

UN-HABITAT'S
Strategy for the Implementation of the
Millennium Development Goal 7, Target 11

UN-HABITAT's Strategy for the Implementation of the Millennium Development Goal 7, Target 11



***“By 2020, to have achieved a significant improvement
in lives of at least 100 million slum dwellers”***

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Foreword



Efforts to improve the living conditions of slums dwellers (especially within developing countries) have been feeble and incoherent over the last decade or so, having peaked during the 1980s. However, renewed concern about poverty has recently led governments to adopt a specific target on slums in the United Nations Millennium Declaration, which aims to significantly improve the lives of at least 100 million slum dwellers by the year 2020. Slums are a manifestation of the two main challenges facing human settlements development at the beginning of the new millennium: rapid urbanisation and the urbanisation of poverty. Slums areas have the biggest concentrations of poor people and the worst shelter and physical environmental conditions.

The United Nations Human Settlements Programme (UN-HABITAT) is the focal point, within the United Nations system, for the implementation of the Millennium Declaration target on slums, as well as for global monitoring of progress towards this target. Slum upgrading has therefore become a very important area of focus for the organization, with increasing emphasis being placed on policy and operational support to the following areas: scaling up of slum upgrading projects and programmes, within the context of city development strategies and through more innovative international and national financing mechanisms; urban water supply and sanitation, mainly through region-wide operational programmes; and pro-poor planning and management of the urban economy, so as to enhance-generation opportunities for the urban poor.

The 19th Session of the Governing Council, 5-9 May 2003, adopted resolution 19/5 “Implementing and monitoring the goal of the United Nations Millennium Declaration on improving the lives of slum dwellers by the year 2020”. The resolution requests the Executive Director to “continue to work to fulfil the goal of improving the lives of slum dwellers and to present a

strategy paper thereon to the Committee of Permanent Representatives for its approval”.

This paper gives an overall vision of the strategy that has been adopted by UN-HABITAT to ensure that all the relevant Millennium Development Goals, generally, and the goals that target directly the urban poor, more specifically, become an integral part of the priorities and actions of its different organizational units.



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Farouk Tebbal and Ulrik Westman (both of UN-HABITAT, Shelter Branch) coordinated the activities and finalized the substantive content as well as layout of the publication.

Contents

1	EXECUTIVE SUMMARY.....	1
2	BACKGROUND.....	3
2.1	HISTORICAL EVOLUTION.....	3
2.2	A BRIEF PRESENTATION OF THE UN MDGs CORE STRATEGY.....	5
2.2.1	The UN Core Strategy.....	5
2.2.2	The millennium Project.....	7
2.2.3	The Millennium Campaign.....	7
3	CONTRIBUTION OF UN-HABITAT ACTIVITIES TO THE IMPLEMENTATION AND MONITORING OF THE MDGS.....	9
3.1	ANALYSIS.....	9
3.1.1	Analysing the knowledge gaps.....	9
3.1.2	Best practices and good policies.....	12
3.1.3	Analysis of the state of water and sanitation in the World's Cities.....	13
3.2	CAMPAIGNING/MOBILIZATION.....	15
3.2.1	The Global Campaign on Urban Governance.....	15
3.2.2	The Global Campaign for Secure Tenure.....	18
3.2.3	Media and communication strategy.....	22
3.3	GLOBAL PROGRAMMES.....	26
3.3.1	Disaster, Post-Conflict and Safety.....	28
3.3.2	HIV/Aids.....	28
3.3.3	The Urban Management Programme.....	30
3.3.4	The Training and Capacity Building activities.....	31
3.3.5	The Urban Environment Programme.....	32
3.3.6	Cities Without Slums Sub-Regional Programme for Eastern and Southern Africa.....	33
3.3.7	Water for African Cities.....	35

3.3.8	Water for Asian Cities.....	36
3.3.9	Pro-poor urban water governance programme.....	37
3.3.10	Gender Policy.....	38
3.4	MONITORING.....	39
3.4.1	Monitoring function.....	39
3.4.2	The Global Urban Observatory.....	40
3.4.3	Best Practices and Local Leadership Programme....	41
3.4.4	Strategic approach for the monitoring function.....	41
3.5	OPERATIONAL ACTIVITIES.....	46
3.5.1	The operational dimension of UN-HABITAT.....	46
3.5.2	The role of the Regional Offices in supporting the implementation of the MDGs.....	48
4	FINANCING TARGET 11.....	50
5	COORDINATING AND NETWORKING.....	54
5.1	COORDINATION WITH THE ADVISORY GROUPS OF THE MDGs PROJECT.....	54
5.2	UNDP.....	56
5.3	COUNTRIES AND OTHER PARTNERS.....	56
5.4	CIVIL SOCIETY.....	58
6	UN-HABITAT'S INTERNAL ORGANIZATION FOR THE MDGS.....	61
6.1	THE CORE TEAM AT THE HEAD QUARTERS.....	61
6.2	THE NEW YORK AND REGIONAL OFFICES.....	62
7	CONCLUSION AND THE WAY FORWARD.....	63

1 EXECUTIVE SUMMARY

The MDGs Core Strategy of the UN is articulated around four main components: analysis, campaigning, operational activities and monitoring. It calls upon all the UN system to mobilise fully and extend its support to all the partners concerned by the Millennium Development Goals. UN-HABITAT is in a unique position to answer this request given its ongoing activities and its capacity to include the MDGs, especially those that relate to its mandate, in its activities that totally cover the four components mentioned above.

The analysis, campaigning, operational and normative activities of UN-HABITAT adequately match with the Core Strategy and have enabled UN-HABITAT engage in a permanent effort to streamline further the MDGs in its programmes.

The **analysis** and normative activities of the organization are consolidated through the production of two flagship reports: *the Global Report on Human Settlements* and the *State of the World Cities Report*. Produced every other year on an alternating basis, the twin reports are supported by intensive global monitoring activities, applied research, the development and testing of indicators, and the dissemination of best practices.

The Global Campaigns within UN-HABITAT have helped to give focus to the normative functions of the organization and to engage in intense **campaigning** activities, in line with the MDGs, both at global and country levels. The two global campaigns aim at increasing the capacity of local governments and other stakeholders to practice improved urban governance through awareness raising and advocacy, as well as improving the conditions of people living in slum areas by promoting security of their residential tenure.

Regional offices are the **operational** arms of UN-HABITAT and an essential element in mainstreaming human settlements issues in national development agendas, and in strengthening capacity at the national and local levels, particularly for implementation of the Millennium

Development Goals on improvement of the lives of slum dwellers and access to safe drinking water. At country level, regional offices are promoting policy reforms, building adequate institutional and human capacities, engaging in large-scale demonstration projects. They also intend to support the preparation and implementation of ***local and national plans of action for slum upgrading***, in those countries which are committed to the MDGs target on improving the lives of slum-dwellers by 2020.

Implementing and ***monitoring*** the goal of the United Nations Millennium Declaration on improving the lives of slum dwellers requires detailed knowledge of the extent of such poverty. The monitoring activities within the Urban Indicators Programme are expanding to cover 350 cities selected from a global sample of cities. Rigorous data collection is being undertaken in 36 countries where intra-city data analyses are to be used to inform the monitoring of the Millennium Development Goal 7, Target 11. In short, local level data collection and reporting on city level data are unique features of UN-HABITAT's monitoring activities.

Achieving significant improvements in the lives of at least 100 million slum dwellers requires large financial resources. UN-HABITAT's strategy for contributing towards the financing of target 11 focuses on leveraging financial resources from both international and domestic sources by stimulating innovative approaches to pre-investment and project preparation. UN-HABITAT is looking at specific instruments and programmes that could be financed by the international community to play a catalytic role in mobilising domestic resources from both public and private sectors for slum upgrading and low-cost shelter and infrastructure programmes serving the urban poor.

Coordination with UN system and partnership with all relevant stakeholders is a major feature of this strategy. It not only answers the request of the UN Millennium Strategy, it is a sine qua non to ensuring that the efforts of UN-HABITAT, Member States and other partners are sustainable and fruitful.

2 BACKGROUND

2.1 HISTORICAL EVOLUTION

UN-HABITAT was mandated by the General Assembly to monitor the efforts of Member States to implement the goals and objectives of the Habitat Agenda, formulated at the Habitat II Conference in Istanbul, Turkey, in June 1996. In June 2001, Member States adopted the ***Declaration on Cities and Other Human Settlements in the New Millennium***.



The United Nations Millennium Summit, the largest gathering in history of world leaders, brought together 149 Heads of State and Government and high-ranking officials from over 40 other countries. United Nations Photo by Terry Deglau/Eastman Kodak.

In the meantime, renewed concern about poverty has recently led governments, during the ***Millennium Summit*** in September 2000, to adopt among other targets, a specific target on slums in the United Nations Millennium Declaration, which aims to significantly improve the lives of at least 100 million slum dwellers by the year 2020. This target was further proposed by the UN Task Force on slums to be expanded and formulated as follows: “By 2020, improving substantially the lives of at least 100 million slum dwellers, while providing adequate alternatives to new slum formation”.

The ***Strategic Vision Statement*** adopted in 1999 by the governing body of UN-HABITAT sets out a bold agenda for the organization designed to address its shortcomings. The document articulates a renewed focus on urban poverty and women's empowerment, and announces the establishment of rights-based, advocacy instruments: *the Global Campaign for Secure Tenure* and *the Global Campaign on Urban Governance*.

Arising from this new Strategic Vision, UN-HABITAT then brokered a partnership with the World Bank to launch the ***Cities Alliance***, under whose auspices the two organizations produced the "Cities without Slums" action plan, with Nelson Mandela as patron. This action plan, with its clear focus on urban slum dwellers, was subsequently further articulated by Secretary-General Kofi Annan in his report to the Millennium Assembly, leading to its incorporation in the Millennium Declaration and the Millennium Development Goals. In November 2001, the General Assembly elevated the Centre for Human Settlements to the United Nations Human Settlements Programme, UN-HABITAT. The decision is in response to the major demographic shifts of populations moving to cities.

UN-HABITAT supports its normative work by providing a wide range of advisory services and technical assistance to governments and local authorities in the areas of: housing and urban development, infrastructure, environmental planning and management, disaster management, municipal finance and management, urban safety and security, etc.

Recently, the ***Johannesburg Declaration on Sustainable Development*** resolved to "speedily increase access to basic requirements such as clean water, sanitation, ***adequate shelter...***" thereby placing UN-HABITAT's area of responsibility at the top of the agenda.

Finally, in his report on the work of the Organization for the 57th Session of the General Assembly, the Secretary-General states that: "almost 3 billion people, half the world's population, now lives in

cities. The United Nations Human Settlements Programme (UN-HABITAT) focuses on alleviating the most visible manifestation of urban poverty, namely, inadequate housing and homelessness, weak infrastructure and poor basic services. In December 2001, the General Assembly transformed the United Nations Centre for Human Settlements into a fully-fledged United Nations Human Settlements Programme, demonstrating a commitment to implementing the Millennium Development Goals”.

The nineteenth session of the **Governing Council** held in Nairobi from 5-9 May 2003, adopted the resolution 19/5 on “implementing and monitoring the goal of the United Nations Millennium Declaration on improving the lives of slum dwellers” that endorses and supports the key role of UN-HABITAT in implementing and monitoring the goal on improving the lives of slum dwellers.

2.2 A BRIEF PRESENTATION OF THE UN MDGs CORE STRATEGY

2.2.1 The UN Core Strategy

The guiding principles for the overall UN Core strategy are that:

- i) The ***potential of the UN has to be fully mobilised*** to contribute towards meaningful results,
- ii) Broad national ownership and participation will be pivotal to the achievement of the MDGs,
- iii) Partnership, with Governments but also with CSOs and the private sector, will be essential,
- iv) ***Much of the work required to achieve the MDGs is already underway*** but demands greater focus and sense of urgency.

The strategy focuses on action by the UN system at two levels-global and country-supported by activities at the regional level. The objective is to ensure that the MDGs become an integral part of the priorities and actions of a broad range of actors globally, regionally and in

individual countries.

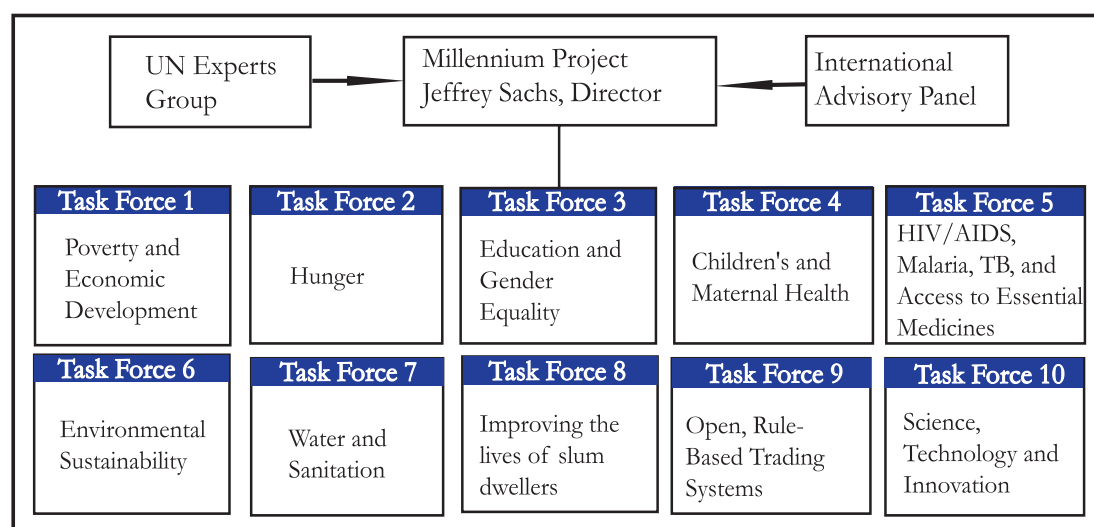
The UN Core Strategy consists of four elements:

- **Analysis**
The Millennium Project, which analyses policy options and will develop a plan of implementation for achieving the Millennium Development Goals. The Millennium Project is directed by Professor Jeffrey Sachs of Columbia University, who serves as Special Adviser to the Secretary-General on the Millennium Development Goals.
- **Campaigning/mobilisation**
The Millennium Campaign, which mobilises political support for the Millennium Declaration among developed and developing countries. This is led by Evelyn Herfkens, the Secretary-General's Executive Coordinator for the MDG Campaign.
- **Operational Activities**
Operational country-level activities, coordinated across agencies through the UN Development Group, which help individual countries implement policies necessary for achieving the Millennium Development Goals.
- **Monitoring**
Country-level monitoring of progress towards achieving the Millennium Development Goals, led by the UN Development Group.
The global level:
 - The Secretary-General's Reports to the General Assembly
 - The Millennium Project
 - The Global Millennium Campaign
The country level:
 - The MDG Reports
 - Country Studies on Strategies, Investments and Financing
 - National Millennium Campaigns or Movements
 - Operational Activities

2.2.2 The millennium Project

The aim of the Millennium Project is to develop, under the coordination of **Professor Jeffrey Sachs**, an operational plan of implementation for achieving the MDGs. It has two key advisory groups (See figure 1). One is the UN Experts Group that oversees UN participation in the Project. This Group consists of senior representatives from UN agencies, including UN-HABITAT, whose role is to ensure that the ten Task Forces of the Millennium Project have access to and make full use of the knowledge, experience and capacities of the UN system. UN-HABITAT plays a key role in Task Force 8 on Improving the Lives of Slum Dwellers. The second is an International Advisory Panel that brings together globally recognized experts in the relevant fields to provide independent advice to the Millennium Project.

Table 1. The organization of the Millennium Project



2.2.3 The Millennium Campaign

The Millennium Campaign will act as the advocacy component of the UN Millennium Development Goals strategy. Activities carried out so far have focused on debating the objectives and the approach of the campaign essentially with the UN system. First “campaign ambassadors” are being appointed, under the coordination of **Mrs.**

Eveline Herfkens, the Secretary-General’s Executive Coordinator of the MDG Campaign.

In his report to the 57th Session of the General Assembly the Secretary General stated that he has “initiated, within the United Nations system, a Millennium campaign, which aims to place the goals in the forefront of public consciousness throughout the world and to ensure that they are the focus of global action. It is [his] fervent hope that this exercise will spur all of us on to greater effort and creativity in the vital task of ensuring that economic progress benefits the poor as well as the rich. The present report is only a first step.”

Translating the vision of the campaign, the Millennium Campaign strategic planning workshop held in London, 29-30 October 2002 states that:

“We are the force for change which will make the Millennium Declaration a reality – by championing the deal, founded on mutual accountability between and within nations, we will energise people and governments to make the world a better place.”

The following chart translates the overall approach of the Millennium Campaign:

Table 2. The Millennium campaign’s approach



3 CONTRIBUTION OF UN-HABITAT ACTIVITIES TO THE IMPLEMENTATION AND MONITORING OF THE MDGs

This chapter will review the activities of UN-HABITAT under the perspective of the UN Millennium Core strategy and its four basic components: analysis, campaigning/advocacy, operational activities and monitoring. This review will highlight the consistency and importance of slum dwellers and will underscore the projected arrangements to keep these missions in line with the goal as well as increase further the contribution of UN-HABITAT to the global effort.

It is also important to stress that UN-HABITAT considers that a core value of this strategy is to confirm its commitment to work with all stakeholders including central and local governments, civil society and international partners and its resolve to encourage participatory approaches involving especially urban poor in crafting sound and sustainable urban policies.

3.1 ANALYSIS

UN-HABITAT has a confirmed practice and experience in analysing on a continuous basis ongoing policies at global and national levels and debating these policies with a view to streamlining Habitat Agenda and assisting member states in realigning their policies and programmes. The following is a brief outline on the issues directly relevant to the goal of the United Nations Millennium Declaration on improving the lives of slum dwellers, which are currently subject to analysis:

3.1.1 *Analysing the knowledge gaps*

UN-HABITAT has recently identified a number of substantive knowledge gaps that need to be filled in order to strengthen the implementation and monitoring of the goal of the United Nations Millennium Declaration on improving the lives of slum dwellers. These knowledge gaps have become part of UN-HABITAT's overall research

priorities. Research on the priorities specific to slums will have two fundamental objectives: firstly, improving knowledge on slum conditions and trends in a globalising and urbanising world; and secondly, identifying and analysing best practices and policies relevant to slums and slum dwellers. These priorities will be addressed through in-depth analysis designed to answer the following key research questions.



*Improving knowledge on slum conditions:
Kibera informal settlement with approximately 500.000 inhabitants.
Nairobi Kenya 2004, Photo © M. Rosshagen*

Slums and urban poverty: What is the relationship between slums and urban poverty? Are slums an inevitable means of coping with urban poverty? What are the dynamics of slum populations? Are most

current slum dwellers children of poor slum dwellers or recent entrants? To what extent do the instant slums associated with involuntary population displacement and/or refugees become permanent? How different are slum characteristics across cities in different regions of the world?

Secure tenure: What is the relative importance of security of residential tenure among the urban poor in different parts of the world? What are the causes of market eviction and gentrification and how can they be avoided? Is legal security of tenure a *sine qua non* for addressing housing problems of the urban poor? In what ways does secure tenure catalyse investment in low-income housing and contribute to the realisation of housing rights? How does security of tenure impact on access to urban basic services, transport and mobility, financial services and credit, women's empowerment, urban citizenship, income and livelihoods?

Rental housing: How is rental housing within the informal sector of developing country cities evolving? What are the main features of the mechanisms underlying rental housing for the poor? What are the effects of renting within slums and what are the implications to slum upgrading?

Housing rights: How have individual countries in different regions of the world interpreted housing rights and responded to world leaders' commitment to their progressive realisation? How are the housing and property rights of men and women impacted by natural disasters or conflict and how does this affect reconstruction and rehabilitation? What instruments have been used internationally and nationally to enforce housing rights and what are the essential features of such instruments? How fast and in what forms is the progressive realisation of housing rights being implemented?

Gender equality: What are the socio-cultural and governance-related impediments that women and men face in connection with access to housing, including rights to property and inheritance, as well as business ownership? Is the position of women in this regard improving or

worsening and why? To what extent do urban women's and men's property rights and conditions differ by region?

Social exclusion: What are the processes of social, economic and political exclusion at work in cities? Who are the excluded and what are the mechanisms of their exclusion? How significant is discrimination against minority groups (such as the elderly, disabled persons, indigenous people, refugees and displaced persons) in urban social exclusion? How significant is transnational migration as a cause of urban social exclusion? What is the relationship between social and spatial exclusion? What are the causes, mechanisms and effects of these exclusion processes? To what extent are the processes, causes and effects similar in different cities and in different regions of the world?

Urban Poverty: How fast is the process of “urbanization of poverty” occurring and what is the relative significance of urban poverty in quantitative terms and in comparison to rural poverty? What are the main characteristics of urban poverty in different regions of the world? What is the extent of the “feminisation” of urban poverty? What are the impacts of globalisation on urban poverty?

Urban livelihoods among the poor: How do the urban poor survive within cities in different parts of the world? What are the factors supporting and hindering their livelihoods? What are the possible areas of public intervention in support of livelihoods of the poor?

3.1.2 Best practices and good policies

What best practices and good policies have been most successful in all of the priority areas listed above, especially the following: slum upgrading; “preventive” or “proactive” urban and housing planning policies designed to reduce the mushrooming of new and growth of existing slums; housing rights and security of tenure; rental housing appropriate for the urban poor; gender equality; urban social inclusion; urban poverty reduction and urban livelihoods? Other related priority areas on which best practices will be analysed and disseminated include:

financing of large-scale slum upgrading within the context of up-scaling and replication; financing and pricing of pro-poor urban infrastructure and services; and the development of pro-poor local level partnerships. The key questions that will be addressed in the analysis of these best practices will include: How have such practices and policies promoted enabling, pro-poor, inclusive and gender-sensitive local governance? What are the essential features of such policies and practices? What are the conditions and factors underlying their success and, in particular, how can such practices and policies be replicated and up-scaled?

The results of the research coordinated by UN-HABITAT are reported and disseminated through two flagship publications: the *Global Report on Human Settlements* and *The State of the World's Cities Report*, both of which are mandated by the UN General Assembly and are published every two years. The current issue of the Global Report, titled "*The Challenge of Slums: Global Report on Human Settlements 2003*", **is specifically devoted to the topic of slums**. It traces the origins of slums in both developed and developing countries; assesses the global magnitude of slum dwellers; analyses the social, spatial and economic characteristics and functions of slums; and assesses the efficacy of past and current policies designed to address the challenge of slums. The report provides a baseline for UN-HABITAT's future analytical work on slums outlined above.

3.1.3 Analysis of the state of water and sanitation in the World's Cities

In response to the Habitat Agenda on "Environmentally sustainable, healthy and liveable human settlements" and to the MDGs; UN-HABITAT as the "city agency" aims to monitor, analyse and report on this major area of the Agenda and the MDGs.

The MDG targets implicitly require the improvement in basic services particularly targets 10 and 11 of Goal 7. Improved water and sanitation are therefore central to the cause of improving the lives of urban slum dwellers. Estimates have indicated that by the year 2015, 60% of

the world's population will make cities their home. UN-HABITAT's report on water and sanitation in the World's Cities aims to report on the situation of water and sanitation in world cities and provide practical policy options for achieving the MDG.



Women and children washing clothes in the streets of India.

Photo © UN-HABITAT

The report focuses on four thematic areas:

1. The underestimation by world governments and international agencies of the number of urban dwellers that have inadequate provision for water and sanitation and the further implications this has on health.
2. That the barriers to improved water and sanitation are not so much the lack of technology and financial options but lie in the poor institutional and political frameworks.
3. The importance of localised and specific solutions as opposed to universal solutions to the provision of water and sanitation.
4. The need for water and sanitation provision to be incorporated within a good governance framework.

The report will be published every three years and will continue to provide valuable, analytical work to support all the components of the MDGs.

3.2 CAMPAIGNING/MOBILIZATION

One of the most important features that have enabled UN-HABITAT to carry out, from the outset, the MDGs activities is that it had already engaged, at the time of the Millennium Declaration two important advocacy tools, the Global Campaign for Secure Tenure and the Global Campaign on Urban Governance. This timely occurrence has paved the way to a smooth anchoring of UN-HABITAT activities to the process and principles of the MDGs as shown below and has sharpened the institution's advocacy skills that are gradually supported by a promising information component.

3.2.1 *The Global Campaign on Urban Governance*

The Global Campaign on Urban Governance aims at increasing the capacity of local governments and other stakeholders to practice improved urban governance through awareness raising and advocacy, as well as through promoting institutional frameworks that are inclusive, participatory and effective. The campaign builds on the international consensus that improved governance is a crucial prerequisite for poverty eradication and in this respect, it pays particular attention to the needs of the urban poor.

The strategic contribution of the Urban Governance campaign to the implementation of the Millennium Development Goals, in particular target 11, will be realized through the advocacy, normative, operational, and knowledge management activities. By working closely with institutions within Member States at both national and local levels, and also maintaining the closer collaboration with international partners, the campaign will continue to advocate and promote systemic reforms that will reduce the constraints faced by the urban poor in improving their lives. A primary advocacy goal for the campaign will remain the fostering of increased inclusiveness in cities, particularly in ensuring that the urban poor are fully and positively engaged in the decision-making processes, in accessing means of livelihoods and sustainability, and in harnessing the opportunities offered by cities. By promoting consultative processes, the campaign will work towards

developing national and local ownership and translation of the MDGs, particularly in the identification of priorities and the means of realizing target 11 within specific contexts.

At a higher level, the awareness promotion and advocacy activities of the campaign will be directed at ensuring that the preparation of the UNDAF, PRSPs as well as other national development frameworks fully incorporate the specificities of eradicating urban poverty and its implication for improved governance at all levels.



Launch of the Global Campaign for Secure Tenure and Urban Governance in Dakar Photo © UN-HABITAT

In the same way, more advocacy work will be undertaken in ensuring that the progress of implementation, particularly with respect to target 11, is included in the national and ultimately global MDGs reports. This will entail not only advocating for participatory monitoring and evaluation systems, but also for the campaign to take up the challenge of developing implementation indices and other measurement tools in the respective aspects of governance.

The improvement of urban governance entails the development of a shared vision as well as the building of institutional practices and

adopting technical options that incorporate the needs, demands and interests of the poor in all facets of their lives. In this respect, by working with Member States and partners, the campaign will continue to undertake analytic studies as well as workshops and consultations with experts and stakeholders with a view to coming up with shared norms and principles relating to decision-making and implementation that take into account the voice of the poor and provides them with the means of empowerment. At the same time, the campaign's normative work will backstop other units of the UN-HABITAT in developing a range of technical options pertaining to the needs of the urban poor in the areas of shelter, services, infrastructure, land-use, and means of livelihood, especially in the implications of these deliverables for pro-poor urban governance.

The operational work of the campaign will remain central in contributing to the realisation of the MDGs. Improvement of the lives of slum dwellers calls for a high level of mobilisation and the forging of linkages among the civic, public and private sectors within the urban milieu. Working with Member States and partners, the campaign will promote the mobilisation of the poor, foster alliances with other stakeholders, and develop forums for collective consultation in identifying needs, setting priorities, mobilising resources, and undertaking implementation. The campaign will continue to backstop the operational activities which derive from National and City Action Plans and provide inputs as these plans are subsequently translated into concrete projects that will lead to the improvement of the lives of the poor.

By **collaborating with other programmes and units within UN-HABITAT** in the areas of water and sanitation, secure tenure, gender, participatory budgeting, as well as regional initiatives such as NEPAD, the campaign will provide inputs on the **pro-poor governance implications** of such undertakings. A higher priority will be given to **policy, legislative, and institutional changes at national and city levels that can lead to effective local governance** that is conducive to the improvement of the lives of slum dwellers. Furthermore, the achievement of MDGs requires that the system of local governance is driven by norms and principles that recognize the interests of the

poor and caters for them in an effective and sustainable manner. In this regard, the campaign will continue to **accord special attention to the needs of women in cities.**

3.2.2 *The Global Campaign for Secure Tenure*



Before settlements improvement in Latin America Photo © UN-HABITAT

The aim of the Global Campaign for Secure Tenure is to improve the conditions of people living and often working in slum areas and informal settlements in major urban centres of the world by promoting security of their residential tenure. It is an advocacy instrument designed to promote

security of tenure for the poorest populations, especially those living in informal settlements and slums including **women**, with the goal of making a significant impact on the living and working conditions of the world's urban poor. The campaign encourages negotiation as an alternative to forced eviction, and the establishment of systems of tenure that minimise bureaucratic lags and the displacement of the urban poor by market forces. Through a series of preparatory activities, consensus building, high-visibility launches, action plans, and operational activities, the Global Campaign encourages dialogue between organizations of slum dwellers and support NGOs and governments at all level's.



After settlement improvements in Latin America Photo © UN-HABITAT

The campaign provides a viable mechanism with which Member States can fulfil the Millennium Declaration Goal "Cities

without Slums,” specifically the mandate “to improve the lives of at least 100 million slum dwellers by the year 2020.”

Strategically, the Secure Tenure campaign's contribution to the implementation of the Millennium Development Goal 7 target 11 will be through its normative, advocacy, operational, housing rights evaluation and monitoring and capacity building activities. The Campaign will continue to advocate the recognition of slum dwellers and their organizations as genuine partners, and will seek to promote their partnerships with government at all levels as essential tools for the upgrading, planning and management of cities.

Attaining security of tenure requires diverse actions both at the global/regional and the national/local levels, therefore, the campaign will continue to be implemented through a combination of global and regional partners. Formulation and adoption of guidelines, norms, standard rules, adopting international legal instruments, facilitation of information and experience exchange and setting a mechanism for monitoring and evaluation of progress made at promoting security of tenure are some of the actions to be undertaken at the global and regional levels. Local governments will be encouraged to demonstrate their political will and their capacity of partnership with the urban poor and to adopt and implement concrete action plans based on their local needs and priorities. Another important action at this level will be the ensuring of compliance with the international legal instruments such as the International Covenant on Economic, Social and Cultural Rights which gives reference to the human right to adequate housing, and in this relation, addresses security of tenure. Therefore, the strategic vision, in accordance with the Millennium Development Goals, introduces rights-based, advocacy instruments and specific programmes such as the joint UN-HABITAT/OHCHR ***Housing Rights Programme***.

Considering that nearly a third of the world households are headed by women and that they generally have a high incidence of poverty, especially in the south, the strategy will have a special focus on gender.



Women speaking at a launch in Dakar Senegal 2004 Photo:© UN-HABITAT

Priority will be given to ***improving the situation of women*** as regards security of tenure. Indeed, and despite the recognition given by numerous international declarations to the right of women to inherit and possess property, there are many situations where they experience routine discrimination in relation to secure tenure of land or housing. Still, too often, women do not have equal access because of discriminations in terms of laws, administrative practices, and inheritance systems. The campaign will put these issues upfront its activities and will assist countries to develop and implement legislation which gives women equal rights to buy, inherit, own and possess land and housing.

Also, and in order to protect further the rights of the urban poor, including women, and in line with the resolution of the 19th Governing Council, an Advisory Group on forced evictions has been endorsed, which will promote mechanisms for linking systems of eviction monitoring to networks of institutions/individuals with experience in promoting negotiated alternatives to forced evictions.

The Campaign will work with member states to promote legislative reforms, sustainable and affordable shelter policies and the adoption of instruments that include efficient and reliable methods of recording land title, cadastral systems, as well as efficient administrative mechanisms and capacity to record and update property rights. It will also propose the elements of both housing delivery/improvement processes and the topics to be addressed in the realisation process of housing rights. It is expected that such affordable and practical shelter strategies will directly benefit the urban poor by effectively contributing to the provision of basic services (potable water, sanitation and accessibility) to informal and poor neighbourhoods. Security of tenure is expected to enable the urban poor to access appropriate forms of credit and directly contribute to enhance their housing and living conditions.

The strength and ultimate impact of the Global Campaign for Secure Tenure is realized in individual settlements and cities by local actors that are successful in utilising the Global Campaign to introduce new initiatives or revitalise existing ones. The Campaign will delegate responsibility and authority to local actors, with the centrality of women and organizations of urban poor given institutional expression. An important consideration will be to combine campaign advocacy and operational projects.

To this end, the campaign, in close collaboration with member states and partners, will specifically assist in four functional areas to achieve target 11 of the Millennium Development Goals:

1. *Analysis*: consists of an in-depth analysis, involving all stakeholders, of the conditions of informal settlements and municipal governance, as well as an assessment of past efforts to upgrade slums and pursue inclusive city development strategies.
2. *Campaigning*: consists of strengthening of working relations among slum dweller organizations, local authorities, professionals, and national governments through the mobilisation of all stakeholders around campaign principles. It also includes diverse actors identifying key aspects of security of tenure relevant to the local

priorities and needs. When these steps are covered a formal launch of the Global Campaign takes place in a particular city in order to demonstrate political will, capacity of urban poor and partnerships, and to adopt concrete action plans.

3. *Operational dimension of the campaign*: involves the translation of priority aspects of tenure into concrete actions: policy reforms, capacity building, awareness raising, programmatic initiatives (slum upgrading or city planning).
4. *Monitoring*: will entail setting objectives, developing benchmarks and tools for monitoring the achievements of the campaign and its contribution to the MDGs.

The campaign recognises that without good governance, efforts to improve the lives of slum dwellers through the provision secure tenure will not be sustainable. Therefore, the campaign, where possible, will continue to be organized and launched jointly with the Governance campaign to entrench the governance component of secure tenure. The Campaign will be working closely with the UNDP country teams to place the Campaign at the centre of the Poverty Reduction strategy of developing countries so as to translate along with the implementation of the MDG, target 11 the localisation of the Campaign action plans so that upgrading opportunities are carried out to improve the lives on the urban poor.

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3.2.3 Media and communication strategy

UN-HABITAT is responsible for helping the international community, national governments and all other Habitat Agenda partners to achieve the millennium development goals concerned with halving the number of poor by 2015; more specifically, UN-HABITAT is concerned with helping the international community with meeting the two MDGs concerned with improving the living conditions of 100 million slum dwellers by 2020 and the goal concerned with halving the number of people without access to clean water and decent sanitation by 2015.

In its strategic vision and in all its recent work plans and activities, UN-HABITAT has increasingly focussed its work plan and activities to the achievement of these goals. UN-HABITAT's basic position is that though the priority of the organisation is to meet the specific MDG goals, the best way to meet these targets is to encourage strategies that radically alter and improve urban management in cities, particularly in the developing world, so that the problems of the urban poor are prioritised.

UN-HABITAT Global Campaigns on Urban Governance and for Secure Tenure are entry points for radically restructuring urban management so that the poor are included and allowed to participate in the development of their cities. Policies and programmes are designed to encourage inclusive cities where the poor are given their right to the city. The poor are offered some form of security of tenure which helps unleash donor and domestic capital for investment in housing. Local authorities are encouraged to implement policies that encourage pro-poor investment in water and sanitation and other critical urban infrastructure. The poor themselves are asked to participate in the improvement of their own lives.

There is considerable evidence from across the world that illustrates the successful upgrading of the shelter conditions for the urban poor. Therefore, any MDG media strategy must build on the experience of UN-HABITAT's advocacy campaigns, its programmes and projects, research documentation and best practices that already exist in order to help Habitat Agenda partners and the rest of the world meet the Millennium Development Goals.

The Habitat Agenda is a partners' agenda and if the Millennium Development Goals are to be met, everyone will have to play their part. Therefore, any media strategy must successfully target a number of different partners with a series of messages that help create an enabling environment for the successful participation of all. This means that it is difficult to design a comprehensive strategy, instead what is required is a series of guidelines to help the production and dissemination of appropriate messages.

The following are amongst the major target audiences for a media strategy. All of them will require slightly different types of messaging. For example:

- **Governments in developed countries, International Aid Agencies and Donors particularly those in the developed world.** This target audience needs to be persuaded or regularly reminded about the importance of meeting the targets set by the MDG on slum upgrading and water and sanitation. They also need to be regularly informed about some of the best operational urban strategies to meet such goals in order to be able to focus their funding.
- **Governments in developing countries, regional and national political bodies and associations such as the Global Parliamentarians for Habitat.** This target audience has to be persuaded that urbanisation is a critical challenge and managing the process is one of the best ways to meet the MDGs concerned with slums upgrading. This target audience needs to be regularly informed about why urbanisation is becoming a critical problem in order to create the necessary political will. They need to be persuaded to establish the appropriate legal and policy framework to encourage greater pro-poor investment in shelter. For this they need to be informed about success stories from around the world.
- **Local Authorities need to be persuaded about the efficacy of running inclusive cities.** They also need to be educated on how best to encourage participation from all stakeholders and actors within a city. In order to persuade the sceptics, members of this target group need to be informed about best practices from other parts of the world. This can include city-to-city visits and cooperation. The local authority should also be encouraged to develop tool kits on how best to work with journalists and the media to ensure better urban governance.

- **Civil Society Actors: Non-Governmental organizations, the Private Sector, Journalists, etc.** These civil society actors are critical for the success of any MDG strategy and it is important that information is provided to them about how they can play their part. Such actors need to be kept regularly informed about the state of their cities and how things can be improved through increased participation. Again they could benefit from being circulated with best practices and success stories.
- **Slum Communities.** At the heart of the problem of slum upgrading is the urgent need to empower local communities through social mobilisation. This is best done through helping them learn more about their rights and what is genuinely possible. Such information strategies should be designed with local audiences in mind.

What is clear from the above is that each of these target audiences will require a judicious mix of motivational and educational materials. They need to be persuaded about the urgency of the problem and informed about the possibilities.

At the same time it is important to note that each of these target audiences is best reached by different kinds of press, media or other informal channels of communication. No strategy can hope to succeed without a careful analysis of the optimum channels of communication for each target group. Parliamentarians and policy makers tend to be avid readers of the prestige press; slum communities are best served by the radio, “barazas” (meetings organized by the local chiefs), street theatre or even soap operas.

What this simple analysis of the press, media and information requirements of any MDG strategy suggests is that there is a need to integrate such strategies into the very fabric of all programmes and projects concerned with urbanisation and slum upgrading. At the international level, UN-HABITAT will need to coordinate with the MDG Campaign office in New York. The launch of UN-HABITAT Global Campaigns must integrate press and media strategies that

motivate and inform the general public. At the local level, tool kits need to be designed that can be used by local authorities and project implementers to show them how best to use the press and media to motivate and inform all Habitat Agenda partners.

For such integration of information activities to succeed, it will require the commitment of the donor community as well as UN-HABITAT staff. Work programmes and budgets will have to include information activities.

A successful press and media strategy is one important way that UN-HABITAT can help the international community meet the Millennium Development Goals.

The two campaigns, as illustrated above, are obviously central to the activities of UN-HABITAT as they relate to the implementation of the MDGs. While they strongly contribute to the analysis and campaigning efforts of UN-HABITAT, they are also laying the foundation for the global programmes and operational activities of UN-HABITAT to contribute to this objective, as detailed below

3.3 GLOBAL PROGRAMMES

A number of programmes have been developed by UN-HABITAT to complement or support the two global campaigns. Already tailored to help improve the lives of the urban poor, some of them have undergone necessary adjustments to streamline the MDGs within their strategy. This section describes the programmes that are monitored by units at the headquarters as they relate to the MDGs.

3.3.1 *Disaster, Post-Conflict and Safety*

3.3.1.1 *Disaster Management Programme*

A more specific approach to the improvement of the lives of slum dwellers is to be seen through the activities of the Disaster Management Programme (DMP) that targets particularly vulnerable urban populations. These are populations exposed to natural disasters such



Aerial view of Goma after the volcanic eruption, in Democratic Republic of Congo (DRC), 2004 Photo © UN-HABITAT

as earthquakes, floods, typhoons, etc., or who are suffering from conflicts (including ethnic/cultural/religious conflicts). UN-HABITAT is mandated through the Habitat Agenda to take the lead in disaster mitigation and rehabilitation with regard to human settlements. As such Disaster Management Programme has supported governments, local authorities and communities in strengthening their capacity in managing natural and man-made disasters. Poverty alleviation is a crucial element in any plan to effectively do so. Poverty and lack of resources increases vulnerability, weakens coping strategies and delays recovery processes. Poor people everywhere, especially in urban areas, are most at risk. As part of its global project portfolio in supporting mitigation, vulnerability and disaster reduction activities, UN-HABITAT continues to implement activities in Kosovo, Mozambique, Central America and Sudan, and will engage, whenever necessary, in new project formulation in all regions. UN-HABITAT's strategy under the MDGs perspective, aims at consolidating formal linkages with pertinent global humanitarian organizations, such as the UN International Strategy for Disaster Reduction (UN-ISDR), UNHCR and UN-OCHA, as well as pertinent NGOs and other international

agencies. UN-HABITAT will also encourage exchanges of best practices and lessons learned with countries that have developed successful responses to disaster situations.

3.3.1.2 Safer Cities Programme

Improving the lives of slum dwellers goes beyond the physical conditions of their environment. The Safer Cities Programme identifies violence and crime as major challenges to sustainable urban development. The objectives of the programme are to: (1) promote a culture of prevention and provide a safe environment to all inhabitants within the city, and (2) strengthen the capacity of local authorities to address urban safety issues and reduce delinquency and insecurity. Global programme activities include policy development, tool development and advocacy. The Programme developed a number of policy papers on issues related to crime prevention (gender violence and the role of police in good governance, for example) and elaborated guidelines and research on how to measure crime and its impact (victims surveys, violence against women surveys, and youth offender profiles) that will be systematically addressed under UN-HABITAT's approach to meet the goal of improving the lives of slum dwellers.

3.3.2 HIV/Aids

During the last two years, and in recognition of the problem of accessing financial resources for housing by HIV/Aids victims and the need for shelter solutions for accommodating HIV/Aids victims, especially the orphans and the terminally ill, UN-HABITAT has embarked on a series of activities aimed at addressing the shelter dimension of HIV/Aids. The overall objective of UN-HABITAT, is to foster a shelter-based approach to the prevention and management of HIV/Aids. The specific objectives are: to develop capacity at community level for orphan care and support, to enhance capacity for coordination of local partner networks, to strengthen the capacity of local authorities to develop and effectively manage HIV/Aids strategies at the local level and to support local authorities to identify and manage the impact of HIV/Aids on their capacities to deliver services to their communities.

In relation to MDG Goal 7, the results of the situation analysis and the baseline studies (undertaken in selected urban slum environments) indicate that HIV/Aids has had a devastating impact at the household level.

In the context of achieving significant improvements in the lives of at least 100 million slum dwellers, enhancing the capacity of communities and local authorities in the provision of shelter and related services to HIV/Aids victims, especially orphans/other children in distress and the terminally ill is critical to the intervention outcome. Increased poverty due to HIV/Aids is most visible among the poor in urban slums and policy advocacy aimed at addressing shelter as a critical determinant of the HIV/Aids prevention; treatment and care/support outcome will enhance the scope of the secure tenure campaign. The HIV/Aids orphan shelter programme has a strong focus on residential security and the core elements of this, especially the focus on strengthening community capacity and the capacity of local authorities in the provision of shelter and related services could constitute a new and more targeted at finding shelter solutions for accommodating HIV/Aids victims in particular the orphans and the terminally ill component of the secure tenure campaign.

In relation to MDG 7, the programme will contribute by undertaking the following activities:

- Development of a manual for training to build capacity of OVCs, their caregivers, service providers, and communities with knowledge and skills to deal with all aspects of HIV prevention and care.
- Intensify research, capacity building, dialogue, resource mobilisation and other actions aimed at strengthening the base for advocacy activities directed at decision-makers in support of favourable OVC policies.
- Development of indicators/tool for monitoring and evaluation of access to shelter and related services in OVC interventions especially at the community and local authority levels and support their adoption.



Local capacity building in Cambodia 2003 Photo: Slum Dwellers International

3.3.3 The Urban Management Programme

The Urban Management Programme (UMP) represents a major effort by UN-HABITAT and UNDP, together with external support agencies, to strengthen the contribution that cities and towns in developing countries make towards economic growth, social development and the alleviation of poverty. Over the past 17 years, UMP has been able to promote innovative urban management practices, establish and strengthen municipal networks, and influence local and national urban policies and programmes. As a network of over 40 anchor and partner institutions and 140 cities in 58 countries, it has been able to provide a platform for partners to engage in work related to emerging urban themes and processes (e.g., pro-poor participatory governance, HIV/ Aids). In this way, UMP's urban management entry point opens up a wealth of opportunities to contribute to the implementation of the MDGs, including Goal 7, Target 11.

In the coming years, UMP's regional networks of anchor institutions and other partners are expected to intensify the further development, transfer and exchange of the substantive knowledge on various aspects of urban management. These networks will provide technical and advisory services to local authorities and civil society partners advocate

and influence policy changes at local and national levels. UMP will evolve so that the MDGs become a central part of its organizing framework, and will be renamed as “Urban Millennium Partnership”. Under this new concept UMP will work closely not only at local level but will also seek the involvement of central governments, civil society and international partners.

3.3.4 The Training and Capacity Building activities

In response to the Millennium Development Goals, the Training and Capacity Building objectives are to improve the knowledge, skills and motivation of local government officials and their civil society partners, as well as to strengthen the effectiveness, inclusiveness and transparency of their respective organizations to implement these Goals. As the nature of training and capacity building work is cross-cutting, it relates directly to various programmes ranging from the Global Campaigns on Urban Governance and Secure Tenure to the various operational programmes as well as to the Regional Technical Cooperation Projects. Based upon internationally recognized approaches to effective learning, manuals have been designed to enhance core managerial competencies as well as technical skills. As local governments are most often the closest level of governance to people and their communities, building capacity at this level is a key component to realizing MDG goals.

The programme's over-arching strategy is **“building capacity to build capacity”**, by supporting national training and capacity building organizations to become more effective in their capacity building work. It is the experience of UN-HABITAT that national training and capacity building organizations are ideally positioned to respond to national needs at a necessary scale in a manner that reflects cultural specificities, evolving policy frameworks, and national languages. This approach is further reinforced through technical assistance channelled through the Global Campaigns for Secure Tenure and on Urban Governance as well as the operational projects of UN-HABITAT.

In support of the implementation of the Millennium Development Goal, the Training and Capacity Building activity is specifically working

on the following three fronts:

1. Development of a manual on “Alternatives to Forced Evictions” aimed at offering practical alternatives to illegal and forced evictions.
2. Technical and methodological support to the training components of the “Water for African and Asian Cities” Programmes.
3. Technical support and small financial grants to national training and capacity building organizations is being offered to adapt training manuals for local usage.

3.3.5 The Urban Environment Programme

The Urban Environment activities respond to the Cities Without Slums target and those mentioned under Goal 7 “Ensure Environmental Sustainability” through Normative and Advocacy, Capacity-building and Knowledge Management, and Operational activities and outputs. The overarching strategy builds on that for development planning achievements. To be truly sustainable, cities must find better ways of balancing the needs and pressures of urban growth and change with the opportunities and constraints of the local environmental resource base. The corresponding activities and outputs include:

- Global tools, documentation and networking for improved management of environmental resources and better control of urban hazards and disasters, and promote crosscutting planning approaches.
- Local actors improving development information and expertise, improving decision-making, improving policy implementation capacities, strengthening institutional arrangements, and improving management of the process of change.
- Some 50 field initiatives at city level in the Sustainable Cities Programme (SCP) and the Localising Agenda 21 (LA21) programmes. Implementation objectives concentrating on system wide and broad-based consultative participation in policy-making,

and policy implementation to improve basic social and community infrastructure services including safe water and sanitation and institutional practices for system wide environmental governance to manage and build partnerships.

3.3.6 Cities Without Slums Sub-Regional Programme for Eastern and Southern Africa

The Sub-Regional Programme for Eastern and Southern Africa which was launched at the 2002 World Urban Forum is a new UN-HABITAT initiative which was purposely designed to contribute to the localisation of the slums Goals by working with Member States to improve conditions of people living and working in informal settlements in select cities of the Sub-Region. Member States will be assisted with strengthening institutional arrangements and partnerships that support the improvement of conditions of the people living and working in the slums.



High density infrastructure and housing in Tanzania Photo© UN-HABITAT

UN-HABITAT has selected a group of countries and cities, in consultation with Member States and international development partners, to participate in the Programme with due consideration given to local needs, capacities and resources and the level of commitment to the principles of cities without slums. It is envisioned that the selected group of countries and cities will constitute the piloting phase of the Sub-Regional Programme and that, in future, the initiative will be expanded to more cities in the same countries or to additional countries.



A city wide slum upgrading programme is ongoing in Kisumu Kenya.

Photo: U.Westman © UN-HABITAT

With this initiative, UN-HABITAT will assist Member States to strengthen the conditions for **citywide slum upgrading** using a multi-level intervention strategy, national, municipal and at the level of individual informal settlements.

At **national** level, the Sub-Regional Programme will promote the development and implementation of a national policy and regulatory framework for slum upgrading. The policy framework will build upon and contribute to policies on land management, security of tenure, shelter, local economic development, and urban governance.

The **municipal** focus of the Programme will be on strengthening institutional arrangements and capacities necessary for citywide upgrading of slums and informal settlements. Emphasis will be placed on promoting decision-making processes that are inclusive of organizations of slum dwellers, support NGOs, and professional associations.

At the level of **informal settlements**, the Programme will include pilot and demonstrative practical upgrading of select slum areas and informal settlements. The upgrading will combine tenure security, improvement of bulk infrastructure and basic services, participatory land use planning, and the promotion of micro and small business enterprise.

This initiative will draw upon UN-HABITAT's Global Campaigns' ***advocacy instruments***, as useful tools with which organizations of the urban poor, government at all levels, and non-governmental and professional organizations can focus on the tenure and governance aspects of urban upgrading.

In the application of such an intervention strategy, UN-HABITAT will adopt a generic programme approach consisting of four phases. These 4 phases are: 1) inception, 2) preparation, 3) implementation, and 4) monitoring (measuring and tracking the Millennium Goal), evaluation and replication. A focus will be put on incorporating directly into the formulation process the innovations of the urban poor and their engagements with different levels of government.

3.3.7 Water for Asian Cities

In response to the interest shown by several Asian countries to build on the experience of African cities, UN-HABITAT launched the Water for Asian Cities programme during World Summit on Sustainable Development (WSSD) in Johannesburg. The programme will focus on raising political will and public awareness on water and sanitation

issues, and will put in place wide-ranging demand management measures in the participating countries to improve the productivity of existing investments. Several Asian countries, including the People's Republic of China and India, have expressed interest in joining the programme.



Poor Sanitation in Dar-esalaam
Photo© UN-HABITAT

Within the thematic framework outlined above, the key elements of programme implementation will be as follows:

- Monitoring of progress towards achieving Millennium Goal targets in the water and sanitation sector in Asian cities.
- Mobilisation of political will through advocacy and exchange of information.
- Strengthening regional, country and city level capacities for integrated water and sanitation management. (Gender mainstreaming will be an important cross-cutting theme of capacity-building at all levels).
- Creating a new ethic among children and community through Water, Sanitation, and Hygiene Education.
- Promoting pro-poor investments in the water and sanitation sector.

3.3.8 Water for African Cities

Water for African Cities Programme is the first comprehensive effort to improve water management in African cities. UN-HABITAT initiated this together with UNEP in 1999.

The main goal of the programme was to support African countries to effectively address the growing urban water crisis and protect water resources from being polluted. Special focus was given to Water demand management, integrated water resource management, awareness raising,

improved information and transfer of best practices in the region. The programme also included sub-programmes in water education and training and capacity building.



Within a short time the programme made a significant impact in the region through its awareness campaigns, advocacy and educational initiatives. With a strong demand-side focus, the programme has established a flexible framework for regional cooperation and inter-agency collaboration, in the seven participating countries (Côte d'Ivoire, Ethiopia, Ghana, Kenya, Senegal, South Africa, Tanzania and Zambia).

Before improvement of water and sanitation in Cambodia Photo: Slum Dwellers International



After improvement of water and sanitation in Cambodia Photo: Slum Dwellers International

The programme is now entering its second phase. This phase intends to expand into other African Cities. In respect to the global targets 10 and 11, the programme will also incorporate sanitation and pro-poor governance into its framework.

3.3.9 Pro-poor urban water governance programme

UN-HABITAT has developed a major component on “Pro-poor governance in urban water supply” and is currently developing

demonstration projects on how to create innovative public-private-NGO partnerships, again based on consultation, technology choice and new partnerships in Asia and Africa. The project aims to further support global efforts in sector reform, partnerships and decentralisation.

3.3.10 Gender Policy

Given the worrying trend toward the “feminisation of urban poverty”, UN-HABITAT will give a special focus to the element of gender specific needs in all the programmes and campaigns above. Due consideration will be given to the role of women in the area of human settlements.

According to the Habitat Agenda, the overall goal of promoting gender equality should guide all UN-HABITAT's interventions in the field as well as at the policy and decision making level. The goal of gender equality, as an overarching objective, will be thus central to the MDGs strategy of UN-HABITAT. In accordance with the overall objectives of UN-HABITAT's gender programme, the strategy will promote a four pronged approach:

- Adopt and develop a centre-wide approach and methodology for gender mainstreaming in the MDGs strategy,
- Identify entry points and opportunities within the strategy, including through the two campaigns,
- Identify linkages between Gender Equality and the activities to be conducted under this strategy both at global and country levels,
- Develop institutional capacity and knowledge to enable gender mainstreaming within UN-HABITAT and among stakeholders and partners involved in the process of improving the lives of slum dwellers.

This gender sensitive approach is not a goal in itself but a means to achieve equal rights between women and men, and to promote women's rights in particular through interventions in diverse countries and communities globally.

3.4 MONITORING

3.4.1 *Monitoring function*

United Nations Human Settlements Programme is mandated by the United Nations General Assembly to monitor and report on the progress of the implementation of the Habitat Agenda. In the aftermath of the Millennium Declaration in September 2000, the Agency has the added responsibility to report on the “*significant improvement in the lives of slum dwellers*”, Target 11, of the Millennium Declaration Goals (MDG). The Monitoring Systems Branch of UN-HABITAT is the primary knowledge management node for the Agency and is structured to provide technical assistance as well as to form strategic partnerships that result in rigorous, representative and well analysed information, for the major knowledge instruments that shape the global policy agenda and monitor achievement of the Habitat Agenda and the MDGs.

These knowledge instruments include the United Nations Secretary-General's report to the General Assembly on progress towards the achievement of the Habitat Agenda goals; a report on progress in achieving the MDG's; the *Human Development Report* of United Nations Development Programme; and the two Agency flagship reports: the *Global Report on Human Settlements*, and the *State of the World Cities Report*. Ancillary reports, working papers, newsletters, *ad hoc* publications and single-issue policy documents provide normative guidance on urban issues to client cities globally. UN-HABITAT, with its Global Urban Observatory (GUO) and Best Practices and Local Leadership Sections (BPLL), works jointly with a wide array of UN agencies, World Bank, regional Economic Commissions, Development Banks, USAID, US Census Bureau, Statistics Canada, national statistical offices, as well as Centres of Excellence around the world, in order to manage qualitative and quantitative knowledge, relevant to policy development and for its monitoring functions.

3.4.2 The Global Urban Observatory

The Global Urban Observatory (GUO) is the domain for the production and analysis of quantitative knowledge. It is a world-wide monitoring and learning network, its main objectives *inter alia* are to:

- a) Assist governments, local authorities and organizations of civil society to amplify their ability to collect, manage and maintain and use information on urban development
- b) Enhance the use of knowledge and urban indicators for policy formulation, planning and urban management through participatory process
- c) Package and diffuse results of global, national and city-level monitoring activities, as well as disseminating good practices in the use of urban information world-wide.

The GUO has built up a tradition of collecting and analysing Urban Indicators (UI) since 1993,¹ when it collected policy-sensitive housing indicators in principal cities of 53 countries, as the first phase of the UI. The second phase, initiated in 1993, produced information from about 250 cities, which constituted the basis of all policy documents during the Istanbul Conference in 1996, and the *State of the World Cities Report 2001*. With this information, the programme moved towards the broader issue of sustainable urban development, responding to a major theme chosen for the 1996 Habitat II Conference: “Sustainable Human Settlements in an Urbanizing World”. From these data the magnitude and dimensions of the problems of urban development first became known.

¹ However, the programme started in 1988 as the **Housing Indicators Programme**, a joint UN-Habitat/World Bank initiative, in response to the objectives of the *Global Strategy for Shelter to the Year 2000*

3.4.3 Best Practices and Local Leadership Programme

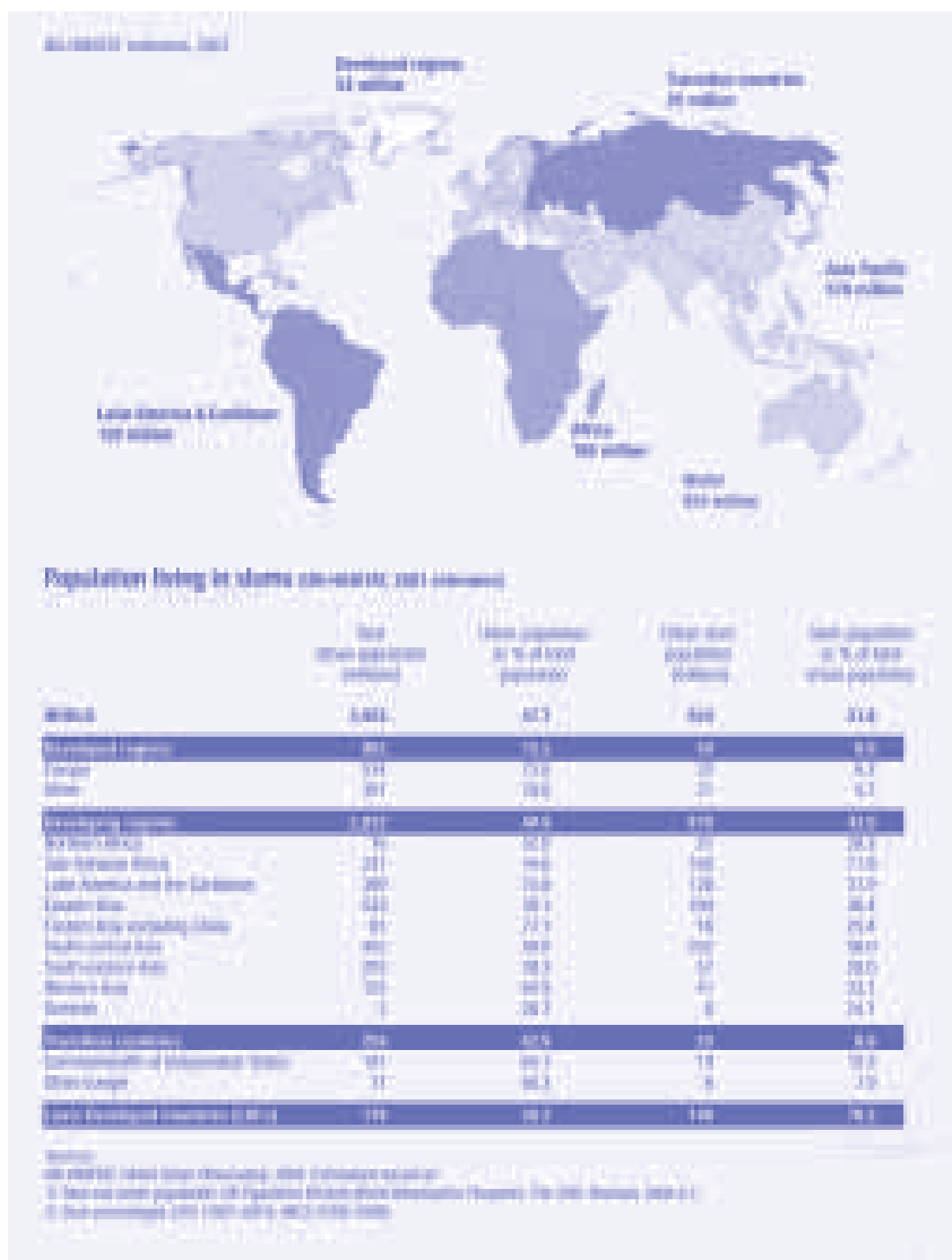
The Best Practices and Local Leadership programme has recently started pilot studies in a new domain: Pro-poor and Gender-sensitive Urban Policies and Enabling Legislation. The purpose is to document in simple language and evaluate the good policies and enabling legislation so as to unveil the context and the institutional framework for application, to articulate the lessons learned with respect to sustainable urbanization, slum upgrading, decentralization, gender equality and social inclusion that may be of interest or could inspire countries that are engaging in the implementation of the Millennium Goal on slums. The GUO and BLP complement each other as the latter also provides the empirical evidence of how policies can influence practice, and vice versa, as well as in-depth policy evaluation.

3.4.4 Strategic approach for the monitoring function

Implementing and monitoring the goal of the United Nations Millennium Declaration on improving the lives of slum dwellers require detailed knowledge, at a disaggregated level, of the extent of such poverty. UN-HABITAT has developed a two-tiered complementing approach that attempts to meet global and local requirements.

At the global level, the GUO responds to UN-HABITAT's monitoring and reporting mandate, analysing global trends and developing advocacy actions for policy development. As part of its strategic approach, the GUO will launch the third phase of the **Urban Indicators Programme** (2003-2006) that aims to collect and analyse urban indicators in a Global Sample of Cities (270 cities),² in order to

² The purpose of the development of a *Global Sample of Cities (GSC)* is to establish a statistically valid basis for the collection of city aggregate data using a revised Urban Indicators Toolkit to provide global and regional estimates of progress made towards implementation of the Habitat Agenda and the MDG target 11.



make comparisons between regions, sub-regions, countries and cities. Within this Programme, the GUO will produce globally comparable and high-quality data, using a set of key indicators to monitor progress towards the Habitat Agenda and the MDG, Target 11. It will also support the development of indicators, which are relevant to the local policy-making. By adopting this strategy, the Global Urban Observatory will attempt to respond to the global reporting, creating conditions to use urban indicators for local policy formulation, in other words “making the global, local”.

Recently, the GUO expanded its activities at the *global level* by launching **urban inequity surveys** (UIS) in a selected number of cities in the world. This initiative is designed both as an add-on to existing survey programmes and as a stand-alone activity carried out by UN-HABITAT. It is expected to cover a sub-sample of 35 cities, in order to measure intra-city differentials that would reveal the magnitude of urban inequities.

At the local level, in tandem with the major efforts in the area of global policy analysis depicted above, the GUO also assists in the development of local monitoring systems in order to strengthen local policy formulation. As part of its strategic approach, the GUO aims at developing capacities to use urban indicators as a policy decision tool, promoting the exchange to share information through reliable, pertinent data. The overall objective of this function is to strengthen the role of local authorities, community and non-governmental organizations and other partners groups in the selection and collection of urban indicators, analysis and use of information for urban policy-making through participatory decision-making processes. This is done through the establishment of Local Urban Observatories (LUOs).

LUO's are designated local monitoring entities that primarily aim to develop information customized for the needs of the local stakeholders, but to add to the global knowledge base by contributing also to the Urban Indicators. Recently, GUO established new partnerships within and outside UN-HABITAT in order to sustain the primary goal of the LUOs: *to develop knowledge that has local policy relevance*. These partners include the Urban Management Programme, Sustainable Cities

Programme, Water for African/Asian Cities Programme. Outside the agency, the main partners include the Cities Alliance, the World Bank, the UNDP and USAID.

Within the framework of the UN-Habitat Medium Term Plan (2002-2005) and in line with the UN-HABITAT strategic vision, the monitoring activity will contribute to the promotion of the global campaigns on secure tenure and urban governance by monitoring progress in the efforts of governments and partners in implementing campaign activities and national action plans to improve the lives of slum dwellers significantly. It will also promote the use of best practices and *Good Policies and Enabling Legislation* to develop a comprehensive knowledge management framework responding to the strategic objectives of the Habitat Agenda and the MDGs, Target 11.

Moreover, UN-HABITAT will contribute to strengthen mechanisms for monitoring the impact of human settlement policies and programmes on the lives and work of women in cities, especially those in low-income areas and slums.

In the long-term, the strategic approach aims at setting up a monitoring mechanism that provides reliable, credible and globally representative knowledge on:

- Actions taken by central and local governments and other stakeholders geared towards improving the lives of slum dwellers, every five years, starting with 2004;
- The impact of the actions taken on the “lives of slum dwellers”, every five years, starting with 2004;
- The magnitude of the problems of urban inequities, every five years, starting with 2004.

As UN-HABITAT aims to monitor not only the impact but also the implementation for reaching Target 11, multiple tools and channels would be used to examine a cause-effect relationship between policies and their results. These tools/activities will include the following:

Household Surveys

Household surveys would be used to understand the improvement attained among slum dwellers in the spheres of settlements, basic

services, shelter, security of tenure, health, education and livelihoods. Without such surveys, UN-HABITAT will not be able to monitor the impact of the efforts that governments, local governments or other stakeholders make on slum dwellers.

Community Profiling

A substantial amount of information on the neighbourhood, the basic services, institutional framework, social dynamics would be obtained from direct observations, that otherwise would be redundant to ask to each and every household. This process will involve at a large extent the communities themselves.

Expert Group Meetings (EGMs)/Participatory Rapid Assessments

UN-HABITAT will convene EGMs to undertake rapid assessments using qualitative indicators and open-ended questions to broad-based consultative groups involved in slum upgrading activities.

Urban Indicators

The use of urban indicators would provide city level aggregate or qualitative indicators obtained either through desk review, expert interview or through EGMs, in order to relate the city with other cities globally. Composite measures such as the City Development Index would be applied to enable cities to see how they rank with other cities.

Policy evaluations

Policies and programmes related to the implementation of the MDGs, Target 11, would be evaluated to single out their strengths and weaknesses in terms of effectiveness and relevance. These evaluations would help to highlight the policy environment, institutional fabric, internal and external dynamics behind achievements and constraints.

Monitoring of compliance with commitments to provide decent and affordable housing to the urban poor will be accompanied by rewards/incentives to countries that have met their objectives such as international recognition, awards, etc.

3.5 OPERATIONAL ACTIVITIES

3.5.1 The operational dimension of UN-HABITAT

Regional offices are the operational arms of UN-HABITAT. Their main function is to initiate and implement technical cooperation projects and programmes in response to requests from governments and their partners. They provide support to the rationalisation of the global campaigns and to the development of shelter and urban development strategies at the national and municipal levels.



Before settlement improvements in Cambodia Photo: Slum Dwellers International

They combine normative and operational activities through:

- promoting policy reforms consistent with global UN agendas;
- building institutional and human capacities;
- testing, validating and disseminating norms, policy options and practical tools through large-scale demonstration projects;
- supporting the implementation of local and national plans of actions.

Since their establishment in 1996 (Rio de Janeiro), 1997 (Fukuoka) and 1998 (Nairobi), the UN-HABITAT regional offices have been funded primarily from extra-budgetary resources generated by operational projects (overhead income – OHU), in combination with financial and in kind support from host cities.



After settlements improvements in Cambodia Photo: Slum Dwellers International

More recently, and in recognition of their broadening mandate, the regional offices have received some financial support from the regular budget and the Foundation.

The three Regional Offices, as well as eventual future regional offices, are integral parts of UN-HABITAT. They contribute country and regional components to the implementation of UN-HABITAT's work programme, and coordinated by the Regional and Technical Cooperation Division, are in constant and close contact with headquarters in Nairobi. This coordination will be revisited periodically to adapt even further to the needs of this strategy as mentioned in paragraph 6.1, through the activities of the MDGs Core Team.

Increased presence at country level is required to improve UN-HABITAT participation in United Nations Development Assessment Frameworks and Poverty Reduction Strategy Papers. In 2002, a memorandum of understanding was signed between UN-HABITAT and UNDP to place national UN-HABITAT programme managers in selected country offices. Habitat programme managers will be based in countries where both the Government and UNDP are committed to promote sustainable urbanization. Their placement will also be a function of the existing and potential activities of UN-HABITAT at national and local levels. UN-HABITAT programme managers have already been recruited in over thirty countries.

UN-HABITAT regional offices are an essential element in mainstreaming human settlements issues in national development agendas, and in strengthening capacity at the national and local levels, ***particularly for implementation of the millennium development goals on water, sanitation and slum improvement***. It is increasingly difficult, however, for the regional offices to be financed mainly by technical cooperation overheads in view of the changing modalities of international assistance. Consideration is therefore being given to launching regional trust funds under the umbrella of the Foundation to raise core funding for the regional offices.

3.5.2 The role of the Regional Offices in supporting the implementation of the MDGs

The four objectives of operational and normative activities in the regions are particularly relevant to the implementation of the Millennium Development Goal on Slum Upgrading:

- (i) At country level, regional offices are **promoting policy reforms** in line with the Habitat Agenda and the Declaration on Cities and other Human Settlements in the New Millennium. This means that slums should not be eradicated but improved. Only slums in dangerous areas should be considered for re-location in consultation with the slum-dwellers. In addition, slums should be given top priority in city development strategies, because the vast majority of slum-dwellers are poor and because the majority of the urban poor live in slums in most developing countries. Slum improvement should ensure security of tenure and better infrastructure, (water and sanitation). City leaders who want to address the challenge of urban poverty reduction should actively engage with the poor and marginalized, who should be involved in decision-making. In order to promote these policy principles, UN-HABITAT regional offices undertake advocacy activities, high-level seminars and stakeholder consultations in coordination with the global campaigns and global programmes managed from Nairobi.
- (ii) A main challenge of operational activities is to **build adequate institutional and human capacities** at local and national levels so as to ensure sustainability and long-term impact. The approach of UN-HABITAT regional offices is to link national capacity-building inputs (in Housing and Urban Development ministries and institutes) with well-targeted capacity development efforts at city level (in local authorities). In terms of slum improvement, this approach implies the establishment of slum upgrading units appropriately positioned in municipalities and able to coordinate the interventions of numerous partners, particularly public utilities. The Training

and Capacity Building Branch develop training manuals and tools in all areas of municipal management and urban upgrading. These manuals could be used more extensively by regional offices.

- (iii) Large-scale **demonstration projects** are essential to validate policy guidelines and to provide feedback to normative activities. UN-HABITAT regional offices are supporting the preparation and implementation of such projects in many countries, including in the framework of the Cities Alliance. The main challenge is to ensure the financial viability of these projects as full cost-recovery from the slum-dwellers is impossible in most cities. The approach of UN-HABITAT is to associate municipal finance, cross-subsidies and beneficiary contributions (in labour or in cash). This often requires radical fiscal reforms and therefore strong political will. Cities being generators of wealth all over the world, land and property taxation could play a key role in the redistribution of resources. Regional offices have the huge task to convince decision-makers that demonstration projects are an element in policy development and that up-scaling is possible and should be a key concern of governments at all levels.
- (iv) Finally, UN-HABITAT regional offices intend to support the preparation and implementation of **local and national plans of action for slum upgrading**, in those countries and cities which are committed to implement the Millennium Declaration Target on improving the lives of slum-dwellers by 2020. This would require an in-depth analysis of the current situation, the definition – through city consultations – of quantitative targets, the mobilization of financial resources and the establishment of the appropriate institutional and legal frameworks. So far, only a few countries have expressed interest to go into that direction. However, it is expected that the Millennium Campaign will bring more momentum and more determination to tackle the Slum challenge. This would be translated into more requests for UN-HABITAT's assistance.

4 FINANCING TARGET 11

It is obvious that achieving significant improvements in the lives of at least 100 million slum dwellers requires large sums of money. The total cost of improving the lives of 100 million slum dwellers has been estimated by the Millennium Project Task Force 8 at USD 67 billion. It is equally clear that the sums referred to above cannot be mobilised wholly – or even mainly – from the international donor community. Combined official development assistance (ODA) and private and public investment in slum upgrading is estimated to be less than USD 5 billion. The finance gap is significant. Bridging it requires rethinking how finance is derived for housing and basic services in cities of the developing world. While efforts by donor countries to increase development assistance to 0.7% of GDP are a welcome development, ODA alone is not sufficient to fill the gap. Also necessary are concerted interventions by member states to mobilize domestic capital and facilitate a greater role in housing and infrastructure for commercial banks, housing finance institutions, micro-finance institutions and investors in the local capital markets.



A community contributing to build houses in the slums of Huruma, Nairobi, Kenya 2004 Photo: O. Saltbones © UN-HABITAT

It was with these considerations in mind that the General Assembly in 2001 called upon UN-HABITAT to capitalise the United Nations Habitat and Human Settlements Foundation to enable member states mobilise international and domestic resources for the financing of shelter and related urban infrastructure. At its 20th Session in May 2003, the Governing Council of UN-HABITAT adopted resolution 19/11 entitled “Strengthening the Habitat and Human Settlements Foundation.” The resolution provides guidelines that UN-HABITAT has used subsequently to establish a strategy for mobilising finance for slum upgrading.

The first element of the strategy is to promote greater donor coherence among multilateral development agencies and international financial institutions. Specifically, UN-HABITAT seeks to engage the World Bank Group and the regional development banks to link strategically the agencies’ advocacy, capacity building and project demonstration activities with the investment portfolio of the financial institutions. This will entail the establishment of framework agreements that advance such collaboration at country level. The co-operation agreement between UN-HABITAT and the Asian Development Bank (AsDB) demonstrates the synergies that can be achieved. In this agreement, AsDB has agreed to fast-track USD 500 million in loans to cities that participate successfully in the Water for Asian Cities Programme of UN-HABITAT.

A second element of the strategy is to mobilise domestic capital for slum upgrading by field testing financial instruments that local authorities and community organisations can use to attract investment for slum upgrading initiatives.

This involves working with local development partners and local banks and financial institutions to design and apply such instruments. And it also entails working with these local actors to package the financial, political and technical elements of slum upgrading projects such that these projects are more financially viable over time.

UN-HABITAT implements this strategy of fostering co-operation with international financial institutions and mobilising domestic capital through the Human Settlements Financing Division. Two branches of the Division are the Program Development Branch and the Slum Upgrading Facility (SUF). The former promotes inter-institutional relations and develops tools and instruments for financing shelter and related urban infrastructure while the latter is a technical assistance bridge financing facility aimed specifically at mobilising domestic capital for slum upgrading activities in municipalities of developing countries.

SUF achieves this objective by facilitating links among local actors and by packaging the financial, technical and political elements of development projects to attract such investment. This entails identifying projects, building local capacities, networking, and providing direct technical assistance and, where appropriate, seeking bridge finance to demonstrate the viability of these processes.

SUF is thus designed to lead and coordinate technical cooperation and financing initiatives established to develop bankable projects that promote affordable housing for low-income households, the upgrading of slums, and the provision of urban infrastructure in settlements in cities of the developing world. The key clients of SUF are municipal authorities, CBOs, NGOs, and relevant departments of central as well as local government, private sector, including retail banks, property developers, housing finance institutions, service providers, micro-finance institutions, and utility companies.

In 2004, the Human Settlements Financing Division officially launched SUF with financial support of the development agencies of the United Kingdom and Sweden, and in partnership with Members of the Cities Alliance that is co-chaired by the World Bank Group and UN-HABITAT. A Design Team has been recruited to enable UN-HABITAT to work with member states to identify 4-6 countries in which more in depth work on field-testing design instruments can be taken as part of the subsequent SUF 3-year pilot. It is anticipated that UN-HABITAT will mobilize domestic capital for slum upgrading in

informal settlements in cities in East Africa, West Africa, South Asia and South East Asia.

An important outcome of the work of SUF is the strengthening of partnerships as well as the mobilization of capital. Municipal authorities, community organizations, and other development partners rarely work together with commercial banks, housing finance institutions, institutional pension funds and private investors. Getting the development partners and the financial partners to engage in the development of financial instruments can potentially result in a different modality for development assistance – one UN-HABITAT regards as central to achieving MDG Target 11.



Informal market in Papua New Guinea greatly contributing to the local economy Photo: © UN-HABITAT

5 COORDINATING AND NETWORKING

5.1 COORDINATION WITH THE ADVISORY GROUPS OF THE MDGs PROJECT

UN-HABITAT has, from the initial stage of the Millennium Development Goals process, contributed actively to the different groups set up to ensure an efficient coordination of the different components of the MDGs Core Strategy such as:

The UNDG Working Group whose missions include:

- overseeing the implementation of the Core Strategy, in which case it would be appropriate to have the Millennium Project report to the WG (in support of the role of the UN Experts Group).
- sharing and coordinating the information.
- developing corporate tracking software and a training package.
- creating synergies between the different elements of the Core Strategy.

UN-HABITAT MDGs focal point as well as the head of New York office are members of the working group.

The UN Experts Group whose tasks include:

- ensuring that the ten Task Forces for the Millennium Project have access to and can make full use, as appropriate, of the knowledge, experience and capacities of the UN system.
- helping in disseminating outputs and findings of Task Forces throughout the UN and beyond.
- suggesting ways to maximise coherence and consistency among Task Forces and to address cross-cutting issues such as gender, HIV/Aids, population, and human rights.
- facilitating the flow of relevant information from the Millennium Project to the UN Country Teams on its analytical work and seeking their views as appropriate.

- advising the Millennium Project of other related activities, such as WEHAB follow-up, to avoid duplication and to ensure cost effectiveness.
- reviewing the final output of the Task Forces and reviewing and commenting on the Interim Report, as well as the Final Report of the Millennium Project.

The acting deputy Executive Director is member of the Experts Group.

The MDG Task Force 8 on slums:

Task Force 8 has been assigned the following objectives:

- promote enhanced and effective social and environmental justice in the process of urban growth and development.
- identify, reinforce, and build upon the best of existing local initiatives that are now underway globally.
- add value to these efforts through reports and studies, and seeking out and promoting exemplary institutions of sound urban governance.

The task force comprises representatives from different backgrounds and institutions that have a demonstrated knowledge of urban issues as well as civil society representatives. The manager of the Global Campaign for Secure Tenure represents UN-HABITAT in this task force. UN-HABITAT has contributed in all the meetings of the Task Force as well as in the preparation of the report of the Task Force. It has also been asked to undertake a study assess the cost of the achievement of the target on slums.

It should be noted that UN-HABITAT is also represented in Task Force 7 in charge of the target on water.

UN-HABITAT will keep contributing to the activities of these different organs and providing its inputs in their efforts to mainstream the MDGs at country and local levels as well as, periodically, assess the achievements and revise, if necessary, the objectives. By so doing UN-HABITAT offers also to these entities a unique opportunity to link

with all stakeholders, concrete programmes and activities both at global and country levels, acting thus as a catalyst.

5.2 UNDP

As the UN body in charge of the coordination of the MDG project, UNDP is central to the success of the Millennium Declaration. UN-HABITAT has engaged a number of activities in close coordination with UNDP. As indicated earlier, a memorandum of understanding was signed between UN-HABITAT and UNDP that lays the groundwork for cooperation between the two agencies, including the placement of UN-HABITAT programme managers (HPMs) in selected country offices. HPMs are expected to play a key role in localising the activities of the Agency towards the achievement of the slums goal.

However, in the foreseeable future, the number of HPMs will stay modest in comparison to the countries that will need close support. Therefore, it is the view of UN-HABITAT that additional coordination with UNDP should be engaged to circumvent this shortcoming and ensure that the goal of improving the life of slum dwellers is under continuous focus (including by a proper documentation in the country reports) in relevant countries and that it is properly monitored.

In effect, the first Country Reports show a lack of attention from the country teams to this issue. A number of UNDP offices have been alerted as to this situation and corrections have been brought to a number of reports. Building on this positive output, UN-HABITAT will constantly review (and when possible contribute to the preparation of) the country reports to ensure that the necessary visibility is given to the slums target.

5.3 COUNTRIES AND OTHER PARTNERS

In addition to partnership with UNDP, UN-HABITAT has ongoing partnership with several institutions both within and outside the UN system. Most of these partnership activities where already in line with

the mission of UN-HABITAT under the framework of the MDGs. A few are being adjusted to fit closely to the goal. The case of UMP is typical of the realigning of the partnership towards a better and more direct contribution.

Countries: Concerning the collaboration with countries, UN-HABITAT has a long lasting history of successful cooperation with member states. Resolution 19/5 has given a new momentum to this cooperation by requesting expressly “*the Executive Director to assist Governments, at their request, in developing effective policy guidelines and action plans to this effect, in particular through a sustained implementation of the two global campaigns on secure tenure and urban governance*”. Undoubtedly this will give an additional incentive to member states to put the slums goal at the fore of the efforts they are making towards meeting the Millennium Goals.

Donors Community: Donors' role is seen as a crucial condition in the success of all the MDGs process. Here also the implementation of the resolution, and particularly the article inviting “*Member States and Habitat Agenda partners in a position to do so to provide financial and substantive support to UN-HABITAT*” will condition the success of the strategy both at country level and as to the role UN-HABITAT will be requested to play:

- At country level, as mentioned in section 4, there is a need to mobilize seed capital, domestic and other financial resources for shelter and related infrastructure. Also UN-HABITAT is requested “to field test approaches through pilot projects and to develop longer term programmes to mobilize resources to increase the supply of affordable credit for slum upgrading and other pro-poor human settlements development in developing countries and countries with economies in transition”. It is obvious that the capacity of the international community to mobilize resources will be a key factor in the achievement of this target.
- At the level of the agency, its capacity to support partners in their efforts to achieve the MDGs will also depend on the funds made available for UN-HABITAT to develop its own capacities (human

resources at headquarters and regional offices, financial resources to increase the scope of substantive and operational support).

Institutions of Learning: Many programmes of UN-HABITAT have already engaged in a close collaboration with learning institutions at different levels:

- benefiting from the state of the art knowledge and expertise in the field of human settlements, through cooperation programmes.
- using these institutions as a sounding board and relay toward the academic society to further disseminate its findings and substantives outputs.
- encouraging the dissemination of core values related to human settlements at the earliest stage among future generations, the youth being a powerful agent of change, by including these principles in the curricula of partner countries.

These positive experiences will be expanded for the benefit of the MDGs at the three levels above, using in particular the advocacy tools (campaigns) to involve members of these institutions in the debates around the MDGs.

5.4 CIVIL SOCIETY

The very nature of the slum goal puts civil society and urban poor communities at the centre of the process. UN-HABITAT has engaged in a strong relationship with this category of stakeholders who have been very instrumental in the success of many programmes, especially the preparation, launch and implementation of the Global Campaign for Secure Tenure. They naturally fit in the activities of the millennium goal on slums and are contributing to all the components of the strategy.

One particular component of this contribution of civil society is its capacity to organize communities around **savings initiatives**. Considered as a powerful mobilization factor, community based savings schemes have also proven to be a crucial means of improving livelihood

of the urban poor and increase their capacity to contribute financially in the improvement of their living environment. UN-HABITAT will encourage the replication of successful initiatives so as to provide the conditions for financially sustained large-scale slum upgrading programmes.

Further cooperation opportunities will be made available through the Advisory Group on Forced Evictions where Civil Society's positive experiences will be put forward and community and NGO leaders will be asked to propose their good offices and showcase successful alternative options to forced evictions.

Table 3. UN-HABITAT matrix of activities in relation to target 11.

UN-HABITAT	Monitoring	Analysis	Campaigning	Operational
Shelter and Sustainable Human Settlements Development Division (Global Division)	X	XX	XXX	XX
Shelter Branch (GCST)	X	XX	XXX	XX
Shelter Branch (Cities without slums)	X	XX	XXX	XX
Shelter Branch (HPU/UNHRP/LTU)		XXX	XX	X
Urban Development Branch (GCUG)		XX	XXX	X
UDB (HIV/Aids)		X	XX	X
UDB (Disaster, Post-Conflict and Safety)		X	X	X
UDB - (Urban Environment Programme)		X	X	X
UDB - (Urban Management Programme)		X	X	X
Water, Sanitation and Infrastructure Branch		X	X	XX
Training and Capacity Building Branch		X	X	X
Monitoring and Research Division	XXX	XXX	X	X
Monitoring Systems Branch	XXX	X		
Policy Analysis		XXX		
Best Practices	X	X		
Gender, Youth	X	X	X	X
Urban Economy and Finance Branch		X	X	X
Regional and Technical Cooperation Division	X	X	X	XXX
Regional offices	X	X	XX	XXX
Information Services	X	X	XXX	X
Finance sub-programme		X	X	XX

6 UN-HABITAT'S INTERNAL ORGANIZATION FOR THE MDGS

6.1 THE CORE TEAM

The table above shows the close correlation between the activities of UN-HABITAT units and the four components of the Millennium Strategy as it relates to the goal of improving the lives of slum dwellers. It indicates that most of the units are strongly linked to the objectives of the goal and are to contribute to its implementation. It is a visual translation of the content of the previous chapters that detail the current and perspective role of different activities of UN-HABITAT in implementing and monitoring this goal.

To ensure that the MDGs principles are fully internalised by the different functions and organizational units of UN-HABITAT and that a continuous focus is kept on this objective a team has been assigned to carry out the necessary follow-up and supervision mission.

The team is in charge of the following functions:

- Informing and updating on the different components of the Millennium project and Millennium campaign,
- Contributing to the activities requested by the Millennium project and Millennium campaign,
- Coordinating activities of the agency at global and national levels in line with the requirements of the MDGs,
- proposing improvements/adaptation of internal organization to streamline the MDGs in the activities of the Agency,
- Assigning duties to different units/staff members.

The coordination team comprises the heads of organizational units that are most concerned by the goal on slum dwellers and include:

- The acting deputy executive director (also member of the UN Experts Group)

- The director of the Global Division
- The chief of Shelter Branch (also member of Task Force 8)
- The chief of the Monitoring and Systems Branch
- The chief the Urban Development Branch
- The chief of the Water, Sanitation and Infrastructure Branch (also member of Task Force 7)
- The co-ordinator of sub-programme 4

The manager of the Global Campaign for Secure Tenure, chief of Shelter Branch, is the focal point for UN-HABITAT for the Millennium goal of improving the lives of slum dwellers. As such he is to:

- Work closely with the coordination team to keep track of the activities of the Agency as they relate to the MDGs
- Prepare drafts of reports and documents to be shared with other groups at UN level or with relevant institutions
- Prepares periodical assessments of the progress made by UN-HABITAT in streamlining the MDGs into its activities
- Represent UN-HABITAT in the MDG Task Force 8

6.2 THE NEW YORK AND REGIONAL OFFICES

In addition to this organization at the headquarters, the regional offices, under the coordination of a MDG focal point, are fully active in contributing to the implementation of all the components of the strategy at regional and national levels.

Finally, the New York office of UN-HABITAT has an intense liaison activity with UNDG working group, the Millennium Campaign, as well as other institutions due to its location. This office has also very intensely contributed to the debates that are taking place at UN Headquarters and has, therefore, developed a valuable substantive knowledge of the Millennium Project, contributes in widening the debate with our partners and is active in the numerous activities that take place in New York.

7 CONCLUSION AND THE WAY FORWARD

UN-HABITAT has engaged decisively in the Millennium Development Goals process and has already largely streamlined the UN Core Strategy in its different functions and activities. Given its mandate that fits very closely with the goal of improving the lives of slum dwellers, this adaptation was carried out in conjunction with the implementation of the recommendation of the revitalisation process.

Resolution 19/5 of the 19th Governing Council has decided *“that a continuing focus of the twentieth and future sessions of the Governing Council should be the implementation and monitoring of the goal of the United Nations Millennium Declaration on improving the lives of slum dwellers”*.

It is of course the understanding of UN-HABITAT that this process is a continuum that requires further efforts to keep the institution at the forefront of the UN system in this endeavour.

This paper indicates in its different sections those actions that are planned so as to complete and further enhance the progress already made.

A summary of these actions is synthesised hereunder to help the reader visualise the programme ahead. The following table shows these activities as they relate to the different functions described above. An impact assessment of these activities will be conducted periodically so as to have a clear overview of progress in achieving the Goals.

This plan of action is based on the assumption that the resources necessary to carry out all their components will be made available as requested by resolution 19/5 of the Governing Council and particularly

its operative paragraphs 3 and 10. It is the assumption of UN-HABITAT that, in view of the priority given by member states in adopting the Millennium Goals, the resources will be mobilized. If this is not to be the case at some extent, the scope of this plan will have to be reduced accordingly. The Governing Council and the Committee of Permanent Representatives will be informed of the proposed changes.

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ACTIONS TO BE CONDUCTED BY UN-HABITAT UNDER THE STRATEGY		
FUNCTIONS		PLANNED ACTIVITIES
	ANALYSIS	
1		<p>Conduct research on the priorities specific to slums to:</p> <ul style="list-style-type: none"> - improve knowledge on slum conditions and trends in a globalising and urbanising world; and - identify and analyse best practices and policies relevant to slums and slum dwellers.
2		Use the global report "The Challenge of Slums: Global Report on Human Settlements 2003", as a baseline for UN-HABITAT's future analytical work on slums.
3		The report on water and sanitation in the World's Cities to be published every three years and to continue providing analytical work to support all the components of the MDGs. CAMPAIGNING/MOBILIZATION/MEDIA, INFORMATION
	CAMPAIGNING/ MOBILIZATION/ MEDIA, INFORMATION	
4		<i>Global Campaign on Urban Governance:</i> The campaign will continue to back-stop the operational activities which derive from National and City Action Plans and provide inputs as these plans are subsequently translated into concrete projects.

FUNCTIONS	PLANNED ACTIVITIES
5	The campaign will continue to accord special attention to the needs of women in the cities
6	Global campaign for secure Tenure: the campaign, in collaboration with member states and partners, will specifically assist in four functional areas to achieve target 11 of the Millennium Development Goals.
7	The campaign will translate priority aspects of tenure into concrete actions: policy reforms, capacity building, awareness raising, programmatic initiatives (slum upgrading or city planning).
8	The campaign will set objectives, develop benchmarks and tools for monitoring the achievements of the campaign and its contribution to the MDG's.
9	The campaign will work closely with the UNDPcountry teams to place the Campaign at the centre of the Poverty Reduction strategy of developing countries so that upgrading opportunities are carried out to improve the lives on the urban poor
10	Information and media: Work with target audiences to advocate about the urgency of the problem and inform about the possibilities.
11	At the international level, coordinate with MDG Campaign office in New York and integrate press and media strategies in the launch of UN-HABITAT Global Campaigns.

FUNCTIONS		PLANNED ACTIVITIES
	GLOBAL PROGRAMMES	
12	Disaster Management Programme	DMP to continue implementing activities in Kosovo and Sudan, and to formulate projects in all the regions.
13		Consolidate formal linkages with pertinent global humanitarian organizations, such as UNHCR and UN-OCHA.
14	Safer Cities Programme	Develop policy papers on issues related to crime prevention (gender violence and the role of police in good governance, for example) and elaborate guidelines and research on how to measure crime and its impact (victims surveys, violence against women surveys, and youth offender profiles).
15	HIV/Aids	The HIV/Aids orphan shelter programme will target at finding shelter solutions for accommodating HIV/Aids victims in particular the orphans and the terminally ill.
16		Develop a manual for training to build capacity of OVCs, their caregivers, service providers, and communities
17		Intensify research, capacity building, dialogue, resource mobilization aiming at strengthening the base for advocacy activities directed at decision makers
18		Develop indicators/tool for monitoring and evaluation of access to shelter and related services in OVC interventions.

FUNCTION		PLANNED ACTIVITIES
19	Urban Management Programme	Finalise discussions to assess how UMP can make the MDGs a central part of its organizing framework, with a possibility to rename UMP as "Urban Millennium Partnership".
20		Consider including in new missions the measurement of the contribution of innovative urban management practices to the achievement of MDG targets, and the partnership arrangements required for the localisation of the relevant MDGs.
21	Training and Capacity Building	Develop a manual on "Alternatives to Forced Evictions".
22		Provide technical and methodological support to the training components of the "Water for African and Asian Cities" Programmes.
23		Provide technical support and small financial grants to national training and capacity building organizations.
24	Urban environment Programme	Engage in system wide and broad-based consultative participation in policy-making, and policy implementation to improve basic social and community infrastructure services and institutional practices for system wide environmental governance.
25	Cities Without Slums Initiative	Expand the initiative to more cities in the same countries and to additional countries.
26		Ensure that the four phases of the initiative are fully developed and translate in actual city-wide slum upgrading.

FUNCTIONS		PLANNED ACTIVITIES
27	Water for African Cities	Engage the programme in its second phase (expand into other African cities) and incorporate sanitation and pro-poor governance into its framework.
28	Water for Asian cities	The programme to put in place wide-ranging demand management measures in the participating countries to improve the productivity of existing investments and to expand to other countries.
29	Pro-Poor Urban Water Governance	Demonstration projects on how to create innovative public-private-NGO partnerships, again based on consultation, technology choice and new partnerships in Asia and Africa.
	MONITORING	
30	Global Urban Observatory	GUO to launch the third phase of the Urban Indicators Programme (2003-2006).
31		GUO to produce globally comparable and high-quality data, using a set of key indicators to monitor progress towards the Habitat Agenda and the MDG, Target 11.
32		GUO to expand its activities at the global level by launching urban inequity surveys (UIS) in a selected number of cities in the world.
33		GUO to develop capacities to use urban indicators as a policy decision tool.
34		Establishment of Local Urban Observatories (LUOs).
35		Monitor progress in the efforts of governments and partners in implementing campaign activities and national action plans.

FUNCTIONS		PLANNED ACTIVITIES
	OPERATIONAL ACTIVITIES	
36		Consider launching regional trust funds under the umbrella of the Foundation to raise core funding for the regional offices.
37		Build adequate institutional and human capacities at local and national levels so as to ensure sustainability and long-term impact.
38		Systematic use of Training and Capacity Building manuals and tools in all areas of municipal management and urban upgrading by regional offices.
39		Engage local advocacy activity to convince decision-makers that demonstration projects are an element in policy development and that up-scaling is possible and
40		Support the preparation and implementation of local and national plans of action for slum upgrading, when requested.
41		Prepare a questionnaire on national action plans for governments to report on progress in implementing MDGs.
42		Regional offices and Habitat Programme Managers to promote the monitoring methodology recently developed by the Global Urban Observatory to ensure consistency and homogeneity in data collection and analysis.

FUNCTIONS		PLANNED ACTIVITIES
	FINANCING	
43		Continue to work with relevant partners (including World Bank group, regional development banks, other development banks, and the private sector) to field test approaches through pilot projects and to develop longer-term programmes to mobilize resources to increase the supply of affordable credit for slum upgrading.
	COORDINATION/ NETWORKING	
44		Finalize a study that will assess the cost of the achievement of the target on slums.
45		Coordinate with UNDP to ensure that the goal of improving the life of slum dwellers is under continuous focus and that it is properly monitored.
46		Implement resolution 19/5 with a view to reinforcing cooperation and securing
47		Reinforce cooperation with CBOs and NGOs including through supporting the activities of the Advisory Group on Forced Evictions.
48		Streamline the MDGs in the activities of the Agency on a permanent basis.

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Efforts to improve the living conditions of slums dwellers, especially within developing countries, have been feeble and incoherent over the last decade or so, after having peaked during the 1980s. However, renewed concern about poverty has recently led governments to adopt a specific target on slums in the United Nations Millennium Declaration, which aims to significantly improve the lives of at least 100 million slum dwellers by the year 2020. The United Nations Human Settlements Programme (UN-HABITAT) is the focal point within the United Nations system for the implementation of the Millennium Declaration target on slums as well as for global monitoring of progress towards this target. This paper gives an overall vision of the strategy that has been adopted by UN-HABITAT to ensure that all the relevant Millennium Development Goals, generally, and the goals that target directly the urban poor, more specifically, become an integral part of the priorities and actions of its different organizational units.



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