



The Global Campaign on Urban Governance

Concept Paper, 2nd Edition
March 2002

The Global Campaign on Urban Governance

Concept Paper
2nd Edition: March 2002

Global Campaign on Urban Governance
Concept Paper

ISBN: 92-1-131638-3
HS/650/02E

Printing History:

1st Edition: November 2000
2nd Revised Edition: March 2002

**The Global Campaign on Urban Governance
Campaign Secretariat**

United Nations Human Settlements Programme, UN-HABITAT

P.O. Box 30030, Nairobi, Kenya

Tel: +254-2-623216

Fax: +254-2-624264

Email: governance@unhabitat.org

<http://www.unhabitat.org/governance>

TABLE OF CONTENTS

Summary	5
1.0 Why a Campaign on Urban Governance?	7
1.1 The Habitat Agenda	7
1.2 UN-HABITAT's Response	8
1.3 International Policy and Operational Context: linking poverty and governance	9
2.0 What is a Campaign on Urban Governance?	12
2.1 Good Urban Governance	12
Governance versus Government	12
Good urban governance	13
2.2 Good Urban Governance and the "Inclusive City"	15
2.3 Process for Identifying Global Norms of Good Urban Governance	16
International Legal Instruments	17
Commitments at Major UN Conferences	18
Operational experience in cities	19
2.4 Towards Norms of Good Urban Governance	19
Sustainability in all dimensions of urban development	20
Subsidiarity of authority and resources to the closest appropriate level	20
Equity of access to decision-making processes and the basic necessities of urban life	21
Efficiency in the delivery of public services and in promoting local economic development	22
Transparency and Accountability of decision-makers and all stakeholders	23
Civic Engagement and Citizenship	24
Security of individuals and their living environment	24

Table 1: Principles, Objectives and Practical Measures for the Inclusive City 26

3.0 How the Campaign Works 30

3.1 Campaign Strategies and flagship products 31

 Normative Debate 31

 Advocacy 32

 Operational Activities and Capacity-building 33

 Knowledge Management 34

3.2 Phases of the Campaign 35

 Phase 1: December 1999 – December 2000 35

 Phase 2: January 2001 – December 2001 35

 Phase 3: January 2002 – December 2003 36

3.3 Partnership Strategy 37

 Campaign Partners 37

 Campaign Strategy 37

 Campaign Steering Groups 38

3.4 Organisation within UN-HABITAT 40

 Role of Regional Offices 40

 Flex teams 40

 Campaign Focal Points 40

 Internal Coordination Team 41

SUMMARY

The development goal of the Global Campaign on Urban Governance is to contribute to the eradication of poverty through improved urban governance. It aims to increase the capacity of local governments and other stakeholders to practice good urban governance and to raise awareness of and advocate for good urban governance around the world. The campaign focuses attention on the needs of the excluded urban poor. The campaign promotes the involvement of women in decision-making at all levels, recognizing that women are one of the biggest levers for positive change in society. In so doing, the campaign will make a significant contribution to implementing the Habitat Agenda goal of sustainable human settlements development and to the United Nations' action strategy for halving extreme poverty by 2015.¹

The campaign theme – “inclusiveness” – reflects both the campaign's vision and strategy. The vision is to realize the “**Inclusive City**,” a place where everyone, regardless of wealth, gender, age, race or religion, is enabled to participate productively and positively in the opportunities cities have to offer. Inclusive decision-making processes are an essential means to achieve this and are the cornerstone of the campaign. The concept of inclusiveness links the governance campaign to UN-HABITAT's Global Campaign for Secure Tenure.²

Based on its own experience working with cities, UN-HABITAT has initiated a global debate by arguing that good urban governance is characterized by the principles of sustainability, subsidiarity, equity, efficiency, transparency and accountability, civic engagement and citizenship, and security, and that these principles are interdependent and mutually reinforcing. Through a participatory process at the local, national, regional and global levels, the campaign is facilitating a debate on these principles of good urban governance.

¹ See UN Development Group, “Halving Extreme Poverty: An Action Strategy for the United Nations” Final Draft, 10 November 1999.

² See “Global Campaign for Secure Tenure: Implementing The Habitat Agenda - Adequate Shelter For All,” <http://www.un-habitat.org/tenure>

The campaign supports the increasing number of initiatives worldwide aimed at improving governance as a means to achieve sustainable development. By focusing on the city level, the campaign complements these efforts and builds on UN-HABITAT's experience in urban issues. Almost all of UN-HABITAT's programmes, regardless of their strategic entry point, promote good governance. The governance campaign distills and focuses lessons of experience so that they can be harmonised with those of partners and applied more widely.

To this end, the campaign must be a model of good governance, both in process and outcome. It is guided in its operation by the principles of inclusiveness and decentralisation. To the maximum degree possible, implementation will be decentralised to regional networks of partners. A global Steering Group consisting of UN-HABITAT and key strategic partners guides the campaign design, implementation and evaluation.

The campaign has the following "Flagship Products":

- Declaration on the Norms of Good Urban Governance;
- National Campaigns for Good Urban Governance;
- Policy Papers Series;
- Revised National Legislation;
- Inclusive Cities Initiative;
- Good Urban Governance Index; and
- Good Urban Governance Toolkit Series.

This paper outlines the *why*, *what* and *how* of the campaign. It is designed to flesh out key concepts, place the campaign in the broader international urban policy and operational context, generate debate internally within UN-HABITAT and with external partners and act as a catalyst to drive the campaign. It remains a "work in progress," subject to modification as the clarity of the vision improves and partner contributions are incorporated.

UN-HABITAT prepared two internal drafts of the concept paper before sending a third draft to external partners for feedback. Comments from over 30 external reviewers were incorporated into Draft 4. Draft 4 was reviewed by partners at the first meeting of the campaign's Global Steering Group held

in Nairobi in May 2000. The paper was presented and discussed at more than 30 international and regional meetings during 2000 and 2001. The current draft includes revisions to section 3.0, “How the Campaign Works” to update the campaign’s phasing and strategies.

1.0 Why a Campaign on Urban Governance?

The argument for good urban governance is clear. Most of humanity will soon live in cities, and the trend of urbanization is irreversible. Cities hold tremendous potential as engines of economic and social development, creating jobs and generating ideas through economies of scale and creative and innovative civic cultures. Cities today, however, can also generate and intensify social exclusion, denying the benefits of urban life to the poor, to women, to youth, and to religious or ethnic minorities and other marginalized groups. It is UN-HABITAT’s experience, derived from over 20 years of work with cities, that the key ingredient to realizing the Inclusive City is neither money nor technology, nor even expertise (although these are important), but good urban governance.

This argument, however, must be situated in the broader policy and operational context of the Habitat Agenda, the recently concluded restructuring of UN-HABITAT and the international community’s poverty reduction efforts. There is an emerging consensus that good governance is the *sine qua non* for sustainable human and settlements development.

1.1 The Habitat Agenda

The 1996 Habitat II Conference, dubbed “The City Summit,” drew the world’s attention to the massive demographic shift taking place. In 1950, the number of people living in urban areas was 750 million.³ In the year 2000, that figure is estimated to be 2.8 billion, 47 percent of humanity. By 2015, some 4 billion people will live in cities, 53 percent of world population.⁴ Humanity’s future is decidedly urban.

³ United Nations Population Division, 1998, as cited in UNEP, *GEO 2000*, p. 11.

⁴ United Nations (2000) World Urbanization Prospectus: The 1999 Revision.

Having examined both the opportunities and the challenges of urbanization, the Habitat Agenda, the global plan of action for human settlements, concluded that cities “properly planned and managed, hold the promise for human development and the protection of the world’s natural resources through their ability to support large numbers of people while limiting their impact on the natural environment.”⁵

In adopting the Habitat Agenda, member states recognized the importance of good governance and committed themselves to fostering “transparent, responsible, accountable, just, effective and efficient governance of towns, cities and metropolitan areas”.⁶ They also called on UN-HABITAT to promote human settlements management, “aiming at achieving transparent, representative and accountable governance through institutional development, capacity-building and partnership”.⁷

1.2 UN-HABITAT’s Response

UN-HABITAT’s response to the challenge of implementing the Habitat Agenda must be understood in the context of its recent restructuring process. The restructuring report recommended that UN-HABITAT must (a) “target the priorities of the Habitat Agenda”; (b) “adopt the style and profile of a **global advocacy agency**”; and (c) make it clear that its efforts (and those of clients and partners) will be measured by the positive impact on the poor, their integration into city-wide policies and strategies and have an explicit focus on the reduction of **urban poverty**.”⁸ The report also recommended that the agency’s interventions be guided by the principles of equity and social justice, adding that the impact of its interventions on meeting the needs of women should be a primary measure of success.

⁵ *Habitat Agenda* para 7 in UN-Habitat *The Istanbul Declaration and the Habitat Agenda*, Nairobi, 1997.

⁶ Habitat Agenda, paragraph 45 (a).

⁷ Habitat Agenda, paragraph 228(o).

⁸ See “A Strategic Vision for Habitat: Discussion And Recommendations,” <http://www.un-habitat.org/tenure/vision.htm>

Accepting these recommendations, UN-HABITAT has launched two global campaigns to support the implementation of the Habitat Agenda: the Global Campaign for Secure Tenure addresses the goal of “adequate shelter for all”; and the Global Campaign on Urban Governance addresses the goal of “sustainable human settlements development.” The two campaigns are linked by their common focus on urban poverty reduction. Their strategic entry points, however, are different: on the one hand, security of tenure, on the other, inclusive decision-making processes. Ultimately, both campaigns are about good urban governance. Improved security of tenure, in the absence of fundamental improvements in urban governance, risks being piecemeal and, ultimately, unsustainable. In practical terms, therefore, the campaigns will be linked in cities through the promotion of more inclusive decision-making processes. UN-HABITAT’s experience is that participatory processes are the best means for ensuring the effective use of scarce development resources, for the equitable distribution of development benefits, and for ensuring the sustainability of hard-won benefits.

1.3 International Policy and Operational Context: linking poverty and governance

UNDP’s 2000 Human Development Report demonstrates that despite the significant advances in human development in previous decades, extreme poverty persists. One billion people in developing countries do not have access to safe water and 2.4 billion people lack adequate sanitation. About 790 million people are hungry and food insecure. And an estimated 1.2 billion people live on incomes of less than \$1 per day.¹⁰ In his “Millennium Report,” United Nations Secretary-General Kofi Annan declares that “extreme poverty is an affront to our common humanity.” The Millennium Declaration adopted the target of halving the proportion of people living in extreme poverty by 2015.¹¹

⁹ These campaigns were endorsed by the United Nations General Assembly in resolution A/54/209 of 22 December 1999 and by the Commission on Human Settlements in resolution 17/1 of 14 May 1999. For more details on the Secure Tenure campaign, please see: <http://www.un-habitat.org/tenure/>

¹⁰ 1993 purchasing-power-parity; See UNDP Human Development Report 2000, page 4.

¹¹ “We the Peoples: The Role of the United Nations in the 21st Century,” paragraph 70 and United Nations Millennium Declaration, A/Res/55/2 of 18 September 2000, paragraph 19.

The Secretary-General's clarion call comes amidst an emerging international consensus that good governance is a crucial prerequisite for poverty eradication.¹² The 1999 Commonwealth Heads of Government "Durban Communiqué," for example, stressed the importance of good governance.¹³ The Department for International Development's draft "Urbanisation Strategy Paper" states that good governance at the local level is the key to poverty reduction.¹⁴ UNDP's 2000 Poverty Report calls good national governance the "missing link" between anti-poverty efforts and poverty reduction. The report goes on to declare that programmes to reduce poverty often "by-pass and ignore" local government, hampering their effectiveness.¹⁵ The report also cites an important lesson learned by the UN Capital Development Fund: "institutional strengthening of local government would take longer than conventional targeted schemes to benefit the poor – but that the eventual benefits would outweigh the costs."¹⁶

One reason the local level has been neglected in poverty reduction efforts is that poverty has traditionally been defined in terms of income-poverty. As this is changing to a more human development approach, the scope for local action to reduce poverty is expanding. As is made clear in the April 2000 issue of *Environment and Urbanization*, there are at least six areas where local authorities can have an impact on poverty reduction.¹⁷ First, most local authorities control access to land and are responsible for land-use planning and regulation. The ease of access, the cost and the location of land available to the poor has a significant impact on their livelihoods. Second, access to infrastructure and basic services highlights the linkages between the health costs incurred by the poor due to unsafe water supply and inadequate health care. Third, the degree of success in local economic development determines the resources available for capital investments in such things as improved

¹² In addition to the examples that follow, see UNDP's 1999 Human Development Report, the World Bank's 1999/2000 World Development Report and UNEP's GEO 2000 Report.

¹³ Commonwealth Heads of Government Meeting, Durban Communiqué, 1999.

¹⁴ See draft "Meeting the Urban Challenge: Inclusive Development for Poor People," 31 March 2000.

¹⁵ UNDP 2000 Poverty Report. See chapters 5 and 6 and the "Main Messages."

¹⁶ UNDP 2000 Poverty Report, p. 64.

¹⁷ *Environment and Urbanization*, Volume 11(4), April 2000, pp. 3-11.

access to land, infrastructure and services. Fourth, local economic policies can be supportive of the poor, by promoting labour intensive work methods and providing support for small-scale enterprises and the informal sector. Fifth, local authorities can improve the poor's access to justice and the enforcement of laws which, if unenforced, most adversely affect the poor (for example, corruption in public office, pollution control and personal safety in informal settlements). Finally, and perhaps most importantly, the ability of the urban poor to influence local decision-making greatly determines the "pro-poorness" of local strategic planning, priority setting and capital investments. These areas reveal the linkage between urban governance and poverty reduction: progress in poverty reduction depends on the quality of the participation of the urban poor in the decisions affecting their lives and on the responsiveness of urban planning and policy-making processes to the needs of the urban poor.

The challenge of urban poverty reduction is enormous, but there are already signs of hope. Cities as diverse as Dar es Salaam, Naga City, Essaouira, Wellington, Surat, Chattanooga, Dubai, Shenyang, Manchester and Porto Alegre are all implementing innovative approaches to improve urban governance and realise the Inclusive City.¹⁸ Another sign of hope is the Cities Alliance. Launched in 1999 by UN-HABITAT and the World Bank, the Cities Alliance aims to improve the effectiveness and impact of international efforts to reduce urban poverty. Implicit in this vision is the recognition that there is not enough to show for the money invested to date in urban development, and that correcting the mistakes of the past requires developing new ways of engaging with and learning from the urban poor. The Cities Alliance has been developed in parallel to the Campaigns and the Urban Governance Campaign is designed to create new political space for implementing a new, pro-poor approach to urban development: city development strategies. Finally, considerable expertise exists in cities and their national and international associations, a host of regional and international NGOs, civil society organisations, multi-lateral agencies such as UNDP, the World Bank, UNICEF, the EU, bi-lateral development agencies, academic institutions and the media.

¹⁸ See Habitat's Best Practices Database: <http://www.bestpractices.org>

The **campaign's challenge** is to rally these actors behind the common banner of the Inclusive City, a place where good urban governance ensures that everyone, regardless of wealth, gender, age, race or religion, is enabled to participate productively and positively in the opportunities cities have to offer. In so doing, the campaign will contribute to the Secretary-General's call to take action, in a coordinated manner, to eradicate poverty worldwide.¹⁹

2.0 What is a Campaign on Urban Governance?

The goal of the Global Campaign on Urban Governance is to *reduce urban poverty through good urban governance*. Its objectives are the increased capacity of local governments and other stakeholders to practice good urban governance and raised awareness of and advocacy for good urban governance around the world. The campaign can be thought of as a series of coordinated actions designed to achieve the goal and objectives. The strategy for achieving this is to advocate and, most importantly, *operationalize*, agreed-upon norms of good urban governance through inclusive strategic planning and decision-making processes.

The theme of the campaign is the “Inclusive City” because it is both the vision and the strategy for achieving it. In collaboration with major partner groups and key stakeholders, the campaign will gather and build upon lessons of experience through operational activities at the city level. It will develop tools, guidelines and policy and legislative frameworks from those lessons. Lessons learned will be fed into the refinement of norms of good urban governance, which will form the basis of all publicity, information and advocacy work.

2.1 Good Urban Governance

Governance versus Government

The concept of governance is complex and controversial. Before one can say what is “good” governance, one must be clear about what is meant by “governance.” An entry point into the debate is UNDP's definition:

¹⁹ General Assembly Resolution 53/198 of 15 December 1998, paragraph 18.

The exercise of political, economic and administrative authority in the management of a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.²⁰

Two aspects of this definition are relevant for the campaign. First, governance is not government. Governance as a concept recognizes that power exists inside and outside the formal authority and institutions of government. In many formulations, governance includes government, the private sector and civil society.²¹ Second, governance emphasizes "process." It recognizes that decisions are made based on complex relationships between many actors with different priorities.

Good urban governance

Once the adjective "good" is added, a normative debate begins. The campaign is attempting to define the "desired standards of practice of urban governance." Adding such a value judgement to "governance" increases the controversy exponentially. Different people, organisations, governments and city authorities will define "good governance" according to their own experience and interest.

UN-HABITAT's own understanding of good urban governance is based on its operational experience and the Habitat Agenda. UN-HABITAT's operational experience confirms that it is neither money, nor technology, nor even expertise, but good governance that means the difference between a well-managed and Inclusive City and one that is poorly managed and exclusive. Moreover, it is UN-HABITAT's experience that inclusive strategic

²⁰ UNDP *Governance for Sustainable Human Development*, New York, 1997, pp. 2-3. See also the draft Working Consensus Definition of Governance presented to the U.N. Consultative Committee on Programme and Operational Questions (ACC/2000/POQ/CRP.20 of 14 September 2000).

²¹ *Civil society* includes individuals and groups, organised or unorganised, who interact in the social, political and economic domains and who are regulated by formal and informal rules and laws. See UNDP 1997.

planning and decision-making processes are the key to good governance and sustainable cities.

This experience was confirmed in the Habitat Agenda's endorsement of the "enabling approach." The approach is characterized by several strategies: *decentralization* of responsibilities and resources to local authorities based on the principles of subsidiarity and accountability; encouraging the *participation* of civil society, particularly women, in the design, implementation and monitoring of local priorities; using a wide-variety of *partnerships*, including with the private sector, to achieve common objectives; *building capacity* of all actors to contribute fully to decision-making and urban development processes; facilitating *networking* at all levels; and taking full advantage of modern information and communications technologies (*ICTs*) to support good urban governance and sustainable urban development.

UN-HABITAT is engaging cities, partners and the international community more generally in a vigorous debate on what exactly constitutes good urban governance. The campaign has initiated this debate by arguing for the following description of good urban governance, which is based on operational and substantive expertise:

"Urban governance is the sum of the many ways individuals and institutions, public and private, plan and manage the common affairs of the city. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action can be taken. It includes formal institutions as well as informal arrangements and the social capital of citizens.

Urban governance is inextricably linked to the welfare of the citizenry. Good urban governance must enable women and men to access the benefits of urban citizenship. Good urban governance, based on the principle of urban citizenship, affirms that no man, woman or child can be denied access to the necessities of urban life, including adequate shelter, security of tenure, safe water, sanitation, a clean environment, health, education and nutrition, employment and public safety and mobility. Through good urban governance, citizens are provided with the platform which will allow them to use their talents to the full to improve their social and economic conditions."²²

2.2 Good Urban Governance and the “Inclusive City”

The theme of the Campaign on Urban Governance is the “Inclusive City” because inclusive decision-making is at the heart of good urban governance. The Campaign promotes inclusive decision-making processes as a practical strategy for translating the norms of good urban governance into practice. It is at the local level that universal norms for good governance meet the messy reality of competing interests and priorities. The means and methods used to balance, reconcile and trade-off competing interests, must be inclusive to ensure the greatest likelihood for sustainability. Thus the “Inclusive City” represents both the final vision and the process used to create it.

The idea of the “Inclusive City” has global applicability – north as much as south. The notion of inclusion, however, has a different resonance in each region with exclusion of specific groups being most significant in some regions and exclusion of the poor majority more important in others. The campaign will include, as part of its regional dimension, the definition of regional profiles in this respect. It will encourage debate on the particular inclusion issues in each region. In this connection, it will be essential for all actors to discuss the question of “who” in a particular city is excluded from “what” and “how.”

While “who” is excluded may vary according to region, the inclusion of women and men on an equal basis is a theme that unites North and South. The campaign has developed a three-pronged approach to addressing the issue of gender in good urban governance. First, it argues, based on the Universal Declaration of Human Rights and other internationally agreed human rights instruments, that women and men are equally entitled to the benefits of urban citizenship. Second, it demonstrates and argues that urban planning and management is made more effective, equitable and sustainable through the equal participation of women and men in decision-making processes.²³ Finally, the campaign specifically targets its interventions to be responsive to the needs of women, carefully monitoring the impact of these interventions.

²² See Good Urban Governance: A Normative Framework (HS/C/PC.1/CRP.6), 26 February 2000, available at <http://www.un-habitat.org>

²³ See the International Union of Local Authorities Worldwide Declaration on Women in Local Government (1998).

The governance campaign will promote various policies and practices, depending on context, to strengthen inclusiveness. Again, these are likely to vary from region to region and from city to city. In some cities, the **welfare approach**, which stresses the importance of providing individuals and groups with the goods they need in order to effectively participate in society, such as land and infrastructure, may be most appropriate. In others, the **human development approach**, which aims at empowering groups and individuals to strengthen their ability and willingness to participate in society, may be key. In other contexts, the **environmental approach**, stressing the precautionary principle and concern for future generations, may be the desired entry point to the good urban governance debate. The **institutional approach**, which is concerned with the roles of actors and the institutional frameworks that determine the formal and informal incentives for inclusion, is likely to be of particular importance in all regions. A **rights-based approach**, which emphasizes the right to development and provides a framework for poverty reduction based on the full complement of civil, cultural, economic, political and social rights, underpins all the other approaches.²⁴ The governance campaign is designed to operationalize a rights-based approach, that is, to identify and promote the implementation of practical means for realizing human rights.

2.3 Process for Identifying Global Norms of Good Urban Governance

An inclusive process is vital to the success of any attempt to define universal norms or desired principles of good urban governance. The norms must be firmly rooted in the experience and realities of cities. The campaign must be particularly sensitive to regional and national contexts and not be overly prescriptive. All stakeholder groups, particularly those often excluded from such processes – women and children – must be encouraged and enabled to participate and their contributions duly recognized. Partners' expertise must be tapped and the lessons shared and debated. Local authority organisations

²⁴ See the Statement by Mary Robinson, UN High Commissioner for Human Rights, at the Special Dialogue on Poverty and the Enjoyment of Human Rights, 12 April 2000: <http://www.unhchr.ch/>

such as IULA, multi-lateral partners such as the UNDP and the World Bank, international support programmes such as the International City/County Management Association, Transparency International, the Ford Foundation, academia, the media and many other organisations have tremendous experience in urban governance.

The preparatory process for Istanbul+5, the special session of the General Assembly for the review of progress made in implementing the Habitat Agenda, represents an important opportunity to debate the norms of good urban governance. Through planned regional meetings and official Preparatory Committee meetings, the proposed norms will be debated at the local, regional and global levels. Significantly, the Istanbul+5 process will build on one of the lasting achievements of the City Summit: securing the active collaboration of local authorities and civil society with the United Nations system.

To be truly normative, the debate must be grounded in three potential sources of universal norms: international legal instruments; commitments made by governments at major United Nations conferences; and operational experience in cities.

International Legal Instruments

Major international legal instruments relevant to a discussion on the norms of good urban governance include: the Universal Declaration on Human Rights (1948), the Covenant on Civil and Political Rights (1966), the Covenant on Economic, Social and Cultural Rights (1966), the Convention on the Elimination of Discrimination Against Women (1979); the Declaration on the Right to Development (1986); and the Convention on the Rights of the Child (1990).²⁵ Among the promising areas drawn from these documents for connecting good urban governance to human rights are the following:

- Legitimacy and accountability of government
- Freedom of association and participation

²⁵ Additional international legal instruments will also be considered as sources of norms.

- Empowering women as a key poverty eradication strategy
- Fair and legal frameworks for a predictable and secure living environment for citizens
- Availability and validity of information
- Efficient public sector management
- Enabling the participation of children in decision-making processes.

Commitments at Major UN Conferences

Another source of potential norms are the commitments made by Governments at major United Nations conferences, particularly those of the 1990s.²⁶ Among the major commitments that must be operationalized to realize the Inclusive City are the following:

- Address the special needs of children in especially difficult circumstances, including street children (Commitment 7, Declaration on Children)
- Ensure sustainable management of all urban settlements in order to improve the living conditions of residents, particularly the poor (Chapter 7, Agenda 21)
- Equal participation of men and women in decision-making (Beijing)
- Eradicating poverty as an ethical, social, political imperative of humankind (Commitment 2, Copenhagen Declaration)
- Decentralizing authority and resources to the level most effective in addressing the needs of people in their settlements (Habitat Agenda, paragraph 45.c)
- Generate a sense of citizenship, cooperation and dialogue for the common good, and a spirit of volunteerism where all people are encouraged and have an equal opportunity to participate in decision-making and development (Habitat Agenda, paragraph 32)
- Promote “transparent, responsible accountable, just,²⁷ effective and efficient” governance (Habitat Agenda, paragraph 45.a).

²⁶ See in particular: Children’s Summit (1990); Earth Summit (1992); Human Rights (1993); Social Summit (1995); Women’s Conference (1995); and the City Summit (1996).

²⁷ Habitat Agenda, paragraph 45(a), in UN-Habitat *The Istanbul Declaration and the Habitat Agenda*, Nairobi, 1997, p. 27.

Operational experience in cities

UN-HABITAT's 20 years of experience working with cities is also an important source of potential norms. Its global programmes, working systematically through common rationales designed to facilitate the sharing of lessons of experience, represent an important window onto the global normative debate. UN-HABITAT is working to synthesize the lessons learned from promoting inclusive urban planning and management processes through such programmes as the Sustainable Cities Programme, the Urban Management Programme, Localizing Agenda 21 Programme, Safer Cities Programme, Community Development Programme and the Disaster Management Programme.²⁸ Building on the experience of partners, the Governance Campaign will develop and test good governance norms through UN-HABITAT's and other partners' operational activities.

2.4 Towards Norms of Good Urban Governance

From the outset, the campaign must aim to develop universal norms that can be operationalised. These should be based on lessons of experience and reflect regional conditions. Their implementation must be grounded in the reality of urban planning and management.

For this reason, the campaign proposes that good urban governance is characterized by the principles of **sustainability, subsidiarity, equity, efficiency, transparency and accountability, civic engagement and citizenship, and security**, and that these principles are interdependent and mutually reinforcing. These proposed principles are introduced below and include a range of illustrative practical measures for their implementation²⁹ (See Table 1 for a structured presentation of the principles, objectives and practical measures):

²⁸ For more details see <http://www.un-habitat.org>

²⁹ Conference Room Paper 6: Good Urban Governance: A Normative Framework, 26 February 2000. See the Global Campaign on Urban Governance Website <http://www.un-habitat.org/govern/>

Sustainability in all dimensions of urban development

Cities must balance the social, economic and environmental needs of present and future generations.³⁰ This should include a clear commitment to urban poverty reduction. Leaders of all sections of urban society must have a long-term, strategic vision of sustainable human development and the ability to reconcile divergent interests for the common good.

Practical means of realizing this principle include, *inter alia*:

- Undertaking consultations with stakeholders within communities to agree on a broad-based, mission statement and long-term strategic vision for the city, using tools such as city development strategies;
- Engaging in consultative processes such as environmental planning and management (EPM) or Local Agenda 21s, that are geared to reach agreement on acceptable levels of resource use, applying the precautionary principle in situations where human activity may adversely affect the well-being of present and/or future generations;
- Integrating urban poverty reduction strategies into local development planning;
- Increase green cover and preserve historical and cultural heritage;
- Ensuring financial viability by promoting economic activity through the participation of all citizens in the economic life of the city;
- Promote the transfer of appropriate technologies.

Subsidiarity of authority and resources to the closest appropriate level

Responsibility for service provision should be allocated on the basis of the principle of subsidiarity, that is, at the closest appropriate level consistent with efficient and cost-effective delivery of services. This will maximize the potential for inclusion of the citizenry in the process of urban governance. Decentralization and local democracy should improve the responsiveness of policies and initiatives to the priorities and needs of citizens. Cities should be empowered with sufficient resources and autonomy to meet their responsibilities.

³⁰ See the 27 principles elaborated in the Rio Declaration on Environment and Development, 1992.

Practical means of realizing this principle include, *inter alia*:

- In consultation with local authorities, develop clear constitutional frameworks for assigning and delegating responsibilities and commensurate powers and resources from the national to the city level and/or from the city level to the neighbourhood level;
- Adopt local legislation to translate constitutional amendments in support of subsidiarity into practical means to empower civil society to participate effectively in city affairs and which promote the responsiveness of local authorities to their communities;
- Creating transparent and predictable intergovernmental fiscal transfers and central government support for the development of administrative, technical and managerial capacities at the city level;
- Protecting financially weaker local authorities through systems of vertical and horizontal financial equalisation agreed to in full consultation with local authorities and all stakeholders;
- Promoting decentralized cooperation and peer-to-peer learning.

Equity of access to decision-making processes and the basic necessities of urban life

The sharing of power leads to equity in the access to and use of resources. Women and men must participate as equals in all urban decision-making, priority-setting and resource allocation processes. Inclusive cities provide everyone – be it the poor, the young or older persons, religious or ethnic minorities or the handicapped – with equitable access to nutrition, education, employment and livelihood, health care, shelter, safe drinking water, sanitation and other basic services.

Practical means of realizing this principle include, *inter alia*:

- Ensuring that women and men have equal access to decision-making processes, resources and basic services and that this access is measured through gender disaggregated data;
- Establish quotas for women representatives in local authorities and encourage their promotion to higher management positions within municipalities;
- Ensure bye-laws and economic development policies support the informal sector;

- Promote equal inheritance rights for land and property;
- Establishing equitable principles for prioritizing infrastructure development and pricing urban services;
- Removing unnecessary barriers to secure tenure and to the supply of finance;
- Creating fair and predictable regulatory frameworks.

Efficiency in the delivery of public services and in promoting local economic development

Cities must be financially sound and cost-effective in their management of revenue sources and expenditures, the administration and delivery of services, and in the enablement, based on comparative advantage, of government, the private sector and communities to contribute formally or informally to the urban economy. A key element in achieving efficiency is to recognize and enable the specific contribution of women to the urban economy.

Practical means of realizing this principle include, *inter alia*:

- Delivery and regulation of public services through partnerships with the private and civil society sectors;
- Promote equitable user-pay principles for municipal services and infrastructure;
- Encourage municipal departments to find innovative means of delivering public goods and services through management contracts;
- Promote integrated, inter-sectoral planning and management;
- Improving the effectiveness and efficiency of local revenue collection;
- Removing unnecessary barriers to secure tenure and to the supply of finance;
- Developing and implementing fair and predictable legal and regulatory frameworks that encourage commerce and investment, minimize transaction costs, and legitimize the informal sector;
- Adopting clear objectives and targets for the provision of public services, which maximise the contributions all sectors of society can make to urban economic development; encourage volunteerism.

Transparency and Accountability of decision-makers and all stakeholders

The accountability of local authorities to their citizens is a fundamental tenet of good governance. Similarly, there should be no place for corruption in cities. Corruption can undermine local government credibility and can deepen urban poverty. Transparency and accountability are essential to stakeholder understanding of local government and to who is benefiting from decisions and actions. Access to information is fundamental to this understanding and to good governance. Laws and public policies should be applied in a transparent and predictable manner. Elected and appointed officials and other civil servant leaders need to set an example of high standards of professional and personal integrity. Citizen participation is a key element in promoting transparency and accountability.

Practical means of realizing this principle include, *inter alia*:

- Regular, organized and open consultations of citizens on city financial matters and other important issues, through such mechanisms as the participatory budget; transparent tendering and procurement procedures and the use of integrity pacts and monitoring mechanisms in the process; internal independent audit capacity and annual external audit reports that are publicly disseminated and debated;
- Regular, independently executed programmes to test public officials integrity response;
- Removing administrative and procedural incentives for corruption, including simplifying local taxation systems and the reduction of administrative discretion in permit processing;
- Promoting an ethic of service to the public among officials while putting into place adequate remuneration for public servants;
- Establishing codes of conduct and provision for regular disclosure of assets of public officials and elected representatives;
- Developing practically enforceable standards of accountability and service delivery, such as ISO, that will transcend the terms of public office holders;
- Creating public feedback mechanisms such as an ombudsman, hotlines, complaint offices and procedures, citizen report cards and procedures for public petitioning and/or public interest litigation;
- Promoting the public's right of access to city information;
- Providing access to city information to create a level playing field for potential investors.

Civic Engagement and Citizenship

People are the principal wealth of cities; they are both the object and the means of sustainable human development. Civic engagement implies that living together is not a passive exercise: in cities, people must actively contribute to the common good. Citizens, especially women, must be empowered to participate effectively in decision-making processes. The civic capital of the poor must be recognized and supported.

Practical means of realizing this principle include, *inter alia*:

- Promoting strong local democracies through free and fair municipal elections and participatory decision-making processes;
- Establishing the legal authority for civil society to participate effectively through such mechanisms as development councils and neighbourhood advisory committees;
- Promoting an ethic of civic responsibility among citizens through such mechanisms as “City Watch” groups;
- Making use of mechanisms such as public hearings and surveys, town hall meetings, citizen’s forums, city consultations and participatory strategy development, including issue-specific working groups;
- Undertaking city referenda concerning important urban development options.

Security of individuals and their living environment

Every individual has the inalienable right to life, liberty and the security of person. Insecurity has a disproportionate impact in further marginalising poor communities. Cities must strive to avoid human conflicts and natural disasters by involving all stakeholders in crime and conflict prevention and disaster preparedness. Security also implies freedom from persecution, forced evictions and provides for security of tenure. Cities should also work with social mediation and conflict reduction agencies and encourage the cooperation between enforcement agencies and other social service providers (health, education and housing).

Practical means of realizing this principle include, *inter alia*:

- Creating a culture of peace and encouraging tolerance of diversity, through public awareness campaigns;
- Promoting security of tenure, recognizing a variety of forms of legal tenure and providing counseling and mediation for people at risk of forced evictions;
- Promoting security of livelihoods, particularly for the urban poor, through appropriate legislation and access to employment, credit, education and training;
- Implementing environmental planning and management methodologies based on stakeholder involvement;
- Creating safety and security through consultative processes based on rule of law, solidarity and prevention, and supporting appropriate indigenous institutions that promote security;
- Address the specific needs of vulnerable groups such as women and youth through women's safety audits and youth training programmes;
- Developing metropolitan-wide systems of policing as a means of realizing more inclusive cities;
- Raising awareness about the risk of disasters and formulating local emergency management plans, based on reduction of risk, readiness, response and recovery, for natural and human-made disasters and, where necessary, relocating residents of disaster-prone areas;
- Integrating emergency management among municipal departments and with national plans;
- Formulating strategies and action plans addressing all forms of abuse against the person, especially abuse against women, children and the family.

Table 1: Principles, Objectives and Practical Measures for the Inclusive City

Principles	Objectives	Practical Measures
Sustainability	Balanced social, economic and environmental priorities Stakeholder Involvement	<ul style="list-style-type: none"> • Undertaking consultations with stakeholders within communities to agree on a broad-based, mission statement and long-term strategic vision for the city, using tools such as city development strategies; • Integrating urban poverty reduction strategies into local development planning; • Increase green cover and preserve historical and cultural heritage. • Engaging in consultative processes such as environmental planning and management (EPM) or Local Agenda 21s, that are geared to reach agreement on acceptable levels of resource use, applying the precautionary principle in situations where human activity may adversely affect the well-being of present and/or future generations; • Ensuring financial viability by promoting economic activity through the participation of all citizens in the economic life of the city; • Promote the transfer of appropriate technologies.
Subsidiarity	Local Autonomy and accountability	<ul style="list-style-type: none"> • In consultation with local authorities, develop clear constitutional frameworks for assigning and delegating responsibilities and commensurate powers and resources from the national to the city level and/or from the city level to the neighbourhood level; • Adopt local legislation to translate constitutional amendments in support of subsidiarity into practical means to empower civil society to participate effectively in city affairs and which promote responsiveness of local authorities to their communities; • Creating transparent and predictable inter-governmental fiscal transfers and central government support for the development of administrative, technical and managerial capacities at the city level; • Protecting financially weaker local authorities through systems of vertical and horizontal financial equalisation agreed to in full consultation with local authorities and all stakeholders; • Promote decentralized cooperation and peer-to-peer learning.

Principles	Objectives	Practical Measures
Equity	Resource allocation	<ul style="list-style-type: none"> • Establishing equitable principles for prioritising infrastructure development and pricing urban services; • Establishing investment incentives for targeted sectors and geographic areas; • Removing unnecessary barriers to secure tenure and to the supply of finance; • Creating fair and predictable regulatory frameworks.
	Empowerment	<ul style="list-style-type: none"> • Ensuring that women and men have equal access to decision-making processes, resources and basic services and that this access is measured through gender disaggregated data; • Establish quotas for women representatives in local authorities and encourage their promotion to higher management positions within municipalities; • Ensure bye-laws and economic development policies support the informal sector; • Promote equal inheritance rights for land and property.
Efficiency	Management and service delivery	<ul style="list-style-type: none"> • Encourage municipal departments to find innovative means of delivering public goods and services through management contracts; • Promote integrated, inter-sectoral planning and management; • Removing unnecessary barriers to secure tenure and to the supply of finance; • Developing and implementing fair and predictable legal and regulatory frameworks that encourage commerce and investment, minimize transaction costs and legitimize the informal sector; • Adopting clear objectives and targets for the provision of public services, which maximise the contributions all sectors of society can make to urban economic development; encourage volunteerism.
	Efficient investment in infrastructure	<ul style="list-style-type: none"> • Delivery and regulation of public services through partnerships with the private and civil society sectors; • Promote equitable user-pay principles for municipal services and infrastructure; • Promote integrated, inter-sectoral planning and management; • Improving the effectiveness and efficiency of local revenue collection.

Principles	Objectives	Practical Measures
Transparency and Accountability	Transparent and accountable decision-making processes	<ul style="list-style-type: none"> • Regular, organized and open consultations of citizens on city financial matters and other important issues, through such mechanisms as the participatory budget; transparent tendering and procurement procedures and the use of integrity pacts and monitoring mechanisms in the process; internal independent audit capacity and annual external audit reports that are publicly disseminated and debated; • Creating public feedback mechanisms such as an ombudsman, hotlines, complaint offices and procedures, citizen report cards and procedures for public petitioning and/or public interest litigation.
	Access to information	<ul style="list-style-type: none"> • Promoting the public's right of access to city information; • Providing access to city information to create a level playing field for potential investors.
	High standards of ethics and professional conduct	<ul style="list-style-type: none"> • Regular, independently executed programmes to test public officials integrity response; • Removing administrative and procedural incentives for corruption, including simplifying local taxation systems and the reduction of administrative discretion in permit processing; • Promoting an ethic of service to the public among officials while putting into place adequate remuneration for public servants; • Establishing codes of conduct and provision for regular disclosure of assets of public officials and elected representatives; • Developing practically enforceable standards of accountability and service delivery, such as ISO, that will transcend the terms of public office holders.
Civic Engagement and Citizenship	Leadership for public participation and stakeholder involvement and responsibility	<ul style="list-style-type: none"> • Making use of mechanisms such as public hearings and surveys, town hall meetings, citizen's forums, city consultations and participatory strategy development, including issue-specific working groups; • Undertaking city referenda concerning important urban development options.
	Building democratic culture	<ul style="list-style-type: none"> • Promoting strong local democracies through free and fair municipal elections and participatory decision-making processes; • Promoting an ethic of civic responsibility among citizens through such mechanisms as "City Watch" groups.

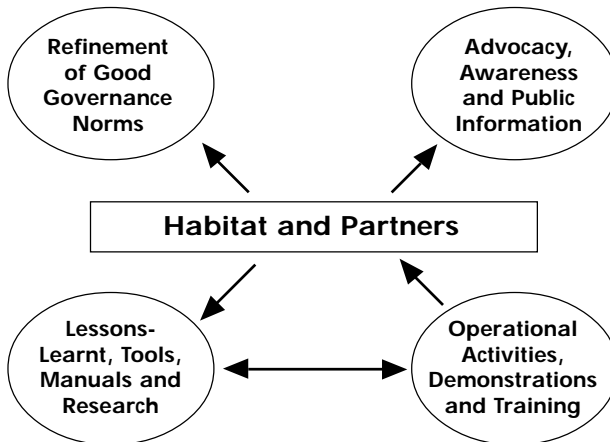
Principles	Objectives	Practical Measures
	Enablement	<ul style="list-style-type: none"> • Enabling the equal contribution of men and women and the full participation of citizenry in civic life; • Establishing the legal authority for civil society to participate effectively through such mechanisms as development councils and neighbourhood advisory committees.
Security	Environmental management	<ul style="list-style-type: none"> • Implementing environmental planning and management methodologies based on stakeholder involvement.
	Disaster preparedness	<ul style="list-style-type: none"> • Raising awareness about the risk of disasters and formulating local emergency management plans, based on reduction of risk, readiness, response and recovery, for natural and human-made disasters and, where necessary, relocating residents of disaster-prone areas; • Integrating emergency management among municipal departments and with national plans.
	Personal safety, crime control and prevention	<ul style="list-style-type: none"> • Creating a culture of peace and encouraging tolerance of diversity, through public awareness campaigns; • Creating safety and security through consultative processes based on rule of law, solidarity and prevention, and supporting appropriate indigenous institutions that promote security; • Address the specific needs of vulnerable groups such as women and youth through women's safety audits and youth training programmes; • Developing metropolitan-wide systems of policing as a means of realizing more inclusive cities; • Resisting all forms of abuse against the person, especially abuse against women, children and the family.
	Security of tenure and livelihoods	<ul style="list-style-type: none"> • Promoting security of tenure, recognizing a variety of forms of legal tenure and providing counseling and mediation for people at risk of forced evictions; • Promoting security of livelihoods, particularly for the urban poor, through appropriate legislation and access to employment, credit, education and training.

3.0 How the Campaign Works

The **goal** of the Global Campaign on Urban Governance is to *reduce urban poverty through good urban governance*. Its **objectives** are the increased capacity of local governments and other stakeholders to practice good urban governance and raised awareness of and advocacy for good urban governance around the world.

UN-HABITAT's understanding of good governance is based on its operational and substantive experience working with cities. The campaign will build on this experience to develop a common understanding of good urban governance through an inclusive, participatory process involving major partner groups and key stakeholders. In so doing, the campaign will support the rapidly growing number of efforts around the world to address urban issues and the improvement of governance.³¹

The operational structure of the campaign is based on gathering, disseminating and applying lessons of experience as shown below. Lessons of experience will be gathered through operational activities at the city level. The campaign will develop tools, manuals and policy and legislative framework from those lessons. Lessons learned will be fed into the refinement of norms of good urban governance, which will form the basis of all publicity, information and advocacy work.



³¹ For example, the Cities Alliance, The Urban Governance Initiative, WHO Healthy Cities, etc.

3.1 Campaign Strategies and flagship products

The campaign objectives will be achieved through the following mutually supportive strategies and flagship products:

1. **Normative Debate**, through the Declaration on the Norms of Good Urban Governance, Policy Papers and support to the dialogue on decentralisation
2. **Advocacy**, through public information campaigns, campaign launches, Inclusive Cities initiative and the Good Urban Governance Index
3. **Operational Activities and Capacity-Building**, through the implementation of national campaign action plans, demonstration projects, and technical support, including for revising national legislation
4. **Knowledge Management**, Lessons-learned, Research, Good Urban Governance Toolkit Series.

Normative Debate

The **Declaration on the Norms of Good Urban Governance** is the foundation of the campaign. The Declaration seeks to identify and promote an internationally agreed set of norms (or desired principles) of good urban governance. The principles will guide the development of the other flagship products, for example, the index of good urban governance, Inclusive Cities, the governance toolkit and the campaign's capacity-building activities. The process for agreeing on the norms of good urban governance, therefore, must be transparent and inclusive.

Normative debate will be promoted concurrently at the global, regional and local levels. A draft Declaration has been prepared at the global level, including a set of principles and practical measures for operationalizing them. The purpose of this first draft is to provide a common platform for debate at the regional, national and local levels. The campaign will decentralize the responsibility and resources to regional steering groups for facilitating debate at the national and local levels.

The campaign also promotes normative debate through a **Policy Papers** series covering key topics in urban governance. The first policy paper, "Women and Urban Governance," was published in 2001. An African regional concept

paper has also been produced to address the specific urban realities of the continent. Future topics include the linkages between good urban governance, secure tenure and urban poverty reduction, a publication on the role of children and youth in urban governance and a concept paper for the Arab States region.

The campaign is providing on going substantive support to the ongoing “dialogue on decentralization,” the recommended follow-up to the earlier debate regarding the proposed World Charter of Local Self-Government.

Advocacy

This campaign element is concerned with raising awareness, advocating for norms of good urban governance and building a constituency for change in values, behavior, attitudes and approaches at the national and local levels. This will be achieved through a variety of flagship products and other outputs.

National campaign launches constitute a key component of the campaign strategy, translating global principles into tangible results. National launches respond to specific requests from the government and broad-based stakeholder groups in the country. The campaign supports those countries that demonstrate commitment to improve urban governance processes and with UN-HABITAT and partners support are able to mobilize adequate resources for campaign launch preparation, implementation and follow-up. Increasingly, the Urban Governance and Secure Tenure campaigns are being jointly launched, in some cases with the support of the Cities Alliance, UNDP and bilaterals.³² National campaigns have been launched in Nigeria and in India, where national action plans have been developed to target specific urban governance priorities. In 2002-2003, new launches are planned for Burkina Faso, Senegal, Tanzania, The Philippines, Indonesia, Sri Lanka, Brazil, Jamaica, Nicaragua, two countries in the Arab States region and the Balkans.

The **Inclusive Cities** initiative is a network of cities that champion and practice inclusive urban governance. The cities are committed to sharing their

³² See the Cities Alliance Vision Statement at: <http://www.citiesalliance.org>

experience with others and to taking further steps to improving the quality of their urban governance. The establishment of the network was initiated in Hangzhou, China, in October 2000. The first phase of the initiative focuses on advocacy. A core group of inclusive cities is being identified and their experiences are being documented and shared via media, campaign launches and conferences. Future phases of the initiative will concentrate on the extraction of lessons-learned, the development of indicators and tools based on these lessons, and the promotion of capacity building activities. The Inclusive Cities initiative brings together the Urban Governance and Secure Tenure Campaigns and the Best Practices Programme.

A Good Urban Governance Index is being developed and tested with cities and campaign partners. Indicators will be developed, tested and used to establish targets by which cities can monitor their own progress in improving the quality of their urban governance and in reducing urban poverty. From the local level data, a global index will be prepared to assess the changes in urban governance over time. These changes will be regularly featured in the *Global Report on Human Settlements* and the *State of the World's Cities Report*.

An **information and media strategy** is being developed and implemented on an ongoing basis, making use of public relations and media events at all levels. The issues and normative goals will be translated into everyday language and supported by lessons of experience from Inclusive Cities. While the global level will develop some common campaign information and media products, responsibility and resources will be devolved to regional steering groups to present the campaign's messages in a manner that responds to regional differences and national priorities.

Operational Activities and Capacity-building

Capacity building is being undertaken through operational activities, such as demonstration projects follow-up on campaign launches. In Nigeria, for example, four priority areas have been identified: local leadership training, women and local governance, participatory budgeting and urban safety. Meanwhile, in India, the focus includes: decentralization, urban poverty reduction, municipal finance and environmental management. Capacity

building also takes the form of coordinated responses to requests for specialized technical expertise available from UN-HABITAT and/or its partners.

Legislative Review within the campaign takes place along three principle tracks. A paper is being produced, with the UN Office of the High Commissioner for Human Rights, grounding the norms of good urban governance in existing international legal instruments. Also, at the global level, examples of enabling and pro-poor legislation and bye-laws are being documented and disseminated through collaboration with the Secure Tenure Campaign, Best Practices Programme and global partners. Finally, legislative reforms will be supported where appropriate, particularly in the context of national campaigns for good urban governance.

Knowledge Management

The **Good Urban Governance Toolkit** series is being developed to support inclusive decision-making processes and to operationalise the norms of good urban governance. The first toolkit in the series, “Tools to Support Participatory Urban Decision-Making,” was published in 2001. The Toolkit includes a description of an inclusive participatory process that can be applied in different contexts, a description of tools obtained from UN-HABITAT programmes and external partners and a “yellow pages” directory highlighting similar tools developed by partners. The toolkit is being widely disseminated and is being adapted to specific national contexts. Future toolkits in the series include: Tools to Improve Transparency in Local Government (developed together with Transparency International) and Tools and Guidelines for Participatory Budgeting.

The campaign and its partners are also developing a **Research Agenda**, to better understand the processes of urban development, to improve policy formulation and impact and to assess the impact of specific governance arrangements and their potential transferability. Issues proposed for further consideration include the linkages between urban governance and poverty reduction and the processes creating and perpetuating social exclusion in cities. Linked to the research agenda is the collaboration with the Institute

for Housing and Urban Development Studies (IHS) in The Netherlands to offer a course on Public Management and Urban Governance.

3.2 Phases of the Campaign

Phase 1: December 1999 – December 2000

In the first phase of the campaign, the focus has been twofold:

- Building consensus within UN-HABITAT and with partners on the characteristics of good urban governance and inclusiveness to develop the intellectual underpinnings of the campaign, and;
- Refining the global and regional campaign strategy and approach, together with key partners, and establishing the mechanisms and institutional arrangements to go forward with campaign implementation.

One of the major outcomes of these activities was the initial identification and engagement of strategic partners at the global and regional levels, including the formation of a global Campaign Steering Group and preliminary consultations on the establishment of regional campaign steering groups. This phase culminated with the second meeting of the global Campaign Steering Group in May 2000, which solidified the campaign strategy, partner roles and responsibilities, and the development of regional strategies by regional steering groups.

Phase 2: January 2001 – December 2001

Once initial conceptualisation and partner engagement was well underway, the campaign focus moved towards the following activities:³³

- Campaign launches in selected countries (Nigeria and India) and the development of concrete action plans;

³³ For a complete summary of Campaign activities in 2001, please see HS/UF/1/13, “Global Campaign on Urban Governance: Progress Report of the Executive Director,” at: <http://www.un-habitat.org>

- Completion of the Toolkit for Participatory Urban Decision Making;
- Establishment of a regional working group on participatory budgeting in Latin America and the Caribbean;
- Finalization of the Policy Paper on Women and Urban Governance and the joint publication with IULA and the Federation of Canadian Municipalities of a booklet, “Local Government working for Gender Equality”;
- United Nations inter-agency consensus on the principles of good urban governance at Istanbul+5, June 2001;
- Identification of and initial engagement with selected Inclusive Cities;
- Development and early implementation of global and regional media strategies to promote the governance campaign.

Phase 3: January 2002 – December 2003

In Phase 3, campaign activities increasingly take a more operational focus. The following activities are underway:

- Campaign launches will be followed up with the implementation of capacity-building programmes and specific poverty reduction activities;
- New national campaigns are being prepared in each region;
- A series of “Local-to-Local Dialogues on Women and Urban Governance” are being organised in cities around the world
- New Policy Papers on Youth, and Urban Poverty are being developed and inputs are being made to the production of the 2003 Global Report on Human Settlements;
- New toolkits are being developed to support national campaigns and the ongoing work of UN-HABITAT and its partners;
- Indicators and an Index of Good Urban Governance are being developed and tested; and
- Lessons-learned from Inclusive Cities are being documented and disseminated.

December 2003 to Istanbul+10 and Beyond to 2015

The campaign’s advocacy work will shift to the promotion of specific governance norms based on regional priorities. Emerging global priorities will be identified and capacity-building and policy responses developed. The

campaign will be firmly engaged in operational activities and policy reform that is designed to scale up national and local poverty reduction efforts. The clear focus will be on contributing to the achievement of the poverty reduction targets set for 2015 by the United Nations.

3.3 Partnership Strategy

Campaign Partners

While UN-HABITAT bears the ultimate responsibility for implementing the campaign, it will be successful only to the extent that partners take it on board and actively engage in its implementation. Partners are being invited to join the campaign through involvement in the debate on norms, advocacy work and collaboration in operational activities. A generic Memorandum of Understanding has been prepared between UN-HABITAT and campaign partners. Joint fundraising documents are also under consideration.

The campaign works with networks of the following major partner groups:

1. **Cities/Local Authorities:** mayors and recognized representatives of local authorities and/or their associations.
2. **National Governments:** appropriate ministries of urban development/local government.
3. **Civil Society:** non-governmental actors and lobby groups.
4. **Support Programmes:** programmes which have specialized expertise related to capacity-building for good urban governance.
5. **Academic/Research:** institutions involved in urban policy development, trends identification and analysis and the study of key governance issues.
6. **Media:** media professionals specializing in urban affairs.
7. **Private Sector:** representatives at the regional, national and local levels.

Campaign Strategy

At the **local level**, the campaign supports cities and their stakeholders to achieve their development goals through improved urban governance. Through such arrangements as the *Cities Alliance*, the campaign promotes broad-based participatory decision-making processes, involving all major

partner groups, as an important means of identifying and addressing local issues. Declarations on the Norms of Good Urban Governance and the Inclusive City are proposed for endorsement by local councils and translated into local objectives and strategies for implementation. Capacity-building tools and methods are being tested and modified based on lessons-learned. Cities are encouraged to regularly identify emerging issues and local best practices and monitor performance in meeting local objectives.

At the **national level**, the campaign supports national governments and national associations of local authorities and their partners through the development of national campaigns, the sharing of lessons, best practices, enabling policies and tools. Governments may designate national focal points for campaign activities. National policy-making and capacity-building priorities will be identified for action.

At the **regional level**, regional steering groups are responsible for adapting the campaign's objectives to regional priorities and contexts and for stimulating national and local action. Regional campaigns focusing, for example, on key issues such as corruption or sound municipal finance, are encouraged. Regional networks facilitate the debate of the global norms and the sharing of information and lessons-learned of particular regional relevance.

At the **global level**, representatives of the major partner groups form a global campaign steering group responsible for providing overall leadership and strategic guidance to the campaign. Local, national and regional lessons drive the refinement of the global norms and the development of new tools and methods. Global trends and their impacts will be monitored.

Campaign Steering Groups

A global Steering Group has been established comprised of strategic partners representing key campaign partner groups. Steering Group members include the Commonwealth Local Government Forum (CLGF), Eurocities, the European Forum for Urban Safety (EFUS), the Habitat International Coalition (HIC), the Huairou Commission, the International City/County Management Association (ICMA), the International Council for Local Environment Initiatives (ICLEI), the International Union of Local Authorities (IULA), the

Local Authorities Confronting Disasters and Emergencies (LACDE), a media representative, the Network Association of European Researchers on Urbanization in the South (N-AERUS), Transparency International (TI), UNDP, The Urban Governance Initiative of UNDP (UNDP-TUGI), the UNESCO-MOST Programme, UNICEF, the United Nations Advisory Committee of Local Authorities (UNACLA), UN-HABITAT's three Regional Offices and the chairs of the three Regional Steering Groups.

The Steering Group is guided by a terms of reference that includes the following activities:

- providing guidance on the strategies and activities to implement the campaign, including but not limited to the campaign's flagship products and regional strategies;
- Representing their constituency in the campaign and at global Steering Group meetings and liaising with their constituents on the activities and direction of the campaign;
- Contributing substantive expertise to the development of the campaign.

The campaign also supports the establishment of regional steering groups. Preliminary meetings to establish regional steering groups have already been held in Africa, Asia and Latin America and the Caribbean parallel to Istanbul+5 regional meetings. Regional steering groups have a central role in developing and implementing the campaigns in a way that responds to local needs and priorities.

It is expected that membership in both regional and global Steering Groups will provide the following benefits:

- Enhanced impact on reducing poverty through collaboration and leveraging of resources
- Improved learning, based on the experiences of other leaders in the field
- Joint fund-raising
- Increased visibility and profile of all partners.

UN-HABITAT serves as the Secretariat to the global Steering Group, facilitating coordination and collaboration among regional steering groups, partners and their activities, providing support for awareness raising activities and facilitating and servicing regular meetings of the Steering Group.

Members of the Steering Group may choose to sign a Memorandum of Understanding with UN-HABITAT, setting out in more detail and formalizing their respective commitments and responsibilities.

3.4 Organisation within UN-HABITAT

Inclusive decision-making processes are UN-HABITAT's comparative advantage. Because of this, all staff and programmes have a direct stake in the Global Campaign on Urban Governance and all staff members are contributing.

Role of Regional Offices

Regional Offices have a critical role to play in campaign implementation at the regional, national and local levels. Together with regional steering groups, they are responsible for developing regional strategies to implement the campaign and preparing regional profiles of urban governance. These help identify key issues, translate the Global Campaign into regional action, support the collection of lessons learned and lead the debate on the Declaration on the Norms of Good Urban Governance.

Flex teams

A number of flex teams (teams which draw on expertise from all units), with clear terms of reference and specific outputs focusing on flagship products, have been established to forward the work of the campaign. New flex teams will be established as the need arises. These flex teams will broaden their reach to include UN-HABITAT Regional Offices and key campaign partners as the campaign progresses. Currently, flex teams on the Declaration on the Norms of Good Urban Governance, Programme Convergence and the Good Governance Toolkit, Best Practices and Inclusive Cities and Indicators have been established.

Campaign Focal Points

Focal points for each of the flagship products and the regions have been appointed within the Urban Development Branch. They keep the branch

involved and informed on progress with the flagship products and work closely with staff members and external partners. Flagship products and regional strategies are the subject of individual Initiating Briefs, which outline the strategies and activities of implementation and are being prepared through a collaborative effort across the organisation.

Internal Coordination Team

An internal campaign coordination group, including staff from the Shelter Branch and the Urban Development Branch, has been established to support the campaign and ensure coordination between the Global Campaign on Urban Governance and the Global Campaign for Secure Tenure.

**The Global Campaign on Urban Governance
Campaign Secretariat**

United Nations Human Settlements Programme, UN-HABITAT
P.O. Box 30030, Nairobi, Kenya

Tel: +254-2-623216

Fax: +254-2-624264

Email: governance@unhabitat.org

<http://www.unhabitat.org/governance>