



## **Voices from Africa**

**Citizen Score Cards and Shadow Reports from  
Kenya, Uganda, Tanzania, Malawi, Zimbabwe, Ghana,  
Nigeria**

**UN High Level Meeting on  
Africa's Development Needs - 22 September 2008**

**&**

**UN High Level Event on the  
Millennium Development Goals (MDGs) - 25 September  
2008**

## Voices from Africa

The year 2008 is marked as the midpoint for the achievement of the Millennium Development Goals (MDGs). As part of the contribution to the **High Level Event on MDGs** convened by the UN Secretary-General and the President of the UN General Assembly, many national campaign events and activities have been undertaken to generate renewed commitment to fulfil the MDGs, to increase public awareness and to hold governments to account. The campaign and policy advocacy work strives to strengthen people's influence on elected officials and political leaders to enhance political will to accelerate MDG progress in Africa.

**Shadow reports, citizen's score cards and conference communiqués undertaken in 2008 by National MDG Civil Society coalitions in Africa have revealed that poverty, inequality and unemployment continue to destroy the livelihoods of many people on the continent and underline the need for governments to adopt urgent measures that will see them get back on track not only to meet MDGs by 2015, but exceed some of the targets wherever it is possible.**

Major causes identified by all, range from the neo-liberal market-driven policies of governments to tolerance and promotion of self-serving corrupt practices in their own ranks. This has been complicated by their failure to usher in development and diversification strategies to combat poverty and prioritize the creation of decent employment and the right to work, as major components of accelerating progress towards meeting targets set in the MDGs.

Feedback from the Citizens score cards and shadow reports which follow from Kenya, Uganda, Tanzania, Malawi, Mozambique, South Africa, Zambia, Zimbabwe, Ghana, Nigeria, Senegal and Burkina Faso, assert that African governments have unlimited potential to use the rights-based framework in MDGs to implement pro-poor policies that can guarantee sustainable development and poverty eradication. Tremendous progress and potential has been recorded in all goals except one and seven. The two are critical as they affect the capacity of nations to feed themselves and reduce inequality.

## Summary of Policy Demands from Africa

1. African governments must reverse privatization, corporatization and commercialization (cost-recovery) policies, and create national and regional programmes to ensure free accessible and accountable public services including public housing and free education for all, that are essential for their people's well-being and human-based development in order to meet and even exceed targets identified for 2015 in MDGs.
2. African governments must introduce development and diversification strategies to combat poverty and prioritize the creation of decent employment and the right to work, as major components of accelerating progress towards meeting targets set in the MDGs.
3. Governments must develop national plans and accompanying policies with the active and full participation of the unemployed youth, women, small traders, fisher-people and so on.
4. Governments must institutionalize Civil Society Organisations (CSOs) engagement on policy formulation, dialogue, and minimize interference in legitimate Non-Governmental Organisation (NGO) activities targeted at attaining poverty eradication and sustainable development.
5. African governments must develop regional and continental agricultural strategies to secure equitable access to necessary agricultural resources for rural populations especially for women as they are the main producers.
6. African governments must deal with the skewed patterns of land ownership especially against women, and including extensive privatization of land and foreign appropriation.
7. African governments must create, in consultation with rural producers, full governmental support for sustainable and organic (not GMOs) food production for family food security and food sovereignty
8. African governments must create a combined regional response to the current debt burden and aid dependency, in collaboration with civil society, to audit the sources, nature (especially illegitimate and odious debts), scale and their effects on our people especially the most vulnerable sectors such as women;
9. African governments must reject externally imposed IMF/WB SAP-type conditionalities for "debt relief" or aid; and instead base their criteria on full consultations with their own people;
10. African governments must put an end to the continual outflow of financial resources through debt payments, and instead demand reparations for these debt payments and the colonial and neo-colonial plunder of African people and resources.
11. **Trade deficits and capital outflows** are the other forms of financial drainage from African countries. These are created and reinforced by the trade and financial liberalization policies of governments especially those of developing countries. These counter-developmental policies will be reinforced if governments in Africa continue down the road of negotiating so-called Economic Partnership Agreements (EPAs) with the European Union. Thus it was recommended that demand that African governments:
  - Must reunite in the various regional blocs of the African Union and firmly resist the EU's recolonising EPAs; instead of maneuvering separately to get EU trade and "aid support" which is splitting them. The case of SADC, Ecowas and EAC are cases in point.

- Must stop the vast financial outflows from the continent through international financial speculation (gambling), “legal” investor’s transfers, and huge transfers overseas of public money through embezzlement by government leaders.

Finally, African governments must review respective policies in Agriculture, Education and health, including honouring commitments reached at sub-regional and regional conferences to address issues such food security using sustainable strategies and Developing countries must drop conditionalities that diminish policy space and options that would accelerate the attainment of MDGs

From the ensuing MDG shadow reports done by national coalitions participating in the GCAP campaign, it is apparent that most countries will not meet all the targets by 2015. Several factors that include absence of political will and accountability by national governments, inadequate funding, crippling debts and meagre aid from the north are stumbling blocks along the MDGs road.

All reports indicate that progress would have been phenomenal if governments had developed such policies with the active and full participation of the unemployed youth, women, small traders, fisher-people and so on.

In some countries, the United Nations Country Teams (**Shadow reports, citizen's score cards, conference communiqués and poverty hearings undertaken in 2008 by National MDG Civil Society Organisation coalitions in Africa** have revealed that **poverty, inequality and unemployment continue to destroy the livelihoods of many people on the continent and underline the need for governments to adopt urgent measures that will see them get back on track not only to meet Millennium Development Goals (MDGs) by 2015, but exceed some of the targets wherever it is possible.**

) have proposed a way for allowing extensive consultations in monitoring the tracking of MDGs. Many countries have taken this modus operandi on board to prepare the official MDG country report. The nature of governance (the capacity, quality and representativeness of government), and history of given countries have permanently placed civil society on a collision path with government hence their viewing of official consultations with suspicion. In South Africa, civil society feels left out and stresses that "*unilateralism undermines not only the democratic process of governance but also the prospects for working collectively for a just society*".

It is therefore important that governments institutionalise CSO engagements and minimise interference in legitimate NGO activities targeted at attaining poverty eradication and sustainable development.

**All reports show that in Africa, Food Insecurity and Hunger** is the other compelling evidence of the growth of poverty in large sectors populations and the undermining of secure rural livelihoods. Of the many measures required, it was demanded those African governments:

- Must develop regional and continental agricultural strategies to secure equitable access to necessary agricultural resources for rural populations especially for women as they are the main producers.
  - Must deal with the skewed patterns of land ownership especially against women, and including extensive privatization of land and foreign appropriation.
- Must create, in consultation with rural producers, full governmental support for sustainable and organic (not Genetically Modified Organisms GMOs) food production for family food security and food sovereignty.

**The reports note that Health crisis and social insecurity** are central aspects of the poverty and increasing suffering of large numbers of our people especially the disproportionate numbers of women affected by HIV and AIDS personally and as nurturers of their families and the growing numbers of orphans. This requires free Antiretrovirals (ARVs) and special grant and food support.

The above situation will be reversed if governments in Africa:

- create a strategy for universal access to free quality health care as a right for all, especially for the most vulnerable sectors of our people such as those who are differently abled;
- stop the practice of government leaders using public funds for health treatment overseas;
- Ensure the training/retraining of health personnel and their just working conditions and remuneration.

**Privatization of services**, above all health, water and other social services removes these from the people, especially for women and children, and undermines the services provisions that are necessary for national development (such as in public transport and affordable, secure public housing).

In this context, campaigners from Africa commit ourselves to further mass campaigns to reverse this privatization, corporatization and commercialization (cost-recovery) policies, and will pressure governments to create national and regional programmes to ensure free accessible and accountable public services including public housing and free education for all, that are essential for their people's well-being and human-based development in order to meet and even exceed targets identified for 2015 in MDGs.

**Debt burdens and aid dependency** continue to contradict the obligations of African governments and their responsiveness to their citizens' needs, because they are under the control of creditor banks and financial institutions, above all the International Monetary Fund (IMF) and World Bank, and donor governments. These constrain or dictate what policies governments can or should follow.

Thus it was recommended that governments in Africa:

- create a combined regional response, in collaboration with civil society, to audit the sources, nature (especially illegitimate and odious debts), scale and their effects on our people especially the most vulnerable sectors such as women;
- reject externally imposed IMF/World Bank SAP-type conditionalities for "debt relief" or aid; and instead base their criteria on full consultations with their own people;
- Put an end to the continual outflow of financial resources through debt payments, and instead demand reparations for these debt payments and the colonial and neo-colonial plunder of African people and resources.

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- Must reunite in the various regional blocs of the African Union and firmly resist the EU's recolonising EPAs; instead of maneuvering separately to get EU trade and "aid support" which is splitting them. The case of Southern

African Development Community (SADC), Ecowas and EAC are cases in point.

- Must stop the vast financial outflows from the continent through international financial speculation (gambling), "legal" investor's transfers, and huge transfers overseas of public money through embezzlement by government leaders.

Countries like Ghana have long been considered as star performers in sub-Saharan Africa but the country still faces significant challenges in addressing issues affecting Ghanaians especially the youth. Various coordinated policies are being pursued in the hope of making substantial progress in approaching the set targets of the MDGs if not attaining the excellent 100% score.

Finally, African governments must review respective policies in Agriculture, Education and health, including honouring commitments reached at sub-regional and regional conferences to address issues such food security using sustainable strategies and Developing countries must drop conditionalities that diminish policy space and options that would accelerate the attainment of MDGs.

## Highlights from case studies

### **“Make our money work for us,” the case of Nigeria**

The case of Nigeria combines many challenges faced by many African countries. As found out in this research, the challenges of eradicating poverty in Nigeria are, largely on the side of governments: operation of a mono-economy that ossifies job opportunities; low political will; misplaced priorities by different levels of government; poor management of resources; and lack of transparency and accountability. Others are: unproductive public investment in social sector issues such as health, education, water and sanitation; weak industrial base; weak political governance exacerbated by the effects of corruption; and unwarranted compliance by government to conditionalities imposed by International Financial Institutions. The contribution of extractive industries especially oil and mineral exploitation to already impoverished socio-economic conditions of the communities where they operate is inexplicable. The challenges of eradicating poverty are worsened by limited and conditional aids coupled with lack of trade justice on the part of rich and developed countries giving grants-in aids.

With per capita income falling significantly to about \$300 between 1990 and 2000, but rising to US\$752 in 2007, 53.6 per cent of Nigeria's over 140 million people are still living below poverty line indexed as persons earning below one US Dollar per day according to the World Bank. 78% of these 75.6 million poor Nigerians are living in rural areas while 67% of women in Nigeria are poor.

Poverty in Nigeria has declined from over 70% that it was few years ago to about 54% now. However, people still continue to suffer pronounced deprivation even as NEEDS reforms and the oil boom continues while large numbers of the poor Nigerians are trapped in chronic, long-term poverty that is transmitted from generation to generation.

In spite of the recent increase (though inadequate) allocation to education, illiteracy rate is as high as 75% in some states while lack of quality teachers (female teachers) threatens the UBE programme. Hitherto over 43 per cent Nigerians cannot read or write and 60 percent of these are women. Enrolment, retention and completion are still a major concern in the country, as reflected in the number of children (10 million) still out of school. From gender perspective, Nigeria is one of the 90 countries around the world that have missed the 2005 gender MDG disparity in education enrolment. Compared to boys, girls face many constraints in their attempt to access and benefit from education.

Health indicators are among the worst with infant and maternal mortality rates consistently increasing. As at 2007, Nigerian infant mortality rate stood at 100 per 1,000 live births while in 2006 it was 77/1000. If the target of Goal 5 is to reduce by three quarters, between 1990 and 2015, the maternal mortality ratio, there is much doubt on meeting the target of about 75/100,000 compared to the present 1000/100,000 ratio.

The issue of provision of water supply and sanitation, rural electrification and urban housing and roads are only read on the pages of newspapers as 90% of on-going road projects in 50% of the states are World Bank Assisted. The major afflictions of many states are unemployment, water scarcity, wide spread open defecation and bad roads which remain death traps and are full of potholes. The people have to

contend with the situation as they are helpless. Governance is all about people being happy, but since virtually everybody is unhappy with the governance in almost all the states that this study took us to, that means those state governments have failed. Hope we are not heading towards anarchy where nothing will work except the break-down of rule and order.

Consequently, it appears from the information available and the review of the MDG targets across the geopolitical zones, that Nigeria cannot attain the MDGs by 2015. This is particularly apparent in the face of huge gaps in gender inequality, growing marginalisation of the poor in the access to resources, low political will at the sub national level to address poverty concerns, misplaced priorities by different levels of government and the inefficient management of the budget. Nigeria cannot meet the 2015 target in the face of the ongoing exclusion of grassroots participation in programmes, poor management of resources, lack of transparency and accountability, weak industrial base, lack of trade justice, corruption, impoverisation, executive misrule and other accompanying ills.

In order for poverty reduction interventions to achieve their objectives, all expenditures need to be monitored and budgets should be centered on the issues of poverty.

In order to meet the MDG deadline and accomplish the targets, there is need for increase spending on infrastructure and social services and such funds tied to the achievement of the MDGs.

To rigorously address the issue of infrastructure which will enable the poor to find and improve their livelihoods, government should not merely declare a state of emergency on energy, it should also overhaul Power Holding Company of Nigeria (PHCN) while culprit officials both serving or out of service should be brought to book not minding whose ox is gored.

In order to give room for gender equity and protect the political right of women (and children) and stop feminization of poverty government should as a matter of urgency consider immediate domestication of Committee on the Elimination of Discrimination Against Women (CEDAW), Protocol to African Charter on Human & People's Rights and similar instruments.

Government should reform the Electoral Laws and the Constitution of the Federal Republic of Nigeria to reflect current realities and the wishes of the peoples that form the constituent parts.

In Nigeria the research concludes that "Together we can achieve and exceed the MDGs target, together we can kick poverty out of our community and country, and together we can make project Nigeria work but let the governments at all levels "make our money work for us".

In capturing citizen's perception of government's effort, 43.4% of the respondents think that the government is still on course in the quest to reducing by half the proportion of people living on less than a dollar a day. 27.7% also see that the government has missed its route in achieving MDG 1, that is, they have left the course of achieving this particular task. 15.2% said they were not sure and 13.7% said that the government has advanced in reducing by half the proportion of people living on less than a dollar.



## Voices from Malawi

*“What? MD...what? I already have my own political party, and I don’t need your MDG party. Simply wait for election time.”* Citizen of Machinjiri, peri-urban area of Blantyre, Malawi.

*“They always spend time discussing political issues and they forget our poverty and daily welfare”* - Citizen of Ntchisi district, one of the pockets of poverty in Central (rural) Malawi.

*“If it were not for some selfish people who come as commercial traders to buy our maize and other agricultural produce at exploitative prices, we should have graduated out of poverty some years ago”* - Citizen of Blantyre city, Malawi.

*“They always set their development goals in our absence as women, and we only hear the men talking about them [the MDGs]. They use us as development puppets, for justifying their funding proposals”*- Female civil society gender activist, Lilongwe, Malawi.

Several efforts have been made on the development policy front by the Malawi government towards the alleviation and reduction of poverty. A number of these policy paradigms carry with them the resonance of targets which are embedded in the MDGs. In 2002, Malawi government launched the Poverty Reduction Strategy Paper (PRSP) which aimed at reducing poverty through sustainable pro-poor economic growth, improved human capital development, improved quality of life for the most vulnerable, and creation of a conducive governance environment.

Citizens have ranked the progress made towards each MDG under implementation by the Malawi government using the following scale: Poor, Satisfactory, and Very Good. This was administered using a simple Report Card developed by the Millennium Campaign. This is a standard report card which is also being used in other countries that have undertaken a similar approach to evaluating progress made their governments. A total of 13, 254 report cards were randomly administered to citizens of Malawi across the country. These were male and female, rural as well as urban peri-urban based, with ages ranging from 10 years old to 90 years old.

**General Observation:** Citizens say that there is **satisfactory** progress currently being registered by the Malawi government and development partners towards the attainment of all the 8 MDGs. Secondly, the survey reveals a significant number of citizens who say that there is **Very Good** progress towards attainment of the MDGs, while a minority of the citizens says that progress is **Poor**. However, there are more citizens that are less satisfied with progress towards the MDG on environmental sustainability when compared with the other goals.

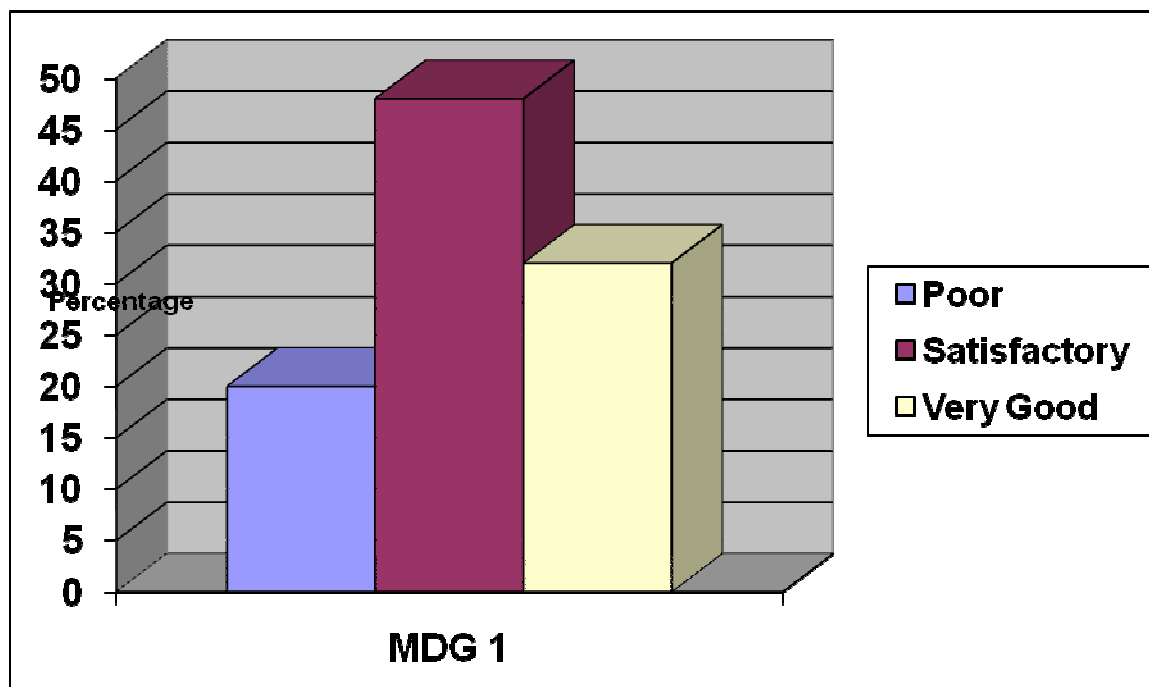
In terms of MDG 5, improving maternal health, the perceptions of citizens are opposite to trends being projected by Malawi government. While Government thinks that this is one of the MDGs where progress is likely to be unattainable, surprisingly the majority of the citizens (54 percent, and the highest in this range) say there is satisfactory progress towards improving maternal health. In addition, 32 percent of all respondents say that there is very good progress and that only 13 percent claim that progress is poor.

This is against official statistics that from the year 2004, there has been a marginal decline to 984 deaths per 100,000 live births from 1,120 deaths per 100,000 live births in 2000. This improvement was sustained in 2006 with a decline to 807 deaths per 100,000 live births. Despite this progress, the projection reveals that Malawi will not achieve the desired target of 155 deaths per 100,000 live births as it will attain 338 deaths per 100,000 live births. The country is also off track in reaching the target of all births being attended by skilled birth personnel. Deliveries conducted by a skilled attendant are expected to increase to 72 percent by 2015 which falls short of the MDG target, according to Malawi government projections.

### Malawi’s miracle on Eradicating extreme poverty and Hunger

In terms of Goal 1: Eradicating extreme poverty was set with two main targets focusing on poverty and hunger. The majority of respondents (48 percent) say they are satisfied with progress that is being made under this goal. This is followed by a considerable proportion (32 percent) who feel that there is very good progress currently being made in attaining the first MDG. On the other hand, the minority of the citizens (20 percent) say that there is poor progress being made towards eradicating extreme poverty and hunger in Malawi.

Chart 1: Proportion of citizens satisfied with MDG 1



These perceptions are in perfect harmony to claims made by the Malawi government recently, that, for example the poverty head count has shown a decline from 45 percent in 2006 to 40 percent in 2007, and also that the poverty gap ratio has been declining from 18.6 percent in 2000 to 17.8 percent in 2006 although there is more effort needed in reducing the poverty gap ratio.

The views and opinions of the citizenry could in part be attributed to recent efforts by the Government of Malawi, which with support from development partners have paid additional attention to agriculture and food security as the mainstay of Malawi economy. In 2004, the agricultural sector was characterized by chronic food deficits and this resulted in perpetual food insecurity. In addition, the country did not have sufficient seed, particularly maize and relied heavily on seed importation. In 2006, the MGDS made food security a priority among the six development and social sector priorities.

The perceptions of the citizens could strongly be related to interventions introduced by the Government of Malawi which are in direct interaction with the local population. These include the agricultural input subsidy programme since 2005/2006 planting season to date. The Programme aims at improving affordability and accessibility of fertilizer and seeds to poor smallholder farmers for them to have food security and income generation. This led to increased production of maize to 2.6 million metric tonnes in 2005/2006 and 3.2 million metric tonnes in 2006/2007.

Thus for the first time in over two decades, Malawi had food surplus. However while the country has continued to register food surplus even close to 500 thousand metric tonnes in 2007/08, not all deserving citizens are able to access the maize. This is mainly due to operations of market fundamentals which have led to private traders taking advantage of the surplus to promote purely profit motives and thereby creating artificial scarcity.

The high levels of popular satisfaction with MDG 1 is also in direct reference to fertilizer operations where in the 2007/2008 fiscal year, Government distributed to over 1.7 million beneficiaries, some 170,000 metric tonnes of both maize and tobacco fertilizers alongside 8,000 metric tonnes of hybrid and open pollinated seed varieties. This subsidy programme was also extended to 200,000 cotton growers who received coupons for the subsidized cotton seed and chemicals for pest control.

Recent pronouncements by the Government of Malawi that it has reduced the retail price of subsidized fertilizer from K900 to K800 per 50kg bag could be a source of further satisfaction especially to the 80 percent of the (mostly rural) population which relies on agriculture for livelihoods, creating more reasons for citizens to believe in the likelihood of the Government of Malawi to attain the MDG of eradicating poverty and hunger in Malawi. However, this is not without current challenges facing the actual implementation of the subsidy programme where targeting continues to be problematic. In addition, the country continues to experience post harvest maize grain losses of about 40 percent due to pests, weevils and poor storage facilities.

Citizen satisfaction with MDG 1 could further be ignited by efforts by the Government of Malawi to dealing with the challenges, which include construction of a 20,000 metric tonne silo complex in Mangochi in September 2007 and the construction of new silos under way in Mzuzu (north Malawi) and Luchenza. In addition, Government, with support from the Food and Agriculture Organization (FAO), is also fabricating small metallic grain storage facilities to improve grain storage among the rural communities. A total of 600 such metallic silos have been constructed.

Other possible sources of citizen satisfaction are in the livestock and poultry production sector which registered positive performance since 2004. For instance, cattle population increased from about 764,000 in 2003/2004 to 892,300 in 2007/2008 whereas the pig population increased from 477,860 in 2003/2004 to 1,104,000 in 2007/2008 and poultry production rose from 9.5 million in 2003/2004 to 12.2 million in 2007/2008. This has resulted in a decline in the importation of poultry, as well as beef and dairy products into the country.

## The Experience of Ghana

Whilst Ghana, has enjoyed relative political stability, the country has over the years depended on its major key exports products such as cocoa and gold whose pricing are determined externally. The country has not been spared of the global economic crisis that has forced many countries to develop and skim lot of ways to curb and save the countries from collapsing through poverty and hunger. Compelled by these forces, and population growth (with increasing dependency ratio and youthful population) exerting pressure on provision of social services and infrastructure, Ghana Government, through its relentless efforts integrated the MDGs into the national development policy framework known as Growth and Poverty Reduction Strategies (GPRS) I and GPRS II spanning the periods 2003-2005 and 2006-2009 respectively.

Although, Ghana has long been considered a star performer in sub-Saharan Africa<sup>1</sup> the country still faces significant challenges in addressing issues affecting Ghanaians especially the youth. Various coordinated policies are being pursued in the hope of making substantial progress in approaching the set targets of the MDGs if not attaining the excellent 100% score.

In capturing citizen's perception of government's effort, 43.4% of the respondents think that the government is still on course in the quest to reducing by half the proportion of people living on less than a dollar a day. 27.7% also see that the government has missed its route in achieving MDG 1, that is, they have left the course of achieving this particular task. 15.2% said they were not sure and 13.7% said that the government has advanced in reducing by half the proportion of people living on less than a dollar.

The following sums up some specific comments:

*"almost every day, I hear politicians talk about having reduced poverty in Ghana but this does not reflect in my pocket" - Paul Minta, Auto Mechanic, Cape Coast*

*"I think poverty has only reduced among the big people at the offices. Look at me: I have to sell on the street whether rain or shine to feed my child." - Yakua, Accra*

Though statistical data shows moderate decline in poverty, yet inequality is perceived to persist among citizens.

## **Localising MDGs in Tanzania**

Since Tanzania acceded to the Millennium Declaration it has produced a series of reports on the progress towards the attainment of the MDGs, the most significant are the 2006 MDG implementation report and the MKUKUTA Annual Implementation Reports (MAIRs).

All of the above mentioned report present the official picture therefore tend to paint a rosy picture of Tanzanian's progress in regard to implementation of the Millennium Declaration and attainment of the goals set therein.

Frankly speaking the real people who are the poorest of the poor say nothing is being done to improve their condition largely to the fact that the government has failed to translate the achievements at the macro level into sustainable development at the grassroots level.

Together with the demand for further rolling out IFMS to LGAs, simplifying the intergovernmental transfer system, and improving reporting on LGA finances. However significant improvement in these areas is still needed, which will included the formation of multi-stakeholders MKUKUTA monitoring structure at the LGA level just as it is at the national level. Associated to this is the need to strengthen the local government budget planning and execution which remains weak. An immediate action would be to increase the capacity of the councillors in scrutinizing the LGA implementation of MKUKUTA and spending.

Immediate actions need to be taken as at yesterday, in term of availability on information on the evolution of poverty indicators due to the lack of recent income and consumption data at the household level. Both the Tanzanian government and the CSOs have not been prompt in producing their MDGs reports because of the late production of the House Hold Budget Survey for 2008.

Poverty Social Impact Analysis and general citizenry perspectives indicate that reduction of income poverty might have been marginal due to the relatively modest growth in the agricultural sector; this is due to the presumption by the Tanzania population that indicators for income poverty correlated with reduction in rural poverty.

### **Improved Quality of Life and Social Wellbeing**

Most indicators of social wellbeing and quality of life have recorded a slight improvement in the period under review.

#### **Education**

A case in point is the in education were Tanzania has made good progress towards achieving universal primary education, with a significant increase in primary enrolment, and is now facing the need to expand secondary, as well as tertiary education. However, public service delivery assessments and Public Expenditure Surveys in education show that government has not been very keen on the quality aspects of education. This can be evidenced by situations in rural Tanzania were the teacher student ratio in some school is 1 teacher to 110 pupils.

We are grateful that even the MAIR recognizes that the large increase of enrolment rates raises two major challenges: safeguarding of education standards and quality at all levels, and managing the expansion of school facilities.

Therefore, we cannot whole heartedly say that government is doing very well in realizing the MDGS Goals related to education. However, this is one area where we can say the Tanzania government, if it improves the quality aspects seem to be on track to attaining the MDGs.

## **Health**

If there is an aspect of MKUKTA where the government has performed badly it is in the health sector, this is characterized by worsening trends in maternal mortality, as well as the snail pace implementation of the National HIV/AIDS strategy. A clear indicator for this is the increase in maternal mortality is due partly to slow progress in improving referral care and hospital reforms, as well as difficulties created by continuing high levels of malnutrition and HIV/AIDS complications.

Despite the general health indicators improved, with under fives mortality declining from 155 to 112 between 1999 and 2005, failure by the government effectively material health and the impact of HIV/AIDS pandemic on the health status of the majority of poor Tanzanians makes the general public and other poverty observers dismiss as poor the governments performance on the health related MDGS.

## **Governance and Accountability**

The government's sustained effort towards what is envisaged to be a comprehensive program of reforms in key governance areas continues to face key challenges in this area notably with respect to weak domestic accountability, corruption, uneven implementation and weak coordination of the core reforms, and wavering commitment to decentralization. While we welcome the government's intention to advance public service reforms by focusing on results and accountability seem to have borne fruit. Still much needs to be in terms of follow-up on audit recommendations.

Domestic accountability if government can hasten action taken on the case of graft this includes the ongoing investigations into highly visible cases of possible wrongdoing, such as alleged improprieties with the management of the external payments arrears (EPA) account by the BoT.<sup>2</sup> Appropriate follow-up to these investigations is critical.

While we welcome the government's efforts in putting in place a number of mechanisms that will contribute to better control of corruption. The new Prevention and Combating of

Corruption Act, enacted in 2007, expanded the number of corruption offenses. The Strengthening of the Prevention and Combating of Corruption Bureau and the enactment of the Public Procurement Act has resulted in a significant increase of the number of cases reported. Audits by the PPRA of procurement practices at 20 spending agencies were published and highlighted the need for additional progress in this area. The National Anti-Corruption Strategy and Action Plan (NACSAP II) was launched in December 2006.

Still apart from the Parliament forced resignation of the Prime Minister none of the grand corruption cases have been taken to court. In this respect government is seem to be a toothless dog when it come to dealing with corruption which is entrenched in deep in the basement of government offices.

Another challenge in terms of governance and accountability is that MKUKUTA does not put in place very clear indicators and targets for monitoring good-government. The statement of the governance is more a statement of intent than targets; therefore it is difficult to score the government's performance in this respect.

### **Issues that need immediate attention**

The CSO is appreciative of the Tanzanian government's relentless efforts towards realization of the goals and target set out in MKUKUTA, which provides a comprehensive guide for poverty reduction actors in Tanzania, but government can do better if it proves its performance in the areas which follow;

- a) Strengthening monitoring and evaluation systems and budgeting and planning processes, including the MTEF and analysis of alternative scenarios;
- b) Sustaining the efforts to tackle corruption and enhance governance;
- c) Focusing efforts on drivers of economic growth, notably by enhancing agricultural sector performance, addressing identified weaknesses in the investment climate including public infrastructure -, and improving natural resources management;
- d) Strengthening fiscal intergovernmental relations and LGAs capacity;
- e) Addressing the human resources shortages in key services sectors; and
- f) Implementing prudent macroeconomic policies that achieve stated objectives for economic stability.

## **Going beyond the Government Report: Uganda**

Each of the countries has its own country-specific development framework. In the case of Uganda it has been the Poverty Eradication Action Plan (PEAP). In this regard, MDGs are not another development framework, set somewhere in New York, but a tool a country can use for analysing its own development goals and score itself against internationally agreed standards. This is particularly important as MDGs reflect UN Conventions and Declarations, such as the United Nations Declaration of the Right to Development, UN Convention of the Rights of the Child, International Convention on Economic, social and Political Rights, Convention on the elimination of all forms of discrimination against women, etc. to which Uganda is a signatory.

UNDP, in collaboration with the government, is the official “score keeper” for MDGs (UNDP 2007) and it has just issued the second report for Uganda, “Millennium Development Goals: Uganda’s Progress Report 2007”.

Other players such as civil society make input into the reports produced at country level. However, since these reports, though robust in their analysis, lean more towards the official perspective of the score card, for ensuring that the reports portray a more comprehensive picture of what is obtaining in the country, civil society considers it pertinent to prepare this shadow report. And this is not the first time for it to do so: In 2005, in a report titled “A Long Way to Go”, civil society gave its own assessment on the progress and challenges of obtaining MDGs in Uganda. Prior to that, in 2003, it produced a chart showing how PEAP and MDGs targets compare. In it, it was evident that on some targets PEAP was more ambitious than the MDGs. There have been civil society thematic reports on almost all MDGs, particularly those by Uganda Sustainability Watch whose report focuses on Goal 8, evaluating the Global Partnership on Aid, Trade and Debt in Uganda.

Furthermore, there has been a new initiative on the “Localization of MDGs” which UNDP has undertaken in collaboration with the Uganda National NGO Forum and the two local governments and civil society networks in the districts of Kasese in Western Uganda and Soroti in the East. This report draws on the experience arising from this initiative in respect of lessons that might be learned to accelerate the realisation of MDGs.

### **Way forward**

Address lack of consensus on future policy direction in Uganda.

Turn the ‘stubborn’ indicators of Infant and Maternal Mortality into performance indicators for political and technical servants.

Make UPE compulsory, remove non tuition burdens on the poor, improve quality of education and increase immunization against childhood diseases. For hard to reach areas, make UPE implementation more responsive to local needs.

Ensure national resources such as oil and public good services are shared equally and delivered efficiently

Address the data issue. The Community information System should be strengthened to collect, manage and utilise information for improved planning and monitoring of development programmes at that level.

De-politicize, professionalize and strengthen the Education Standards Agency

Lessons from the millennium campaign and localization of MDGs strongly suggest that to move MDGs forward requires overcoming citizen apathy, so that those directly affected by non-attainment of MDGs make direct demands on and hold to account those responsible for public policy development and implementation.

Use various initiatives such as Uganda Governance Monitoring and GCAP to address Citizen Apathy and motivate the population to fight corruption and demand for good governance in all aspects of national life.

Monitor the progress of initiatives such as the Millennium Village and the Social Cash transfer pilots

## Gains and setbacks in Kenya

The CSO report comes in the backdrop of gains and setbacks experienced especially in January, given the post election violence and destruction that the country underwent in early 2008 following a disputed election. In the lead up to the dispute, Kenya had made progress towards attaining MDGs and the fight against poverty. The country had surpassed the Goal 2 and 3 indicators and the poverty levels fallen from 56% to 46% in just five years. The dispute and the resultant violence and destruction presented a dent to these achievements as they drew both government and international community's attention away from MDGs and poverty issues into those of peace-building and emergency relief. The negative turn of events may eventually negatively impact on the nation's efforts to achieve the MDGs by 2015.

The 2008 Shadow Report shows that CSOs are aware of government efforts to attain the MDGs in Kenya. Similarly, Kenya is on track to attain a number of Goals among them UPE, Gender Equality and Women Empowerment and Child and Maternal Mortality. Other Goals such as Eradication of Extreme Hunger and Poverty and Ensuring Environmental Sustainability are however off-track. In a number of Goals, achievements in different targets and indicators are varied, thus calling for a shift in the monitoring focus away from the Goals in general to particular targets and indicators for greater effect in monitoring. The establishment of the MDGs Unit within the Ministry of Planning, National Planning and Vision 2030 has been of great benefit in terms of providing direction for attainment of MDGs in Kenya. Amongst its achievements have been mainstreaming MDGs within the national development process, sensitizing planners in government ministries on MDGs and coming up with a criterion that ensures that at least a number of initiatives in various ministries are MDGs or core poverty related. This has increasingly seen Ministries prioritize MDGs-related activities in their policies and budgets.

Although not so explicitly, the government recognizes that CSOs are important players in ensuring the attainment of MDGs. It believes that CSOs have capacity in policy formulation and contributing to MDGs budget, awareness creation, sensitization, community mobilization, monitoring, evaluating and auditing of government efforts in MDGs and acting as whistle blowers on graft. However, for CSOs to actively grab this space, they would need to be better organized amongst themselves.

In terms of achievements made in particular Goals, the government believes that Kenya is on course to achieving the MDGs. A number of Goals, particularly Goal 1, Eradication of Extreme Hunger and Poverty, Goal 7, Ensuring Environmental Sustainability and Goal 3, Promoting Gender Equality and Empowering Women are difficult to achieve because they may require interventions that are out the scope of government to influence.

Efforts by government to attain the MDGs are largely known to the CSOs. CSOs are happy with efforts in a number of Goals among them UPE, Gender Equality and Women Empowerment and Child and Maternal Mortality. They are however not optimistic on other Goals such as Eradication of Extreme Hunger and Poverty and Ensuring Environmental Sustainability, meaning that government efforts in the Goals need to be greatly improved. A number of Goals have elicited mixed reactions, especially when considering the responses their indicators and targets elicit.

Combating HIV/AIDS, Malaria, TB and Other Diseases for instance has had different reactions, with respondents expressing confidence in efforts to contain HIV/AIDS but not in those meant to contain Malaria and other diseases. The implication of this is that shifting focus away from the general Goals to specific targets and indicators within the Goals may be more helpful in getting the actual picture of what CSOs think about government efforts towards attaining MDGs.

On the overall, CSOs felt that to improve and fast track progress towards attainment of the MDGs, collaboration with CSOs and the private sector in order to exploit the full potential the two sectors possess would be of great help. According to both government and CSOs sources, the strength of CSOs lies mostly in sensitizing the general populace on MDGs, which the government should explore in its attempt to spread knowledge of the MDGs. The private sector on the other hand can avail resources needed to fund development projects that address MDGs targets and objectives. A respondent suggested that in order to fully appreciate CSOs contribution, government would need to strengthen some of its grassroots institutions such as the District Development Committees (DDCs) and train its cadres in advocacy.

CSO involvement and corporate social responsibility should both be encouraged for example to ensure that businesses do not pollute the environment. Policies should be bottom-up to encourage participation and feedback. There is need for more feedback mechanisms to be put in place by the government when policies have been formulated. The Government should look at CSOs in terms of equal partners and involve them at all levels of policy making. On the other hand, CSOs would need to be better organized to approach government as a collective entity for them to receive recognition from government. Thus there is need for CSOs to work together amongst themselves before they approach Government as a single entity. Formalization of processes of interaction between government and CSOs needs to be done. There is also need for government to make CSOs participation consistent. There is need for proper partnerships to be formulated between the government, CSOs, and International organizations such as the UN, EU & AU to mobilize resources directed towards the achievement of the MDGs. The general public should also be educated and sensitized on what is their role and contribution on MDGs.

## MDG progress in Zimbabwe

Civil society organisations have over the years had a contrasting relationship with the MDGs. Sectors such as the feminist movement have out-rightly voiced their disagreement with the minimalist orientation of the goals and so too have youth and people living with disabilities charged at the absence of goals directly related to their plight. Yet in spite of these ostensibly legitimate reservations, civil society in Zimbabwe has variously embraced the MDG as a sphere of struggle to accentuate the ongoing struggles for development, human rights and democracy in Zimbabwe. In particular civil society finds resonance with the Millennium Declaration in so far as it establishes the linkage between human rights and development and the opportunities that the goals present for citizens to hold leaders accountable to their development commitment. To this extent the civil society interface with the MDG has been in terms of advocacy efforts to hold leaders accountable and to push for greater efforts at all levels to achieve the goals.

In light of the opportunities presented by the MDGs to enhance civil society struggles and campaigns, several strides have been made to orient MDG processes towards the realities of the local context and the broader need to address the underlying, structural and root causes of the blockages to their realisation in Zimbabwe. The following key premises continue to guide civil society participation in the MDG process:

- That civil society in Zimbabwe has through the MDGs an unprecedented opportunity to join with the global community in the fight against poverty. [The MDGs have been endorsed by civil society as an effective development manifesto that could serve as a legitimate point of reference for civil society participation in development processes as well as a basis for advocacy and social action for the removal of the obstacles that hinder the achievement of the goals]
- The MDGs need to be localised into national policies, legislature and development praxis through the collective definition of inclusive national development strategies that are supported by national indicators and accountability mechanisms.
- That national policy frameworks and monitoring mechanisms will only yield progress towards achieving the MDGs if the longstanding deficits in political will towards their achievement is rectified
- That local initiatives and strategies to eradicate poverty and achieve the MDG need to be juxtaposed to broad reforms at the international level to restructure the global trade system, provide systematic and sustained debt relief as well as increase the volumes of and quality of international development assistance.

The UN Global MDG report 2005, whilst presenting some hard facts about the state of affairs in sub-Saharan Africa also makes some contestable assumptions around the MDGs framework. *"The MDGs...have become globally accepted benchmarks for broader progress, embraced by donors, developing countries, civil society and major development institutions alike"*. Yet in Zimbabwe, only a few agencies are receiving funding specifically to support MDGs achievement! All our indicators are hovering around the red zone (negative trends) with only some progress being

measured in some of the myriad HIV and AIDS, TB and Malaria statistics we see published, as well as in gender (despite recurrent surges in gender based violence and talks of a 'glass ceiling' for our recently appointed female vice president). We have tried to balance what statistics say, and have used a diversity of sources in our discussions. Despite the call to collaborate in the governments 2004 report, efforts remain fragmented, unsupported and within an ever decreasing operational space.