

# LOCAL GOVERNMENT AND POVERTY REDUCTION

## Report for Istanbul+5

**CANADA'S CONTRIBUTION  
TO MUNICIPAL SOCIAL DEVELOPMENT**

**Federation of Canadian Municipalities  
International Centre for Municipal Development**

The FCM would like to acknowledge the financial support and editorial assistance of the Canadian International Development Agency in the development of this report.



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### **Canada's Contribution to Municipal Social Development**

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**Federation of Canadian Municipalities  
International Centre for Municipal Development**



**Federation of Canadian Municipalities  
International Centre for Municipal Development**

24 Clarence Street  
Ottawa, Ontario  
Canada, K1N 5P3

Tel.: (613) 241-5221  
Fax: (613) 241-7117  
Email: [international@fcm.ca](mailto:international@fcm.ca)  
Internet: <http://www.fcm.ca>

**Director, International Centre for Municipal Development:**  
Brock Carlton

**Editors:**  
Brock Carlton  
Renée Giroux  
Peter Paproski

**Concept:**  
Brock Carlton  
Peter Paproski

**Research:**



**Writers:**  
Michel Frojmovic  
Kristin Marinacci  
Andrew Farncombe

**Designer:**  
Bright Brush Studio

**Translation:**  
Jean-Claude Bourgie

**Revision:**  
Michael Adams  
Caroline Blackwell

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# Preface

## FCM's Contribution to Knowledge about Local Government and Poverty Reduction

In 1996, the United Nations Conference on Human Settlements, by adopting the Habitat Agenda, presented a challenge to mankind: to provide adequate shelter for all and to establish sustainable human settlements in an urbanizing world. Poverty eradication was identified as the key element to achieving these goals and municipal government was identified as a critical order of government, delivering the programs and services necessary to achieve this ambitious agenda.

Canadian municipalities, responding to their mandate and the needs of their citizens, have developed innovative approaches to address local poverty. The five cases presented in this publication illustrate and reveal some of the lessons learned from these experiences.

Outside Canada, the Canadian International Development Agency (CIDA) has provided support to the Habitat Agenda through projects delivered by a wide variety of Canadian institutions, organizations, NGOs and private sector firms. Much of this work has been built on an assumption that strengthened municipal government capacity will, through better services and more inclusive governance practices, reduce the impacts of poverty on the marginalized and disadvantaged.

The cases presented in this publication go one step further, illustrating approaches to local level poverty reduction through projects that engage both the municipal government and the disadvantaged in innovative social development interventions.

All ten case studies presented in this document build on a series of knowledge-based initiatives undertaken by FCM-ICMD since 1996 in support of poverty reduction by local government.

The international case studies were first presented at an April 2000 international *Workshop on Municipal Capacity Development* hosted by FCM that brought together CIDA Project Executing Agencies and Partner

Organizations.<sup>1</sup> The goal of the workshop was to improve the quality of Canadian contributions to Municipal Capacity Development through international cooperation, as well increase the knowledge base regarding Municipal Capacity Development project design and implementation.

Paralleling FCM's research on contributions to municipal international cooperation has been a series of knowledge-based projects aimed at capturing the efforts being undertaken within Canada by Canadian municipal governments. FCM recently initiated ongoing research on Canadian municipal government initiatives in support of poverty reduction, to be presented in the form of a series of case studies. In 1999, FCM's research on sustainable poverty reduction focused on the role of public participation in municipal government.<sup>2</sup> The resulting manual was designed to assist municipal officials and staff to initiate or strengthen participatory practices in their own communities. This research was preceded by a collaborative effort on local government and gender equality prepared in partnership with the City of Montreal's *Women in the City Program*.<sup>3</sup> This work was designed to assist municipal governments to measure the impact of their decisions on women's quality of life in all areas of local government responsibilities.

Consistent with the vision of the ICMD, this book brings together domestic practice with international cooperation experience, contributing to a global perspective on how best to address local level poverty. It also helps us understand how to bring that domestic experience to the international stage where its best elements can be shared and where its most relevant aspects can positively influence municipal practices and projects elsewhere.

FCM would like to thank all those who contributed to this publication and we would like to recognize all those who dedicate so much of their lives to change that will positively affect the quality of life of individuals around the world. You do make a difference.

Brock Carlton  
Director  
International Centre for Municipal Development

Mayor Ross Risvold  
Chair  
Standing Committee on International Program, FCM

1 FCM. 2000. Report of a Knowledge Sharing Workshop on Canadian International Experience in Municipal Capacity Development. Federation of Canadian Municipalities. Ottawa.

2 FCM. 1999. Local Government Participatory Practices Manual: A Tool Kit to Support Public Participation in Municipal Decision Making.

3 FCM and City of Montreal . 1997. A City Tailored to Women. The Role of Municipal Governments in Achieving Gender Equality.



# 1

# Introduction

## 1.1 Local Governments, Habitat II and the Social Development Priorities

Canada's role in municipal poverty reduction both internationally and domestically represents important contributions to the realization of the 1996 Habitat Agenda and its two main goals of "Adequate Shelter for All" and "Sustainable Human Settlements in an Urbanizing World". The Habitat Agenda, which was adopted at the 1996 United Nations Conference on Human Settlements (Habitat II) in Istanbul, offers a framework of goals, principles, and commitments for a vision of sustainable human settlements.<sup>4</sup> The Habitat Agenda recognizes the eradication of poverty as an essential element necessary for sustainable human settlements. In addition to its focus on shelter, the vision encompasses healthy social, economic and natural environments realized through key implementation strategies grounded in partnerships, capacity building, institutional development, and international cooperation and coordination.

In addition to the Habitat Agenda, the report also suggests an important link between local government's role in poverty reduction and the Social Development Priorities recently introduced by the Canadian International Development Agency (CIDA). CIDA's current policy framework for official development assistance consists of six program priority areas, which include human rights, democracy and good governance, infrastructure services, gender equality, private sector development, the environment; and basic human needs. In September 2000, the Honourable Minister Minna, Canada's Minister responsible for International Cooperation, announced a series of Social Development Priorities intended to sharpen the focus of Canadian international development assistance.<sup>5</sup>

CIDA's Social Development Priorities reflect the core belief that sustainable development, economic prosperity, and political stability are impossible without healthy, well-nourished, and educated people. To this end, Canadian international development assistance will focus on support for primary education, basic health and nutrition, HIV/AIDS prevention, and child protection.

### International case studies

This report illustrates the ability of local governments to draw from a wide range of departmental mandates in order to deliver services in support of poverty reduction. In fact, an important rationale for supporting the role of local government in poverty reduction is the proximity of this order of government to the recipients of a range of basic services. CIDA-funded municipal international cooperation projects are increasing the level of awareness amongst local governments of the diversity of needs that exist amongst its residents. This heightened awareness, coupled with an increase in the overall capacity to manage and deliver services, has meant that local governments are better equipped to meet the basic needs of the poor and traditionally marginalized groups within their jurisdictions.

The five international case studies included in this report offer examples of municipal international cooperation delivered by Canadian organizations with the financial support of CIDA. These case studies illustrate international development programming aimed at strengthening the role of local governments in addressing poverty in Latin America, the Caribbean, Africa and Southeast Asia (Table 1)

4 Habitat Agenda sect. 21.

5 CIDA. 2000. A Framework for Action

**Table 1: Case Studies of Municipal International Cooperation**

CASE STUDY MUNICIPALITY	CIDA-SUPPORTED DEVELOPMENT PROGRAM	CANADIAN PARTNER / EXECUTING AGENCY
Santo André, Brazil	Community-based Watershed Management, 1998-2002	Centre for Human Settlements, University of British Columbia
Havana, Cuba	Revitalization of <i>el Parque Metropolitano de La Habana</i> , 1995-2001	Canadian Urban Institute
Sanankoroba, Mali	Canada-Africa Municipal Partnerships, 1996-1999	Federation of Canadian Municipalities
Cape Town, South Africa	Housing for All: Hostel Upgrading in South Africa, 1995-1999	Rooftops Canada
Kibawe, Philippines	Local Government Support Program II, 1999-2004	Agriteam Canada / Federation of Canadian Municipalities

Canada’s international cooperation efforts in support of local government poverty reduction are grounded in strong and tested domestic practices and values. The five Canadian organizations profiled in this report share a history of achieving development results in support of capacity building and poverty reduction. All five also share a dual role of working both domestically and internationally on issues of poverty reduction and local governance. Collectively, they possess a diverse range of geographic and sectoral experiences, varied skill sets, and complementary capabilities, all built on a foundation of Canadian experience.

These five organizations represent a microcosm of the broader community of Canadian organizations active in municipal international cooperation. Together, they represent the following:

- a Canadian university research centre supporting action research on sustainable poverty reduction, and linking project-level research to urban and municipal policy formulation and implementation;
- a Canadian non-profit membership-based organization with an explicit mandate to strengthen local governance and promote urban sustainability;
- a national association of municipal governments representing Canadian municipal elected officials and senior municipal management, and capable of supporting the full range of municipal responsibilities, as well as national government decentralization frameworks;

- a Canadian non-profit NGO, supported by a domestic association of housing providers, and with strong practical experience of direct engagement with low-income communities; and,
- a Canadian multidisciplinary consulting company bringing to bear extensive and varied domestic and international development project management experience.

## Canadian case studies

Canadian municipal government responsibilities have traditionally included infrastructure and service provision such as water and sewage treatment systems, roads, garbage collection, urban planning, and emergency services. More recently, this municipal role has broadened to include an increasing number of programs aimed specifically at reducing poverty. The five Canadian case studies illustrate recent approaches to reaching the urban poor and marginalized communities within Canada through a range of municipal services (Table 2).

One approach involves the delivery of targeted services by otherwise traditional line-departments. These include recreation departments supporting basic nutrition (City of Montreal), health departments supporting preventive measures in response to substance abuse and HIV/AIDS (City of Ottawa), and police services relying on community outreach to deal with child prostitution (City of Regina).



**Table 2: Case Studies of Canadian Municipal Initiatives**

CASE STUDY MUNICIPALITY	POVERTY REDUCTION INITIATIVE	SOCIAL DEVELOPMENT FOCUS
Montreal, Quebec	Feeding Montreal	Basic Nutrition
Ottawa, Ontario	The SITE Needle Exchange Program	HIV/AIDS Prevention
Toronto, Ontario	Homelessness Task Force	Integrated Social Development
Regina, Saskatchewan	Crime Prevention Commission	Child Protection
Vancouver, British Columbia	Downtown Eastside Revitalization Program	Integrated Social Development

A second approach involves the reliance on inter-departmental coordination to achieve more comprehensive approaches to poverty reduction. Rather than relying on individual departments, municipal governments are beginning to tackle complex problems through integrated and holistic approaches to poverty reduction. Canadian municipalities are also increasingly implementing citywide strategies or policies to develop more coordinated and comprehensive approaches to particular dimensions of poverty, such as its causes. Both Vancouver’s community revitalization initiative and Toronto’s homelessness strategy draw on numerous departments and external partners in order to address the range of sectoral interventions.

These approaches represent the foundation for a new generation of international cooperation initiatives oriented towards municipal poverty reduction through targeted and innovative social development interventions.

### Local governance framework for social development

A central dimension of achieving the results laid out in both the Habitat and Social Development Agendas is meaningful participation in decision making. All ten case studies emphasize the importance of supporting participatory and multi-stakeholder processes to inform decision-making and support service delivery at the local level.

These case studies suggest that municipalities are increasingly capable of actively engaging traditionally marginalized groups. Municipalities are also developing confidence to move beyond traditional methods such as public meetings to ensure more representative participation. This is reflected in the introduction of democratic, community-based social housing institutions in South Africa, the first community-based strategic planning process undertaken in Cuba, and the full participation of women in local decision making in Mali.

Participatory planning provides the opportunity for all citizens, including marginalized groups, to highlight development priorities considered most relevant to them. As a result, it enables a decision-making framework for estab-

lishing social development priorities by fostering an environment of collaboration between government and civil society. This collaboration enhances government’s capacity for openly engaging civil society in the decision-making process. It also promotes the inclusion of social issues into the decision-making process.

Once social development priorities have been established, the participatory process encourages resident input to project design and direction, which result in better designed and more appropriate services. Finally, community empowerment resulting from active engagement in decision making builds public confidence in the planning process, providing stakeholders with a stronger sense of ownership and an active sense of responsibility over desired outcomes.



# International Case Studies

## 2.1 Community-based Watershed Management, Santo André, Brazil, 1998-2002

*University of British Columbia - Centre for Human Settlements*

### Background

The Centre for Human Settlements (CHS) of the University of British Columbia has been working directly with local government in Brazil to improve the protection and rehabilitation of human settlement-affected watershed areas in the Sao Paulo Metropolitan Area since 1998. The program involves developing and implementing a community-based watershed management (CBWM) system with broad stakeholder participation in the municipality of Santo André. CBWM methods will be disseminated throughout the San Paulo Metropolitan Area once this goal is reached.

The Centre is located within the University of British Columbia's School of Community and Regional Planning. CHS is a legacy of the 1976 United Nations Conference on Human Settlements, Habitat I, held in Vancouver, British Columbia. Faculty and students from various departments participate in CHS projects, undertaking policy-oriented research on gender equity, healthy and sustainable communities, rural-urban linkages, metropolitan governance, disaster preparedness, risk analysis, and participatory planning. In addition to managing the four-year CBWM project in Brazil, CHS is currently involved in major CIDA-funded capacity-building projects in Vietnam and China.

Traditional watershed management styles rely heavily on top-down legislative and legalistic methods. The CBWM project takes a community-based approach to protect environmentally sensitive areas, and rehabilitate those areas already damaged, by involving people in the development

process as 'stewards' of the environment. The formulation of the CBWM framework is shaped by residents' inputs on issues such as women's living conditions, youth expectations, and income generation, as well as more technical issues such as water quality, pollution, drainage and buffer zones.

Information collected through the program is discussed in depth as part of ongoing interaction between the community and the project team. The program also influences decisions regarding the selection of appropriate interventions within the CBWM framework. The overall project process and the related activities are also aimed at stimulating a sense of stewardship within the community by imparting the importance of the watershed to each resident's political, social, economic and physical well-being.

### A new approach to environmental management

Santo André, with a population of 665,000, is one of 39 municipalities located in the Sao Paulo Metropolitan Area. The city has a legacy of rapid and poorly-managed urban growth characterized by environmental degradation, particularly in relation to growing informal settlements. These settlements, which violate municipal land use and environmental legislation, pose serious health risks for its residents due to low levels of service provision such as sewage treatment and garbage collection.

In 1997, the Brazilian government decentralized the enforcement of environmental State laws to municipalities. All municipal governments are now responsible for their

respective basin and reservoir areas. The Municipality of Santo André is responsible for the Repressa Billings reservoir, situated within its boundaries. Fifty-five per cent of Santo André's municipal land area is located within the watershed protection zone. Although only four per cent of its population currently resides in this protected area, it faces considerable development pressure due to the lack of land available for expansion within the municipality's existing urban areas. Increasing demand for urban land for housing has obliged the municipality to rely heavily on legal measures to control settlement areas.

The immediate planning problem in Santo André is the lack of a comprehensive framework to manage existing settlements and guide future residential development within the watershed protection zone. The CBWM project moves away from failed attempts at relying on restrictive regulatory approaches and instead focuses on involving people in the development process as stewards of the environment. The main goal of the CBWM project is to make municipal watershed management in Santo André more effective, participatory and responsive to the needs of informal settlements. The project also aims to improve the quality and accessibility of information utilized by municipal decision-makers regarding watershed management, and to establish a process and methodology for community-based watershed management transferable to other communities.

The overall project approach focuses on learning-by-doing. Project activities and their results contribute to increasing the knowledge base of all stakeholders. This in turn enables all stakeholders, particularly residents and community-based organizations, to make meaningful contributions and informed decisions throughout the planning process. The learning-by-doing approach enables the community to not only steer itself but also guide the project implementers into developing community planning and information processing capacity.

## **Information gathering and diagnosis**

The project is working to improve the quality and accessibility of information available to decision-makers and to demonstrate the use of information as the basis for the formulation of a range of possible management and planning options. The project has also focused on developing the ability to analyze biophysical and social data in order to support a comprehensive assessment of watershed use. These data is being collected and incorporated into a CD-ROM, which includes a combination of spreadsheets, maps, images, graphics, and databases. The result will be an interdisciplinary and interactive information system capable of being used to organize, analyze and present information. Information gathering and diagnosis will provide the basis for the development of a range of possible actions.

This approach to information gathering and diagnosis elevates the capacity of municipal decision-makers while also addressing the information needs of stakeholders, particularly those of the community. It also ensures that decision-makers find alternative ways of increasing a community's understanding of scientific information, as well as ensuring that decisions and choices are better informed.

## **Formulation of the CBWM framework**

The planning process used in the formulation of the CBWM framework consists of a number of stages. These include problem definition, definition of goals and objectives, project design, implementation and on-going operation and management. Rather than a simple linear sequence of steps, the process incorporates strategic inputs from all stakeholders through workshops, seminars, public meetings, training courses and hands-on-learning using pilot projects in the watershed protection area.

An important element of this approach is that the CBWM framework is the outcome of the planning process. Under traditional master planning, the plan serves as the starting point into which on-the-ground reality is then supposed to fit. In contrast, the CBWM approach promotes a comprehensive assessment of options for watershed use and participatory processes for determining the vision and mechanisms for implementation. The participatory process, which involves residents, community-based organizations, municipal officials, NGOs, politicians, metropolitan and state level institutions is used to generate ideas and possibilities that are ultimately narrowed down into planning and management options. The process will also serve to highlight actions to be taken in support of project sustainability.

## **Pilot projects**

The pilot projects and their associated results form an integral part of the CBWM project. Pilot project activities include environmental education through door-to-door visits and school programs, field surveys, income generation programs, and the exploration of innovative urban design and landscaping. Monitoring results of the pilot projects further facilitates the process of learning-by-doing.

Pilot project activities vary quite dramatically. Some activities focus on residents and community groups as recipients and more passive providers of information, while other activities solicit more intensive community participation. The goal of each pilot project is to implant within the community the importance of the watershed to their political, social, economic, and physical well being. For instance, education materials provide information regarding the proper use of watersheds, the potential risks of water contamination, and the proper use and destination of domestic sewage and solid waste. The project plans to highlight issues associated with water quality in the hope that those directly dependent on it will continue to benefit from its use.

## **CBWM training**

Training is provided for stakeholders in a variety of areas such as conflict resolution, multi-stakeholder management, environmental education, community participation in planning processes, and multimedia data organization. Training and training-related activities are held at strategic points throughout the project cycle and range from community-based workshops, field visits to Canadian municipalities by local government officials from

Santo André, and joint Canada-Brazil professional development workshops.

Problem-solving workshops have proven particularly effective, as they typically involve a variety of stakeholders with various experiences, social roles and occupations. This inclusiveness leads to new perspectives and intellectual synergies while facilitating productive working relationships. These relationships have proven essential to the development of the overall framework and the future of community based watershed management in Santo André.

## **Beyond research - the benefits of learning-by-doing**

**T**he results of the CBWM approach being taken by the project demonstrate how academic research can lead to positive and meaningful impacts on poverty. The process of learning-by-doing has been instrumental in this regard. While data collection and report publication are important outcomes, CHS has also worked directly with communities and local government in Santo André to secure their contribution to the problem solving process.

CHS has also relied on non-traditional approaches to deliver project-level capacity building. Although training workshops have been held with various stakeholders, the real thrust of learning has resulted from processes focused on mutual learning through collaborative problem-solving. This has included transferring planning techniques through their concrete application. The combination of workshops, learning-by-doing and project planning meetings has proven effective in transferring planning technologies to solve real-world problems.

The incremental successes achieved thus far as a result of the CBWM project reflect the project's ability to solicit stakeholder commitment and participation. In contrast, cooperation between elected representatives and the population is generally uncommon in Brazil. Participation in Santo André is no longer an abstract concept but an integral part of the process, resulting in a high degree of perceived ownership of the CBWM project by the inhabitants of informal settlements most directly affected by degradation of the watershed.

## **Participation - the lessons learned**

**P**lanning processes aimed at sustainability are complex, typically involving enormous quantities of information about biophysical, social and economic variables. Traditional methods tend to be centralized within government agencies responsible for urban planning. The project is demonstrating that decentralized and participatory information gathering can result in more informed decision-making procedures. These contribute to urban development that is not only more efficient, but also more equitably distributed amongst stakeholders.

Participation is a key component of all activities undertaken within the framework of the CBWM project. The sustainability of CBWM in Santo André depends to a large degree on the ability of the project to impart a sense of stewardship and ownership amongst people whose lives depend on the watershed for settlements, income generation, potable water and recreation. Community-based watershed management is only possible when community members consider their personal health and well-being to be inseparable from the health of their local environment.

Although the CBWM program will benefit the residents of Santo André, the program aims to benefit the entire Sao Paulo Metropolitan Area. This will occur through the dissemination of CBWM methods applied and adapted as part of the project in Santo André.

## **Contact Information - See Annex A**



## 2.2 Revitalization of el *Parque Metropolitano de La Habana*, 1995-2001<sup>6</sup>

*Canadian Urban Institute*

### Background

The *Parque Metropolitano de La Habana* (PMH), a local authority under the Province of the City of Havana, has jurisdiction over a 700-hectare expanse of land in the heart of the City of Havana roughly corresponding to the lower watershed of the Rio Almendares. It is one of five major parks along the river's basin. As such, it is an intrinsic part of the capital city's greenbelt system. Beginning at its mouth at the coast, the park follows the river for nine kilometres as it winds its way through urban neighbourhoods, industrial complexes, public green spaces and agricultural lands that reflect the city's diversity and history. The Rio Almendares has been, and continues to be, a "working river." Today, it reveals the contamination that characterizes urban watercourses in so many of the world's large cities.

The project aims to develop an ecologically sustainable and socially accessible park in the centre of the City of Havana. Project objectives include cleaning up the territory, the river and industrial polluters, the exploration of alternative technologies for sewage treatment, the introduction of integrated solid waste management practices, improving recreational facilities and services, promoting economic self-sufficiency, and introducing participatory and environmental education processes. These objectives were defined through a participatory strategic planning process that began with an environmental diagnosis. This mechanism enabled stakeholders to define specific problems, understand their interconnectedness, and brainstorm potential solutions.

Since 1995, the Canadian Urban Institute (CUI) has been partnered with the Province of the City of Havana through the PMH, providing technical assistance, know-how transfer and financial support to the project. CUI is a non-profit organization dedicated to enhancing the quality of life in urban areas in Canada and internationally. The Institute has extensive international experience in the design, management, implementation, and evaluation of local government capacity development programs in Asia, the Americas and Central and Eastern Europe.

Over the past six years, CUI's cooperation with Cuba has been directed towards building the capacity of the PMH organization and staff in project management, financial control, participatory planning, implementation, monitoring, evaluation, environmental education and various technical areas related to environmental remediation. Capacity development has also been directed towards civil society, to build an overall enabling environment for participation in local governance and development processes.

### Building a partnership approach to sustainable urban development

When the project began in 1995, a master plan for the creation of the metropolitan park existed, but no strategy to implement the plan. There was also a lack of mechanisms to involve communities, non-government organizations and other government agencies in the formulation, implementation, monitoring and evaluation of the plan. Insufficient capacities within the PMH, its management and technical teams were an obstacle to the creation of the metropolitan park. A strategy was needed to establish the necessary main actions for the realization of reforestation, environmental restoration, infrastructure investments and recreation in the park.

Phase I of the project began in 1995 and ran until 1998. During this period, the project delivered an innovative Cuban approach to strategic planning, involving communities at all levels to formulate a strategy for the revitalization of the park. This was accomplished through strengthening the capacity of the PMH Project Team to undertake the strategic planning process and implement key pilot projects in four of Havana's largest and most populous municipalities situated within the park's boundaries. The main achievements of the project during its first three years were the following:

- completed a strategic plan for the revitalization of the Parque Metropolitano de La Habana, with a complementary economic plan and five-year action plans in six sectoral areas;
- delivered training and capacity-building programs to the Park team and participating Cuban NGOs related to strategic urban management, environmental planning, and public participation;
- involved over 15 NGOs and government agencies and engaged over 500 stakeholders in the strategic planning process and the implementation of pilot projects;
- implemented five pilot projects in urban agriculture, urban reforestation, natural systems for sewage treatment, environmental education and solid waste management;
- leveraged project implementation activities by attracting US\$200,000 from other foreign agencies for the implementation of pilot projects;
- established a project strategic committee system that is integrated into governance structures; and,
- coordinated development activities in the Park with eight other international development organizations and developed sustainable linkages with Canadian local authorities and professionals.

Phase II of the project (1998-2001) focused on the implementation of key elements of the strategy for the revitalization of the Parque Metropolitano, which was formulated

6 Prepared by Andrew Farncombe, an urban planner living in Toronto and CUI's International Programs Manager, and Rafael Betancourt, an economist living in Havana and CUI's Representative in Cuba.

with Canadian technical cooperation during the first phase. One of the most striking issues during the strategy development process was the complexity of the task at hand. This was exacerbated by the size of the territory and the diversity of uses within it, the degree of environmental contamination, and the unique and challenging economic situation in which Cuba finds itself. The second phase has addressed these challenges in several ways:

- expanding the “partnerships for development” approach to bring about new collaborative relationships to implement the strategy. These include joint action planning with all nine Popular Councils (community local authorities), four municipal governments, and several industries located in the park;
- implementing projects with a strong “demonstration” effect. This includes the development of two pilot community-based partnerships with the popular councils of Pogolotti and La Ceiba, for the implementation of a solid waste management plan, reforestation and other initiatives;
- enhancing the planning and development process through the incorporation of Geographic Information Systems (GIS) technologies as a tool for coordinating the task at hand;
- promoting new revenue-raising mechanisms and the economic self-sufficiency of the park authority through the establishment of an incubator for PMH enterprise units. This will enable the PMH to run enterprise units, and allow it to fund its own clean-up effort and reduce its reliance on senior government transfers and foreign assistance; and
- documenting the learning experiences of the project through case studies, manuals, workshops and other methods. The PMH project now serves as a model for Cuba in strategic urban management and the lessons learned are being disseminated to other local government units across the country.

## **A poor Havana neighbourhood takes bold steps to clean its backyard**

The community of Pogolotti, one of the target pilot neighbourhoods within the PMH, is illustrative of the approach taken by the project to integrate social development objectives within environmental management initiatives. Pogolotti, a predominantly black and mostly poor neighbourhood on the outskirts of Havana, is an example of Cuba’s earliest government-subsidized, low-income housing. Built at the beginning of the 20th century, the housing suffers from serious flaws in physical, urban and architectural planning and today lacks essential public services and green areas. Furthermore, Pogolotti has been overwhelmed by thousands of indigents over the years, who have built adjacent shantytowns without running water, sewers or electricity.

Despite notable socio-economic and cultural progress over the last 40 years, Pogolotti is still one of Havana’s poorest neighbourhoods. A decade of economic crisis has only heightened its problems, evidenced by poor housing, pot-holed streets and uncollected garbage. At public meetings

and in surveys conducted by the PMH Technical Team through the Canadian-sponsored project, residents identified the unsanitary conditions and the lack of recreational facilities as their chief concern. Today, Pogolotti is working to clean up and reforest its local environment. It is home to community-based solid waste management and reforestation projects, which are undertaken within the framework of the project.

One of the key objectives of the park project is to implement pilot initiatives in the neighbourhoods most in need, and to engage stakeholders in the planning, action and education processes. As a result, the project engaged the established institutions and natural leaders of the Pogolotti neighbourhood. The participatory process was undertaken through the community, organized into Environmental Groups at the Popular Council (district) level. These now work together with the Park Team in identifying the environmental problems in their territory, developing intervention plans and implementing them.

The Team conducted interviews and surveys in the seven neighbourhoods of the Pogolotti district, held brainstorming sessions with the Environmental Group and conducted a community workshop to determine the areas most affected and best suited for a cleanup and recycling program. This allowed them to define the main goals and a plan of action for a solid waste collection, classification and recycling project in two neighbourhoods of the Pogolotti district.

The project began in earnest with 70 households involved in its first phase. It was subsequently expanded to another 80 families. The results so far are encouraging. Each family separates its garbage into organic and inorganic waste and places each in separate plastic containers provided by the program. Two “cartdrivers,” one in each ward, collect the trash and take the organic waste to the composter. Compost is now being actively produced and used in reforestation and gardening initiatives. The inorganic waste is classified for recycling into glass, cardboard and aluminum.

In addition, the community collectively cleaned up six micro garbage dumps that had become environmental and health hazards, and proceeded to recover the areas for different uses, mostly green space through reforestation. A large dump next to a building was eliminated, and in its place the community planted a tropical forest.

Other projects in progress in Pogolotti include the development of a nursery as an input to the reforestation initiatives, a natural systems sewage treatment project, and an environmental education initiative for school children, which allows them to participate in community clean up.

## **Big obstacles, but not insurmountable barriers: reflections on lessons learned**

At the outset, the program for the revitalization of the PMH had its skeptics. Lack of resources, and an economic, political and social system very different from the one in place in Canada, meant that the project required innovative and culturally sensitive approaches to collaboration.

First and foremost, the program succeeded in harnessing human resources. The program implemented a unique Cuban approach to strategic planning that involved the empowerment of communities at all levels to formulate a strategy for the revitalization of the park. The project helped some of Havana's poorest communities organize themselves and build new partnerships with local authorities to tackle problems related to sanitation, solid waste management and accessible and safe recreational spaces.

The program also built awareness of the program on the international stage. As a result, implementation of various components of the strategy is being supported by Canadian organizations other than CUI, as well as agencies from various countries in Europe.

The elevated capacity of the PMH, a direct result of the program, has led to the examination of the feasibility of new institutional arrangements for revenue raising to fund environmental remediation and revitalization processes. Preliminary approval of a proposal to grant the PMH certain powers as a public enterprise has been given by senior government. Among other things, this would provide the PMH with the ability to raise its own revenues through the collection of user fees on the operation of certain facilities within the park, move towards economic self-sufficiency and obtain own-source revenues to fund the long-term revitalization process.

## **Havana's revitalization requires a long-term commitment**

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**T**he process of restoring a degraded watershed and a polluted river does not happen overnight. It is a massive undertaking that requires incremental but sustained steps towards the achievement of a long-term, integrated strategy. It also requires the commitment and coordination of actors and agencies in all sectors of society. In the case of Cuba, which continues to face the dual challenges of strengthening its economy while bringing about sustainable development, the realization of the goal will require an ongoing infusion of technical and financial support from the international community.

**Contact Information - See Annex A**

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## 2.3 Canada-Africa Municipal Partnership, 1996-1999

*Federation of Canadian Municipalities-International Centre for Municipal Development*

### Background

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Africa is evolving rapidly towards greater economic growth and democratization. During the last decade, over three-quarters of sub-Saharan nations have held elections and many of these have courageously undertaken reforms with a view to empower local governments and liberalize their economy. The Federation of Canadian Municipalities (FCM) has concentrated its international programming assistance on the African continent since the inception of its international program in 1987. Over the past six years, the geographic focus has been on two regions in particular: In Southern Africa, where decentralization and economic development are the most advanced on the continent, but where social injustice inherited from the legacy of apartheid remain unresolved; and in West Africa, where decentralization is generally less advanced.

FCM is the national voice of municipal government in Canada and the official representative of Canadian municipalities internationally. It is also the main source of Canadian municipal practitioners and resources for international work. Operating through its International Centre for Municipal Development (ICMD), FCM contributes to sustainable international development by emphasizing processes that bring municipal governments and communities together. Its objective is to strengthen the capacity of overseas municipalities to respond to basic issues in the lives of their citizens by helping them determine, design and implement efficient solutions to their service delivery needs.

FCM supports a number of complementary programming initiatives that allow it to bring to bear a range of resources within individual countries. FCM implements larger capacity building programs funded through CIDA's Bilateral Branches. For example, FCM is currently executing the Burkina Faso Decentralization Support Project, designed to help the Burkinabè government consolidate the decentralization process and establish or strengthen local governments.

The project addresses several challenges particular to the decentralization process in Burkina Faso. These include a lack of local financial autonomy and a fiscal structure that favours the central state. The supervisory nature of existing administrative structures also poses a challenge to the decentralization process as it inhibits local government from taking responsibility. Finally, local support for the decentralization process is being hindered by local government's inability to mobilize the participation of residents.

At the national level, the project supports the decentralization process by assisting in the establishment of the *Commission nationale de décentralisation* (National Commission on Decentralization). Knowledge transferred by the project will help the Commission recommend to the Burkinabè government the development of a charter for

the implementation of decentralization in rural areas. The project also supports the strengthening of local fiscal management through the examination of methods by which municipalities can mobilize communities to generate local tax revenues.

The Decentralization Support Project is also complemented by a number of Canada-Burkina Faso municipal partnerships facilitated by FCM's Municipal Partnerships Program. The objective of the Partnerships Program is to strengthen the capacity of overseas municipalities to respond to basic needs of local residents. By sharing expertise and technology, partners help communities develop ways to involve the public in decision-making. At the same time, municipal officials help strengthen the capacity of local governments to identify, design and deliver clean water, sanitation, housing, transportation, and other basic services.

### Capacity building and beyond in Sanankoroba, Mali

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FCM programming has also had an impact on the capacity of local governments in the West African country of Mali to take on new responsibilities resulting from national decentralization processes. Similar to Burkina Faso, Mali is also in the process of decentralizing power to local authorities, establishing more than 700 new rural municipalities to date. This process has proceeded with relative ease in the newly established Commune de Sanankoroba thanks to assistance provided by FCM's Municipal Partnerships Program. Through a long-standing and cooperative relationship with the Municipality of Ste-Elisabeth, Quebec, the Commune de Sanankoroba has increased its capacity to accept new responsibilities and challenges resulting from decentralization.

The relationship between Sanankoroba and Ste-Elisabeth began in 1985 with the introduction of intercultural youth exchanges and agricultural projects aimed at food self-sufficiency. The partnership was formally welcomed into FCM's Program in 1990. Its initial aim was to facilitate the development of micro-enterprises for the purpose of creating income-generating opportunities for men, women and youth in Sanankoroba. However, an important outcome of the new relationship was the decision by the then unincorporated rural village of Sanankoroba to establish a volunteer committee called the Benkadi.

The Benkadi brought together representatives and decision-making bodies from all village groups including men, women, youth, village elders and administrative heads located in Sanankoroba. At its inception, the role of the Benkadi was to invigorate and administer the friendly relations that existed between the two international partner municipalities. This mandate was expanded to include the

management of community projects and the allocation of resources.

With the support of the Municipality of Ste-Elisabeth, the Benkadi established *champs collectifs* (communal fields) in Sanankoroba as a means of generating revenue for community projects. Local residents contributed tools and labour to the communal fields to grow crops. Once harvested and sold, the Benkadi decided how best to use the revenues for the benefit of the community. The partnership also contributed to literacy and agricultural projects, as well as projects directed specifically at the women and youth of the community.

Over the years, the FCM Partnerships Program continued to strengthen the administrative structures and the administration of the Benkadi in an effort to facilitate social and economic development. Ongoing interventions contributed to an inclusive and participatory local governance culture. With time, and following the extensive exchange of knowledge and technical experience, and skills transfer through project implementation, the Benkadi developed the capacity necessary to manage its own human, material and financial resources. As a result, the Benkadi evolved into a motor of social and economic development within the unincorporated village of Sanankoroba.

The importance of the Benkadi to local governance took on new significance following the decision of the Malian government to establish a formal municipal government within the village of Sanankoroba known as the Commune de Sanankoroba. More recent FCM Partnerships Program activities have focused on consolidating the new responsibilities of the Commune in an effort to create a strong organization representative of the interests of village residents. The Benkadi has continued to play an extremely important role in this regard.

One of the Benkadi's early responsibilities through the partnership program was to manage the implementation of the first phase of a surface water drainage system. With the Commune de Sanankoroba now formally established, the responsibilities originally assumed by the Benkadi are being transferred to the new municipal administration.

The Benkadi also developed the topographical plan of Sanankoroba's territory serving as the basis for a development planning process involving the division of individual plots and zoning. The plan was prepared by the Benkadi using a consultative approach with residents. As a result, the population supported the priorities identified in the plan. This has allowed the newly established Commune to proceed with the project with relative ease. Moreover, with the decentralization of these responsibilities from the State to the local authority, the development planning process can be implemented with further public participation. The Benkadi will continue to play an active role in the project by collaborating with the local government in ensuring that the population understands and participates fully throughout the process.

The Benkadi has also contributed to the new municipal administration in Sanankoroba in terms of trained elected officials. Several Benkadi members have gone on to become councillors, while two former members have become the Sanankoroba vice-mayor and the mayor. As a

result of this dynamic between the two organizations, the Commune de Sanankoroba and the Benkadi remain inter-dependent.

## Communication and partnerships - key elements of the decentralization process

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The Burkina Faso and Mali initiatives represent two complementary parts of the overall approach to strengthening local government. FCM programming interventions in Burkina Faso have focused on decentralization nationally, building capacity at various levels of government. The approach in Sanankoroba varies somewhat in that FCM's local-level capacity building programs established the foundation for decentralization in the village. The success of the approach in Sanankoroba also influenced national decentralization policies and programs.

Although FCM's interventions in these two countries vary in terms of programming and projects, the basic characteristics of both approaches are similar. A common theme associated with the successes of both programs is the high value that each approach placed on partnerships and open lines of communication. For instance, the relationship between Sanankoroba and Ste-Elisabeth is based on confidence, respect and the sharing of responsibility. Project successes were facilitated not only by the existence of these characteristics, but as a result of open and honest lines of communication between the two communities. Communication within the partnership has not only proved to strengthen the relationship but has also helped shape the Benkadi into a democratic and participatory community based development committee.

The FCM program in Burkina Faso also associates its successes with the ability to facilitate the establishment of strategic partnerships and foster within them open lines of communication. Clear lines of communication between the various tiers of government have enabled these key stakeholders to work together and to jointly access resources for the purpose of facilitating the decentralization process.

Capacity building projects also played a fundamental role within the programs in Burkina Faso and in Sanankoroba. In Burkina Faso, activities aimed at building capacity were harmonized with the needs of government. Projects aimed at instilling administrative and financial autonomy actually facilitated processes whereby government officials played a key role in the establishment of the necessary mechanisms to do so. Sanankoroba was exposed to a process of learning-by-doing by building capacity through the execution of specific projects. These projects created confidence amongst villagers in their capacity to identify their needs, and to plan and realize their local development projects. The capacity building process that evolved in Sanankoroba engaged the community, particularly traditionally excluded groups such as women and youth, to play a key role in the decentralization process.

## **The value of the process - more than a means to an end**

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**F**CM's Bilateral Program in Burkina Faso, and the Municipal Partnerships Program in Sanankoroba, Mali have both demonstrated that decentralization processes are more than just a means to an end. Decentralization has proven to be a process that begins well before and goes much beyond the delegation of responsibilities to a lower tier of government. The processes followed in Burkina Faso and Sanankoroba ensure that the necessary capacity and mechanisms are in place to effectively manage and benefit from these new responsibilities. The approaches, which also focus on fostering relationships amongst key stakeholders, also ensure that the benefits of the decentralization process are felt beyond project completion.

After almost a decade-long friendship, the Commune de Sanankoroba and the Municipality of Ste-Elisabeth continue to work together to address local development issues. This partnership has become a role model for other FCM Municipal Partnership Programs, while the Sanankoroba experience continues to be a public participation model for central and local government in Mali.

The Decentralization Support Project in Burkina Faso is considered a model of excellence in that the approach succeeded in establishing a socially and economically favourable environment for decentralization. The project in Burkina Faso is to be replicated in other African countries as well as in countries in Latin America and Asia.

The Malian *Mission nationale de décentralisation et de réforme administrative*, the national body responsible for decentralization has been inspired by the high level of organization and the proactive nature of local community members. As a result, the Commune de Sanankoroba has been formally recognized by the Malian authorities as a model for civil society strengthening.

**Contact Information-See Annex A**

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## 2.4 Housing for All: Hostel Upgrading in South Africa, 1995-2001

*Rooftops Canada/Abri International*

### Background

**R**ooftops Canada/Abri International is assisting communities, NGOs, local government, and the private sector to overcome many of the obstacles that exist within the housing delivery and management sectors in South Africa. Rooftops Canada relies on short and long term Canadian technical advisors, training placements and programs, study visits, workshops, and seminars. Using these tools, social housing has become a vehicle for economic and social development, poverty alleviation, and job creation in post-apartheid South Africa.

Rooftops Canada is the international development program of cooperative and social housing organizations in Canada. It works with partner organizations to improve housing conditions, build sustainable communities and develop shared understanding. Its main focus is on disadvantaged communities in Africa, Asia, Latin America, and the Caribbean. The organization undertakes multi-year programs integrating short and long term technical assistance, project support overseas, and training and education.

The goal of Rooftops Canada's programs and projects is to increase the capacity of overseas partners to reduce poverty by assisting communities to build sustainable human settlements and improve their standard of living. Within this framework, housing is seen as much more than just bricks and mortar. It is a process that strengthens community organizations and builds skills that empower people. Programs start with the belief that shelter is linked to environmentally sustainable economic and social development, respect for human rights, democratization, and gender equality. They take an integrated and systemic response to urbanization, focusing on housing which is broadly defined and linked to poverty reduction.

Programs also emphasize the importance of working with partners to develop local institutions that work on housing and human settlement policies, programs, and projects on a sustainable basis. North-South and South-South partnerships are considered central to many of Rooftops Canada's programs. They provide opportunities for the exchange of information and know-how. Projects have included the provision of training support to new housing co-ops in Cuba, and the establishment of savings, credit and housing co-ops in Kenya, Zimbabwe and Tanzania.

In South Africa, Rooftops Canada's *Housing For All* program has had a significant influence on housing policy. It has helped develop the capacity to mobilize tens of millions of dollars of construction and economic activity. Projects under the *Housing for All* program have increased community, NGO, private, and public sector partnerships. These partnerships have led to an increase in the country's overall capacity to provide and manage low-income housing. Projects have also improved housing-related local economic and community development opportunities.

### Improving housing conditions for the working poor

**H**ousing for All Phase II was implemented in partnership with the Urban Sector Network, the National Union of Mineworkers and Rooftops Canada in October 1995. It followed from Phase I, which ran from November 1992 to March 1995. The overall program goal is to develop a sustainable social housing sector in South Africa that contributes to meeting national, provincial and local housing goals by improving housing, living, social and economic conditions of workers and the urban poor. The program focuses on both the development of individual organizations and on the need for coordination and partnerships among key stakeholders. As such, the objective is to develop the capacity of NGOs, trade unions, municipalities, and provincial governments to deliver community based social housing in partnership with one another, the national government and the private sector.

*Housing For All* projects have included the development of social housing in South Africa's three largest cities, the development of policy and programs aimed at facilitating the delivery of low income housing nationally, the democratization and de-racialization of employment-linked housing, and the upgrading of publicly and privately owned hostels.

If they can be renovated and maintained, South Africa's publicly owned hostels can contribute to improving the living conditions of many South Africans. According to the National Ministry of Housing, it is estimated that 400,000 individuals and families live in hostels. Most of these are overcrowded and run-down. Hostels were built in the 1950s and 1960s by public authorities as single-sex facilities intended to control the flow of Africans to the urban areas. Many hostels are relatively well located as the larger cities expanded around them. As a result of the continuing shortage of urban housing and the limited options available to the poor, many families still live in hostel rooms that were designed to accommodate two or three single men. It is not unusual to find rooms accommodating two or three families.

Due to a lack of resources and capacity, city councils have considerable difficulty maintaining and managing their hostels. This is particularly the case in cities such as Cape Town where the local authority owns 9,000 hostel rooms in desperate need of repair.

The *Housing for All* hostels program in Cape Town started with helping Umzamo, a Cape Town-based NGO, to develop its capacity to interact with municipal and provincial government on the design and implementation of hostel policies, programs and projects. As a result of this work, public hostel units in the townships of Cape Town are being upgraded and converted into family accommodation for the first time in many years. New housing is also being built to provide space for the excess hostel-dwelling households

that want to continue living in the area. Umzamo worked with residents of hostels, city officials, professional project managers and contractors to complete a demonstration project of about 40 units, and start a pilot project of over 300 units. A total of some 800 units have since been built or renovated.

The project also contributed to job creation opportunities for local residents. New building contractors worked with skilled and unskilled labourers drawn from the local community. As a result, a good proportion of funds exchanged in the construction process stayed within the community. The project also helped Umzamo develop the capacity to assist local economic development activities and supervise the construction of a large municipal market.

When Umzamo closed its doors in 1999, Rooftops Canada helped transfer the hostels program to the Cape Town City Council, now the Cape Town Administration (CTA), following amalgamation in 2001. Following the closure, key Umzamo staff were hired by the City to continue the hostel upgrading project. With guidance and technical assistance from Rooftops Canada, the CTA is continuing hostel redevelopment. In fact, the City approved a comprehensive 800-unit per year rolling program to continue hostel upgrading, and the development of tenure and management options for all of Cape Town's publicly owned housing.

The *Housing for All* program also initiated a multi-faceted employment-linked housing project aimed at de-racializing company housing policies and democratizing hostel management in South Africa's very large mining and energy sectors. This was done by providing training and technical support to the Housing Unit of the National Union of Mineworkers (NUM). Capacity building efforts were undertaken with the assistance of the Canadian-based Steelworkers Humanity Fund.

As a result, the NUM Housing Unit succeeded in institutionalizing a more equitable approach to employee-linked housing. Throughout South Africa, large private companies, particularly the mining houses, own and manage single-sex hostels and houses for their own workers. Racially-based company housing policies have led to severely overcrowded conditions in the hostels housing black workers. The de-racialization of housing policies has meant that all miners have equal access to housing previously reserved for white management.

Capacity building interventions have increased the capabilities of the Housing Unit to interface with all stakeholders in an effort to improve living conditions for hostel dwellers. With the assistance of the Housing Unit, numerous private sector companies have undertaken hostel conversions and renovation projects. These have resulted in a decrease in the number of men per room and the conversion of units into family housing. NUM's Housing Unit also facilitated the democratization of hostel management structures in over 250 hostels country wide, 200 of which now have new constitutions. The democratization of hostel management has reversed apartheid era practices, which provoked tribal and national tensions in the hostels.

The Housing Unit has also developed an effective capacity building strategy that includes specific issue workshops, general housing training workshops, technical support and mentoring. Over 700 NUM members have new skills to engage in housing issues.

## **Strategic partnerships - moving beyond the end products**

**R**ooftops Canada has been particularly active in South Africa over the past six years, helping to make social housing a key strategy to reverse the spatial inequities of the past. Rooftops Canada's partners in South Africa have been actively promoting the development of social and other forms of low-income housing through a variety of projects falling with the *Housing for All* program. Program successes include the development of some of the first social housing projects undertaken by NGOs; increased community, NGO, workers union, local government, and private sector partnerships; and, the development of social housing policy.

Although the program can report a number of successes, it is important to highlight that the accomplishments of the program are the result of strategic partnerships and participatory processes. The projects are therefore not only about bricks and mortar but increasing the capacity of communities, NGOs, workers unions, local governments, and the private sector to play key roles in the housing process. Housing processes based on interactions between stakeholders promote democratic governance, civility, growth and job creation, the positive impacts of which will remain long after the project goal has been attained.

Housing in South Africa, which meets the most basic human need for shelter, is also linked to other critical areas of public policy. Well-designed housing initiatives contribute to community development and stability, crime reduction, improved health, and local economic development. Safe and functioning communities are also important building blocks in efforts to fight the spread of HIV/AIDS in the country.

## **Moving forward - the lessons learned**

**I**mproving the housing and living conditions of low-income people continues to be a very high priority in South Africa. Since the beginning of *Housing for All*, housing policies and programs have stabilized and new actors have increased their capacity to play a greater role in the social housing process. Human and material resources have also been mobilized in an effort to build sustainable human settlements. Social housing development projects throughout the country are proving that housing processes are able to address shelter needs while also contributing to residential empowerment and community development.

Although tremendous strides have been made over the years, social housing has yet to significantly reduce South Africa's housing backlog. Phases I and II of the *Housing for All* program have established the social housing framework and developed innovative models. In Phase III,

set to begin in September 2001, Rooftops Canada will place a stronger emphasis on replicating these models and increasing the sustainability of the social housing sector. The program will continue to facilitate the development of public, private and community sector partnership with a sharper focus on gender and youth engagement in housing delivery and management. This approach will also refine strategies to include stronger social, community, and economic development components. In addition, Phase III will also attempt to find ways that social housing can help combat the spread of HIV/AIDS while developing housing policies and initiatives appropriate to families suffering from losses related to AIDS.

**Contact Information-See Annex A**

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## 2.5 Philippines-Canada Local Government Support Program II, 1999-2004

*Agriteam Canada and the Federation of Canadian Municipalities*

### Background

The Philippines-Canada Local Government Support Program II (LGSP) is the second phase of a CIDA program, which began in 1992 in response to decentralization policies introduced by the government of the Philippines. The Local Government Code, which came into effect in 1992, provides for the institutionalization of a policy of decentralization covering all local government units. Prior to the Code, national government agencies were responsible for program implementation and local-level service delivery. Local government units therefore depended on national government to provide programs to be implemented in their respective areas and allocate the necessary resources.

Decentralization has granted local government units more powers, authority, responsibilities and resources to carry out their mandates. Furthermore, local government units are given the responsibility of addressing development problems in a coordinated, comprehensive, systematic, and multi-disciplinary manner. Within this framework for decentralization, local government units are required to learn to involve and work with different stakeholders and to develop strategic partnerships in order to access resources to tackle development challenges.

LGSP II aims to strengthen local government capacity for effective governance and sustainable development in nine regions of the southern Philippines. The project targets local government units at the provincial, municipal and barangay (district) levels with a focus on building capacity to advance sound local government structures and systems and to promote local development efforts. Phase II expands the Phase I focus on training local government units to include local resource partners such as training institutions and civil society organizations.

Agriteam Canada Consulting Ltd. has partnered with the Federation of Canadian Municipalities to implement Phase II of the LGSP. Agriteam has thirteen years of experience in providing expertise in project management and technical assistance throughout the developing world, having implemented more than 100 projects in Africa, Asia, Latin America, Eastern Europe, and the former Soviet Union for CIDA and other agencies. Because of this experience, Agriteam recognizes the important relationship that exists between capacity building and sustainability.

The importance of capacity building is reflected in the holistic approach to training that defines Phase II of the LGSP. For instance, LGSP II is delivering training to local government staff, community organizations, non-governmental organizations, and line agencies in the Filipino town of Kibawe. The training is intended to increase Kibawe's capacity to contribute to the development of a local shelter plan. This holistic approach not only increased the capacity of

government officials to facilitate a participatory planning process and mobilize local resources, but also enhanced the quality of participation amongst the community and other stakeholders.

### Effective governance through sustainable housing development in Kibawe

The goal of LGSP II is to contribute to institutionalizing democratic governance and public participation for the purpose of developing a broader decision-making base, facilitating the policy formulation process and advocating support for sustainable development at the local level. A key element of the LGSP II strategy is to establish and work within a variety of partnerships, by adopting a strategic alliance approach to development planning. Within this framework, local government units form partnerships with community groups, non-governmental organizations, the private sector, academe, national government agencies, and international organizations to address local development concerns, mobilize and leverage resources to implement their own development plans, and engage local support for sustainable development.

This approach has been successfully applied in Kibawe, a municipality located in the southern part of the province of Bukidnon and one of six LGSP pilot projects in the Northern Mindanao Region. LGSP II is supporting the Sustainable Housing Development Project in Kibawe, intended to strengthen the governance capacity of the local government.

Prior to the project, the municipality of Kibawe was unsure of how to address existing housing problems and the future housing needs of residents. Local government staff also lacked the capacity to identify and mobilize key resources essential to housing development planning. LGSP II helped local government to work with people's organizations, non-governmental organizations, line and housing agencies to develop plans to address and prioritize the housing needs of its constituents.

The Pagtambayayong Foundation, a local resource institution, was hired through the project to assist local government officials to develop and enhance its capacity to formulate sustainable housing development plans. Local government staff developed the technical capacity to assess the financial resources of different income groups and the types of housing options available to them. Training interventions were also made throughout the project, focusing on community organization and mobilization, partnership-building, financial management, and project management.

As a result of this support, the municipality now has a local sustainable shelter development plan, which helps it effectively and efficiently promote adequate housing for its

constituents. The plan provides information and analysis of the present local housing situation, identifies the main shelter strategies and a corresponding implementation plan, which provides the details of action needed to realize the housing objectives.

The project also supported actions by the local government to resettle a group of squatters in Kibawe. This success was due in large part to the partnership established with the Pagtambayayong Foundation and the support and participation of various stakeholders including the project beneficiaries. Orientation and activities with all stakeholders began early in the project process. This was followed by study visits to various settlement sites to learn about low cost housing projects and the appropriateness of specific housing and material technologies to the area. Training was also provided at strategic points throughout the project process for all stakeholders, enabling them to increase their knowledge and skills in the formulation of a local shelter plan.

In addition to the shelter plan, LGSP II assisted with the establishment of a local housing board in Kibawe. The board is responsible for the formulation, modification, and implementation of policies on beneficiary selection, occupancy and payment. Other tasks include management, supervision and monitoring of other housing projects within the municipality. The board consists of local government officials, civil servants, and civil society organizations, of which at least twenty percent are women.

## **Successes and beyond - the importance of community participation**

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**T**he Sustainable Housing Development Project in Kibawe succeeded in addressing two major housing challenges facing the municipality. The project facilitated the development of a local shelter plan and successfully resettled a group of squatters. The resettlement not only provided security of tenure for the squatters, but also freed up a portion of municipal owned land for development.

Although these are successes in their own right, the real indicators of the project's success lie in the fact that the Sustainable Housing Development Project strengthened dialogue between local council and the community, increased public participation in local development planning, and facilitated a more holistic approach to planning. The processes associated with these successes have led to even greater returns - a strengthened local government sensitive and responsive to the needs of its constituents. This outcome will ultimately contribute to the development of future projects aimed at poverty reduction.

As a result of the support of LGSP II, the project succeeded in increasing the capacity of local stakeholders to perform key roles in the development of a sustainable local housing plan for Kibawe. Furthermore, the project enabled the municipality to access and mobilize resources that existed within and outside the community. For instance, the Town of Kibawe was able to access P 1.8 million (approx. Can. \$ 55,000) from the National Housing Association to cover land development costs of a site identified for squatter resettlement.

The LGSP II approach, as illustrated by the Sustainable Housing Development Project in Kibawe, is grounded in the belief that early, meaningful and rewarding community involvement is a fundamental pre-condition for sustainability. Through effective and equitable civil society participation in local governance, local government in Kibawe is better able to engage the participation of the community in local development issues thus better addressing their needs. This increase in the efficiency and effectiveness of local government leadership and management will not only be used in the context of housing in Kibawe, but in other aspects of development within the municipality.

## **The way forward - replication and dissemination of the LGSP**

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**E**arly, meaningful and rewarding community involvement is no longer viewed as an option for local government, but rather as a fundamental pre-condition for sustainable local development. LGSP II-supported projects like the one in Kibawe have demonstrated that building community capability enhances the quality of community participation in local government projects. Furthermore, community involvement in project inception, planning, implementation, and evaluation fosters government development interventions more appropriate to the needs of its constituents, particularly the poor.

Phase II of the LGSP is supporting dissemination and replication mechanisms as key tools to overall program sustainability. Replication is also considered essential to maximizing program outreach and impact and reducing program operating costs. To this end, LGSP II includes a comprehensive and integrated communications strategy which supports sharing best practices and lessons learned across local government units in each region, among regions and nationally.

In Kibawe, national and provincial housing agencies and task forces were invited to witness various activities and to provide assistance throughout the project. The strategic alliance with senior levels of government has contributed to the initiative's sustainability, and has served as a vehicle for dissemination and replication of LGSP II.

*“Our brain is like a bolo knife, which is only waiting to be used for the area's development. LGSP contributed through its training programs, in sharpening this knife so that we can make a bigger contribution to the programs of the local government for the development of our community”.*

## **Contact Information - See Annex A**

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# 3.

# Domestic Case Studies

## 3.1 City of Montreal - Feeding Montreal

### Municipal Profile

The City of Montreal was founded in 1642 and is located on an island in the St. Lawrence River. The City's population is 988,300, with a metropolitan area population of 3,467,000, making Montreal the second-largest urban centre in Canada. The City also serves as the province's cultural, commercial, financial, and industrial centre. Montreal City Hall employs 11,000 municipal staff.

The average family income in 1996 was \$44,000 and unemployment was 7.7 percent. In that year, 41 percent of the City's population lived below the low income cut off, compared with 27 percent in the rest of the metropolitan area.<sup>7</sup>

### Description of the initiative

This regional coordination initiative includes three areas of municipal intervention related to food security. One area of intervention, undertaken jointly with the Regional Committee for Food Security Development, involves putting into place a food security plan. The food security plan takes into account the following aspects:

- Data collection related to food security within each administratively-defined territory of local community health centres. Information includes locations of supermarkets, neighbourhood grocery stores, specialized

grocery stores, local convenience stores, food banks and community groups providing nutrition-related activities. This activity also identifies factors limiting access to sources of supply, such as lack of transportation or income;

- Creating a network of food security organizations, including holding seminars, information sessions, the publication of a news bulletin on nutrition, and the production and distribution of audio-visual documents;
- Supporting the exchange of information on successful cases, comprising ecological gardens, cooking courses for children in low-cost housing, and nutritional support and training for young single mothers; and,
- Capacity-building for residents to enable them to attain food security, including support for implementation of pilot projects, and support for the organization of provision of food security in neighbourhoods.

The second part of the municipal initiative includes technical support for coordinated action among organizations involved in anti-hunger activities and projects. The City collaborates with the Roundtable on Hunger and Social Development of Metropolitan Montreal, which includes more than one hundred organizations. These organizations are working to implement alternatives to food banks, such as food co-ops, collective and community kitchens. The Roundtable on Hunger and Social Development also develops files on various themes, such as genetically modified organisms, food security in schools, and citizenship.

22 <sup>7</sup> All population and economic data for Canadian municipal profiles taken from Lee, Kevin K. 2000. Urban Poverty in Canada: A Statistical Profile. Ottawa: Canadian Council on Social Development.

The third part of the initiative involves municipal support for residents' autonomy and capacity to take control of their living conditions. The City supports the development and organization of *Magasins Partage*, a concept that allows people to select goods and acquire them for a percentage of the real price. For example, rather than distribute food baskets at Christmas, the municipality supports *Magasins Partage*.

Apart from these three main parts of the initiative, undertaken with institutional and community partners, the City of Montreal implements activities independently. The City makes available 10,000 small gardens for residents (3 x 6 metres). These gardens are spread throughout 75 community gardens managed by user associations. These gardening associations also work with organizations combating hunger to redistribute production surpluses.

## **Issue being addressed**

The challenge being tackled by Feeding Montreal is not only that of offering short-term assistance but also that of promoting long-term strategies of residents' empowerment to support sustainable food security. Therefore, the municipal strategies are based on the will to combine the efforts of the municipality with those of other sectors of society.

The City of Montreal attempts to involve residents and service users in the implementation, management and follow-up of all of its food security initiatives. Public participation is used to promote a local social development approach that gives back to citizens the power to make the decisions that concern them.

## **Municipal role in the initiative**

Feeding Montreal was initiated in 1990 within the framework of the *Living in Health* municipal program. The City of Montreal collaborates with other regional partners, such as the regional agency responsible for Health and Social Services for Montreal-Centre. This coordinated approach is intended to deliver a range of actions to address hunger and promote food security.

The City allocates an annual budget of \$50,000 for the *Magasins Partage* Christmas campaign. Apart from this specific support, the City provides different kinds of material, financial, technical and human resource support for food security projects.

## **Contact information - See Annex A**



## 3.2 City of Ottawa - SITE Needle Exchange

### Municipal Profile

Ottawa is the fourth largest metropolitan area in Canada, and serves as an economic centre, Canada's high-tech capital, and an engine of the new economy. As the country's capital city, it is home to over 1,000 associations and over 100 embassies and diplomatic missions.

On January 1, 2001, the 11 municipalities that made up the former Region of Ottawa-Carleton joined together to form the new City of Ottawa. The new City has a population of 763,000 with an average family income of \$62,000 (1996) and an unemployment rate of 5.6 percent. The proportion of the population living below the low-income cut off was estimated at 28 percent in 1996.

### Description of the initiative

The SITE needle exchange is an HIV-prevention program targeted at injection-drug users (IDUs) and their sexual partners. It is staffed by public health nurses and other health professionals. The program is designed to decrease the infection rate of HIV and hepatitis B and C among high-risk individuals and the general public.

The SITE Program exchanges clean needles for dirty needles and distributes free condoms in order to reduce the spread of HIV. The program provides testing for HIV, hepatitis B and C, and tuberculosis, and makes available the hepatitis B vaccination. SITE also offers referrals to health and community agencies and treatment centres. SITE offers short-term counselling to all clients.

Needle-exchange programs are based on the public-health principle of eliminating items that help transmit infection - just as reducing the number of mosquitoes helps prevent malaria. Needle-exchange programs have become a standard of public health practices around the world. Without easy access to needle-return locations, needles are more likely to end up in parks, on the streets, and in other public places. The decrease of HIV infection in injection drug users (IDUs) in turn reduces the spread of HIV among the sexually-active population.

Aside from delivering services directly through the Sexual Health Centre, a mobile van makes specific visits to drop-in centres on Thursday and Friday afternoons and stops at several other locations seven nights a week from 6 p.m. to 12 a.m.

The SITE services include:

- Referrals to community and drug treatment programs;
- HIV and hepatitis counselling and partner follow-up;
- Vaccination against hepatitis B, influenza and pneumococcal viruses;
- Anonymous HIV testing and confidential hepatitis B and C testing;
- Health education for safer injection techniques and safer sex;

- Biohazard (sharps) containers for disposal of used needles and syringes;
- Condom, lubricant and bleach kit distribution; and,
- Clean needle and syringes in exchange for used ones.

### Issue being addressed

Sharing HIV-contaminated needles and other injecting equipment such as spoons, filters, and water is considered the most common cause of HIV infection. Harm reduction, a social policy primarily applied to injection-drug use (IDU), is a way of slowing the spread of HIV and AIDS. By treating drug use as a health issue, public health nurses and other health professionals are able to dispose of contaminated needles more safely. The program is also able to provide immediate health services and connect people to the professional help they need.

Those at risk of coming in contact with contaminated needles through the exchange of drugs on the street are typically in a difficult economic, social and personal situation. Any reduction in the harmful consequences of drug use moves a person in these conditions towards a healthier lifestyle. Harm reduction is a step-by-step approach to decreasing the risks from injection-drug use as the client moves toward abstinence, and therefore away from poverty.

The SITE Program includes three primary target groups:

- Anyone who uses needles for injecting drugs. This includes street drugs (cocaine, heroin and morphine), steroids, and other substances;
- Individuals who use needles for body piercing or tattooing;
- People who work in the sex trade;

The Program and its community partners help keep the community safe by recovering more than 100,000 needles each year, and exchanging 90,000 to 100,000 needles per year. In 1998, more needles were recovered than distributed.

### Municipal role in the initiative

The Needle Exchange Program is a Health Services initiative falling within the City's Harm Reduction Policy. The Program is funded through the Health Department and is managed through the Sexual Health Centre in downtown Ottawa.

While volunteers carry out much of SITE's work, the city provides one full-time staff member, physical space and support funds. Program funding is absorbed within the budget of the People Services Department.

### Contact information - See Annex A

## 3.3 City of Toronto - Homelessness Task Force

### Municipal Profile

The amalgamated City of Toronto had a 1996 population of 2.4 million people. In addition to its role as provincial capital, Toronto is the country's largest financial, commercial and administrative centre.

The City's 1996 unemployment rate was 5.5 percent. In 1996, the number of single parent households was 176,200, representing a 23 percent increase since 1991, the largest increase in family types for the City. The average annual family income in 1996 was \$63,300, the highest average of large urban centres in Canada. At the same time, 28 percent of the city's population lived below the low-income cut off. The average annual family income of this sector of the population was \$14,800.

### Description of the Initiative

The 1999 Report of the Mayor's Homelessness Action Task Force critiqued the City's approach to addressing the core issues of poverty, pointing in particular to the lack of supportive and affordable housing. The Report provided policy directions and specific strategies to meet the needs of all homeless people, including visibly homeless people on the streets and in hostels, hidden homeless people living in illegal or temporary accommodation, and those at risk of becoming homeless.

The Action Plan proposed by the Task Force calls on all levels of government to participate in the efforts to reduce homelessness. The Plan identifies six strategies to address homelessness:

1. Reduce poverty;
2. Preserve and create new affordable and supportive housing;
3. Shift the focus from emergency to prevention responses;
4. Plan services and develop strategies for high-risk groups;
5. Implement a comprehensive health strategy;
6. All levels of government must work together.

The Task Force recommendations were intended to enable the City of Toronto to adopt a comprehensive policy on homelessness. The recommendations reflect the importance of not being limited to short-term solutions, such as providing emergency services and increasing housing supply, but also formulating long-term solutions related to health and mental health, housing supports, housing supply and housing affordability. This long-term approach will involve several dimensions, beginning with a review of existing information and summarizing the extent of the problem in each of the service areas. Other aspects of this planned long-term approach are as follows:

- Identify service gaps related to the programs already in place;

- Identify roles and responsibilities for each order of government, the private sector, and the community-based sector;
- Establish systems of accountability for each of these partners;
- Identify funding priorities and responsibilities for funding.

In general, the long-term approach will continue to focus on solutions, acknowledging the work that has already been done to define the problem.

### Issue being addressed

A "typical" homeless person is no longer a single, alcoholic, adult male. Youth and families with children are now the fastest-growing groups in the homeless and at-risk populations. In 1996, almost 26,000 people used the shelter system in Toronto. Between 1992 and 1998, shelter use increased by 80 percent for youth, 78 percent for single women, 55 percent for single men and 123 percent for families. There were 37,000 primary applicants on the subsidized housing waiting list (representing over 100,000 people), of which 31,000 were children. At least 106,000 people in Toronto are at risk of losing their housing because they pay more than 50 percent of their income on rent.

The City of Toronto has initiated implementation of the recommendations outlined in the Task Force's six-point strategy. Actions to date include the following:

#### Affordable and supportive housing

- Adopted policies to control condo conversions and demolitions;
- Created an affordable housing strategy;
- Adopted a "Housing First" policy;
- Set up an \$11-million Capital Revolving Fund;
- Launched the Let's Build program;
- Hired a special advisor on housing development;
- Approved second suites;
- Supported landlord and tenant second suites;
- Provided an exemption from development charges;
- Adopted a special property tax class;
- Conducted a Single Room Occupancy (SRO) design study;
- Set up a \$5-million Mayor's Homelessness Initiative reserve fund.

#### Prevention responses:

- Directed some hostel funds to prevention strategies;
- Increased the capacity of the emergency shelter system;
- Targeted and increased funding to strategies that prevent eviction;
- Increased funding for the Rent Bank;
- Created the Shelter Fund for families receiving social assistance;
- Created a Tenant Defence fund;
- Created a Rental Housing Office;

- Increased and coordinated funding for the housing help services.

#### **Plan services and develop strategies for high-risk groups**

- Increased the funding for the Rent Bank and the Shelter Fund;
- Reviewed the concentration of family shelters in Scarborough;
- Helped to develop Eva's Phoenix – transitional shelter for youth;
- Increased funding to Aboriginal homeless programs;
- Approved the creation of an Aboriginal Homelessness Steering Committee;
- Sought partnership with the federal government to develop strategies;
- Provided funding for housing help services for refugee claimants;
- Further developed a service planning process.

#### **Comprehensive health strategy**

- Created a Homelessness Health Reference Group;
- Maintained a strong Public Health role in homelessness health services.

### **Municipal role in the initiative**

The Mayor's Office initiated the Mayor's Homelessness Action Task Force in 1998, which was followed by an intensive and participatory ten-month study period. The studies commissioned by the Task Force consisted of 200 hours of intensive research, site visits and presentations by professionals and consumers. The Task Force also consulted advisory groups of experts to clarify and develop solutions. Eight formal group consultations were held following the release of an Interim Report. These consultations were used to react to the nine broad strategies proposed in the report. The 85 participants expressed approval of the strategies and commended the Task Force on its analysis of the issues and associated recommendations.

Council approved the Task Force Report in 1999 and delegated implementation of the accompanying recommendations to individual departments. Departments have taken up these recommendations are implementing them gradually in line with the budgetary process.

The City committed two full-time staff to the Task Force's initial research for a period of eight months. Day to day administration of the initiative was handled through the Social Development Division by the equivalent of one full time staff person for a half year. Costs for the study were absorbed through the Policy Unit, while the City absorbed publishing costs. Statistics Canada was contracted for census data.

The Social Development Division is also responsible for monitoring the initiative. The division produces a yearly report card measuring progress in achieving homelessness objectives. An inter-departmental staff group provides input to the report card production. A reference group from the City's Advisory Committee on Homeless and Socially Isolated Persons acts as consultants in an advisory capacity.



## 3.4 City of Regina - Crime Prevention

### Municipal Profile

Regina is the capital of the province of Saskatchewan and has benefited from good farming, a booming oil industry and expanding government services. The City's 1996 population was 177,600.

The City's unemployment rate in 2000 was 4.8 percent. Average annual family income in 1996 was \$58,500, while 18 percent of the population were considered to be living below the low-income cut off. Average annual family income for this sector of the population was \$12,700.

### Description of the initiative

The Regina Crime Prevention Commission was established in 1995 to address crime-related issues. Commission meetings and decisions began to address issues specific to North Central Regina in 1998. Presentations by members of the North Central Community Safety and Planning committee to members of the Regina Crime Prevention Commission began to focus the resources and expertise of the Commission towards neighbourhood development. A demonstration project proposal between North Central Society and the Regina Crime Prevention Commission became the logical extension of that process.

The proposed model features four components: 1) Coordination, 2) Crime Reduction, 3) Crime Prevention through Social Development, and 4) Integrated Case Management and Supervision.

Year 2000 activities in support of the Strategy for Prevention of Sexual Exploitation of Children through Prostitution are based on the Commission's five-part strategy:

- Preventative education for children, professionals working with abused children, and men who abuse children through prostitution;
- Safety services for the children on the streets;
- Short-term intervention with children and their families;
- Long-term healing;
- Demand reduction.

Crime Prevention through Social Development refers to a comprehensive approach emphasizing the use of social development initiatives target risk groups. These risk groups are not only the socially and economically disadvantaged, but also those experiencing family, school and community problems. This approach stresses the importance of improving a broad range of social conditions, through early intervention and targeted programming, to address problems of poverty, unemployment, substance abuse, social housing, and family dysfunction.

Integrated Case Management and Supervision refers to those programs or projects aimed at improving the successful supervision and reintegration of offenders into the community. Community crime prevention projects that use multiple strategies, which respond to a variety of community needs and individual risk levels, are more likely to reduce

crime and improve the quality of life for residents in inner city neighbourhoods.

Social development programs include targeted skill development programs for at-risk children and youth, school and employment re-integration initiatives for youth, and enriched early education programs (with home visits) targeted to at-risk families that prevent crime.

Priorities include projects dealing with one of the five parts of the Commission's Sexual Abuse of Children through Prostitution strategy.

### Issue being addressed

The City's North Central neighbourhood has been the focus of inner city redevelopment for many years. During the early 1900s, the North Central neighbourhood developed as a working class residential area. North Central provided much of the local housing requirements for men employed by the Canadian Pacific Railroad construction. North Central has since become the largest inner city neighbourhood, with a diverse population of over 10,000 residents.

Despite the large number of assets and potential found within the North Central community, both property and violent crime rates are high. While the North Central community represents only six percent of Regina's population, over 30 percent of all property and violent crimes are committed within the community. The risk of becoming a victim of violent crime in North Central is over six times higher than in other neighbourhoods in Regina.

The Regina Crime Prevention Commission adopted a five-point strategy to combat the specific type of child sexual abuse, which occurs when sex is purchased from children. The Commission is most concerned with children under 16 years of age.

1. Street Safety: children who receive payments for sexual activities are victims and are at great physical and emotional risk. Outreach services, which reduce the physical, emotional and psychological risk to these children (including needle exchange, AIDS and STD education, condom distribution, "bad date" lists and counselling, etc.) are necessary until longer term strategies to eliminate the need, desire and opportunity for this abuse are implemented. The current services are important and must be maintained.
2. Demand Reduction: activities which target "pimps" and "johns" are essential to reduce overall demand for sexual services provided by children. The activities include expanded actions by police focusing on "pimps" and "johns", stronger enforcement and stiffer penalties, public notices of offending vehicles, vehicle impounding, traffic control, publishing license plate numbers, and video taping and photographing offenders and their vehicles. These aggressive actions are necessary to reduce the demand for sexual services from children and to ensure that everyone is aware of the illegality of the actions.

3. **Intervention Services:** this component actively recruits children from the street. Intervention services, which target individual children and their families involved in street prostitution, will coordinate and deliver the services required to overcome the social, lifestyle and economic issues forcing children into the sex trade.
4. **Long-term Healing:** long-term healing is required for these children and their parents. An approach to deal with the severe social, emotional, family and community problems, which push these children into providing sexual services for money, is required. This culturally sensitive healing place (or program) within the community will treat the children and their families in an holistic way, in order to change root causes of child prostitution.
5. **Preventive Education:** a series of public education activities focus on early detection and prevention. These include poster campaigns, speaker's bureau, school drama programs, and public service announcements. Groups targeted include potential offenders, children, professionals and parents who may be in a position to identify at-risk children, and the general public. All must be aware of the size and characteristics of the issue. Understanding of tell-tale signs is important for the recognition of children or neighbours at risk.

Affairs and the Social Development Division. In 1998, approximately \$9,000 was spent on advertising, publications, and appreciation activities for the Awards Ceremony, Crime Prevention Week, and Lecture Series.

Several organizations and agencies continue to support the Commission's work. These vary from the Community Partnership Against Violence (CPAV) to participants in Crime Prevention Week. Many of these organizations participate and coordinate activities and special events to promote crime prevention achievements in Regina.

**Contact information - See Annex A**

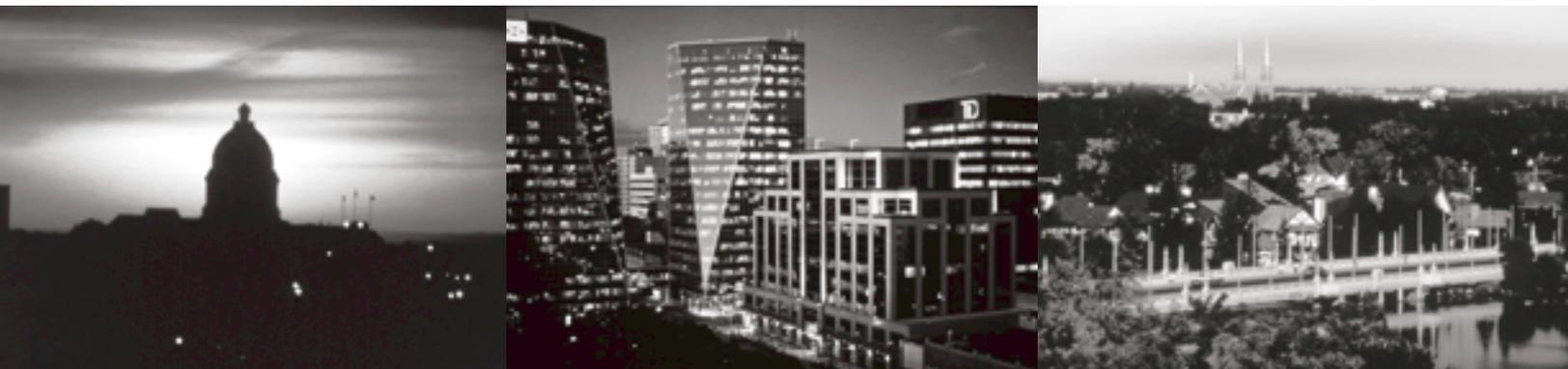
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## **Municipal role in the initiative**

The Regina Crime Prevention Commission (RCPC) is a twelve-member board appointed by Regina City Council. Chaired by the Mayor, the Commission includes the Chief of Regina Police Service and ten members of the community, who bring knowledge and experience from many different perspectives. The Commission submits an Annual Report to City Council through the Executive Committee.

Administrative support is provided to the Commission through the Manager of the Social Development Division, Community Services Department. The Office of the City Clerk provides secretarial support for the Commission. For the year covered in this report, 1.5 person years have been spent on RCPC activities. In addition, the Clerk's Office supports the Commission by contributing a part-time Committee Assistant.

Costs associated with the Commission are paid through the regular budgets of the City Clerk's Office, Public



## 3.4 City of Vancouver - Downtown Eastside Revitalization Program

### Municipal Profile

The City of Vancouver, incorporated in 1886, is located in southwestern British Columbia on the Pacific coast. With a City population of 514,008 and a metropolitan population of 1,802,400, Vancouver is Canada's third-largest urban agglomeration.

Overall, Vancouver's unemployment rate in 2000 was 5.9 percent. Average annual family income in 1996 was \$57,620, while 31 percent of the population was considered low income. The average annual family income for this sector of the population was \$14,600.

### Description of the initiative

In March 1999, City Council approved the five-year comprehensive *Downtown Eastside Revitalization Program*. The Program is an integrated, inter-departmental approach to help Vancouver's oldest neighbourhoods become a safe, healthy and vibrant part of the city once again. It strives to create partnerships with community residents and neighbourhood groups, as well as public and private sectors, to help develop and implement long-term strategies to community safety, health, treatment for substance abuse, housing, and economic development. It recognizes that achieving lasting success in any one area depends on achieving success in all of them. The program's underlying philosophy is to build on the strength of the community and to integrate community capacity building and leadership development into all activities planned.

On November 5, 1998, Council approved five objectives to improve and enhance the Downtown Eastside area:

1. reduce the incidence of drug addiction;
2. reduce drug-related crime;
3. improve conditions at the street level;
4. improve existing Single Room Occupancy Units (SROs) and build replacement low-income housing; and,
5. help community members to find allies and seek a common future.

The *Downtown Eastside Revitalization Program* is based on these five objectives. The Program recognizes that there are no simple solutions to the challenges facing this neighbourhood. This is reflected in the wide range of initiatives being delivered with the support of numerous partners.

In September 2000, the Vancouver Agreement partners in conjunction with the Richmond/Vancouver Health Board announced a series of health initiatives to prevent drug use, provide treatment for addicts and to improve public safety for residents in the Downtown Eastside. These initiatives include an expansion of primary health care services and drug treatment services at two community health clinics, the creation of a health contact centre, a life-skills centre and the architectural redesign at Main and Hastings in front of the Carnegie Centre. These initiatives are the

first steps in the implementation of the Four-Pillar Drug Strategy approach in Vancouver.

In April 1999, the Vancouver Police Department placed an additional 40 police officers in Downtown Eastside (DTES), with increased police beat officers on the streets in the weekends and during early morning hours planned for a further 2.5 years.

Several Community Policing Centres have worked together and implemented a Community Court Watch Program to monitor the sentencing practices of provincial and federal court judges, particularly in cases related to drug trafficking and drug-related crimes. The community safety funding program is currently under review with the goal to improve and strengthen the program and explore means to address sustainability issues.

The Integrated Services Team was established in 1996 to coordinate the City's enforcement resources. The IST's main priorities are to work with problem SRO hotels to prevent closures due to poor maintenance and to increase the standard of living in the hotels; to identify severe problem premises and work with staff to collect evidence for license suspension or withdrawals; to identify vacant buildings and work with staff and property owners to secure these premises; and to improve the physical conditions of the street and lanes.

City staff has coordinated various street improvement initiatives. City staff has committed resources to extra street cleaning and graffiti removal services in the Downtown Eastside. Additional lighting and payphones have been added to several DTES streets and parks to increase personal safety. In addition, the City has sponsored various outdoor street-programming initiatives to create positive street activities.

In July 1998, the City published *A Housing Plan for the Downtown Eastside, Chinatown, Gastown and Strathcona*. The report recommends that new market housing be encouraged in the area, that existing SROs be gradually replaced with new affordable housing options including both social housing and small rental suites on a one-for-one replacement basis, that existing SROs improve their maintenance and management, and that more housing for singles be built in neighbourhoods outside the Downtown Eastside. The report is still in draft form and requires further public discussion before it is revised and presented to Council.

The Vancouver Economic Development Commission is taking a lead role in working with staff, local residents and the business community toward developing a Downtown Eastside Economic Revitalization Strategy. While progress is made on a long-term economic strategic direction for the area, current efforts of the Commission are focused on helping the creation of new business enterprises in the Downtown Eastside that will support and benefit the local community.

*Partners for Economic and Community Help* (PEACH) is a five-year program, funded by the three levels of government under the Vancouver Agreement. PEACH is designed

to help residents and organizations access government funds and tools to revitalize their neighbourhoods by furthering community capacity building, enhancing entrepreneurship and business development, and creating employment opportunities and training options.

On February 25, 1999 the City received \$5 million (\$1 million per year for the next 5 years) from federal government for the Community Crime Prevention/Revitalization Project. The overall purpose of this project is a community capacity-building approach to crime prevention in the DTES in which residents and other partners work together to improve the quality of life in the DTES, address crime and victimization issues and collaboratively create a healthy and safe community based on community identified needs and priorities. This initiative is being undertaken as a 'model project' and as such will be assessed to determine the role of this approach in addressing the root causes of crime.

*Vancouver's Coalition for Crime Prevention and Drug Treatment* is a community partnership of over 63 organizations (and still growing) dedicated to improving crime prevention and drug treatment in the City of Vancouver. The Coalition has hosted a series of conferences, symposiums and neighborhood forums to discuss possible solutions to deal with the drug problems. The purpose of the discussions is to encourage a coordinated approach to crime prevention and drug treatment in neighbouring regions, to explore ways to strengthen community crime prevention, to encourage discussion of the *Continuum of Care* approach to drug treatment and crime prevention. *The Coalition* also promotes drug awareness to local schools and aids in the facilitation of establishing working relationships between health agencies, government and community organizations.

The *Vancouver Agreement* (tri-level government agreement) engages provincial and federal orders of government to work with the City and the community in identifying social and economic development solutions for the Downtown Eastside. The Agreement commits funding and administration resources of the three orders of government to respond to the needs of Downtown Eastside in a coordinated manner. There are three proposed components in the Vancouver Agreement, with the overall goal of bringing health and safety back into Downtown Eastside:

- Community Health and Safety, which includes primary health care, a comprehensive substance misuse strategy, and safety and justice;
- Economic and Social Development, which includes neighbourhood economic and social development and housing; and
- Community Capacity Building, which includes consultation with members of the community and finding ways for the community to meaningfully participate in decisions that affect their lives.

In order to assess the current conditions and emerging trends of the Downtown Eastside communities, the City publishes the annual *DTES Community Monitoring Report*. Information contained in the report includes statistics on demographics, housing, real estate development, social services, health and safety indicators, and crime data.

## The issue being addressed

The Downtown Eastside is one of Vancouver's oldest neighbourhoods and the historic heart of the city. It is a community rich in history, architecture, and culturally diverse. However, in recent years the Downtown Eastside has struggled with many of the complex social and economic challenges facing similar inner city neighbourhoods in other big cities.

As a traditionally low-income neighbourhood, the Downtown Eastside is experiencing an influx of problems such as drug addiction and dealing, HIV infection, prostitution, crime, lack of adequate housing, high unemployment, and the loss of many legitimate businesses.

The 16,300 people who live in the Downtown Eastside account for approximately 3.2 percent of the total population of the City. The average annual family income in 1996 for the Downtown Eastside was \$31,894, and the average individual income in the Downtown Eastside is \$13,232. Sixty-eight percent of the population in the Downtown Eastside is considered low-income.

There are many challenges in attempting to meet the diverse needs of this complex community. This requires balancing competing interests, between the business community, investors, property owners, and the low-income community. The *Downtown Eastside Revitalization Program* recognizes that all orders of Government and the community must work together to address and resolve the complex social and economic challenges facing the Downtown Eastside.

## Contact Information - See Annex A





## 4. Local Government and Poverty Reduction

This report represents an early step in the process of documenting and articulating the role of local government in poverty reduction and social development. The ten case studies are intended to demonstrate ways in which municipal initiatives are putting the necessary mechanisms in place to support and advance the Social Development Agenda.

As a starting point, the report is intended to illustrate the various approaches to poverty reduction currently supported by local governments. While their development contexts and subject matters vary, the ten case studies presented in this report share in common a contribution to poverty reduction through the commitment and active participation of local governments. As outlined in FCM's Poverty Reduction Statement, the starting point for a local governance framework for poverty reduction is the belief that strong local government institutions are necessary to meaningfully address poverty in urban and rural communities.<sup>8</sup> While poverty reduction requires the active intervention and collaboration of senior levels of governments and civil society, local governments play a unique and important role in this regard. This role covers a wide range of sectors and areas of responsibility:

1. Local governments provide much of the basic infrastructure and services necessary to reduce basic physical vulnerability. These include safe drinking water, solid waste and wastewater collection, and emergency services;
2. Local governments play an increasingly visible role in areas such as primary and secondary schooling, early childhood education, and public health care, including HIV/AIDS interventions;
3. Local governments formulate local economic policies affecting the legitimacy of the informal sector;
4. Local governments influence access to land for housing through land allocation, land use planning, and policies impacting on informal development;

5. Local governments contribute to ensuring equal access to justice, law and order through police services and by enforcing measures such as pollution control, labour regulations, and regulations on occupational health and safety;
6. Local governments formulate and establish the conditions for the implementation of "pro-poor" policies and actions; and,
7. Local governments contribute to strengthening local economies, attracting investment and sources of employment.

While they were designed and delivered prior to the introduction of the Social Development Priorities, the five international case studies reflect the ways in which ongoing municipal international cooperation is contributing to future programming in support of social development. Planning processes that facilitate the participation of marginalized groups, particularly women and youth, in municipal decision-making processes are creating the necessary foundations to ensure that municipal governments are capable of listening to these voices. By enabling otherwise disenfranchised stakeholders to shape local development priorities and influence decision-making, participatory governance is also equipping municipal governments with the capacity to design services more relevant and appropriate to the needs of all citizens.

As has been the case in previous municipal international cooperation, future international development related to municipal social development will continue to build on Canadian practice and experience. The five Canadian municipal initiatives highlighted in this report illustrate how local governments, both in Canada and overseas, will contribute to the delivery of sectoral interventions consistent with priorities such as basic health and nutrition, primary education, HIV/AIDS prevention, and child protection.

8 FCM. 2000. Poverty Reduction Statement. Federation of Canadian Municipalities. Ottawa.

**Annex A :**  
**Municipal Contact Information**

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**Community-based Watershed Management**

University of British Columbia  
Centre for Human Settlements  
2206 East Mall, Fourth Floor  
Vancouver, British Columbia, V6T 1Z3, Canada  
Tel: (604) 822-5254  
Fax: (604) 822-6164  
<http://www.chs.ubc.ca/>

Peter Boothroyd, Associate Professor  
Peterb@unixg.ubc.ca

Municipality of Santo André  
International Affairs Office  
Santo André, Brazil  
Tel: (55-11) 4433-0150  
Fax: (55-11) 4433-0115

Jeroen Klink, CBWM Project Coordinator  
jklink@santoandre.sp.gov.br

**Revitalization of el Parque Metropolitano de La Habana**

Canadian Urban Institute  
Suite 400, 100 Lombard Street  
Toronto, Ontario, M5C 1M3, Canada  
Tel: (416) 365-0817  
Fax: (416) 365-0647  
<http://www.canurb.com>

Andrew Farncombe  
International Programs Manager  
cui@interlog.com

Rafael Betancourt  
Representative in Cuba  
rafael.betancourt@ip.etcusa.cu

Julio Reyes,  
Director, Parque Metropolitano de La Habana, Cuba  
pmh@ip.etcusa.cu

**Canada-Africa Municipal Partnerships**

Federation of Canadian Municipalities  
International Centre for Municipal Development  
24 Clarence Street  
Ottawa, Ontario, K1N 5P3, Canada  
Tel: (613) 241-5221  
Fax: (613) 241-7117  
<http://www.fcm.ca>

Basile Gilbert, Deputy Director  
bgilbert@fcm.ca

Francine Proulx, Regional Coordinator for West Africa  
fproulx@fcm.ca

**Housing for All: Hostel Upgrading in South Africa**

Rooftops Canada/Abri International  
#207 - 2 Berkeley Street  
Toronto, Ontario, M5A 2W3, Canada  
Tel: (416) 366-1445  
Fax: (416) 366-3876

Barry Pinsky, Executive Director  
barry@rooftops.ca

**Philippines-Canada Local Government Support Program II**

Agriteam Canada Consulting Ltd.  
10201 Southport Rd. S.W., Suite 890  
Calgary, Alberta, T2W 4X9, Canada  
Tel: (403) 253-5298  
Fax: (403) 253-5140  
<http://www.agriteam.ca>

Alix Yule  
Human Resource Development Specialist  
calgary@agriteam.ca

Federation of Canadian Municipalities  
International Centre for Municipal Development  
24 Clarence Street  
Ottawa, Ontario, K1N 5P3, Canada  
Tel: (613) 241-5221  
Fax: (613) 241-7117  
<http://www.fcm.ca>

Basile Gilbert, Deputy Director  
bgilbert@fcm.ca

Local Government Support Program  
1507 Jollibee Plaza Emerald Avenue  
Ortigas Center  
Pasig City, Philippines  
Tel: (63) 637-3511  
Fax: (63) 637-3235

Rene D. Garrucho  
National Program Manager  
rgarrucho@nwave.net

## **Feeding Montreal**

City of Montreal  
Service des sports, des loisirs et du  
développement social  
Tel: (514) 872-7953  
Fax: (514) 872-7447  
<http://www.ville.montreal.qc.ca/>

Marcel Cajelait,  
Community Development Advisor  
[mcajelait@pe2.ville.montreal.qc.ca](mailto:mcajelait@pe2.ville.montreal.qc.ca)

## **SITE Needle Exchange**

City of Ottawa  
HIV Prevention Program  
People Services Department  
Public Health & Long Term Care Branch  
Tel: (613) 580-2424 ext. 22525  
Fax: (613) 560-6096  
<http://city.ottawa.on.ca/>

Jackie Arthur,  
Needle Exchange Program Project Officer  
[jacqueline.arthur@city.ottawa.on.ca](mailto:jacqueline.arthur@city.ottawa.on.ca)

## **Homelessness Task Force**

City of Toronto  
Social Development Department  
Tel: (416) 392-8238  
Fax: (416) 392-8403  
<http://www.city.toronto.on.ca/>

Eric Gam, Executive Director  
[egam@city.toronto.on.ca](mailto:egam@city.toronto.on.ca)

## **Crime Prevention**

City of Regina  
Social Development Division  
Tel: (306) 777-7990  
Fax: (306) 777-6774  
<http://www.city.regina.sk.ca/>

Elizabeth Sinclair, Senior Policy Advisor  
[esinclai@cityregina.com](mailto:esinclai@cityregina.com)

## **Downtown Eastside Revitalization Program**

City of Vancouver  
Downtown East Side Group, Central Area Planning  
Tel: (604) 873-7040  
Fax: (604) 873-7045  
<http://www.city.vancouver.bc.ca/>

Celene Fung, Planning Assistant  
[celene\\_fung@city.vancouver.bc.ca](mailto:celene_fung@city.vancouver.bc.ca)

## **Annex B : Local Government and Poverty Reduction Resources**

CIDA. Poverty Reduction Policy.

CIDA. Social Development Priorities.

CIDA. Sustainable Development Policy.

CCSD. Urban Poverty in Canada.

FCM. 1999. Local Government Participatory Practices Manual: A Tool Kit to Support Public Participation in Municipal Decision Making.

FCM. 2000. Poverty Reduction Statement. Federation of Canadian Municipalities. Ottawa.

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