



Rights-based Municipal Development Programme, RMAP_2006

PROGRAMME BRIEF
&
EXECUTIVE SUMMARY

PROGRAMME BRIEF



1. BACKGROUND

A broad consensus emerged that human rights and development are merely two aspects of the same endeavour. Accordingly, many developed and developing countries have been coming up with national human rights action plans and other targeted initiatives that look at development through the human rights lenses. These plans are based on equal recognition of citizens' civil, political as well as economic, social and cultural rights; they use human rights as a yardstick in shaping future development and addressing the root causes of poverty.

2. UNDP RMAP_2006 CHARACTERISTICS

Against this background, the Rights-based Municipal Development Programme, RMAP_2006 carries out rights-based (RB) assessments, development planning and implementation of priority projects in selected municipalities in BiH by using the international and domestic human rights framework as guidance in identifying priorities and crucial development interventions.

UNDP RMAP_2006 is unique as it addresses the grassroots issues by assisting the lowest government tier – municipalities - in formulating RB development plans as well as providing technical assistance and seed funding for implementation of priority projects and measures. At the same time, UNDP RMAP_2006 is truly innovative as it has pioneered and tested the working methods and tools applied in the course of the programme for putting RB development in practice at the municipal level in BiH.

Introduction of a RB approach in the assessment and planning process at the local level has the inclusion of marginalized groups in focus, while aiming to initiate constructive dialogue between majority and minority population in joint decision making on priorities for development. Fostering dialogue and a joint future perspective is of particular relevance for BiH where, due to the war, many municipalities are fragmented along ethnic lines and communication between different groups is still weak. This is also documented in the findings of the Early Warning System survey conducted by UNDP which clearly points out that mistrust between population groups prevails to a significant extent and that reconciliation has not made much progress in BiH.

The UNDP BiH Country Programme Action Plan (CPAP) for 2005 – 2009 defines the RB approach as an underlying principle for support in achieving MDGs that have been specifically tailored to BiH. The UNDP RMAP_2006 in this regard presents practical and sustainable ways how to localize the Millennium Development Goals (MDGs) in BiH.

By facilitating participatory local assessment, planning and implementation of priority projects, UNDP RMAP_2006 programme not only assists municipalities in developing a structured approach to tackle local development challenges and persisting poverty, but moreover actively encourages dialogue between nationalities and sets the foundations for rebuilding of trust and reconciliation between citizens at the local level.



3. UNDP RMAP_2006 PROGRAMME: EVOLUTION, PHASES & COMPONENTS

As an undertaking initially focusing on municipal assessment and analysis only, RMAP was developed by UNDP Bosnia and Herzegovina (BiH) in partnership with the Office of High Commissioner for Human Rights (OHCHR) and the BiH Ministry for Human Rights and Refugees (MHRR) in 2002. Its first phase was completed in mid 2004.

As results of this phase, the Consolidated Municipal Assessment Report, highlighting common trends and crucial shortcomings, as well as 20 individual Municipal Assessment Reports were published, providing a critical and detailed overview of the human rights and development situation in BiH. Furthermore an innovative and fully fledged Methodology on RB assessment was developed and promoted¹.

By using the assessment reports as a basis and in order to assist national stakeholders in actively addressing development and HR shortcomings, RMAP, in cooperation with the MHRR, was extended to include a planning component in 2004. In the subsequent project phase 2004/05 RMAP successfully facilitated the creation of 13 local development strategies in the municipalities of Odzak, Orasje, Srebrenica, Zvornik, Bratunac, Milici, Stolac, Derventa, Bugojno, Donji Vakuf, Drvar, Teslic and Livno.

A survey performed by RMAP in November 2005 revealed a huge need for a comprehensive and multi-sectoral approach to local development in BiH as so far almost 50% of BiH municipalities have not come up with local strategies to better target local needs and improve municipal performance. As a part of the same survey, 91 BiH municipalities have applied to be considered for the next round of RMAP municipal development.

UNDP RMAP therefore has subsequently sharpened its development focus and the RMAP_2006 project framework evolved into a programme which implements a comprehensive, three-phased approach to local development and aims to provide a model for BiH local development in future.

Overall, the new RMAP_2006 programme is composed of three phases/components:

- i. Assessment and Planning
- ii. Implementation
- iii. Policy

i. Assessment and Planning

UNDP RMAP_2006 RB assessment methods map development challenges of municipalities from a human rights perspective based on a carefully designed participatory process that takes its start from the principles and the normative framework of human rights and ensures that vulnerable and minority groups also have a voice.

Based on human rights principles of participation, non-discrimination and accountability, the planning phase translates identified challenges and gaps in the enjoyment of human rights into priority projects and measures that are agreed upon by a wide range of municipal stakeholders.

¹ The consolidated and all individual reports, as well as the RB assessment methodology can be downloaded at: <http://www.rmap.undp.ba>.



UNDP RMAP_2006 focuses on creating broad municipal development plans, which encompass the sectors of economic development, public administration as well as health care, education, social security, environment and sometimes sports and culture. By doing so, UNDP RMAP_2006 is addressing a critical gap as it is presently the only service provider that facilitates a multi-sectoral participatory approach to municipal development planning. Several partner municipalities are already using UNDP RMAP_2006 development strategies as a tool for coordinating and attracting donor initiatives, which can be viewed as another added value of the UNDP RMAP_2006 approach.

ii. Implementation

As municipal budgets are limited, additional donor support for implementation of development projects is crucial in order to further demonstrate to local communities that change is within their reach.

Following RMAP Implementation Manual and criteria, seed funding in the amount of US\$ 30,000-50,000 per municipality is foreseen so as to allow funding of two to five prioritised projects/ measures from individual rights-based strategies.

iii. Policy

A RBA to development aims at addressing the root causes of lacking and uneven development. These root-causes can partially be found and mitigated at the local level. However, a root cause analysis regularly also points towards shortcomings and deficiencies in legislation, implementation as well as awareness and knowledge of other levels of the government and the society at large.

Therefore, it is of utmost importance for a RB approach to local development to combine “downstream” with “upstream” activities and initiatives in order to raise awareness and work towards policy change and the overall strengthening of the rule of law.

Related “upstream” activities envisaged by the RMAP_2006 are therefore aiming at both, initiating and strengthening policy level dialogue on the RB approach to development in BiH by building on the existing and new strategic partnerships with relevant state level institutions, CSOs, academia and donor initiatives as well as at information sharing and overall awareness raising regarding structural shortcomings in human rights enjoyment in BiH via roundtables, workshops, conferences and related publications.

4. UNDP RMAP_2006 PROGRAMME OUTLINE - Objectives

The overall programme objective of UNDP RMAP_2006 is to ensure the sustainability of achievements and to work effectively towards establishing the RB approach as a model for local development planning as well as protection of interests of vulnerable groups. This objective will be achieved by combining the following four distinct but closely interrelated specific objectives/ components:

- i. To complete the local development programming cycle in those municipalities that have successfully finished and adopted the municipal development strategy by providing incentives (seed funds) to the effective implementation of prioritised municipal interventions in 17 BiH municipalities (starting in the first round with Bugojno, Donji Vakuf, Odzak, Zvornik, Orasje, Teslic, Drvar municipalities)
- ii. To extend the RB assessment and planning process, as pioneered and presently used by RMAP, to other BiH municipalities by facilitating the development of additional 10 RB municipal development strategies jointly with municipal stakeholders (starting in the first round with the municipalities of Breza, Visoko, Kiseljak, Ilijas, Olovo)
- iii. To strengthen capacities of municipal stakeholders in all RMAP partner municipalities to manage and actively participate in the long-term sustainable socio-economic development of their communities by taking full ownership of the RB planning process via targeted capacity building and training measures throughout the planning and implementation cycle
- iv. To initiate and strengthen policy level dialogue on RB approach to development in BiH by building on existing and establishing new strategic partnerships with relevant state and entity level institutions, CSOs and donor initiatives at the local level as well as by information sharing and awareness raising regarding structural shortcomings in human rights enjoyment in BiH and addressing the necessary legal reform.

SHORT OVERVIEW OF THE PLANNING PROCESS



While existing local economic development strategies in general focus on the involvement of the private and public sectors, UNDP RMAP_2006 aims at a more inclusive, non-discriminatory community-based development planning, which targets the entire community by including the most vulnerable groups in the decision-making process. The very process of creating the Municipal Development Strategies is guided by the principles of non-discrimination, equality, and transparency allowing for the broad participation of the local population, thus encouraging reconciliation, building of trust, sustainable partnerships, and capacity building of the participants. The result of the process is creation of multi-sectoral, multi-annual development strategies, which define the vision, development goals, specific objectives and concrete project interventions for the municipality.

The UNDP RMAP_2006 RB development planning process begins with signing of Memorandum of Understanding between the Mayor of the designated municipality and UNDP, defining the mutual tasks and responsibilities. The planning process itself is conducted by UNDP RMAP_2006-created planning bodies, namely Municipal Development Team (MDT) and Partnership Group (PG), while Working (WG) and Focus Groups (FG) serve as ad hoc bodies. Their overall purpose is to ensure inclusive and active participation throughout the process, which finally leads to the adoption of the rights-based municipal strategy at the Municipal Council session. The role of the UNDP RMAP_2006 teams is to facilitate and moderate the development process, provide expert support and encourage all stakeholders to work together towards the creation of a comprehensive municipal strategy.

The Municipal Development Team (MDT) is an executive and coordination body in charge of leading the RB planning process at the municipal level. It provides logistics for organization of Partnership and Working Groups and gathers all relevant information needed for strategy development. It is also a communication channel with other Municipal authorities (Municipal Council, Mayor, etc.) and in charge of the drafting process. MDT is comprised of up to ten Municipal experts based upon the Mayor's recommendation. Composition should ensure the participation of both legislative and executive power representatives, as well as civil society and business community representatives. MDT members are also members of the Partnership Groups.

The Partnership Group (PG) is created as a mechanism to ensure participation of the broader public. Its goal is to articulate the needs and priorities of the community towards the municipal administration as well as to serve as a communication platform between local administration and population. Specifically, this body discusses and agrees upon crucial elements of the strategy as they are completed throughout the process. Main elements endorsed by the PG are assessment/ rights-based community profile, SWOT analysis by Working Groups, definition of development vision, goals and objectives and the final prioritization of projects and creation of action plan. At the same time, the PG provides advice and general guidance to the MDT and to the Working Groups. It is initially set up by open invitation to a broad range of stakeholder at the municipal level and open for participation of all individuals and organizations who are interested in the process. It is regularly comprised of 10 to 40 members-volunteers such as members and representatives of political parties, civil sector, business community, as well as representatives of identified marginalized groups of the population.



Finally, UNDP RMAP_2006 team ensures that Focus Groups (FG) are created with the members of the most marginalized population, such as the Roma, rural population, children, persons with disabilities, returnees, elderly, youth, etc. Although invited they are often not able or, due to various reasons, not in a position to attend PG meetings. Therefore, their concerns and priorities are discussed in the FGs and communicated by UNDP RMAP_2006 teams to the PG and WG members in order to ensure their participation and input throughout the process and as an effort to counterbalance possible capture of the process by the majority or more influential groups.

Development priorities are decided at the Partnership Group (PG) meetings through a voting process of all members, so that the PG reaches consensus for each of the crucial elements of the development strategy, including the prioritization of projects.

SHORT OVERVIEW OF THE IMPLEMENTATION PROCESS

In addition to capacities and resources of local communities and other government levels being insufficient, needs identified at local level are overwhelming as well. In order to address them and to support respect and fulfilment of human rights according to the internationally defined standards, UNDP RMAP_2006 will provide technical and financial assistance to local communities for implementation of projects and measures.

While the RB assessment and planning process itself has already brought about changes in awareness, capacity and attitudes of municipal stakeholders, provision of seed funds for implementation of prioritized projects from the RB development strategies will help to further demonstrate to local communities that the change is possible and within their reach. Support will be given in particular to projects which address poverty, social exclusion, marginalization, and thus contribute to ensure respect of human rights to and in development. Implementation of selected projects will create concrete results in the local community and is targeted towards improving the enjoyment of human rights for all, including marginalized groups.

Adoption of finalised strategies by respective Municipal Assemblies (MA) is a precondition for municipalities to be included in the UNDP RMAP_2006 implementation phase. UNDP RMAP_2006 foresees providing approximately US\$ 30,000 - 50,000 of seed-funds per municipality, while the municipalities will be expected to contribute with additional 20% of the overall UNDP RMAP_2006 provided funds.

Based on finalised strategies of the already accomplished project phase in 2004-2005, as well as by including additional ten strategies to be developed in the programme phase 2005-2006, seed funding is envisaged to cover in total 17 BiH municipalities.