIE can itself choose to set up a particular project and decides the project's feasibility by means of self evaluation on the basis of which the activity is continued or discontinued. The mutual accountability between the Intermediate Organisation and the Community Based Organisations is also clearly set out in writing, in this case because the GIEs and ALPHALOG.

SNV has also provided training in the areas of company management, marketing, bookkeeping and literacy together with more technical course in the fields of market gardening and composting. The courses are not all geared to the target group but sometimes also to civil servants working for local government and ALPHALOG. ALPHALOG also conducts research in order to gain better insight into the target group and to help formulate progress indicators for monitoring and evaluation. ALPHALOG also devotes attention to the feasibility of an activity proposed by a GIE. According to the situation, meetings are held if desired.

Coordination of aid efforts

Within the framework of the Process Approach it is important to influence the institutional context of a programme and to increase the control of the target group over its own development. A lack of coordination of the various inputs in the area of sanitation in Commune IV led to ALPHALOG's initiating and now guiding a negotiation in which both the GIEs and NGOs from Commune IV participate. Such a consultation structure is unique in Mali. W World Bank delegation used this consultation structure as an example of urban development and decentralisation.

Project administration

ALPHALOG attempts to tap into developments within the target group. This demands a flexible administrative and financial management. The project team thus distinguishes on the one hand between fixed expense which can be accurately estimated and flexible expenses which can be modified under the influence of the Monitoring Process according to the developments of the target group.

Considerations

* An (urban) Process Approach programme demands a relatively great deal of time from both the target group and SNV because it is based on the pace of the group's development. In the target group women in particular have little time for community activities because of their production, reproduction and community management tasks. The majority of poor people in the target group also have little time. The Intermediate Organisation should make clear to the members of community based groups, at an early stage, the advantages of participating in a specific activity.

* A Process Approach demands, among other things, insight into the socio-economic position of the target group and power relations in the district. Setting up a Process Approach programme demands a start-up phase in which no tangible project results can yet be seen.

* Among the requirements demanded by an urban local authority are insight into the community, for example with regard to collective consumption or infrastructure. One expectation at the start of the Process Approach programme in the urban context of Bamako was that the citizens should be able to approach the local authority with more claims than people living in a rural setting. From the documentation it appears that this expectation did not materialise except for support in refuse collection.

Comparison with PADUC (Benin)

* Chapter two discussed the fact that young people and women form the target group in three urban SNV programmes. The extent of participation and level of organisation of both target

groups differs from project to project. Factors other than differences in sex and age appear to be decisive, as, in all probability, is the type of activity.

In Bamako the young people participate more in community activities and are better organised than the women. The documentation states that young Malinese women are less home-based. For instance, they are likely to move to another urban district on getting married. Moreover, women's demanding domestic tasks preclude their extensive participation in the project activities.

In the PADUC programme in Cotonou (Benin) which was also set up explicitly in accordance with the Process Approach, but will not be further discussed here⁷, women's participation was in fact greater than that of juveniles. The project documentation comments that women responsible for taking care of the family and for numerous household tasks often have a greater sense of responsibility and are, above all, easier to approach through an Intermediate Organisation than young people. The youth are less interested in group activities at local level and more interested in individually focused activities which foster their own social mobility.

3.3 Assistance for a community centre in Nairobi-Kenya

Urban SNV activities nowadays are of a more integrated character than previously. Analysis of the target group and in harmony with the needs signalled by the target group, the scope of the activities often goes beyond the boundaries initially drawn for the sector.

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The original activities of the Eastleigh Community Centre, Nairobi (Kenya) were involved with: "Employment creation, economic promotion, social work and counselling". With this in mind, one section of the community centre organised pottery courses. In the past the assistance provided by SNV was geared to the improvement of the design of the pots, training in design skills and the introduction of new techniques in pottery and glazing. Opportunities for putting the pots on the market was also explored.

Follow-up support

As a follow-up to this SNV activity, further insight into the priorities of the target group was considered essential. Who actually made up the target group of the community centre and what were the target group's needs and wants. From which groups within the Eastleigh and Mathare Valley districts did the target group consist? After extensive dialogue between SNV and the local NGO ECC, it was decided to direct the follow-up support to reinforce the policy and programme development of the community centre. First, attention will be given to research into community needs and potentials. Within this framework a gender profile of the target group will be made and the gender specific impact of the programme will be researched.

On the basis of this research, and bearing the implementation capacity of the community

⁷See Appendix 2 for a discussion per country

centre in mind, advice will be given on current programmes and programmes to be set up from a point of view that is initiated and put forward by the target group. Another aim is to increase the planning and implementation capacity of the community centre so that the community centre will work more "result oriented". Within this framework, dialogue with SNV and on-the-job-training will be important instruments. With this assistance, a charitable approach is transformed into an approach which is geared to structural development based in a flexible structuring of the development process which is in tune with the ambitions and potential of the target group itself.

3.4 Banques de Femmes Benin, a savings and loan system

Background

"Work and income" is the most frequent departure point for the urban SNV programmes. In many Country Programmes, experience with credit extension programmes and support of small businesses is very extensive⁸. Here, SNV activities often link up with already existing, traditional savings activities and local banks are included in the programmes. The repayment ratios are often very good. Women seem generally to be better in repaying loans than men.⁸

Banques de Femmes Benin

One project with good prospects is the savings and loan programme of the Banque de Femmes - Cotonou project (Projet d'Appui aux banques des Femmes de Cotonou). In July 1991 in collaboration with a local NGO, SNV/Benin started an urban development project in Cotonou, de largest city in Benin. After some time the Banque de Femmes project became organisationally independent. It appeared that women's greatest problem was access to finances in order to meet the basic necessities of life. The financial contributions of their husbands to their households was insufficient.

The project searched for a sustainable way of supporting income-generating activities for women. This led to the setting up, together with the women themselves, of savings and loan banks managed and controlled by the women themselves, the "Banques de femmes". In 1992 the first bank, ran by 15 women, was started.

Functioning of the banks

The banks are set up as saving and loan cooperatives with a general assembly of members and a board of directors. The daily transactions are carried out by a female controller. The banks are open several times a week. Loans are given from members' savings. To be considered for a loan, the woman requesting the loan must have shares in the bank, have been a member for at least three months, have at least a quarter of the requested funds in her own account and two other members of the bank must act as guarantors. Furthermore, previous loans must have been repaid without problems unless there was a clearly indicated, temporary reason for the lack of repayment. Material guarantees are not required. The

⁸Examples include the PRAMPECUS programme in Cusco (Peru), the Limuru Integrated Urban Development Project (Kenya), the ALPHALOG programme (Mali/Bamako and Segou) the CPAAL project (Bolivia) and the "Best Learning Programme of the Kenyan Women's Finance Trust" in Kenya (Nairobi) and the Profit-Loss Sharing Project (Sudan).

system is based on the trust and social control between the members. The level of repayments is high. Loans are (still) not provided for purposes of consumption.

The women who are members decided, after extensive discussions, that no men should be allowed to hold shares in the bank. Several banks allow men to save money (put money into the bank), but not to borrow money. The women expect the men to be far less serious in meeting their repayment obligations. Above all, it is difficult within the local culture for a woman to discuss a man's failure to meet his financial obligations with him. Another advantage is that women have control when no men are shareholders.

The eleven different banks together form a union. This union is responsible for affairs which transcend bank level. The management coordinates the services provided by the union to the individual banks. It also negotiates with SNV project staff about the support SNV gives to the project. The union also functions as a platform for the exchange of experiences and ideas between the various banks.

Support from SNV

The project gives technical and financial support to the banks and the union. It trains and supports the members in the management and control of the banks and inspects the book keeping. With regard to personnel, assistance is provided in the form of a Dutch DA, a (female) inspector from Benin and local animators. The financial support is limited to contributions in the form of once-only expenses: in the setting up of a new bank the project provides the first essentials such as a small metal money box, book keeping documents and office supplies. The project also pays for training course and any possible excursions to another bank. Finally, the project lends (interest free) each bank a maximum of CFA 200.00 to supplement the members' savings in providing loans. The union's operational expenses are paid by SNV. The intention is that the individual banks will pay for the operation of the union themselves over the course of the next few years.

Results

At the end of December 1994, there were some 11 banks varying in size from 37 to 340 members. Together, the banks counted around 1300 members and a good CFA 6 million in savings. CFA 6.2 million had been extended as loans. Since the foundation of the first bank, a total of 808 loans amounting to at least CFA 18 million have been granted. The number of members is expected to increase to 10,000 women by 1999⁹.

The banks give the women greater financial security. On the one hand the women have the ability to build up a financial reserve and on the other hand, through their access to credit facilities, they can start or expand income-generating activities. The interest on the loans is much lower than the exploitative interest on the informal money markets. In addition the banks reinforce the empowerment processes of women by increasing their levels of organisation and increasing strategic resources like skills, self confidence, self esteem, independence and social status.

Considerations

The project shows that, by using participative working methods, a system can be set up that is tailor-made to the financial needs and desires of the target group. The direct financial contribution provided by SNV to the banks is kept to a minimum to promote the

sustainability of the project.

In the first chapter, an individual lifestyle and greater focus on commercialisation were highlighted as characteristics of life in the city. Participation in an activity should then only be based on a rational assessment of its direct advantages. In the urban context of the poor areas of Cotonou, a project that is partially based on social control, however, does seem to succeed.

Attention for the urban environment in Peru, Benin and Guinea-Bissau

A distinction exists between the grey and the brown environmental problems. The grey environmental problems indicate the over-burdening of the local eco system by the emission of combustion gases, the pollution of underground water and surface water and poor refuse management. The brown environmental issues are directed at district and household level. They are concerned with health threatening situations in the living and working situations as a result of inadequate sanitary facilities and refuse handling⁹. The brown environmental problems are at the level of the target group, the grey environmental issues are at a higher level.

The urban environment is a theme that recently received a great deal of attention evidenced by, among other things, the setting up of the HABITAT II conference.

The SNV paper "Towards Sustainable Choices" ("Naar duurzame keuzen") states, among other things, the necessity of viewing the environmental problems of the city and country as interconnected. An integrated approach can, for example, give attention simultaneously to the refuse problems in the city and the fertility problems in the country created by the transport of agricultural products to the city. Related to this will be the publication of an SNV environmental paper "Urban Environmental Aspects" ("urbane milieu-aspecten"), of which a substantial component will be formed by the aid effort from the SNV Country Programmes.

Three SNV projects which concentrate on the urban environment follow.

Support CIUDAD/Peru

Development

CIUDAD is a Peruvian NGO which has focused its activities on urban issues since 1990. Initially, CIUDAD set up various activities with the support of a DA in the field of accommodation, water distribution and the recycling of solid waste in such areas as the Villa El Salvador in Lima.

An internal evaluation highlighted the fragmentary nature of the CIUDAD activities. With the financial support of SNV, attention was given to policy development and the more focused implementation of activities. The result was that the intervention area was more clearly demarcated geographically. In connection with risk distribution, activities outside Lima were also supported. This also led to a preference for coordinating project activities with NGOs and local authorities and a more integral approach to the environmental problems in the Huaycan district. The implementation of this was, incidentally, hindered by the guerilla

activities of the Shining Path.

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SNV assistance

SNV supports CIUDAD with the input of DA's, with assistance in the elaboration of the gender component within CIUDAD and by negotiating requests for external finances. In addition, SNV plays a role in the meetings of the management of CIUDAD.

The Huaycan district

Huaycan is one of Lima's recently planned suburbs. The point of departure in the planning process of the district was that responsibility for the planning belonged jointly to the municipality and the residents' organisations. From 1984 to 1994 the population grew from 12,000 (1984) to 70,000 (1994).

CIUDAD's choice of environmental aspects as a basis for its activities in Huaycan is partly connected to the hostile physical circumstances of Huaycan for human habitation. The majority of the year is characterised by a very dry climate and the terrain is characterised by extreme ruggedness and hilly areas and, above all, there is still the danger of falling rocks. The uneven terrain still causes problems for water distribution and sewers.

The various aid organisations in the district have a different task in the different regions. CIUDAD took the lead in coordinating the various NGO activities in the field of "health and living conditions" in the intervention area in the Huaycan district. Other NGOs have taken socio/economic and income generating aspects as their starting points.

The integrate environment project in Huaycan

Resident-representatives from Huaycan, together with CIUDAD, have formulated an integrated environmental programme. This is concerned with a comprehensive package of measures which relate as much to the brown and grey environmental issues in Huaycan as to increased agricultural production.

The target group is the poor population, particularly women and juveniles. The population in the higher areas of the district receive special attention in view of the poorer socio-economic conditions there.

The integrated programme consists of different components. The first part is called "Huaycan Verde" (or green Huaycan). Urban agriculture is stimulated by the renovation and improvement of an irrigation system which was no longer used and by a more efficient means of storing rainwater. The intention is that this improved water management will result in an increased production for market gardening and cattle. With this, the district residents will benefit from the increased availability of basic foods and increased earnings and their dependence on external resources will be reduced

⁹ This concerns an expectation and not a plan. A quantitative plan would not fit in with the participative working methods chosen, where the target group and not the project team determine the direction of the development process.

Inextricably linked to this is concern for green spaces. The afforestation of the steep slopes leads to a reduction in the effect of heavy downpours and has other positive environmental effects.

A second objective concentrates on brown environmental issues. Here, the focus is on waste processing (solid and liquid), a healthy water supply and health care. The collection and disposal of household refuse is also a central feature, the emphasis of which is on recycling, the optimal use of local resources and resident participation. The means which are used here are control of water quality and recycling of water for urban agriculture.

The programme's third objective is to stimulate the contribution of residents' organisations in the district planning process. This also involves aiming at the development of a methodology as regards urban agriculture and urban environmental aspects.

Support of PADEB/Benin

In Cotonou (Benin) and Bissau (Guinea-Bissau), current programmes have also developed a clearer focus on their urban environment with the help of a Dutch consultancy. The PADEB-Cotonou programme (Projet d'Appui au Developpement a la base a Cotonou) works in two community areas and one large district. Two Dutch and two local DAs are employed by the programme. The project works on the sustainable improvement of the socio-economic position of the marginalised population with specific attention of male-female relations and the environment.

The environmental component of the programme was further worked out at the end of 1994. The starting point was an inventory and analysis of the environmental problems at district level. In sessions with the inhabitants of the district, residents were invited to give their opinions on the greatest problems faced by the district. With this, the following points were raised: the lack of (public) lavatories, contagious diseases, the quality of the water and refuse collection. Moreover, the intervention area was faced with sizeable problems caused by seasonal torrential downpour.

Many of the environment problems at district level had their root in poor drainage. This was considered by residents to be their districts largest (environmental) problem. In the case of Cotonou, drainage should not be tackled as an isolated problem. A local rises, for example, will only shift the problem to a lower part of the district or another part of the town. In discussion with the representatives of the districts involved and with relevant municipal bodies, choices must be made which transcend target group level.

Support of PMBB/Guinea Bissau

Since 1984, SNV has been carrying out the urban programme 'projecto de Melhoramento dos Bairros de Bissau' (PMBB). Originally, PMBB was geared to improving the infrastructure and garbage collection. Now, the move has been made to develop the project away from its focus on the infrastructure and towards a more participative and integrated approach with a process oriented approach. At the moment, one point of focus is who will take responsibility for the maintenance of the green spaces which have been created - the local authority or the district residents.

Two missions have been carried out in support of the environmental component of the PMBB. The first mission gave a general picture and provided an Environment Effect Report (*Milieu Effect Rapportage*) or MER) of the current programme.

The second mission offered practical assistance in the setting up of a programme directed at improving the urban environment. Using OOPP sessions (Objective Oriented Project Planning), the target group's priorities concerning the environment were analyzed which acted as the basis for proposals for a coherent tackling of the environmental problems. Focus points are sanitation, water supply and drainage. The participation of the target group forms a component of the strategy to be followed.

Taking the wishes and needs of the target group into account, problems which transcend district level are also highlighted. Drainage problems can, after all, be shifted from one district to the other by digging drainage channels in the first district.

Considerations

The three examples in this paragraph demonstrate a concrete SNV approach to environmental problems at district level. The views and priorities of the residents concerning their living environment and development potential are central to the activities. Moreover, SNV or the Intermediary Organisation SNV supports, is responsible for bringing environmental aspects which transcend the target group's short-term interests (grey environmental aspects), into the possible resolution of problems.

In the West African examples, it was evident that, during the implementation of projects, the environmental issues at target group level demanded project activities at a higher level. In the Peru example the opposite was the case: environmental issues formed the starting point for project activities. The target group level is involved from a perspective concerned with the development of the urban environment. This viewpoint was arrived at in a participative way. The emphasis on environmental factors resulted in, among other things, the role of CIUDAD as a coordinating link between the local authority, residents' organisations and other NGOs in the field of brown and grey environmental issues.

In the Peru example, the target group and the impact of the proposed interventions are greater. Huaycan is a new residential area. In the first phases of the district's development only a small percentage of the current population lived in Huaycan and the newcomers could only make their opinions known later.

3.6 SNV and Rapid Urban Appraisal

Rapid Participatory/Rural Appraisal

A traditional survey is not participative, often results in irrelevant information and demands a great deal of aid effort (time and money). Many countries have started using a rapid and participative identification-methods and planning techniques such as the Rapid Rural (Participatory) Appraisal technique. A PRA/RRA is a method used for quick and systematic analysis of a situation to highlight key problems and formulate suggestions for resolutions and interventions.

A PRA/RRA¹⁰ consists of a large number of techniques which can be applied, as desired, to

the situation. A PRA/RRA is based on observation and interaction with the target group in the field. An important element of a PRA/RRA technique is the cross checking of information (triangulation) by which a subjective but well-founded picture can be gained: information of the target group, on the members of the PRA/RRA team and secondary data are compared.

Furthermore, it is important to establish which data are relevant to project interventions. As a clearer picture emerges of which data is (ir)relevant, the research can be better focused on particular themes.

Although opinions differ as regards the applicability of the Participatory/Rapid Rural Appraisal (PRA/RRA) technique in the city, project reports of urban projects both within and outside SNV mention the use of a Rapid Urban Appraisal (RUA) with increasing frequency¹¹.

Rapid Urban Appraisal

Both the literature¹² and interviews give a number of indications for the use of the PRA/RRA technique in the city. In chapter one the differences between the city and the country have already been discussed. Below follow practical recommendations for the implementation of Rapid Appraisal in the city. Moreover, transport, logistics and communication are generally better in the city than in the country which facilitates the practical implementation of a Rapid Appraisal.

* Networks of social relationships are more complex in the city than in the country and less easy to establish. Informants should therefore be selected more carefully. Here, an important question is which group's opinion does the informant represent and what are the interests of that group.

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* Depending on the situation, the very poorest citizens, such as, for example, street children, are harder to reach. A RUA (Rapid Urban Appraisal) however, should also be based on the opinion of the drop-outs.

* Both in a rural and urban context, the timing of a Rapid Appraisal is very important. The

¹⁰A description can be found in the appendix RRA/PRA to the SNV manual process approach used in the SNV course "Policy and Practice" and in "Gender assessment study, a guide for policy staff, spearhead Women and Development, DGIS, Feb. 1994".

¹¹Here, no distinction is made between a rapid urban appraisal and a participatory urban appraisal, despite the fact that both techniques differ considerably.

¹²Here, use is particularly made of the publication RRA Notes 21 "Special Issue on Participatory Tools and methods in Urban Areas, Nov. 1994, IIED".

great diversity of both urban activities and professions within a working class district complicates the observation of a pattern in urban population presence:

- some district residents will work outside the area during the day, others during the night;
- some inhabitants will be absent during particularly seasons because they work on harvesting crops in the country and others will make annual trips to the place of their birth in order to fulfil cultural obligations. Others still will be absent because of activities arising from activities generated by running a small business.

* A city district has more external relationships than a village. City dwellers live in a particular area, work in another area and go to the market, to school, to health centres in yet other parts of the city. They have daily contact with people from other parts of the city. These factors all contribute to making the implementation of a RUA more complicated. This normally comes to the fore in the RUA (VENN diagram).

* A frequent assumption is that urban women are often more mobile and that the strategic space available to them is greater than that available to rural women. Some city women can talk more freely on certain topics, which can benefit a RUA. The RUA team should also make sure that the opinion of more oppressed women is also expressed.

Another assumption is that the physical integrity of women is more liable to threat in an urban context. Visits to police bureaus and health centres can provide more information on this point.

* The urban poor live more densely and have, unlike their rural counterparts, often no single clear picture of the geographical boundaries of their district, which are also factually less defined.

The district where the RUA is held should on the one hand not be too populated in order to safeguard the relevant input of each household or individual¹³. In a large intervention area with many households the common interests will, in any case, be fewer. On the other hand, external relationships in a (too) small district can be so dominate within the target group's survival strategies that a RUA focused on this district will be unable to bring the essential bottlenecks and development problems to light.

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* The urban population is more varied. Different groups have different interests, such as house owners and tenants. A RUA should bear this in mind.

This diversity also presents development opportunities which a RUA can put to good use. For example, a bank employee can make a useful contribution to a savings and loan programme; a warehouse manager could contribute skills and experience to another programme.

* Because of a more individualist lifestyle, some urban dwellers can be less interested in

¹³Each household should feel at least represented.

participating in a RUA. They will ask themselves what benefits participation in a RUA will have for them. If, during the implementation of the RUA, the interventions proposed will prove to involve aspects outside the domain of the household's chosen survival strategy, such households will be more likely to stop.

SNV and Rapid Urban Appraisal

Within SNV practice it seems that the countries use the RUA in an urban context mainly to identify an intervention area or target group, as is the case in Cameroon, Ghana, Bolivia and Kenya. In the literature the RUA is particularly recommended for the follow-up phase of project planning: as a participative process of project identification and formulation. The RUA is also often used in SNV practice in combination with other techniques.

Using RUA to identify an intervention area could create tension between the use of a participative planning technique and the expectations that it stimulates in the target group, while the intervention area has not yet been definitely established.

Bolivia

In Bolivia, the RUA technique is used in an urban context in two ways. Firstly to expand the approach within the existing CPAAL programme. Secondly, to identify new urban intervention areas.

RUA in the CPAAL programme

The CPAAL (Comité Popular Auto-construcción El Alto) programme is based in El Alto, a recently independent area of the capital city La Paz. The Community Based Organisation CPAAL is supported by the Bolivian NGO Red Habitat¹⁴. The Red Habitat programme was set up to provide the target group with loans for housing renovation. Since May 1993, 250 households have participated in the programme. The SNV effort within Red Habitat is geared to the research, empowerment, organisation building and the theme "gender and housing".

The RUA is used in the CPAAL programme both as a means of identifying new districts and to expand the sectoral approach of ¹⁴ the existing programme into an integral approach whereby the organisation-building, among other things, becomes built into the programme.

Here, the RUA functions as a pre-selection and preliminary research on the basis of which the right questions can be asked in a subsequent phase.

After the RUA a detailed survey follows by means of questionnaires. In El Alto, the RUA is carried out in the following stages:

- secondary literature survey such as newspaper articles, local authority reports etc;
- observation in the district, including the quality and quantity of the services provided by the local authority (collective consumption),
- interviews with key informants. Here, the institutional landscape is highlighted, such as which Community Based Organisations are here present and which NGOs and so

¹⁴Red Habitat = network habitat (translated from the Spanish)

on, and what are the needs and wants of the target group.

Central to this last part are the interviews with "grupos de demanda" (claim-making groups). The assumption is that a 'grupo de demanda' has a mutual interest. Such a group can consist of juveniles, women, etc.

RUA used in identifying intervention areas in Bolivia

The experiences gained from the CPAAL project are also used in identifying new intervention areas elsewhere in Bolivia. The starting point here is the working class area. The objective is to find out, using a RUA, which factors have a crucial role to play in the development of a working class area. These factors can vary from area to area and from city to city. The RUA leads to the establishment of priorities in a possible SNV intervention.

Geographically, the choice is limited to four medium-sized towns in the concentration areas of SNV/Bolivia (Santa Cruz, Riberalta, Cochabamba, Sucre and possibly Tarija) and one large city because of the fact that SNV works there already (El Alto). Within a city the choice of whether or not to implement a RUA is made based on the following criteria:

- distance from the centre
- foundation year
- nature and amount of economic activities
- certain morphological characteristics (presence of tower blocks: type of building materials, provision of water pipes and sewers, street lighting, condition of the roads (paved/unpaved)
- provision of community amenities such as schools, markets, medical centres etc.

The multi-disciplinary RUA team consists of one DA, a local consultant and some fifty interviewers. Too great a team can lead to the target group's feeling intimidated. A RUA lasts 4 to 6 weeks.

In advance, different analyses of the various social groups is made, such as "men and women", "the elderly and youth", "migrants and non-migrants", "newcomers and long-term residents" and 'owners and non-owners". Communication among the team members and the interaction between a team member and a resident leads to adjusted hypotheses and approaches during the implementation. A resident is not only a research object but a participant in the development process.

3.7 SNV Programme d'Appui a la decentralisation au Burkina Faso in the light of urban management

Within the World Bank and UN organisations, but also in universities and research institutes, Urban Management is currently the focus of great interest. This approach emphasises the lack of attention that has been given to the city and the local government in the development process. The innovation of this approach lies in the link that is made between the working areas of urban planning, economics and public control. This approach is given shape by, among other things, the Urban Management Programme set up by UNDP, the World bank and UNCHS (HABITAT). Projects in the framework of this programme are implemented in a great number of countries.

Within Urban Management, the positive aspects of urbanisation are emphasised. The city plays a positive role in the macro economic context. The city has, it is proposed, a pioneering role in development processes. Also at micro level, cities offer their citizens at least some chance of an income and of acquiring new social, technological and political skills and enterprise opportunities. The level of amenities, however poor, is often better in the city than in rural areas.

The gross national product per capita of the population is greater in the city than in the country. This urban productivity should be stimulated further by a municipal policy which creates conditions for growth by means of decentralisation, privatisation, deregulation and the promotion of resident participation. The municipality should assign itself the task of ensuring that market and the private sector can optimise its activities (without market disturbances).

This approach also encompasses the thought that the local authority is better placed to set these conditions in place than the central authority; the municipality is closer to the residents which gives it more insight into the citizens' needs and potentials. Objectives are the decentralisation of authority over project planning and implementation and the power of financial decision-making to local authority level.

The role of the local authority must therefore radically changer. The municipality must eliminate barriers which impede the functioning of the free market such as improving land management, the infrastructure and the adaptation of obsolete legislation etc. Where local authority civil servants previously strove for control they must now help to stimulate the development process. Particular provisions are created for low income groups. Management structure must be determined by its function. This approach also has urban environmental policy as a focus point.

As far as administration is concerned, the municipal organisation should focus on the requirements of "good governance", which consists of "efficiency, transparency (a clearing division of tasks and more public insight into the allocation of finance) and accountability (all sectors of society can hold the political administrators liable for the responsibility of their decisions). This approach also has a realistic attitude towards the influence of political motives within the municipality with regard to the allocation of public funds. Urban planning should take shape in dialogue with the population. A condition creating policy is also carried out with respect to the poorer sections of the urban populace, based on the conclusion that, up to now, the poor have done more for themselves than the local authority. On the basis of an analysis of the political situation, a strategic plan is developed within which scope exists for the participation and mobilisation of the poor.

Decentralisation is the Sudan

In name, the Sudanese government implements a decentralisation policy. Powers are transferred from the central to the regional level. SNV supports a project geared to the distribution of water to displaced persons in a rural city. This is carried out in cooperation with the National Urban Water Corporation. One problem in implementation is that although powers may be decentralised but that the financial decision-making is still carried out at national level. The consequences are bureaucracy and delays in the implementation of the project. A partially implemented decentralisation can have a negative effect.

Furthermore, the high level of undemocracy of the Sudanese government appears to make actual decentralisation impossible. The idea of decentralisation in the above-mentioned view is, after all, partly based on the participation and say of the population.

SNV support of the decentralisation in Burkino Faso

SNV/Burkina Faso supports the decentralisation process which is being worked towards by the government. Within the framework of the structural adjustment programme, the Burkina Faso government started society reforms and the privatisation of state companies in 1992. Since 1993, powers were transferred from the central level to the provincial and local levels. Participation and mobilisation of the population are vital components of this process, as stated in the five year plan for 1991-1995.

By means of the "Programme d'Appui a la decentralisation au Burkina Faso", SNV is contributing to the participation and mobilisation of the population in the framework of the decentralisation process. The plan is that more access to information will improve communication between state and citizen.

The greatest impediment to poverty alleviation is the lack of an institution which possess sufficient legitimacy in the eyes of the various actors to bring about an equitable, sustainable political and socio-economical development.

Local government levels (collectivités locales) are considered to be better placed than the central government with regard not only to the assessment of the interests of the population but also to taking measures and finding means tailored to the situation. An increased sense of responsibility for local developments will increase the preparedness of the population to invest. By means of exchanging information and access to information at local and national levels, the attempt is being made to let inhabitants and government participate in the processes of decentralisation and democratisation. SNV contributes experience in the areas of planning, monitoring and evaluation.

The basis of the projects is the "boutiques d'information" to be set up at local level which are directed to the promotion of residents' participation. Based on the positive experiences of SNV/Benin, each boutique is manned by two Dutch DAs and two local DAs.

The production and dissemination of information must result in improved access to information and the exchange of ideas between the civic society and the various government levels. Literacy and primary education, specifically for women, are other aspects of the project. After the first project phase the emphasis is on the set-up of a participative planning process whereby hindrances to and opportunities for the development of the population are dealt with.

At regional level, SNV supports the Direction Regionale du Plan (DRP). This strives, on the one hand, to stimulate a greater awareness of the services offered by DRP and on the other hand to increase the accessibility and availability of the regional service in view of the relevant national Ministries, other regional services and local authorities. The implementation of profile studies into ecology and women will also be introduced at this level.

At national level, dialogue has also been organised between and with the relevant Ministries.

Here, particular attention has been given to the evaluation and monitoring of the decentralisation process.

UM Approach and PAD (Burkino Faso)

The Urban Management Approach and the "Programme d'Appui a la decentralisation au Burkino Faso" share certain similarities. Within a similar macro-economic framework a large role is assigned to and confidence placed in the local authority. Both approaches strive towards altering attitudes at all levels of the (local) authority. Without this change in attitude, both approaches run the risk of failure.

The two approaches also differ. The UM Approach emphasises the economy, the increase of production and the creation of good market conditions for economic development. The PAD proposes that the development process of the target group is better served in the first instance by the exchange of information and communication.

One difference is that the UM Approach places emphasis on the role of the city and municipal government in the development process while the PAD Approach places initial emphasis on the participation of the target group which also involves focusing attention on the various local authority levels.

The UM Approach is based on the a-priori positive (economic) role of the city and its surroundings. The UM Approach also focuses on the city. In the PAD proposal, no clear approach is taken regarding the role of the city in relation to the country. One quarter of the project's activities will take place in the city.

3.8 The organisation building of community based groups

In discussions with DAs on leave, the subject of the organisation building of city-based community groups was prominent. Below follow a number of points which should be taken into account.

The community as starting point

This concerns the community directed organisation building of community based organisations. One component of SNV policy is the preference for taking the community as starting point for a process approach urban development strategy. The reason for this is that, at shared problems of collective and individual consumption are experienced at community level which is also the basis for survival networks, and the interweaving of working and living relationships. Finally, the decision to take the community as the starting point creates a better environment for the participation of women.

Perception of the development potentials

In the light of greater spatial and social mobility and a more individual lifestyle in the city, an urban target group can be mobilised by tapping into its perceptions of development potential. This perception can deviate from reality. The dream of progress is part of city culture. In a number of cases this dream was precisely the reason for moving to the city.

This perception effects the implementation of development projects. A young person living alone in the slum of a large city will, for example, not take part in activities geared to the

development of the local community by means of organisation building if he dreams of an individual career.

The relevant question, therefore, is where, in the eyes of the urban target group does their potential development lie and how can SNV make use of this in a development strategy.

What effects do a higher level of urban commercialisation or relationships, greater individuality and a different pattern of power relations have on the group forming of the community group?

Organisation building

Forming groups is an efficient way for a group to fight for its own interests. SNV contributes by organisation building. In an urban context, power relations are more pronounced and lifestyles are more individual. Individualism, patronage-relationships (clientage) and a heterogenous target group can influence (SNV) activities aimed at organisation building.

Organisation building and clientalist practice

In an urban context, an existing community based organisation can be a part of a patron-client relationship. In some cases, SNV will give patronage relationships a different interpretation than a household. Based on its chosen survival strategy, a household will see a patron-client relationship as an advantage or "asset". Namely, the patron will contribute to the distribution of favours which assist the short term survival of a household.

Within an SNV strategy, a patronage relationship is generally viewed negatively because such a relationship is in strict opposition to a sustainable development process. The SNV development strategy is directed at increasing the target group's power to make claims. One of the assumptions here is that the environment is, in principle, democratic.

Organisation building through SNV can, in certain cases, lead to undesirable results such as the more effective grip of the patron on his clients. Such assistance does not contribute to the sustainable development of the target group due to the undemocratic nature of the patronage relationship.

On the other hand, the disruption of a patron-client relationship, if such a thing is possible, can have negative consequences for short term survival. One of the few assets¹⁵ a household may have to safeguard its survival could be stripped away.

Organisation building and an individual lifestyle

In comparison to the city, more intimate social structures, such as extended family networks, exist in the country. These networks can be based on a shared past. The values which are linked to this, for instance caring for the elderly, the sick and children, are generally given a higher priority than the assertion of personal interests.

The more individual city lifestyle, coupled to the intention of only a temporary stay in the area, based or not on a dream of upward social mobility, can also lead to a reduced need to take part in activities aimed at organisation building in a particular area.

Such a "city" mentality can also be seen in rural areas. Because of government intervention

and the emphasis on community activities during the communist regime, the Albanian people, for example, fight shy of group activities.

¹⁵

Organisation building and a heterogenous target group

The high percentage of heterogeneity within the urban target group sometimes results in contradictory interests within a community based organisation. Landlords sometimes have different needs to those of tenants, small businessmen have other interests than people who work for an employer. Such a group will not share one clear interest, which will weaken their claim-making power.

¹⁵As people dispose over more assets, they become less vulnerable. According to Swift, assets consist of investments (education, health, accommodation, tools and land), stores (money, food) and claims. A claim can be aimed at friendship, at kinship, at a patron or at the local government.

CHAPTER FOUR: CONCLUSIONS AND RECOMMENDATIONS

After the introduction, chapter two established that the number of urban SNV activities had increased and several thematic shifts could be concluded. In chapter three, a number of projects with future potential were discussed.

The question of which recommendations can be made is treated in this chapter. Are there specific problems faced by SNV Country Programmes in the setting up and implementation of urban projects? The recommendations, then, are partly based on discussions with "urban DAs" on leave in the Netherlands and discussions with Country Policy Officers.

4.1 Decompartmentalisation of urban and rural policy terrains

An urban environment has different components to a rural environment and demands another approach of development projects. But in the (SNV) practice of development cooperation, this compartmentalised approach has been carried too far.

In practice, the city and the country receive assistance from different types of development organisations and different development workers. This situation perpetuates the compartmentalised approach which has developed. The lack of familiarity with each other's approach reinforces this situation and a consequent under use of potential.

However, a degree of decompartmentalisation of the urban and rural working terrains is already taking place in some Country Programmes. Examples are projects aimed at urban irrigation, agriculture and food production and research into the circumstances surrounding migration from the country to the city. Moreover, methods for development cooperation, which are in principle developed for use in the country, are being more frequently applied in an urban context, such as "Participatory or Rapid Rural Appraisal".

SNV has more rural than urban activities - although the percentage has risen steeply in the first 10 years, only 16% of DAs work in the city. Furthermore, SNV should not specifically seek to bring the percentage of urban SNV activities within a particular Country Programme in tune with the percentage of city dwellers in the country in question (see Appendix 1). There may be a good reason why a Country Programme places greater emphasis on the country. The choice of urban or rural location should, however, be based on arguments on not on a certain degree of (unconscious) apprehension concerning working in an urban environment.

4.2 SNV policy regarding urban problems

The diverse nature and scope of the theme urban problems is too great to achieve any useful policy forming within SNV policy at central level. Component aspects and certain means of approach can, however, be considered.

Policy forming

The SNV policy directed at the urban area should, in some specific cases, be able to utilise theory forming relating to urban management and urban environmental issues. Examples of these are given in paragraphs 3.5 and 3.7.

Methodology

Participative research methods and planning techniques developed for rural areas can, with some adjustment, also be applied in an urban environment. An example of this is treated in 3.6.

Implementation

With regard to savings and credit systems and income generating projects and the organisation building of community based groups in an urban context, a relatively large body of experience and know-how already exists within SNV. In the paragraphs 3.4 and 3.8 respectively, examples of this are given. Nevertheless, many SNV Country Programmes still start at square one because of a lack of experience and know-how within the SNV country concerned.

4.3 Procedures for city studies

The Country Policy Plan and the Annual Plans form, in principle, the framework for the implementation of the project activities, both in the city and in the country. A number of SNV Country Programme gather extra knowledge by conducting studies into urban issues at national level (urban cities). These studies are conducted because there is insufficient familiarity with the subject to stimulate a discussion on whether or not to work in the city, to determine the choice of city or to determine an interim intervention strategy.

Rural city versus metropolis

In an investigation of urban problems within a Country Programme, depending on the specific local situation, a distinction is made between a rural city and a metropolis. One pitfall is, for example, basing the analysis (and the approach) of "the urban problem" on an analysis of big-city problems, but when it comes to the selection of a city, letting the choice fall on a provincial town. The question is this: to what degree are the analysis and proposed approach, based on the metropolis, relevant to the provincial town selected.

Investing in preliminary research

The development of a strategy is a process that goes hand in hand with stopping and starting, the ultimate objective of which and the relevant time investment are not always clear beforehand. In spite of this, the duration and intensity of the preliminary research should be in proportion with the duration of the subsequent project stages. The various stages of the project cycle should receive equal attention.

The selection of a city is usually based on preliminary research. This preliminary research should be thorough but does not, for instance, have to be based on a comparison of every possible type of city.

Already established criteria in city selection

It is important to formulate the expectations and potentials regarding a city survey as clearly as possible. It should be realised beforehand that established criteria can give the survey a particular direction or exclude certain options. Such criteria can be, for example: a preference for linking up to an existing (rural) development programme, the desire to take possible external financing into account, to work in a city where few other organisations are active, the accessibility of the intervention area or to work in partnership with a local NGO.

Dialogue between the researcher and SNV field staff

Often, the expectations and potentials of a city survey are not clear from the beginning. In the process leading to an intervention strategy and choice of city, dialogue between the SNV staff and the researcher should be built in, in which proposed choices can be discussed. In so doing, unnecessary preliminary research can be avoided.

4.4 Participative planning techniques in the preparatory phase

In an urban context, the participation of inhabitants in an activity is sometimes less transparent than in the country. The training backgrounds from which the majority of DAs are selected give little attention to participative planning techniques. Some "urban DAs" are trained in conducting research but have little experience with project planning and implementation. Depending on the background of the DAs and the sector, more focus could be given to participative planning techniques within the context of the preparatory phase. An extensive training period in another urban project in the same or other country is just as good a preparation.

4.5 Network of urban problems

Introduction

It is important that DAs in the field can learn from each other's experiences. Here, this concerns the improvement of the exchange of information and know-how. In view of the particular working methods and strategy of SNV it is perhaps useful to set up a more structured exchange of information within SNV.

In SNV reports from, among other groups, the Knowledge Management Working Group, the possibility of setting up a network of urban problems was set up. The present report could be the first step in this direction. It can present a point of departure for an exchange of experiences.

Functions of a network

Within the network of urban problems, a large number of functions can be listed:

- access to the various documentation files and training institutes
- the exchange of experiences and project proposals
- the exchange of viewpoints and preparation of policy
- to contribute to monitoring and internal evaluation
- the identification of new projects and the exchange of project proposals
- joint research programmes
- the coordination of lobby activities
- joint training courses and workshops
- joint preparation of new DAs
- up-dating the "state of the art"
- feed back of experiences to the policy makers

Remarks

Here, the first remark is that the costs should be in proportion to the gains. In whatever way the network is to be kept running, it will involve a relatively large investment.

A second point is that the internal SNV network should not be at the expense of the information exchange that already exists in a particular country between SNV projects and projects of other organisations. That the network could lead to the 'introversion' of SNV as an organisation, must be avoided.

The third remark concerns the question of whether urban problems differ from the other SNV activities to the extent that a separate channel of information exchange is desirable. Ultimately, a more or less separate network could be set up, such as for instance a network of urban environmental projects, urban street children programmes, decentralisation/urban management programmes or large cities versus rural cities, etc.

On the basis of existing exchanges of information and experiences

At the moment, information and experiences are exchanged on an informal basis. The network should tap into this.

Between some countries, an informal exchange of information exists concerning urban problems, particularly between countries with common boundaries or whose representatives often meet in the context of (regional) meetings. SNV Country Policy Officers also play a role by passing project information from one country to another.

The Country Programmes in Latin American exchange information and experiences on a more formal basis. For this, a regional network has already been set up. The experiences of this network can be used in setting up the internal SNV network. The agreements between the Latin American Country Programmes concern sending literature per quarter, exchanging ideas on potential means of finance and organising the visits of SNV DAs to projects.

Other experiences

Recently, the environment network ECONET was set up. Information is exchanged via a newsletter. Experiences gained here could also provide useful ideas.

Previously, attempts were made to set up a network for DAs active in forestry. This network did not succeed. The newsletter contained too many theoretical opinions when what was really needed was practical information.

Organisation

One way of starting the new network would be to monitor the newly founded network in Latin America.

SNV's knowledge is in the field: the pioneers of the network should be a DA or member of the field staff personnel. Following the categorisation of the regional meetings, the SNV Country Programmes can be divided into four areas: Europe and Asia, East Africa, West Africa and Latin America. Each region should have a DA to coordinate the network. This should be incorporated into his/her Function and Task Description.

The compilation of experience from the four regions should be carried out from The Hague. The coordinators from the four regions should maintain contact with a coordinator at head office level.

Supporting local authorities

The programmes PUGA and STAGE coordinated by Association of Netherlands Municipalities or VNG [*Vereniging van Nederlandse Gemeentes*] mentioned in chapter 1, section 1.2, can be useful for SNV activities. One important condition is a clear framework in the existing SNV activity. A Dutch local authority civil servant is, in principle, not used to working in another cultural environment. He/she will consequently benefit by a clear contextualisation and clear "terms of reference". In the case of an SNV activity that has been running for longer, a clearer picture will, on the whole, exist concerning the aid effort required of VNG.

4.7 Summary of recommendations

- 1 The compartments between rural and urban policy terrain should disappear, with benefit to both sides. Fears of working in the city held by staff members used to working in a rural environment, should disappear.
- 2 Further policy formulation for urban problems should not take place in The Hague but at the country level. Research can, however, be done by The Hague into component aspects such as urban management, urban environment, participative planning techniques, organisation building and income generating projects or savings and loan systems within an urban context.
- 3 In researching urban problems within a Country Programme, the duration of and inputs into the preliminary research should be in proportion to the duration of and input into the other elements of the project cycle. Moreover, the expectations and criteria concerning such research should be formulated clearly and be continuously discussed by SNV field staff and the researcher(s) throughout the course of the investigation.
- 4 In view of the nature of urban problems, the preparations made by DAs should give extra attention to participative planning techniques by means of training courses or an extended training placement in another relevant (SNV) urban programme.
- 5 The setting up of a network of "urban problems" can, depending on reactions from the field, contribute to the exchange of information and experiences.
- 6 The VNG programmes PUGA and STAGE meet the needs of many SNV Country Programmes. Given the nature of the Association of Netherlands Municipalities programme, extra emphasis should be placed on the contextualisation of VNG support in a programme in progress.

Addendum: Comparison of urban SNV activities and the extent of urbanisation and growth of the urban population¹⁶.

	number of activities 1995	%	urbanisation 1992	growth % 1960-92
Latin America				
Bolivia	3		52	3.5
Ecuador	4		58	4.6
Honduras	3		45	5.6
Nicaragua	5		61	4.7
Peru	3		71	4.1
East & Southern Africa				
Botswana	-		27	13.5
Eritrea	1		not available	
Ethiopia	4		13	4.8
Kenya	12	25		7.7
Mozambique	-	30		9.5
Ruanda	?		6	7.4
Sudan	1	23		5.4
Tanzania	-		22	10.3
Uganda	-		12	6.1
Zambia	1		42	7.1
Zimbabwe	-		30	5.9
West Africa				
Benin	3	40		7.4
Burkina Faso	1	17		4.6
Cameroon	1		42	6.5
Ghana	-	35		3.9
Guinea Bissau	2		20	3.2
Mali	2		25	4.4
Niger	-	19		7.4
Chad	not appl.		34	7.1
Europe & Asia				
Albania	-		36	2.8
Bhutan	-		5	4.4
Jemen	not appl.	31		5.8
Nepal	-	12		6.3
Philippines	-	44		3.9
Vietnam	-		20	3.6

Laos	-	20	5.1
Total	48		

16

¹⁶Data from the "Human Development Report, UNDP 1994".

APPENDIX: Urban SNV projects per Country Programme¹

ALBANIA

The 1995 Annual Plan shows that this new SNV country has distinguished two target groups:

- newly established businesses, primarily in the rural areas
- socially vulnerable groups such as the handicapped, women, and the mentally ill

The most important areas of support are: training and institution building. No urban projects have (yet) been identified in Albania.

BENIN

In September 1989, SNV/Benin carried out research into urban poverty. One of the conclusions was that, compared to other developing countries, the urban poverty situation in Benin is not quite as dire. However, the situation is expected to worsen over the coming twenty years, primarily in certain districts of Cotonou (the largest city in Benin). Below follows a recommendation to conduct an activity-focused survey. On the basis of a study done in Cotonou, the decision was finally taken to set up PADUC (later split up into PADEB and Banque de Femmes).

In addition, developments concerning the area development programme PADEC/Kandi have led to setting up a project in the city of Kandi, the so-called "Operation Ville Propre".

A sustainable development treaty was agreed between the governments of Benin and the Netherlands in 1993. In this treaty, urban planning and urban management are major points of interest, with a central focus on environmental aspects.

The five year plan (1995-2000) states that the target group of SNV/Benin is the disadvantaged population in rural and urban areas, with special emphasis on women. Furthermore, the five year plan states that SNV/Benin has a thorough background knowledge of both the rural and urban environments.

PADEB-Cotonou (Projet d'Appui au Developpement a la base a Cotonou)

Project number:	BJ 34
City:	Cotonou (two neighbourhoods and one large district)
Period:	1995-2000
Personnel input:	4 DAs (two Dutch and two local) and four initiators
Commitment 1995:	NLG 354. 396

1

¹ Based on SNV Annual Plans and Country Policy Plans

General objective:

to make a contribution to the sustainable improvement of the socio-economic position of the marginalised population of Cotonou, in particular women and young people, with special attention for male-female relationships and environmental aspects.

Short term, this objective is translated as:

- * support of the community based organisation of low income groups
- * support of the human resources development of the target group
- * continuously: concept betterment of the target group's development process

In all PADEB intervention zones, in addition to women's and youth activities, community activities and the improvement of markets, schools and roadways are supported. PADEB follows the Process Approach and aims at supporting the initiatives of the population itself.

In the Agla zone:

- the development of activities in the field of literacy and the identification of other focus points within literacy,
- interesting more women in literacy activities and community activities,
- the diversification of the income-generating activities carried out by women,
- the setting up of a framework for aid to for young people.

In the Djomehountin zone:

- the systematization and expansion of the experiences of young people,
- the promotion of work for the youth through community activities,
- the support of organisations in order to influence municipal priorities,
- working according to a gender-sensitive approach
- the reinforcement of the professional skills, self esteem and management skills of young craftspeople and women,
- the establishment of the institutional framework of the zone,
- the operationalisation of the environmental aspect.

In the Vodje and Cadjehoun zones:

- activating an approach per neighbourhood and refining the interventional strategy for the youth,
- the establishment of an institutional framework for the community,
- increasing the participation of women in the decision making process,
- intensifying the activities in the Vodje-Kpota district and increasing know-how with regard to the environment.

PADUC/Solidarite was formed within the activities of fifty CMS (Centre Medical Solidarite). PADUC/Solidarite was split up in 1994 into the Banques de Femmes and PADEB-Cotonou. Both projects now work under a ministry.

In 1994, the Dutch consultancy WASTE gave advice on which PADEB bases its the environmental activities.

BDF-Cotonou (Projet d'Appui aux Banques des Femmes de Cotonou)

I Project data

Project number: BJ 40
City: Cotonou
Period: 1994-1999
Commitment 1995: NLG 176.354

General objective:

- the support and setting up of a savings and loan system (and its functioning) which can offer a high degree of financial security to its members,
- uniting the banks in a single, sustainable financial institution which articulates the entirety of the structures created,
- to offer the opportunity of accumulating funds with which the women's other needs can be financed,
- making the banks a point of solidarity through which the women can derive more security in their daily lives,
- to offer financial products which answer the women's specific needs and wants and which the women can easily manage themselves.

Activities:

Making use of Monitoring and Evaluation, seminars, course and study trips, the following activities are supported:

- the continued support to eleven existing banks,
- the setting up of new banks, at the women's request, and assistance in their functioning,
- proposals concerning the working out of new, adjusted, financial products

Personnel input:

one DA (Dutch) plus three local staff (one inspector (female) and two officers).

Contribution of the target group: the members and those responsible for the "Union des Caisses" contribute to the good functioning of the Union through their work and resources. The members' savings and the interest generated by the loans provides the Union with the funds for its functioning.

Targeted results: a financial institution and saving and credit facilities for 20,000 women.

PADEC

I Project data

Project number: financing approved as of April 1995
City: Kandi
Period: 1994-1999

General objective:

the sustainable improvement of the position of poor, disadvantaged and/or oppressed groups of the population of the city of Kandi, which involves a large number of women. The model used is the five element model as described by Roling.

Objective 1995:

- to improve the situation with regard to the sanitation of the city of Kandi, the economic situation of the target groups and the social situation of women by means of rainwater, used water, better drinking water, household refuse and sanitation

(latrines) facilities, consciousness raising and education of the population in the areas of sanitation and hygiene,

- to facilitate access to isolated districts during periods of flooding,
- to reinforce the grip of the population on its sustainable and autonomous development by increasing its social and political skills, its implication in the OVP process, to strengthen the organisation of primary structures, community spirit, to improve the cooperation between city dwellers and technical and administrative services and to encourage the citizens to management of their physical living environment better,
- to sensitise the population and services to a more ecologically-minded use of the reservoirs.

Name of executive organisation: Comité executif de projet

Target group indicated:

poor, deprived and/or oppressed groups of the population of the city of Kandi, which particularly includes women.

Personnel input:

on condition that financing is found: one DA to work as part of the PADEC project team

Commitment: NLG 2,984.055 (budgeted),
for 1995:NLG 540,000

The OVP is a project in the small town of Kandi (26,000) inhabitants. The office of PADEC-Kandi, an integrated regional development programme from which the OVP is an off-shoot, is also based in Kandi. The plan is for the OVP project to begin at the start of 1995. The target group participates predominantly in the sanitation part of the project. The formulation is partly conducted by a consultancy.

BOLIVIA

The present Country Policy Plan for Bolivia (1990-1994) gives the urban problems as follows: "A still insufficiently researched aspect is the problem arising from the increased migration from the country to the cities". This is partly because the Executive Instruction [UI] gives no explicit attention to these issues and partly because SNV-Bolivia only became interested in these problems at a very late stage with regard to the choice of target group. The future Country Policy Plan will concentrate more fully on these issues.

The possible target groups of SNV/Bolivia are the underprivileged among the:

- 1 population of the rural areas
- 2 city inhabitants of marginal districts, chiefly recent migrants from the mines and rural areas
- 3 emphasis on women within both groups

Finally, an analysis of the marginal groupings of the city is contained in an addendum to the Country Policy Plan.

In the SNV/Bolivia Annual Plan 1995, poor urban groupings are mentioned in second place, alongside peasants and indians. In both cases, the emphasis is on the position of women and on sustainable development.

For 1995, an urban exploration within the concentration areas has been built in. To determine the intervention area (city and district), the Rapid Rural Appraisal technique is used in an urban context, Rapid Urban Appraisal.

"In the first place, SNV's Process Approach at city level takes the working class neighbourhoods as the starting point because the relatively heterogenous population there experiences the problems jointly. A broad approach must be taken with regard to the development processes which take place in the neighbourhoods: an integral approach is essential".

Secondly, the Process Approach in an urban context also implies a policy that creates the conditions for development, based on the manufacturing and living conditions of the urban poor.

Thirdly, in order to give a project the largest possible scope, activities must be carried out via the factors that are of crucial importance to the development of a city district.

Geographically, the choice is limited to four cities in SNV/Bolivia's concentration areas (Santa Cruz, Riberalta, Cochabamba and Sucre) and one city where SNV is already active (El Alto). Within a city, the choice of whether or not to carry out a RUA is made on the basis of the following criteria:

- distance from the centre,
- year of foundation,
- nature and quantity of economic activities,
- certain morphological characteristics (presence of flats, type of building material, disposal over water pipes and sewers, presence of street lighting, conditions of the roads (paved/unpaved),
- availability of community amenities such as schools, markets, medical facilities etc.

Thematically, SNV/Bolivia selects habitat. Here, the term habitat is understood in the broadest sense and serves as a point of action. The team that will carry out the RUA consists of one DA, a local consultant and fifty interviewers.

Project name: CPAAL/housing renovation La Paz
Project number: BO 003801, DGIS number BO9202
City: La Paz, Santa Rosa districts, Alto Lima and Huayna Potosi
Type: neighbourhood groups within peoples' committees
Period: financing covers 2 years, with a possible extension for 3 years: evaluation is in May 1995
Partner: Comite Popular Auto-Construccion El Alto
Personnel input: One DA
Commitment 1995: NLG 454.294 DGIS (for 1995: NLG 40,000)
General objective: housing renovation, technical support and rotating funds
Plans: organisation building and a more integral approach

Project name: CDA Women's Literacy Project, El Alto
Areas: El Alto, Rosas Pampa and Santa Rosa
Type: a service organisation for women's groups
Partner: Centro Desarrollo Autogestionario
SNV input: local exploratory educationalist
Commitment 1995: none
General objective:
women's literacy
Awaiting approval

Project name: Proyecto de fortalecimiento y extension comunitaria del centro integral WARMI en la Ciudad de Cochabamba
Target group: 320 families in the Barrio Villa Barrientos district
Location: 3 km north-east of the city of Cochabamba
SNV input: one year's exploratory input
Total costs: USD 446,118 of which 56.3% was requested
Objective:
the improvement of the mental and material living conditions of 320 families in Villa Barrientos, primarily migrants, peasants and former mineworkers
Period: July 1993-June 1998
General objective:

- to improve and reinforce the manufacturing and commercialisation systems of three types of coal produced by the WARMI centre,
- to contribute to the education of children, young people and women and to develop their critical awareness
- to reinforce local community based groups and promote active participation in resolving the problems faced by health care, education, public amenities and other social infrastructures.

BOTSWANA

In Botswana there are no specifically urban projects and no plans to set up urban projects in the five-year plan and the 1995 Annual Plan for Botswana. The target group is the female-headed households and the Basarwa people (the Bushmen). The Basarwa sometimes live in settlements but these must not be characterised as urban. A number of projects have an urban component such as the Botswana Orientation Centre, which is based in the city and mainly advises NGOs which focus their activities on rural areas.

BURKINA FASO

The report "Main Points from the Policy Plan SNV/BF 1993-1997" states that the policy is based on the premise that sustainable development largely depends on the will and ability of the rural and urban populations to invest in their surroundings. In the 1995 Annual Plan, no mention is given of urban projects although in May 1994, a formulation document "Programme d'Appui a la decentralisation au Burkino Faso, premiere phase" was completed. This project contains an urban component and one quarter of the SNV personnel input will

be located in the city. Incidentally, 90% (!) of the Burkino Faso population is characterised as rural while the urban population continues to expand: Ouagadoudou by 10% and Bobo Diolasso by 5% a year.

The greatest obstacle to poverty alleviation in Burkino Faso is seen as the lack of the norms and institutions which possess sufficient legitimacy in the eyes of the different actors to bring about and equitable, efficient and sustainable political and socio-economic development.

Local government layers (collectivites locales) are better placed to assess the populations' interests, to take measures adjusted to the surroundings and to find the resources needed. An increased feeling of responsibility with regard to local developments will foster the willingness of the population to invest.

In the first place, the project proposal mentioned above gives the exchange of information and improved access to information at local and national level as the means of allowing the population and government to participate in the decentralisation and democratisation processes aimed at. Here, central aspects are the "boutiques de information" which will be set up at local level. Literacy and elementary education, particularly for women, are also mentioned in this regard. A quarter of the "boutiques de information" to be set up will be located in the larger towns of the provinces which have been chosen as intervention areas. These are secondary cities. Finally, the large scale nature of the project is also noteworthy.

BHUTAN

There are no urban projects in Bhutan. The target groups which have been identified are: smallholders and share-croppers. Moreover, emphasis will be placed on the rural landless and rural handicapped (with special attention for women).

CAMEROON

In Cameroon there are two large cities which together have a total of 2 million inhabitants. The level of urbanisation (35%) in Cameroon is relatively high compared with other countries in the region.

In the Country Policy Plan 1994-2000 (1994), three concentration regions are distinguished (ecological areas). For 1995, an analysis of the urban area region (Douala, Yaounde and regional central towns) is planned and an urban plan will be formulated.

The Annual Plan for SNV/Cameroon 1995 states that in 1996 the decision will be taken regarding a subsequent component region (possibly "the urban area"). An investigation will be done as to whether this region can become an effective component of the programme, whether there are similarities with other programme components (regions), what the priority target groups are and what the main points of a strategic approach should be.

Project name:	Centre d'Accueil Mineurs Bertoua
Project number:	CM 62
Period:	10/1994-10/1996
Location:	Bertoua

Type: a youth project
SNV input:
1 staff member AT MINASCOF: staff Centre (director/homologous) and supervisors
Indicated contribution of target group:
staff/supervisory personnel and primary infrastructure
Targeted results:
research report into the socio-economic problems of urban youth in Bertoua; 200 supervised juveniles; report with result measurement of re-adjustment
Commitment 1995: SNV NLG 28,194
MCAC NLG 168,590

General objective:
to give support to the functioning of the centre and to transfer knowledge of supervisory methods to MINASCOF directed at social re-adjustment. The model centre serves as an example for other centres. Preventive programme in Bertoua.

Target group: 200 young people per year

Action planned for 1995:

- Set up centre (infrastructure) and organisation
- social research into urban youth
- development of supervisory methods
- implementation of supervision and organisation
- transference of knowledge
- financial management of centre

ECUADOR

In the current Country Policy Plan dating from 1990, five sectors are named as priority intervention areas for SNV/Ecuador: agriculture and ecology, irrigation and drinking water, commercialisation, gender and healthcare. The urban sector is named as a sector, albeit with the proviso "not priority", which means that there is no active search for possible partners to work with in collaboration.

Another comment is that SNV/Ecuador is active in the city but these projects are classified in other sectors. A document published in January 1995 states that the then existing activities were directed at Gender and Development/Women and Development. The projects were concerned with homes for battered women and research into women and violence. Urban projects have also been classified under the heading 'commercialisation'.

The 1995 Annual Plan reports that, with regard to urban problems, the first tentative steps towards a programme policy have been taken. At the end of 1994, the research "Investigacion exploratoria, PROBLEMATICA URBANA EN EL ECUADOR" was published. A detailed description was given of the urban situation in Ecuador. The principle conclusion stated that the need for a specific SNV/Ecuador urban programme existed and there were opportunities for it. The recommendations were summarised as follows:

- SNV/Ecuador projects should provide support/input from a Process Approach from an integral viewpoint,
- the preferred choice should be for medium-sized cities: problems seem to be worst on the coast, in the Sierra chances of success were greatest (and the squandering of

SNV activities the least).

- working in the large cities was not eliminated: Quito (far-advanced urban decentralisation policy) and Guayaquil (largest accumulation of problems),
- habitat was chosen as the theme with a gender specific approach and children/juveniles as a focused target group; following this come healthcare, urban environment and city management and government and perhaps site and services projects,
- if a connection with micro-or small businesses is sought, emphasis would be placed on a credit facility rather than on distribution and commercialisation.

An exploratory survey will be carried out. Within the accountability of the field staff, the DA will contribute to policy development in the (new) field of urban problems. One starting point here will be the current activities and policy lines. Links with the SNV/Ecuador sector healthcare services will also be sought. The investigation should lead to contributions to the new Deployment Policy Plan and to the identification of projects. The criterium that SNV activities should be geographically concentrated is the major factor in the selection of cities. In the first instance, choice has fallen on Rio Bamba (centre) and Loga (Sierra). This will be returned to in the new five year plan of May 1995.

CEPAM

I Project data

Project number: EC 1301
City: Quito, with a small area in Guayaquil
Period: from 1990
Commitment: 1) KSP for construction of a home for battered women
2) KSP for support of two CEPAM health centres

General objective:

For 1995, the objective is: the setting up of a work plan, the acquisition of financing and other forms of help plus the expansion of an implementation team are the first priorities for a structured approach. For the time being, work is being carried out by test campaigns

Name of executive organisation:

CEPAM (Centro Ecuatoriano de Promoción y Acción de la Mujer).

Target group indicated:

in principle the total of the (poor) population of Ecuador and, within this group, emphasis on the urban population; there is special focus on women's issues

Personnel input:

one DA (Dutch)

CEPAM is active in the area of Women & Development, the emancipation of women and women's groups. In addition to other divisions, CEPAM consists of units for the healthcare sector, a legal department and a "Area de Gestión Económica y Consumo" unit. The SNV the aid effort is targeted at the latter. The KSP funds were primarily geared to the "healthcare sector" and "legal affairs".

Current effort is a follow up on the first-mentioned effort which had as its specific objective: the setting-up and supervision of income generating activities for women and provided training courses in bookkeeping, administration and management.

The CEPAM activities can in principle (still) be qualified as sustainable and are dependent on a number of foreign donors. Present SNV aid embraces the setting up of a consumer organisation. The intention is for this consumer organisation to function independently after two years.

In theory, consumers in Ecuador are protected by a law dating from 1990 although in practice this law is rarely observed. The SNV aid effort serves a strategic interest by supporting this law and by supporting campaigns which empower the people of Ecuador with regard to threats to their health and environment, based on the vulnerable position of the poorest groups of the population.

In March 1994 no agreements had yet been made concerning the ways in which the target group would participate in the consumer organisation and its functioning.

It will be interesting to see how this renewal project will develop. This is the first consumer organisation to be set up in Ecuador and, as far as we know, is the only SNV aid effort in such an activity. The fact that the initiative comes from the Women & Development organisation CEPAM safeguards an emphasis on issues concerned with women and development. That there is also concern for environmental aspects is clear from, among other projects, action against environmentally unfriendly products.

I Project data

Project number: MCCH: EC 0702
City: Quito
Period of SNV input: collaboration since 1987
MCCH objective:

- to support and strengthen people's organisations by means of commercialising activities
- to support the training activities within MCCH
- to contribute to the general organisation building of MCCH

Objective of the input:

advising the management in the areas of economic and organisational issues

Overview of the various activities of the DA:

- advising the management in financial matters
- advising the management in organisational matters
- advising the management in the areas of planning and commercialisation
- the systematisation of experiences

Name of executive organisation:

MCCH (Maquito Cushunchic Comercializando Como Hermanos)

Target group indicated:

in addition to the various rural groups, organisations specifically named include those of the urban poor organised in community groups, women and youth organisations in the cities Quito, Guayaquil, Cuenca and Esmeraldas.

Personnel input:

one DA (Dutch contract); a DA was active within the "crafts" unit for two years.

Here, a distinction is made between the support of running expenses and the financing of

activities.

MCCH has shown that it is able to unite the interests of groups of smallholders and urban poor. The organisation is creating an increasingly important position for itself in the commercialisation of basic products. Basic products (such as sugar and rice) are bought from smallholders to sell in both city and rural shops. The demand for MCCH's marketing activities is still growing. The 400 community groups affiliated to MCCH unite around 260,000 people.

In addition to the higher percentage of the geographic distribution of activities, the internal organisation of MCCH has still been a central point of interest within this SNV activity:

- the transition of a "centralistic organisation" to one which consists of different, independent "coordinaciones",
- the streamlining of the turbulent growth of the total organisation,
- to let the affiliated organisations participate in decision-making.

In the documentation concerning this project, no gender sensitive information is gathered. From what can be seen of the documentation, there is no specific focus on environmental issues.

MCCH is increasingly becoming involved in alternative trade in which not only trading in craft products but in cocoa plays a role. One off-shoot is that one of the ex-partners of SNV/Ecuador which was with MCCH now works at Fair Trade. MCCH also plays an active role in an international network of organisations for alternative marketing (RELACC). MCCH has requested SNV for assistance in strengthening RELACC. This aid effort is currently being prepared.

SENDAS

I Project data

Project number:

City: Cuenca, Azuay province

Period of SNV input: 1993-Nov. 1995

Objective:

to improve the position of women in rural areas of Azuay and in poor (North-western) areas of Cuenca

Name of executive organisation:

SENDAS (Servicios para un Desarrollo Alternativo del Sur)

Target group indicated:

women's groups in the city of Cuenca and women in mixed groups in rural areas in the environs of the city.

Personnel input:

one DA (Dutch)

Commitment:

only the SNV co-operant. Via SNV, KAP negotiated for empowerment activities in the fields of women's development and healthcare.

This aid effort should lead to increasing the physical autonomy of women (more care of and

knowledge about their own bodies, improving their status in the family, lessening violence within the family, better sex education for children within the family, the improvement of the level of women's organisation, the publication of project results and the broadening of the target group).

The impact of the project could be limited due to its small scale. Research will also form part of this project.

CEIMME

I Project data

Project number:

City: Quito

Period of SNV input: no input

Objective:

to improve the position of women in rural areas and in the city

Name of executive organisation: CEIMME

Target group indicated:

women's groups in the city of Quito and women in mixed groups in rural areas in the environs of the city.

Personnel input: one DA (Dutch)

Commitment:

finance for the study; finance for the input of and Ecuador psychologist in the field of women and violence.

This aid is predominantly directed at improving the position of women, particularly with regard to their physical and psychological vulnerability (violence). The research has already been completed and the relevant publication is in preparation.

Concern for environmental aspects is not clear. More focus was placed on gender specific research and action.

ERITREA

The activities in Eritrea, which has been independent since 1993, are presently in the start-up phase. After an identification "we no longer talk about winning the war. We are now working to win the peace, report of an identification mission for SNV to Eritrea, March 1994", it was firstly decided to begin with the policy assistance of ERRA (Eritrean Relief and Rehabilitation Agency) and the Ministry of Local Government. This latter aid had a certain urban character.

Project name: Training for the implementation of decentralisation

Partner organisation: Ministry of Local Government

The Ministry is responsible for:

- encouraging the populations' local initiatives in decision-making,
- promoting the work schemes in all Awradjas (provinces) and the promotion of an equitable development in the country,

- collaboration and coordination with other ministries
- following the procedures of the Awradja Baitos and to bring these in line with the policy and financial capacity of the central government,
- the organisation of training in public administration, implementation of research and carrying out studies and the compilation of statistic materials.

Intermediary target group:

staff of the Ministry of Local Government, provincial governors, vice-governors, sub-provincial administrators and their substitutes, elected village leaders, all electors.

Ultimate target group: the entire population

Long term objectives;

- to change the existing local authorities into locally skilled political leaders and professional urban administrators,
- awareness raising of the electoral power of the citizens and their vote in the reconstruction process and local decision-making.

Short term objectives:

- to improve the skills of the administrators, awareness raising of village electorate.

Activities overview:

- foreign training of governors and vice-governors
- training at various staff levels in administrative and management skills
- implementation of an education programme concerning residents' participation in decision-making

ETHIOPIA

Within SNV/Ethiopia, no policy yet exists concerning urban development. The argument for this was that, in the IBP 1991-1997, SNV/Ethiopia focused on the core programme "Integrated Rural Development" (IRDP).

At the moment, opportunities for setting up an urban development programme with current partners or new partners, are being investigated. First, an inventory will be made of the position of the local government and which organisations (NGOs, national and international and UN organisations) are already active in this area. An examination will also be made of the contacts of SNV/Ethiopia which could be used for this purpose. Following this, an SNV consultant will formulate various lines of approach.

The Blue Nile programme is, in principle, localised in the city, but the project aims at sending the those who have completed their training back to the country where they will become farmers. The project is outline below:

Project name:	Children, Youth Organisation - Task Force (CYAO-TF)
Project number:	ET 14/75
Location:	Addis Ababa
Total budget:	ETB 313,279 SNV budget, ETB 61,898 KSP
Personnel input:	2 Dutch DAs (until 1/7/95), 2 local DAs, 2 counterparts

Duration: until end 1996

General objectives;

- to achieve increased institutional capacity and to raise awareness concerning the negative impact of institutional childcare in order to enable CYAO to implement its task as leading governmental organisation in the forming of policy and awareness regarding children and youth
- the realisation of pilot self-help projects
- to improve the Monitoring and Evaluation capacity of CYFWO

Partner organisations' objectives:

- to achieve increased institutional capacity and raise awareness concerning the negative impact of institutional childcare and treatment for the further reintegration of youth and ultimate de-institutionalisation

Objectives for the youth:

- to develop self-reliance and an independent life in such a way that they will be able to care for themselves and to function as a good and motivating example for other youth and institutions.

Project name: Hope Enterprises - Home care and catering (HOPE-HC) - ET 1502

Project number: ET 1502

Location: Addis Ababa

Total budget: ETB 83,715 (SNV budget)

Personnel input: one Dutch DA

Duration: until September 1995

General objectives;

- to offer training courses which equip the young people with job-related skills
- to offer training which equip young adults to continue in a job or, if necessary, to find a new one
- to make Home Care and Catering training independent of expatriate human resources
- to continue the improvements of the general management of Hope Enterprise

Project name: Hope Enterprises - Metal Workshop

Project number: ET 15

Location: Addis Ababa

Total budget: ETB 118.670 (SNV budget)

Personnel input: one Dutch DA

Duration: until the end of 1996

General objectives;

- to evaluate the curriculum of the one-year course
- to evaluate the effect of the first one-year course on the likelihood of getting a job
- to prepare the curriculum for the second year of the three year course
- to evaluate the adapted, general first year curriculum

Project name: Blue Nile Children's Home Training Centre

Project number: ET 14/75

Location: Addis Ababa

Total budget: ETB 39,930 (SNV budget)

Personnel input: one Dutch DA

General objectives;

- to train 20 selected young people in small scale agriculture and cattle rearing, the conservation of natural resources and agrarian business organisation and management
- to equip the young people with the skills to generate income for themselves/their families by establishing themselves permanently, after their training
- to improve the various agrarian income-generating activities in the house by increasing the financial contribution for agricultural training.

GHANA

SNV/Ghana does not discount any groups from receiving aid beforehand. Thus, urban poor also belong to the broadly defined target group. The difference between the city and the country is often artificial. The majority of city dwellers have intensive links with the rural areas.

SNV/Ghana takes an integrated approach and cannot confine its intervention to the country areas alone. Initially, the decision was made not to work in the large cities and the smaller and intermediary cities should be eligible for consideration for SNV assistance. Lack of knowledge of the problems faced by the large cities led to cities like Accra, Kumasi and Secondi/Takoradi not being included for consideration.

In 1991, an exploratory survey was carried out in Ghana. This research gave particular attention to "rural-urban linkages" and urban economic activities. Partly on the basis of the study, the decision was taken to investigate the possibilities of setting up an urban programme in one of the intervention areas. This research was the basis for the selection of the "Twin City" Secondi-Takoradi (Western Region) which has around 300,000 inhabitants, and is, after Accra and Kumasi, the third largest city in Ghana.

A survey scheduled to take place in the first half of 1995, must lead to a strategy for an urban programme, into which the survey during the second half of 1995 will develop. The research will give an impression of the socio-economic and political position of the target groups. Contacts will also be laid with relevant governmental and non-governmental organisations. One component of the research is an (in the meantime completed) Participatory Urban Appraisal (PUA) in three poor districts of the city. Partly based on this appraisal, a proposal has been made to give a special focus to women, unemployed youth and street children within the target group "urban poor".

Following the results of the PUA and prior to the definitive survey-report, SNV interventions at two levels are suggested. The first level concerns support to the target group by means of mobilisation and organisation. To this end a number of local animator will be used who will try to stimulate and supervise local initiatives at neighbourhood level. On the second level, the programme will be directed at urban authorities, whereby the interests of the target group are paramount. In the meantime, research is being done into the extent to which it is possible to give assistance to the setting up of a municipal complaints and advice bureau.

In addition, SNV/Ghana also supports a number of organisations whose target groups are partly based in the cities. In this way, aid is given to Intermediary Technology Transfer Units (transfer centres for applied technology), Women's World Banking (a savings and loan facility aimed at women), National Council on Women and Development and Law and Development in Africa (a legal centre directed at women).

GUINEA BISSAU

Target groups are identified for each region in which SNV/Guinea Bissau works (Northern, Eastern, Southern and the city of Bissau). The greatest emphasis is on women and youth without losing sight of other target groups like young people and men. In the Autonomous Sector of Bissau, the city of Bissau the target groups are: the poor inhabitants, particularly women and young people, in the marginal districts of the city.

The general objective of Guinea Bissau is to strengthen the target groups' "claim-making power". If the target groups do indeed become more demanding of the government bodies, NGOs, corporate sector and international donor organisations, this means that the latter must be prepared and should be able to meet these higher demands. The support of the capacity

of these organisations coincides with the tendency towards a more open and more pluriform society (in Guinea Bissau, SNV has decided to support the governmental attempts at the decentralisation of decision-making structures by offering technical support and training if the government attempts this seriously).

It has been proposed that the city of Bissau (198,00 inhabitants according to the 1991 census) faces many problems while the local government lacks the institutional and financial capacities to resolve them. The organisation functioning as the municipal government in Bissau has, by the way, no legal status but is, formally speaking, a sub-department of the leading political party. The increasing socio-economic differentiation (as a result of the SAP) and the decrease in the traditional social control because of the rapidly growing population, results in the impoverishment of the weak groups and the rise in criminality.

The local authorities are not yet equipped to react efficiently to the break-ins and robberies which have surfaced in Bissau in recent years. Incidental police action are sometimes given financial and material support by donors. Energy supplies are precarious and not adjusted to the expected increase in demand. The other provisions are also poor. In addition to the poor provisions mention in the field of healthcare, there is no refuse collection and treatment process, drinking water is of a poor quality, there is poor rain and used water drainage couple with the consequences of erosion and poor hygiene (there are no sewers). Furthermore, the urban environment is polluted by the exhaust fumes of badly tuned engines, fumes from domestically burned fuels, uncontrolled dumping of used motor oil and the random dumping of other chemical waste (batteries, battery acid etc).

The Guinea-Bissau programme has a large urban SNV programme, the Projecto de Melhoramento dos Bairros de Bissau (PMBB). The Country Policy Plan of Guinea-Bissau 1995-1999 states that the district improvement project that has been operating in Bissau since 1984, has developed into one of the most well-know SNV activities. The programme has recently been evaluated "Projecto de Melhoramento dos bairros de Bissau, PMBB, - rapport d'evaluation Septembre 1994 et lignes orientatrices, Toine van Bijsterveldt, Koffi Attahi, Annemiek Hoogenboom, Armando Napoco".

The PMBB was originally directed at infrastructural improvements in the collection of refuse. From a project directed more at the level of infrastructure, the transition has now been made to a more participative and integrated approach along a process approach lines. One current point of attention is whether the local authority or the inhabitants will be responsible for the maintenance of the public amenities which have been installed.

In addition, debate with the authorities is underway with concerning the institutional set-up of the project. Will it become a local authority provision? Will it be possible to achieve an economic basis for city renewal based on a taxation system organised by the establishment of a cadaster. During the programme, the counterpart has constantly been changed, partly due to the dissatisfaction with the Min. de Obras Publicas. After this, the project partner was the local authority which, even though it is the most logical partner, is just as weak.

There have been two aid missions concerning the environmental aspects of urban poverty alleviation projects. The first gave a more general picture, focused on the description of an EER (Environmental Effect Report) of the existing programme while the second gave more

practical tips for the setting up of a programme geared to the urban environment. The second mission was carried out by the consultancy WASTE. WASTE concentrates first on how the target group itself sees its environments by means of OOPP sessions, following which proposals are made for a coherent approach of the environmental problems where water distribution and drainage and sanitation are central issues. The potential of the target group with regard to participation is also taken into account in the analysis. Based on the wishes and needs of the target group, the problems which are district-transcendent, are also outlined. Drainage problems can, for instance, be shifted from one district to another by digging drainage channels in the first district.

The second project is more or less a component of a larger rural SNV project, the MRW (Maintenance of Rural Water Distribution). The city of Bissau has its own water distribution company. The rest of the country is 'served' by the MRW. Within this project, 5 smaller cities have now also been included in a pilot project. In total, this amounts to 40 little towns with around 5,000 to 75,000 inhabitants. Thus, the projects here are concerned with the maintenance and management of water distribution systems.

The various units of the PMBB are:

PMBB

This activity, financed by DGIS, was started in 1985 with the objective of, together with local participation, implementing infrastructural activities in the working class districts Belem and Mindara. During the second phase of the project, from 1992-1996, the emphasis shifted more to the direction of participation, work creation, gender, environment and the institutionalizing of the project in a semi-government organisation. Depending on the outcome of the evaluation mission in 1994, a proposal will be formulated for the following phase.

PMBB - local level

The organisation of the populations of the marginal districts in committees, working to create skills to identify problems and solutions, gender, work creation, environmental hygiene, the provision of drinking water, water drainage and the treatment of refuse. Another focus is the institutionalisation of programme activities.

PMBB - regional and national level

The setting up of semi-governmental services with the option of applying them to other areas, training animators, support of NGOs.

PMBB - possible international level

The exchange of experiences with other cities in other parts of the world, whether this is in Africa or, for instance, with the Association of Netherlands Municipalities [VNG]. Activities are carried out in collaboration with ENDA in Senegal. This NGO is active in, among other fields, the urban sector.

The city of Bissau: The district improvement project (PMBB)

Project name: district improvement project "Projecto de Melhoramiento dos Bairros de Bissau (PMBB)

Project number: GW 09/GW/92/003)

Location: Bissau
Duration third phase: April 1992 - March 1996

Long term objectives;

- the institutionalization of the project as a permanent unit, directly allied to the municipality of Bissau,
- the establishment of an economic basis for urban renewal, related to the support of the population
- the realisation of the optimal, direct participation of the target group in decision-making, plan forming, implementation and management with regard to the improvements of its own living conditions,
- to set in motion and sustain urban renewal as a continuous process, independent of external support.

Short term objectives:

- the institutionalization process via AMUR, or, in other words, giving it shape. In connection with the elections, the local authority has had less attention for this institutionalization process,
- a taxation system, based on a cadastral system, will have to be put in place, in close collaboration with the AMUR,
- the building up process in the districts seems to be a very slow process which should crystallize in 1995 and lead to concrete improvements in the sense of increased claim-making power,
- more action-research into gender aspects have been built in to complete the already conducted women's survey. The gender analysis will be integrated in the planning of all project activities,
- with regard to the urban environment, the emphasis is on improving the direct living environment, whereby the maximal participation of the population is essential,
- as an ID activity, affiliation with the network of organisations concerned with urban issues is sought. The existing contacts with SAWA, WASTE and ENDA (Senegal) will be continued.

Planned actions:

- the topography department continues to supply information for city planning and the cadaster, in addition to realising works,
- the plan preparation department is working on approved urban plans for the remaining district and coordinates the entire district improvement project,
- the volume of construction activities to construction activities remains, in principle, the same as the volume in 1994,
- at the request of the district residents, via the network of completed construction work, more washing places and district centres will be developed
- the Communications department will take responsibility for the tasks of the remaining sections and these can be clearly distinguished for the completed construction work:
 - * for the preparatory planning and interventions sections, the emphasis will be on research in the districts, information and meetings with residents, as well as training for the project framework
 - *for the construction work, this concerns an action research, promotion of awareness (including through OOPP sessions) mobilisation and organisation of inhabitants and the training of residents and management committees.
 - * the organisation of a seminar in January/February on construction work,

institutionalization and gender aspects of district improvements.

Necessary funds: in the PMBB district improvement programme, five posts have been created as of October 1994: a programme coordinator and four technical assistants - for the future, a similar type of occupation will be planned. The Communications department will be expanded.

The budget for 1995 is NLG 1,450,000. The number of vehicles and machines remains the same.

Indicated contribution: target group/partner organisation:

If the tax system is put into place, the target group will have to make financial contributions in the form of taxes on ground and district facilities. Via the construction work, a contribution will be required for the activities in the form of participation (initiative, organisation and management).

With an eye to the future, the environment remains a point of interest, while work opportunities and education are also issues that will be stimulated via NGOs.

The ORW programme comprises the following levels:

ORW village level

The guarantee of good and reliable drinking water provisions by the local organisation of maintenance teams and training in responsible water use (sanitation). Organisation of users of drinking water. The setting up of a system of payment, so that after a period of time the users can cover the expenses either partially or in whole.

ORW - regional and national level

The organisation of regional maintenance and repair teams for the tasks that cannot be implemented locally. Organisational and financial sustainability by decentralisation of accountability and payment of services.

Project name: Decentralised Maintenance and Management of the Rural Drinking Water Facilities

number: GW 16

Duration: 1986-1999 (third phase 1994-1999)

Location: with the exception of Bissau

Objectives:

- the continued implementation of a decentralised maintenance and management system for the country and small cities in collaboration with the users,
- the reinforcement of the institutional capacities of the DGRH
- the optimisation of water use, both in terms of efficiency such as hygiene, with the emphasis of women's participation.

Actions planned:

- to continue with the formulation of technical criteria for the implementation of a monitoring system
- to keep the maintenance system operational
- to introduce a maintenance and management system for new water points, including

- wells,
- to improve organisation with regard to the import, distribution and commercialisation of the necessary pump constituent parts,
- the formulation of a cost-recovery system via tariff and sales of parts,
- the training and supervision of local maintenance teams,
- the continuation of the system of standardisation
- the consolidation of management committees of drinking water provisions
- the continued development of a management system in semi urban areas
- the reinforcement of the communications department of the DGRH

Necessary funds: third phase is approved.

Indicated contribution target groups/partner organisations:

A repayment capacity of 3% is anticipated as possible in view of the fact that not all maintenance and management is decentralised and the investments the project is still making in the sector.

Personnel input for ORW NU: 1 person accountable for the project and five DAs.

HONDURAS

The Country Policy Plan of 1993-1997 states that, in the coming years, more openings in the urban sector will be sought, even if the emphasis remains on the rural sector. Within the target group identified as "urban marginalised population" (besides rural marginalised populations), specific focus will be placed on women and "ethnic" populations.

Thematically, SNV/Honduras is geared to the following five points:

- gender
- ecology
- production, processing and marketing
- ethnicity and education
- methodology development and strategic planning

After the urban sector is outline in the Country Policy Plan, it is observed that the problems in the small towns are probably greater than in the large cities because of a greater population growth. Public provisions are also lower. Finally, it is stated that "the information on urban processes and the worsening environment is alas limited, particularly where the smaller towns are concerned".

An exploratory survey is planned, with an aid effort of one year, based at the faculty of Social Science at the university UNAH (Universidad nacional Autonoma de Honduras). The UNAH has, together with the organisations UNICEF and SANAA, set up an integrated programme. The 1995 Annual Plan states that the results of this research, carried out as a training project by Honduran students, provided insufficient basis for an initial aid effort. In 1995, further research will be conducted into whether and if so how, activities can be carried out into urban problems.

The focus here is on:

- how to make an inventory of the situation in the urban sector and into possible themes

- within that situation which SNV/Honduras could build on further
- the elaboration of the inventory mentioned in a more concrete plan/proposal for follow-up action
- exchange with SNV/Peru and SNV/Nicaragua which have some experience in this field

One option is for SNV/Honduras to direct its activities on smaller cities which are related to the three to four regions in which SNV is active.

In addition to this, almost twenty KAP projects are realised per year in areas of the city of Tegucigalpa.

The TPA project is as yet primarily rural. However, it has been included with the intention to increase the urban part of the TPA. UNISA - healthcare information.

Project number: HN 15
 Duration: From 3/95
 Location: Tegucigalpa

Long term objectives:

- To diminish the reproductive risks of women from poor population groups
- the control of women over their own bodies
- to contribute to another SNV/Honduras Women and Development project

Actions planned 1995:

the input of a midwife/communicator with the host organisation UNISA. This person will provide training courses, develop education material, share experience, build up contacts and attend births. Where there is interest and if circumstances permit, attention will also be given to AIDS, in coordination with other SNV/Honduras projects concerned with AIDS.

Necessary funds:

- 1 Dutch DA
- means of transport and equipment for the supervision of childbirth
- support of the person who is going to carry out activities in connection with AIDS for SNV/Honduras

Indicated contribution target groups/partner organisations:

UNIS has an infrastructure of (small clinics), the knowledge and experience of its staff and runs a (financed) healthcare programme)

Project name: La Ceiba - ODECO
 Project number: no number as yet
 Duration: 1994-1997
 Location: Garifuna-municipality on the Caribbean coast. The project basis is the city of La Ceiba, dept. Colon

Long term objectives:

self-supporting municipal development of the Garifunas

Actions planned 1995:

- the recruitment and training of development workers regarding of land rights
- research into the situation surrounding land rights
- the setting up of a cultural centre in La Ceiba for cultural, consciousness-raising and training activities

- possible focus on AIDS issues

Necessary funds:

- two promoters (wages subsidy)
- one researcher into land rights and one researcher into environmental tourism, both for a period of six months
- support of the person who is going to carry out activities in connection with AIDS for SNV/Honduras

Indicated contribution target groups/partner organisations:

- supervisory personnel
- maintenance of the cultural centre

Project name: TPA/Food Technology Science

Project number: HN 11

Duration: DGIS funding: 7/93 up to and including 12/95

PV input: 8/93 up to and including 8/95

input

of the food technologist: 3/94 up to and including 3/97

Location: San Pedro Sula, dept. Cortes

Long term objectives:

- active participation of women in the formulation and implementation of self-supporting manufacturing projects in the food processing sector
- the integration of all professional activities of the LW within the development programmes carried out by public and private organisations active in the food processing sector,
- the reinforcement and expansion of existing technical departments of the LW

Actions planned 1995:

- the expansion of LW with technical departments for the diversification of the choice of professional training courses
- training of personnel and acquisition of new equipment
- the implementation, evaluation and consolidation of the methodology
- the presentation and organisation of the future National Centre for Food Technology (CNTA)
- the development of teaching materials
- the provision of training
- the optimisation of the documentation centre and computer system
- technological and socio-economic research
- the development of promotional material and activities
- the systematization of experience in the field of gender, and the further integration of gender in the LW activities

Necessary funds:

DGIS funding HN/92/006 plus two Dutch assistants.

Contribution of the local NGO:

- 10 members of the project team
- physical infrastructure of LW plus its support
- around 2 million Lempira for the construction of LW
- coordination, administrative support, transport

N.B: Only a part of this project is urban.

KENYA

In the 1992-1997 Annual Plan for Kenya, two groups are distinguished as target groups: "pastoralists and urban poor" with particular attention for women within these groups. In the document "Contributions to the RV/OZ", comments are given on the theme "Process Approach in an Urban Context". This theme is further developed in the papers "Towards a programme for integrated urban development, May 1993" and "Integrated urban development programme: Project Towns Identification Mission, Inception report march 1994".

In "Towards a programme for integrated urban development" a framework is sketched for the start-up of an integrated urban development programme within the Kenyan context. SNV/Kenya explicitly chooses, within this context, to work in a secondary city because of the fact that urban poverty is better grasped within this context than for example in a large city like Nairobi. This aids the stimulation of the developing and promotional functions of urban centres and reinforces integration with the rural hinterland while at the same time creating a buffer for the continued migration to Nairobi.

In addition, the procedure for programme formulation is also discussed, together with the terrain within which activities could be carried out and organised. A distinction is made between the following sectors to which the programme should be directed: the improvement of habitat, income generation and good and effective governance. An important aspect of this integrated urban development programme is that it views urban poverty as a coherent problem that should be dealt with using an integrated approach. Emphasis is also given to the coordination of already existing NGO activities.

Below follows an examination of five cities based on the following criteria:

- relative autonomy in order to draw up priorities, formulate a detailed programme and function independently of higher authorities (County Council)
- to prevent urban poverty, apparent from substantial unemployment and/or informal self-employment, slum formation and the presence of street children
- political will and the potential commitment of local authorities with regard to the programme
- the presence of NGOs active in the field of urban development which can and will participate in such a programme
- the absence of large-scale donors unless this can be incorporated into the programme
- the political will and potential commitment of relevant officials within the Ministry of Local Government
- the political will and potential commitment of relevant District Authorities

On the basis of the above, the following cities were chosen: Migori (in the case of Migori the question can be posed of the extent to which this concerns an urban or rural settlement) or Bungoma. The report "Towards a programme for integrated urban development, May 1993" is of particular interest for other SNV countries considering activities in an urban context.

In addition, there are other already active inputs in Nairobi, as listed below. The document "Contributions to the RV/OZ" sums up the importance of these as follows:

- the monitoring of processes in the city
- the ability to be able to participate in the relevant development and policy discussions
- the testing of successful experiences from smaller urban centres in Nairobi

In many cases, the projects in Nairobi give less explicit attention to the increase of the countervailing power by advancing the local authorities. This is probably due to the differences in scale of the SNV activities and the scale of the local authorities in Nairobi.

The international NGO ELCI is occupied with, among other things, lobbying for NGOs/CBOs for the international HABITAT II conference in Istanbul of 3-14 June. In a letter from Heinz Greijn (DA stationed at ELCI) via SNV/The Hague, all Field Offices have been informed and invited to participate (see further ELCI).

Project name: Product development project of the design Unit of Undugu Society of Kenya

Project number: KE 19.08

Location: Nairobi

Duration: 1992-1996

Objective:

The introduction and promotion of the concept product development in order to be able to offer the informal sector of craftspeople the chance to diversify and develop marketable products and, so doing, to increase their income and work opportunities

Name of executive organisation: Undugu Society

Target group indicated: not given

Personnel input: 1 DA (Dutch)

Commitment: no budget

Undugu is an NGO and has as such the function of an Intermediary Organisation. The aid effort within Undugu is, however, sectoral.

Here, SNV/Kenya takes over the already existing aid effort of another development organisation (Terra Nuova). The DA assists in product development for the informal sector. This leads to a diversification of product range. Originally, the DA coordinated the design unit, and later assumed the role of advisor while his counterpart coordinated the unit. The theme "the development of new products for the informal sector" is relatively new.

SNV was earlier involved with Undugu activities, including aid effort of a data processing advisor.

The direct contribution to the increased claim-making power and empowerment of the target group and its increased participation and ownership is not described with regard to this particular project. The Undugu policy concerning the combatting of urban poverty as such closely approximates the SNV policy.

Project name: Job creation programme, Imani

Project number: 53.01

Location: Nairobi

Date: 20.8.90 - 1.7.95

Objective:

to help individuals from low income groups in the Eastlands of Nairobi to become self-reliant by the promotion of small-scale businesses via enterprise training and loans with the specific focus on the creation of employment opportunities.

Name of executive organisation: IMANI

Target group indicated:

urban poor from the poorest parts of Eastlands, particularly the unemployed

Personnel input: 1 DA (Dutch)

Commitment: NLG 4,000 (running costs)

The intention of this project was for a programme to be set up specifically focused on the creation of work opportunities for women, as a follow-up to the current IMANI programme Incentive from the Maranists to Assist the Needy to be Independent). It seemed to be the case that many women were unable to find work even after completing the training. Two types of loan facilities were set up, of which SSE (Small Scale Enterprise Loan Programme) is successful, partly because on the granting of a loan a training period must be completed. IMANI attempts to help break the "no hope" situations and to increase self esteem by searching for sustainable solutions.

After the initial emphasis on the promotion of (informal) trade, the possibilities of expanding productive job creation is now being examined.

In the documentation, the project is considered to be successful. It seems that new employment can be created by the specific and well-considered use of credit. This project's formula could perhaps be transferrable to other SNV countries. In the project document, the economic recession in Kenya is given as a great advantage to the project as it means that loans cannot be repaid. In connection with this, collaboration with other NGOs faced with the same problem of battling urban poverty in a more integrated way, is being sought.

The DA was originally asked to set up the job creation centre but at the present stage, his task has shifted to the setting up of a network for product development in Nairobi, the making of contacts with other organisations in the field of urban development and other contacts in such a way that they will be easy to maintain when the DA has left.

Project name: Pottery project of Eastleigh Community Centre, Nairobi

Project number: KE 57.01

Location: Nairobi

Duration: 1991 up to and including May 1995

Objective:

To make the pottery a reliable source of income and to generate work opportunities for the urban poor. Improvements in the design of the products and the subsequent increase in their marketability. The discovery and exploitation of more profitable high quality markets. The training of the potters in design techniques, new techniques and glazing

Name of executive organisation: Eastleigh Community Centre

Target group indicated:

Urban poor of Eastleigh

Personnel input: 1 DA (Dutch)
Commitment: NLG 3,750 (running costs)

This project, which is coming to an end, was directed at the above-mentioned objective. The potential contribution to urban development made by this project is considered limited in view of the small number of participants who benefitted. One disadvantage appeared to be that the skills offered by the project did not lead directly to self-employment because of the high initial investment capital and creativity needed. One theme that has played a role is the making of an organisational distinction between the production and training units of the project.

There is no special policy with regard to women. No gender analysis was made. In spite of this, it was reported that women tended to profit most from the project because of the large number of female-headed households in this slum district. There is no explicit focus on environmental issues. As far as ID is concerned, the ECC products are sold via SOS/World Trade (the name has since been changed to Fair Trade Organisation).

Management Support to Eastleigh Community Centre, Nairobi

Project number: KE 57.02
Location: Nairobi
Starting date: three years from the beginning of the contract
Objective: To reinforce the policy and programme development of the Centre based on research into community needs and resources, policy formulation, evaluation and adjustment of current programmes, support of the management and coordination of the programmes and the identification of training needs
Target group indicated: Urban poor in Eastleigh and Mathare Valley (Nairobi)
Name of executive organisation: Eastleigh Community Centre
Target group indicated: urban poor
Personnel input: 1 local DA (programme advisor)
Commitment: no budget for 1995

This planned project is a follow-up to the aid effort in the above-mentioned ECC pottery project. Based on this input and an evaluation of the project by the CORAT organisation (at the request of the ECC), it was necessary to gain more insight into the actual and perceived needs and priorities of the target group and to identify the target group's capacities. Using this information, advice will be given, taking into account the executive capacities of the ECC, on both current and new programmes to be set up from a viewpoint that is initiated and supported by the target group. By a continuous dialogue and "on the job training" the planning and implementation capacity of ECC will be increased and ECC will be able to work in a more result oriented way.

Up to now, ECC has been providing a standard package of activities. Present activities are in the field of employment creation, economic promotion, social work and counselling. With this aid effort, the centre attempts to expand and direct the current charity-approach into a structural development. It has also been commented that, in the current economic climate, independence from donor organisations is more difficult to achieve partly because of the choice of the target group, so that sustainability will remain problematic.

Part of this aid effort is to draw up a gender profile of the target group, and to identify practical and strategic gender needs in addition to the examination of the gender specific impact of the current programme. The current ECC programme puts no specific emphasis on ecological sustainability.

Project name: Community Development Project of St John's Community Centre
project number: KE 63.01
Location: Nairobi
Possible donor: SNV
Objective:

To assist the Pumwani community in prioritising their needs and in the preparation of interventions by highlighting problems. The stimulation of community organisations and the stimulation of coherent structures to deal with these problems. The promotion of community awareness with regard to health, the environment and other subjects, by means of community education. The promotion of AIDS awareness and the promotion of measures to combat the further spread of the disease. To provide support to needy children in the form of education. The assistance of vulnerable individuals in the community to increase their "coping" skills and through a rehabilitation programme.

Name of executive organisation: St John's Community Centre

Target group indicated: Pumwani community
Personnel input: 1 local DA
Commitment: NLG 22,750 (running costs)

The community centre should be a place of "consolation, training and counselling for the communities". SNV input concerns the post of coordinator for the Social Welfare Dept. The post of coordinator will gradually phase into that of "advisor/counterpart to the staff". The Social Welfare Dept. is active in the following areas: spiritual counselling (by an evangelist), social work, community mobilisation, an AIDS programme and a "revolving fund for small-scale economic activities for the promotion of small-scale business".

The current programme is faced with the target group's low level of ownership. It seems to be difficult to organise adults for community activities. However, community mobilisation is seen as the primary requirement for effective organisation building and this is strongly related to the participative process of development that is sought. In 1988 a survey was carried out, based on which recommendations were formulated to break through the group's apathy by equipping the group with consciousness raising, prioritising and organisation building. The target group is the urban poor of the slums of Pumwani, to which a great percentage come from the category "unmarried mothers".

Project name: Career Facilitation Programme of St John's Community Centre (new project)
Project number: KE 63.02
Location: Nairobi
Starting date: 1.1.95-1.1.98
Objective:

The "Career Officer" will continue to follow the graduates of the vocational training school and assess the success or failure of their attempts to find work and to assess how the ones

who find employment deal with it. The "Career Officer" will also guide the entrepreneurs sponsored by St John's in order to determine how they manage in the field. The creation of jobs will be facilitated by maintaining contact with those departments involved and with other organisations in the field of business opportunity awareness, alternative business development and sponsorship directed at entrepreneurs. "Job effectiveness and responsiveness to the market" will be increased by the facilitation of seminars and workshops.

Name executive organisation: St John's Community Centre

Target group indicated: the population of Pumwani

Personnel input: one Kenyan DA

Commitment: NLG 15,500

Project name: Street Children Programme

project number: KE not yet applicable

Location: mainly Nairobi

Duration: at least three years

Objective:

The development of a gender-sensitive and multi-faceted programme with a special emphasis on girls, geared to preventing girls becoming involved in street life and the re-integration of street children in social structures in order to promote a balanced socio-economic development.

Name of executive organisation: collaboration with various NGOs

Target group indicated: street children, particularly street girls

Personnel input: 4 to 5 DAs (Kenyan and Dutch) one project coordinator, one researcher and 2 or 3 DAs in partner organisations.

Commitment: NLG 65,500

This project proposals embraces a cooperation between local NGOs (as yet, there has been no definitive decision as to which), SNV and the research programme InDRA of the University of Amsterdam. It is concerned with the problems facing street girls. The project should result in the empowerment and the increase for and by the children themselves to improve their living conditions. The problems are also considered against the background of the social structure in which the girls live. The definitive form of the programme has not yet been entirely decided.

The cooperation between the various NGOs is seen as a risk factor.

The programme will, according to the project proposal, be gender sensitive, both in the action-research and in the implementation. As far as ID is concerned, the programme has a link with international initiatives in the field of street children issues. Ecological sustainability is not further developed within the programme.

Project name: Project for community development and poverty alleviation of Mukuru Primary School, Nairobi

Project number: KE 64.01

Location: Nairobi

Duration: 1.7.94-1.7.97

Objective:

Policy and programme development and organisation building concerning extra-curricular

activities of the Mukuru junior school in the interests of community development and poverty alleviation, with particularly emphasis on children's issues, primary health care, women's activities, adult education and the provision of shelter.

Name of executive organisation: Mukuru Primary School

Target group indicated: slum children

Personnel input: 1 DA (Dutch)

Commitment: NLG 1,500

A combination of both formal and informal education programmes ins one of the characteristics of Mukuru. In this project the school functions as the provider of access to community mobilisation and as a starting point for initiating various activities. The project is flexible in its approach. When, for instance, it was apparent that the pupils were undernourished, a "feeding-programme" was started and when children were seen to be living on the streets, "residential homes" were set up for them, and so on. Activities became (become) started in response to arising needs. Precisely because of this, Muluru has become aware of the necessity of streamlining and building its organisation.

The contribution of this SNV aid effort is mainly in the areas of organisation building and policy development while the counterpart of the DA is primarily concerned with the mobilisation of the community. Both tasks are complementary and demand close cooperation. Within this, SNV has been asked to emphasise the "residential homes, primary health care, the women's activities, adult education, shelter provision and community development".

It has been stated that, because of the flexible set-up - projects are expanded or set up according to the needs of the target group (including women) - women particularly profit from this project.

Project name: Integrated Urban Development Programme, Migori (new)

Project number: KE not yet applicable

Location: Migori or Bungoma

Start-up date: not yet known

Finishing date:

Possible donor:

Objective:

The realisation of a programme for integral urban development where the target communities, local NGOs and local authorities work together in a consultative body to alleviate poverty.

Name of executive organisation:

Target group indicated:

Personnel input: one DA

Commitment: NLG 20,000

This new programme to be set up has already been described in the introduction. The implementation has yet to be started.

Project name: Limuru Integrated Urban Development Project (LUDO)

Project number: not yet applicable

Location: Limuru Town

Objective:

- the provision of credit to entrepreneurs in the informal sector by liaising with existing credit programmes
- the creation of jobs and the provision of skills training, mainly for the youth of Limuru Town
- the reinforcement of technical training offered by schools by setting up and equipping workshops
- the provision of management skills to small businessmen and women

Name of executive organisation: Limuru Urban Council

Target group indicated: urban poor

Personnel input: one DA

This is a project which is yet to be set up.

Project name: Best Learning Programme of the Kenyan Women's Finance Trust

Project number: KE 65

Location: Nairobi and Karatina

Duration: six months action research and 2 1/2 years implementation, starting in 1995

Commitment: NLG 6,000 (capacity building and training workshop)

Objective:

the stimulation and promotion of the direct participation of the economically women in feasible economic activities directed at income generation for increasing their social and economic status.

The objective of the SNV aid effort is to set up a training programme and implement it using female entrepreneurs.

Name of executive organisation: Kenyan Women's Finance Trust

Target group indicated: urban or rural women entrepreneurs

Personnel input: one Kenyan DA

In addition to the credit programme which, according to the documentation is successful, the Trust wants to give more attention to the training programme for illiterate women entrepreneurs. The proposed approach involves the linking of the trainees to successful women entrepreneurs (learning-by-doing).

The KWFT extension workers identify the beneficiaries. The identification takes place within Barazas (public meetings by the Provincial authorities). Following this, they will form a group. As a group they will receive credit. The credit programme follows the procedure of the Grameen bank in Bangladesh.

The programme's target group consists of women. The project proposal states that the training activities will emphasise products and services which are environmentally friendly. As far as ID is concerned, mention here is made that KWFT is a member of the Women's World Banking (international networking).

Project name: Issue Based network of the Environment Liaison Centre International (ELCI), Nairobi

Project number:

Location: Nairobi

Objective:

- the reinforcement of communication and the sharing of information and skills between groups working at the grass-roots level
- the development of mechanisms through which improved and more effective communication between NGO/grass-roots sector and the government/inter-governmental sector can be safeguarded

Name of executive organisation: ELCI

Target group indicated: NGOs /CPOs

Personnel input: one DA (Dutch)

The ELCI, with headquarters in Nairobi, is the largest NGO network in the South. At the moment, SNV activities are directed to the "UN decision making processes on the Biodiversity Diversity Convention and the Fourth Conference on Women". Recently, ELCI has been active in the preparations for the HABITAT II Conference. The UN General Assembly has specifically asked NGOs/CBOs to participate in the preparatory phases. Two ways of participating have been given:

- via participation in the National Committee
- via the "Best Practices" initiative
- via an aid effort through ECO in the PREPCOM meetings and the HABITAT II conference

A National Committee has been set up per country. Within the "Best Practices" initiative, examples are discussed to function as recommendations for further use. ECO is a brochure published during the preparatory phase of HABITAT II.

MALI

In 1988, an urban survey was carried out in the Malinese cities Bamako and Segou. In the then Country Policy Plan, the urban poor were already classified as the target group. From the "Country Policy Plan 1994-1998, April 1994" it appeared that more focus is placed on working in the city within SNV/Mali.

It has been observed that, as a result of migration from the country to larger cities such as Segou and Bamako, problems are increasing in scale although little is known of the background to these problems. SNV/Mali goes on to state that more knowledge is needed of:

- the role of non-agricultural activities
- the specific gender relations in the urban environment
- the urban-rural relations in general, particularly with regard to the semi-permanent stream of migrants
- the growing pollution of the city

Within the Country Programme, four clusters of focus exist, one of which is "large cities". In addition to the poor rural population, the poor urban population, with the emphasis on women and juveniles, is given as a target group by the SNV programme in Mali.

The urban-rural relationship will receive more attention. The current project ALPHALOG (l'Association Libre pour la Promotion de l'Habitat et du Logement) in Segou will be the starting point for mapping out the economic and social dimensions, in particular, of this relationship.

Presently, SNV/Mali has two urban projects. Both were set up according to the Process Approach, one in Segou and one in Bamako. At the present time, activities are carried out in partnership with ALPHALOG on three levels: at national level, in Segou and in Bamako.

Project name: ALPHALOG/Mali Project number: ML 22
Location: Segou
Duration: 1988 -
Long term objective:
Name of executive organisation: ALPHALOG
Indicated target group: women, children and youth
Personnel input: one DA (contract 1990-1996)

The programme implemented by ALPHALOG-Segou consists of four sections: women and children, youth, other, reflections and strategies.

The oldest urban project is in Segou: the (female) coordinator of ALPHALOG in Segou has an SNV contract. ALPHALOG has an intermediate function in the field of mobilisation and organisation and so on. Concrete projects are: refuse collection, a health care centre (managed by a district committee with a health care worker supplied by the local authority). A school also receives support (ALPHALOG has organised the restoration of the school by another donor) and there is also a theatre group which makes development-relevant theatre. Attention is also given to more technical matters.

Project name: ALPHALOG/Bamako
Project number:
Location: Bamako, Commune IV
Duration: Oct. 1992-Sept. 1995

Long term objectives:

- poverty alleviation in an urban environment directed at the organisation of target groups and concrete activities (education, manufacturing)
- the support of the Malinese NGO ALPHALOG in operational aspects and the development of strategies and efficient intervention methods.

Short term objectives:

- the creation of conditions for the decentralisation of the urban development geared to stimulating the sense of community responsibility
- to contribute to the improvement of the urban environment
- to contribute to the increase of the incomes of the urban households
- to contribute to the creation of job opportunities
- to support ALPHALOG in identifying projects and the use of efficient approach and intervention methods in Bamako

Name of executive organisation: ALPHALOG/Bamako

Indicated target group: residents of spontaneous districts with the emphasis on women and youth

Personnel input: one DA and an administration and management advisor
Commitment DGIS: NLG 306,390 (1992-95) SNV: salary of DA

In 1993, a survey was carried out into urban poverty in Bamako. In 1993, this project was supported in the implementation of the project according to the Process Approach. This project was externally evaluated at the start of 1995. In this evaluation, the emphasis was on the results that had been achieved by applying the Process Approach. The evaluation states that the PA is systematically used in working with women and youth in an urban environment. This has not only led to a higher degree of mobilisation and organisation of the target groups, but also to concrete project results (creation and consolidation of work, improvement of the incomes of members of the target groups and improvement of the intervention areas). However, another conclusion is that the Process Approach is not capable of reaching the very lowest income groups.

In Bamako, in comparison with Segou, more activities are carried out by other organisations. ALPHALOG has concentrated itself particularly on the coordination and, among other things, coordinates the aid effort in the field of sanitation. Finally, there are also income-generating activities for women and youth in particular.

MOZAMBIQUE

The programme in Mozambique has been started recently. At the moment beginning an urban programme in a slum area in Angoche is being considered. The starting point of the integrated urban programme is the district's water distribution system.

NEPAL

In Nepal, the "annual plan of activities, 1995" gives 8 groups on the basis of the criterium "means of assistance". "Urban problems" is one of these groups.

An inventory will be carried out into problems, with particular emphasis on urban poor and women. In Patan, an area of Katmandu, an initial exploratory survey has already been done into problems and possibilities. Further research has been planned for 1996. At the moment, there are no operational urban projects.

Despite the attention of SNV for the high level of pollution in the capital of Katmandu, which threatens to assume massive proportions, SNV/Nepal does not consider itself to be the organisation best suited to tackling these problems in view of the relatively high level of expertise demanded.

NICARAGUA

In the Country Policy Plan 1993-1997, SNV/Nicaragua made a number of strategic choices. Choices were made for the following three main target groups (listed in order of priority)

1. Women in general
2. Marginal rural groups: particularly smallholders
3. Marginal urban groups: particularly small non-agrarian entrepreneurs.

In 1993, the Dutch National Council for City Links the Netherlands-Nicaragua and SNV jointly organised research into urban poverty alleviation which was carried out by Jan Willem van de Raad. This research gives extensive treatment of urban problems. The emphasis was on 6 relatively larger cities in Nicaragua.

The various themes of urban development (one observation worth noting is that almost 55% of the population of Managua is female) are handled and recommendations formulated for each component:

- the development of the urban economy, work creation and income development in the formal and informal sector
- the provision of drinking water (with the emphasis on the informative and educational aspects) and sewers
- health care, education, children and youth, the aged, invalids, war victims and the environment
- legal rights of ownership of urban areas
- residents' organisations
- municipal authorities, municipal management, decentralisation

The documentation does not show whether these recommendations were followed up by SNV. SNV facilitates the meeting of city link representatives.

Finally, a number of projects are in the planning phase, such as Centro du Salud, Victimas de Querra and INAA-Matagalpa

Project name: Municipality of San Carlos
Project number:
Duration: until 1 Nov. 1996
Location: the municipality of San Carlos, Rio San Carlos
Objectives:

- a) To increase the knowledge and capacity of the municipality of San Carlos in the field of urban planning
- b) the reinforcement of the implementation capacity of the municipality of San Carlos
- c) the consolidation of the city link between San Carlos and Groningen

Actions planned:

The Annual Plan has been approved by Groningen and San Carlos. However, things depend on the result of the discussions concerning the possible extension of the project in November 1994.

Necessary funds:

One DA is employed by the project. The project is financed by the Groningen-San Carlos City Link Foundation (amounts 1995).

Expenditure in San Carlos USD 12,179

Pilot project San Carlos pm

Expenditure in Groningen USD 16,200

USD 28,379 (11 months)

Indicated contribution of target group:

San Carlos pays for the income and running costs of the counterpart from its own funds (USD 3,000). In addition, the municipality of San Carlos provides accommodation and

working space.

Targeted results 1995:

- self-reliant, operational urban planner in permanent employment
- public and institutional knowledge of the role of the municipality in the area of urban planning
- the first phase of the market transfer project has been implemented

Project name: Aqua potable, saneamiento y organizacion communitaria en el Municipio de Nueva Guinea (PASOC) phase III

Project number:

Duration: Phase III runs from 1 May 1993 until 1 Nov. 1996

Location: Municipality of Nueva Guinea, Zelaya

Objectives:

- to contribute to the betterment of the health care situation of the people of the municipality of Nueva Guinea by means of community participation (in particular that of women) in the communally maintained communal water and sanitation systems
- the consolidation of the transfer of services of the programme to the local partner organisations
- the realisation of the drinking water/sanitation system in 35 communities which were construed in the earlier phase and by the other projects
- the organisation and creation of drinking water and sanitation works in 11 new districts and the realisation of self-reliance of these communities
- the broadening of health education with special focus on aspects related to drinking water and sanitation
- to contribute to the improved situation of the women in the rural areas by promoting their participation and integration in the activities concerned with drinking water, sanitation and community development
- assessing the feasibility and improvement of applied technology with regard to drinking water and sanitation
- to contribute to awareness concerning the protection of the environment
- to strengthen the capacities of the municipal apparatus of Nueva Guinea

Actions planned:

- community development, strengthening of the position of women and health care instruction
- institutional decentralisation
- construction of drinking water and sanitation systems
- maintenance and protection of the systems
- development of applied technology
- reafforestation of flooded areas and environmental instruction

Necessary funds: DGIS 1995: USD 427,128

Indication of target group's contribution: The local NGO contributes 40% to the cost of the local personnel (up to 1995: USD 32,217). The contribution of the municipality is USD 1,731

Project name: Colectivo de Mujeres, Matagalpa

Duration: up to end 1997

Location: the dept. of Matagalpa

Objective;

The reinforcement of the educational, instruction and awareness activities directed at women in the region Matagalpa, with the objective of increasing autonomy and awareness of (groups of) women regarding their inferior position.

Actions planned:

First phase, first term

- the design of a training programme for promoters and the processing of the contributions of the other members of the collective
- the design of teaching materials for the training of the promoters, the preparation and the organisation of the first course
- the setting up of a questionnaire for the comparative research into the public and the processing and analysis of the information

Second phase, second term

- the design and realisation of 104 radio programmes in 1995
- the design and development of a training programme for radio techniques and its realisation
- supervisory visits to the literacy groups. Here the planning is for a monthly visit every two months
- a contribution to the analysis of the information ensuing from the research into sex workers and the development of strategies involving this group of women

Necessary funds:

- one (female) DA
- financing of local (female) DA offering legal advice

Indicated contribution of target group: contributions from various organisations

Project name: Punto de Encuentro - Universidad de las Mujeres
Duration: probably from the end of 1994 to 1997
Location: Managua

Objectives:

- to contribute to the theoretical support of gender awareness of people active in development project and social work organisations in order to achieve the incorporation and reinforcement of gender-perspective in the planning and implementation of their professional activities

Planned actions:

Continuing and broadening courses concerned with "gender and development"

Necessary funds:

- one (female) DA
- the financing of salaries for a local formation place
- the financing of work materials and so on

Indicated contribution of the target group:

Puntos de Encuentro disposes over various sources of funding, has personnel and its own office space. The target group contributes by paying for the courses and materials and by their input.

Project name: CISAS-National
Duration: June 1992-1997
Location: Managua

Objectives:

- to make a contribution to the democratization of knowledge concerning health care and the reinstatement of folk medicine and in this way to promote the abilities of individuals, families and the community to deal with health problems
- the support of alternative and renewing forms of health care (midwives, health carers) so that they, together with the institutionalised provisions, can offer efficient and accessible answers to the population's most important health care problems

Actions planned:

- To contribute to the broadening of the medical-curative role of the health care professionals to encourage their involvement in the societal aspects of health care issues
- to contribute to the development of the ability of every municipality to plan, organise and run its health care activities according to its specific needs and desires together with the ability to administrate and mobilise for this the necessary personnel and material resources

Objectives of the input of the DA in the national team are:

- the support of the local teams in the field of integral health care of women and children
- to contribute to the further forming and application of a gender approach in all the partner-organisation's activities
- to assist in the planning, monitoring and evaluation of the activities

Actions planned:

- the organisation of at least 6 internal traineeships of 2 days, of which at least 3 will have a gender component
- to carry out at least one supervisory visit per trimester to each of the local teams and the supervision of at least one activity per team
- to hold at least 4 external traineeships of which at least 2 will be from a gender

perspective

- to contribute to the development of educational material with a gender perspective within the Nino a nino methodology
- to make an active contribution to 2 coordination structures per key issue, which will be prioritised
- the realisation of work plans and evaluation reports annually and each trimester. Intensive monitoring of a problem from each of four working areas. The systematization of the experiences of at least one key area.

Necessary funds: one DA, the financing of educational materials and the financing of a workshop

Indicated contribution of target group: the target group contributes by means of input and work. CISAS is financed by the DGIS and CEBEMO/MEMISA among other organisations.

CONAPI

Project name: CONAPI-seccion de la Mujer, Regio IV

Project number:

Duration: until January 1996

Location: Matalga dept., REGION IV

Objectives:

the support and reinforcement of the Women's Bureau of CONAPI, REGION IV in the field of policy formulation and implementation

Actions planned:

- the support of the formulation and implementation of a regional policy and strategy document for CONAPI IV
- to work on gender awareness within CONAPI
- the support of the reorganisation of CONAPI IV
- the planning and implementation of new activities of the Women's Bureau on the basis of the regional strategy

Necessary funds:

- the financing of the formation place and travel expenses
- the financing of instruction materials
- the financing of training the local team

Indicated contribution of the target group/partner organisations:

CONAPI IV receives financing from Ayuda Popular Noruega. Partner organisation contributes with infrastructure and work.

Targeted results:

- an increase in the quality and quantity of the Women's Bureau activities
- the guaranteed financing of the Women's Bureau
- regional strategy document
- an increase in the number of (female) members of CONAPI

NIGER

At the end of the seventies, efforts in SNV/Niger concentrated primarily on the capital (in the areas of education and research institutes and provincial city activities within the sector of care of the handicapped). Hereafter, the approach was almost completely transferred to the rural areas. In the nineties, tentative approaches have again be undertaken in the city.

In the Deployment Policy Plan of 1993-1997, it was stated that the target groups of SNV/Niger are:

- small agrarian farmers
- rural cattle farmers
- city dwellers with certain potential

Within these categories, women and youth receive particular attention.

The medium-sized towns in the departments where SNV works will be researched and further choices will be made concerning the target groups and intervention areas. Urban development will also be announced as one of the four issues of the spear-head renewal project PGREO (Projet Generation des Revenus, Creation d'Emploi et Organisation a Tilleberi/Tahoua/Ziner).

In September 1994, the study "Tilleberi: dynamique et perspectives de developpement, Sept. 1994, Marthe Diarra Koka, IRSH" was completed with the objective of describing the urban problems of the city of Tilleberi, the proposal of intervention areas and the identification of local partners. From the terms of reference of the report itself it is clear that SNV/Niger sees the urban environment in relation to the rural environment, partly because for a growing population (urban) work opportunities must be created. The report also comments that the pressure on the environment (pression sur le environnement) demands that both environments be considered in their interrelatedness. The planned intervention areas with regard to the target groups of young people and women are:

- planning of the urban environment
- creation of income-generating work

However, given the activities of other organisations in this field, it is observed that there is no justification for SNV interventions. Which means that no urban project will be started in Tilleberi.

A survey has already been carried out in the city of Zinder "Vivre a Zinder", Feb. 1993. On the basis of this study, SNV/Niger proposes that the target of a possible SNV intervention should be: improving the economic and social conditions of the target groups in the city of Zinder. Possible intervention areas are:

- the stimulation of income-generating potential
- the stimulation of work
- improvement of living conditions

This could be achieved by the organisation building of the population in order for it to increase its role in the development process.

Finally, in the secondary town of Tahoua a preliminary study has been carried out, which was completed in October 1993.

On the basis of the above identifications, two projects will be formulated in 1995:

- PDSZ (Projet de Developpement Social de la ville de Zinder)
- PDSTA (Projet de Developpement Social de la ville de Tahoua)

Both implementation phases of these projects are planned for Jan. 1996 and May 1996 respectively. The identical objectives of both parties are: the promotion of income-generation

and work by organisation building and improving living conditions (water, health, accommodation).

At the moment no concrete urban activities have been planned.

PERU

In the Deployment Policy Plan of 1992-1997, urban issues received wide attention. Since 1993, Habitat has been included as a fully fledged working line within SNV/Peru in addition to the working lines "water, sustainable agriculture and small-scale businesses". A Habitat programme coordinator has also been appointed at the field office.

With this, SNV/Peru is one of the few countries in which urban poverty alleviation is an explicit starting point in a country where 70% of its population lives in the city (one third of the total Peruvian population lives in Lima!). Within SNV/Peru, the projects are divided into working lines. However, the PRAMPECUS project, which, it is true, is classified under the heading "small-scale business" (and not in "habitat") is also included in this report, where more than 50% of the target group lives in the city. These two policy themes within SNV/Peru could perhaps be integrated in the future.

The objective of the Habitat line is: the sustainable improvement of the living conditions and living environment of the poor urban population groups in Peru. The target group can be found both in the smaller as well as the big cities. Within this general target group, women, children and youth receive special attention.

The 1995 Annual Plan states that the programme has an ecological, economic and social component. The relationship urban-rural also receives attention. "This must be shaped via an integral and Process Approach at district level where work is done simultaneously on the optimisation of supra-local conditions. The improvements must receive as much support locally as from the government. Here, NGOs play a linking role. Overall, this means increasing local democracy, participative planning and good urban management."

The Habitat programme for the target group and intermediate organisations for 1995 is elaborated as follows:

- the broadening of concrete projects which work directly with the population in the improvement of their living conditions
- the institutional reinforcement of the counterparts
- the reinforcement of local authorities
- the reinforcement of local democracy
- the heightened level of knowledge and improvement in access to information regarding habitat issues.

For SNV/internally the elaboration is as follows:

- the improvement of the support to DAs in the field from the Dutch organisation ("backstopping")
- better integration of the Habitat programme with the other working themes and facets of SNV/Peru
- further regional cooperation at the level of SNV/Latin America with regard to the

Habitat issues.

At the Regional Meeting in 1994 at Cusco (Peru), it was decided to increase regional cooperation whereby Peru gained a pioneering role. SNV/Peru presented a paper on urban poverty alleviation at this meeting.

The "habitat" programme coordinator will draw up a document for the 1995 RM on the basis of the information provided by the various countries concerning their activities in the habitat area. In addition, the programme coordinator will visit other countries at the beginning of 1995 to exchange experiences and to reach concrete agreements. It would be interesting to make the results of this partnership accessible to SNV countries outside Latin America, particularly the new methodologies developed for the new themes "urban poverty alleviation and environment" and "urban management".

The intention is that a policy paper will be completed in 1995 dealing with urban poverty alleviation in Peru. On the basis of a draft, it is the following:

Urban poverty can be classified into three areas:

- lack of income/work
- lack of provisions (nutrition, health and education)
- poor accommodation

The emphasis is on a Participative Approach, gender and local government and local democracy. It is stated that local democracy is undermined at the moment when NGOs take over the role of the local authority. NGOs are, by the way, not subject to democratic control. Because of the decentralisation of powers, a strengthened local authority could play an additional role in the lack of donor coordination that is signalled. One example is the "mesa de concertacion" in Cajamarca, in which SNV participates by the setting up of an urban project. Focus is also placed on the theme "Ciudad y medio ambiente".

Project information

Project number: PE 35
Location: Lima, in the Huaycan district
Duration of DSNV input: Nov. 1992 - to around 1998 (depending on funding)
Objective:
the sustainable improvement of the living conditions
Name executive organisation: CIUDAD (Instituto de Desarrollo Urbano)

Project objectives:

- improved amenities with regard to the provision of drinking water and refuse treatment (liquid and solid)
- improved provision of green spaces and the related leisure facilities
- increased market gardening and cattle production in the district (city farming), primarily to increase the availability of primary food products in the district
- minimise dependence on external resources by a better use of local human and material resources
- greater local work opportunities
- to increase the capacity of the district's population to improve and maintain its living environment

Target group indicated: residents of Huaycan
 Personnel input: one DA (part time)
 Commitment: financing from KSP and CEBEMO (among other organisations)
 1993: - rehabilitation
 de la infraestructura de riego USD 247,000
 - zona agropecuario USD 470,000
 - riego urbano USD 91,460

In 1992, CIUDAD requested a KSP project to formulate policy and internal structure more clearly. In concrete form, the activities consisted of:

- the building up of a documentation centre
- training personnel
- reorganisation of the institute
- realisation of an inter-institutional platform
- the setting up of a multi-year programme
- the inventory of the potential of working in a number of provincial cities

CIUDAD (previously known as the Centro de investigacion, Educacion y Desarrollo) and a representative of the Huaycan district (Comité Ejecutivo Central de la Comunidad) have set up the PRIMAS programme (Programma Integral de Mejoramiento del Medio Ambiente y Salud Huaycan). This is the oldest, still running SNV/Peru project aimed at the alleviation of urban poverty. The documentation states that this project is directed at drinking water amenities, household refuse, waste and sewage treatment, the rehabilitation of the old irrigation system for re-use in green spaces, city farming and other productive activities. A great deal of attention is given to recycling, the optimal use of local resources, participation and inter-institutional coordination.

The documentation does not mention any specific focus on women's issues. At the beginning of 1995, an identification will be carried out by a local DA who will integrate the gender perspective into PRIMAS. The international dimension of the project rests in, among other things, the possible contribution from this project to the HABITAT II conference in 1996 in Istanbul.

Project information

Project number: PE 44
 Location: Cajamarca
 Duration of the SNV effort: March 1993-approx. 1998 (depending on the finance)
 Objective: an urban expansion process that provides for the accommodation needs of the population of Cajamarca in a systematic way.
 Project objective:
 The prevention of urban expansion at the expense of land which is valuable from an agricultural and environmental viewpoint; to offer housing in the urban expansion area Mollepampa.
 Name of executive organisation: CIUDAD
 Personnel input: one DA
 Commitment:
 - KSP for reinforcement of local planning capacity and the participation of local residents therein

- SNV Country Budget: new project vehicle and maintenance, computer and printer, incidental financial contributions

This projects concerns a new deployment as of 1 March 1995. SNV first only worked in Lima in cooperation with CIUDAD, but now cooperation is developed to include Cajamarca. The NGO CIUDAD was requested to coordinate the "Oficina al Desarrollo Urbano" by the municipality of Cajamarca. The working territory of the DA, advisor of urban environmental management, covers three areas:

- working in partnership on the Plan de Desarrollo Urbano of the city of Cajamarca where two aspects fuse, the ecological aspect and urban planning methodology
- cooperation in the integral planning of the Mollepampa project
- the institutional coordination and other projects whereby the Mesa de Concertacion is an important forum

On the basis of the documentation and because of the fact that this project is presently in its start-up phase, no conclusions can be made regarding gender sensitive of ID aspects. Environmental aspects have been integrally included in the project proposals.

Project name: PRAMPECUS (programa de Apoyo a la Micro y Pequena Empresa Industrial en al Corredor Cosco - Sicuani)

Project number: PE 39

Location: Cusco

Duration of SNV input

Objective:

to contribute to the decrease of regional poverty by generating income and work opportunities, the increase of productivity in small and micro businesses and their empowerment on the open market by the provision of a series of primary services;

Name of the executive organisation; CDI (Centro de Desarrollo Industrial)

Target group indicated:

the supervision of 350 small entrepreneurs

Personnel input: one DA (Dutch), SM

Commitment: DGIS financed

PRAMPECUS I Oct. 1991-Dec. 1993 USD 1,000,000

Bridging funds of, respectively, USD 125,000 and USD 70,000

PRAMPECUS IT Jan. 1994-Dec. 1997 USD 920,000

The first phase of this project was completed on 31 December 1993. The activities in this phase were directed to the improvement of operational management, product quality and the marketing of two business sectors (metal working and milling).

The second phase attempted to let the target group participate more fully in the project. In connection with this, a consultant from FACET-ANDINA was asked to contribute to the formulation of the second phase of PRAMPECUS. This consultant place the emphasis on the following points:

- expansion of the target group by including wood and textiles in the broadest sense (previously, only tanning was included)
- specific focus on improvement the status of women in small and micro businesses by, among other things, appointing a Women and Development expert to the team

- to offer a more tailored package of services from the different branches whereby the larger/more established companies pay a higher tariff
- clear agreements regarding the payment of services
- emphasis on cooperation between the various institutions

The DA will work for one year as director and thereafter as advisor. The contribution of the target group will, on completion of the three years, pay 33%. After one year, 95 businesses should have been advised; they must have their books in order, have insight into profits and losses, maintain their equipment better and have improved the quality of their raw materials, processes and end products and know how to market their products to consumers.

THE PHILIPPINES

Although the urban poor had already been identified as a target group in 1988, no projects for the alleviation of urban poor were set up. In the 1994-1999 SNV/Philippines Deployment Policy Plan "Development amidst struggle", poor peasants and fishing communities in identified (rural) areas were named as the target groups for SNV/Philippines. The most important difference with the previous Deployment Policy Plan is that the support to and by the target groups will be limited to particular geographic areas. Focus for the urban poor will depend on the target group's perceived needs in the selected areas and in consultation with SNV's partner organisations. SNV will work in partnership with a total of 4 network organisations. Each of the member organisations of this network is active in the field of urban issues. In 1995 and 1996, cooperation agreements will be worked out with the network organisations. It is possible that, within these contracts, aspects of urban problems may be further worked out. The accent of the SNV activities will, however, remain on the rural areas. Possible attention for urban problems will be a result of rural activities.

In the 1995 Annual Plan, mention is made of the same standpoint. Specific urban projects have not been identified up to now.

THE SUDAN

The only SNV programme in the Sudan is the DUGAP-SNV programme in the medium-sized provincial town Gedaref (300,000 inhabitants), 500 kilometres east of the capital Khartoum. SNV does not have a field office in the Sudan. The programme resulted from the project link Eindhoven-Gedaref. From the Dutch side, the municipality of Eindhoven and the Technical University of Eindhoven are involved besides SNV. The local authority is the counterpart, while activities are carried out particularly in partnership with district committees. The programme is primarily concentrated on three low income areas. Displaced persons within the Sudan from South and West Sudan receive special attention.

The majority of attention is required by projects directed to water distribution in these low income neighbourhoods and the supervision of the realisation of a management system which is related to this.

In addition to this, a savings and credit system for women has been set up. The ethnic group the Nuba, which is suppressed in the Sudan, receive particular attention in a programme financed by ICCO for the improvement of primary education. In other districts, attention is

given to building schools and school materials.

In 1994, action was taken to reinforce the organisational capacities of the local authority. The expectation was that the population from the lower income areas, united in district committees would, under the influence of the implementation of the projects, make more claims on the local council. DUGAP/SNV estimated that the council was not capable of satisfying this increase in claims and that input on component aspects would be more efficient, whereby the viewpoint of the low income groups themselves would come to the fore. At the moment, it is precisely these components within the local council which are the focus of attention ensuing from the desires of the population and which directly touch on the other projects which are being carried out.

Currently, three Dutch DAs are working on this project, two of whom are on short term contracts (KICs). Three local staff are also employed on a local SNV contract. Two extension workers are involved in implementing the projects.

Project name: El Tadamon - Water Supply Project
project number: SD/91/06
Location: Gedaref, Gedaref State, the Sudan
Duration: 1991-1996

Objectives:

to make water of sufficient quality and quantity available to the inhabitants of the El Tadamon district (24,000 residents) by means of 64 water taps. The ultimate objective is to increase the residents' empowerment, which involves highlighting sanitation.

Necessary funds:

SNV Country Budget funding
DGIS: NLG 725,000 (total budget)

Indicated contribution of target group/partner organisation:

District committees invest time, work and finances in jointly identified programmes. The local authority also makes a contribution. The Urban Water Corporation implements the technical part of the project as the local contribution, such as laying pipes.

The project is currently in the implementation phase. 30% of the population is made up of displaced persons, according to research from 1992.

A local consultant produced the technical design for the project. At the same time, a socio-economic survey was conducted. After discussions on the definitive set-up and over the way in which the management of the public taps should be carried out, the project is currently in the implementation stage. The implementation stage is carried out in partnership with the British NGO Save the Children/UK.

TANZANIA

The SNV/Tanzania programme places emphasis on the rural areas, primarily the regions of Dodoma, Ruvuma and Arusha. With a view to the future, the small rural towns are being considered for inclusion because of functional reasons, particularly in the case of small

businesses and work opportunities for young people.

The 1995-1999 Country Policy Plan also states that the empowerment of women and cooperation in the policy areas of gender can result in joint initiatives for urban women so that urban women will, indirectly, form an SNV target group.

The small-scale enterprise programme FAIDA has an urban component. Within the programme, cooperation with different organisations is aimed at to set up a regional framework or network which will facilitate small entrepreneurs in developing trade. The intention is to set up similar activities in the regions of Ruvuma and Dodoma.

In the framework of cooperation between SNV and VNG (the Association of Netherlands Municipalities) an attempt has been made to work in partnership with the "Association of Local Authorities Tanzania (ALAT)"

UGANDA

In Uganda, SNV has been working since November 1989 in partnership with NOVIB. The 1994-1998 Country Policy Plan is being carried out by both organisations. Specific urban activities have not been identified in Uganda.

Although the focus is on the rural areas, two projects have urban women as their target group. The UWFCT (Uganda WOMen Finance and Credit Trust) is geared to the economic empowerment of less privileged women in Uganda whose needs are not met by the formal banking system.

The Uganda Association of Women Lawyers has stated its objective as increasing insight into the law in order to increase awareness of legal rights and obligations, the protection of the rights of women and children and the research into and lobbying for the reform of legislation in order to stimulate economic development.

ZAMBIA

In the case of Zambia, the urban poor are not mentioned as a target group. One project is viewed as urban. During the formulation of the policy paper for Zambia 1991, the programme was centre around the following sectors:

- agriculture
- small scale enterprise
- primary health care
- community based rehabilitation

One of the aims is a more integrated approach to district development planning. Urban poverty alleviation is not mentioned as a theme. The sole urban project is based in a central district location in the Zambezi Concentration District and involves a tannery.

In the Annual Plan, the theme is continued and great importance is attached to the good functioning of the lower government in order to make the effective participation of the local population in the development process possible.

Project name: Muzama Crafts Ltd
Project number: ZM 23
Duration: July 1994-July 1998
Location: Kabompo, Mufumbwe and Zambezi, N.W. Province

Long term objectives:

the strengthening of the income position of small-scale craftsmen in order for them to become independent craftsmen with a sustainable trade by the development of the business into a profitable, accountable and transparent enterprise.

Short term objectives:

- to secure markets for products produced by small-scale craftsmen
- the realisation of a well organised business with good contacts with manufacturers and consumers

Planned activities:

- the export of doors, wooden and leather products to Great Britain, South Africa and the Netherlands
- the localisation of the management level
- the arrival of the last Dutch DA for assistance in general management for all districts

necessary funds:

one DA until Feb. 1995, one DA until Oct. 1995 and one DA from July 1995. In addition, NLG 15,000 from the SNV country budget. HIVOS has been requested for aid in the form of soft loans.

Indicated contribution target group/partner organisation: 46 staff members, transport, business premises, staff accommodation running costs and own capital.

ZIMBABWE

The SNV/Zimbabwe 1995 Deployment Policy Plan states that in 1982 only 26% of the population lived in the city. Since then, however, in individual cases this figure has grown by 5 to 20%. It has been observed that the living conditions of the urban population are better than those of the rural population. However, because of the rapid growth and lack of a clear policy regarding the creation of more working opportunities, SNV/Zimbabwe considers the urban population as one of its target groups. At the same time, SNV has little insight into the socio-economic position and potential of this group, as is reported. The most probable assistance lies in the creation of work opportunities and income generation in order to improve the health and housing situation.

In addition to "communal area population", resettlement area population", "farm workers", women, the handicapped and refugees, the urban poor also form an SNV/Zimbabwe target group. The most important areas of attention for the problems faced by the urban poor are:

- sufficient work opportunities
- sufficient income
- land to cultivate supplementary food
- housing facilities
- electricity and firewood
- efficient daily bus services

Urban development is also given as an area of concern. The urban programme in Zimbabwe concentrates its activities mainly in the city of Bulawayo. It has not yet been decided whether this component will belong to the programme in Matebeleland-South (the situation up to now) or shall be an independent programme or whether the activities in Bulawayo will be suspended. In short, SNV policy with regard to Bulawayo is in preparation. In the research to be carried out, the relationship to the (remaining) Matebeleland-South programme will also be looked at.

In the 1995 Annual Plan, concern is articulated concerning the women living on the "urban fringe". The superseded government policy, particularly with the regard to the prohibition of the informal sale of goods in the metropolitan areas, does not make it any easier. In the town of Mutare, research will be conducted in 1995 in order to establish the needs of poor urban women. The opportunities for setting up a "sheltered workshop" in the Sakubva suburb of Mutare will be investigated.

Project name: Bulawayo collective construction Cooperatives Districts Union (BCCCDU)

Target group indicated: school leavers

Long term objectives:

- sustainable work opportunities for school leavers in the construction of low-cost housing
- empowerment of the target group
- a good functioning and self reliant District Union which supplies services to the members of the cooperative enterprises
- low cost housing for low income groups in Bulawayo

Objectives for 1995:

- joint acquisition of contracts and construction materials for the cooperative enterprises
- the improvement of the transport of the cooperative enterprises
- the improvement of the organisational and financial management of the cooperative enterprises and the District Union
- the improvement of the technical skills of the members of the cooperative enterprises
- improved marketing and public relations

Strategy:

The DA will set up training courses in all areas of the construction of houses for the members of the cooperative enterprises and the District Union staff with the intention of increasing their work opportunities.

SNV contribution: car, accommodation for the DA

Personnel input: one DA (Dutch)

Project name: Sheltered Workgroup Abilities

Target group indicated: people with physical and/or mental handicaps and (ex) psychiatric patients

Long term objectives:

- economic and social empowerment of the target group
- sustainable, reasonably paid work opportunities in a feasible, self-providing enterprise for the handicapped

Targets for 1995:

- the setting up of a long term business plan

- the reorganisation of the workshops
- the commercialising of the management system
- marketing research and improvements in the public relations and marketing system

Strategy:

The modernisation of the management and the commercialisation of the workshop. The quantity and quality of the products, and the marketing and public relations should be improved.

SNV contribution: I DA, accommodation

Contribution of Abilities: counterpart, office, workshop

Personnel input: one DA (Dutch).

List of reference literature

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