



The Global Campaign for Good Urban Governance

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SUMMARY

The development goal of the Global Campaign for Good Urban Governance is to contribute to the eradication of poverty through improved urban governance. The campaign aims to increase the capacity of local governments and other stakeholders to practice good urban governance and to raise awareness of and advocate for good urban governance around the world. The campaign will focus attention on the needs of the excluded urban poor and, recognizing that women are one of the biggest levers for positive change in society, specifically respond to their needs. The campaign will make a significant contribution to implementing the Habitat Agenda and to the United Nations' action strategy for halving extreme poverty by 2015.¹

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

Based on its own experience working with cities, Habitat proposes to initiate a global debate by arguing that good urban governance is characterized by sustainability, decentralization, equity, efficiency, transparency and accountability, civic engagement and citizenship, and security, and that these norms are interdependent and mutually reinforcing.

Through a participatory process at the local, national, regional and global level, the campaign will facilitate a debate on the norms of good urban governance leading to the preparation of a Declaration on the Norms of Good Urban Governance. The Declaration, including specific means for its implementation, will be endorsed by a significant number of local authorities and presented for adoption by the Istanbul+5 Special Session of the General Assembly to review progress made in implementing the Habitat Agenda.

The campaign will contribute to the increasing number of initiatives world-wide aimed at improving governance as a means to achieve sustainable development. By focusing on the city level, the campaign will complement these efforts and build on Habitat's experience in urban issues. Almost all of Habitat programmes, regardless of their strategic entry point, promote good governance. The governance campaign will distill and focus lessons of experience so that they can be harmonised with those of partners and applied more widely.

To this end, the campaign will itself be a model of good governance, both in process and outcome. It will be guided in its operation by the principles of inclusiveness and decentralisation. To the maximum degree possible, implementation will be decentralised to partners and their networks. A Steering Group consisting of Habitat and key strategic partners will be established to guide the campaign design, implementation and evaluation.

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

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

The campaign will have the following “Flagship Products”:

- World Charter of Local Self-Government;
- Declaration on the Norms of Good Urban Governance;
- Global Report on Human Settlements;
- Policy on the Role of Women in Governance;
- Revised National Legislation;
- Illustrative Cities;
- Good Governance Index; and
- Good Governance Toolkit.

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

1.0 WHY A CAMPAIGN FOR GOOD URBAN GOVERNANCE?

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

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

1.1 The Habitat Agenda

The 1996 Habitat II Conference, dubbed “City Summit,” drew the world's attention to the massive demographic shift taking place. In 1950, the number of people living in urban areas was 750 million.³ In the year 2000, that figure is estimated to be 2.8 billion, 47 per cent of humanity. By 2015, some 4 billion people will live in cities, 54 per cent of world population.⁴ Humanity's future is decidedly urban.

Having examined both the opportunities and the challenges of urbanization, the Habitat Agenda, the global plan of action for human settlements, concluded that cities “properly planned and managed, hold the promise for human development and the protection of the

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

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

world's natural resources through their ability to support large numbers of people while limiting their impact on the natural environment.”⁵

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

1.2 Habitat's Response

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

Accepting these recommendations, Habitat is launching two global campaigns designed to facilitate Habitat's implementation of the Habitat Agenda: the campaign for secure tenure responds to the goal of "adequate shelter for all;" and the campaign for good urban governance responds to the goal of "sustainable urban development."⁹ These campaigns were recently endorsed by the United Nations General Assembly, further strengthening Habitat's mandate to focus on city-level interventions.¹⁰ The impacts of both campaigns and their contribution to implementing the Habitat Agenda will be closely monitored through Habitat programmes and a network of local, national and regional urban observatories.¹¹ This network will also serve as an important means of identifying the excluded in target cities and will act as a global early warning mechanism for emerging issues and priorities.

1.3 International Policy and Operational Context: linking poverty and governance

UNDP's 1999 Human Development Report demonstrates that despite the significant advances in human development in previous decades, extreme poverty persists. Nearly 1.3 billion people do not have access to clean water. In developing countries there are still 60

⁵ *Habitat Agenda* para 7 in UNCHS (Habitat) *The Istanbul Declaration and the Habitat Agenda*, Nairobi, 1997.

⁶ Habitat Agenda, paragraph 45 (a).

⁷ Habitat Agenda, paragraph 228(o).

⁸ See "A Strategic Vision for Habitat: Discussion And Recommendations,"

<http://www.unchs.org/tenure/vision.htm>

⁹ For more details on the Secure Tenure campaign, please see: <http://www.unchs.org/tenure/>

¹⁰ See General Assembly Resolution 54/209 of 22 December 1999 and Resolution 17/1 of 14 May 1999 of the Commission on Human Settlements on follow-up to Habitat II.

¹¹ Habitat's Global Urban Observatory network, working together with Regional Offices, UMP Offices, Illustrative Cities and others, is designed to improve the capacity of local authorities to use policy-oriented indicators for decision-making, to monitor global urban conditions and trends, and partners' progress in implementing the Habitat Agenda. See <http://www.urbanobservatory.org>

percent more illiterate women than men. And an estimated 1.3 billion people live on incomes of less than \$1 per day.¹² In his “Millennium Report,” United Nations Secretary-General Kofi Annan declares that “extreme poverty is an affront to our common humanity,” and calls on the international community, “to adopt the target of halving the proportion of people living in extreme poverty... by 2015.”¹³

The Secretary-General’s clarion call comes amidst an emerging international consensus that good governance is a crucial pre-requisite for poverty eradication.¹⁴ The 1999 Commonwealth Heads of Government “Durban Communiqué”, for example, stressed the importance of good governance.¹⁵ The UK’s Department for International Development’s draft “Urbanisation Strategy Paper” states that good governance at the local level is the key to poverty reduction.¹⁶ UNDP’s 2000 Poverty Report calls good national governance the “missing link” between anti-poverty efforts and poverty reduction. The report goes on to declare that programmes to reduce poverty often “by-pass and ignore” local government, hampering their effectiveness.¹⁷ The report also cites an important lesson learned by the UN Capital Development Fund: “institutional strengthening of local government would take longer than conventional targeted schemes to benefit the poor – but that the eventual benefits would outweigh the costs.”¹⁸

These experiences confirm Habitat’s operational experience in some 200 cities: good urban governance is the key to urban poverty reduction and sustainable development. Habitat also recognises that considerable expertise exists with its partners: cities and their national and international associations; a host of regional and international NGOs; civil society organisations; multi-lateral agencies such as UNDP, the World Bank, UNICEF, the EU, bi-lateral development agencies, academic institutions and the media. The **campaign’s challenge** is to rally these actors behind the common banner of the Inclusive City, a place where good urban governance ensures that everyone, regardless of wealth, gender, age, race or religion, is enabled to participate productively and positively in the opportunities cities have to offer.

This challenge is enormous, but there are already examples that offer hope. Cities as diverse as Dar es Salaam, Essaouira, Surat, Chattanooga, Dubai, Shenyang, Manchester and Porto Alegre are all adopting innovative approaches to improve urban governance and realise the Inclusive City.¹⁹ The joint Habitat-World Bank “Cities Alliance” is building a coalition of cities, donors and international support programmes to improve co-ordination of efforts based on the recognised comparative advantages of the partners.²⁰ The purpose is to link expertise in participatory strategic urban planning with investment follow-up targeting agreed-to local priorities. The Cities Alliance will be an important means for implementing both of Habitat’s campaigns and for marshalling the international community’s efforts to eradicate poverty. In so doing, Habitat will contribute to the Secretary-General’s call upon the whole UN system, including the Bretton Woods institutions, to take action, in a co-ordinated manner, to eradicate poverty world-wide.²¹

¹² 1987 purchasing-power-parity; See UNDP 1999 Human Development Report 1999, pages 25 and 28.

¹³ “We the Peoples: The Role of the United Nations in the 21st Century,” paragraphs 70 and 73.

¹⁴ In addition to the examples that follow, see UNDP’s 1999 Human Development Report, the World Bank’s 1999/2000 World Development Report and UNEP’s GEO 2000 report.

¹⁵ Commonwealth Heads of Government Meeting, Durban Communiqué, 1999.

¹⁶ See draft “Meeting the Urban Challenge: Inclusive Development for Poor People,” 31 March 2000.

¹⁷ UNDP 2000 Poverty Report. See chapters 5 and 6 and the “Main Messages”.

¹⁸ UNDP 2000 Poverty Report, p. 64.

¹⁹ See Habitat’s Best Practices Database <http://www.bestpractices.org>

²⁰ See <http://www.citiesalliance.org/>

²¹ General Assembly Resolution 53/198 of 15 December 1998, paragraph 18.

2.0 WHAT IS A CAMPAIGN FOR GOOD URBAN GOVERNANCE?

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

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

2.1 Good Urban Governance

Governance versus Government

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

The exercise of political, economic and administrative authority in the management of a country’s affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.²²

Two aspects of this definition are relevant for the campaign. First, governance is not government. Governance as a concept recognizes that power exists inside and outside the formal authority and institutions of government. In many formulations, governance includes government, the private sector and civil society.²³ Second, governance emphasizes ‘process’. It recognizes that decisions are made based on complex relationships between many actors with different priorities.

Good urban governance

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

²² UNDP *Governance for Sustainable Human Development*, New York, 1997, pp. 2-3.

²³ *Civil society* includes individuals and groups, organised or unorganised, who interact in the social, political and economic domains and who are regulated by formal and informal rules and laws. See UNDP 1997.

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

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

Habitat is committed to engaging cities, partners and the international community more generally in a vigorous debate on what exactly constitutes good urban governance. The campaign will initiate this debate by arguing the following description of good urban governance, which is based on operational and substantive expertise:

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

Urban governance is inextricably linked to the welfare of the citizenry. Good urban governance must enable women and men to access the benefits of urban citizenship. Good urban governance, based on the principle of urban citizenship, affirms that no man, woman or child can be denied access to the necessities of urban life, including adequate shelter, security of tenure, safe water, sanitation, a clean environment, health, education and nutrition, employment and public safety and mobility. Through good urban governance, citizens are provided with the platform which will allow them to use their talents to the full to improve their social and economic conditions"²⁴.

2.2 Good Urban Governance and the "Inclusive City"

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

²⁴ From Conference Room Paper 6: Good Urban Governance: A Normative Framework, 26 February 2000. See the Global Campaign for Good Urban Governance Website <http://www.unchs.org/govern/>

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

While “who” is excluded may vary according to region, the inclusion of women and men on an equal basis is a theme that unites North and South. The campaign will develop a three-pronged approach to addressing the issue of gender in good urban governance. First, it will argue, based on the Universal Declaration of Human Rights and other internationally agreed human rights instruments, that women and men are equally entitled to the benefits of urban citizenship. Second, it will demonstrate and argue that urban planning and management is made more effective, equitable and sustainable through the equal participation of women and men in decision-making processes.²⁵ Finally, the campaign will specifically target its interventions to be responsive to the needs of women, carefully monitoring the impact of these interventions.

The governance campaign will promote various policies and practices, depending on context, to strengthen inclusiveness. Again, these are likely to vary from region to region and from city to city. A **rights-based approach**, which emphasizes the right to development and provides a framework for developing a multisectoral approach to poverty reduction based on the full complement of civil, cultural, economic, political and social rights, underpins all the other approaches.²⁶ In some cities, the **welfare approach**, which stresses the importance of providing individuals and groups with the goods they need in order to effectively participate in society, such as land and infrastructure, may be most appropriate. In others, the **human development approach**, which aims at empowering groups and individuals to strengthen their ability and willingness to participate in society, may be key. The **environmental approach**, stressing the precautionary principle and concern for future generations, may be the desired entry point to the good urban governance debate. The **institutional approach**, which is concerned with the roles of actors and the institutional frameworks that determine the formal and informal incentives for inclusion, is likely to be of particular importance in all regions.

2.3 Process for Identifying Global Norms of Good Urban Governance

An inclusive process is vital to the success of any attempt to define universal norms (or desired standards of practice) for good urban governance. The norms must be firmly rooted in the experience and realities of cities. The campaign must be particularly sensitive to regional and national contexts and not be overly prescriptive. All stakeholder groups, particularly those often excluded from such processes – women and children – must be encouraged and enabled to participate and their contributions duly recognized. Partners’ expertise must be tapped and the lessons shared and debated. Local authority organisations such as IULA, multi-lateral partners such as the UNDP and the World Bank, international support programmes such as the International City/County Management Association,

²⁵ See the International Union of Local Authorities Worldwide Declaration on Women in Local Government (1998)

²⁶ See the Statement by Mary Robinson, UN High Commissioner for Human Rights, at the Special Dialogue on Poverty and the Enjoyment of Human Rights, 12 April 2000: <http://www.unhchr.ch/>

Transparency International, the Ford Foundation, academia, the media and many other organisations have tremendous experience in urban governance.

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

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

International Legal Instruments

Major international legal instruments relevant to a discussion on the norms of good urban governance include: the Universal Declaration on Human Rights (1948), the Covenant on Civil and Political Rights (1966), the Covenant on Economic, Social and Cultural Rights (1966), the Convention on the Elimination of Discrimination Against Women (1979); the Declaration on the Right to Development (1986); and the Convention on the Rights of the Child (1990).²⁷ Among the promising areas drawn from these documents for connecting good urban governance to human rights are the following:

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

Commitments at Major UN Conferences

Another source of potential norms are the commitments made by Governments at major United Nations conferences, particularly those of the 1990s.²⁸ Among the major commitments that must be operationalized to realize the Inclusive City are the following:

- Address the special needs of children in especially difficult circumstances, including street children (Commitment 7, Declaration on Children)
- Ensure sustainable management of all urban settlements in order to improve the living conditions of residents, particularly the poor (Chapter 7, Agenda 21)
- Equal participation of men and women in decision-making (Beijing)
- Eradicating poverty as an ethical, social, political imperative of humankind (Commitment 2, Copenhagen Declaration)

²⁷ Additional international legal instruments will also be considered as sources of norms.

²⁸ See in particular: Children's Summit (1990); Earth Summit (1992); Human Rights (1993); Social Summit (1995); Women's Conference (1995); and the City Summit (1996).

- “transparent, responsible accountable, just, effective and efficient” governance (Habitat Agenda)²⁹

Operational experience in cities

Habitat’s 20 years of experience working with cities is also an important source of potential norms. Its global programmes, working systematically through common rationales designed to facilitate the sharing of lessons of experience, represent an important window onto the global normative debate. Habitat will work to synthesize and harmonize the lessons learned through such programmes as the Sustainable Cities Programme, the Urban Management Programme, Localizing Agenda 21 Programme, Safer Cities Programme, Community Development Programme and the Disaster Management Programmes.³⁰ Building on the experience of partners, the Governance Campaign will develop and test good governance norms through Habitat’s and other partners’ operational activities. Habitat’s particular expertise and diverse experience with inclusive urban planning and management processes will be harmonized into a good urban governance toolkit that also draws on the expertise of campaign partners.

2.4 Towards Norms of Good Urban Governance

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

For this reason, the campaign proposes that good urban governance is characterized by **sustainability, decentralization, equity, efficiency, transparency and accountability, civic engagement and citizenship, and security**, and that these norms are interdependent and mutually reinforcing. These proposed norms are introduced below and include a range of illustrative operational principles for their implementation³¹ (See Table 1 for a structured presentation of the norms, objectives and means):

Sustainability in all dimensions of urban development

Cities must balance the social, economic and environmental needs of present and future generations.³² Leaders must have a long-term, strategic vision of sustainable human development and the ability to reconcile divergent interests for the common good.

Practical means of realizing this norm include, *inter alia*,

- Undertaking consultations with stakeholders within our communities to agree on a broad-based, long-term strategic vision for the city;
- Engaging in consultative environmental planning and management processes that are geared to reach agreement on acceptable levels of resource use, applying the precautionary principle in situations where human activity may adversely affect the well-being of present and/or future generations;

²⁹ Habitat Agenda, paragraph 45(a), in UNCHS (Habitat) *The Istanbul Declaration and the Habitat Agenda*, Nairobi, 1997, p. 27.

³⁰ For more details see <http://www.unchs.org>

³¹ Conference Room Paper 6: Good Urban Governance: A Normative Framework, 26 February 2000. See the Global Campaign for Good Urban Governance Website <http://www.unchs.org/govern/>

³² See the 27 principles elaborated in the Rio Declaration on Environment and Development, 1992.

- Ensuring financial viability by promoting economic activity through the participation of all citizens in the economic life of the city;

Decentralization of authority and resources

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

Practical means of realizing this norm include, *inter alia*,

- Providing clear frameworks for assigning and delegating responsibilities and commensurate resources from the national to the city level and/or from the city level to the neighbourhood level, such as endorsing the World Charter of Local Self-government;
- Creating transparent and predictable intergovernmental fiscal transfers and central government support for the development of administrative, technical and managerial capacities at the city level;
- Protecting financially weaker local authorities through systems of vertical and horizontal financial equalisation agreed to in full consultation with local authorities and all stakeholders.

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

The sharing of power leads to equity in the access to and use of resources. Women and men must be equally represented, their needs and priorities equally addressed, in all urban decision-making and resource allocation processes. Inclusive cities provide everyone with equal access to basic appropriate standards of nutrition, education, employment and livelihood, health care, shelter, safe drinking water, sanitation and other basic services.

Practical means of realizing this norm include, *inter alia*,

- Ensuring that women and men have equal access to decision-making processes, resources and basic services and that this access is measured through gender disaggregated data;
- Establishing equitable principles for prioritizing infrastructure development and pricing urban services.

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

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

Practical means of realizing this norm include, *inter alia*,

- Delivery and regulation of public services through partnerships with the private and civil society sectors;
- Improving the effectiveness and efficiency of local revenue collection;
- Removing unnecessary barriers to secure tenure and to the supply of finance;
- Developing and implementing fair and predictable legal and regulatory frameworks that encourage commerce, minimize transaction costs, protect human rights and legitimize the informal sector;

- Adopting clear objectives and targets for the provision of public services, which maximise the contributions all sectors of society can make to urban economic development.

Transparency and Accountability of decision-makers and all stakeholders

The accountability of local authorities to their citizens must be a paramount concern; there is no place for corruption in cities. Transparency and accountability are essential in allowing stakeholders to have insight into local government operations and to assess which sectors of society are benefiting from decisions and actions. Universal access to, and the free flow of, information is fundamental to transparent and accountable governance. Laws and public policies should be applied in a transparent and predictable manner. Public officials should adhere to high standards of professional and personal integrity.

Practical means of realizing this norm include, *inter alia*,

- Free and open consultations of citizens on city budgets; transparent tendering and procurement procedures; publishing annual independent audit reports;
- Removing administrative and procedural incentives for corruption;
- Promoting an ethic of service to the public among officials;
- Creating local integrity networks and establishing codes of conduct for public officials;
- Creating public feedback mechanisms such as an ombudsman, “citizen report cards” and procedures for public petitioning and/or public interest litigation;
- Encouraging open, timely and free debate about urban issues in the media.

Civic Engagement and Citizenship

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

Practical means of realizing this norm include, *inter alia*,

- Developing a culture of civic solidarity wherein all residents and stakeholders treat each other on the basis of respect and acceptance of diversity of opinion;
- Establishing the legal authority for civil society to participate effectively;
- Promoting an ethic of civic responsibility among citizens;
- Enabling the equal contribution of men and women and the full participation of citizenry in civic life;
- Making use of mechanisms such as public hearings, town hall meetings, citizen’s forums, city consultations and participatory strategy development;
- Undertaking city referenda concerning important urban development options.

Security of individuals and their living environment

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

Practical means of realizing this norm include, *inter alia*,

- Creating a culture of peace and encouraging tolerance of diversity;
- Creating safety and security through consultative processes based on rule of law, solidarity and prevention;
- Developing metropolitan-wide systems of policing as a means of realizing more inclusive cities;
- Raising awareness about the risk of disasters and formulating vulnerability reduction and preparedness plans for natural and human-made disasters;
- Resisting all forms of abuse against the person, especially abuse against women, children and the family.

Table 1: Norms, Objectives and Operational Principles for the Inclusive City

Norms	Objectives	Operational Principles
Sustainability	Balanced social, economic and environmental priorities	<ul style="list-style-type: none"> • Undertaking consultations with stakeholders within communities to agree on a broad-based, long-term strategic vision for the city
	Stakeholder Involvement	<ul style="list-style-type: none"> • Engaging in consultative environmental planning and management processes that are geared to reach agreement on acceptable levels of resource use, applying the precautionary principle in situations where human activity may adversely affect the well-being of present and/or future generations • Ensuring financial viability by promoting economic activity through the participation of all citizens in the economic life of the city
Decentralisation	Local Autonomy	<ul style="list-style-type: none"> • Providing clear frameworks for assigning and delegating responsibilities and commensurate resources from the national to the city level and/or from the city level to the neighbourhood level, and establishing participatory monitoring systems for resource use • Creating transparent and predictable intergovernmental fiscal transfers and the development of administrative, technical and managerial capacities which are responsive, transparent and accountable • Protecting financially weaker local authorities through systems of vertical and horizontal financial equalisation agreed to in full consultation with local authorities and all stakeholders
Equity	Resource allocation	<ul style="list-style-type: none"> • Establishing equitable principles for prioritising infrastructure development and pricing urban services • Establishing investment incentives for targeted sectors and geographic areas • Removing unnecessary barriers to secure tenure and to the supply of finance • <u>Creating social pacts and fair and predictable regulatory frameworks</u>
	Empowerment	<ul style="list-style-type: none"> • Ensuring that women and men have equal access to decision-making processes, resources and basic services and that this access is measured through gender disaggregated data • Creating rules governing freedom of access to local authority information • Providing civic education • Creating enabling legislative framework for traditional economic and social institutions and informal sector operators
Efficiency	Management and service delivery	<ul style="list-style-type: none"> • Creating codes of conduct for leaders and officials • Establishing “Best value” approaches to target setting • Developing and implementing fair and predictable legal and regulatory frameworks that encourage commerce, minimize transaction costs, protect human rights and legitimize the informal sector • Removing unnecessary barriers to secure tenure and to the supply of finance • Adopting clear objectives and targets for the provision of public services • Popularising service standards and complaint procedures • <u>Undertaking transparent contracting and procurement systems</u>
	Efficient investment in infrastructure	<ul style="list-style-type: none"> • Utilising participatory strategic planning to address the needs of all groups in society • Improving the effectiveness and efficiency of local revenue collection • Undertaking delivery and regulation of public services through <u>partnerships with the private and civil society sectors</u>

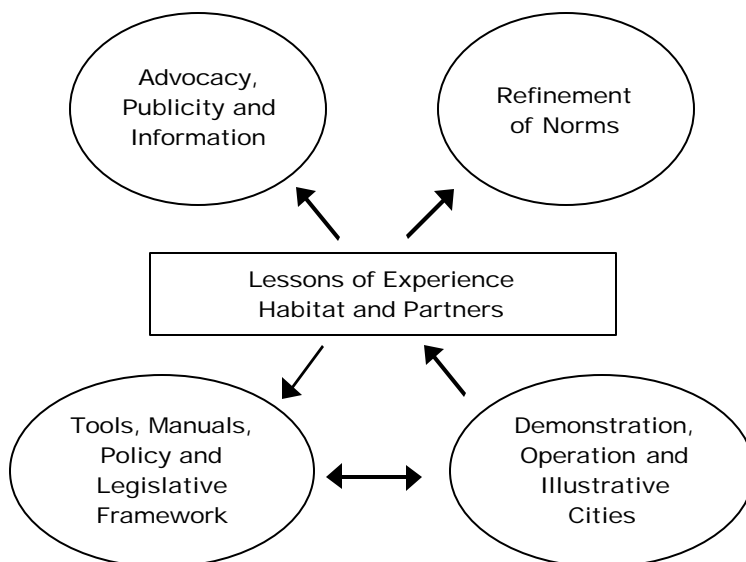
Norms	Objectives	Operational Principles
Transparency and Accountability	Transparent and accountable decision-making processes	<ul style="list-style-type: none"> • Using participatory planning and budgeting • Holding free and open consultations of citizens on city budgets • Establishing transparent tendering and procurement procedures publishing independent annual audit reports
	Access to information	<ul style="list-style-type: none"> • Encouraging open, timely and free debate about urban issues in the media
	High standards of ethics and professional conduct	<ul style="list-style-type: none"> • Promoting an ethic of service to the public among officials • Creating local integrity networks and establishing codes of conduct for public officials • Removing administrative and procedural incentives for corruption • Creating public feedback mechanisms such as an ombudsman, “citizen report cards” and procedures for public petitioning and/or public interest litigation
Civic Engagement and Citizenship	Leadership for public participation and stakeholder involvement and responsibility	<ul style="list-style-type: none"> • Developing a culture of civic solidarity wherein all residents and stakeholders treat each other on the basis of respect and acceptance of diversity of opinion • Promoting an ethic of civic responsibility among citizens • Making use of mechanisms such as public hearings, town hall meetings, citizen’s forums, city consultations and participatory strategy development • Undertaking city referenda concerning important urban development options • Ensuring the existence of processes for conflict mediation
	Building democratic culture	<ul style="list-style-type: none"> • Enabling legislative framework to protect the rights and entitlements of all groups in society • Ensuring women’s participation
	Enablement	<ul style="list-style-type: none"> • Undertaking affirmative actions for marginalised groups • Establishing procedures for public petitioning • Establishing the legal authority for civil society to participate effectively • Enabling the equal contribution of men and women and the full participation of citizenry in civic life
Security	Environmental management	<ul style="list-style-type: none"> • Implementing environmental planning and management methodologies based on stakeholder involvement
	Disaster preparedness	<ul style="list-style-type: none"> • Raising awareness about the risk of disasters and formulating vulnerability reduction and preparedness plans for natural and human-made disasters
	Personal safety, crime control and prevention	<ul style="list-style-type: none"> • Creating safety and security through consultative processes based on rule of law, solidarity and prevention • Developing metropolitan-wide systems of policing as a means of realizing more inclusive cities • Ensuring a safe and healthy environment for children • Creating a culture of peace and encouraging tolerance of diversity • Resisting all forms of abuse against the person, including abuse within the home and family

3.0 HOW WILL THE CAMPAIGN OPERATE?

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

Habitat's understanding of good governance is based on its operational and substantive experience working with cities. The campaign will build on this experience to develop a common understanding of good urban governance through an inclusive, participatory process involving major partner groups and key stakeholders. In so doing, the campaign will support the rapidly growing number of efforts around the world to address urban issues and the improvement of governance³³.

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



3.1 Operational elements and flagship products

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

1. **Normative Debate**, through the World Charter of Local Self-government and the Declaration on the Norms of Good Urban Governance

³³ For example, the Cities Alliance, The Urban Governance Initiative, WHO Healthy Cities, etc.

2. **Advocacy**, including the Global Report on Human Settlements, Policy on Women and Urban Governance, the Good Governance Index, revised national legislation and publicity and media
3. **Capacity-Building**, through the Good Governance Toolkit and Illustrative Cities

Normative Debate

This element of the campaign focuses on the elaboration, discussion and on-going refinement of the normative goals of good urban governance. The **Declaration on the Norms of Good Urban Governance** is the foundation of the campaign. The agreed norms of good urban governance will guide the design of activities to implement the campaign, for example the selection of tools to assist in the implementation of the norms, and to achieve its objective of the Inclusive City. Together with the **World Charter of Local Self-government**, the declaration will be a principal vehicle for normative debate.

The World Charter and the Declaration are two sides of the same coin. The World Charter focuses on the relationship between central government and local authorities and advocates decentralization and local autonomy based on the principle of subsidiarity. The Declaration will focus on how local authorities practice good urban governance in partnership with civil society. In other words, The Declaration will detail the *responsibilities* that come with the *right* to local self-government advocated in the Charter. Subsidiarity and inclusive citizen participation in decision-making are seen in both documents as fundamental to the practice of good urban governance.

The Campaign will take advantage of the regional meetings for Istanbul+5 and the Special Session of the General Assembly to review progress made in implementing the Habitat Agenda, to hold consultations in October and November 2000. Regional forums and meetings will also be used for discussion and debate on the Declaration on the Norms of Good Urban Governance.

It is anticipated that local authorities will wish to hold local consultations and to identify specific means of implementing the Declaration in their cities. The UN Committee of Local Authorities has already endorsed the campaign process and will play a central role in facilitating and securing feedback and support for the final version of the Declaration from cities worldwide. The goal is for the final text to be adopted at the Istanbul+5 Special Session and endorsed by a significant number of local authorities by June 2001.

Advocacy

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

The Global Report on Human Settlements, including the State of the World's Cities Report, will be published in 2001. It will include a broad spectrum of information on the world's cities, from regional and global trends to local conditions, and use that information to investigate emerging issues, policy options and capacity-building priorities. Special emphasis will be placed on trends and conditions of urban governance and inclusiveness. A global network of urban observatories will strengthen the capacity of United Nations Member

States, local authorities and key partner groups to monitor and assess urban conditions and to develop effective policy and capacity-building responses.

A **policy paper on the role of women and urban governance** will be prepared for World Habitat Day 2000. It will explore the specific needs and responses to the issues of urban women. It will also emphasize the importance of the participation of women in the planning, implementation and monitoring of urban development initiatives.

A **Good Governance Index** and indicators will be developed and tested through a global network of urban observatories. The network will help Governments, local authorities and civil society collect, manage, analyse and apply urban indicators and indices; identify and adopt effective urban policies, plans and practices; and, evaluate the impact of policies, plans and practices on urban development.

An **information and media strategy** will be implemented, making use of public relations and media events at all levels. The issues and normative goals will be translated into everyday language and supported by lessons of experience from illustrative cities. Public relations will use a series of topics related to the norms to focus global and regional attention on a different aspect of governance or on a specific group that is excluded from society (e.g. corruption or the circumstances of women and youth).

Capacity-building

This element will build capacity through operational activities, such as demonstration projects, Illustrative Cities and revised national legislation, and through tool development. Lessons of experience will be developed with campaign partners into tools that can be made available to all cities through the Good Governance Toolkit.

Illustrative Cities will be selected to demonstrate and promote inclusive processes and good governance approaches in cities across the different regions, based on criteria agreed with partners. Illustrative Cities can be defined as cities with existing examples of successful good governance processes and practices and who are committed to further building their capacity for improved urban governance, advocating for the norms of good urban governance and monitoring progress and lessons learned.

Illustrative cities will also demonstrate the benefits of collaborative approaches between development partners and improve the coordination between Habitat and its partners in cities. These demonstrations will be monitored and lessons of experience drawn to contribute to the global debate on urban governance as well as to improve and refine local governance tools and methodologies. Forums and networks for support, coordination and information exchange will be established. As the campaign progresses, it is anticipated that more cities will wish to take part and these will be encouraged to use the tools and manuals and link to regional information-sharing networks.

A **Good Governance Toolkit** will be prepared, comprised of Habitat and partner tools and methodologies. It will be based on lessons learned from operational activities and will harmonise existing Habitat tools and methods, such as guidelines for conducting city consultations. It will support inclusive decision-making processes and will specifically address the need for building capacity in the normative areas of good governance. Modules

for the use of information and modern information and communications technologies will also be developed.

Revised National Legislation will be implemented, and the campaign will provide support in drafting local government legislation for the implementation of norms.

3.2 Phases of the Campaign

Phase 1: December 1999 – September 2000

In the first phase of the campaign, the focus is twofold:

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

One of the major outcomes of these activities is the initial identification and engagement of strategic partners at the global level and the formation of the Campaign Steering Group. This phase will culminate with the second meeting of the Campaign Steering Group, which will solidify the campaign strategy, partner roles and responsibilities and measurable campaign success criteria.

Another major outcome will be the establishment of critical institutional arrangements within Habitat and the successful implementation of the “revitalized” Habitat working methods. Focal points have been assigned for each of the flagship products and regions to coordinate and monitor the work centre-wide, together with the campaign team. Flex teams, comprised of staff from across the Centre, have been established, and work has begun on each of the flagship products and other outputs to support campaign implementation.

Phase 2: October 2000 – June 2001

Once initial conceptualisation and partner engagement is completed, the campaign focus will move towards the following:

- Coordinated capacity-building activities in a number of Illustrative Cities;
- Global debate on the norms of good urban governance, and;
- Raising awareness and advocating for norms of good urban governance.

Activities in Phase 2 will be implemented through regional strategies and coordinated by Habitat Regional Offices and key regional partners. These will be major exercises, requiring mechanisms to support capacity-building, the collection and packaging of lessons learned and the monitoring and evaluation framework at the global level (the Good Governance Toolkit, indicators, Good Governance Index, public relations, etc).

The collection and packaging of lessons learned, good and bad practices and the development of policy and legislative frameworks will continue. The global debate on urban governance will make use of regional meetings for Istanbul+5, key meetings of our Steering Group

members and PrepCom II in February 2001 to refine and package the normative agenda. It is hoped to achieve acceptance of the Declaration on the Norms of Good Urban Governance and ratification of the World Charter of Local Self-Government at Istanbul+5 and the Special Session of the General Assembly in June 2001.

Phase 3: July 2001 – circa December 2003

Global advocacy of the norms will increase in Phase 3, through the information and publicity strategy and local and regional workshops. Capacity-building activities at the local level will continue, as will the on-going gathering of lessons learned. Drafting of local government legislation for the implementation of the norms of good governance will be supported and encouraged. The success of the campaign will be monitored both in terms of changing behavior and attitudes at the city level, and of the campaign implementation itself.

3.3 Partnership Strategy

Campaign Partners

While UNCHS (Habitat) bears the ultimate responsibility for implementing the campaign, it will be successful only to the extent that partners take it on board and actively engage in its implementation. Partners will be invited to join the campaign through involvement in the debate on norms and collaboration in operational activities. Mechanisms for engaging partners will be prepared, such as Memoranda of Understanding, programme documents and other appropriate means, through negotiation and building on existing partnerships.

The campaign will work with networks of the following major partner groups:

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

Campaign Strategy

At the **local level**, the campaign will support cities and their stakeholders to achieve their development goals through improved urban governance. Through such arrangements as the Habitat-World Bank *Cities Alliance*, the campaign will promote broad-based participatory decision-making processes, involving all major partner groups, as an important means of identifying and addressing local issues. Declarations on the Norms of Good Urban Governance and the Inclusive City will be endorsed by local councils and translated into local objectives and strategies for implementation. Capacity-building tools and methods will be tested and modified based on lessons-learned. Cities will be encouraged to regularly identify emerging issues and local best practices and monitor performance in meeting local objectives.

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

At the **regional level**, networks of partner groups will be responsible for adapting the campaign's objectives to regional priorities and contexts. Regional campaigns focusing, for example, on corruption or sound municipal finance, will be encouraged. Regional networks will also facilitate the debate of the global norms and the sharing of information and lessons-learned of particular regional relevance.

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

Campaign Steering Group

A Steering Group comprised of strategic partners representing key campaign partner groups will be established. It will be guided by a terms of reference. The Steering Group will be responsible for determining the overall goals and policies of the campaign as well as for agreeing on the activities and strategies to achieve them. Steering Group members will share the following characteristics:

- Commitment to the goal of reducing poverty through good urban governance
- Acknowledged expertise in the field
- Recognized capacity to implement all or some elements of the Campaign
- Commitment of resources to implement the Campaign reflected in work plans and budgets
- Strong networks at the international, regional, and/or national levels
- Willingness to collaborate with other strategic partners and to improve coordination

It is expected that membership in the Steering Group will provide the following benefits:

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

The first meeting of the Steering Group is scheduled to take place on 9 May 2000 in Nairobi, Kenya, during the first Preparatory Meeting for the Istanbul+5.

UNCHS will serve as the Secretariat to the Steering Group, facilitating coordination and collaboration among partners and their activities, providing support for awareness raising activities and facilitating and servicing regular meetings of the Steering Group. Members of the Steering Group will sign a Memorandum of Understanding with Habitat, setting out their respective commitments and responsibilities.

The following partners, who have confirmed their interest in being a part of the Global Campaign for Good Urban Governance Steering Group, will take part in the first meeting of the Campaign Steering Group:

1. United Nations Advisory Committee of Local Authorities
2. International Union of Local Authorities (IULA)
3. United Nations Children's Fund (UNICEF)
4. International City/County Management Association (ICMA)
5. Transparency International
6. International Council for Local Environment Initiatives (ICLEI)
7. The Urban Governance Initiative (TUGI)
8. Habitat International Coalition
9. Huairou Commission
10. Network-Association of European Researchers on Urbanisation in the South (N-AERUS)
11. Media representative
12. UNCHS (Habitat)

3.4 Organisation within UNCHS (Habitat)

Inclusive decision-making processes are Habitat's comparative advantage. Because of this, all staff and programmes have a direct stake in the Campaign for Good Urban Governance and all staff members will contribute.

Role of Regional Offices

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

Flex teams

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

Campaign Focal Points

Focal points for each of the flagship products and the regions have been appointed within the Urban Development Branch. They will keep the branch involved and informed on progress with the flagship products and will work closely with Habitat staff members and external partners. Flagship products and regional strategies are the subject of individual Initiating

Briefs, which outline the strategies and activities of implementation and will be prepared through a collaborative effort across the Centre.

Internal Coordination Team

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

3.5 Next Steps

This draft of the Concept Paper is intended to further the debate on the campaign both within Habitat and with key external partners. The next steps will include the production of the following key outputs:

1. **A revised draft of the concept paper** on the Global Campaign for Good Urban Governance by July 2000. This will be achieved through more intensive internal debate within Habitat and with campaign partners.
2. Initiating Briefs for **Regional Strategies** will be prepared by the end of June 2000. These will include the process for discussing the Declaration on the Norms of Good Urban Governance and will be prepared by Regional Offices in partnership with Steering Group members.
3. Initiating Briefs for each **flagship product** will be finalised and implemented within the Urban Development Branch by the end of June 2000, in collaboration with relevant units in the Centre and interested Steering Group members.
4. The **Information and Public Relations** strategy will be finalized and implementation will begin by July 2000.
5. Criteria for the selection of **Illustrative Cities** will be agreed, and activities will begin in selected Illustrative Cities in September 2000.
6. Members of the Steering Group will sign **Memoranda of Understanding** with Habitat by September 2000, in which both parties specify their respective commitments and responsibilities.
7. A detailed **campaign work plan and fundraising strategy**, reflecting the proposed outputs, activities and success criteria of all campaign partners will be developed for approval at the second Steering Group meeting in September/October 2000.