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**Evaluation of the UN-Habitat Global Campaigns for Secure Tenure
and Urban Governance**

Note by the Secretariat

At the beginning of 2004, after the UN-Habitat Global Campaigns on Secure Tenure and Urban Governance had been in operation for four years, the Committee of Permanent Representatives requested a forward-looking assessment of the Campaigns. That request was also in line with the recent emphasis laid by the Executive Director on the revitalization of the Campaigns. A team of three consultants was subsequently commissioned to carry out an independent evaluation. The present note summarizes the objectives and process of the evaluation, the principal contents of the evaluation report and the key observations and recommendations contained therein. The full report of the evaluation team was received in February 2005 and has been submitted to members of the Committee of Permanent Representatives for their consideration. That report is reproduced in the annex to the present note.

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I. Background

1. At the beginning of 2004, after the UN-Habitat Global Campaigns on Secure Tenure and Urban Governance had been in operation for four years, the Committee of Permanent Representatives requested a forward-looking assessment of the Campaigns. In addition to being in line with the recent emphasis laid by the Executive Director on the revitalization of the Campaigns, the request coincided with a feeling within UN-Habitat that the time was right for a comprehensive evaluation of the effectiveness, impact, challenges and future directions of the Campaigns to be undertaken.
2. In that connection, a decision was made to commission an independent evaluation of the Campaigns. The evaluation would not only enable UN-Habitat to obtain a clear picture of how the Campaigns were performing, but would also assist in finding ways to strengthen the Campaigns and ensure their sustainability.
3. It must be pointed out that an overall evaluation by the Office of Internal Oversight Services was conducted at the same time. The Office of Internal Oversight Services evaluation included an assessment of the Campaigns; however, its main focus was to assess the overall effectiveness of UN-Habitat in promoting its vision and strategy, particularly in relation to other United Nations mandates, including the Millennium Development Goals
4. The results and recommendations of the evaluation are expected to contribute to restructuring the Campaigns and enhancing their role as flagship instruments for realizing the Habitat Agenda and the Millennium Development Goals.

II. Objectives of the evaluation

5. The evaluation of the Campaigns was conducted in relation to their goals and objectives. It was to examine the degree to which progress has been made towards achieving the Campaigns' objectives at global, regional, national and local levels; the efficiency and effectiveness of the Campaigns' methods and strategies; the institutional anchoring process and support networks; and to identify challenges as well as opportunities. Also, the evaluation was to propose a future strategic direction, ways and means to enhance the effectiveness and ensure the sustainability of the Campaigns and measures for making the Campaigns provide the requisite linkages to technical cooperation and to the global programmes and monitoring and research components of UN-Habitat.
6. More specifically, the evaluation considered the following issues:
 - (a) Are the four components of the Campaigns clearly conceived and to what extent have the outputs proposed (norms, tools, publications, advocacy events and so on) been achieved?
 - (b) What has been the impact of the Campaigns' outputs and products?
 - (c) To what extent have the advocacy and awareness-raising activities resulted in the acceptance by member States of the importance of secure tenure and good urban governance?
 - (d) What have the key challenges been, both in realizing the outputs and ensuring impact on the ground?
 - (e) Is the governance and organizational structure of the Campaigns adequate in terms of management and coordination mechanisms and human resources? If not, what are the changes required?
 - (f) The Campaigns are a strategic priority for UN-Habitat. How is that reflected in all parts of UN-Habitat?
 - (g) The Campaigns are expected to be operationalized through the UN-Habitat global programmes and technical cooperation initiatives. To what extent have those linkages been established and what are the main constraints, if any?
 - (h) Have the resources allocated to the Campaigns been adequate?
 - (i) To what extent have other resources been leveraged to implement various components, whether at global, national or local levels?
 - (j) What are the key factors for sustainability and broad-based ownership of the Campaigns' efforts, and for mainstreaming them into national and local policies and activities?

(k) How can Campaign efforts be better integrated with other initiatives and activities of UN-Habitat, including its technical cooperation activities, the Slum Upgrading Facility, training and capacity-building and so on?

(l) How do the Campaigns link up with the Millennium Development Goals and other international developments at the present moment, and how can those linkages be strengthened in the future?

(m) Are the Campaigns' approaches, structure and methodology appropriate and effective? If not, what steps need to be taken to make them so?

III. Evaluation process

7. The evaluation team, consisting of three consultants – John Sewell a former Mayor of Toronto, Canada; Marlene Fuentes, a development planner and economist; and Edesio Fernandes, a lawyer and urban planner – began work in October 2004. All three consultants have backgrounds, experience and varying degrees of knowledge concerning the subject matter.

8. The evaluation was conducted largely through interviews, and also through visits to some of the countries where Campaigns had been launched. Those interviewed included UN-Habitat staff, both those involved directly with Campaigns and other programme coordinators; partners involved in regional, country and city Campaigns; and several members of the Committee of Permanent Representatives. The team also perused many of the publications of UN-Habitat, particularly those dealing directly with the Campaigns, and internal reports on the Campaigns.

9. Following meetings at UN-Habitat Headquarters, each team member carried out country visits to review progress and outcomes of the national Campaigns and obtain an overview of the regions where Campaigns were being held. John Sewell visited Ouagadougou in mid-October 2004 on the occasion of the launch of the Campaigns. Marlene Fuentes went to the Philippines, where she was able to talk to many senior figures who had been involved with the launch two years previously and the follow-up work that had occurred since. Edesio Fernandez travelled to Brazil, where he talked to many of those involved with the Brazil launch in 2003. From those visits, the team gained information about how the Campaigns were started and launched, how they related to other initiatives and, in the case of Brazil and the Philippines, what the continuing impact had been.

10. At the beginning of November 2004, the first draft of the report was submitted for review and comments. The draft was circulated widely within UN-Habitat and comments were sent to the team soon after. A mission by the team members to Nairobi took place from 29 November to 2 December 2004 to discuss the initial findings and the comments provided. During the mission, the team met with UN-Habitat staff and some members of the Committee of Permanent Representatives. The final draft report was submitted in December 2004 and comments have been provided to the team. The final report was submitted in February 2005.

IV. Contents of the evaluation report

11. The evaluation report is structured in seven main sections. The three introductory sections explain the context, purpose and scope, and methodology of the evaluation exercise.

12. Section D of the report explores the historical evolution of the Campaigns and summarizes their current status in terms of activities, achievements, staffing and resources.

13. Section E provides the main analysis of the Campaigns' achievements and impact so far, and is structured according to the terms of reference of the evaluation. It examines issues such as the conceptualization of the Campaigns and their themes; the impact of their activities; their outputs and products; lessons learned and challenges; the governance structure of the Campaigns; their role and position in the agency in relation to the technical cooperation programmes and regional offices, and so forth.

14. Section F of the report summarizes the conclusions of the evaluation team, while the final section focuses on recommendations to take the Campaigns forward and make them more effective.

V. Key observations

15. *The political value of the Campaigns:* The evaluation establishes clearly that UN-Habitat has done a significant amount of work to promote the Campaigns internationally, especially given the

limited resources, and that the preparation and launch of the Campaigns have had a significant political value in raising and giving a higher profile to the Campaigns' messages. Also, the evaluation recognizes that the Campaigns have been successful in bringing different stakeholders together and encouraging socio-political mobilization around issues raised during the Campaigns' process. Nevertheless, the evaluation notes that it has not been easy to establish causal links between the Campaigns and subsequent national and local developments on those issues.

16. However, the evaluation notes that the Campaigns have been fully acknowledged by governmental and non-governmental organizations alike and that the wide range of important documents and materials which have been prepared in the context of the Campaigns have been useful and much appreciated.

17. *National launches and implementation of national action plans:* The evaluation also recognizes that both Headquarters and the regional offices are facing some difficulties in keeping the political momentum raised by the Campaigns going, and in implementing the action plans adopted during the launches. The evaluation further notes that, despite the investment of a significant amount of energy towards launching national campaigns, implementation of the action plans has proved to be an area of difficulty.

18. The report also questions the linear logic of the promotion of the Campaigns in the given countries – preparation-launch-implementation. UN-Habitat is invited to make a more consistent effort to view the Campaigns as ongoing, long-term, open-ended processes, with UN-Habitat playing the role of a facilitator as well as keeping its presence felt throughout.

19. *Mainstreaming of the Campaigns within UN-Habitat:* One of the key findings of the evaluation is the lack of reflection in the UN-Habitat organizational structure and overall budget of the centrality of the Campaigns. Whereas the Campaigns are meant to raise the profile of the UN-Habitat core issues and to inform and educate a much wider audience of stakeholders, and to mobilize socio-political commitments, the evaluation established that the Campaigns were often viewed within UN-Habitat mostly as programmatic activities. The evaluation also underscores the urgent need to clarify the place and priority of the Campaigns within UN-Habitat. It believes that that will in turn lead to clarity of responsibilities for strategic direction and implementation at different levels and to linkages with other parts of UN-Habitat.

20. Another key finding is that given the number of Campaigns already launched and in preparation, the Campaigns are not properly staffed or resourced to deliver.

VI. Recommendations

21. The evaluation clearly indicates that the promotion of the Campaigns is important and that gains have been made, despite its shortcomings and limitations. The evaluation observed that there was considerable consensus that stronger and better run Campaigns would be even more effective, and that the challenge was to find ways of achieving this.

22. The evaluation provides a wide range of recommendations. The present note highlights only a few of the pertinent ones, dealing with the place of the Campaigns within UN-Habitat, their resources and their global visibility:

(a) *Position of the Campaigns within UN-Habitat:* To address the issue of the centrality of the Campaigns within UN-Habitat, the evaluation recommends that a Campaigns Board be created with responsibilities of strategizing and conceptualizing current and future Campaigns, including the coordination of the Campaigns with other programmes. Therefore, the evaluation recommends that the Campaigns' position in UN-Habitat should be upgraded to link them better to other UN-Habitat activities;

(b) *Resources for the Campaigns:* On the issue of resources, the evaluation recommends that the Campaigns should be funded on a predictable basis from soft earmarked funds and core funding and should be large enough to pay for the Campaigns' staff, the operational expenses for preparation of action plans and the contribution by UN-Habitat to the implementation of those action plans. The evaluation also recommends that more resources should be mobilized by UN-Habitat from existing programmes to support Campaign activities; that funding opportunities from private sources should be explored; that donors should be requested to provide soft earmarked funds within the context of core resources; and that the relationship between UN-Habitat and the Cities Alliance should be strengthened;

(c) *Documentation*: The evaluation team notes that there is much to learn from the experiences of the Campaigns thus far and therefore recommends that a comprehensive and readable archive of the activities of the Campaigns and their outputs and impact to date should be created. Some of that documentation could be published in a special issue of *Habitat Debate*. The publications of the Campaigns, toolkits and other products also need to be made more creative;

(d) *The Campaigns as a vehicle for political mobilization*: The evaluation recommends that at the national and city levels, the Campaigns should be seen as a process for political mobilization, awareness, advocacy, and attracting visibility to those causes and not for the specific purpose of attracting investment. UN-Habitat should reaffirm its role as an advocate capable of inducing action rather than waiting to be invited;

(e) *A strategic plan for the Campaigns*: The evaluation stresses that UN-Habitat should take a strategic view of the Campaigns and focus on getting the framework (policy, legal, regulatory, and so on) right; that it should establish criteria for undertaking the Campaigns; and that it should establish budget parameters. It also recommends that a strategic plan for undertaking and supporting the Campaigns, at local as well as national levels, should be prepared for the years ahead;

(f) *Indicators for monitoring and evaluation*: The evaluation notes the need to develop indicators for particular campaigns which both reflect the ownership of the campaign by the stakeholders and are able to measure the success of action-plan development and implementation. Those indicators could be developed by UN-Habitat in conjunction with the national and local urban observatories and other United Nations agencies, as well as local stakeholders.

(g) *Two distinct Campaigns*: Considering the possibility of merging the Campaigns, the evaluation is clearly of the view that much as “secure tenure” and “urban governance” are related, they are distinct topics, with some partners having considerably more interest in one than the other. The evaluation therefore recommends that it is appropriate to continue with the Campaigns as two separate but coordinated Campaigns rather than one.

Going truly “global”: A more visible global articulation around the Campaigns’ issues has been recommended, to be achieved through the promotion of the Campaigns in global forums, by a closer working relationship with the Cities Alliance, by working with other institutions, such as the World Bank, and by making use of opportunities to formulate United Nations resolutions in support of the Campaigns’ objectives.

Annex

An Evaluation of the UN-Habitat Global Campaigns for Secure Tenure and Urban Governance

By Edesio Fernandes, Marlene Fuentes and John Sewell

February 2005

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Evaluation of the UN-Habitat Global Campaigns for Secure Tenure and Urban Governance

Executive summary

1. The present evaluation reviews the UN-Habitat Global Campaigns for Urban Governance and Secure Tenure, including their efficiency and effectiveness at global, national and local levels and their impact within UN-Habitat itself. Many UN-Habitat staff and individuals associated with the Campaigns working with other organizations were interviewed during two visits by the evaluation team to Nairobi. Also, much of the relevant printed material produced by UN-Habitat was reviewed. The short time and limited resources available for the present evaluation meant that only three countries where Campaigns are being implemented could be visited; nevertheless those country assessments provided a good overview of the various levels and kinds of Campaign activities, and the challenges faced, at country level. The present evaluation was therefore conducted largely through interviews, which provided to a significant extent the information which has led to our analysis. The present report, however, demonstrates the evaluation team's efforts to provide a balanced treatment of a wide range of issues, to digest and assess many differing comments and perspectives among those interviewed, and to offer constructive, forward-looking recommendations.
2. The evaluation summarizes the history of the Campaigns within UN-Habitat and concludes that they have been very important initiatives, which should be continued, but require strengthening. The evaluation found that there was a considerable consensus that stronger and better-run campaigns would be even more effective.
3. The main findings include the general observation that, given the great variety and complexity of the social and political environments in which the Campaigns have been undertaken, it is difficult to assess the general impact of the Campaigns' outputs and products. The preparation and launch of Campaigns have often had a significant political value in that they raised and gave a higher profile to the chosen issues, and by bringing together different stakeholders, including Government and non-government actors and participation by the poor, they encourage socio-political mobilization. The documents and materials prepared have been useful and much appreciated by a wide variety of interests. In some cases, action plans have not been carefully planned or agreed to and have not always led to the effective mobilization of local resources. Generally it was found that the Campaigns needed to be better defined and delineated at the country level, with clearer expectations from all parties: those steps would then create the basis for a fairer assessment of each Campaign's results.
4. The evaluation suggests that to enhance their performance and coordination, the Campaigns should be placed in a more prominent and higher position within the UN-Habitat organization and that they should be structured to reflect that higher priority. A Campaigns Board attached to the Deputy Executive Director is proposed. The Board would consist of the Deputy Executive Director; those responsible for the Campaigns at UN-Habitat Headquarters; those at each of the three Regional Offices who are responsible for the Campaigns in the field; and the individual filling a new position with responsibilities for strategic and secretarial functions on the Board.
5. To provide better coordination in the field, the evaluation suggests that new positions should be created in each of the three regional offices; those positions would be responsible for Campaign matters in the field, including coordination of the Habitat programme managers who carry out the programme work. Some additional funding of the Campaigns will be required for those new positions and to ensure that action plans have available to them the needed resources for the advocacy, communication, capacity-building, information and education functions which should be part of the action plans. It is believed that those new funding requirements would be relatively modest.
6. It is also recommended that the Campaigns' funding should be made more secure by allocating it from soft earmarked funds within core funding. Funding should be sufficient to pay for, and provide operational support for, existing Campaign staff, the four new positions recommended, the UN-Habitat programme managers and the resources referred to above to support implementation of certain parts of the action plans.
7. Reports on the Campaigns to date have been quite limited, and before new Campaigns are undertaken, UN-Habitat should take stock of its considerable achievements to date. A clear record of the Campaigns which have already been undertaken should be created and that information should be

widely shared so that the organization and its partners have the opportunity to learn from the successes and the mistakes of those initiatives.

8. Once the history of existing Campaigns has been prepared and stocktaking has occurred, it will then be appropriate to create a strategic plan for future Campaigns. That plan should be forward-looking and should recognize UN-Habitat as a pre-eminent advocate on issues of urban governance and secure tenure.

9. The evaluation found that there were concerns surrounding the names of the two Campaigns. There were questions about whether they gave the organization a clear identity, and whether some terms were too narrow and others too broad. It was concluded that it might be appropriate to seek out broader and more compelling names for the Campaigns.

10. In many cases, it was found that there was an undue focus on the Campaign launch as an activity, at the expense of other aspects of the Campaign. It is proposed that before Campaigns are undertaken in a particular city or country, an assessment report should be prepared about the political and social context in which the Campaign will be undertaken, the interest groups and individuals which should be involved in the network to be created, and the matters which an action plan might address. There would seem to be no need for both Campaigns to proceed at the same time; that should depend on local circumstances.

11. It is proposed that the field work in countries where Campaigns are to be initiated should be undertaken by the Habitat programme managers, who are to be Campaign facilitators and animators and should be skilled in those tasks. The Habitat programme managers would be enablers, helping mobilize a broad network of interests, both governmental and non-governmental, to help create a fair and reasonable action plan. Appropriate support should be given to the network which is created, including regular bulletins, information and contacts. Every effort should be made to involve the considerable resources within UN-Habitat in the development of action plans, including, for example, resources for dealing with gender and youth, and also issues such as public safety and the natural environment. It is important that Campaign activity should be fairly assessed and that indicators should be established in the action plan so that the network can be in a position to assess its own activities.

12. There appear to be excellent opportunities for the Campaigns to find global appeal and success, particularly if there is better communication about Campaign activities. Campaigns would be seen by other organizations as a very valuable method of mobilizing public action which can build a strong foundation for investment. Campaigns can play an important role in global forums and can find global champions.

Evaluation of the UN-Habitat Global Campaigns for Secure Tenure and Urban Governance

A. Context

13. The present evaluation was undertaken on behalf of the Secure Tenure Section of the Shelter Branch and the Urban Governance Section of the Urban Development Branch of UN-Habitat following requests from the Committee of Permanent Representatives in September 2003. The Committee, consisting of United Nations Member States with permanent representatives in Nairobi, suggested that the evaluation would be in order to review how the two Global Campaigns promoted by UN-Habitat, the Global Campaign on Urban Governance and the Global Campaign for Secure Tenure, had served the organization in the previous four years, and to assess how the aims of UN-Habitat fit with the Millennium Development Goals approved by the General Assembly in 2000. The Millennium Development Goals stated, *inter alia*, that, the objective should be “to improve significantly the lives of at least 100 million slum dwellers by 2020.”

14. The terms of reference which we received expanded on that request to include a general look at the UN-Habitat Global Campaigns for Secure Tenure and Urban Governance, including their efficiency and effectiveness at global, national, and local levels, and their impact within UN-Habitat itself. Further, the evaluation was asked to consider future directions and ways forward. The complete terms of reference, which include a more expansive background to the evaluation, are reproduced in appendix I. It should be stressed that any broader evaluation of UN-Habitat as a whole is beyond the scope of the terms of reference.

15. The team which has undertaken the evaluation – John Sewell, Marlene Fuentes, and Edesio Fernandes – have not previously worked with UN-Habitat nor have they been directly involved in the Campaigns being evaluated, although they have varying degrees of knowledge about the matters at hand. This means they have been able to take a fresh look at the Campaigns.

16. At the same time as this evaluation was beginning, field work involved with the evaluation by the Office of Internal Oversight Services of United Nations Headquarters was concluding. John Sewell had the opportunity of meeting with Arlette Klein when she was doing the Office of Internal Oversight Services evaluation in Nairobi. It would not be fair to say that the two evaluations are overlapping, since the Office of Internal Oversight Services evaluation is being carried out at a much higher level and our evaluation is more operational. Our evaluation is dealing with the way the Campaigns are conceived and the success they have achieved, as well as making suggestions for improvements that might be made in strategy and organization. The Office of Internal Oversight Services evaluation, by way of contrast, is attempting to appraise the effectiveness of UN-Habitat in promoting its agenda, particularly in relation to other United Nations mandates, including the Millennium Development Goals. However, at the request of Arlette Klein, we have provided a draft copy of the present report to Office of Internal Oversight Services.

B. Purpose and scope

17. The present evaluation concerns itself primarily with the Campaigns – how they are structured, the way they are carried out, their effectiveness, their place within UN-Habitat, and resources available to them. It includes recommendations for improvement and change. Its purpose is to provide a reasonable understanding of how the Campaigns operate, how they achieved their current status, and why the recommended changes are both reasonable and helpful.

18. The scope of this evaluation does not include a general review of UN-Habitat.

C. Methodology

19. Given the short time and the limited resources available, this evaluation has been conducted largely through interviews, and to a significant extent the information that has led to our analysis has been provided by the interviewees. Those interviewed include UN-Habitat staff, both those involved directly with Campaigns and others; those involved in regional, country and city Campaigns; partners with UN-Habitat; representatives of organizations involved in Campaigns; and several members of the Committee of Permanent Representatives.

20. The team also perused many of the publications of UN-Habitat, particularly those dealing directly with Campaigns, and internal reports on the Campaigns, and all such materials have informed our analysis.

21. We believe that even with the constraints noted the methodology provided a clear and complete picture of the Campaigns and provided a wide enough scope for a comprehensive evaluation. This report demonstrates the evaluation team's conscious efforts to provide a balanced treatment of a wide range of issues, to digest and assess many differing comments and perspectives among those interviewed, and to offer constructive, forward-looking recommendations.

22. The first part of the team's work consisted of meeting in Nairobi in October 2004 with many staff members of UN-Habitat, from the Executive Director to the various branch managers and staff dealing directly with the Campaigns. The team was then given much of the printed information produced to support the Campaigns and their activities, including toolkits and other publications. Staff were generally very forthcoming in their comments and their willingness to share information and ideas. This was most helpful for understanding the Campaigns and the opportunities they present.

23. Following those meetings in Nairobi, each team member carried out country visits to review progress and outcomes of the national Campaigns and obtain an overview of the regions where Campaigns were held. John Sewell visited Ouagadougou at the time when the launch occurred, in mid-October 2004, and had the opportunity of talking to a number of people about the process used. Marlene Fuentes went to the Philippines, where she was able to talk to many senior figures who were involved with the launch two years previously and the follow-up work that had occurred since. Edesio Fernandes travelled to Brazil, where he talked to many of those involved with the regional launch which occurred in Latin America in 2000 and the Brazil launch in 2003. Reports on the field work are given in appendices 2 to 4. From those visits, the team gained information about how the Campaigns were started and launched, how they related to other initiatives and, in the case of the Philippines and Brazil,

what the continuing impact has been. That information is built into the proposals in this report. The team appreciates the time generously provided by those individuals interviewed in the field.

D. Historical evolution and current status

24. UN-Habitat was created in 1978, following HABITAT I, the 1976 United Nations Conference on Human Settlements (UNCHS) in Vancouver. During the next two decades, UNCHS was actively involved in issues relating to cities, and put many resources into HABITAT II, the second Conference on Human Settlements, in Istanbul in 1996.

25. However, until the late 1990s it was widely believed that the internal organization of UNCHS left much to be desired, even though the focus on cities and housing was seen to be desirable and appropriate. In 1998, the General Assembly established a Revitalization Team, which concluded that UNCHS should become more proactive and more of an advocate. It was within that context that the promotion of the Campaigns was proposed. It was hoped that the Campaigns would become flagship issues for UNCHS, giving it visibility and a legitimate identity at a global level which would help the organization revitalize itself, realizing that without sufficient resources it could not promote more traditional programmes. That was the initiative for the idea of the Campaigns.

26. In December 2001, the General Assembly upgraded UNCHS to UN-Habitat, that is, to a full programme with core funding. The two main pillars of the UN-Habitat mandate have been shelter and sustainable development in cities, and the two Campaigns, as well as the organizational structure of UNEP, have reflected this.

27. UN-Habitat considered the precise themes around which Campaigns might be based. One suggestion focused on water, but after discussion there was a general consensus on the need to make local government stronger, with more capacity, transparency and participation, and with the ability to deliver the kinds of services which were needed locally, such as water. This became known as the Global Campaign on Urban Governance.

28. The second Campaign focused on protecting from eviction those living in informal housing, including specific reference to secure tenure for women. There was considerable debate about the terms by which to identify this campaign, and it finally came down to "secure tenure". Over time, other ideas have been added to this initial concept, such as access to services and credit, new aspects of the gender dimension of tenure rights, and the strengthening of social organizations.

29. The first national launch of the Global Campaign for Secure Tenure was undertaken in Mumbai, India, in July 2000. The Society for Promotion of Area Resource Centres (SPARC), a non-governmental organization based in Mumbai, raised issues of secure tenure, and after those issues were given considerable publicity they became the basis of the Campaign launch, and the city and national Governments committed themselves to action. Limited follow-up occurred after that launch, although SPARC was able to negotiate relocation on behalf of 20,000 households living on railway property.

30. The Global Campaign on Urban Governance was launched later, in September 2001 in Delhi, at national level, and involved issues of decentralization, municipal finance, transparency, civic engagement and capacity-building, as well as integration of the poor and marginalized. In 2004, the national and state Governments showed some movement in urban governance issues. Some have questioned whether the benefits derived resulted from the Campaign launch or from other initiatives.

31. Another Secure Tenure Campaign was undertaken in Durban, South Africa, and was launched in October 2000. Like the India initiative, this early Campaign was also a learning exercise. A region-wide Campaign launch occurred the same year in Latin America, with the Campaign being nominally endorsed by all Latin American countries, with individual country Campaigns and launches to follow.

32. The Campaign in Nigeria followed, but was concerned solely with issues of urban governance. There were several motivations for the Nigerian Campaign. The national Government was anxious to demonstrate its resolve to counter corruption, but it also wanted to enhance the capacity of local Governments so that they could improve service delivery and take action to alleviate poverty. A relatively limited discussion preceded a major Campaign launch in April 2001, when the Government trumpeted its resolution to take action. However, the foundation on which the Campaign had been so quickly built was not strong, and very little occurred in the years after the launch event to strengthen local government, although during the past year the national Government has established a Ministry of Housing and Urban Development and has considered bringing local government into the purview of the constitution.

33. Since those initial Campaigns, Campaigns have been undertaken in a number of countries: Jamaica, where the launch occurred in August 2002, concerning good governance and secure tenure; the Philippines, concerning good urban governance (launch in July 2002) and secure tenure (launch in October 2002); Namibia, concerning secure tenure, in October 2002; Brazil (both Campaigns launched together in October 2003); and Senegal, with the Dakar Declaration against forced evictions and an increased role for civil society (launch in May 2004.) Campaign launches in Burkina Faso and Morocco occurred during October 2004. Other Campaigns are underway or contemplated in a dozen or more countries in the next few years.

34. Core funding for UN-Habitat comes largely from the United Nations regular budget. The annual allocation for UN-Habitat is \$14.8 million (2004–2005). A further \$210 million is available for programmes and projects. Of the \$14.8 million for core allocations, the budget for the Secure Tenure Campaign in 2004 amounts to \$650,000 (4 per cent) and for the Urban Governance Campaigns about \$450,000 (3 per cent), of which \$150,000 is earmarked for a research project, “Urban policies and practices addressing international migration”, leaving a net amount available of about \$300,000 (2 per cent). The Secure Tenure Campaign was funded up to 2004 from earmarked contributions while the Governance Campaign is funded from un-earmarked donations from donor countries.

35. It is useful to note the distinction between Campaigns and Programmes. Campaigns are methods of getting the political, legal and institutional framework right, so that appropriate and effective programmes may be delivered. Too often resources have been wasted on programmes which are implemented under an inappropriate framework and therefore do not deliver the expected benefits. Campaigns help to create the consensus and agreement necessary for frameworks which encourage and accommodate effective programmes. Successful Campaigns precede effective programmes.

E. Main findings and lessons learned

36. This section is structured according to the terms of reference for the evaluation to ensure full coverage of issues and concerns. The four objectives from the terms of reference are set out, and the questions following them are in italics.

37. Objective A: To assess the degree to which progress has been made towards achieving the Campaigns’ objectives at global, regional, national and local levels:

- *Are the four components of the Campaigns clearly conceived and to what extent have the outputs proposed (norms, tools, publications, advocacy events, etc.) been achieved?*

38. Before discussing the four components of the Campaigns – normative debate, advocacy, operational activities and capacity-building, and knowledge management – it is important to say a few words about the promotion of the Global Campaigns as the main strategic course of action for UN-Habitat, as well as on the subject matters and contents of the current Campaigns. Those are the two elements of an important underlying, recurrent conceptual discussion, with many institutional implications for the debate on the Campaigns’ nature, limits and possibilities.

39. As discussed below, the advantages of promoting the Global Campaigns as a central strategy for UN-Habitat – in general, and particularly in a context of limited resources – are undeniable.

40. That said, some of the people we spoke to argued that the promotion of Campaigns should not be viewed as the only course of action for UN-Habitat, and that other possibilities and initiatives should also be considered besides the programmes and projects which UN-Habitat currently undertakes.

41. It was also stressed that the centrality and quality of whatever Campaigns are promoted by UN-Habitat will depend on how they relate to other UN-Habitat actions and activities, programmes and projects, both at the Nairobi headquarters and at the regional offices.

42. Many of the people we interviewed, both in Nairobi and during the country visits, made important comments on the topics chosen for the current Global Campaigns, namely, “Urban Governance” and “Secure Tenure”.

43. Regarding the Governance Campaign, there is a widespread feeling that, much as the topic is important and even crucial, it is somewhat vague and does not lead to any immediate, practical field of action. As such, it does not easily engender socio-political mobilization and it does not have a straightforward popular appeal. The notion of “good” governance was also criticized, on the grounds that it could easily be construed as a patronizing element.

44. Moreover, many people expressed doubts as to how closely the topic of governance expresses the specific mandate of UN-Habitat and whether it gives a clear identity to UN-Habitat, especially considering that it has been readily adopted by many other United Nations agencies – as it should be – particularly by the United Nations Development Programme (UNDP).
45. The materialization of the Governance Campaign in the diverse countries where the Campaign has been promoted and/or launched has taken different forms and specific issues have been chosen. In Brazil, for example, the issues of financing local development and the municipalization of public security were adopted. In Burkina Faso, the emphasis was on capacity-building to deliver water and sewerage services. However, some felt that the Campaign’s general principles of participation, transparency, accountability, and subsidiarity, among other things, are not automatically inherent in such specific issues, and need to be reinforced.
46. Regarding the Secure Tenure Campaign, the opposite argument is common: much as the topic is of fundamental importance, it is perceived as somewhat technical and could easily be reduced to a legalistic question. Moreover, many people believe that the topic does not translate easily – even in linguistic terms – given the different national realities.
47. It was also argued that secure tenure is but one element of the main pillar of the broader UN-Habitat mandate as expressed in the Habitat Agenda, the promotion of wide “access to adequate shelter”, a concept which also includes issues of land, housing, sanitation and transportation.
48. Another related line of argument says that, as a result of the choice of the “technical” topic of secure tenure, some sections and programmes within UN-Habitat have felt left out, and, not feeling represented by it, may not have committed themselves fully to the Secure Tenure Campaign. This seems to be the case in respect to gender and safety, issues that are clearly part of secure tenure.
49. It was also argued instead that discussion should focus on the promotion of “access to adequate housing” or “adequate and secure housing”, rather than “adequate shelter”. Broadening the topic in this way would make it possible for UN-Habitat to relate to the needs and concerns of social groups other than the urban poor, but who are currently experiencing housing problems of various forms. This broadened topic would also help enable UN-Habitat to play a more prominent role in the context of developed countries, breaking with the current North-South divide and thus strengthening its action at the global level, eventually leading to more funding from donors.
50. In this context, for both conceptual and pragmatic reasons, and taking into account the financial and institutional capabilities of UN-Habitat as discussed below, another argument has emerged: should both Global Campaigns be kept going, or should they be merged into one campaign? The subject matter of such a single campaign is also debatable.
51. The intention of UN-Habitat that the current two Campaigns should be intertwined and promoted together – one internal document notes they are “complementary” – has been hard to implement for several reasons, ranging from the general methodological organization of the Campaigns to the differing timings for the discussion of the two topics in the various national political contexts. As a result, many have suggested that clearer links should be created between the Campaigns through a central reference point such as “land governance” or the Millennium Development Goals.
52. Another point for reflection concerns the question of to what extent the current Campaigns are effectively Global Campaigns. Some believe that the promotion of national Campaigns does not replace the need for a more comprehensive articulation and mobilization by UN-Habitat at the global level. That would happen around issues related to the subject matters of the Campaigns in the dialogue between UN-Habitat and other global players such as the World Bank, IMF and regional development banks, and it would include the discussion of possible United Nations conventions or resolutions on both governance and secure tenure.
53. It was also argued that UN-Habitat should promote the Campaigns in a more vigorous manner in important global events such as the World Urban Forums, which are promoted by UN-Habitat itself, and the World Social Forum.
54. Several people said that the promotion of national Campaigns does not replace the need for further local action, be it as a result of activities which are part of the national Campaign, or through the promotion of local Campaigns on the same subject matters. Localizing the Campaigns is considered to be of great importance.

55. With those comments as a background, we can now proceed to answer the specific question regarding the Campaigns' four components, normative debate, advocacy, operational activities and capacity-building, and knowledge management.

56. As mentioned above, the terms for the normative debate and for advocacy have varied according to the way in which the two Campaigns have been promoted nationally.

57. While the more abstract topic of "Urban Governance" has been made more concrete by the choice of specific issues, the more specific topic of "Secure Tenure" has been broadened by the inclusion, beyond the discussion of legal titles, of other issues such as socio-spatial integration, gender, strengthening of social mobilization and so on.

58. The Campaigns' outputs (norms, tools, publications, advocacy events and so on) have reflected that logic. Various comments on the Campaigns' outputs are given in the succeeding sections.

- *What has been the impact of the Campaigns' outputs and products?*

59. The first thing to be said is that UN-Habitat and the regional offices have done a significant amount of work to promote the Campaigns internationally, especially given their limited resources.

60. However, it is difficult to assess with any certainty what the general impact of the Campaigns' outputs and products has been, given the heterogeneous set of existing situations. Accordingly, it is fair to say that in some countries the Campaigns seem to be having a more significant impact than in others.

61. Generally speaking, it seems that the preparation and launch of the Campaigns has had a significant political value in raising and giving a higher profile to the chosen issues, bringing together different stakeholders and encouraging socio-political mobilization, as has happened in Brazil and the Philippines. In the Philippines, the Secure Tenure Campaign is credited with successfully involving the urban poor as partners in undertaking tenure and shelter improvements.

62. The need for the Campaigns has been fully acknowledged by governmental and non-governmental organizations alike. It is interesting to note that, even in a country such as Brazil in which a relatively strong socio-political mobilization around the issues of the Campaigns has long existed, the promotion of the Campaigns was deemed to be of fundamental importance. The Campaigns supported the national socio-political processes there and helped them take a qualitative leap forward. This was also the case in the Philippines. In West Africa, the Campaigns are seen as an excellent way to harness political energy.

63. The wide range of important documents and materials which have been prepared in the context of the Campaigns seem to have been useful and much appreciated. The conditions for the dissemination of such materials could be enhanced, and their nature could be diversified even further, particularly in order to promote a broader popularization of the Campaigns and to reach specific groups and address specific needs. A good example of how this should be done is the experience of the Regional Office for Latin America and the Caribbean, which prepared materials aimed specifically at women and at legal professionals.

64. One fundamental question which should be addressed has to do with the need to define in a clearer way, in each given context, what exactly the Campaigns are about and what exactly could be expected – and demanded – from them, so as not to raise false expectations. This would also provide the basis for fairer assessments of the Campaigns' results.

65. A recurrent problem has been the difficulty which UN-Habitat and the regional offices have experienced in keeping the political momentum going and implementing the action plans signed during the launches. While much energy has been invested in launching national Campaigns, generally speaking the proposed implementation of the action plans has not been adequate. In Brazil, for example, although the Campaigns were launched in October 2003, until November 2004 no specific follow-up Campaign action took place, even though Governments were taking actions which would have fitted well with Campaign objectives and might have been improved and extended if the Campaigns had been active. In some cases, this problem has resulted from the fact the Campaign launch was motivated by increasing political momentum even though the political and institutional processes necessary to support the Campaigns had not been fully prepared.

66. It is felt by many people involved in Campaigns that there are problems with the way Campaign action plans have been formulated, especially given that they have been overly ambitious. Burkina Faso is such an example. The action plan there was drafted by a team of consultants, several meetings with

stakeholders followed and the Plan was then endorsed. Campaign staff in Nairobi felt the Plan was much too ambitious, with a structure that was too cumbersome, with too many recommendations and with a high price tag. Nevertheless, when asked to reconsider, local stakeholders again confirmed the plan. Such a complicated plan might not find support for implementation.

67. Some have also suggested the two Campaigns have been based on unrealistic timeframes in terms of the capabilities of UN-Habitat to deliver its share of responsibilities and obligations. Further, many of the Campaigns' objectives do not depend on UN-Habitat's immediate action, but depend instead on political-institutional factors and timings beyond UN-Habitat's control.

68. Part of the problem seems to derive from the fact that the action plans have not led to effective mobilization of local resources. Another reason seems to be the aforementioned lack of consistency of some of the preparation processes, which in some cases seem to have created somewhat artificial political and institutional processes which cannot be sustained after the launches.

69. Indeed, one risk of the process has been the political manipulation of the Campaigns by governmental actors, who, having capitalized on the launch, do not have a clear intention to commit themselves to implementing the action plan (as was the case in Jamaica and Nigeria). This may lead eventually to the overall discredit of the Campaigns.

70. In this context, the linear logic which has underlain the promotion of the Campaigns in the given countries – preparation-launch-implementation – must be questioned. UN-Habitat must make a more consistent effort to view the Campaigns as ongoing, long-term, open-ended processes, which UN-Habitat is responsible for mediating and inducing, as well as for keeping its presence felt throughout. Campaigns do not exist on their own and need to be permanently expressed in, and related to, other processes, causes and activities, especially at the local level.

71. The very notion of a "Campaign launch" needs to be discussed, as it may well turn out to be counterproductive, since it may raise false expectations: it may contribute to slowing down the process of socio-political mobilization, and it may create the expectation that UN-Habitat will play a major role towards the achievement of all the Campaigns' goals.

72. Another issue which was pointed out by many people was the lack of adequate indicators and monitoring processes which, if present, would make it possible to promote a comprehensive and fair assessment of the Campaigns. Campaigns undertaken by the International Council for Local Environmental Initiatives (ICLEI), a partner of UN-Habitat and a member of the Global Steering Group on Urban Governance Campaigns, in contrast, require that a milestone structure is built into each Campaign. The ICLEI milestones are establishing a baseline; setting a target; developing a local action plan; implementing the local action plan; and measuring results.

73. In short, it could be said that, while strategic decisions and general guidelines are fundamental, there is no single, universal formula which could cover all aspects of the promotion of the Campaigns, and for that reason, as will be discussed below, a new institutional framework should be considered.

74. To what extent have the advocacy and awareness raising activities resulted in the acceptance by member States of the importance of secure tenure and good urban governance?

75. While there is no doubt that some countries have taken action on issues of governance and tenure, it is difficult to assess with any certainty whether all those initiatives are a result only of Campaign activity. In two of the countries visited for this evaluation, it was clear that even before the Campaigns were initiated there had been a long history of policy debates and constituency-building around these issues. The Campaigns served to strengthen awareness and consolidate actions around these issues, and played a supporting role to the broad spectrum of actions initiated in those countries.

76. At the global level, the fact that there is a growing number of interested countries is a good sign that the message is being spread, but, given the aforementioned risk of political manipulation of the Campaigns by national Governments, it is important that the decision to promote new Campaigns should result from a global approach based on a consistent understanding of the national and local political contexts.

77. At the national level, perhaps this is the moment for UN-Habitat to take stock of all the Campaigns already launched to focus on their full implementation. It is probably critical to reconvene the Campaigns' committees in places where they have stalled to determine whether the Campaigns can become active again.

78. As we have said, the Campaigns have been credited as adding fundamental political value to existing socio-political processes, particularly in their attempt to provide space for the urban poor to participate in the discourse on tenure and governance issues (e.g., in the Philippines), as well as raising the visibility of the issues discussed. However, it has been difficult to establish direct links between the Campaigns and subsequent national or local developments on those issues. A special effort needs to be made to regularly link the Campaigns to all related activities, events, initiatives, policies and new legislation. Also for this purpose, the creation of strong Campaigns' committees is crucial, as is the creation of sustainable networks and the regular dissemination of information about the Campaigns.

- *What have the key challenges been, both in realizing the outputs and ensuring impact on the ground?*

79. As discussed below, perhaps the main challenge to the effective promotion of the Campaigns has been the lack of clearly articulated strategies and planning, both inside UN-Habitat and in each country where the Campaigns have been launched.

80. The lack of sustained commitment by all parties throughout the implementation process has been a major factor, and, in the case of UN-Habitat, unpredictable funding should also be mentioned.

81. The Campaigns would greatly benefit from the definition of a clear communication strategy, at all levels, including a more regular articulation with the media.

82. A better knowledge of the national and local political contexts would be important to guarantee that artificial processes are not created and that a good choice of Campaign partners is made. In that context, a better articulation between the two Campaigns within UN-Habitat Headquarters would seem to be of great importance, as would their articulation with the UN-Habitat Regional and Technical Cooperation Division and with the Global Urban Observatory in the Monitoring and Research Division.

83. Objective B: To examine the efficiency and effectiveness of the Campaigns' method and approach, institutional development/anchoring process and support networks, and identify challenges as well as opportunities:

- *Is the governance and organizational structure of the Campaigns adequate, in terms of management and coordination mechanisms and human resources? If not, what are the changes required?*

84. We believe that a fair answer to this question is that on all accounts – management, coordination mechanisms and human resources – there is room to improve the overall governance of the Campaigns within UN-Habitat.

85. The centrality of the Campaigns is not yet clearly reflected in the organizational structure of UN-Habitat, nor is it sufficiently expressed in its overall budget.

86. Three main issues should be addressed: the relationship between both Campaigns; the relationship between the Campaigns and existing UN-Habitat programmes and projects; and the relationship between the Campaigns and the regional offices, including the actions of the recently introduced UN-Habitat programme managers.

87. At present, there is no single unit coordinating the two Campaigns, nor any suitable institutional mechanisms with that purpose. This has made it difficult to promote their integration with each other, as well as their integration with the other programmes and projects undertaken by UN-Habitat and with the regional offices. In fact, it is widely believed that the two Campaigns are being run separately, and that the links between them are too loosely defined.

88. The two Campaigns are coordinated by people from two different branches within UN-Habitat, Mr. Farouk Tebbal (Secure Tenure) and Mr. Mohamed Halfani (Governance), who are not at the same level in the agency's structure: Mr. Tebbal is the Chief of the Shelter Branch, while Mr. Halfani works under Mr. Paul Taylor, Chief of the Urban Development Branch. It should be noted that the chiefs of the Urban Development and Shelter Branches are members of the Senior Management Board of UN-Habitat and are formally responsible for implementation of the Campaigns.

89. While staff believe the asymmetric model of campaign coordination has not been a problem, it is fair to say that this model does not favour the establishment of systematic and balanced links between the two Campaigns, nor does it send a clear signal to the units responsible for existing UN-Habitat programmes and projects, or to the regional offices, regarding the centrality of the Campaigns and the need for them to adjust their planning and action accordingly. In fact, this model has left a whole

Branch, Water, Sanitation and Infrastructure, which is responsible for some of the best-funded programmes in UN-Habitat, out of direct Campaign participation.

90. As we have learned, some UN-Habitat ongoing programmes under the Shelter and Sustainable Human Settlements Development Division seem to be more clearly committed to the Campaigns than others. Rather than “programmizing” the Campaigns, a consistent effort needs to be made towards “campaignizing” the programmes.

91. Given the number of Campaigns already launched and in preparation, and the number of responsibilities and activities which they entail, it is also fair to say that neither Campaigns is properly staffed or resourced, especially at the regional offices.

92. Another problem concerns the role played by the regional offices in the Campaigns: while they are expected to operationalize the Campaigns, they do not participate systematically in the overall strategic thinking process, which has been led by the Nairobi Headquarters, nor do they have adequate human and financial resources to dedicate exclusively to promoting the Campaigns. That said, it is also true that important decisions concerning the promotion of the Campaigns have been made at the regional level, sometimes without proper discussion with the people in Nairobi.

93. The recent introduction of UN-Habitat programme managers working in several countries has not yet been fully linked to the promotion of the Campaigns, but this could become a significant factor in improving the governance of the Campaigns.

94. Closer links between the Campaigns and other UN-Habitat initiatives – for example, the Best Practices selection process and the missions by the United Nations rapporteurs on housing rights – are of utmost importance.

95. Another level of reflection concerns the relationship between the Campaigns, both inside UN-Habitat and the Regional Offices, and other United Nations agencies such as UNDP and the United Nations Environment Programme (UNEP), as well as with related initiatives such as the Cities Alliance.

- *Have the interventions for different countries and systems been appropriately identified and prioritized?*

96. As mentioned above, there is at present no clearly articulated global strategy at UN-Habitat which expresses planning by UN-Habitat for the promotion and implementation of the Campaigns according to geopolitical factors and other socio-economic and cultural considerations. Nor does there appear to be a clear link between the decisions concerning the Campaigns and the achievement of the Millennium Development Goals, in which UN-Habitat is a partner. Admittedly, this is no easy task, but it must be attempted.

97. Also, the lack of regular assessments based on transparent indicators and systematic mechanisms, including both internal and external evaluations, has made it difficult to assess the Campaigns’ overall efficiency.

98. To some extent, UN-Habitat and the regional offices are learning in the process, and this has been reflected in the changing strategies which have been adopted for the various countries. This is a positive response, but the challenge is to conceive a strategic global vision flexible enough to allow for the adaptation of the general guidelines to the specific realities of the regions and countries, so as to enable a suitable identification and prioritization of processes, stakeholders, partners and courses of action.

99. Under the general umbrella of the intertwined Global Campaigns on Urban Governance and Secure Tenure, the national Campaigns should have different focuses and cover specific topics. The challenge is to run different Campaigns for different countries.

- *Are there sufficient resources for the Campaigns?*

100. A fair answer to this question would be that there are not, as yet, sufficient resources for the Campaigns, given the internal needs of UN-Habitat and the number of Campaigns already launched or in preparation.

101. This has been explained as being a consequence of the so-called “donors’ paradox”, meaning that, while national ministers support the proposal of advocacy Campaigns, national and international funding agencies favour instead programmes and projects. As a result, an increasingly large share of the resources received by UN-Habitat has been earmarked for use in such programmes and projects. However, the impression from some members of the Committee of Permanent Representatives who

were interviewed has been positive in terms of the possibility of changing current funding arrangements. If UN-Habitat can demonstrate and show evidence of the clear strategic links between the Campaigns and the rest of its activities towards the achievement of the Habitat Agenda, they see no reason why additional funding should not be mobilized for Campaign activities, even under already earmarked funds for programmes.

102. The situation becomes more complex at the level of the regional offices, as they are expected to generate most of their own funding to undertake programmes and projects, while at the same time being expected to operationalize the national Campaigns.

103. That said, a better use of the existing resources could be achieved with a better governance framework for the Campaigns. An institutional rearrangement which promotes the centrality of the Campaigns to UN-Habitat could result in a redesign of current and future programmes according to a strategic plan for the Campaigns, so that some of the money earmarked for programmes could also be used, albeit in an indirect way, to support activities related to the Campaigns.

104. Also, a rapprochement between UN-Habitat and the Cities Alliance and an improvement in the relationship between them might be instrumental in bringing further resources to the Campaigns.

105. At the country level, there are many opportunities to mobilize resources for the Campaigns. In the case of the Philippines, where there are many parties engaged in governance and secure tenure issues – the Government, major donor agencies (multilateral and bilateral), international and local non-governmental organizations, even the private sector and the local Governments - the firm support from UNDP for the Campaigns has facilitated effective networking with other potential funding sources and donors through cooperative frameworks for follow-on activities, including with the Cities Alliance.

106. The Campaigns' thrust to inform multi-stakeholders and mobilize political action around the issues has been acknowledged by some donors as a UN-Habitat niche; however, for UN-Habitat to become involved in follow-on investment programmes, the sentiment is that it should be clear about the extent of its participation and what it can commit to the lengthy process of planning and implementation. To that end, UN-Habitat could set up a fund to provide seed money in support of local-level activities following on from an action plan, and those funds could be used to allow UN-Habitat to continue being involved in sectoral activities with other partners which have their own resources.

- *To what extent have other resources been leveraged to implement various components, whether at global, national or local levels?*

107. A good start has been made in tapping into the resources and support of organizations such as Transparency International in the writing, publication and translation of the toolkit on transparency. Generally, however, to date UN-Habitat has maintained a traditional approach to the use of financial resources, feeling constrained by the growing amount of earmarked money which cannot be directly used to support the Campaigns. Other avenues have as yet been little explored, such as the involvement of the private sector (long used by the United Nations Children's Fund (UNICEF)) and sponsorship (for example, Citigroup is sponsoring the UNDP "2005, Year of Microcredit" campaign).

108. As discussed, the action plans which have been approved have not been able to fully mobilize local resources to implement the decisions.

109. Another unexplored avenue concerns the generation of resources through donations from social organizations and the general public, which of course is directly linked to the discussion about the need to give the Campaigns a more popular appeal.

110. Objective C: To assess the effectiveness of the Campaigns in spearheading the operational functions of UN-Habitat:

- *The Campaigns are a strategic priority of UN-Habitat. How is this reflected in all parts of UN-Habitat?*

111. The themes of the two Campaigns represent the core UN-Habitat issues – housing (or shelter) and urban management. Urban governance and slum upgrading (along with water and sanitation) have the political support of the Governing Council. With the advent of the Millennium Development Goals, the Campaigns have assumed even more significance, as they provide a framework for organizing the UN-Habitat contribution to the achievement of Millennium Development Goal 7, target 11.

112. When they were conceived, the Campaigns were intended to serve as an umbrella framework for programmes and projects and other activities of UN-Habitat. They were meant to ensure the

coherence of the various global programmes around the goal of urban poverty reduction, and to tie them up closely to the core UN-Habitat themes.

113. To serve that strategic purpose, the Campaigns espouse universally agreed principles (norms) which require ongoing validation through debates and discourses at international level, and from accumulated lessons of experience through operational activities in the field. They are supposed to establish fundamental principles applicable in any socio-political context, and they in turn should underpin the specific activities (programmes and projects, advocacy) of UN-Habitat. It appears that most global programmes promote some or all of those principles in a sectoral context (environment, city development and so on). Nevertheless, those norms and principles must be reviewed and revisited in the light of accumulated experience, made explicit in specific contexts, and continually validated for current relevance.

114. The key problem seems to be that thus far, the Campaigns have been generally viewed within UN-Habitat from an operational perspective. They are largely associated with the national launches, but not clearly nor obviously related to, or tied up with, the other advocacy activities at global level of UN-Habitat. To cite a case in point: in Brazil, the World Habitat Day took place one day before the launch of the Campaigns, but it had the theme of “Water” and no clear relation was established with the Campaigns. There is certainly scope for the themes of the Campaigns to be carried and articulated much more prominently by such high-profile UN-Habitat events as World Habitat Day and the World Urban Forum, as these serve to raise the profile of the Campaigns’ issues and themes at global level.

115. The location of Campaign responsibilities in the present organizational structure of UN-Habitat suggests this seemingly operational bias – as mentioned, they are currently run by Campaign teams in two branches under the Global Division, which clearly sets them apart from the units in the organization responsible for strategic and executive direction of UN-Habitat as a whole. It is a natural consequence for some parts of the organization to perceive the Campaigns in the same context as the one in which they themselves are currently operating in – i.e., as programmes and projects – all jockeying for dwindling development resources that in themselves carry conditionalities and restrictions.

116. In an overall sense, this view of the Campaigns at the UN-Habitat level seems to overlook the clear distinction between a campaign and a programme and also the potential added value of campaign work to the investment activities of UN-Habitat. It fails to recognize how the Campaigns – at global, regional, national, and local levels – work to raise the profile of the core UN-Habitat themes, to inform and educate a much wider audience of stakeholders and to mobilize socio-political processes around those issues. The intervention which Campaigns bring does not normally seem to be accorded priority in the design of investment programmes and projects.

117. At national and local levels, the Campaigns have demonstrated (e.g., in the Philippines and in Brazil) that they can be effective in facilitating political processes and promoting policy reform around governance and land tenure through advocacy, and, with minimal seed funds, follow-on activities such as national action planning, toolkits, training and capacity-building and technical cooperation. From the experience to date, this seems to be the “value added” aspect of Campaigns as recognized not just by their Government partners but also by their non-governmental organization partners and some donors.

118. Some of the Campaigns, however, have fallen flat after the launches, very likely as a result of expectations raised during the national action planning exercise which seems to have overly emphasized investment programming over local-level actions which could be financed by the partners themselves or through other resource mobilization strategies. The signal seems to be that follow-on UN-Habitat input to national action plans should emphasize continuing information and education, giving space to interest groups (non-governmental organizations, women, youth and others) in policy debates and discussions, facilitating commitment to an action plan where all parties signify intent and means to translate principles into local actions. Follow-on activities requiring substantial investments could be addressed either through UN-Habitat global programmes or through collaboration with traditional development financing institutions such as the World Bank, the Asian Development Bank and UNDP, and through other financing possibilities such as the Cities Alliance and the Slum Upgrading Facility.

119. The existing structural limitation has led to difficulties on the part of the Campaigns’ staff to coordinate activities with the global programmes and to obtain internal support for follow-up campaign activities. The Campaigns’ relative position within the organization limits their ability to bring along the other parts of UN-Habitat into Campaign work, especially in the current atmosphere of programme delivery based on donor-driven priorities with hard targets based on sector or subsector, countries or target groups. To our knowledge, there has been limited formal coordination at UN-Habitat level to relate and link up the work of the Campaigns with that of the other parts of UN-Habitat, as had

happened in the past, and some Campaign activities have taken place independent of other UN-Habitat initiatives at the country level.

120. The Campaigns have been underresourced, a natural consequence of their low organizational status within UN-Habitat. Campaign activities have been largely funded from earmarked funds; only personnel costs and office overheads are being supported from the core budget. In the last three years, the Campaigns' annual budgets have come from commitments of donor countries in varying amounts (some of which do not actually materialize during the year), and this has dictated the scope of Campaign activities and the level of support provided to regional offices for country-level activities.¹ It has also made it difficult to carry out any short- to medium-term strategic planning for the Campaigns. The Campaigns have thus been reduced to operating in the same mode as programmes, competing for resources when they should have been operating at a higher level.

121. There is clearly a need for more strategic management of the Campaigns in relation to how they contribute to the work of the rest of UN-Habitat, and vice versa. It is particularly crucial at this time to raise the profile and priority of the Campaigns within UN-Habitat if they are to retain their strategic importance in the current context of the increasing involvement of UN-Habitat in non-traditional programme areas such as HIV/AIDS, Iraq and Sudan.

122. To raise the status of the Campaigns within UN-Habitat, steps should be taken to lodge strategic management of the Campaigns nearer the top of the organization, in some direct relationship with the Deputy Executive Director. Such an organizational change could give the signal of an enhanced strategic role for the Campaigns. The Campaign teams could continue to operate out of their respective branches in the Global Division, but here some efforts are also needed to improve their integration with the global programmes under the Division.

123. An ideal scenario would be for the Campaigns to operate on the basis of a definite, predictable funding level every year, determined on the basis of a short- or medium-term global strategic plan for the Campaigns developed in conjunction with regional offices and coordinated with the rest of the activities of UN-Habitat. This would only be possible if the Campaigns were budgeted out of regular UN-Habitat funding sources.

124. The need for clarity about the place and priority of the Campaigns in UN-Habitat is urgent – from here would flow clarity of responsibilities for strategic direction and implementation at different levels, and linkages with other parts of UN-Habitat.

- *The Campaigns are expected to be operationalized through UN-Habitat's global programmes and technical cooperation initiatives. To what extent have these linkages been established and what are the main constraints?*

125. Generally speaking, there has been positive reception to the Campaigns from other parts of UN-Habitat – some programmes are making efforts to link up with the Campaigns. The linkages are on both a formal and on an informal basis, but this varies across programmes and units. There are, however, some parts of UN-Habitat which seem to believe that their activities do not fit into the Campaigns (e.g., Water and Sanitation), raising concerns that, as they stand, perhaps the two Campaigns are not sufficient as an organizing framework for UN-Habitat activities.

Regional Offices

126. The Campaigns gain considerable strength from the regional offices within the Regional and Technical Cooperation Division. The regional offices are the operative arm of the Campaigns. There is, however, some degree of variation in the commitment of regional offices in promoting the Campaigns. What is clear is that there is a common view amongst regional offices that the Campaigns are a means of generating further work in terms of investment projects following the action planning phase of the national Campaigns.

127. About 30 per cent of the Secure Tenure funds and 44 per cent of the Urban Governance funds are allocated to the Regional Offices for normative, advocacy and operational activities. Those resources assist regional office staff but do not represent full compensation, so they must find other resources for support.

¹ Campaign-related costs are covered by transfers from campaign budgets to the regional offices. About 30 per cent of the Secure Tenure funds and 44 per cent of the Urban Governance funds are directly allocated to the regional offices to undertake a combination of normative, advocacy and operational activities.

128. Regional staff often carry out the initial footwork in getting the Campaigns under way. As noted above, this work can be considered something of a burden to the regional offices, given that it is work done in competition with other activities in the various regions.

129. While the interaction between the regional offices and the campaign teams in the branches are generally positive and professional, there have been instances of tension, especially during launch preparation. Country partners, however, acknowledge the role of the regional offices in running the Campaigns and value their technical expertise and capacity-building interventions.

130. What regional offices add in value is local knowledge of countries' socio-political contexts, potential campaign partners and so on, information which is very important in the decision-making process as to whether to proceed with Campaigns. They will therefore be important players in the strategic management of the Campaigns, including the integration of Campaign principles and activities into their programmes, projects and initiatives. The regional offices are key players. It is largely through them that the Campaigns are operationalized and, because of this, they have accumulated extensive country and regional experience in promoting the Campaigns.

- *Urban Management Programme*

131. The Urban Management Programme has been an important source of the background work and materials for the principles and toolkits of the Urban Governance Campaign. The Programme has been running for the past 18 years and is now in its final year. It is jointly funded by UN-Habitat and UNDP, and previously also by the World Bank. During its peak, the programme was running on an annual budget of \$6 million and a staff complement of 30. Project offices have now been closed down and the work of the programme is being carried on by about 20 anchor urban management institutions operating as networks in each region. Those networks will, hopefully, ensure that the institutional memory is not lost.

132. The Urban Management Programme is credited with putting the "urban question" on the global agenda between 1986 and 1991, using publications, research, and advocacy. Between 1992 and 1997, the programme was regionalized so that urban issues were seen in a regional context. In 1996, at the Istanbul Conference, national Governments wanted to see action at the local level and, since then, the programme has worked with cities. The Programme has links with 150 cities in 50 countries.

133. Since 1997, when the focus of the Programme shifted to cities, it has worked on the basis of thematic areas – poverty, environment and governance, among others – and the cities have been allowed to decide which areas they would like to focus on. The Programme introduced the concept of participatory governance through city consultations, which, in fact, was one of the precursors to the Urban Governance Campaign. The cities were supported with seed funds for capacity-building, consultations, information, education and so on; there were no investments funded under the Programme. In recent years, the Programme has encouraged small experiments of various kinds with microlending and has also been moving into the AIDS question in cities.

134. The Urban Management Programme system – including its anchor institutions and project offices – offered a base for the Urban Governance Campaign. It is hoped that the anchor institutions in the various regions will continue to serve as platform for initiating Campaign activities.

135. As the Programme phases out at the end of 2004, another programme, Localizing the Millennium Development Goals, has been initiated. This programme will aim to assist cities in incorporating the Millennium Development Goals into their local development plans and programmes. UN-Habitat is working with UNDP and United Cities and Local Governments (UCLG) on this. Benchmarks are being prepared for certain cities, and it is hoped that cities in 20 countries may sign on within the next year. The Campaigns provide an effective organizing framework as well as technical support for the Millennium Development Goals to be adopted into local development plans and programmes.

- *Urban environment*

136. The Urban Environment Section assists local Governments in integrating environmental management principles and actions into local development plans and local-government operations. The section sees its work as closely related to the Urban Governance Campaign.

137. The Section works through national and regional networks but is not as closely attuned to Campaigns as it could be. Thus, while the section has been active in Morocco since 1996 and has been carrying out an ambitious programme in three Moroccan cities since 2001, and while the declaration

signed at the launch in Casablanca contains a reference to urban environment issues, the Section has not seen itself as part of the launch activities. It was also thought that the Sustainable Cities Programme in Cuba should have been linked more closely to the Campaigns.

- *Safer Cities Programme*

138. The Safer Cities Programme operationalizes the principle of safety, which is one of the Urban Governance Campaign principles. The programme participated in the Campaigns carried out in Brazil, Nigeria and the Philippines, and in those countries urban safety was a key issue identified in the Campaign launch and in the subsequent national action plans. The programme is not called upon to lend its expertise in most Campaigns, although issues of safety are usually close to the surface for local residents in both Campaigns. The programme also works in other countries where the Campaigns are not present.

- *Disaster Management Programme*

139. The work of the Programme is grounded in the norms of the two Campaigns, and in Kosovo, for example, it makes use of the principles and tools of each since the objective is to improve governance and provide secure tenure. Useful as this work is, it appeared not to be couched in Campaign processes and seems to proceed unrelated to the Campaigns. The Programme aims to initiate the sustainable development agenda in post-disaster and post-conflict areas where, in most cases, the poor are located in the most vulnerable areas. The approach to shelter is focused on restitution of property rights and urban planning, which of course flow from the norms of the Campaigns.

- *Water in African and Asian Cities*

140. The Water, Sanitation and Infrastructure Branch has entered into strategic partnerships with the Asian Development Bank for water-supply projects amounting to \$500 million over five years in Asia, and with the World Bank for \$300 million over five years in Africa. Both packages include \$10 million for capacity-building. These could have been entry points for the Campaigns. Unfortunately, there are at present no links between the two Campaigns and those major water programmes in Asia and Africa.

141. The Branch takes a strong view that Campaigns in themselves only give momentum to the debate of issues and do not present a clear way forward towards achieving tangible outcomes. Campaigns create high awareness in the beginning, together with expectations, and hence their view is that the Campaigns should not go into countries where they cannot make any follow-up investments. It is important for follow-up activities to be taken into account in planning Campaigns. A successful initiative begins with awareness, moves to advocacy, ensures human capacity and then results in investment followed by monitoring and assessment.

142. Happily, the potential for collaboration is recognized, and the Branch expressed willingness to work with Campaign teams in the future provided that a more suitable organizational arrangement is found.

- *Slum upgrading*

143. The Slum Upgrading Facility is located in the UN-Habitat and Human Settlements Foundation Division. This division was reactivated in 2005 after several years of inactivity since its conception, and through the Executive Director's efforts has managed to attract considerable funds for slum upgrading projects. Those funds will be managed by the Cities Alliance rather than UN-Habitat because the Cities Alliance has low overheads. The Cities Alliance will partly manage the Slum Upgrading Facility as a whole in order to mobilize further donor interest.

144. What is key is that there must be a reasonable relationship between the Campaigns and the Slum Upgrading Facility – the two should work hand in hand so that the Slum Upgrading Facility can build on the important connections which Campaigns can make, such as Campaigns around the issue of secure tenure. Exactly what the relationship between the Campaigns and the Slum Upgrading Facility should be is unclear, but it should be established quickly, while the Slum Upgrading Facility is still in its formative stages.

- *Other Campaign-supportive functions in UN-Habitat*

145. A number of functions within UN-Habitat are supportive of Campaigns.

Training and Capacity-building Branch

146. Central to issues of good urban governance is capacity-building. This has been identified as an issue in virtually every Campaign. The Training and Capacity-building Branch is positioned to assist in those functions: the Branch has four professionals and assists local organizations in providing appropriate training, providing training tools, assistance in workshop organization and analysis of local situations. The Branch prepares manuals in such areas as local leadership, municipal finance, transparency, local decision-making and conflict management; also, manuals have been translated into many languages, often with the assistance of interested non-governmental organizations).

147. The activities of this Branch are not closely enough related to Campaigns, and in most cases their staff are not consulted in the first stages of Campaign work, particularly in the preparatory stages of national campaigns. Early consultation with the Branch could significantly strengthen whatever suggestions for capacity-building are made.

Monitoring Systems Branch

148. The Monitoring Systems Branch of the Monitoring and Research Division is concerned about best practices, and in the current year, for example, it is collecting experience of decentralization in 10 cities. That work is not directly related to Campaign activities and there is no correlation between data collection and Campaign activities in particular cities and countries. The Monitoring Systems Branch believes that baseline data should be collected in cities before Campaigns are undertaken so that the impact of Campaigns can be assessed, but funds for that activity have not been made available.

149. The Branch is also responsible for the Global Urban Observatory, which has a staff of eight. The Global Urban Observatory is a network of city and other Governments which collect information on 20 key indicators, and a further 15 extended indicators, from over 350 cities. This is done in five-year cycles, and is now in its third cycle. The issues involved in the two Campaigns – governance and tenure – are both reflected in the indicators.

150. The Observatory also completes the detailed urban inequalities survey from neighbourhood questionnaires in 35 cities; and a World Report, which includes indexes on city development, local government and secure tenure. Again, there is no direct correlation between that work and the Campaigns.

151. Discussions are underway between the Urban Development Branch and the Global Urban Observatory to include the indicators of the Urban Governance Index in a global representative sample of 120 cities, as well as in a range of national and local indicator initiatives. Collaboration between the Secure Tenure Campaign and the Monitoring and Systems Branch has been active since 2002.

152. Better links between Campaigns and the Monitoring and Systems Branch could provide Campaigns with useful information to enhance understanding of what is at stake, lead to stronger action plans and could provide a basis for better gauging the impact of Campaigns.

Gender Mainstreaming Unit

153. The Unit is responsible for mainstreaming gender issues into all the activities of UN-Habitat. Of particular relevance to the Campaigns is the Unit's promotion of the "Women-Friendly Cities" contest in cooperation with the Urban Management Programme, the United Nations Development Fund for Women (UNIFEM) and UNDP. The contest was first initiated in Latin America, where it attracted the participation of over 100 cities; the experience of that contest has been widely viewed by partners as an effective measure for gender mainstreaming in municipal administration. The contest had its first awards ceremony for Asia in March this year and discussions are ongoing for a similar contest to be launched for Africa. The criteria for selection are slanted more towards governance than secure tenure. This has been a good opportunity for staff in Latin America, Asia and the Pacific to appreciate how gender could be mainstreamed into the Campaigns.

154. The Gender Unit expressed the view that of the two Campaigns, the Urban Governance Campaign seems to have done better in addressing gender issues than the Secure Tenure Campaign, although there are close links established between the Unit and individuals in the Shelter Branch.

155. The Shelter Branch, however, believes the Global Campaign for Secure Tenure reasonably addresses the gender dimension. It points out that the concept paper of the Campaign and the guidelines give a prominent place to gender issues, which are a key principle of the Campaign, and that the Land and Tenure and Housing Policy section of the Branch is putting gender at the centre of its activities.² The Campaign has also organized a number of gender-related activities jointly with the Gender Unit, such as the African Regional Civil Society Consultation on Women and Adequate Housing in October 2001. What this seems to point out from the evaluation team's perspective is that there is an apparent gap in current knowledge of the links and contribution of gender-focused research being carried out by the Shelter Branch with the Secure Tenure Campaign.

156. At UN-Habitat level, there are functional links between the Campaign teams and the Unit, but there is plenty of room for improvement. For example, it has been argued that the Unit could be represented on some form of steering committee for the Secure Tenure Campaign, even on an ex-officio basis, so that it could be informed of ongoing Campaign work and decisions taken with respect to the direction of the campaign. The Secure Tenure Campaign Team should also consider working with a broader range of women's organizations with extensive experience in land, property rights and tenure issues. There is value in involving other partners which may bring diverse views to Campaign work, since this enriches the dialogues and discussions. The Unit also believes that, as shown by the experience in Kenya, local-to-local dialogues are an effective means of bringing women's issues into local governance and should therefore be replicated in other countries.

Partners and Youth Unit

157. The Unit is responsible for mainstreaming youth issues into all activities of UN-Habitat through the Project Review Committee. It is also responsible for dealing with all Habitat Agenda partners (private sector, civil society organizations, non-governmental organizations and so on), maintaining a database of key partners which are available to the Campaign teams and the rest of UN-Habitat.

158. The Unit has had limited links with the Campaigns through the programmes of regional offices in Africa, and, to a more limited extent, in Asia. There has been no involvement in Latin America so far. The interaction with the Campaign teams has mostly been in the form of information-sharing and consultations, and assistance in matching up partners with the Campaigns. The youth dimension is more relevant to the Urban Governance Campaign than to the Secure Tenure Campaign.

159. Two other functions deserve mention. The United Nations Housing Rights Programme was launched in 2001 as a joint initiative of UN-Habitat and the Office of the United Nations High Commissioner of Human Rights to establish a human rights programme, and for those purposes, to concentrate on the right to adequate housing. The United Nations Housing Rights Programme assists

² The section is responsible for research, tool development and technical assistance related to land management and tenure issues, with explicit inclusion of women's security of tenure. As such, it directly supports the Secure Tenure Campaign. Currently, law and land tenure reviews are ongoing in Latin America, Southern Africa and Asia; those reviews focus on innovative tenure types, affordable land management systems and women's secure tenure, including through inheritance and marital property rights. Good practices and the need for law, policy and/or institutional reform are identified in the research and specific recommendations will be made which will serve as specific entry points for the Campaigns. Some governance issues, such as level of decentralization and coordination within land-management systems, are also included in the reviews. Specific research related to joint tenure for women has recently been started. Also, the section has produced a publication on Best Practices on Secure Tenure, from which a tool on 'Pro-Poor Land Management' was also published. Such research findings and tools which are of direct use to the Secure Tenure Campaign and its partners (e.g., the Food and Agriculture Organization of the United Nations (FAO), the World Bank, the Centre on Housing Rights and Evictions (COHRE), Human Rights Watch, the United Nations Special Rapporteur on Adequate Housing, the International Federation of Surveyors, the International Research Group on Law and Urban Space (IRGLUS), the Huairou Commission and Equality Now. Research on women's land, housing and property rights in East Africa, funded by the Secure Tenure Campaign and published in 2002, was seen to be instrumental in the inclusion of a co-ownership clause in the Ugandan Land Act in 2003; the report specifically recommended such an amendment of the Ugandan Land Act, which is meant to improve secure tenure of widows and children. Currently, a research study on Islamic land legislation is devoting a large part of its effort to the issue of Muslim women and property.

States and other stakeholders implementing their commitments to the right to adequate housing. The Cities Without Slums initiative helps States with slum upgrading activities, with emphasis on institutional arrangements which include slum dwellers' organizations and non-governmental organizations in decision-making around the issues of security of tenure, basic services and micro- and small-business enterprises.

160. There is limited evidence that the Campaigns have indeed assumed strategic importance to UN-Habitat, as reflected in the low organizational status of the Campaigns and the resulting resource constraints with which the Campaigns have been faced. There is definitely scope for global programmes and technical cooperation activities to serve the Campaigns better, and vice versa.

161. Objective D: To chart out the future approach and propose ways and means to enhance the effectiveness and ensure the sustainability of the Campaigns:

- *What are the key factors for sustainability and broad-based ownership of the Campaigns' efforts, and for mainstreaming these into national and local policies and activities?*

162. Good preparation before initiating the Campaigns at country level is a must – adequate background work must be done to obtain an appreciation of the socio-political and economic context of the governance and tenure issues in any particular country. Significant efforts should be made to identify the right partners to work with in each country to initiate the Campaigns, and to ensure that those partners have the commitment to take the process forward. The early stages of Campaign work is also critical – efforts must be made to be clear about the expectations of all participants and to make them aware about what the Campaign is all about (and what it is not). This includes UN-Habitat making it clear from the beginning that its role is primarily in the facilitation of the process, and not as a funding agency.

163. The Campaign approach at country level should be clear from the start; it should be developed by the participants themselves, with technical and managerial input from UN-Habitat. It should be based on a strategy of forging partnerships with a broad spectrum of stakeholders, including Government (both national and local), non-governmental organizations and other civil-society interest groups, and the private sector, giving attention to those special-interest groups (slum dwellers, women, youth and so on) which have not been given enough space to participate in the political discussions. The rules for participation must be clear from the beginning, with no one party having more influence in the process than any other. It is a good idea to encourage the participants to work towards establishing an institutional anchor for the Campaigns to provide a venue of some permanence for the ongoing policy discourse on governance and tenure.

164. The launches do serve a particular purpose, but they should be planned with care, involving all partners in conceiving the launch and ensuring fair and reasonable accommodation of specific interests and concerns. The action plan should emphasize local actions achievable under the current resource constraints in that country/city and should consciously veer away from the tendency towards investment programming and unrealistic expectations. It should be realistic in terms of resource requirements and recognize that not all actions require substantial donor funds. It should include processes to ensure that the partners follow up on their respective commitments and agree to report on their achievements two to three years later.

- *What direction should the Campaigns take with respect to each of the four components? What are the elements that need to be strengthened – institutional, financial, operational?*

165. We believe that the Campaigns should continue with the four components, but those components should be reviewed in light of Campaign experience in the various countries.

166. As detailed in the earlier sections of the present report, the Campaigns require strengthening in all areas – conceptual, institutional, financial and operational.

- *How can Campaign efforts be better integrated with other initiatives/activities of UN-Habitat, including the technical cooperation activities, the Slum Upgrading Facility, training and capacity-building, etc.?*

167. A major step forward in this respect is for the Campaigns to assume their strategic priority in UN-Habitat operations. This could happen on two fronts – though institutional changes to improve the Campaigns’ strategic management, and by fostering a better appreciation at the technical and professional levels of what the Campaigns are about and what they can do to complement the global programmes and other activities of UN-Habitat.

168. In the final analysis, it is not this campaign or that global programme which people remember – it is UN-Habitat which gets the credit or discredit.

- *How do the Campaigns link up with the Millennium Development Goals and other international developments at present, and how can these linkages be strengthened in the future?*

169. The Campaigns provide UN-Habitat-wide framework for organizing the UN-Habitat contribution to the achievement of Millennium Development Goal 7, target 11.

170. Because of the programmatic nature of the Millennium Development Goals, the most effective entry point is still at country level – in the case of the Philippines, the national and local development plans are articulated in terms of targets and resource requirements towards the achievement of all the Millennium Development Goals. For that reason, development programmes and projects, whether locally or externally (donor-) funded, are, in most cases, designed to contribute to the Millennium Development Goals. The major development financing institutions (e.g., the World Bank and the Asian Development Bank) are also defining their country assistance strategies on the basis of the Millennium Development Goals. In the case of Millennium Development Goal 7, target 11, there are several major players – bilateral and multilateral – now working to help meet that particular goal. However, every player has a contribution to make in meeting the specific Millennium Development Goal.

171. In the case of UN-Habitat, the Campaigns and some programme activities have given it a niche in this huge effort, and by ensuring that the policy-reform discussions under the Campaigns are sustained through seed funds, capacity-building and technical assistance, UN-Habitat can claim to be a party to the country-level efforts to meet Millennium Development Goal 7, target 11.

- *Finally, are the Campaigns’ approaches, structure and methodology appropriate and effective? If not, what steps need to be taken to make them so?*

172. This final question of the terms of reference of the evaluation best finds its response as a comprehensive conclusion, which follows.

F. Conclusions

173. We believe that the promotion of the Campaigns is important, and important gains have been made. Many have come to the same conclusion, even though they cite shortcomings and limitations.

174. It seems clear that there is considerable consensus that stronger and better-run Campaigns would be even more effective, and the challenge is to find ways of achieving this.

175. We believe that the following kinds of changes are appropriate to strengthen the Campaign approaches, structure, and methodology:

(a) In order to be central and effective, the Campaigns need to be placed higher in the UN-Habitat organization so that there is a better framework to link them to other UN-Habitat activities, programmes, and also the best practices selection process. We believe that the most effective approach would be to create a Campaigns Board attached to the Deputy Executive Director, a structure which would draw from UN-Habitat the talents and personnel needed for the Campaigns to have the appropriate influence throughout the organization;

(b) Such a Board should consist of at least seven members: the Deputy Executive Director; a person to be hired as mentioned below; those responsible for the Campaigns at UN-Habitat

Headquarters; and those in charge of the three regional offices and who are therefore ultimately responsible for Campaigns in the field;

(c) A new position should be established with both strategic and secretarial responsibilities to ensure that the Campaigns embody a strategic global vision and also possess a higher profile. The person filling the position would be responsible for thinking about the Campaigns with a global vision and for matters such as communication, strategy, global media contact and so forth. Expressing those tasks in the form of a specific person, one who also serves on the Board, would help ensure that the Campaigns do not get embroiled solely in operational detail;

(d) At the same time, the regional offices' commitments to the Campaigns should be strengthened by adding a new position at each regional office to deal exclusively with Campaign matters. That person would help coordinate the work of the Habitat programme managers, provide support and direction at an operational level and report to the regional heads on Campaign matters.

176. We believe that the creation of a Campaigns Board and the establishment of the above four new positions would significantly strengthen the ways in which the Campaigns are perceived and delivered, and give coherence to the various parts of UN-Habitat. It would create better conditions to overcome the principal problems which we have identified regarding the integration of the two Campaigns: their integration with other programmes and activities, and their integration with the regional offices.

177. One further way to enhance staff and organizational responses to the Campaigns is to redefine the job of the Habitat programme managers. The programme managers should be primarily responsible for facilitating Campaigns, serving as their animators, and ensuring they are run in a professional manner which maximizes the opportunity for success. Individuals should be hired for the programme-manager positions only if they have the skills to perform those facilitating functions in a professional manner. Hiring programme managers for specific countries should be carried out in conformity with the Campaign activity flowing from whatever strategic plan for Campaigns the Board adopts.

178. As well as funding for the four new positions proposed, we believe additional funding of the Campaigns is needed. As demonstrated in the countries visited, funds for advocacy, communication, capacity-building and information and education activities flowing from those countries' action plans are a key requirement. Those will be relatively modest expenditures, but ensuring that the money is available gives real impetus to an action plan which will build those activities into its work. This would mean that appropriate operational support is available for the Campaigns from their commencement to the early stages of implementing whatever action plan is developed.

179. A change in the nature of the funding of Campaigns is also necessary. Campaigns should not be in a position of constant concern about the loss of funding and whether they can continue. Monies should be allocated from core funding in the form of soft earmarked funding. In that way, Campaigns would be confirmed as central to the activities of UN-Habitat.

180. UN-Habitat should also consider seeking to augment funds received from core funding and from donor countries, as well as from private sources, in the manner of other United Nations agencies.

181. Before embarking on significant new directions in regard to Campaigns, it would be appropriate for UN-Habitat to take stock of what has been achieved to date.

182. As we have learned, there is no clear information record of what has happened to date. A summary of Campaign activities is to be found on the web site www.unhabitat.org and is helpful as an introduction to the Campaigns, but more detailed stories are needed. This record should be established before it is finally lost since there is much to learn from both successes and failures in what has occurred so far. That documentary record should be put in a form which can be readily published. (We would strongly urge that a special issue of *Habitat Debate* should be devoted to Campaign activities). The stories should be told in a lively and compelling way so that this recent history and experience can easily be shared with staff and those contemplating Campaigns of their own. This stocktaking exercise would help determine new directions to be pursued over the next few years and to reinvigorate Campaigns which have stalled for some reason. Once the stocktaking is well under way, it will be appropriate to begin to look at the future.

183. This should be done by UN-Habitat creating a strategic plan for Campaigns, both determining the cities and countries where they might occur and the kinds of support which will be required. A strategic plan should set out criteria to help determine where Campaigns will be encouraged, both nationally and locally. They should also include budget restraints and opportunities. Campaigns should be seen as processes for political mobilization, and UN-Habitat should not shy away from being an

advocate as it draws attention and visibility to the Campaign issues, nor should it wait to be invited to begin its work. We believe that these objectives are much more important and worthwhile than seeing Campaigns as a way of attracting investment to specific programmes. UN-Habitat must see its role as an advocate willing to help local people undertake Campaign initiatives.

184. We believe it would be useful if broader and more compelling names are adopted for both Campaigns. As mentioned above, this has been a matter of considerable discussion.

185. We believe it is appropriate to proceed with the two existing Campaigns rather than trying to reduce the two matters at hand into one, more general issue. Questions on housing and governance are related, but they are also distinct, and some locales have considerably more interest in one than another. We believe they are both ways to help reach the Millennium Development Goals, but they are not the goals themselves and should not be reduced to a common theme which tries to express the meat of those goals, such as, to use one suggestion, “Cities Without Slums”.

186. Another reason not to meld the Campaigns is to retain the important difference between a Campaign and a programme. The former implies the creation of a network which hopes to grow strong enough to overcome hurdles in policy, political will and institutions so that a plan of action can be put in place. Programmes, by comparison, follow a successful Campaign: they rely on an appropriate framework, and imply an agreed course of action which is clear and precise enough that it can be carried out by anyone who wants to do it. For those reasons, we reject the idea that the Campaigns should be seen as programmes, or that they should be reduced to a single entity.

187. Nevertheless, we believe that several problems with the Campaigns remain. One is the names applied to each. As was pointed out to us on several occasions, “secure tenure” is a limiting term, too often divorced from any of the larger housing issues such as servicing or adequacy of the housing itself. It is also difficult to translate from English. And while “secure tenure” is too narrow, “good urban governance” is too broad. The “secure tenure” name should be replaced by something such as “adequate housing” or “secure and adequate housing”, and “good urban governance” with a phrase such as “local governance” or “local democracy”, something which indicates the desire to establish more power, transparency, equity, accountability and civic engagement at the local level and a strengthening of local decision-making in all its aspects. The terms must be broad enough to be adapted to local circumstances, able to incorporate and link to many of the UN-Habitat global programmes, yet narrow enough to have a clear and precise meaning about the particular Campaign.

188. Before a Campaign is undertaken at a city or national level, it is important for an astute assessment report to be prepared about the opportunities for the Campaign, the political and social context in which it might be undertaken, the interest groups and individuals who would be involved in the work of the Campaign; and the likely kinds of matters that an action plan might address.

189. This diagnosis is not an attempt to draft an action plan; it assesses the likelihood of a good group of people coming together and being creative in addressing one or both of the major Campaign issues. The assessment report would obviously be the basis on which a decision would be made about whether to proceed with one or both of the Campaigns. We believe that it is not necessary for both Campaigns to proceed or for them to proceed at the same time or pace – those are matters of local choice. The role of UN-Habitat would be to be a Campaign facilitator, helping mobilize a broad network of interests, both governmental and non-governmental, assisting the group to create an action plan which is fair and reasonable in the circumstances.

190. UN-Habitat must recognize that Campaigns are a process, and one which often requires support over a period of time as individuals learn to work together, share ideas and be creative together. In some cases this will prove to be very difficult because of the differing interests of those brought together, and UN-Habitat staff will be required to provide good support for the exchange of information and opinions. This will include a range of mechanisms, including e-mail contacts, regular bulletins explaining activities and opinions, web sites which respond to local situations, reports and meetings. It will also be appropriate to ensure that the larger world knows about the Campaign activity, and staff will have to assist the network in creating appropriate communication plans and strategies to deal with the news media as well as ways to publicize the Campaigns. Consideration must also be given to support beyond the excellent printed material and toolkits created by UN-Habitat and its allies. For example, consideration must be given to games as an educational tool, and also to visual and video materials.

191. We believe that Campaigns will be significantly enhanced if they also begin to respond to and incorporate issues touched on by UN-Habitat global programmes, including such matters as gender and the important roles which women play in the success of both Campaigns; HIV/AIDS and the

extraordinary influence it plays as Campaigns unfold in various countries; the important role of young people and the necessity of involving them if Campaigns are to be effective; questions concerning the natural environment; and issues of urban safety. Touching on some or all of those issues would help ground the Campaigns in reality and would show the kinds of very positive impacts which creative thinking within Campaigns would have. Action plans should also include the mobilization of local resources, both to provide some outlet for local enthusiasm and to show the larger world that the community is committed to the plan.

192. One of the most difficult issues is determining how Campaigns can be fairly assessed and what indicators can be used in respect to Campaign activity. We believe that it is almost impossible to assess Campaigns using numbers such as “how many people have been lifted from poverty” or “how many more households now have secure tenure” and so forth. We believe that indicators must be related to the process which is used and that successful processes will create strong enough organizations to lead to real progress in regard to housing and governance which will ensure that the Millennium Development Goals come within sight. Several indicators have been developed which show much promise, including the Urban Governance Index, and also the Secure Tenure Index, which is currently under discussion, and those could usefully be considered.

193. Closer liaison with the work of the Observatories would help create benchmarks. It is difficult to establish a uniform set of indicators capable of capturing the progress and quality of the processes which the Campaigns are meant to promote and facilitate. Nevertheless, this can and should be done on a Campaign-by-Campaign basis. Each action plan should incorporate within it indicators of its success or lack thereof. The network responsible for developing the action plans should be able to determine what makes the Campaigns a success in the short, medium and long term. As this is done, it may be possible to establish general indicators for Campaigns.

194. We believe that there are good opportunities for UN-Habitat to find a global appeal for the Campaigns. Creating a firmer relationship with the Cities Alliance would be helpful.

195. We believe that successful Campaigns are seen by large organizations such as the World Bank as a valuable method of mobilizing political action, which in turn can build a strong foundation for subsequent investments. Campaigns can also play an important role in global forums. Indeed, the Campaigns might even find it useful to explore opportunities to develop and promote United Nations resolutions which help to define objectives in a clear way and thus promote Campaigns at a global level. We believe that Campaigns can, if properly organized, find considerable global attention and global citizens to be their champions.

G. Recommendations

196. We recommend the following:

(a) Campaigns should be made central to UN-Habitat activities, defined within a strategic global vision and their position in UN-Habitat strengthened to better link them to other UN-Habitat activities, programmes and the best practices selection process, as well as to provide them with a more strategic location, a higher profile, and adequate resources. One method of implementing this recommendation would be to create a Campaigns Board at the Deputy-Executive-Director level, with responsibilities of strategizing and conceptualizing current and future Campaigns and providing direction without becoming involved in operations. The Board would consist of seven members, the Deputy Executive Director; an individual, to be hired, who would have both strategic and secretarial responsibilities; the two individuals currently responsible for the Campaigns; and the heads of each of the three regional offices;

(b) Several new positions should be created: one to fill a strategic and secretarial function as proposed on the Campaigns Board, and three to be attached to the regional offices (one per office) to deal exclusively with Campaign matters and coordinate the work of the Habitat programme managers;

(c) A key role of the Habitat programme manager is to be a campaign facilitator and animator, and the ability to play that role should be assessed in hiring Habitat programme managers; and the job description should be so amended. The selection of Habitat programme managers should be carried out in conformity with the strategic plan for Campaigns;

(d) The Campaigns should be funded from soft earmarked funds within core funding and should be sufficient to pay for, and provide operational support for the existing Campaigns staff, the strategic/administrative position recommended, the three regional office positions recommended, and

the Habitat programme managers; the operational expenses for preparation of action plans and the UN-Habitat share of implementing those plans, including advocacy, capacity-building, information and education; and the funding of central management's Campaigns expenses for such items as toolkits;

- (e) Core funds should be allocated to the regional offices to undertake Campaigns;
- (f) UN-Habitat should mobilize resources from existing programmes to support Campaign activities; explore funding opportunities from private sources; request donors to provide soft earmarked funds within the context of core resources; and relations with the Cities Alliance should be strengthened;
- (g) UN-Habitat should take stock of past campaign achievements, create a clear documentary record of what has occurred in each Campaign to date in a form which can be easily shared with partners and others, and should reassess critically what has been accomplished (a special issue of *Habitat Debate* on the existing Campaigns could be considered); and, where possible, it should make a concentrated effort to put Campaigns back on track;
- (h) UN-Habitat should take a strategic view of Campaigns and focus on getting the framework (policy, legal, regulatory and so forth) right; should establish criteria for undertaking Campaigns; and should establish budget parameters. A strategic plan for undertaking and supporting Campaigns should be prepared for the years ahead. Campaigns should be proceeded with both locally and nationally;
- (i) The two Campaigns should adopt broader, more compelling names, such as "adequate housing" and "local governance", so that the content of the national and local Campaigns can be appropriately and specifically adapted to national and local circumstances, and also to create opportunities for closer links with existing UN-Habitat programmes;
- (j) At the national and city levels, the Campaigns should be seen as a process for political mobilization, awareness, advocacy and attracting visibility to those causes, and not for the specific purpose of attracting investment; also, UN-Habitat should confirm its role as an advocate capable of inducing action rather than simply waiting to be invited;
- (k) Prior to a campaign being undertaken, an assessment should be carried out at the national or city level, as appropriate. This will be a diagnosis of campaign opportunities including the political and social context, possible actors and stakeholders, and likely courses of action, and relating those matters and opportunities to whatever UN-Habitat activities are occurring there. This will then be the basis for determining whether a Campaign (or Campaigns) will be undertaken, and if so, how it (they) will be shaped. While it may be ideal from the UN-Habitat point of view for both Campaigns to proceed at the same time, in the light of local circumstances this may not be appropriate and need not occur;
- (l) When it is decided by UN-Habitat to undertake a Campaign, its role throughout the whole process will be as a facilitator and enabler, mobilizing a network of governmental and non-governmental organizations and individuals, representing a broad array of interests, to devise a realistic (and not overly ambitious) action plan for which members of the network take responsibility. UN-Habitat staff will provide technical and other assistance to this process primarily through a seed fund to support advocacy, capacity-building, information and education activities in the action plans. Action plans should also include strategies for local resource mobilization;
- (m) Recognizing that Campaigns evolve over a period of time and rarely proceed in a linear fashion, UN-Habitat will help ensure that the network has available to it methods to exchange information and opinions regularly including e-mail groups, reports, bulletins, specific web sites and other such devices which are integral to a lively and successful campaign. Campaigns must also be popularized, and UN-Habitat will help ensure that the network develops appropriate communication plans and media strategies, and that UN-Habitat finds ways of reporting on and publicizing Campaigns to the world at large. To this end, greater involvement of the Information Services Section in Campaign work would be useful;
- (n) Deliberate attention should be paid to issues which have not been sufficiently recognized in Campaign organizing, issues which will do much to increase the attractiveness and the reach of Campaigns, including: gender; HIV/AIDS; environmental implications; youth; and urban safety. In undertaking Campaigns, staff would draw on the advice of other UN-Habitat staff and local leaders to ensure that those issues are represented at the table, if appropriate;

(o) A diversity of modes should be used for Campaign materials and toolkits, including print and visual modes, and games;

(p) UN-Habitat, in conjunction with the Observatories and other United Nations agencies, should develop a set of indicators for particular Campaigns which reflects the ownership of the campaign by the network and its success in creating and implementing a successful action plan which addresses adequate housing and/or local governance as ways of working toward the Millennium Development Goals in the particular context of the locale. It is recognized that campaign assessment is never easy, but giving Campaigns clear definition and specifying expectations are good beginnings, and the use of common language and criteria is helpful in making useful comparisons;

(q) Even with successful national and local Campaigns, a more visible global articulation is urgently needed around Campaign issues, and to that end UN-Habitat should promote the Campaigns in global forums, form a closer working relationship with the Cities Alliance, work with existing agencies such as the World Bank, and use existing opportunities to formulate and work for United Nations resolutions in support of the Campaign objectives.
