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Outcome of the Conference

COORDINATION AND COOPERATION WITHIN THE UNITED NATIONS SYSTEM IN THE IMPLEMENTATION OF THE HABITAT AGENDA

Note by the Secretariat

In October 1995, the Habitat II Secretariat was requested to produce a report for PrepCom III which would address the role of the United Nations system in the implementation of *The Habitat Agenda*.

"The Informal Drafting Group requested the Secretary-General to present the Preparatory Committee, at its third session to be held in New York from 5 to 16 February 1996, a report proposing suitable and cost-effective coordination and cooperation mechanisms for the full participation of United Nations agencies in the implementation of the Habitat Agenda, to be prepared in close consultation with all relevant partners within the United Nations system". Source: Report of the Informal Drafting Group of the Preparatory Committee for the United Nations Conference on Human Settlements (Habitat II) at its second intersessional meeting, Paris, 9-13 October 1995, paragraph 20.

Preparatory Committee document A/CONF.165/C.3/4/Add.2, which was distributed six weeks prior to the current session of the Preparatory Committee, provided a status report on the activities of the Secretariat in producing the requested document. The present document, bearing the same title as the earlier status report, is the result of that process.

I. INTRODUCTION

1. In addressing the role of the United Nations system in the implementation of *The Habitat Agenda*, the Secretariat has engaged in a three-step process. The first step has been to review the plans, programmes and platforms of action from the following four major United Nations conferences: the United Nations Conference on Environment and Development (UNCED, Rio de Janeiro, 1992), the International Conference on Population and Development (ICPD, Cairo, 1994), the World Summit for Social Development (WSSD, Copenhagen, 1995) and the Fourth World Conference on Women (FWCW, Beijing, 1995).
2. The second step has been to solicit, from all relevant United Nations agencies and organizations, their views on how they might best contribute to the implementation of *The Habitat Agenda*. This initial solicitation was followed by discussions with key agency personnel. (A formal high-level inter-agency meeting has also been jointly organized by the Secretary-General of the Conference and the Administrator of United Nations Development Programme (UNDP) for the first week of the current session of the Preparatory Committee.)
3. The third step has been to analyze and synthesize all contributions and inputs received into a unified set of proposals that accommodates the inter-sectoral imperatives of human-settlements development.
4. The Secretariat took a functional approach in analyzing the organizational complexities that necessitate coordination and cooperation within the United Nations system. The plans of action from the previous conferences each contain a section on the basis for action at the international level. These sections call in varying degrees for the full involvement of the United Nations system in the implementation of the conference action plan and usually propose a role -- either policy-making, coordinating or operational -- for key entities in the system. Thus, each document addresses the role of the General Assembly; the Economic and Social Council (ECOSOC); a governing body, commission or executive board; the Secretariat/Secretary-General and the Administrative Committee on Coordination (ACC); the secretariat support structure; and the relevant specialized agencies.
5. Although work on the reorganization and revitalization of the United Nations system was underway as early as the United Nations Conference on Environment and Development (Rio de Janeiro, 1992), a sense that the larger framework of the United Nations system might soon change to become more effective and efficient is not conveyed by Agenda 21 or the global plans, programmes and platforms for action of the subsequent three conferences. Proposals of relatively modest changes within the existing system are the norm for these conference documents, identifying the tasks assigned to each relevant actor in the system. The exceptions are UNCED, where a new entity was proposed and subsequently established (i.e. the Commission on Sustainable Development) and FWCW, where the need for a high-level advisor to the Secretary-General on women's issues was endorsed.
6. There is an implicit apprehension in each of the four conference documents with regard to the increasing complexity that their proposals impose on the system, but none of them took a comprehensive look at the system as a whole. New system tasks have, in almost all instances, been taken on within the existing structure.

II. BASES FOR ACTION AT THE INTERNATIONAL LEVEL

1. Discussion and Proposal for *The Habitat Agenda*

7. In proposing roles and tasks for the various actors, the conventional format for United Nations conference plans of action dictates that each section begin with the "basis for action" -- a compilation of issues and priorities which suggests an objective to be attained and the activities required to attain it. In the chapters dealing with international follow-up to each conference, each of the documents from the four above-cited conferences provides explicit language justifying the post-conference involvement of the United Nations system. The following discussion suggests language to be included as the basis for United Nations action in *The Habitat Agenda*.¹

(a) *A demand-driven United Nations system*

8. Fifty years after the signing of its charter in San Francisco, the United Nations is widely viewed as a "global third party," there to be used as an instrument of national interest and bypassed where it cannot be made to

¹ *The (draft) Habitat Agenda*, Part IV, Chapter F (A/CONF.165/PC.3/4): "Implementation and Follow-up of the Global Plan of Action." Section on "Coordination and Cooperation within the United Nations System."

serve that interest.² Reform of this system, to make it serve more effectively the common interests of all peoples, must commence with the policies and practices of Member States and then proceed to the policy making and management functions of the United Nations itself. *The Habitat Agenda*, attentive to the problems of people in their settlements, should contribute to the reinvigoration of the United Nations as a system established for and by "we the peoples". It should advocate strategies for member states to engage their own peoples in setting common priorities for human-settlements development and management and in mobilizing resources for implementing the highest priorities for sustainable human settlements. The United Nations system is called upon to support Member States in these tasks. It is the purpose of this section in *The Habitat Agenda* to identify the responsibilities of the relevant entities within the United Nations system leading to the most effective support structure for *The Habitat Agenda*.

9. It should be noted that the most prevalent criticism of the current version of *The Habitat Agenda* has been that neither the link between principles and action nor the link between national priorities and international support is readily apparent from the text. Moreover, there are no well defined targets that can be easily monitored. The drafters of *The Habitat Agenda* may have decided that targets and commitments to action should, over time, arise from national and local planning processes and not be imposed by an *ex ante* global perspective. This interpretation underscores the importance to *The Habitat Agenda* of the in-country process for preparing national reports and five-year action plans, which more than 100 governments are currently finalizing. It also has important implications for the design of United Nations support to national efforts to implement *The Habitat Agenda*.

(b) Priorities for government action

10. In helping to implement *The Habitat Agenda*, the roles and capacities of most of the United Nations organs, specialized agencies, programmes and funds can only be determined after country strategies are established and demand for technical cooperation is known. Given the goals, principles and commitments from *The Habitat Agenda* and from other United Nations Conferences, however, some essential priorities for action by governments can be anticipated. These are:

(a) Analyzing and reviewing macro-economic, micro-economic and sectoral policies and their impact on sustainable human settlements and shelter;

(b) Enhancing government policies and programmes to promote sustainable human-settlements development and shelter by strengthening the coordination of all efforts by national and international actors, strengthening the efficiency and operational capacity of public management structures, and facilitating the effective and transparent use of resources, taking due account of the recommendations and follow-up to Agenda 21;

(c) Assessing the extent, distribution and characteristics of human settlements and shelter and monitoring the impact of policies and programmes on the attainment of human settlements and shelter objectives by applying, on a periodic basis, the quantitative urban and shelter indicators which were developed and applied in over 100 countries during the preparatory process for "The City Summit" and by taking measures to utilize the analysis of human-settlements indicators and other pertinent information in the development planning and policy-making at both the national and local levels;

(d) Formulating, or reviewing and strengthening, the first-step, five-year national plans of action for sustainable human-settlements development and adequate shelter for all, including strategies for enablement and capacity building and incorporating priorities for action defined by broad-based participatory processes at the local and national levels and for international cooperation derived from requests for assistance and assessments of national and local capacities;

(e) Modelling programmes for priority action, where appropriate, based upon tested best practices for sustainable human-settlements development and adequate shelter for all;

(f) Integrating human settlements and shelter goals into national development plans, policies and budgets, formulated and implemented with the participation of the groups directly affected and cutting across traditional sectoral boundaries;

² *Our Global Neighbourhood*, The Report of the Commission on Global Governance, New York: Oxford University Press, 1995, pp.226-7.

- (g) Defining time-bound goals and targets for reducing overall poverty and eradicating absolute poverty, expanding employment and reducing unemployment, and enhancing social integration -- paying particular attention to the needs of women;
- (h) Promoting and strengthening institutional capacity-building for inter-ministerial coordination, inter-sectoral collaboration, the coordinated allocation of resources and the integration of cities, towns and villages into regional social and economic systems;
- (i) Strengthening implementation and monitoring mechanisms, including arrangements for the participation of civil society in policy-making and implementation and collaboration with international organizations;
- (j) Regularly assessing national progress towards implementing *The Habitat Agenda* through the process of updating national and local plans of action on a five-year cycle.

(c) Priorities for strengthening the civil society

11. It is also anticipated that in an enabling environment, effective in-country implementation of *The Habitat Agenda* will require strengthening community organizations, the private sector and non-profit non-governmental organizations in the spheres of shelter delivery, sustainable land use, urban finance, provision of infrastructure and basic services, employment creation, pollution reduction, energy conservation, sustainable transport and communication, conservation and rehabilitation of cultural heritage, and disaster prevention, preparedness and post-disaster rehabilitation, enabling them to participate constructively in policy-making and implementation. This will require national and local strategies for:

- (a) Encouraging and supporting the creation and development of such organizations, particularly among the disadvantaged and vulnerable groups;
- (b) Establishing legislative and regulatory frameworks, institutional arrangements and consultative mechanisms for involving such organizations in the design, implementation and evaluation of sustainable human settlements and shelter development strategies and programmes;
- (c) Supporting capacity-building programmes for such organizations in participatory planning, programme design, implementation and evaluation, economic and financial analysis, credit management, research, information and advocacy, and community leadership;
- (d) Providing resources through such measures as small grant programmes, and technical and other administrative support for initiatives taken and managed at the community level;
- (e) Strengthening networking and exchange of expertise and experience among such organizations.

12. To sustain human settlements development at the national and local levels, the contribution of civil society, including the private sector, can be enhanced by:

- (a) Developing planning and policy-making procedures that facilitate partnership and cooperation between governments, at all levels, and civil society;
- (b) Encouraging business enterprises to pursue investment and other policies, including non-commercial activities, that will contribute to sustainable human-settlements development, especially in relation to the generation of livelihood opportunities, social support services in the community and at the workplace, access to productive resources, construction of infrastructure and housing;
- (c) Enabling and encouraging all major groups to participate in the planning and implementation of human-settlements development programmes, especially in relation to the generation of livelihood opportunities under fair conditions, the provision of training, health care and other basic services, the development of a sustainable economic environment and the conservation of natural resources;
- (d) Enabling and encouraging rural representative organizations and cooperatives to participate in the formulation and implementation of sustainable human-settlements development policies and programmes;

(e) Encouraging and facilitating the development of cooperatives, including among people living in poverty or belonging to vulnerable groups;

(f) Supporting the creation of viable and equitable urban and shelter finance mechanisms, ensuring access to land and security of tenure, managing public lands for the common good, and ensuring that women are treated equitably and equally in the development process;

(g) Supporting academic and research institutions in their contribution to social development programmes and facilitating mechanisms for independent, detached, impartial and objective monitoring of human settlements and shelter development, especially through collecting, analyzing and disseminating information and ideas about economic and social development;

(h) Encouraging educational institutions, the media and other sources of public information and opinion to give special prominence to the challenges of sustainable human-settlements development and to facilitate widespread and well-informed debate about development policies throughout the community.³

13. In view of the nature of the tasks to be performed at the national and local levels in implementing the outcome of Habitat II and other United Nations conferences, it is possible to anticipate the nature and assignment of responsibilities within the United Nations system to provide effective support to national strategies for sustainable human-settlements development.

(d) A functional approach

14. While the process of revitalization and reorganization of the United Nations system is currently underway at the highest levels, it would be premature and even inappropriate for *The Habitat Agenda* to propose or to imply an overall restructuring of the system. Thus, to retain relevance within a changing organizational context, this section of *The Habitat Agenda*, dealing with both the implementation and follow-up activities of the United Nations system, should take a functional approach -- establishing the critical functions for policy and operations and assigning them to the most appropriate entities within the existing structure of the United Nations system.

15. Addressing problems of human settlements requires multi-sectoral coordination. Sustainable human settlements necessitate long-range planning and policy development. Settlements management systems need to be optimized, skills need to be upgraded and new technologies evaluated. Financial resources must be mobilized and fairly allocated. Above all, governance structures must be made more fair and effective in bringing people -- their resources, energies and perspectives -- into the development process to share in its benefits through partnerships and strategies of facilitation and enablement. The primary function of the United Nations system in the global context of urbanization is to facilitate an exchange of information to increase understanding of human-settlements development issues and to help build national and local capacities in critical areas of governance for human settlements, as outlined above.

16. In performing such global civil services, the United Nations system does what most public service organizations do to manage themselves effectively. That is, they establish policy, develop plans of action and programmes of activities, allocate resources according to plan, coordinate related activities, monitor programme effectiveness, and revise policy based on new information. Within the United Nations system, a management approach to technical cooperation for sustainable human settlements that incorporates these functions can help to determine which organs, programmes, organizations and funds are essential and which of those have a comparative advantage.⁴

³ This list is based on Chapter 5, Sections A and B of the *Programme of Action* from the World Summit for Social Development and has been adapted to the goals of *The Habitat Agenda*.

⁴ Some organizational principles that may be helpful include: using planning and policy-making as long-range organizing and guidance tools; avoiding micro-management by policy-makers; establishing policy and programme auditing mechanisms with independence from operational mechanisms; separating operations coordinating mechanisms from implementing responsibilities.

2. What other conferences said about the bases for action at the international level:

Rio de Janeiro

17. Chapter 38, "International institutional arrangements" on the implementation of Agenda 21 at the international level, begins by restating the mandate of UNCED to elaborate strategies and measures to halt and reverse the effects of environmental degradation. The chapter goes on to say that inter-governmental follow-up to the Conference shall be within the framework of the United Nations system, with the General Assembly providing overall policy guidance to Governments, the United Nations system and relevant treaty bodies. The text continues by acknowledging the on-going process of restructuring and revitalization of the United Nations' economic, social and related fields, the overall reform of the United Nations and the necessity for institutional arrangements to implement Agenda 21 that are in conformance with, and provide input to, these processes.

18. Chapter 38 of Agenda 21 notes that the United Nations system, unique in its multi-sectoral capacity and extensive international cooperation experience, is well-positioned to assist Governments to establish more effective patterns of economic and social development in implementing Agenda 21. To coordinate among agencies of the system, there must be an effective division of labour, based on terms of reference and comparative advantage. The various governing bodies, controlled by Member States, should ensure that agencies and organizations engage in the necessary and relevant activities. It further calls for close and effective cooperation and exchange of information between the United Nations system and multilateral financial institutions for helping to finance the follow-up to Agenda 21.

Cairo

19. Chapter XVI of the Programme of Action from the International Conference on Population and Development (ICPD) is called "Follow-up to the conference". Perhaps because of the more focused nature of the subject, the basis of action in the ICPD programme does not mention an evaluation of the coordination and cooperation mechanisms of the United Nations, although such an evaluation is included in the actions (para 16.25). The main emphasis in the basis for action at the international level is on the need for new and additional financial resources.

Copenhagen

20. Chapter 5 of the Programme of Action from the World Summit for Social Development (WSSD) in Copenhagen is entitled, "Implementation and Follow-up". The basis for action at the international level, however, is found in *Commitment 10* in the Copenhagen Declaration which commits signatories to an improved and strengthened framework for international, regional and sub-regional cooperation for social development, in a spirit of partnership, through the United Nations and other multilateral institutions. It further says the United Nations and the Bretton Woods institutions should establish regular and substantive dialogue, including at the field level, for more effective and efficient coordination of assistance for social development and calls for a strengthening of the structure, resources and processes of the Economic and Social Council, its subsidiary bodies, and other organizations within the United Nations system. This commitment also requests the General Assembly to review, in the year 2000, progress in implementing the Copenhagen Declaration and to consider further actions and initiatives, presumably including those that would make the United Nations system more effective.

Beijing

21. The basis for action in Chapter V, "Institutional Arrangements", of the Platform of Action from the Fourth World Conference on Women (FWCW) in Beijing addresses institutional arrangements for implementation, making recommendations for changes within the United Nations system. The section on international level arrangements calls for improvements in the institutional capacity of the United Nations to carry out and coordinate its responsibility for implementation and in the expertise and working methods to promote the advancement of women. Specifically, it calls for action to renew, reform and revitalize various parts of the United Nations system, including reviewing and strengthening the strategies and working methods of different United Nations mechanisms for the advancement of women within and outside of the system.

III. RESPONSIBILITIES WITHIN THE UNITED NATIONS SYSTEM

A. The General Assembly

Function: Overall Policy

1. Discussion and Proposal for The Habitat Agenda

22. The General Assembly, in each of the conference documents, is given the task of reviewing and considering progress toward implementation of each plan, programme or platform of action at some point in the future. With reference to the General Assembly's policy-making role, this task could include resetting priorities and reformulating various implementing mechanisms that were identified in each plan.

23. Following the Habitat II Conference, the General Assembly would, first, review a report of the Secretary-General on the follow-up to the Conference. It might then re-synchronize the five-year programming cycle for all United Nations development functions and review progress toward the goals of *The Habitat Agenda*, as well as progress toward all other conference agendas, in accordance with that cycle. The first review would commence at least two years prior to the beginning of the first fiscal year of the next programming cycle, but not later than the year 1998, in order to provide timely policy input for system-wide programming and budgeting activities. The General Assembly review would be based upon reports from the designated programme development and programme monitoring entities (the Commission on Human Settlements and the Commission on Sustainable Development, respectively) and upon information collected from specialized agency executive boards and commissions by the Commission on Human Settlements. Toward the middle of each programming cycle, the General Assembly would devote sessions to sustainable human-settlements development as one of the cross-cutting development themes of the United Nations system. The purpose would be to update the policy base of *The Habitat Agenda* and to renew national commitments, providing revised guidance to the Secretary-General, to the Commission on Human Settlements and its secretariat, to the specialized agencies for operational programming and to the coordinating and programme monitoring agencies for development of indicators and results measures for the next cycle of country programming.

2. What other conferences said about the General Assembly:

Rio de Janeiro

24. The General Assembly is called the highest inter-governmental mechanism and the principal policy-making and appraisal organ related to conference follow-up. Its main task would be to review the implementation of Agenda 21, not later than five years after the Conference.

Cairo

25. The General Assembly is acknowledged to have essentially the same functions as stated at Rio de Janeiro, but there is provision for regular review (not a single review) of implementation. The General Assembly and the Economic and Social Council (ECOSOC), in accordance with General Assembly resolution 48/162 of 20 December 1993, would review roles, responsibilities, mandates and comparative advantages of both the relevant inter-governmental bodies and the organs of the United Nations system addressing population and development to: (a) ensure effective and efficient implementation, monitoring and evaluation of United Nations operational activities implementing the programme of action; (b) improve the efficiency and effectiveness of current United Nations structures and machinery responsible for implementing and monitoring population and development activities, including strategies for addressing coordination and for inter-governmental review; (c) ensure clear recognition of the interrelationships between policy guidance, research, standard-setting and operational activities for population and development, and the division of labour between the bodies concerned. The General Assembly is invited to further consider a separate Executive Board of the United Nations Population Fund, bearing in mind the results of the above review and the administrative, budgetary and programme implications of such a proposal.

Copenhagen

26. Essentially the same primary functions are proposed in the Copenhagen Declaration as were proposed at Rio de Janeiro and Cairo, but calling for a (annual?) General Assembly agenda item entitled, "Implementation of the outcome of the World Summit for Social Development" and a review of effectiveness of implementation with regard to poverty eradication in 1996 (proposed as the International Year for the Eradication of Poverty). The General Assembly would hold a special session in the year 2000 to review and appraise the outcome of the

Conference. It should draw on the initial work of the Agenda for Development Working Group which is working on a common framework for the implementation of the outcome of conferences. Through reports and meetings in coordination with ECOSOC, among other things, the General Assembly would promote and strengthen coordination of United Nations system activities, the Bretton Woods institutions and the World Trade Organization (WTO), inviting WTO to consider how it might contribute to the implementation of the Programme of Action. The General Assembly would request the Secretary-General to ensure effective coordination of the implementation of the Declaration and Programme of Action.

Beijing

27. Essentially the same functions are proposed for the General Assembly as are proposed in the other three documents, but the Beijing document calls for a General Assembly review of implementation in 1996, 1998 and 2000. The General Assembly is to review a report of the Secretary-General on the follow-up to the Conference.

B. The Economic and Social Council ***Function: Substantive and Organizational Policy***

1. Discussion and Proposal for The Habitat Agenda

28. The Economic and Social Council (ECOSOC) is made up of a subset of the General Assembly members and in the United Nations Charter has been delegated certain development functions under the authority of the General Assembly. It may make studies and reports on certain development issues and make recommendations on those issues to the General Assembly. It defines the terms by which specialized agencies are brought into relationship with the United Nations, and it may coordinate their activities through consultations with, and recommendations to, those agencies. It may obtain regular reports from the agencies, communicating its observations on the reports to the General Assembly. The Council also shall set up commissions in economic and social fields and such other commissions as may be required for the performance of its functions. It may further make arrangements for consultation with non-governmental organizations which are concerned with matters within its competence. Each of the conference plans, programmes and platforms acknowledges the coordinating responsibility that the Council has as the controller of specialized agencies.

29. The Economic and Social Council, along with the Second and Third Committees, is a primary mechanism for moving information on social and economic development from specialized agencies to the General Assembly. ECOSOC is vested with responsibility for proposing to the General Assembly procedural policies related to coordination of technical activities among the specialized agencies of the United Nations. It oversees the work of the Commission on Sustainable Development as the main programme evaluation and monitoring entity for United Nations environment and development activities. As proposed in Beijing for women's issues, ECOSOC may wish to dedicate high-level and coordination segments to the coordination of human settlements activities periodically and, especially, prior to discussions on the human settlements theme by the General Assembly. Language from other conferences should be used, as appropriate, for these coordination functions within *The Habitat Agenda*.

2. What other conferences said about the Economic and Social Council:

Rio de Janeiro

30. ECOSOC would oversee system-wide coordination in implementing Agenda 21 and would direct system-wide coordination and integration of environmental and developmental aspects of United Nations policies and programmes, making recommendations to the General Assembly, specialized agencies and Member States. It would receive reports related to Agenda 21 implementation activities from agencies and would organize a periodic review of the work of the Commission on Sustainable Development and system-wide activities to integrate environment and development.

Cairo

31. ECOSOC should assist the General Assembly in promoting an integrated approach and in providing system-wide coordination and guidance in monitoring the implementation of the programme of action. It would request regular reports from the specialized agencies regarding their plans and programmes related to the implementation of the programme of action. It would also review the population and development issues reporting system within the United Nations system, accounting for procedures required in follow-up to other conferences. Other review tasks are the same as those stated, above, under "Cairo" of Section III.2.

Copenhagen

32. ECOSOC would oversee system-wide coordination in the implementation of the Summit outcome, looking at ways to strengthen the role and authority, structures, resources and processes of the Council, bringing specialized agencies into a closer working relationship with the Council. The Council in 1995 would review the mandate, agenda and composition of the Commission for Social Development, including considerations of strengthening the Commission. The Council would also review the reporting system in the area of social development in order to establish a coherent system that would result in clear policy recommendations for Governments and international actors. The Council would hold joint meetings with the Development Committee of the World Bank and the International Monetary Fund (IMF).

Beijing

33. ECOSOC would oversee system-wide coordination in the implementation of the Platform for Action and would review the mandate of the Commission on the Status of Women, taking into account the need for effective coordination with other related commissions and conference follow-up. The Council should incorporate gender issues into its discussion of all policy questions and should consider dedicating at least one high-level segment before the year 2000 to the advancement of women and the implementation of the Platform for Action, with active involvement and participation, among others, of the specialized agencies, including the World Bank and IMF. The Council would also dedicate at least one coordination segment before the year 2000 to coordination of the advancement of women; and at least one operational activities segment before the year 2000 should be dedicated to the coordination of development activities related to gender, based on the revised system-wide medium-term plan for the advancement of women, with the intent of instituting guidelines and procedures for implementation of the Platform for Action by the funds and programmes of the United Nations system.

C. Commissions

Functions: Substantive Policy-making and Implementation Oversight

1. Discussion and Proposal for The Habitat Agenda

34. Commissions, governing councils and executive boards, usually made up of subsets of all Member States, represent a further subdivision of the policy tasks which are the overall responsibility of the General Assembly. It is at the commission or executive board level where substantive policy may be formulated and technical cooperation programmes reviewed from the point of view of Member States' needs and requirements.

(a) The Habitat Commission

35. In an international enabling environment where national and local plans of action and comprehensive national strategies determine priorities for international technical cooperation, the Commission on Human Settlements, renamed "The Habitat Commission," would focus on the integration of national and local priorities for action into subsequent revisions of *The Habitat Agenda*. Because the exigencies of the partnership process and enablement impose new responsibilities on decision-making at all levels, participation in the Habitat Commission would be expanded to include representatives of local authorities, NGOs and the private sector. It would be the interface between the General Assembly/ECOSOC (the principle policy-making bodies of the United Nations) and UNCHS (Habitat), the secretariat for human settlements and the primary implementing agency for *The Habitat Agenda*. Consistent with its mandate in General Assembly resolution 32/162 of 19 December 1977, The Habitat Commission would provide the mechanism to oversee the work of that agency. It would also serve as a "point-of-entry" hearings board for the United Nations system on human-settlements issues raised by non-governmental organizations (NGOs), private sector, local authorities and other groups of actors, each of which would be invited to testify and to engage in dialogue with the Commission. The Habitat Commission would meet yearly to take up its hearings functions and would hold an open-ended meeting every five years for the purposes of programme development (revision of *The Habitat Agenda*).

36. In order to ensure the effective follow-up to the Conference, as well as to enhance international cooperation among major groups and rationalize the use of international resources for sustainable human-settlements development and adequate shelter for all and to examine the progress in the implementation of *The Habitat Agenda* at the national, regional and international levels, consideration may also be given to expanding The Habitat Commission to bring in other actors. The Commission would continue to be supported by UNCHS (Habitat) as its secretariat.

37. The General Assembly, at its 51st session, should determine specific organizational modalities for the work of the Commission, such as its membership, its relationship with other inter-governmental United Nations bodies dealing with matters related to human settlements and shelter, and the frequency and duration of its meetings. In this respect, the Secretary-General of the United Nations, with the assistance of the Secretary-General of the United Nations Conference on Human Settlements (Habitat II), would be requested to prepare for the General Assembly a report with appropriate recommendations and proposals.

(b) Functions

38. Consistent with to those functions given to it under General Assembly resolution 32/162 of 19 December 1977, The Habitat Commission should have the following functions:

(a) To monitor and evaluate progress toward the implementation of *The Habitat Agenda* and activities related to the integration of human settlements and shelter goals throughout the United Nations system through analysis and evaluation of reports from all relevant organs, organizations, programmes, funds and institutions of the United Nations system dealing with various issues of human settlements and shelter, including those related to finance and land;

(b) To consider information provided by Governments including, for example, information in the form of national plans of action, periodic communication, national reports regarding the activities undertaken to implement *The Habitat Agenda*, the problems they face and other human settlements and shelter issues they find relevant;

(c) To review the progress in the implementation of the commitments contained in *The Habitat Agenda*, including those related to provision of financial resources, technical cooperation, capacity building, and information exchange;

(d) To review the progress in the implementation of national and local commitments contained in national plans of action;

(e) To receive and analyze relevant input from competent associations of local authorities, in the context of the overall implementation of *The Habitat Agenda*;

(f) To receive and analyze relevant input from competent NGOs, including the scientific community and the private sector, in the context of the overall implementation of *The Habitat Agenda*;

(g) To enhance the dialogue, within the framework of the United Nations, with local authorities, NGOs, and community groups as well as with other entities outside the United Nations system;

(h) To provide appropriate recommendations to the General Assembly through ECOSOC on the basis of an integrated consideration of the reports and issues related to the implementation of *The Habitat Agenda*;

(i) To update *The Habitat Agenda*, its objectives and programmes of action on the basis of information obtained from all sources during periodic monitoring and evaluation activities outlined above;

(j) To provide policy guidance to UNCHS (Habitat) and to approve that agency's multi-year work programme for implementing agreed-upon policy priorities;

(k) To consider, at an appropriate time, the results of the review to be conducted expeditiously by the Secretary-General of all recommendations of the Conference for capacity-building programmes, information networks, task forces and other mechanisms to support sustainable human-settlements development at regional and sub-regional levels;

(l) To develop, with appropriate entities in the United Nations system, guidelines for United Nations Resident Coordinators in implementing *The Habitat Agenda*.

2. What other conferences said about commissions:

Rio de Janeiro

39. A Commission on Sustainable Development (CSD) was established to ensure effective follow-up to the Conference and to enhance international cooperation and rationalize the inter-governmental decision-making

capacity (for the integration of environment and development issues) and to examine the progress in the implementation of Agenda 21 at the national, regional and international levels. The CSD reports to ECOSOC. Members are representatives of States elected with due regard to geographical distribution. The Commission provides for the active involvement of organs, programmes and organizations of the United Nations system, international financial institutions and other relevant inter-governmental organizations, and encourages the participation of non-governmental organizations, including industry and the business and scientific communities. It is supported by a new secretariat support structure, the Department of Policy Coordination and Sustainable Development (DPCSD). The General Assembly determines specific organizational modalities, taking into account the on-going process of revitalization and restructuring of the work of the United Nations in the economic, social and related fields. The Secretary-General and the Secretary-General of UNCED were requested to prepare for the General Assembly a report on the Commission with appropriate recommendations and proposals. The functions of the Commission include: (a) to monitor progress in the implementation of Agenda 21 throughout the United Nations system; (b) to consider information provided by Governments on the activities they undertake to implement Agenda 21; (c) to review the progress in the implementation of the commitments contained in Agenda 21, including those related to provision of financial resources and transfer of technology; (d) to receive and analyze relevant input from competent NGOs in the implementation of Agenda 21; (e) to enhance the dialogue with NGOs and the independent sector and entities outside the United Nations system; (f) to consider progress made in implementation of environmental conventions; (g) to provide appropriate recommendations to the General Assembly through ECOSOC on the basis of an integrated consideration of the reports and issues related to the implementation of Agenda 21; (h) to consider results of the review to be conducted by the Secretary-General of all recommendations of the Conference for capacity-building programmes, information networks, task forces and other mechanisms to support the integration of environment and development at regional and sub-regional levels.

Cairo

40. No commission is involved, but after a review, the General Assembly would be invited to consider further the establishment of a separate Executive Board of the United Nations Population Fund (UNFPA).

Copenhagen

41. ECOSOC would review the mandate, agenda and composition of the Commission for Social Development, including considerations of the strengthening of the Commission, taking into account the need for synergy with other related commissions and Conference follow-up. Relevant governing bodies of specialized agencies and related organizations of the United Nations system should review their policies, programmes, budgets and activities to take into account the follow-up to the Conference.

Beijing

42. The General Assembly and ECOSOC would review and strengthen the mandate of the Commission on the Status of Women, taking into account the Platform for Action as well as the need for synergy with other related commissions and Conference follow-up. The Commission would monitor, within the United Nations system, the implementation of the Platform for Action and advise the Council. It would assist ECOSOC in its coordination of the reporting on the implementation with the relevant organization of the United Nations system. Between 1996 and 2000 the Commission would review the critical areas of concern in the Platform for Action and consider how to integrate in its agenda the follow-up to the Conference. It would develop its role over time.

D. The Secretary-General of the United Nations Functions: Overall Administration and Coordination of Operations

1. Discussion and Proposal for The Habitat Agenda

43. The Secretary-General of the United Nations and staff comprise the Secretariat, or administration, of the United Nations organization. As the chief administrative officer, the Secretary-General is responsible for most of the detailed business of the organization and thus becomes the single most visible position in the system and politically prominent. The Secretary-General is empowered to raise certain issues to the General Assembly and must manage and coordinate the widespread staffing of the various organs of the United Nations, including that of ECOSOC. Documents from each of the four previous conferences implicitly acknowledge the authority of the post of the Secretary-General, giving it broad leadership and coordination powers. The departments within the United Nations Secretariat are mentioned only twice in the four previous conference action documents. The Department of Policy Coordination and Sustainable Development was created as a result of Agenda 21 and one of its roles is

made more explicit in the Beijing document. The proposed functions are primarily coordination and evaluation. The Administrative Committee on Coordination (ACC), headed by the Secretary-General, is in practice the Secretary-Generals principal device for ensuring coordination and compatibility among the various operational programmes of the United Nations system.

(a) *Administrative Committee on Coordination (ACC)*

44. *The Habitat Agenda* may propose language that gives the Secretary-General responsibility for not only policy coordination but also ensuring adequate capacity and effectiveness in carrying out the requisite operational activities. ECOSOC, through the ACC, would be responsible for policy that determines the organizational structure and functional linkages within the development arms of the United Nations system, and the ACC would be responsible for elaboration of the specific rules and practices that implement ECOSOC policy. Under General Assembly resolution 35/77 C the Secretary-General was invited to arrange, in consultation with the members of the ACC, for UNCHS (Habitat) to participate in all aspects of the work of that Committee and its subsidiary machinery. In its decision 1983/18 of 27 October 1983, ACC decided that the Executive Director of UNCHS should be invited to participate in meetings of ACC when questions in which the Centre had a direct interest were under consideration. ACC further decided to invite the Centre to participate in meetings of the subsidiary bodies of ACC when those bodies took up matters of concern to the Centre. However, in its resolution 38/167 B of 19 December 1983, the General Assembly expressed the view that the decision of ACC did not completely meet the requirement of its earlier resolution. The situation as of now, therefore, is that UNCHS (Habitat) is not directly represented in ACC, and though often attending meetings organized by the ACC subsidiary machinery, such as the Inter-Agency Committee on Sustainable Development (IACSD), does not do so as a full member. Should the directive contained in General Assembly resolution 35/77 C be given new impetus by *The Habitat Agenda* and be implemented, the executive head of UNCHS (Habitat) would become a member of the ACC, contributing to the coordination of United Nations system activities related to sustainable human settlements development. UNCHS (Habitat) would also become a full participant in the subsidiary machinery of ACC, including the four inter-agency task forces recently established by the ACC for the purpose of coordinating the implementation of the poverty reduction components of major United Nations conferences⁵.

.. (b) *Department of Policy Coordination and Sustainable Development (DPCSD)*⁶

45. Because of the close link between *The Habitat Agenda* and *Agenda 21* (See chapters 6, 7, 28 and others in *Agenda 21*) and in the interests of streamlining of national reporting, the reporting system established by the Department of Policy Coordination and Sustainable Development (DPCSD) for the Commission on Sustainable Development would be modified to incorporate national reports on the implementation of *The Habitat Agenda*. Information gathered and evaluated by the CSD, including information from all human settlements related sectors, will be transmitted to The Habitat Commission in time for the planning phase of the next programming cycle and revision of *The Habitat Agenda*. DPCSD would also provide programmatic inputs to The Habitat Commission based on its information-gathering activities in the areas of consumption/production patterns, rural-urban transport, indicators, integrated coastal-area management, and other subjects which it may be requested to address by the CSD. In addition, DPCSD will continue to support the contributions made by the cooperatively organized sector of national economies to the eradication of poverty, sustainable human development and sustainable human settlements, including adequate shelter for all. This will be done in close collaboration with other members of the Committee for the Promotion and Advancement of Cooperatives (COPAC).

(c) *Department for Development Support and Management Services (DDSMS)*

46. Similar programmatic inputs to The Habitat Commission would be provided in the fields of energy, minerals, water, infrastructure and social development by the Department for Development Support and Management Services (DDSMS). The role of DDSMS as a technical partner to The Habitat Commission's secretariat, UNCHS (Habitat) may be strengthened in these areas as well as in the areas of technical cooperation

⁵ Working with the ACC as the Secretary-General's special coordinator in social and economic fields, the UNDP Administrator recently announced a plan for the concerted implementation of poverty reduction goals set by major United Nations conferences. The first stage of the plan calls for four inter-agency task forces on: basic social services for all, in which UNCHS (Habitat) has been invited to participate; full employment and sustainable livelihood for all; enabling environment for people-centred sustainable development; and empowerment and advancement of women. The resident representative/resident coordinator system of the United Nations would provide key links with national governments in initiating country-specific plans and requesting assistance from the inter-agency groups.

⁶ The roles of each of the Secretariat departments as outlined herein were suggested by those departments (DPCSD, DDSMS and DESIPA) after review of the draft *Habitat Agenda* and consultation with UNCHS (Habitat).

and research on economic and social development policies, programmes and plans; regional (sub-national) and local planning and management; investment programming and monitoring; structural adjustment, recovery and transition planning; budget planning and management; resource mobilization; coordinating international technical and financial assistance; computerized information systems for planning and management; long-term, short-term and operational planning; sectoral planning; environmental aspects of development planning and management; alleviation of poverty; integration of women into development; and sustainable human development.

(d) Department for Economic and Social Information and Policy Analysis

47. The on-going partnership between UNCHS (Habitat), DPCSD and the Department for Economic and Social Information and Policy Analysis (DESIPA) would also be strengthened to provide statistical inputs and indicators for the monitoring, evaluation and revision of *The Habitat Agenda* itself. DESIPA has experience with the collection and analysis of statistical data on housing and human settlements which will help support both technical cooperation programmes and in-country capacity-building efforts.

2. What other conferences said about the Secretary-General and the United Nations Secretariat:

Rio de Janeiro

48. The Secretary-General is identified as the focal point of institutional arrangements within the United Nations system for follow-up to the Conference and implementation of Agenda 21. Within the United Nations Secretariat, a secretariat support structure should provide support to the work of both inter-governmental and inter-agency coordination mechanisms. The Secretary-General is requested to report on the concrete organizational decisions to be made in establishing such a structure, taking into account gender balance and the best use of existing resources in the context of the current and on-going restructuring of the United Nations Secretariat. Agenda 21, cited as the basis for action by the international community to integrate environment and development, should provide the principal framework for coordination of relevant activities within the United Nations system. The task of coordinating, under the direct leadership of the Secretary-General, is given to the Administrative Committee on Coordination (ACC), which would provide the link and interface between multilateral financial institutions and other United Nations bodies at the highest administrative level. All heads of agencies and institutions of the United Nations system will cooperate with the Secretary-General to ensure implementation of Agenda 21. ACC would establish a separate task force, subcommittee or sustainable development board, taking into account the experience of the Designated Officials for Environmental Matters and the Committee of International Development Institutions on Environment, as well as the respective roles of United Nations Environment Programme (UNEP) and United Nations Development Programme (UNDP).

Cairo

49. The Secretary-General is invited to consult with various bodies of the United Nations system and with international financial institutions and various bilateral aid organizations and agencies to promote an exchange of information among them on the requirements for international assistance to review on a regular basis the specific needs of countries in the field of population and development, including emergency and temporary needs, and to maximize the availability of resources and their most effective utilization. Departments of the Secretariat and the ACC are not mentioned. The General Assembly and ECOSOC are considered to be the principal mechanisms for coordination at the policy level, but no administrative coordinating mechanism is proposed.

Copenhagen

50. The Secretary-General would be requested by the General Assembly to ensure effective coordination of the implementation of the Declaration and Programme of Action. The ACC should consider how its participating entities might best coordinate their activities to implement the objectives of the Summit.

Beijing

51. The Secretary-General is requested to assume responsibility for coordination of policy within the United Nations for the implementation of the Platform for Action and for mainstreaming of the system-wide gender perspective in all United Nations activities -- considering the mandates of the bodies concerned. The Secretary-General is invited to establish a high-level post in the office of the Secretary-General as an advisor on gender issues and to help ensure system-wide implementation of the Platform for Action in close cooperation with the Division for the Advancement of Women. The Division for the Advancement of Women of the Department for

Policy Coordination and Sustainable Development is to provide substantive servicing to the Commission on the Status of Women and other inter-governmental bodies when they are concerned with the advancement of women. It will play a coordinating role in preparing the revision of the system-wide medium-term plan for the advancement of women. The ACC should consider how participating entities might best coordinate their activities, among other things, through existing procedures at the inter-agency level for ensuring system-wide coordination to implement and help follow up the objectives of the Platform for Action.

E. Secretariat

Function: Support to Commissions and Implementation of Programmes

1. Discussion and Proposal for The Habitat Agenda

52. Secretariat support functions were given prominence in the two conferences (Rio de Janeiro and Beijing) where coordination within the United Nations would be dependent upon commissions, and secretariats were called upon to support the commissions' coordination activities. Within the United Nations system, the United Nations Centre for Human Settlements (Habitat) has both the mandate and the experience/expertise to support The Habitat Commission in carrying out its designated functions.

(a) The United Nations Centre for Human Settlements (Habitat)

53. In the follow-up to the Conference, there will be a need for an enhanced and strengthened role for UNCHS (Habitat) as secretariat to The Habitat Commission and as the focal point within the United Nations system for issues related to human settlements. General Assembly resolution 32/162 entrusts Habitat with responsibilities for, *inter alia*: (a) ensuring harmonization at the inter-secretariat level of human settlements programmes planned and carried out by the United Nations system; (b) assisting the Commission on Human Settlements in coordinating human settlements activities in the United Nations system, to keep them under review and to assess their effectiveness; (c) executing human settlements projects; (d) providing the focal point for a global exchange of information about human settlements; (e) providing substantive support to the Commission on Human Settlements; (f) dealing with interregional human settlements matters; (g) supplementing the resources of the regions in formulating and implementing human settlements projects when so required; and (h) promoting collaboration with, and involvement of, the world scientific community concerned with human settlements.⁷

(b) Priority functions of UNCHS (Habitat)

54. Consistent with the assignment of responsibilities in General Assembly resolution 32/162, priority functions which UNCHS (Habitat) should develop, or continue to perform, include the following: (a) providing substantive and organizational support, as its secretariat, to The Habitat Commission for its function as human settlements hearings body in the United Nations system; (b) analyzing and synthesizing information gathered through the hearings process and integrating that information into proposals for the United Nations system human settlements programme response and for updating *The Habitat Agenda*; (c) strengthening its catalytic role in stimulating and promoting human settlements and shelter activities throughout the United Nations system; (d) promoting international cooperation in the field of human settlements and recommending, as appropriate, policies to this end; (e) developing and promoting the use of urban and shelter indicators and the identification, evaluation and dissemination of best practices for sustainable human-settlements development; (f) monitoring and assessing human settlements and shelter conditions, both through improved partnerships with United Nations system agencies and through expanded relations with private scientific and non-governmental research institutes; (g) coordinating and promoting relevant scientific research with a view to providing a consolidated and rational basis for policy and decision-making; (h) disseminating human settlements and shelter information and data to Governments and to organs, programmes and organizations of the United Nations system; (i) raising general awareness and promoting action in the area of sustainable human settlements and shelter development through collaboration with the general public, NGOs and inter-governmental institutions; (j) facilitating information exchange on appropriate technologies, including legal aspects, and provision of training; (k) promoting sub-regional and regional cooperation in partnership with the United Nations Regional Commissions, and supporting relevant initiatives and programmes for sustainable human-settlements development and shelter for all, including playing a major contributing and coordinating role in the regional mechanisms identified for the follow-up to the Habitat II Conference; (l) providing technical, legal, institutional and training advice to Governments, upon request, in establishing and enhancing their national and local legal and institutional frameworks, and leadership skills in particular, in cooperation with UNDP

⁷ United Nations General Assembly resolution 32/162. ("Institutional arrangements for international co-operation in the field of human settlements")

in its organizing role for capacity building; (m) supporting Governments and other agencies and organizations in the integration of human settlements and shelter into their development policies and programmes, in particular through provision of technical and policy advice during programme formulation and implementation; (n) executing human settlements projects and programmes, including, especially, those aimed at capacity building for sustainable human settlements; (o) further developing assessment and technical cooperation support in cases of emergencies and disasters affecting human settlements and shelter.

2. What other conferences said about secretariat support:

Rio de Janeiro

55. In the context of Agenda 21, a support structure, within the United Nations Secretariat (the Department of Policy Coordination and Sustainable Development) was created with one of its primary mandates being to support the functioning of the proposed Commission on Sustainable Development.

Cairo

56. Nothing

Copenhagen

57. Nothing

Beijing

58. DPCSD, having the responsibility for the system-wide plan for the advancement of women, was named as the support secretariat for the Commission on the Status of Women.

F. Organs, Programmes, Organizations and Funds of the United Nations System

Functions: Research, Policy Analysis, Technical Support, Implementation

1. Discussion and Proposal for The Habitat Agenda

59. The organs, programmes, organizations and funds of the United Nations system are established separately in order to achieve, among other advantages, management effectiveness and efficiency. Their specialized activities are coordinated through ECOSOC, the Secretary-General, the ACC and numerous *ad hoc* arrangements. In addition to their technical functions, many entities of the United Nations system are specialized in addressing policy and research on specific issues along sectoral lines. Each has a mandate that has grown out of a perceived global need. Over time, as these entities have faced the inevitable multi-sectoral reality of their tasks, many have assumed additional responsibilities in areas directly linked to, and justified by, their mandates. This has often created substantive overlap and collateral competition among agencies, leading to decreased efficiency throughout the whole system. As the United Nations family has been asked to take on more responsibilities, with the prospect of fewer resources, relatively narrow sectoral operations are giving way to integrated services and holistic programming. The result is an increased attention to coordination and cooperation among the entities of the United Nations system where the concepts of complementarity and comparative advantage are recognized as useful organizing tools.

60. The specialized organs, programmes, organizations and funds of the United Nations system should provide substantive expertise, information and other resources to support the broad array of *The Habitat Agenda* implementation activities at the international, national and local levels. It is essential that these entities be coordinated, not just through umbrella management structures, but through the development and adoption of sectorally integrated policies and strategies for action at the national and local levels. National and local Agendas 21 and national and local plans of action for Habitat II are mechanisms for establishing multi-sectoral policies and priorities to guide development support activities and investments. The technical cooperation components of these and other plans (e.g. national economic development plans) should be integrated through country strategies, the elaboration of which is coordinated by the United Nations Resident Representative/Resident Coordinator. The

logistics of creating flexible long-term and short-term inter-agency partnerships should be continuously explored by UNCHS (Habitat), the ACC and UNDP with proper attention given to integration of inputs through modern telecommunication networks.⁸

(a) *International Labour Organization (ILO)*

61. The expansion of productive employment is central to the achievement of sustainable human settlements. Given its mandate for mobilizing the United Nations system for country-level follow-up in the area of full employment and sustainable livelihoods, ILO will coordinate and support concrete action at the policy and programme levels for the implementation of *The Habitat Agenda* with regard to the expansion and protection of employment and work. ILO's role will be based on its expertise in the following fields: promotion of competitive and sustainable small-, medium- and micro-enterprises, as well as cooperatives and other community-based organizations; improvement of incomes and productivity through human-resource development and social protection in the informal sector; balanced policies for expansion and protection of employment in both rural and urban areas; the development of tripartite participation of governments and representative organizations of employers and workers, including associations of the informal sector; enlarging sustainable and socially protected employment and income-earning opportunities for women and enhancing women's organizational capability and bargaining power at all levels; optimizing the impact of shelter-related investment programmes on employment creation and poverty alleviation; combating discrimination and ensuring equal access to employment; improving working conditions and environment; and ensuring safe, productive and healthy work places within strategies for sustainable shelter development. In order to provide operational follow-up to the implementation of *The Habitat Agenda* in the framework of employment creation and poverty reduction, ILO will be, *inter alia*, an active partner in the joint United Nations inter-agency Urban Poverty Partnership initiative.

(b) *United Nations Children's Fund (UNICEF)*

62. UNICEF is a key partner in technical cooperation for sustainable human settlements development and an advocate of systemic, holistic approaches to development. To help implement *The Habitat Agenda*, UNICEF will consider integrating its Urban Basic Services Programme, the Mayors Defenders of Children Initiative, and the Decentralization of the UNICEF National Plans of Action through broad partnerships for sustainable community development and community management. Other important related activities of UNICEF include developing a support network to benefit the urban poor and intra-urban "disparity reduction", focusing initially on the collection of disaggregated statistics for spatial analysis of social exclusions and environmental vulnerabilities in order to allow for targeted multi-sectoral interventions. UNICEF's objective in decentralization is to allow greater opportunity for community participation and for multi-sector convergence. In this process, communities go beyond participation to issues of management and to the identification of resources required outside those which communities can mobilize for themselves.

(c) *United Nations Conference on Trade and Development (UNCTAD)*

63. In the implementation of *The Habitat Agenda*, UNCTAD will cooperate with other United Nations agencies in analyzing the effects of increasing globalization of the economy. It will also contribute to analyzing and monitoring major trends of urbanization and impact of urban policies in connection with changes in the global

* The roles of each of the United Nations organs, programmes, organizations and funds as outlined herein were suggested by those entities after their review of the draft *Habitat Agenda* and consultation with UNCHS (Habitat). At the time when this paper was finalized, inputs for this section had been received from DPCSD, DDSMS, DESIPA, ILO, UNICEF, UNCTAD, UNEP, UNFPA, UNIDO, UNV, UPU, WFP, WHO, WMO and UNDP. The following agencies and organizations had indicated that they required more time to provide their inputs.

- a. Food and Agricultural Organization of the United Nations (FAO)
- b. International Bank for Reconstruction and Development (World Bank)
- c. International Decade for Natural Disaster Reduction (IDNDR)
- d. United Nations Educational, Scientific and Cultural Organization (UNESCO)
- e. United Nations University (UNU)
- f. United Nations Development Fund for Women (UNIFEM)
- g. United Nations High Commissioner for Refugees (UNHCR). UNHCR is preparing a paper for Habitat II that will address issues of shelter and land requirements arising from large-scale refugee influxes. The role of UNHCR with its partners in the United Nations system in dealing with this human settlements issue will, presumably, be addressed in that paper.

economic environment. Contributions could range from general considerations, such as the effects of changes in the global economy on urban poverty, to specific issues such as the implications of international financial liberalization on housing finance in developing countries.

(d) United Nations Environment Programme (UNEP)

64. As the central body within the United Nations system in the field of the environment, UNEP's role is to provide leadership and encourage partnership in caring for the environment. To this end UNEP undertakes to assess the status of the environment in the world, develop and promote policies to enhance the environment and integrate environmental consideration in social and economic development, and catalyze action to achieve these goals at the international, regional and national levels. UNEP's main contribution, in keeping with its mandate, will be to complement the activities of UNCHS (Habitat) in the priority areas of environmental assessment, policy and management. While all major activities of UNEP are relevant and supportive of the Habitat Agenda, its programmes dealing with sustainable production and consumption and creating a better environment for human health and well-being provide direct support. In particular, the Joint UNCHS/UNEP Sustainable Cities Programme will act as an important coordination and cooperation facility and conduit. Through its integrated programme, UNEP is strengthening its activities in: raising awareness and building consensus on sustainable patterns of consumption and on clean production practices; mitigating land degradation (a major cause of rural to urban migration); promoting improved transportation and waste management strategies; promoting environmental practices for improved health; reducing the impact of pollution of coastal and freshwater resources; support to the monitoring and implementation of *The Habitat Agenda* through UNEP's environmental assessment activities. Internationally, UNEP is establishing mechanisms to promote and facilitate access and transfer of environmentally sound technologies to, *inter alia*, improve hazardous waste management; phase-out ozone-depleting substances; and reduce emission of greenhouse gases.

(e) United Nations Fund for Population Activities (UNFPA)

65. UNFPA, in coordination and cooperation with other United Nations entities, will pursue activities in two specific programme areas for implementation of *The Habitat Agenda*. First is the area of poverty alleviation and eradication through suitable reproductive health programmes, including family planning and sexual health. Second is in the area of research into linkages between population, migration and urban growth and their implication for human settlements. UNFPA has also been designated as the initial chairing agency for the ACC inter-agency task force on basic social services for all, which will focus on population, basic education, primary health care, drinking water and sanitation, shelter and social services in post-crisis situations. In addition to UNFPA, members of this task force will include UNESCO, UNICEF, WHO, UNIFEM, and UNCHS (Habitat).

(f) United Nations Industrial Development Organization (UNIDO)

66. The role of UNIDO in implementing *The Habitat Agenda* recognizes that industrial competitiveness and productivity in an increasingly globalizing economy can be achieved if all enabling conditions for industrial development are considered jointly. This is a key requirement both for the competitiveness of export-oriented enterprises and also for competitive local and domestic enterprise growth. In the long run, both are essential to sustainable urban development. UNIDO currently addresses seven programmatic areas related to *The Habitat Agenda*, providing research, policy analysis and technical assistance at all levels: strategies, policies and institution-building for global economic integration; environment and energy; small and medium enterprises, policies, networking and basic technical support; innovation, productivity and quality for international competitiveness; industrial information, investment and technology promotion; rural industrial development; and in Africa and least developed countries: linking industry with agriculture.

(g) United Nations Volunteers (UNV)

67. Given the proven scope and scale of volunteer contributions in ensuring sustainable human settlements, the United Nations Volunteers, in its position as the volunteer arm of the United Nations, will expand its actions to stimulate and support volunteer contributions at all levels, in support to vulnerable groups and with a specific view to capacity building to combat poverty. Reinforcing UNVs' partnerships with civil society actors and actors in both the public and private sectors will be fundamental to its role. UNV will strengthen its collaboration with UNCHS (Habitat), the secretariat to The Habitat Commission, and further demonstrate the efficacy of volunteer contributions through its partnership with Urban Management Programme (UMP) and the UNDP "LIFE" programme. In helping to implement *The Habitat Agenda*, the UNV programme will work with other United Nations system partners such as the World Bank, UNICEF, ILO and UNCHS (Habitat).

(h) Universal Postal Union (UPU)

68. Considering the growing importance of communications facilities for promoting sustainable development of modern societies, and their impact on a steady improvement of urban quality of life (economies, in particular), UPU will play a central role in the development of urban communication policies.

(i) World Food Programme (WFP)

69. WFP food aid programmes and projects are oriented towards the objective of eradicating hunger and poverty. In refugee and other emergency situations, food aid is used to save lives, but is used in a way that is as developmentally relevant as possible. Food aid is also used as pre-investment in human resources; and to help build assets and promote the self-reliance of poor people and communities, particularly through labour-intensive work programmes. WFP projects have, inevitably, concentrated in rural areas. However, urban hunger and poverty have also attracted WFP assistance. Linking food aid to provision of urban infrastructure after civil conflict and involving women in the provision of sanitation facilities are examples of WFP urban projects. The potential for food aid and WFP to assist in the design and implementation of country strategies for sustainable human-settlements development should be explored through its own policy mechanisms and through inclusion as a regular partner in relevant comprehensive development programmes.

(j) World Health Organization (WHO)

70. WHO involvement in the implementation of *The Habitat Agenda* is guided by the global importance of health issues, the linkage of those issues to sustainable human settlements, the close relationship between public health and basic urban services and, underlying all, the need to place people at the centre of development. The WHO Global Strategy for Health and Environment should be integrated through inter-agency partnerships with related programmes in other technical cooperation organizations in order to implement various components of *The Habitat Agenda*. WHO sectoral services include the Programme for the Promotion of Environmental Health, WHO Healthy Cities Programme, a comprehensive environmental pollution management component, the Programme for the Strengthening of Health Services, and the Programme on Violence and Health. WHO contributions may be made in the following sections of *The Habitat Agenda*: ensuring access to basic infrastructure and services, environmentally sustainable and healthy human settlements, balanced development of settlements in rural areas, decentralization and strengthening of local authorities and their associations/networks, and participation, civic engagement and Government responsibility.

(k) World Meteorological Organization (WMO)

71. WMO provides an informed, authoritative and scientific voice for meteorology, including climatology, operational hydrology and related environmental sciences. WMO will commit itself, within its area of competence, to the implementation of relevant parts of *The Habitat Agenda*. Because urbanization is a major contributor to the increasing emissions of greenhouse gases due to its relatively intense use of energy and because rapidly growing populations in many urban areas are most vulnerable to the impact of climate and climate change, WMO programmes will increase their emphasis on the need to promote urban-related applications and services in partnership with other United Nations entities.

2. What other conferences said about organs, programmes, organizations and funds of the United Nations system:

Rio de Janeiro

72. All relevant organs, programmes and organizations of the United Nations system will have an important role within their respective areas of expertise and mandates in supporting and supplementing national efforts. Coordination and mutual complementarity of their efforts to promote integration of environment and development can be enhanced by encouraging countries to maintain consistent positions in the various governing bodies. (There are sections in Agenda 21 on UNEP, UNDP, UNCTAD, the United Nations Sudano-Sahelian Office (UNSO) and "others")

Cairo

73. All specialized agencies are invited to strengthen and adjust their activities, programmes and medium-term strategies, as appropriate, to take into account the follow-up to the Conference. Relevant governing bodies should review their policies, programmes, budgets and activities in this regard.

Copenhagen

74. The United Nations system, including the technical and sectoral agencies and the Bretton Woods institutions, should expand and improve their cooperation in the field of social development to ensure that their efforts are complementary and, where possible, should combine resources in joint initiatives for social development built around common objectives of the Summit. All specialized agencies and related organizations of the United Nations system are invited to strengthen and adjust their activities programmes and medium-term strategies, as appropriate, to take into account the follow-up to the Summit. Relevant governing bodies should review their policies, programmes, budgets and activities in this regard. (There are paragraphs in Chapter 5 of the WSSD Programme of Action on WTO, ILO and UNDP.)

Beijing

75. Within their mandates, functional commissions of ECOSOC should also take due account of the Platform for Action and ensure the integration of gender aspects in their respective work. (There are sections in Chapter V of the FWCW Platform for Action on: the Committee on the Elimination of Discrimination against Women, UNIFEM, the Office of Human Resources Management, the Department of Public Information, Statistical Division of the department for Economic and Social Information and Policy Analysis, International Research and Training Institute for the Advancement of Women).

G. United Nations Development Programme

Function: In-country Coordination of United Nations System Activities

1. Discussion and Proposal for The Habitat Agenda

(a) UNDP as in-country coordinator

76. The promotion of an integrated approach to the implementation of *The Habitat Agenda* at the national level, in accordance with national specificities, requires effective United Nations system coordination within each country. These responsibilities include liaison among the specialized agencies of the United Nations system and with the Government and coordination for programming of United Nations system resources in responding to national priorities for technical cooperation. As recommended in General Assembly resolutions 32/162, section VII.2., special cooperation has been established between the United Nations Development Programme and Habitat at the global, regional and national levels which should be strengthened, particularly at the in-country level, by insuring coordination and joint programming in support of the implementation of *The Habitat Agenda*.

77. UNDP has an established network of field offices (now in 136 countries) which should be used to support the United Nations system's collective thrust in implementing of *The Habitat Agenda* at the country and regional levels. The role of the Resident Representative/Resident Coordinator needs to be strengthened in order to coordinate the field-level activities of the United Nations specialized agencies, programmes, organizations, organs and funds in support of implementing *The Habitat Agenda*.

(b) Functions

78. UNDP functions should include the following:

- (a) Coordinating the United Nations system's response at the national level to technical cooperation priorities resulting from the implementation of *The Habitat Agenda*.
- (b) Acting as the lead agency in organizing United Nations system efforts toward capacity building at the local, national and regional levels;
- (c) Mobilizing donor resources on behalf of Governments for capacity building in recipient countries and, where appropriate, through the use of the UNDP donor round-table mechanisms;
- (d) Assisting recipient countries in the establishment and strengthening of national coordination mechanisms and networks related to activities for the follow-up to the Conference;
- (e) Assisting recipient countries, upon request, in coordinating the mobilization of domestic financial resources;

(f) Strengthening the role and involvement of women, youth and other major groups in recipient countries in the implementation of *The Habitat Agenda*.⁹

2. What other conferences said about the United Nations Development Programme (UNDP):

Rio de Janeiro

79. States have an important role to play in the follow-up of the Conference and the implementation of Agenda 21. National-level efforts should be undertaken by all countries in an integrated manner so that both environment and development concerns can be dealt with in a coherent manner. Policy decision and activities at the national level, tailored to support and implement Agenda 21, should be supported by the United Nations system upon request. Countries could consider the preparation of national action plans for the implementation of Agenda 21. The organs of the United Nations system should, upon request, assist countries in preparing national reports. States may wish to consider setting up a national coordination structure responsible for the follow-up of Agenda 21. Within this structure, which would benefit from the expertise of non-governmental organizations, submissions and other relevant information could be made to the United Nations.

80. Through its network of field offices UNDP will foster the United Nations system's collective thrust in support of the implementation of Agenda 21, at the country, regional, interregional and global levels, drawing on the expertise of the specialized agencies and other United Nations organizations and bodies involved in operational activities. The role of the Resident Representative/Resident Coordinator of UNDP needs to be strengthened in order to coordinate the field-level activities of the United Nations operations. The functions proposed for UNDP in Chapter 38 of Agenda 21 are essentially those listed above, under G.1.b.

Cairo

81. The international community should assist interested Governments in organizing appropriate national-level follow-up, including national capacity-building for project formulation and programme management, as well as strengthening of coordination and evaluation mechanisms to assess the implementation of the present Programme of Action. Governments, with the assistance of the international community, where necessary, should as soon as possible set up or enhance national databases to provide baseline data and information that can be used to measure or assess progress towards the achievement of the goals and objectives of the present Programme of Action, and other related international documents, commitments and agreements. For the purpose of assessing progress, all countries should regularly assess their progress towards achieving the objectives and goals of this Programme of Action and other related commitments and agreements and reports, on a periodic basis, in collaboration with NGOs and community groups. In the preparation of those assessments and reports, Governments should outline successes achieved, and problems and obstacles encountered. Where possible, such national reports should be compatible with the national sustainable development plans that countries will prepare in the context of the implementation of Agenda 21. Efforts should also be made to devise an appropriate consolidated reporting system, taking into account all relevant United Nations conferences having national reporting requirements in related fields.

82. UNDP is not specifically mentioned.

Copenhagen

83. The promotion of an integrated approach to the implementation of the Programme of Action at the national level requires an integrated set of actions. International support for the formulation of national strategies for social development will require actions by bilateral and multilateral agencies for: (a) assisting countries to strengthen or rebuild their capacities for formulating, coordinating, implementing and monitoring integrated strategies for social development; (b) coordinating the assistance provided by different agencies for similar planning processes under other international action plans; and (c) developing improved concepts and programmes for the collection and dissemination of statistics and indicators for social development to facilitate review and policy analysis and provide expertise, advice and support to countries at their request.

84. The United Nations system should consider and provide appropriate technical cooperation and other forms of assistance to the countries with economies in transition. To this end, UNDP will continue to undertake efforts

⁹ The functions of UNDP as outlined above were suggested by UNDP, after review of the draft *Habitat Agenda*, and by the functions assigned to it in Agenda 21.

to support the implementation of the social development programmes, taking into account the specific needs of the countries with economies in transition.

85. United Nations operational activities for development should be strengthened in order to implement the Summit outcome, and to this end, UNDP should organize United Nations system efforts towards capacity-building at the local, national and regional levels, and should support the coordinated implementation of social development programmes through its network of field offices.

Beijing

86. Governments have the primary responsibility for implementing the Platform for Action. Commitment at the highest political level is essential to its implementation, and Governments should take a leading role in coordinating, monitoring and assessing progress in the advancement of women. The Fourth World Conference on Women is a Conference of national and international commitment and action. This requires commitment from Governments and the international community. The Platform for Action is part of a continuing process and has a catalytic effect as it will contribute to programmes and practical outcomes for girls and women of all ages. States and the international community are encouraged to respond to this challenge by making commitments for action. As part of this process, many States have made commitments for action as reflected, *inter alia*, in their national statements. In addition to an array of national actions, regional and international organizations, in particular development institutions, especially INSTRAW, UNIFEM and bilateral donors, should provide financial and advisory assistance to national machinery in order to increase its ability to gather information, develop networks and carry out its mandate, in addition to strengthening international mechanisms to promote the advancement of women through their respective mandates, in cooperation with Governments.

87. UNDP is not specifically mentioned, but the Platform for Action does say that coordination of United Nations operational activities for development at the country level should be improved through the resident coordinator system in accordance with relevant resolutions of the General Assembly.

H. Regional Commissions

Functions: Research, Information Exchange, Coordination

1. Discussion and Proposal for The Habitat Agenda

88. With regard to human settlements, there are critical differences between regions of the world, nations and within nations. The United Nations Regional Commissions are well placed to monitor and support sustainable human-settlements development activities that are relevant to the specific context of each region. Countries of the Economic Commission for Europe (ECE), for example, carry a great responsibility for the global ecological balance and the success of practical implementation of sustainable development (including provisions of Agenda 21). This requires an adaptation of the existing economic models and changes in present lifestyles and consumption patterns without prejudice to the social and cultural goals and values democratically achieved. A second area of importance to the ECE is assistance to countries in transition. In defining a future programme of work, priority should be given to those areas where the Regional Commissions have or can develop a comparative advantage and where their activities do not risk duplication of those of other international organizations.

89. Regional commissions and UNCHS (Habitat) should work together to ensure the coordination of human settlements related activities through the regions. The commissions will provide advice on trends in regions, analyze information collected by UNCHS (Habitat) at the national level and strengthen the regional linkage between UNCHS (Habitat) and UNDP in implementing *The Habitat Agenda*. Criteria for human-settlements programming at the regional level should include: relevance to region-specific national priorities and needs; likelihood of achieving results; availability of related expertise and experience within the Regional Commission; and potential for practical cooperation with regional organizations of NGOs, financing institutions, local authorities and the private sector. Regional programmes may include: the establishment of a regional database; information exchange; human-resources development in the form of regional training workshops; policy seminars and study visits on topics of relevance to two or more country-level governments; promotion of joint and comparative research in such issues as poverty alleviation, settlements planning and management and shelter development.

90. The United Nations Regional Commissions should strengthen regional networks in the field of human settlements by which member States may exchange experience and information, provide advisory services, and organize regional training seminars and workshops, maintaining close relations with the various entities of the United Nations system through, for example, regional cluster meetings of resident representatives/resident

coordinators. In conjunction with regional groupings of resident representatives/resident coordinators, and based on priorities as identified in comprehensive country strategies, the Regional Commissions may work with governments and regional associations of local authorities, NGOs, the private sector, academics, and others to develop regional human settlements plans of action addressing priority issues specific to the regional context. Such plans could be integrated into revisions of *The Habitat Agenda*. Regional Commissions may assist The Habitat Commission in the evaluation of regional responses to the implementation of *The Habitat Agenda*, reporting their findings to the Habitat Commission at an appropriate time in the United Nations system-wide programming cycle.¹⁰

2. What other conferences said about the United Nations Regional Commissions:

Rio de Janeiro

91. Regional Commissions, as appropriate, should play a lead role in coordinating regional and sub-regional activities by sectoral and other United Nations bodies and shall assist countries in achieving sustainable development. The commissions and regional programmes within the United Nations system, and other regional organizations, should review the need for modification of on-going activities in the light of Agenda 21. There must be active cooperation and collaboration among the regional commissions and other relevant organizations, regional development banks, NGOs and other institutions at the regional level. UNEP and UNDP, with the Regional Commissions, would have a crucial role to play, with particular emphasis on building and strengthening the national capacity of Member States.

Cairo

92. Regional Commissions, organizations of the United Nations system functioning at the regional level, and other relevant sub-regional and regional organizations should play an active role within their mandates regarding the implementation of this Programme of Action, through sub-regional and regional initiatives on population and development. Such action should be coordinated among the organizations concerned at the sub-regional and regional levels, with a view to ensuring efficient and effective action in addressing specific population and development issues relevant to the regions concerned, as appropriate.

Copenhagen

93. To promote implementation of the outcomes at the regional and sub-regional levels, the regional commissions, in cooperation with the regional inter-governmental organizations and banks, could convene, on a biennial basis, a meeting at a high political level to review progress made towards implementing the outcome of the Summit, exchange views on their respective experiences and adopt the appropriate measures. The Regional Commissions should report to the Council on the outcome of such meetings through the appropriate mechanisms.

Beijing

94. Nothing

1. Non-governmental organizations Function: Advocates for the civil society

1. Discussion and Proposal for The Habitat Agenda

95. As advocates for civil interests and for groups having limited access to decision-making processes and/or development resources, non-governmental organizations will play a vital role in the shaping and implementation of the strategy of enablement in *The Habitat Agenda*. NGO credibility lies in the responsible and constructive role they play in society. Formal and informal organizations, as well as grass-roots movements, should be recognized as partners in the implementation of *The Habitat Agenda*. Society, governments and international bodies should develop mechanisms to allow non-governmental organizations to play their partnership role responsibly and effectively in the process of sustainable human-settlements development. Because independence is a major attribute of non-governmental organizations, it is a precondition for effective participation.

¹⁰ The roles of the United Nations Regional Commissions, as outlined above, were suggested in an integrated submission by the commissions after each had reviewed the draft *Habitat Agenda*. The Economic Commission for Africa was designated as the lead commission in synthesizing the views of the others.

96. The Habitat Commission, UNCHS (Habitat), the CSD, the ACC and UNDP, in their implementation, monitoring and coordination capacities will, as a matter of priority, ensure that NGOs are included in the development activities of the United Nations system through measures adopted in the previous conference plans, programmes and platforms for action. The United Nations system shall encourage national and local authorities to incorporate NGOs in their planning, policy-making and management activities, giving them a significant role as advocates of civil interests and as partners in policy decision-making and insuring their continued independence.

2. What other conferences said about non-governmental organizations:

Rio de Janeiro

97. In Agenda 21, Chapter 27 ("Strengthening the role of non-governmental organizations . . .") notes that the United Nations system should: (a) take measures to review and report on ways of enhancing existing procedures and mechanisms by which NGOs contribute to policy design, decision-making, implementation and evaluation; (b) enhance or establish mechanisms within each agency to draw on the expertise and views of NGOs in policy and programme design, implementation and evaluation; (c) review levels of financial and administrative support for NGOs, with a view to augmenting their role as social partners; (d) design open and effective means of achieving the participation of NGOs in the review and evaluation of implementation of Agenda 21; (e) encourage NGOs to contribute to the review and evaluation of policies and programmes of Agenda 21, including support for developing country NGOs; (f) take into account the findings of NGO reviews in relevant reports; (g) provide access for NGOs to accurate and timely data and information to promote the effectiveness of their programmes and activities in support of sustainable development. Chapter 38 reiterates many of these points and adds that procedures should be established for an expanded role for NGOs, including those related to major groups, with accreditation based on the procedures used in the Conference. The General Assembly should examine ways of enhancing the involvement, beyond accreditation, of NGOs within the United Nations system in relation to the follow-up process of the conference.

Cairo

98. Chapter XV of the ICPD Programme of Action calls for governments and inter-governmental organizations, in full dialogue with NGOs and local community groups and in full respect for their autonomy, to integrate them in their decision-making. Adequate financial and technical resources and information necessary for the effective participation of NGOs in the research, design, implementation, monitoring and evaluation of population and development activities should, if feasible and if requested, be made available to the NGO sector by Governments, inter-governmental organizations and international finance institutions in a manner that will not compromise their full autonomy. To ensure transparency, accountability and effective division of labour, these same institutions should make available the necessary information and documents to those NGOs. International organizations may provide financial and technical assistance to NGOs in accordance with the laws and regulations of each country. Government and donor countries, including inter-governmental organizations and international financial institutions, should ensure that NGOs and their networks are able to maintain their autonomy and strengthen their capacity through regular dialogue and consultations, appropriate training and outreach activities. NGOs and their networks and local communities should strengthen their interaction with their constituencies, ensure the transparency of the activities, mobilize public opinion, participate in the implementation of population and development programmes and actively contribute to the national regional and international debate on population and development issues. Governments, where appropriate, should include representation of NGOs on country delegations to regional and international forums where issues on population and development are discussed.

Copenhagen

99. [Note: The section relating to NGOs from Copenhagen programme of action was adapted to provide priorities for strengthening the civil society. See section II.1.(c) of this document.]

Beijing

100. NGOs and grass-roots organizations have a specific role to play in creating a social, economic, political and intellectual climate based on equality between women and men. Women should be actively involved in the implementation and monitoring of the Platform for Action. International NGOs have an important role to play in implementing the Platform for Action. Consideration should be given to establishing a mechanism for collaborating with NGOs to promote the implementation of the Platform at various levels.