This policy paper forms part of UN-HABITAT'S *Global Campaign on Urban Governance*. The Campaign fosters the implementation of the Habitat Agenda goal of achieving sustainable human settlements in an urbanising world. Improving urban governance has been recognised internationally as one of the crucial steps towards the eradication of poverty. The Campaign's aim, therefore, is to raise awareness of, and advocate for, good urban governance around the world, and to increase the capacity of local governments and other stakeholders to practice good governance in urban settings .

The overall purpose of this policy paper is to stimulate and promote dialogue and action by outlining the arguments for giving children and youth a far greater role in urban governance. It sets out the background to the growing problems that beset children and youth in urban environments, the urgency of the need for action, and the arguments for supporting their participation in urban governance, including those based on their human rights.

GLOBAL CAMPAIGN ON URBAN GOVERNANCE

POLICY DIALOGUE SERIES:

Number 2
YOUTH, CHILDREN AND URBAN GOVERNANCE

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FOREWORD

The development challenges the world faces today, such as rapid population growth, inadequate shelter, unsustainable environment, devastating pandemics and widespread insecurity, are increasingly concentrated in our towns and cities. These challenges have a far-reaching impact on the well-being of the urban population and particularly on youths. Young people and children constituting more than 50 per cent of the total population of the world, and almost 60 per cent of the population in developing countries, tend to be silent sufferers. Not given a voice and a choice, they carry the burden of inadequate shelter and services and lack of opportunities, often with great dignity.

The Habitat Agenda, a global plan of action developed at the HABITAT-II Conference in Istanbul in 1996, is a path-breaking blueprint which has laid the foundation for the development of local multi-stakeholder partnerships, to realise safer, healthier, cleaner and equitable cities for all. The Habitat Agenda provides a new challenge to stakeholders, including young people, to reorganise themselves and build their institutional capacity towards participating in a more meaningful way in local development.

Many cities in our rapidly urbanising world exhibit an intensification of social exclusion, denying the benefits of urban life to youth. There is growing youth unemployment, changes in family patterns, increasing income disparities, increasing migration, the recruitment of child soldiers, the impact of AIDS and HIV, and the virtual exclusion of large sections of populations living in informal settlements or stigmatised neighbourhoods. Young people are especially vulnerable to such problems because they often do not have access to decision-making forums. We need to strive, therefore, for truly inclusive cities, which allow for the participation of all stakeholders in matters that affect their present and future well being. As citizens who have the most potential, but also who are most vulnerable, children and young people need to be acknowledged as

key partners in decision-making processes. In this regard, no effort should be spared in building and improving the capacity of children, youth and their organizations. This is one of the key messages that the United Nations Human Settlements Programme (UN-HABITAT) is sending to governments and to all its partners.

Through its twin Global Campaigns on Urban Governance and Security of Tenure, and its wide-ranging portfolio of global programmes addressing issues such as urban poverty reduction, crime prevention and access to basic services like water, sanitation and waste, UN-HABITAT is supporting the implementation of the Habitat Agenda at local, national and regional levels. Strategic and operational partnerships with government, local authorities, non-governmental and community based organizations, the private sector, youth, women and UN agencies are crucial to the success of these efforts.

The Global Campaign on Urban Governance in particular, working closely with the Safer Cities Programme, provides an opportunity for young people, especially those at risk, to explore and develop new methods for a community-centred approach to citizenship. The Campaign offers an opportunity as well as the means to stimulate a culture of inclusion in cities, particularly for traditionally marginalised and exceedingly vulnerable stakeholders such as children and youth.

In its recognition of the initiatives of youth, UN-HABITAT is pleased to present *"A Policy Dialogue on Youth, Children and Urban Governance",* which aims to further explore issues of youth participation in decision-making at the local level. This publication comes against a backdrop of initiatives and illustrated tools on youth that UN-HABITAT is implementing on the ground. This includes the establishment of city youth parliaments in Latin America; the development of youth offender profiles at the city level in Asia and the Pacific; and the elaboration of a regional strategy aimed at

addressing the values of citizenship among youth at risk in Africa. UN-HABITAT hopes that cities and youth will take advantage of the Global Campaign and this Policy Paper to enhance youth-friendly cities that meaningfully integrate youth in the development process. I hope that this publication will assist in the further development of integrated local policies and initiatives through which youth organizations and other organizations working with children and young people can complement government efforts in addressing values of citizenship among youth.

Dr. Anna Kajumulo Tibaijuka
Executive Director, UN-HABITAT

ACKNOWLEDGEMENTS

CONTENTS

SECTION I.   INTRODUCTION

This policy paper forms part of UN-HABITAT'S *Global Campaign on Urban Governance*. The Campaign fosters the implementation of the Habitat Agenda goal of achieving sustainable human settlements in an urbanising world. Improving urban governance has been recognised internationally as one of the crucial steps towards the eradication of poverty. The Campaign's aim, therefore, is to raise awareness of, and advocate for, good urban governance around the world, and to increase the capacity of local governments and other stakeholders to practice good governance in urban settings[1].

In our rapidly urbanising world, children and youth often form a majority of urban populations, living in increasingly over-crowded and dangerous environments, without access to basic human rights, and largely excluded from participation in the decision-making which affects their present and future. They are a fast growing population, who will shape the future for cities around the world, yet they have almost no voice in urban governance.

1.1.   Objectives of the paper

The overall purpose of this policy paper is to stimulate and promote dialogue and action by outlining the arguments for giving children and youth a far greater role in urban governance. It sets out the background to the growing problems that beset children and youth in urban environments, the urgency of the need for action, and the arguments for supporting their participation in urban governance, including those based on their human rights. It reviews existing global commitments and action, and some of the emerging models of participation which have proved to be viable ways of increasing the participation of children and youth, both nationally and locally.

The paper is part of a series of Policy Papers produced by the Governance Campaign[2]. It is meant for governments at national, regional and local levels as well as civil society. It places a particular

focus on the role of local government in cities around the world, since these have the most immediate impact on the lives of their citizens. The final section of the paper considers the implications for future policy and action on the inclusion of children and youth, with reference to the principles and norms of good urban governance set out by UN-HABITAT.

1.2. Background to the Global Campaign on Urban Governance

UN-HABITAT's Global Campaign on Urban Governance was initially launched in 2000.[3] The Campaign builds on past UN resolutions and Declarations related to the sustainable development of urban settlements and governance.[4]

Governance has been defined as:

> The exercise of political, economic and administrative authority in the management of a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.[5]

Thus "governance" acknowledges the power, which exists both inside and outside formal government authority and institutions, and the process of decision-making. The Global Campaign recognises that good urban governance is crucial to the eradication of poverty. The role and potential of local governments and their citizens have been ignored so far. Thus the campaign aims to increase the capacity of local governments and other stakeholders to practice and advocate for good urban governance globally, on the basis of universally-accepted norms.

The campaign theme is "inclusiveness" which reflects both the campaign's vision and its strategy. The vision is to realize the "**Inclusive City**", a place where everyone, regardless of wealth,

gender, age, race or religion, is enabled to participate positively in the opportunities cities have to offer. Inclusive decision-making processes are an essential means to achieve inclusiveness, and are the cornerstone of the campaign. The governance campaign is also designed to operationalise human rights through a range of approaches to promote inclusiveness in the city depending on the local context. They include a welfare approach; a human development approach; an environmental approach; an institutional approach; and a rights-based approach[6], which forms the fundamental basis for all these other kinds of intervention[7].

> … the key ingredient to realising the Inclusive City is neither money or technology, not even expertise(although these are important) but good urban governance.
> UN-HABITAT (2002)

1.3. Why Children and Youth?

Little or no attention has been given to those traditionally thought to be too young to be involved in governance and citizenship issues - children and youth. However, the need for a policy paper on the implications of urban governance for children and youth is clear. In the first place, the current demographic profiles of developing countries show that a very high percentage of their populations are aged between 0-25. In many cities more than 50 per cent of the urban population are under the age of 19. These high percentages reflect the movement of families, children and youth to urban centres in search of education, employment, and a better quality of life, as well as the natural demographic transitions of developing countries.

It is expected that rapid urbanisation will continue over the next 10-20 years and a demographic explosion is anticipated, with the percentages of youth (15-24) in developing countries expected to rise by 10 per cent to 29 per cent between 2003 and 2005[8].

Faced with such rapid increases, many cities have been unable to accommodate their burgeoning populations, and rates of poverty

and social exclusion have increased. Because of their age, children and youth do not have the same access to urban decision-making processes as other sections of the urban population and their capacities and potential are not being utilised. The quality of urban governance has a direct impact on their living conditions, and influences their future life-styles and leadership roles.

Secondly, the movement to recognise the rights of children and youth has been active since the early 1980's, culminating in the 1989 *Convention on the Rights of the Child*. Subsequently, in 1995, the UN General Assembly adopted the *World Programme for Action for Youth to the Year 2000 and Beyond*. During its 58th session, the General Assembly decided to devote, in 2005, two special plenary meetings to review the world situation of youth and the achievements produced in the implementation of the programme. In 2002, the UN General Assembly Special Session on Children issued its Declaration and Plan of Action *A World Fit for Children* (WFFC), pledging to put children and youth at the heart of development. In each case, delegates from many countries committed their governments to meeting the goals and challenges set. However, much remains to be done to implement and institutionalise those rights and goals.

1.4. Structure of the Paper
This paper is organized in the following sections:

II	Global issues affecting children and youth
III	Children and youth in the decision-making process
IV	Existing commitments, action and experience
V	Children and youth and the principles of good urban governance
VI	Conclusions and policy implications

The 1989 UN *Convention on the Rights of the Child* (CRC) defines a child as anyone under 18 years of age. However, internationally, a number of different terms and age ranges are used to refer to children and youth in research and policy papers.[9] This paper follows UN international conventions, and uses the terms "children" to refer to those under 10, and "youth" and "young people" as those of 10-24, except where otherwise stated.

SECTION II. GLOBAL ISSUES AFFECTING URBAN CHILDREN AND YOUTH

This section of the paper sets out the extent and nature of the issues affecting children and youth on a global scale and which particularly affect those living in urban settings. It then considers the human rights of children, which underpin the Global Campaign on Urban Governance, and considers the importance of developing integrated policies on children and youth.

World Programme of Action for Youth

Priorities for Action 1995		*Additional Priorities 2000*
Education	Health	Globalization
Employment	Environment	Information & communication
Drug abuse	Leisure-time activities	technologies (ICT)
Juvenile delinquency	Girls and young women	HIV/AIDS
Hunger and poverty	Participation of youth	Conflict Prevention
		Intergenerational Dependency

Recognising the fundamental importance of human and children's rights, in 2002, at the UN General Assembly Special Session on Children, over 126 countries committed to action on behalf of children and youth. The Plan of Action *A World Fit for Children* (WFFC), set specific goals with a particular focus on promoting healthy lives, providing quality education, and protection from abuse, exploitation and violence, as well as strengthening the fight against HIV/AIDS. In 1995, the UN General Assembly had adopted the *World Programme for Action for Youth to the Year 2000 and Beyond*. A further five priorities for action were adopted in 2000[10]. Many of the fifteen priority areas provide a useful summary of the challenges facing children and youth in urban settings.

Youth, Children and Urban Governance

2.1. Urbanisation and children and youth

Globally, over 47 per cent of the world's people now live in urban areas. By 2007 it is expected that this percentage will increase to 50 per cent. Many developed countries are now largely urban. In developing countries, the rapid trends in urbanisation point to an explosive demographic change over the next 20 years. By 2015 an important number of "mega cities" with more than 10 million inhabitants will be located in the developing world[11]. Around a billion children live in urban areas, 47 per cent of all children in the world[12]. Over 80 per cent of them live in Africa, Asia and Latin America[13]. Almost 60 per cent of them live in developing countries in Asia, 15 per cent in Africa and 10 per cent in Latin America and the Caribbean, and only 15 per cent in developed countries[14]. The population of 15-24 years-olds is increasing explosively, and will continue to do so for some years[15]. Three-quarters of the urban population growth is occurring in developing countries, but existing urban areas are not equipped to accommodate such rapid population increases, which seriously affects the human rights of these age groups.

2.2. Action areas for urban children and youth

The impact of the quality of the urban **environment** on children and youth is enormous, and affects their health, well-being and life expectancy. Unplanned and overcrowded informal settlements present numerous problems for the delivery of urban services. Many cities lack the capacity to develop or maintain their infrastructure. Apart from housing and shelter, the breakdown or deterioration of basic urban services means that clean water, sanitation, electricity, transport and roads, recreation and leisure provision, as well as education and health care are all absent or inadequate.

It has been calculated that the numbers of youth alone (aged 15-24) living in extreme **poverty** ranges from 38 million to 497 million, depending on definitions used[16]. Some 30,000 children die daily from poverty and **malnutrition**[17]. Migration from rural areas has resulted in increasing populations of children and youth at risk,

living in informal settlements and slums in even greater poverty than in rural areas. This has major impacts on the healthy growth and development of children and youth living in urban settlements. Those no longer living with families are often excluded from policies and strategies to eliminate poverty.

130 million children and youth are estimated not to be in school worldwide. Participation in primary **education** is low in many developing countries because of poverty or lack of schools, especially in the most impoverished urban areas. There are marked differences in the availability of secondary education, and many young people never enter, or drop out and fail to complete, schooling under pressure to earn money or provide family care[18].

Around 400 million youth will be entering the global workforce during this decade[19]. However, youth also make up 41 per cent of the world's unemployed, amounting to some 74 million young people mainly living in urban areas[20]. Long-term **unemployment** among youth tends to be high in many developing countries and is associated with problems such as ill health, involvement in crime and delinquency, and substance abuse[21]. Unemployment rates are higher for young women than young men, especially in the developing world[22]. Child labour places children and youth, especially girls, at risk of involvement in illegal activities such as prostitution or drug trafficking, and increases the risk of HIV/AIDS[23]. The promise of training and a sustained livelihood is a powerful lure in regions with high levels of poverty, hunger and unemployment[24].

Rates of **substance abuse** and the age of use are changing and have become a great public health concern, especially in cities where there is greater availability, and pressure to abuse them. An estimated 20 per cent of smokers worldwide begin before the age of ten, and increasing drug use among children and youth, mainly in urban areas, has been highlighted by the World Drug Report[25]. More accessible and cheaper synthetic drugs will put even more children

and youth at risk[26]. Accidents and violence are both linked to substance abuse and both are risk factors for crime.

Urbanisation has also had a deep impact on the **health** of young people as well as the health and social care services. The rapid process of change is a challenge to public health policy and urban services within health promotion and prevention. In addition to substance abuse, young people are also prey to other health problems that indicate a more deep-rooted malaise, as reflected in the upsurge in suicides, anorexia, bulimia, depression and so on, in many urban centres. These new forms of physical and mental suffering among young people are still not properly understood or addressed, especially in stigmatised neighbourhoods.

The **HIV/AIDS** crisis, exacerbated by urban conditions, is having a major impact on children and youth. One third of all currently infected and half of all new infections occur in youth aged 15 to 24. UNICEF estimates that more than five young people acquire HIV infection every minute, over 7,000 each day, and more than 2.6 million each year. Girls are much more vulnerable because of poverty and sexual exploitation, forced and early marriage, rape, sexual abuse, and trafficking. Sexually transmitted infections are also a taboo subject in many countries, and youth often lack access to sexual health information and services.

Children and youth living in poor and overcrowded urban environments are at much higher risk of becoming involved in **offending** as well as being victimised. Rates of reported delinquency and youth crime have increased in many countries in the developed and developing world[27]. Youth violence and gang activity appears to have increased, partly due to greater concern about and reporting of incidents, but also increasing availability of drugs and guns[28]. In Brazil, homicides among youths increased by 77 per cent in the past decade, mostly because of the use of firearms[29]. In the developed world, there have been more recent declines in youth crime including violence. Nevertheless, it is estimated that 199,000 youth murders took place in 2000[30].

Depriving children and youth of **recreation and leisure** time is likely to result in frustrated young people as they grow up, without the skills to participate fully in their communities[31]. Urban conditions present many problems of access to safe and healthy spaces for recreation - excreta, broken glass, rotting garbage, open drains, and traffic[32]. Many children and youth in urban centres are excluded from commercial areas or public spaces, and their presence seen as a threat[33].

Girls and young women face considerable disadvantages in many countries compared with males[34]. They are exposed to different sets of experiences and risks as they grow up and their roles, responsibilities and daily activities differ considerably because of social and cultural factors. Deeply rooted historical, religious and cultural practices and beliefs often place girls as second-class citizens with less access to education, employment and personal freedom and subject to greater controls at home and in public. They are more vulnerable to trafficking, sexual assault, exploitation, and sexually transmitted disease including HIV/AIDS[35]. These disadvantages are increased for girls and young women in urban areas where they are even more vulnerable to discrimination and exploitation than in rural settings.

In the past ten years, an estimated 2 million children and youth, some as young as seven or eight, have died in armed conflicts, and 5 million have been disabled[36]. They have become the principal participants in most of Africa's recent wars and include many girls under the age of 18[37]. The proliferation of small arms has aided this trend[38]. **Conflict prevention** and the reintegration of previous child soldiers into urban areas present huge challenges.

There is need for greater **inter-dependency** between generations and promotion of reciprocal relationships given that those traditional family patterns and responsibilities are being challenged by the impact of HIV/AIDS and civil war on children and youth. Children and youth's responsibilities are changing with the loss of parents and care-givers.

Globalisation and technological developments also affect children and the youth in urban areas in all parts of the world, both positively and negatively.[39] They are vulnerable to global market changes and are also increasingly affected by the promotion of consumer goods, especially in developing countries, which is increasingly eroding local cultures and values of community and reciprocity. While the rapidly developing **information and communications technology** (ICT) can offer opportunities to young people for learning and skill development and employment, many developing countries do not have access to these new technologies.

Finally, urban children and youth are rarely asked to **participate** in urban planning and management and, therefore, in their own development and environment, let alone afforded their rights, or treated as citizens. This can lead to adult abuse of power, failure to take account of their best interests, and lack of redress for abuses or access to channels to voice their concerns[40]. Children and youth need to participate and be included in the development of integrated plans and policies. Empowering children and youth will enhance the development of citizenship and productiveness among them, as they move into adulthood. This is a key to intergenerational progress, since young people are a resource from which older generations can learn[41].

2.3. Children and Youth from a Human Rights Perspective

UN-HABITAT views the rights of children and youth as the framework and fundamental basis for intervention. The 1989 *Convention on the Rights of the Child* (CRC) is the first international convention to acknowledge that children have rights[42]. It is the most universally adopted international Convention, having been ratified by every country

> The **1989 Convention on the Rights of the Child** underlines:
> The explicit right of every child to enjoy adequate living conditions, a safe environment and access to housing and basic social services, including education and health...
> UNICEF (2002)

except Somalia and the United States. In particular, the Convention recognises the right of children to enjoy a safe and healthy environment and for their views to be listened to and taken seriously - a radical departure from traditional assumptions about their place in society.

2.3.1. Children and Youth - The Rights to a Livelihood and Good Basic Services

The rights of children and youth to enjoy a livelihood and have access to basic services are fundamental to the CRC, as well as to the principles of good governance underlined by UN-HABITAT's Global Campaign on Urban Governance. Some of the articles in the CRC are particularly relevant to urban settings, as a recent UNICEF report underlines. These include the rights:

- To be free from arbitrary or unlawful interference in their privacy
- For parents or guardians to be given appropriate assistance in child-rearing, including the development of facilities and services for their care
- To enjoy the highest attainable standards of health care and treatment (including good water and food, and protection from disease and environmental pollution)
- To an adequate standard of living for physical, mental, spiritual, moral and social development
- To compulsory and free primary education
- To rest and leisure
- To protection from economic exploitation and work-place hazards[43]

Other international conventions such as the *Universal Declaration of Human Rights* (1948) support the right of all people to adequate and safe living conditions, education and health services. Recent international conferences have continued to promote the needs of children and youth in their declarations as well as the rights of girls

and women to be treated equally, including in relation to governance[44]. In May 2002, the outcome report of the UN General Assembly's *Special Session on Children - A World Fit for Children*[45] - emphasised the important role of local governments, in partnership with others, in putting children at the centre of the development agenda.

The implication of the CRC for *local governments* is that they must protect those rights by providing the full range of infrastructure and local services including water and sanitation, housing, health, education, training, social, welfare, transport, land use, economic development, and by creating and enforcing safety and health regulations for all children and youth under their jurisdiction, not just adults or selected sectors of their populations.[46]

2.3.2.   Children and Youth - The Right to be Heard

The 1989 CRC emphasises more than just the right to healthy environments and protection. It also promotes the inclusion and acceptance of children. Article 12, for example, gives them the right to a voice, recognising that they are also citizens who should be able to participate in the ordering of their lives[47]. Articles 13 and 15 recognise their rights to freedom of expression and of association.

Nevertheless, while many countries have ratified the *Convention on the Rights of the Child*, few countries currently recognise children and youth as citizens, or ascribe to them the status of equal citizenship. As suggested above, without involvement in decision-making, children and youth are excluded, and their rights often unrecognised.

2.3.3.   The Rights of Children and Youth at Risk and in Conflict with the Law

The 1989 CRC has particular relevance for children and youth in high-risk situations or in conflict with the law. It may be difficult for governments or institutions to recognise the rights of children, but it can be doubly hard to concede that those rights apply *equally*

to those who have broken the law or local conventions. This includes children and youth already in the youth justice system, those returning to the community from custodial institutions, street children, substance abusers, those at risk of or involved in sexual exploitation, war-affected children and those with HIV/AIDS[48]. These rights were strengthened in 2002 when optional conventions were added to the CRC on the involvement of children and youth in armed conflict, human trafficking, prostitution and pornography.

2.4.   Integration of policies on children and youth

Countries and cities need to secure the future of all urban children and youth by respecting their rights and providing for both basic needs and the specific needs of those at risk. This requires *integrated* policies at national and local levels. National governments need to institute national strategies and plans of action for children and youth. Regional and local governments need to consider the *specific* impact of their policies, strategies and services on the lives of children and youth, male and female[49], and not just on their populations as a whole. This implies giving attention to far more than the traditional child welfare or youth sectors. It means including housing and environment, economic development, job creation and training, planning and transport, and health and education in policies concerning children and youth. Governments need to examine *how* those policies can be changed and improved to meet young people's needs, and to do so in *collaboration with* other ministries and departments. It also means giving specific attention to and involving children and youth at risk or in conflict with the law, recognising that they have the same rights as others [50].

Integrated child and youth plans can ensure cost savings through the pooling of resources and sharing of services. Such policy development requires good information to be developed and shared between sectors of government and community organizations, and training and capacity building for municipal official and elected representatives, among others.

2.5. Summary

Overall, there is an urgent need for action directed to the needs of children and youth in urban settlements across the globe. Huge and rapid increases in the number of urban poor means that very high proportions of urban children and youth are living in intolerable environmental, social and economic conditions. They are denied adequate shelter, services, health, education, leisure, and employment opportunities. While there is still considerable family and community support and care in some informal settlements, the appalling living standards rarely offer adequate socialisation structures[51]. Poverty and lack of legitimate employment leave them vulnerable to exploitation, alcohol or drug abuse, gang violence, and risky sexual behaviours and infection, as the global values of consumption and competition begin to impact even the most disadvantaged.

Those in the poorest informal areas and slums are, especially, likely to be discriminated against and excluded economically and socially. Wars, conflict and HIV/AIDS are having major impacts on the lives of children and youth, depriving them of safe childhoods, and adult protection and care. Both boys and girls are affected by poverty and poor environmental conditions, but because of cultural traditions and practices they have different experiences and activities and are exposed to different kinds of risks. Finally, urban children and youth are excluded from participation in decision-making and governance.

Children and youth have a number of fundamental rights, which require countries and cities to change their traditional approach to urban development. These rights underpin UN-HABITAT's Global Campaign on Urban Governance and include rights to a healthy and supportive environment, livelihood, to be heard and to participate in decision-making that affects their current and future existence.

The implications are that governments and the international community must urgently act to reverse these trends. A major way

in which child and youth rights can be upheld is through the development of national and local policies and action plans that specifically recognise these rights as well as those of youth at risk and in conflict with the law. Developing integrated gender- and culturally-sensitive policies at national and local government levels will bring together all services and sectors that affect the lives of the young, including those sectors not currently aware of their impact and potential for action. By working cooperatively and pooling resources, it is possible to effect change more quickly and efficiently. Doing so in concert with children and youth themselves will empower them to contribute to the decisions, which affect their lives. It will also help countries to work towards the Millennium Development Goals which all 191 Member States of the United Nations have pledged to meet by 2015[52].

The following sections outline what is currently being done by UN-HABITAT and other partners at international, national and local levels to promote the participation of children and youth in such decision-making processes as well as in ways that help reinforce and strengthen good governance in urban settings.

SECTION III. CHILDREN AND YOUTH IN THE DECISION-MAKING PROCESS

3.1.   International frameworks and initiatives

UN-HABITAT: The *Habitat Agenda,* which describes UN-HABITAT's mandate in considerable detail, includes developing initiatives that meet international standards and agreements on the rights and conditions of children and youth, monitoring developments, and developing programmes at the national, city or local level. The 1997 *Habitat Agenda* specifically states that:

> The needs of children and youth, particularly with regard to their living environment, have to be taken fully into account. Special attention needs to be paid to the participatory processes dealing with the shaping of cities, towns and neighbourhoods; this is in order to secure the living conditions of children and youth and to make use of their insight, creativity and thoughts on the environment….
>
> *Habitat Agenda para. 13*

Since 1999, UN-HABITAT's *Global Campaign on Urban Governance* has aimed to increase the capacity of all levels of government, specifically local, non-governmental organizations and other stakeholders, to practice good governance[53]. This also involves citizens and civil society groups who have particular interests, rights, and obligations related to children and youth. The Campaign works through four linked strategies: facilitating normative debate with declarations and policy papers; advocacy through public education and campaign launches; operational support and capacity building; and knowledge management such as the development of toolkits to support participatory urban decision-making. UN-HABITAT expects its work to be measured by the extent to which urban poverty is reduced through positive impacts on the lives of the poor and their integration into city structures and policies.

UN-HABITAT has worked to integrate youth into the HABITAT Agenda through its *Urban Management* and *Safer Cities Programmes* in particular[54]. This has included the formation of "*Youth for Habitat" caucuses* after the HABITAT II Conference in Istanbul in 1996. The caucus has enabled youth to participate in and contribute to a number of international conferences[55]. UN-HABITAT's *Partners and Youth Section* was created in 2003, and a new *Global Partnership Initiative on Urban Youth Development in Africa* launched[56]. This Initiative will focus on mainstreaming urban youth employment and participation and youth at risk within the agency and at the municipal level through the normative programmes of the agency[57]. In May 2003, UN-HABITAT's Governing Council formally asked that its work on youth in urban governance be strengthened and adopted a resolution to enhance the engagement of youth in the work of UN-HABITAT[58].

UN-HABITAT's *Safer Cities Programme* has engaged with local authorities, partner and community organizations in some sixteen cities around the world. *Safer Cities* collaborated with the Government of South Africa, in 2002, on a conference on the development of citizenship among urban youth in conflict with the law in Africa. The conference *Declaration* and *Platform for Action* both focus on the most vulnerable youth in African cities and underline the need to adapt national and local government structures to protect and deliver their human rights, including the right to participate[59]. A follow-up strategy paper on *Urban Youth at Risk in Africa* was developed in 2003[60]. Through the *Safer Cities Programme* and the *Urban Management Programme*, UN-HABITAT has facilitated the active involvement of children and youth in municipal governance.

> UN-HABITAT'S experience is that participatory decision-making processes are the best means for ensuring the effective use of scarce developmentresources, for the equitable distribution of development benefits, and for ensuring the sustainability of hardwon benefits.
> Global Campaign (2002:9)

UNESCO also has a history of involving young people in its activities and includes, specifically, youth participation in all major events. Youth forums have been held during World Conferences on Higher Education (1998), Science (1999), Ethics and Scientific Knowledge (2001), as well as at the 1999 and 2001 sessions of its General Conference and the 32nd session in October 2003. UNESCO's *Growing Up in Cities* project promoting the participation of children in urban decision-making began in 1995[61]. This is a series of linked research projects in low-income neighbourhoods in eight cities across the world. It forms part of UNESCO's intergovernmental *Management of Social Transformation Programme* (MOST). The project has also exposed some of the problems and potential solutions and resulted in the development of a guidance manual on participation (see Section IV)[62].

UNICEF's *World Fit For Children* document was adopted at the UN Special Session on Children in May 2002.[63] UNICEF has supported child fora for many years, including *Children's Parliament* projects[64] and an interactive *Voices of Youth* web site[65]. A series of five intergenerational dialogues between Delegations and Heads of State and child delegates have also been initiated. UNICEF increasingly supports the participation of children in most country programmes, and guidelines for promoting their participation in national and local level decision-making have been incorporated into UNICEF's manual on programme policies and procedures[66]. UNICEF has also focused attention on some of the most vulnerable groups of children[67]. It has also coordinated and supported the *Child Friendly Cities* movement, an innovative project that promotes child and youth participation in environmental urban design (see Section IV).

ILO has undertaken major initiatives on youth unemployment[68]. At the urging of the UN Secretary General, and in collaboration with the **World Bank**, ILO convened the *Youth Employment*

Network (YEN) to develop "imaginative approaches" to youth employment[69]. A Panel appointed by the YEN outlined four priorities in 2001: employability, equal opportunities for young men and women, entrepreneurship, and employment creation, all of which require the active participation of young people for their achievement. A resolution urging governments to prepare national reviews and action plans on youth unemployment, and to involve young people in their development, was unanimously adopted by the UN General Assembly in December 2002. The ILO, World Bank and UN-HABITAT supported the *Youth Employment Summit 2002* in Alexandria, Egypt, which brought together youth to discuss the facilitation of employment and entrepreneurship. The World Bank also has a series of strategic papers and *A Children and Youth Strategy*, as well as supported developments such as the Columbia Youth Development Project[70].

A number of international and regional youth forums which facilitate the participation of children and youth and give them a voice, have also been established. They include the *Glocal Youth Forum*, *The Global Alliance on Youth Employment[71], International Youth Parliament*[72], the Regional Youth Platforms for Action, the "Big Seven"[73] and the *Commonwealth Plan of Action for Youth Empowerment* (PAYE).[74]

3.2. Engaging the participation of children and youth

Different models and approaches to the participation of children and youth in urban governance have been developed and supported at the international level by UN-HABITAT and other organizations. The UN General Assembly receives youth delegates every year as part of government efforts to integrate youth in decision-making. The presence of these youth delegates has helped to ensure that resolutions on youth are grounded in their own concerns. However, there has been a general transition in recent years from *consultative processes*, in which adults initiate processes, to *participative initiatives,* which create opportunities for children and youth to participate democratically in the development of services and

policies which affect them; as well as to the use of *self advocacy* which aims to empower children and youth to identify and fulfil their own goals and initiatives[75].

These different approaches and models include:

- child and youth parliaments
- youth forums and national youth councils
- municipal junior youth councils
- participatory budgeting
- children and youth research as a tool in empowerment and participation
- children and youth participation in the management of local institutions

These cover a wide range of *types* of involvement, from conference participation and peer representation, campaigning, advocacy and research, policy and project design and participation in the management of local institutions such as schools or youth centres[76]. They have been used with different groups of children and youth, including those in the most deprived informal settlements of cities, the criminal justice system, or with working children and youth[77]. However, the challenge lies in moving from special events working with privileged groups to institutionalising the opportunities for participation in decision-making at all levels including home, school and neighbourhood[78].

3.3.   Children, youth and national governments

What is the role of national governments in promoting the integration and participation of children and youth in urban governance? Governments need to provide legislative, political and financial support, foster education and awareness, and support the work of local governments through devolution of some of their powers, in order to promote the integration of children and youth and their participation in urban governance. In particular, national level policies need be to integrated across the whole range of departments and institutions, not just the traditional sectors, and

give attention to the specific impact of those policies on children and youth. Such policies must be part of an integrated and comprehensive national child and youth plan that involves young people themselves in their development.

A number of national governments have begun to respond through the development of:

- Legislation to protect the human rights of children and youth
- Ministries for children and youth
- National child and youth strategies and action plans
- Adoption of policies and programmes for the most vulnerable children and youth
- National child and youth councils and parliaments
- Specific promotion of participation of children and youth at all decision-making levels

In the year following the 2002 UN *Special Session on Children*, 26 countries completed or drafted national plans of action and a further 26 are developing them[79]. Chile, for example, established its National Policy and Integrated Plan of Action for Children and Adolescents 2001-2010 and Ministerial Council for Children and Adolescents. Thirteen countries have updated existing plans, 35 have integrated international commitments into existing plans, and 23 have set up or strengthened cross-sector working groups or committees.

In Italy, the national Government developed an institutional framework - a National Plan of Action for Children and Adolescents in 1997[80]. The Government enacted legislation, which called for updating certain laws, establishing a national fund for financing local children''s projects, the encouragement of inter-ministerial projects, and new policies for children and cities. The Ministry of the Environment also established the *Sustainable Cities for Girls and Boys* in 1996 to encourage municipalities to build children's needs into every day city planning. A yearly award for cities was

established together with a clearinghouse on information, experience and good practice and an annual international cities forum[81].

National child or youth councils, forums and parliaments promoting the inclusion of children and youth in national level decision-making have been established in a number of countries, particularly in the past ten years. Kenya, Romania, Bolivia, Canada, and Tajikistan have all established procedures for participation of children and youth in the development of national action plans.

The *Kenya National Council of Youth For Habitat* (KNCYFH) has worked with the Ministry of Local Government to revise the Local Government Act and on youth decision-making structures at the local level, it has been involved in the development of a National Youth Policy Framework, and facilitated the involvement of local authorities, including Nairobi City Council, in the new National Youth Steering Committee.

Many developed countries are beginning to consolidate networks of child or youth councils. New Zealand has developed a network of youth councils[82]. Canada has child and youth networks that involve youth in policy and governance such as Redwire, a youth run organization for Aboriginal youth, Youth Action Effecting Change, a capacity-building organization for youth non-profits, and issue-specific networks such as Youth Environment Network[83]. Australia has developed a number of Children and Youth Participation Projects[84]. In the USA**,** an annual National Youth Summit organized by the National Crime Prevention Council brings together youth-serving organizations and youth to develop expertise and build capacity. Thirty-three members of the Council of Europe have national youth organizations and councils[85]. Examples of active *Children or Youth Parliaments* exist in a number of countries, e.g. a Children's Parliament for 13-15 year-olds was established in Slovenia in 1990[86].

National governments need to do more than focus on special events or forums, which risk favouring representation of more privileged youth. They need to make participation by children and youth systematic at all levels of decision-making by actively working to ensure the inclusion of less advantaged groups in events or processes. For young offenders, this may involve decriminalising minor offences and increasing the use and availability of restorative and diversion projects for first-time young offenders or as alternatives to custody. Such strategies and policies should include focus on prevention and the rehabilitation or (re) insertion of young people back into their families and communities and into

> Governance for children is both simple and complex. Simple: because its goals are simple to ensure adequate provision and protection for children. Complex: because this requires action on many fronts (water, sanitation, drainage, schools, housing parks, public transport, justice system, waste management, pollution control…) from many agencies that may never have considered their responsibilities to children.
> Satterthwaite (2002: 1)

productive, meaningful lives[87]. For street children, there is a need for national governments to reform current policies to recognise and safeguard their rights, develop programmes which provide assistance and shelter, and monitor police practices and conditions of children in custody.[88]

National governments also need to encourage and institutionalise opportunities for participation at lower levels of government through enabling legislation and policies, supporting networks and partnerships, and promoting the training of service providers to understand the rights of young people to participate. This must also involve devolution of some powers to local governments[89].

3.4.   Children and youth in local government structures

What can local governments do to foster the inclusion of children and youth at the local level? Municipal governments are closest to, and immediately responsible for, the communities in which their citizens live. They are directly responsible for most of the services affecting children and youth who should be able to look to municipal government to uphold their rights, ensure a good environment and quality of life, and sustainable social and economic development.[90] Local governments must provide political leadership and a vision for the future that includes both citizens and civil society organizations. As with national governments, there is a range of approaches and models that local governments can adopt:

- Local charters or agreements on the rights of the child
- Local integrated child and youth development and action plans which are gender- sensitive and include specific policies for the most marginalised youth at risk. These can complement national child and youth policies where they exist
- Junior councils
- Participatory budgeting
- Active inclusion of children and youth in local action plans
- Micro credit and job creation
- Support and capacity building for networks of child and youth groups
- Child and youth research and advocacy e.g. on urban environmental issues
- Training and capacity building for those working with children and youth including municipal staff, those in the service sector and criminal justice system, and NGO's

In a number of developed and developing countries integrated local child and youth strategies and development and action plans have been initiated in recent years (See below). Some have recognized youth councils or forums as permanent statutory bodies to guide policy development or have created their own Charter protecting the rights of children and youth.

A city development plan needs to be based on good information. This requires municipal governments to improve their local information systems in order to obtain more accurate information about the circumstances and needs of children and youth. This offers a major opportunity to involve children and youth themselves, both through the participation of local junior councils but also more generally through the active involvement of a wide range of young people in the collection of information and ideas and the development of plans.

Participation by children:
- Research
- Health monitoring/ decisions
- Managing schools etc.
- Evaluating services for younger people
- Peer representation
- Advocacy
- Project design, management.
- Campaigning, lobbying
- Analysis and policy development
- Publicity, use of the media· Conference participation

Lansdown (2001: 9)

This can include surveys, audits and other kinds of research to which children and youth themselves contribute to the development of a profile of their peers across different sectors of the municipality helping ensure that the circumstances and views of groups at risk are included in planning and decision-making. It is also important to link such development plans to the municipal budgetary cycle, to facilitate the implementation of recommendations, and help institutionalise the process.

Municipal governments can also foster child and youth participation by promoting networking and exchanges of youth and governance models. These help to build capacity and awareness of the contribution young people can make to the governance process. Another crucial step is developing training to increase the skills and knowledge of those who work with children and youth, including police and criminal justice personnel and social and health care workers[91].

Local governments need to encourage child and youth participation not just in municipal policy making but at all levels of decision-making, from family and school to the local community. This can include participation on school boards or youth clubs and centres, and participation in the design or development of health, leisure and other services, to ensure their accessibility and youth "friendliness". They can be encouraged to conduct surveys of the views of their peers, assist in the design and implementation of local campaigns such as on HIV/AIDS prevention, and use local media to express their opinions[92].

Inclusion of children and youth at risk, such as street children, those with HIV/AIDS, or those already in the criminal justice system, represents a major challenge for all local governments[93]. The 2002 Nelson Mandela Metropole Declaration, which has relevance to many regions and countries, urges local governments:

- To mobilise partners and recommend the formulation and review of integrated, gender sensitive and cross-sectoral youth policies at the local level addressing substance abuse, street children, youth gangs, young offenders and restorative justice, involving all stakeholders, especially youth………..
- To allocate local funds, develop strategies and implement social integration programmes with particular focus on youth at risk of marginalisation, including: youth affected by violence (including violence against women), by drug and substance abuse and young offenders……….
- To develop mechanisms promoting youth participatory decision-making, fostering responsible citizenship and promoting technical, human and financial support focused on assisting marginalized and vulnerable youth to address their own needs and interests and contribute to social progress.

3.5. Examples of the involvement of children and youth in local decision-making

This section outlines examples of more formal models involving children and youth in local government decision-making and discusses some of the benefits and challenges. The models often overlap and tend to develop and change as children and youth, as well as adults, gain confidence and experience in participatory processes.

City of Aberdeen Youth Strategy, Scotland

The Aberdeen city council Youth Strategy was designed to improve services to young people age 16-24 and include them in community life. To deal with exclusion of youth at risk, it stresses the coordination of services for young people, participation encouraging involvement in their community, equal opportunities, and a youth voice representing youth interests. Task forces on employment and training, crime, and participation made recommendations in a *Youth Strategy Action Plan*. A Youth Action Committee of young people advised the City Working Group to develop the Strategy and youth services were reviewed, and workshops held with youth agencies and young people[94].

City of Rotterdam, Netherlands, Urban Youth Policy

The Urban Youth Policy developed in Rotterdam from 1998-2001 was based on the 1989 UN Convention on the Rights of the Child. The City created its own formal Charter on the Rights of the Child and a Youth Council as a formal municipal authority. The Charter and Youth Council provide youth with a voice and power-base. The Urban Youth Policy not only addresses the particular needs of

"Growing up in Rotterdam is a challenge to everyone in Rotterdam to mobilize all forces and qualities, everywhere in Rotterdam society, in order to help all children and youth, aged 0 to 23 years, on the path towards social independence and positive participation in the life of society".

children and youth at the local level, but also augments youth policies at the national level. It includes continuous data collection and monitoring, prevention policies, expansion of care facilities, educational and recreation services, and a focus on fostering economic independence. The policy enhances relationships between youth care, broader youth policies, local education, youth and safety policies, and youth development and family support.[95]

Barra Mansa, Brazil, City Youth Parliament & Children's Participatory Budgeting Council [96]
Barra Mansa was the first Latin American city to incorporate the participation of children and youth into municipal budgeting; a practice now widely used in Brazil. A city of some 170,000 people developed the programme "Citizenship has no size" to "encourage the participation of children and youth in the exercise of their rights as citizens, and to give importance to their position as active members of their communities". Eighteen boys and eighteen girls are elected by peers to participate in decision-making on the municipal budget, in a process similar to that of the main city council. Their representatives decide, on the basis of young people's needs and interests, how the allocation of the municipal budget assigned to them is to be spent. This amounted to 150,000 Reales (US$125,000) in 1998. The process begins at the neighbourhood level where everyone between 9 and 15 years is eligible to vote and delegates go to district assemblies where youth council members are selected. Some 6000 children and youth have been involved each year since 1998. Resulting projects have included tree planting, school repairs, drain and sewer repairs, improved playgrounds, security, and health services in low-income areas.

Malindi, Kenya, Junior Council
The municipality of Malindi established a Junior Council in 2002 with the assistance of the Urban Management Programme of UN-HABITAT and other partners[97]. The *Malindi Youth Consultative Committee* (MYCC) is composed of an elected youth representative from each of the 12 wards, with an Executive Committee of the

Junior Mayor, two Vice Chairmen, a Secretary and a Treasurer. Guidance is provided by a Steering Committee that includes business leaders, municipal officials, central government representatives, religious and community leaders and MYCC. The Municipality provides office space and training in office and computing skills. In 2003, the MYCC Secretariat became fully operational and involved in council policy and decision-making processes affecting youth. MYCC's Work Plan recommended that they:

- develop a youth information centre and a youth network, possibly with a newsletter
- develop an MYCC website
- make inputs to the Municipal Council budgeting process
- be a key stakeholder in the development of the Municipal Strategic Plan
- investigate the creation of a Youth Bank or Youth Entrepreneur Loans.

A major aspect of the project was an initial **participatory youth survey** carried out by youth researchers in each ward (trained and supported by the NGO ITDG-EA). The survey reached 3000 youths through questionnaire interviews, and a further 1000 through focus groups discussions, transect walks, and livelihood mapping exercises to assess employment issues. The survey showed that young people had limited understanding of, and involvement in, municipal decision-making process. The major problems facing them were unemployment, lack of marketable skills, and a poor and unsafe environment. Lack of access to credit, continued harassment by police and municipal officials, and a lack of information on opportunities, were also important concerns for young people.

Vancouver, Canada, City Youth Strategy

The City of Vancouver passed its Civic Youth Strategy policy statement (CYS) in 1995. This policy commits the City of Vancouver to doing what it can to:

- strengthen the support base for youth
- ensure that youth have "a place" in the city
- enable a strong voice in city governance
- ensure that youth are perceived and used as a resource to the city.

In 2003 the City of Vancouver hired four youths as municipal staff to bring the policy to life. Known as the Youth Outreach Team (YOT), these staff members use a range of tools, strategies and programming to improve youth involvement in municipal decision making. They work in partnership with other city staff, youth serving organizations and youth themselves, building the capacity of each stakeholder to work effectively with the others.

One unique aspect of the policy statement is the City of Vancouver's commitment to supporting and partnering with a key community resource: youth run groups and organizations. Many of these groups are organized into the Youth Driven Youth Action Coalition, supported by a local NGO called the Environmental Youth Alliance. Youth Driven is a network of young people who have self-organized to address issues such as:

- HIV/AIDS education - YouthCO HIV/AIDS Society
- Girls empowerment - Real Power Youth Society
- Food security and environmental sustainability - Environmental Youth Alliance
- Social support for different youth populations (i.e. newcomers, youth with mental illness, aboriginal youth, youth of different sexual orientations, etc.) - kinex

WE ARE THE FUTURE: AN INNOVATIVE APPROACH

A series of organizations at all levels work for children in conflict areas, but many of them focus on one or two of their needs, rather than taking a broader, more holistic approach. **We Are the Future (WAF)** is a worldwide effort designed to assist children in conflict and post-conflict areas by addressing issues of health, nutrition, and education, and to enhance development and peace-building activities. WAF Child Centres are being established to serve as a hub for training youth and to provide important knowledge and skills that they in turn can pass down to children in their communities.

The strength of the programme lies in the fact that WAF Child Centres take an integrated, sustainable, and decentralized approach. Using a city-to-city approach, the programme's sustainability is enhanced by the participation of the municipality and partner city. The local municipality provides the facilities, arranges for the management and fully owns the Centre while partner cities commit resources, expertise and the active involvement of their civil societies. Another factor vital to ensuring the sustainability of the WAF Child Centres is the involvement of youth in the management and day-to-day running of the centres.

We Are the Future was co-founded by the Glocal Forum and the legendary Quincy Jones through his Listen Up Foundation, in a strategic partnership with the World Bank.

The **We Are the Future** pilot cities are:
Addis Ababa, Ethiopia
Asmara, Eritrea
Freetown, Sierra Leone
Kabul, Afghanistan
Kigali, Rwanda
Nablus, Palestine

These 6 pilot cities were selected on the basis of a needs assessment by the Glocal Forum and partner institutions, according to the priority of cities facing greater challenges for children in health, nutrition and education, the impact of the conflict on the life of children, the expressed interest by the municipality of the city and the ability of the city to serve as a model for future WAF initiatives.

These 6 pilot cities will be used as a model for the expansion of the programme into other developing cities around the world.

A joint project that was initiated in 2001 with this coalition and Environmental Youth Alliance (EYA) was to provide training to youth, youth workers and other youth groups around participatory action research techniques. Youth groups are now using their research skills to effect child and youth friendly policy change in the areas of parks, cultural programs, and health service delivery. EYA also worked with the YOT and the Centre of Excellence for Youth Engagement to develop a tool that municipalities can use to assess how effective their mechanisms for involving children and youth are[98].

With four staff allocated to meaningful youth involvement, the City of Vancouver is able to exponentially increase its ability to support other municipal staff to effectively engage the youth community. The youth community, in turn, now have paid staff that can help them navigate the civic maze to move forward their social policy agendas. Municipal staff and youth are embodying the principles of social sustainability by working together to create child and youth friendly communities.

3.6. Challenges and pitfalls of models of participation

There are a number of challenges to effective participation and barriers to broader acceptance of participation by children and youth. Local government representatives and adults may be unwilling to acknowledge the validity of young people's views, fail to take them seriously or follow through their recommendations. They may also manipulate their contribution to suit adult agendas (see box[99]).

A project in Italy found that children were disappointed and skeptical of city administrators for not taking their contributions seriously, failures to act on their promises, and a tendency to retain control over the agenda. In the Philippines, the administrators in a child friendly cities project tended to be superficial in their attention to the voices of children. The children were also very unrepresentative of those in the poorest settlements.

A major challenge is ensuring that the children and youth taking part are representatives of young people in all neighbourhoods, cultures or groups in their city. Even where this is the case, some children may become "professionalised", spending all their time speaking in public events and losing contact with their neighbourhood and local concerns. It can also be difficult to sustain child and youth representation when there are changes in city governments and key personnel or as those children grow up unless active attention is given to continuing recruitment.

"Successful participation requires much more than a set of participatory methods". At all levels, funding agencies, organizations, project staff and residents need to understand and be committed to participation.
Bannerjee & Driskell 2002

There may be problems of the extent to which children and youth can overcome their own mistrust of officials and be willing to become involved in governance issues. A project in El Alto, Bolivia, for example, found that many youth groups were isolated and unwilling or apathetic about working with other youth groups, NGO's or city officials[100]. The explanations were corruption of local officials and lack of trust, lack of a democratic tradition, rivalries between NGO's and their own lack of expertise on local youth issues, the short-term life of many youth groups, low levels of political awareness, and large income and development differences between city sectors. Another challenge to the development of participatory initiatives relates to rivalries between youth leaders, or between youth groups and gangs within neighbourhoods[101].

All these problems underscore the importance of educating people to understand the importance and value of encouraging participation by young people. They underline the importance of training and capacity building among municipal staff and elected officials, the service sector and NGO's, as well as among children and youth themselves.

3.7. Summary

A number of international frameworks support the development of child and youth participation in urban governance and the shaping of their environment. UN-HABITAT, UNESCO, UNICEF and ILO, for example, all have mandates which support participatory mechanisms. Initiatives include strategic framework papers and normative guidelines, facilitation of international child and youth conferences, and promotion of research programmes and pilot projects on the ground.

At the national level, a growing number of countries have actively endorsed the 1989 CRC and created integrated children and youth policies and action plans to focus attention on coordinated, rather than piecemeal, approaches. Some have set up national child and youth councils, parliaments and networks. These are important steps to the implementation of the rights of children and youth, their participation in planning and decision-making, as well as increasing their understanding of governance. National governments need to foster the work of local governments through legislative and financial support, devolution of some powers, and institutionalising opportunities for participation at all levels of government.

At the local level, a number of cities have recognised the fundamental rights of children and developed integrated development policies and action plans. These cut across the sectors of their administration, are sensitive to gender and ethnic and cultural diversity, and utilise good information and data collection systems. Participatory models have been successfully developed, including local youth forums, junior councils representing the ward structure of the municipality, and participatory budgeting projects. Well-documented examples provide ample evidence of their feasibility and the willingness and ability of young people to contribute in constructive ways to improving their environment through planning and decision-making.

Children and youth can be actively involved in research, advocacy, project design and implementation, providing both a learning experience and training in the constraints and complexities of governance.

Recognising child and youth councils as statutory bodies within the municipality will help embed their involvement in local government while promoting exchanges between cities and child and youth groups will further increase the capacity of both young people and municipalities. There are, nevertheless, a number of challenges to effective participation and barriers to its broader acceptance. Local governments need to pay particular attention to the needs of those most marginalized to ensure that they are included in participatory mechanisms. These challenges highlight the importance of clear protocols, guidelines, training and capacity building among municipal staff, elected officials, NGO's, children and the youth themselves.

SECTION IV.   EXISTING COMMITMENTS, ACTION AND EXPERIENCE

4.1   Existing norms, commitments and mandates of international organizations

As this paper has outlined in Section III, a number of international frameworks support the greater recognition of the rights and needs of children and youth in urban settings through a greatly enhanced role in urban governance and decision-making.[102]The mandate of UN-HABITAT, through the *Habitat Agenda* and *Agenda 21*, enjoins it to develop initiatives which meet international standards and agreements on the rights and conditions of children and youth, to monitor developments, and to develop programmes at the national, city or local level. Many other international organizations, including UNICEF, UNESCO, ILO, UNODC, UN-DESA, and UNEP have mandates to promote the rights of children and youth, their health and welfare, education and employment, and see participatory processes as a crucial way forward.

4.2.   Examples of internationally supported projects

A number of ongoing or recent programmes and projects promoting the participation of urban children and youth have been initiated or supported by international organizations. These include:

UN-HABITAT - *Safer Cities Programme* and *Urban   Management Programme*
UNICEF - *Child Friendly Cities Project* and *Municipal Seal of Approval*
UNESCO - *Growing up in Cities Project*

UN-HABITAT

The **Safer Cities Programme**

The programme focuses on the most vulnerable urban youth, both boys and girls, including youth in conflict with the law. Through partnership initiatives and international conferences, it helps to establish networks of cities and public and private organizations working with the most vulnerable urban children and youth, and tools to support city-based initiatives in cities ranging from Nairobi, Dar es Salaam, and Yaounde to Port Moresby. It has developed a strategy paper on "at-risk" youth, a gender sensitive city youth profile tool for use in Safer Cities projects, and surveys of the circumstances of young people in conflict with the law as a basis for the development of local government youth plans. These have included the views of street children and those in custodial institutions on their experiences and needs.

The Programme has actively supported the development of junior councils, youth group initiatives at the ward level, and capacity building tools and training modules for young people and municipalities, as well as pilot activities on youth employment and entrepreneurship.

The **Urban Management Programme** initiated in 1986, has focused, since 1997, on the alleviation of urban poverty, sustainability, and participatory urban governance. It works at the local level through city consultations bringing together local authorities, community, private sector and other stakeholders. They have facilitated the development of child and youth parliaments, participatory budgeting and youth councils, and participatory social audits and surveys at the local level e.g. in South America and Africa[103]. About 120 city consultations have taken place since 1997, some actively involving the development of youth parliaments, participatory budgeting and junior councils.

The active involvement of children and youth in auditing and researching their own environment has been an important aspect of some of these projects. This includes providing education and training in the issues facing their own generation, in the role and functioning of municipal government, and contributed to urban planning, as well as providing employment (e.g. the Junior Council in Malindi, Kenya, outlined above).

UNICEF
UNICEF's **Child Friendly Cities** movement began in 1992 and involves a growing network of cities around the world which have agreed to promote the full implementation of the CRC and meet a series of principles and practices making their cities more child-friendly[104]. Pre-requisites for a child-friendly city[105] include ensuring that all policies, resource allocation and initiatives are made in the best interests of children, and their right to participate in making decisions that affect their lives and opportunities.

In the **Philippines**, 27 neighbourhoods, or *barangays*, in five cities have developed Child Friendly City programmes with the support of UNICEF since 2001[106]. Manila City, Quezon City, Cebu, Davao and Pasay City range in size from 350,000 to over 2 million inhabitants. Appraisals of government and NGO initiatives affecting children and their impact at the community level were undertaken. Intensive case studies were conducted in four informal settlements. A series of child-friendly indicators were developed for each city. The views of children on wide-ranging issues such as school environment, teachers, school fees, health, sanitation and safety, drinking water and dump sites, were sought through focus groups. The project focuses on 24 specific goals related to health, education, nutrition and protection, as well as the participation of children and youth. Project results revealed considerable variation between cities and within cities.

Only Cebu City, for example, had high levels of community organization and child and youth participation activity, including an annual children's congress to report on conditions in their local *barangays*.

In **Johannesburg, South Africa**, the Child Friendly Cities programme used young people age 10-14 to help document and evaluate four low-income communities[107]. They used pictures illustrating their reactions to favourite or dangerous places; safety walks through the neighbourhoods to identify problem areas for children, and discussion groups to prioritise issues. The children sent a report to the Greater Johannesburg Metropolitan Council and the Mayor. They made site-specific recommendations as well as more general recommendations that were presented to parents, NGO's and city council representatives. These related to lack of play space, pedestrian safety, transport, harassment, waste management and abuse from local taverns.

The Municipal Seal of Approval, Ceara, Brazil. To promote child-friendly approaches, UNICEF has encouraged local governments to meet performance targets in basic service delivery and rights. In 2000, in the state of Ceara in Brazil, 129 out of 170 municipalities applied for inclusion in the certification process. Municipalities were clustered into groups according to size and levels of social and economic development. They were assessed on a number of indicators e.g. child immunisation, infant mortality rates, pre-natal care, levels of nutrition, water availability, school enrolment and drop-out, libraries in schools, as well as for different age groups (ranging from early childhood to adolescents) and the extent of inter-departmental collaboration. Twenty six municipalities were awarded a Municipal Seal of Approval. In 2002, 121 applied and 33 were successful. Although considerable guidance was required, local authorities, mayors and their municipal officers gained recognition as being child-friendly and good managers.[108]

UNESCO

UNESCO's **Growing up in Cities** project began in 1995, under the umbrella of the Management of Social Transformations (MOST) programme[109]. It is an action research programme that has fostered children's participation and action as agents of social change in low-income neighbourhoods in eight cities in Argentina, the United Kingdom, Australia, South Africa, India, Norway, the United States, and Poland. A user-friendly manual and guide show many innovative ways in which children and youth can participate effectively in research, policy-making and project implementation[110]. This includes adaptation of the *Participatory Rural Appraisal* approach for children, with drawing, mapping, interviews, time schedules, photographs, model-building, child-led tours, focus group discussions, role play, visioning and ranking exercises. Project leaders work with local government leaders and institutions, often using public events, to educate them on the needs and views of the children[111].

Sathyanagar, India, a small settlement on the edge of Bangalore that was being rapidly encroached on by urban development in the late 1990's, had poor services, and little water or sanitation[112]. The project worked with 38 girls and boys aged 10-14, from a cross-section of the religious and linguistic groups. The project staff trained a team of young researchers and invited local NGO's to take part in mapping and surveys. Individual and group discussions were held with the children and used drawings and photographs, walking tours, and daily activity logs[113]. The project found a disheartening lack of connection between local officials' views on the needs of young people (opportunities for sports and recreation) and the children themselves (more trees, less traffic, cleaner roads, clean water and sanitation). The municipality had also built a new community toilet complex on the children's favourite play space, in spite of claims that the community had been consulted.

The project produced valuable lessons about the importance of including rich qualitative information about children's lives in planning, difficulties of putting participation into practice, and the need for planners and development organizations to understand the value of *real* participation. Nevertheless, the project resulted in a new study centre, staff training, a shift in attitudes towards slum areas, and a new NGO devoted to promoting literacy and educational opportunities for low-income youth in collaboration with the Government.

4.3   Summary

A number of international organizations have norms, commitments and mandates to promote the inclusion of children and youth in urban governance, and see participatory processes as a major way forward. UN-HABITAT has a clear mandate and is centrally placed, given its experience and commitments, to facilitate and promote their participation, particularly those most marginalised. Internationally supported projects provide good examples of viable, effective approaches that have impacted municipal decision-making processes, as well as increasing the involvement, capacity, and understanding of children and youth themselves.

The implications for UN-HABITAT are that, as part of the Urban Governance Campaign, it takes a leadership role in promoting the integration of children and youth in the diverse UN, national and local initiatives on urban governance and development. There is much to be gained from the sharing and integration of approaches and lessons learned by different agencies and the further improvement of these models through extended support, development and collaboration with other international organizations, national and local governments, civil society, NGO's and donors.

SECTION V. CHILDREN, YOUTH AND THE PRINCIPLES OF GOOD URBAN GOVERNANCE

UN-HABITAT has twenty years of experience and commitments in the field of urban infrastructure and environmental improvement, sustainable cities, city-based consultations, safety and security, the *Global Campaign on Urban Governance*, as well as its focused initiatives with children and youth at risk. UN-HABITAT argues that if the norms of good governance are to be implemented, they must be grounded in the realities of urban management and planning. With its primary focus on urbanisation, UN-HABITAT, clearly, has a significant and central role to play in the international effort to bring all children and youth into urban governance. The *Global Campaign on Urban Governance* embraces seven interrelated principles which have implications for policy development related to children and youth. Their implications for women have also been established.

5.1.   Sustainability
Urban settlements need to be able to sustain any gains they make in recognising and providing for the needs of their inhabitants, and to plan for the needs of future generations. Given the high proportions of urban children and youth living in poverty and exclusion, it is essential that their current and future needs are included in strategic planning. Failure to do so will mean generations of unproductive or demoralised adults. This is not only for reasons of intergenerational equity, but to ensure the sustainability of environmental resources for future generations.

5.2.   Subsidiarity
Local level policies impact individuals and communities most closely. Devolving certain financial and administrative powers from the national to the municipal level, and from municipal to ward level, will provide far greater opportunities for policies and initiatives to be tailored to the particular problems, circumstances

and strengths of local populations, to result in visible change and long-term gains. This also offers greater possibility for children and youth to be recognised as legitimate voices with concerns based on their particular needs and experiences. This involves working from the ward level upwards, where they can provide input to both consultation and planning processes, apart from undertaking and generating their own research and projects.

5.3.   Equity

Children and youth - both girls and boys - have the same rights to a healthy and enabling environment as adults. However, they will remain excluded from good urban governance if their rights and needs are not represented and resources are not allocated to meet those needs. This requires a major shift in thinking about the potential role of young people, seeing them not as problems to be ignored or policed but as resources with much to offer to their communities.

5.4.   Efficiency

Effective and efficient policies that assist the most people with the least costs are a key goal for most governments, national and municipal. Given that children and youth form such a large and growing proportion of urban populations, especially in developing countries, the involvement of youth in the planning and provision of urban services is both logical and realistic and represents an economical way of efficiently achieving policy goals.

5.5.   Transparency and accountability

At the municipal level there are many ways of engaging the public in policy decision-making and demonstrating both transparency and accountability in how decisions are made and resources spent. The decision-making process, traditionally, tended to be limited to adults, most often men, while children and youth have rarely been engaged. For municipal governments the big challenge is communicating in a language that is accessible to young people, finding ways of engaging their interest and attention, and sustaining that interest

and input. This can be achieved by such vehicles as child and youth parliaments, junior councils and youth budgeting as well as institutionalising their participation at all local levels of decision-making. There will be a need for capacity-building among child and youth groups to support these initiatives.

5.6.   Civic engagement

Cities have a major opportunity and responsibility to facilitate and encourage opportunities for children and youth to learn to become responsible citizens. Providing such opportunities, both at the ward and municipal council levels is likely to strengthen the development of sound and efficient policy-making and ensure local neighbourhood representation, apart from building up strong and responsible civic leadership for the future.

5.7.   Security of individuals and their environments

All citizens have a right to a safe and secure environment and city leaders face many challenges in meeting this goal. Municipal governments need to build security and prevention strategies, based on full assessment of the needs of children and youth, into their overall strategic plans rather than seeing them as the source of security problems or relying on traditional deterrent or criminalising policies.

5.8.   Summary

UN-HABITAT's Global Campaign for Urban Governance is based on seven interrelated principles whose applicability to the situation, needs, and potential of children and youth is clear: sustainability, subsidiarity, equity, efficiency, transparency and accountability, civic engagement, and security of individuals and their environments. Cities are *more likely* to achieve their goals if based on these principles and if they embrace children and youth as active participants with much to offer to their strategic plans and decision-making processes. This also ensures not only meeting the needs of more citizens but also building a sense of empowerment, civic responsibility, and strong engagement and leadership for the future generation.

SECTION VI.CONCLUSIONS AND POLICY ISSUES

6.1. Overall Conclusions and the Role of UN-HABITAT

This paper has outlined strong arguments and the urgency for creating a much greater space for children and youth in urban governance. Without action at international, national and municipal levels, the health, social and economic growth and safety and security of cities will be severely affected and the current and future lives of children and youth, whose numbers are now larger than at any time in history, will be placed in jeopardy.

- Almost by universal agreement it is acknowledged that children and youth have rights, including rights to a healthy and safe environment, a future livelihood, to be heard and to participate in decision-making which affects them. Governments must work to ensure these rights which can be furthered through the development of national and local action plans and integrated policies that are sensitive to gender, target the most vulnerable groups, and include children and youth in their development.

- A number of international frameworks already exist to support these processes. UN-HABITAT's mandate, in particular, places it in a central position to further the integration of children and youth in cities, especially those most at risk, and their participation in urban governance. It views children and youth as assets, rather than problems, and as crucial in ensuring the safety and future of cities globally. UNESCO, UNICEF, ILO and the World Bank, also, have mandates related to this goal.

- At the national level, a number of governments in both developing and developed countries have already recognised the rights of children and youth and developed

cross-cutting integrated policies and strategies focussing on their needs. Many have established child and youth parliaments and supportive networks furthering meaningful participatory mechanisms. However, there is much more to be done.

- At the local government level, recognition of the rights of children and youth, development of integrated policies and action plans, improved information systems and specific budgeting, and models of participatory mechanisms such as Junior Councils, budgeting and research have all been initiated. These are all beginning to be recognised as important ways to fight poverty and exclusion and to promote citizenship among children and youth. Such local projects show that they can be feasible, viable and sustainable and demonstrate that children and youth are willing, able and often very creative in contributing to the development and implementation of local decision-making plans and actions. Lessons have been learned from pilot projects, including the need for clear protocols and guidelines, training and capacity building for all involved.

- There is a huge scope for the expansion of these models in developing countries in particular. This requires national governments to encourage action and devolve some responsibilities to local governments for the participation of children and youth to be meaningful at the urban level where they live. There is a continuing need for support from international agencies, donor countries and NGO's. This points to promoting good models of participation, establishing clear guidelines and procedures for engagement, embedding participatory processes in local government as permanent features, as well as ensuring adequate training and capacity building for city officials and other institutions and children and youth themselves.

- UN-HABITAT's mandate, knowledge and commitments, through its Safer Cities and Urban Management Programmes and Global Partnership Initiative on Urban Youth Development in particular, and as well as of sister international organizations, provides an excellent basis for consolidating and scaling up participatory approaches that include children and youth. The seven interrelated principles underlying the Global Campaign on Urban Governance clearly apply to children and youth whose inclusion will greatly further the achievement of the Campaign's goals.

Ensuring good urban governance depends heavily on having the necessary resources, legislative and regulatory powers, as well as support from national government and the international community. This points to the importance of continued, concerted support and collaboration of UN-HABITAT and other international organizations, national and local governments, aid agencies, NGO's and donors to aid the development of local governance that includes and fosters the participation of children and youth.

6.2. Policy Issues

A number of outstanding policy issues for UN-HABITAT and other international organizations arise from this paper. They are also issues for local and national governments, donor agencies and NGO partner organizations to consider. They are summarised below to facilitate debate and action:
- Recognition for activities
- Children and youth representation in local decision-making
- Participatory urban policy
- Involvement of youth in city development strategies
- Safety and security of urban children and youth
- Building capacity of youth organizations and groups
- Building capacity of local governments
- Youth budgeting
- Integrated local youth policies

6.2.1 Policy Issue No 1: Recognition for activities

What is the issue?
The activities of children and youth and their contribution to urban life have traditionally been ignored or criminalised. Yet they have much to contribute and their views need to be recognised as relevant, valid and important in the development of safe and healthy urban environments. This includes development of the informal economy and income generation mechanisms, given their often heavy burdens of responsibility resulting from poverty and the difficult circumstances of urban environments. It involves recognition of the different contributions and experiences of girls and boys, and those from ethnic minority groups. In particular it involves giving equal attention and recognition to the activities and contributions of the most marginalized youth at risk. This issue addresses the urban governance campaign norms of *sustainability*, *equity* and *efficiency*.

What has been done so far?
- UN-HABITAT support to youth employment and training in city consultations and Safer Cities programmes.
- Campaigns and pilot programmes to promote youth employment, micro-credit and youth networks.
- The establishment of the ILO facilitated Youth Employment Network to promote strategies and programmes.

What needs to be done?
- Continue to advocate for recognition of their activities as constructive and beneficial e.g. through good practice, development of "model" by-laws, tool kits.
- Further integrate recognition of children and youth activities in UN-HABITAT campaigns and programmes at national and local levels.
- Municipalities to review by-laws on the use of public space, the informal economy and trading activities in urban plans.

- Expand job skills, job creation and employment, job training activities and support.
- Develop specific strategies and projects targeting the most vulnerable youth, including girls and boys, and minorities in the poorest areas.
- Ensure the involvement of young people in the development of national and local action plans.

What are the constraints?
- Engrained attitudes among adults, authorities and organizations who fail to acknowledge their rights, and see children and youth as liabilities and sources of problem and disorder.
- Traditional exclusion of the informal sector in strategic planning and economic policy, and of the contribution of children and youth.
- Traditional customs and attitudes which favour boys, and discount the activities and contributions of girls.

6.2.2. Policy Issue No 2: Children and youth representation in local decision-making

What is the issue?
Children and youth have traditionally been excluded from local decision-making in most countries. The 1989 Convention of the Rights of the Child underscores their right to be heard and to be represented. While there is widening acceptance of the importance of participation in urban governance, this has continued to exclude the young. Junior Councils, and Child and Youth Parliaments and Forums are some of the ways in which such involvement can be developed and sustained, ensuring that there is representation from the ward level upwards. These bodies can contribute in constructive and cost-efficient ways to local decision-making. Municipalities need to recognise such organizations as statutory bodies within local urban government, and facilitate their development, as well as promote the inclusion of young people at all local levels, e.g. on school and youth facility boards.

This issue addresses the urban governance campaign norms of *civic engagement, equity, efficiency and transparency*.

What has been done so far?
- UN-HABITAT support to local authorities, community organizations and youth groups in developing junior councils and youth parliaments.
- UNICEF guidelines on participation by children, at all levels, in the community, as well as the promotion of child and youth parliaments.
- Pilot projects exploring participatory approaches e.g. Growing Up In Cities (GUIC) Child Friendly Cities (CFC).

What needs to be done?
- Continued advocacy through Urban Governance Campaign national launches, local campaigns and programmes
- Scaling up local level programme development
- Integrating child and youth participation into all City Consultations
- Strengthening the integration of child and youth strategies in Safer Cities projects
- Development of protocols, guidelines, toolkits and technical support mechanisms to facilitate participation, and the embedding of participatory mechanisms.
- Development of specific toolkits and demonstration projects for children and youth at risk
- Monitoring and benchmarking of child and youth involvement at the local level.

What are the constraints?
- Local governments and other institutions and organizations discount the views of children and youth.
- Tendency to give only a token hearing or representation.
- Difficulties of ensuring the inclusion of the most marginalized children and areas.
- Child and youth may be suspicious, unwilling to work with or trust other groups, municipalities or NGO's.

6.2.3. Policy Issue No 3: Participatory urban policy

What is the issue?
Urban policy-making needs to be participatory in the fullest sense - not in terms of token representation or superficial consultation or discussion. This means that the views and concerns of all citizens, including children and youth, civil society organizations and the private sector should be included. Participation goes further than consultation, in requiring active involvement at all stages of policy development and implementation, and should not be limited to the most powerful or established groups. Specific attention needs to be given to ensuring that ethnic and cultural minorities and the most vulnerable groups are included. This includes, for example, children and youth in conflict with the law, street children and those affected by HIV/AIDS or conflict. This issue addresses the urban governance campaign norms of *sustainability, subsidiarity, civic engagement, equity and efficiency*.

What has been done so far?
- UN-HABITAT works to ensure the participation of the poorest children and youth in urban policy e.g. through their involvement in urban environmental audits, and participatory budgeting.
- Model pilot programmes with children in cities e.g. GUIC, CFC
- A number of cities have established and embedded participatory mechanisms for children and youth.

What needs to be done?
- Redesign urban policy development procedures and budgeting to allow for the incorporation of participatory input from citizens (children and youth, women, minorities, other citizen groups) from the ward level up to council level.
- Allow for specific outreach to poorest informal settlements, areas and groups to ensure fullest participation.
- Allocate specific funding and feedback procedures to ensure that participation is not just a token.

- Develop model protocols and guidelines, data collection tools and information systems.
- Training and capacity building for local governments, NGO's and children and youth.

What are the constraints?
- Unwillingness by national governments to devolve powers to the local level.
- Local governments may lack awareness of the benefits of participatory policy development.
- A failure to allocate budgets to finance meaningful participation.
- Difficulties of involving the most marginal children and youth.

6.2.4 Policy Issue No 4: Involvement of children and youth in city development strategies

What is the issue?
Since children and youth comprise such a large component of urban populations, a specific Child or Youth Development Plan should form part of the overall city development strategy. Their active involvement at all stages should be sought. They can contribute in creative and constructive ways to the development of strategies, the details of environmental action plans, and their implementation. This may be through collaboration in data gathering and research at a ward level, supplementing overall data profiles and neighbourhood surveys, and taking part in policy development and project implementation at the ward or city level. Such approaches enrich the quality of information, which forms the basis for policy development, and offer considerable cost savings and benefits. They also provide employment, training and skill development for the young people involved, as well as ensuring greater coverage of the poorest informal settlement areas. This issue addresses the urban governance campaign norms of *sustainability, subsidiarity, civic engagement, equity and efficiency*.

What has been done so far?
- Model programmes and pilots have demonstrated the feasibility and value of including children and youth as researchers, data gatherers and advocates.
- A number of countries have established national action plans and facilitated city plans.
- A number of cities in developed and developing countries have instituted mechanisms for the participation of children and youth e.g. in the use of public space or leisure provision.

What needs to be done?
- Continue to advocate for, and support the involvement of children and youth in the development of city strategic plans and their implementation, through conferences, youth forums, and child and youth parliaments.
- Development of model gender-sensitive child and youth plans, to include informal sectors and the most marginalized youth.
- Development of toolkits on research and analysis of problems, the development of plans, implementation of projects, education, public awareness and advocacy.
- Development of protocols and guidelines.
- Coordination of good practice approaches to involving children and youth in city strategies e.g. data gathering methods.
- Monitoring and benchmarking of progress at city level.

What are the constraints?
- Unwillingness to recognise the potential contribution of children and the youth.
- Difficulties of including the most marginalised children and youth.
- Long-term exclusion of informal sectors and their populations in city development plans.

6.2.5. Policy Issue No 5: Ensuring the safety and security of children and youth

What is the issue?

A major local authority responsibility is to work to ensure the safety and security of all its citizens, including children and youth. Children at greatest risk are those most likely to be criminalised and victimised. Many local governments do not fully understand the factors which place children and youth at risk, and tend to react repressively and through the use of the criminal justice system. This is both costly and regressive, failing to recognise that preventive strategies can be much more cost-effective. The development of crime prevention strategies which provide support to those most at risk, e.g. implementing policies and programmes to support the integration of youth at risk and those in the justice system back into their communities, are approaches which have proved to be viable and sustainable. Enacting and enforcing international, national and local legislation against the exploitation of young people, including sexual and physical violence, should form part of overall national and local youth plans. Municipalities need to recognise the extent and importance of developing protection against intimate violence, sexual exploitation of girls and boys, and sexual assault. This means making a role for children and youth in the development of urban security. This issue addresses the urban governance campaign norms of *security of individuals and their environment, sustainability, subsidiarity, equity and efficiency*.

What has been done so far?

- A number of international conventions, agreements and protocols on the reduction of trafficking in drugs, small arms, and persons especially women and children.
- UN-HABITAT's Safer Cities Programme advocates and supports cities in the development of safety strategies, plans and programmes include youth and violence against women as focal concerns.

- Advocacy, research and pilot projects by other international organizations such as UNICEF.
- Some regional agreements on the elimination of cross-border trafficking and exploitation affecting children and youth (cf. West African countries).
- Model programmes on the recruitment and training of young people at the neighbourhood level to work as guardians or mediators, or provide peer education on the prevention of HIV/AIDS and crime or violence against women. These are examples of the incorporation of young people into safety planning and policy implementation.

What needs to be done?
- Major educational campaigns to reduce the extent of violence against children and youth in the streets, and the home, and exploitation across borders.
- Expansion of Safer Cities sites, and the development of gender-sensitive toolkits and guidelines.
- Greater involvement of NGO's and the private sector in projects targeting groups at risk.
- Increased training of municipal staff, elected officials, and all personnel who work with children and youth on youth at risk and prevention approaches.
- At national and local levels enactment of legislation and the establishment of enforcement mechanisms to counter the trafficking and exploitation of children and youth, including women and girls.
- Strengthening of cross-boarder liaison and preventive strategies.

What are the constraints?
- Extent of the problem and the difficulties of working in overcrowded informal settlements.
- Public reactions to safety issues which tend to be defensive and repressive.
- Lack of understanding by many elected officials and administrators of the risk factors for children and youth, and the specific exploitation and risks to girls.

6.2.6. Policy Issue No 6: Building capacity of youth organizations and groups

What is the issue?
Youth organizations already exist in many cities and municipalities. However, they may be ephemeral, unconnected to each other, or disinterested or mistrustful of working with other youth groups, local NGO's or government departments and officials. Many young people lack an awareness of the role of local government and its importance, the skills to communicate effectively with organizations, or build up and sustain initiatives without support. Their understanding of their responsibilities and potential role in urban governance needs to be strengthened and sustained through ongoing training and capacity building. Building stronger child and youth networks will help to sustain and embed their involvement. In this way, municipalities can foster the development of citizenship. Fostering exchanges and networking with youth in other cities is a valuable way of strengthening and sustaining such organizations. This issue addresses the urban governance campaign norms of *subsidiarity, civic engagement, transparency and efficiency*.

What has been done so far?
- Establishment of Youth for Habitat networks which work with national and local governments and internationally to develop the capacity of youth groups.
- A number of other international, regional, national and local youth networks have been developed and provide information and support.
- Model programmes such as Junior Councils, youth participatory budgeting, GUIC and CFC have included the training of children and youth to develop their capacity.

What needs to be done?
- Continued advocacy to show this is an investment in the future health and good governance of municipalities.

- Scaling up capacity-building projects for children and youth, from ward level upwards.
- Development of youth capacity-building tools and manuals.
- Ensuring capacity-building is included in all plans for youth participation as a continuing component.
- Transferring the skills and knowledge of more experienced children and youth to their peers and others.
- Developing country-wide youth networks and exchanges, and city-to-city exchanges between countries, including between the North and the South.

What are the constraints?
- Children and youth grow up quickly, it can be difficult to sustain involvement, and bring in new leaders.
- Tendency to regard capacity-building as an add-on, or costly, not as an investment.

6.2.7. Policy Issue No 7: Building capacity of local governments

What is the issue?
Many local governments have come to regard children and youth as problems to be ignored or repressed, rather than as future citizens and lively and insightful resources for the development of strong and thriving local neighbourhoods and cities. Elected officials and administrators often lack an understanding of participatory processes, work in traditional isolated sectors without an awareness of the need to integrate policies and resources, and have failed to incorporate and include both informal settlements and young people. Training and ongoing capacity building for elected municipal officials, administrators, and those working closely with children and youth, such as the police and criminal justice personnel, social and health workers and teachers, are essential components for building and sustaining good child and youth development plans and participatory practices. NGO's also need to be involved in such capacity building.

This issue addresses the urban governance campaign norms of *sustainability, subsidiarity, civic engagement and efficiency*.

What has been done so far?
- UN-HABITAT has supported capacity building projects for local authorities in many of its Safer Cities and Urban Management Programme initiatives.
- Tools to facilitate participatory processes have also been developed.
- International city associations have undertaken pilot projects with local authorities.
- The GUIC and CFC model programmes have both contributed to capacity-building among local authorities and NGOs.

What needs to be done?
- Increased focus on capacity building of elected local officials to help embed and sustain cross-cutting strategies for child and youth participation.
- Increased focus on capacity building of municipal employees, and those working directly with children and youth.
- Training and capacity building among NGO's which work with children and youth.
- Utilising the resources of children, youth groups and junior councils to undertake project support.

What are the constraints?
- Many competing demands on time and resources.
- A tendency to view training as a one-time not a continuing process.
- Changes in government and personnel.

6.2.8. Policy Issue No 8: Youth budgeting

What is the issue?
Local governments are often wary of accepting that children and youth can participate in decision-making in meaningful ways. One of the most successful models is through youth participatory budgeting. This helps to integrate, empower and train children and youth in the responsibilities and challenges of participatory governance through the allocation of specific annual funds and budgetary mechanisms. These need to be linked into the municipal budgetary cycle, enabling municipal governments to report back on action taken on a regular basis. This issue addresses the urban governance campaign norms of *sustainability, subsidiarity, civic engagement, equity and efficiency*.

What has been done so far?
- A number of cities and countries have established youth participatory budgeting on an ongoing basis.
- UN-HABITAT has supported a number of projects in cities e.g. in Brazil.

What needs to be done?
- National and local governments to facilitate the development and widespread adoption of participatory budgeting by children and youth among municipalities.
- Development of model protocols and guidelines.
- Development of tool kits.
- Monitoring and evaluation of ongoing projects to expand knowledge of good practices and demonstrate the significance of outcomes and cost-effectiveness.

What are the constraints?
- Time and commitment to develop infrastructure of youth groups, and to implement participatory budgeting recommendations.
- Difficulties in ensuring the involvement of the poorest informal areas and children and youth at greatest risk.
- Failure by local governments to allocate resources or implement action proposed.

6.2.9. Policy Issue No 9: Integrated local youth policies

What is the issue?
Most municipal governments have inherited traditional structures with separate responsibilities for all service sectors. Responsibility for issues relating to children and the youth has tended to be limited to such departments as welfare, family and social services, recreation and criminal justice. Yet all municipal services impact children and youth, from transport and planning, to waste disposal and regulation. Informal settlement areas lack many of the essential components to provide healthy and safe lives for the young, including schools and health services. Developing cross-cutting integrated policies and action plans will strengthen the capacities and effectiveness of local governments to respond to the needs of all children and youth. Such policies need to be gender sensitive, and pay special attention to the needs and experiences of the most vulnerable youth, those in conflict with the law, those living with HIV/AIDS, or in the most vulnerable and risky situations. This issue addresses the urban governance campaign norms of *sustainability, subsidiarity, transparency, equity and efficiency*.

What has been done so far?
- A number of countries and cities have instituted integrated action plans for children and youth e.g. the City of Rotterdam.
- UN-HABITAT has worked to develop integrated approaches through its city consultations and Safer Cities programmes.
- The Child Friendly Cities Movement supported by UNICEF has helped to promote the need for integrated plans and policies.

- A number of countries have developed national child agendas, and national youth plans using an integrated model (e.g. South Africa).

What needs to be done?
- Advocate for greater allocation of resources and devolution of powers to local governments.
- Development of model information systems and observatories on child and youth issues
- Development of model guidelines for local authorities.
- Further promotion and exposure of good practice models.
- Exchanges between cities to expand knowledge, expertise and transfer of training.
- Continued advocacy of national plans and their implementation.
- Training and capacity building at the local government level.

What are the constraints?
- Failure to implement national policies for children and youth.
- Failure to allocate resources, or sufficient resources to implement integrated policies at the local level.
- Traditional and engrained patterns and attitudes towards children and youth issues.
- Lack of training and awareness of the value of integrated policies.

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Notes

[1] UN-HABITAT (2002). *The Global Campaign on Urban Governance.* Concept Paper, 2nd Edition March. Nairobi: UN-HABITAT.

[2] See for example *Women and Urban Governance*. (2001b). Policy Dialogue Series No. 1. Nairobi: UN-HABITAT; *Principles and Realities of Urban Governance in Africa*. (2002b). Nairobi: UN-HABITAT.

[3] For a summary of the campaign see: UN-HABITAT (2002). *The Global Campaign on Urban Governance.* Concept Paper, 2nd Edition March. Nairobi: UN-HABITAT.

[4] Promoting good urban governance is one of the strategies identified by the Secretary General's Road Map towards the implementation of the United Nations Millennium Declaration (para 121). The campaign's mandate is further built on General Assembly resolution 54/209 of December 1999; CHS Resolution 17/1 of May 1999; CHS Resolution 18/3 of February 2001; and the Declaration on Cities and other Human Settlements in the new Millennium (UNGASS) of 9 June 2001.

[5] Idib. p. 13 The definition is taken from UNDP.

[6] *welfare approach* (providing goods and services to individuals and groups); a *human development approach* (empowering groups and individuals); an *environmental approach* (the importance of providing for future generations); an *institutional approach* (how actors and institutions can be shaped to promote greater inclusion); and a *rights-based approach* which forms the fundamental basis for all these other kinds of intervention.

[7] UN-HABITAT (2002). *The Global Campaign on Urban Governance.* Concept Paper, 2nd Edition March. Nairobi: UN-HABITAT.

[8] La Cava, G. & Lytle, P. Youth –Strategic Directions for the World Bank. Draft May 2003. Young people are defined as those aged 15-24.

[9] UNICEF, WHO, UNAIDS and ILO, for example, often use the term "children" to refer to those under 10 years of age, while "young people" refers to those of 10-24. The term "youth" is also used to refer to those between the ages of 15 and 24, and "adolescents" those of 10-19 years. Countries and regions also have different conventions. In many African countries it is common to refer to "young people" as those ranging from under 10 up to 35 years of age.

[10] The achievements in each of these areas were reviewed at the UN Commission on Social Development in February 2003, as well as in meetings of the World Youth Forum in Braga, Portugal in 1998 and Dakar, Senegal in 2001.

[11] *Cities in a Globalizing World, Global report on Human Settlement* (2001a). Nairobi: UN-HABITAT and Earthscan Publications; UNICEF (2002a). Poverty and Exclusion Among Urban Children. *Innocenti Digest* No. 10 Florence: Innocenti Research Centre.

[12] *Cities in a Globalizing World, Global Report on Human Settlement 2001a*. Nairobi: UN-HABITAT and Earthscan Publications.

[13] See UN-HABITAT (2003a) Draft Strategy paper *Youth in Africa: A Focus on the Most Vulnerable Groups* for more detailed discussion of the needs of youth in Africa.

[14] *World Youth Report 2003* presented at the 41st Session of the Commission on Social Development, New York February 2003.

[15] Xenos, P. & Kabamalan, M. (1998). "The changing demographic and social profile of youth in Asia." *Population Research Reports* No. 12 October.

[16] Curtain, R. (2002). "Youth in extreme poverty: dimensions and country responses." Paper presented at the Expert Group Meeting on Global Priorities for Youth, Helsinki October 2002. The higher estimates, based on the numbers surviving on less than $2 a day or the numbers underweight, are seen as more accurate. Most country estimates may systematically underestimate youth poverty because of the focus on data collection based on households and families. Country plans often fail to include youth in their strategies to deal with poverty problems.

[17] Barra, X. (2003). "Changing the world: with children and for children." *Habitat Debate*, 9 (2).

[18] In Kenya, for example, a relatively wealthy African country, over 50% of primary school graduates do not attend secondary school, while free primary education was only introduced in January 2003, following the presidential election.

[19] Mr John Langmore, ILO presentation at the 41st Session of the Commission on Social Development, New York, 13th February 2003.

[20] *Global Employment Trends 2003*, p.1 International Labour Office, 2003.

[21] O'Higgins, N. (2002). *Government Policy and Youth Unemployment.* Youth Employment Summit, Alexandria, Egypt, September 7-11th.

[22] ECA (2002). *Youth & Employment in the ECA Region.* Economic Commission for Africa.

[23] UNICEF (1998). Child Domestic Work. *Innocenti Digest* No. 5 Florence: UNICEF Innocenti Research Centre.

[24] Stavrou, S. and Stewart, R. Stavrou, A. (2000*). The re-integration of child soldiers and abductees: a case study of Palaro and Pabbo, Gulu district, Northern Uganda.* Paper presented at the International Conference on War-affected Children, Winnipeg, Canada.

[25] UNDCP (1997). World Drug Report. Vienna: UNDCP

[26] UNDCP (1998). *The Drug Nexus in Africa.* United Nations International Drug Control Programme.

[27] Shaw, M. (2001). *Investing in Youth: International Approaches to Preventing Crime and Victimization.* Montreal: International Centre for the Prevention of Crime; Van Dijk, J. (1999). The experience of crime and justice. In Newman, G (Ed.). *Global Report on Crime and Justice.* UN Office for Drug Control & Crime Prevention. Oxford: Oxford University Press.

[28] See "Trends in urban crime prevention", *UNCJIN Crime and Justice Newsletter* 1994/5 Vol. 2 No. 2, and surveys of youth crime undertaken by UN-HABITAT Safer Cities Programme.

[29] UNODP (2002). Brazil Country Profile.

[30] WHO (2002). *World Report on Violence and Health.* Geneva: World Health Organization.

[31] Castro, M.G. et al.,(Ed). (2002). *Cultivating Life Disarming Violences. Experiences with education, culture, leisure, sports and citizenship with youths in poverty situations*. Brazilia: UNESCO. Hart, R. (1997). *Children's Participation*. London: Earthscan/UNICEF.

[32] UNICEF (2002a) *Poverty and Exclusion Among Urban Children* Innocenti Digest No. 10. Florence: UNICEF Innocenti Research Centre.

[33] See Malone, K. (2002). "Street life: youth, culture and competing uses of public space." Environment & Urbanization, 14 (2) 157-168.

[34] See Kiwala, L. & Arvidsson, M. (2003). "Young women and urbanization – trying to cope in crowded places." *Habitat Debate*, 9 (2); and *Women and Urban Governance*. (2001b) UN-HABITAT Policy Dialogue Series No. 1 Nairobi: UN-HABITAT.

[35] UNICEF (2002c) *Young People and HIV/AIDS: Opportunity in Crisis..* New York UNICEF & WHO and UNAIDS.

[36] Malan, M. (2000) "Disarming and demobilizing child soldiers: the underlying challenges". *African Security Review* 9 (5/6). It is estimated that 49 wars, mostly in developing countries, currently involve around 300,000 children and youth.

[37] McKay, S. and D. Mazurana, (2000) *"Girls in Militaries, Paramilitaries, and Armed Opposition Groups."*

[38] E.g. current estimates place the number of light arms in Africa at 100 million *ISS "Small arms proliferation in Africa" Newsletter. Dec, 1998*

[39] See for example Cornia, G.A. (Ed.) (2004). *Harnessing Globalization for Children: A report to UNICEF*. Florence: Innocenti Research Centre.

[40] Lansdown, G. (2001). *Promoting Children's Participation in Democratic Decision-Making*. Florence: UNICEF Innocenti Research Centre.

[41] Chawla, L. (Ed.) (2002a). *Growing up in an Urbanizing World*. Paris: UNESCO & Earthscan Publications.

[42] Under the Convention, children are defined as all those up to the age of 18 years.

[43] UNICEF (2002a). Poverty and Exclusion Among Urban Children. *Innocenti Digest* No. 10 Florence: Innocenti Research Centre.

[44] e.g. World Summit for Social Development in Copenhagen (1995), and the UN Conference on Human Settlements (Habitat II) in Istanbul (1996). The, have also been outlined by the 1979 Convention on the Elimination of all forms of Discrimination against Women (CEDAW), and by the Beijing Platform for Action (1995).

[45] *A World Fit for Children*. (2002d). Outcome document of the Special session. A/AC.256/CRP.6/Reve.3. New York: UNICEF.

[46] UN-HABITAT (2003b) *Youth and Governance in Sub-Saharan Africa.* Occasional Paper 3. Urban Management Programme, Regional Office for Africa.

[47] See Bartlett, S. (2002). "Building better cities with children and youth." *Environment & Urbanization*, 14 (2) 3-10.

[48] See UN-HABITAT (2003a) Draft Strategy paper *Youth in Africa: A Focus on the Most Vulnerable Groups* for more detailed discussion of the needs of at risk youth.

[49] Shaw, M. & Tschiwula, L. (2002). "Developing citizenship among urban youth in conflict with the law." *Environment & Urbanization*, 14 (2) 59-69. See also Human Rights Watch (2003) Vol 15 (1). *Egypt: Charged with Being Children.*

[50] Shaw, M. & Tschiwula, L. (2002). "Developing citizenship among urban youth in conflict with the law." *Environment & Urbanization*, 14 (2) 59-69. See also Human Rights Watch (2003) Vol 15 (1). *Egypt: Charged with Being Children.*

[51] See for example, Swart-Kruger (2002).

[52] The eight Millennium Goals include: eradicating extreme hunger and poverty, achieving universal primary education, promoting gender equality and empowering women, reducing child mortality, improving maternal health, combating HIV/AIDS, malaria and other diseases, ensuring environmental sustainability, and developing a global partnership for development. www.developmentgoals.org

[53] UN-HABITAT (2002). *The Global Campaign on Urban Governance.* Concept Paper, 2nd Edition March. Nairobi: UN-HABITAT.

[54] See "Young People in an Urbanizing World." *Habitat Debate,* 9 (2) 2003.

[55] including the 16-18th sessions of the UN Commission on Human Settlement, the 2nd-4th World Youth Forums, the 2002 Youth Employment Summit in Alexandria, Egypt, and the 2002 World Summit on Sustainable Development in Johannesburg, South Africa

[56] See Statement by Mr S. Ananthakrishnan, Chief, Partners and Youth Section UN-HABITAT at the 41st Session of the Commission on Social Development, 14th February 2003, and Habitat Debate, June 2003 Vol 9 No. 2.

[57] This will include the development of a training manual for youth, and pilot activities on youth employment and entrepreneurship.

[58] Resolution 19/13, Report of the Governing Council 19th Session May 5-9th 2003.

[59] *Developing citizenship among urban youth in conflict with the law in an African context.* The conference papers and Declaration can be accessed at www.welfare.gov.za/documents/

[60] See UN-HABITAT (2003a) Draft Strategy paper *Youth in Africa: A Focus on the Most Vulnerable Groups* for a more detailed discussion of the needs of at risk youth. The paper was the outcome of an Expert Group meeting at the World Bank facilitated *Youth Employment Summit* 2002, in Alexandria, Egypt, September 7-11th.

[61] See Chawla, L. (Ed.) (2002a). *Growing Up in an Urbanized World.* Paris: UNESCO. *Growing up in Cities* is a revival of a project originally pioneered in the 1970's.

[62] Driskell, D. (2002). *Creating Better Cities with Children and Youth. A Manual for Participation.* Paris: UNESCO.

[63] See UNICEF (2002d) and *The United Nations Special Session on Children. A first anniversary report on follow-up.* (2003a). UNICEF. www.unicef.org

[64] . E.g. in Albania and cities in the Ukraine. See UNICEF (2002a) op. cit. p.16.

[65] www.un.org/youth

[66] UNICEF (2003b). "Guidance Note on Promoting Participation of Children and youth". *Programme Policy and Procedures Manual: Programme Operations*. Section 13. (Revised May 2003). New York: UNICEF. For a review of the implications of the CRC, see also Lansdown, G. (2001). *Promoting Children's Participation in Democratic Decision-Making*. Florence: UNICEF Innocenti Research Centre.

[67] *Poverty and Exclusion Among Urban Children*; *Child Trafficking in West Africa*; and *Child Domestic Work* - All published by the UNICEF Innocenti Research Centre, Florence.

[68] ILO (2000). *Employing Youth: Promoting employment-intensive growth* Geneva: ILO; O'Higgins, N. (2001) *Youth Unemployment and Employment Policy. A Global Perspective*. Geneva: ILO.

[69] Miller, S. (2003). "Youth are an asset – unemployment is the problem." *Habitat Debate* 9 (2).

[70] See La Cava & Lytle (2003) op. cit.; World Bank 1998 Youth Development Project,
 www.worldbank.org/education/secondary/wbprojects/colombia.htm.

[71] An initiative of Education Development Centre, Inc and the Youth Employment Summit

[72] An initiative of Oxfam Australia. See www.iyp.oxfam.org

[73] Includes World Girl Guides and Scouts Association (WGGSA), World Scouts Association, Red Cross, International Youth Foundation, Young Women Christian Association (YWCA), and Young Men's Christian Association (YMCA)

[74] The Commonwealth Action Plan was established in 1998-9.
See www.cypyouth.org

[75] Lansdown, G. (2001). *Promoting Children's Participation in Democratic Decision-Making*. Florence: UNICEF Innocenti Research Centre. p. 16; Hart, R. (1997). *Children's Participation*. London: Earthscan/UNICEF.

[76] Idib. See also Clacherty, G. & Kistner, J. (2001). *Guns, power and identity*. Zimiseleni Research Project, South Africa. www.speakout.org.za

[77] Miljeteig, P. (2000). *Creating Partnerships with Working Children and Youth*. Social Protection Discussion Paper Series No. 0021. Washington DC: World Bank.

[78] See UNICEF (2003b). "Guidance Note on Promoting Participation of Children and youth". *Programme Policy and Procedures Manual: Programme Operations*. Section 13. (Revised May 2003). New York: UNICEF.

[79] UNICEF (2003a) op.cit.

[80] Corsi, M. (2002). "The child friendly cities initiative in Italy." *Environment and Urbanization*, 14 (2) 169-179.

[81] More than 80 cities took part in the first award in 1998, and some 200 in 2000.

[82] See e.g. the Nelson City Youth Council established in 2003 www.nelsoncitycouncil.co.nz/youth_council.htm.

[83] Information on Redwire, Youth Action Effecting Change and Youth Environment Network can be accessed at www..redwiremag.com, www.eya.ca/yeac, www.yen-rej.org/en/, www.vcn.bc.ca/rpys/, www.vcn.bc.ca/shra/youth.php .

[84] See White, R. (2002). *Public Spaces for Young People: a guide to creative projects and positive strategies.* New South Wales: Australian Youth Foundation and National Campaign Against Violence and Crime.

[85] See www.coe.int

[86] Lansdown, G. (2001). Op. cit.

[87] Shaw, M. & Tschiwula, L. (2002). "Developing citizenship among urban youth in conflict with the law." *Environment & Urbanization*, 14 (2) 59-69.

[88] See Human Rights Watch (2003) Vol 15 (1). *Egypt: Charged with Being Children.*

[89] See UNICEF (2003b). "Guidance Note on Promoting Participation of Children and youth". *Programme Policy and Procedures Manual: Programme Operations.* Section 13. (Revised May 2003). New York: UNICEF.

[90] This section draws on UN-HABITAT (2003b) *Youth and Governance in Sub-Saharan Africa.* Occasional Paper 3. Urban Management Programme, Regional Office for Africa. See also Satterthwaite, D. (2002). *City Governance for and with Children.* Paper given at the Children and the City conference, Amman Jordan December 11-13th 2002.

[91] Chawla, L. (2002b). "Insight, creativity and thoughts on the environment: integrating children and youth into human development." *Environment & Urbanization*, 14 (2) 11-21.

[92] See UNICEF (2003b). op cit.

[93] See Shaw & Tschiwula (2002) op. cit. and UN-HABITAT (2003a).

[94] Shaw, M. (2001). *Investing in Youth: International Approaches to Preventing Crime and Victimization.* Montreal: International Centre for the Prevention of Crime.

[95] Information on the Rotterdam municipal youth policy, projects and monitor can be accessed through www.stadhuis.rotterdam.nl and www.opgroeien.rotterdam.nl

[96] Sources: Yves Cabannes, UMP-LAC email: pgu@pgu-ecu.org; Guerra, E. (2002). "Citizenship knows no age: children's participation in the governance and municipal budget of Barra Mansa, Brazil." *Environment & Urbanization*, 14 (2) 71-84; and UNICEF (2002a).

[97] Including ITDG-EA, the Kenya National Council for Youth and Malindi Municipal Council. Source: UMP Regional Office for Africa, Malindi City Consultation reports.

[98] Information on the Civic Youth Strategy, Environmental Youth Alliance, YouthCO AIDS and Centre of Excellence can be accessed at www.vancouveryouth.ca, http://www.youthco.org/, www.eya.ca, http://www.engagementcentre.ca/

[99] Corsi, M. (2002). "The child friendly cities initiative in Italy." *Environment and Urbanization*, 14 (2) 169-179. Racelis, M. & Aguirre, A.D. M. (2002). "Child rights for urban poor children in child friendly Philippines cities: views from the community." *Environment and Urbanization*, 14 (2) 97-114.

[100] Merkle, C. (2002). "Youth participation in El Alto, Bolivia." *Environment and Urbanization*, 14 (2) 205-214.

[101] See Bartlett (2002) op cit.

[102] The 1989 *UN Convention on the Rights of the Child* (CRC) introduced a new philosophy acknowledging their rights to be respected as individuals with human dignity, to enjoy a safe and healthy environment, to express their views on matters affecting them, and to be taken seriously. Similarly, the 1995 and 2000 World Programme for Action for Youth, and the 15 action areas outlined in the 2003 World Youth Report; the 2002 UN General Assembly Special Session on Children and its *World Fit for Children* Declaration and Plan of Action; the 2002 UN resolution of youth employment; and international protocols on Trafficking in Human Persons, have all laid down standards and norms affecting children and youth.

[103] *City Consultations: Towards Participatory Urban Management in Latin American and Caribbean Cities*. (2001d). Urban Management Programme. Regional Office for Latin America & the Caribbean. UN-HABITAT.

[104] Riggio, E. (2002). "Child friendly cities: good governance in the best interests of the child." *Environment & Urbanisation*, 14 (2) 45-58. An International Secretariat was established in Italy in 2000 at the UNICEF Innocenti Research Centre.

[105] UNICEF (2002a). Poverty and Exclusion Among Urban Children. *Innocenti Digest* No. 10 Florence: Innocenti Research Centre.

[106] See Racelis, M. & Aguirre, A.D.M. (2002). "Child rights for urban poor children in child friendly Philippine cities: a view from the community." *Environment & Urbanization*, 14 (2) 97-113.

[107] Swart-Kruger, J. & Chawla, L. (2002). *Environment & Urbanization*, 14 (2) 85-96; UN-HABITAT (2003b) UMP op cit.

[108] Fuentes, P. & Niimi, R. (2002). "Motivating municipal action for children: the Municipal Seal of Approval in Ceara, Brazil." *Environment & Urbanization*, 14 (2) 123-133.

[109] See Chawla, L. (Ed.) (2002a). *Growing Up in an Urbanized World*. Paris: UNESCO; and Driskell, D. (2002). *Creating Better Cities with Children and Youth. A Manual for Participation*. Paris: UNESCO.

[110] Driskell, D. (2002) and Chawla, L. (2002a) op.cit.

[111] Chawla, L (2002b) op cit.; see also Hart, R. (1997). *Children's Participation*. London: Earthscan/UNICEF; and "Children's participation – evaluating effectiveness". *pla notes 42, October 2001*. London: International Institute for Environment & Development.

[112] Bannerjee, K. & Driskell, D. (2002). "Tales from Truth Town. Children's lives in a South Indian 'Slum'" in Chawla, L (Ed.) (2002b) op.cit.

[113] This showed that they led very busy lives "filled with responsibilities that are typically the domain of adults in middle-class Indian families and most Western countries."