

# CONGRESS OF LOCAL AND REGIONAL AUTHORITIES OF EUROPE

## **Opinion 12 (1999)<sup>1</sup> on the initial draft world charter of local self-government**

*(Extract from the Official Gazette of the Council of Europe – June 1999)*

### **I. Opinion**

1. Having been consulted on an initial draft world charter of local self-government by the World Association of Cities and Local Authorities Co-ordination;

2. In the light of the considerations presented by its Rapporteur, Ms Gaye Doganoglu (Turkey):

The Congress,

Bearing in mind the proposal of the Chamber of Local Authorities,

3. Agrees in principle with the approach followed;

4. Expresses its satisfaction that its own initiatives are extending beyond Europe;

5. Hopes that the process will be pursued with a view to adopting a draft text that can be submitted to the United Nations General Assembly at the beginning of the next millennium;

6. Declares that it is prepared:

*a.* to participate in this process and to ensure that the CLRAE as such can be called upon to express its point of view (to this end, it might immediately appoint a representative to ensure its direct participation in the work of preparing the world charter);

*b.* and take stock of its work in the area, above all for the information of countries belonging to other regional organisations;

7. States that it wishes to avoid imposing, deliberately or otherwise, a European model of local democracy on all countries in other continents, regardless of their history or culture;

8. To that end, suggests that the preparatory document of the world charter be kept sufficiently general to be accepted as a basis for discussion and not as a finished draft;

9. Is prepared to consider, with the authorities concerned of the United Nations and the World Associations of Cities and Local Authorities Co-ordination, the most effective ways of attaining the declared objective and, in particular,

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1. Debated and approved by the Chamber of Local Authorities on 16 June 1999 and adopted by the Standing Committee of the Congress on 17 June 1999 (see doc. CPL (6) 5, draft opinion presented by Ms G. Doganoglu, Rapporteur).

of establishing the most appropriate contacts with other regional organisations or groups of countries which might serve as suitable vehicles for spreading a culture of local and regional self-government that is shared world-wide;

10. With regard to its comments on the various parts of the initial draft world charter, refers to the more detailed considerations presented by Ms Doganoglu [CPL (6) 5].

### **II. Origin and philosophy of the draft world charter of local self-government**

Notwithstanding the obvious difficulty of the undertaking, the idea of a world charter of local self-government is not new, having been put forward for the first time as long ago as 1985, at the World Congress of the International Union of Local Authorities (IULA) in Rio de Janeiro. On that occasion the Congress adopted a “Universal Declaration of Local Self-Government”, which it returned to ten years later when, meeting in Toronto, it took note of the clear trend towards decentralisation and democratisation in various parts of the world.

But it was not until the close of the Second United Nations Conference on Human Settlements (Habitat II) that decisive momentum developed for putting this idea into practice. Habitat II was held in Istanbul just after the World Assembly of Cities and Local Authorities, at which it had been suggested that the United Nations adopt a world charter of local self-government.

On 4 June 1996, an official hearing of local authorities was held by Commission II to heighten participants’ awareness of this objective. Initially a grassroots project, it soon became institutional. It was referred to in the following terms in the Chairman’s report (paragraph 23): “the need for the development of national laws and regulations that clearly specify the role and responsibilities of local authorities vis-à-vis national governments and provide for effective decentralisation and local democracy, taking into account the principles of autonomy, subsidiarity and proximity, was also highlighted”.

Soon thereafter, on 29 July 1997 in New York, on the occasion of the 16th session of the United Nations Commission on Human Settlements, a Memorandum of Understanding was signed between the World Associations of Cities and Local Authorities Co-ordination (WACLAC), which seeks to federate the ten international local government associations, and the United Nations Commission on Human Settlements (UNCHS Habitat). One of the three points of the understanding concerned the preparation of a joint draft entitled “world charter of local self-government ... with a view to strengthening the role and capacity of local authorities to contribute effectively to sustainable human settlement development”. A joint task force was constituted for this project, to bring together the requisite components and hold the necessary consultations before submitting the text to the competent United Nations bodies.

Hence we are faced with an official process which, although it emerged from a United Nations sector-based activity and only concerned local self-government

indirectly, is aimed at securing institutional legitimacy world-wide and, for the first time at this level, sets out the principles of local self-government in a solemn declaration. As stated in the letter of 25 April 1998 (Appendix 1), which raises the issue of consultation on the initial draft world charter (Appendix 2), by Klaus Töpfer, Director-General and Head of the United Nations Centre for Human Settlements, and Heinrich Hoffschulte, Chairman of the Expert Group set up by the above-mentioned joint task force, work should culminate in the presentation of a final text to the United Nations Commission on Human Settlement (UNCHS Habitat) in 2001.

The ultimate aim is the promulgation of the charter by the United Nations General Assembly on the occasion of the Special Session in that year which will be dedicated to reviewing the implementation of the *Habitat Agenda*.

On the joint initiative of the UNCHS Habitat and the WACLAC, the Council of Europe, through its Congress of Local and Regional Authorities, is “invited to participate actively in the further development of this world charter”, as are “national governments and international organisations, local authorities and their associations, parliamentarians, NGOs and civil society organisations of all kinds”.

Accordingly, the Working Group of the Congress on the European Charter of Local Self-Government was instructed to formulate a preliminary draft opinion on the initial draft world charter. In doing so, the working group was assisted by Mr Alain Delcamp, Chair of the group of independent experts working under its auspices. The working group adopted the draft opinion on the initial draft world charter at its meeting of 12 April 1999 and then forwarded it to the Chamber of Local Authorities of the Congress of Local and Regional Authorities of Europe for final adoption.

### III. General remarks

The Congress can only welcome this initiative, especially since, as will be seen, the draft is modelled very closely on the European Charter of Local Self-Government. However, it takes the view that it would have been more consistent with the Statute of the Council of Europe and its unprecedented role in defending and promoting local self-government for the Congress to be involved in the preparation process from the outset and regrets that this was not requested of it. The conditions of its future involvement, notably before the draft is submitted to the United Nations General Assembly, should therefore at least be considered by the organisers and be negotiated with its representative bodies.

One major reason for satisfaction is that the document is already regarded as a valuable source and reference.

In his above-mentioned conclusions, the Chairman of Habitat II referred explicitly to the European charter, suggesting “that the experience gained in the implementation of the European Charter of Local Self-Government could be used as a basis for developing a global charter that would set out the key principles

underlying a sound constitutional or legal framework for a democratic local government system”.

In Part B of the memorandum appended to the letter of referral of the Congress, reference is made to the conditions for drawing up the European Charter of Local Self-Government. Its main points are then summarised, and emphasis is placed on the “process of periodic review of the state of local autonomy in particular member states, as a means of verifying compliance with the charter’s provisions”. Like a number of world associations of local authorities, the authors note “the universal nature of most of the principles of the European charter”, but point out that the formulation of a world charter which is applicable to all United Nations Member states is inevitably a more complex undertaking owing to diverse circumstances and levels of development. The way in which the principles of the charter have been adopted in recent years by countries which did not take part in its formulation encourages the authors to pursue this goal.

Accordingly, it will come as no surprise that the preliminary draft of the document on which the Congress is to give an opinion draws very heavily on the European charter, which it often repeats verbatim. The draft is the result of the work of the ad hoc group of experts, which met in Nairobi (Kenya) from 28 to 30 April 1998.

### IV. Observations and comments on the content of the initial draft world charter of local self-government

A comparison with the text of the charter can centre on five main points: the changes made necessary by the “world” context into which the future charter will fit, changes stemming from the framework of the UNCHS’s activities; changes and additions based on observing the implementation of the charter in practice; and a number of changes which appear to result from an analysis by the authors themselves. It also goes without saying that the articles which have been taken as they stand will require a short commentary, in order to ensure that the work of the Congress is not used to justify proposals for further changes.

#### 1. Changes made necessary by the “world” context into which the future charter will fit:

This primarily concerns the Preamble, which does not take local democracy for granted. The Preamble builds on article 21 of the Universal Declaration of Human Rights, which makes the will of the people the basis of all government. It stresses the fact that “many global problems (...) must be dealt with at the local level”, which in itself constitutes a major innovation.

The Preamble contains an appeal to promote decentralisation through local authorities and strengthen what it calls “their financial and institutional capacities”, and explicitly refers to the principle of “subsidiarity”.

Above and beyond its announced intention, which constitutes a major recognition of the need for local self-government, the Preamble only really incorporates one paragraph from the Preamble to the European charter, on

roles and responsibilities (the last paragraph of the proposed text of the Preamble).

It would be useful for the preamble to be enlarged to express the need for and importance of strengthening values linked to local self-government at world level, these values being of a universal nature because they are embodied in a philosophy of protecting and promoting human rights, whose ultimate objective is the well-being of individuals and their active participation in the life of society.

By contrast, the operative part is modelled very closely after that of the European charter. As will be seen below, many of its articles have been taken as they stand, usually with minor drafting changes.

Only two articles were added to Part I, one of which directly concerns the context of the new charter: Article 10 of the European charter, on the right to associate, has been divided into two so as to give prominence to the objective of “international co-operation”; Article 12 (new) of the world charter includes a first paragraph clearly affirming local authorities’ right to belong to international associations of local authorities. Paragraph 2 is the same as article 10, paragraph 3, of the European charter (co-operation with their counterparts in other states), and paragraph 3 again rightly stresses a particular aspect: involvement in the setting-up of international plans “concerning their roles and areas of responsibility”.

Article 10 of the new text (“Participation of citizens and partnership”) seems to rely more on the sector-based context in which the draft world charter was created.

## 2. Changes stemming from the framework of the UNCHS’s activities

Needless to say, the Preamble contains explicit references to “Agenda 21” and the *Habitat Agenda*. This is understandable at the current stage for both practical and “tactical” reasons, but they would clearly weaken the ultimate charter’s scope, which, like that of the European charter, should be more general.

However, concerns directly linked to the need for practical application of a policy of “human settlements” appear to have prompted the authors to depart from the very spirit of the charter.

For example, emphasis is placed on intensifying “dialogue” and “co-operation” between the state and local authorities. Local authorities are referred to as being “the closest partners of central governments”. The effect of this is to fail to mention the intermediate and regional levels and also to give more attention to the concept of enforcing national policies: in Article 8 (2) on supervision of the carrying out of delegated tasks, it is stated that “administrative supervision by higher level authorities may however go beyond legal control to ensure conformity with national policy”. Article 8, paragraph 3, (reference in the European charter to the concept of “proportionality”), which has been so heavily reworded that its meaning has been altered, might be interpreted as justifying interventionism by central government (“Supervision of

local authorities shall be exercised when necessary in due proportion to the interests which it is intended to protect”).

Regarding the goals of local policies, emphasis is placed on the idea of “social inclusion” (which is an essential housing policy objective). Reference is also made to participation by “community organisations”, a notion that needs to be explained, because it might constitute a danger to the very idea of citizenship in the charter, which is based on an individual conception of rights. The new Article 11, which is devoted entirely to participation, speaks of the “fulfilment” by local authorities “of their function of community leadership”. This point needs clarification before being included, possibly in a text of a general scope. No doubt in the interests of co-ordination, the authors have deleted from Article 3 the sentence which covers assemblies of citizens, referendums or all other forms of direct participation of citizens. This may weaken the very goal which the authors of the draft are apparently seeking to attain.

## 3. Changes and additions based on observing the implementation of the charter in practice

It is worth pointing out that the authors also sought to learn from the lessons of implementing the European charter. While not being older or outdated, and as the reports of the group of experts and the Working Group on the charter have shown, some of its provisions may not have stood the test of time or may at least require new or more precise interpretations because, owing to the monitoring procedure, they have to cope with an increasing number of practical problems.

The main lesson learned, and a very important one, is reflected in the suggestion to insert a third and final new article in Part III formally introducing a “monitoring procedure”. This would be modelled more closely on Social Charter than the European charter, because such a body would be appointed by the states parties and would only “comprise” members of local municipalities. This is a temporary solution, but it deserves further consideration. Why not stipulate, for example, that some of the members are to be appointed by the states from among prominent figures who hold local office and are nominated by international associations? The states (or even the United Nations) might also appoint a group of independent experts responsible for assisting the elected representatives. The question also arises whether, in view of their experience in the area, the members of the Congress of Local and Regional Authorities should be involving in this procedure.

The second major addition has to do with protecting elected representatives and councils against possible suspension or dismissal procedures. A specific paragraph has been added on this point in Article 7, thus drawing on the studies of the working group monitoring the implementation of the charter. Perhaps a drafting amendment would be sufficient: the end of the first sentence of the new text would then read as follows: “This should be done in accordance with procedures clearly defined in advance, respecting the adversarial principle”.

In the new Article 11 (“Associations of local authorities”), which is partly the result of dividing Article 10 of the European charter into two, the role of associations of elected representatives is much better explained and their “consultation” prior to the preparing of “legislation affecting local government” is clearly posed as an obligation applicable at all levels of government (the text reverts to this point on the restrictive nature of the Preamble, because it unambiguously envisages the hypothesis of legislation affecting local municipalities being issued at levels other than central government (to be on the safe side, “regulations” might be added to “legislation”).

4. *A number of changes which appear to result from an analysis by the authors themselves*

The text of the European charter has of course been carefully reread and a number of drafting and substantive changes made, including some which are not directly related to the institutional context in which the draft world charter was prepared.

A number of drafting improvements are worth mentioning. For example, in Article 4, which mainly addresses the apportionment of powers, the leading paragraph (the second in the text of the European charter) has been placed first, which is logical. The reference to the principle of subsidiarity in paragraph 3 – this being the first international instrument to define the concept – has been made more explicit. Paragraph 6 has been improved stylistically.

A number of changes are both formal and substantive. Some may have a positive impact (the replacement of the word “tax” in Article 9 (4) by “financial systems”]; the explicit reference to “vertical and horizontal” equalisation), whereas others may seem more debatable: references to the law have been deleted, notably in Article 4 (1) and article 9 (3). The notion of “merit” has been replaced by “professional experience” (it would have been better to retain both) in relation to recruiting staff (Article 6 (2)). The adjective “administrative” no longer modifies the notion of supervision (Article 8).

Some changes are substantive: they may be technical, such as the appearance of the notion of taxes of which the local authorities “receive a guaranteed share”. This change, like the one on vertical and horizontal equalisation, as well as the broad definition of delegated powers and the review of expediency, draws closely on the German situation.

The authors have also decided to introduce into the charter a reference to the principle of equality of the sexes. Despite its value, it is not certain that this has a direct link to the principles of decentralisation.

Likewise, new elements have been added concerning local government: compliance with “professional standards and conduct” and strengthening “our societies against corruption” (Preamble).

These objectives are praiseworthy in themselves, but less developed countries must not feel that the future draft

charter contains a set of “lessons in democracy” or moral precepts which emanate from more developed countries.

5. *Articles which have been taken as they stand and which might require changes, depending on the work of the Congress*

Ten articles out of twelve have been incorporated virtually verbatim: Articles 1 ; 2 (Constitutional and legal foundation of local self-government); 3 (Concept of local self-government); 4 (Scope of local self-government); 5 (Protection of local authority boundaries); 6 (Appropriate administrative structures and resources); 7 (Conditions under which responsibilities at local level are exercised); 8 (Supervision of activities); 9 (Financial resources); and 11 (Legal protection).

There is no reason to complain about this copying, but there is a risk that it will strengthen the impression of “Eurocentrism” referred to earlier and exacerbated by certain new versions. It would probably be desirable to give greater prominence to ideas and contributions from other continents. This is apparently the intention of the authors, because a number of regional meetings are planned. They would stand to gain from information about the situation of local democracy on the various continents. Reports along these lines might be requested of the various member states of the United Nations.

Secondly, it would probably be useful to use this new work in order to go beyond the letter of the European charter and take account of observations already formulated in monitoring reports submitted and adopted by the Congress. Further consideration might also be given to the following aspects:

- conditions for transposing rules on local self-government;
- the importance of democratising the administration at all levels and the holding of free elections;
- the principle of subsidiarity, notably its impact on the apportionment of powers at the various levels;
- the value of defining the various powers and, in particular, the need to assign a “hard core” of autonomous powers to each level, especially the local one.

The following would also be useful:

- drawing a clearer distinction, from the point of view of local self-government, between delegated and autonomous powers;
- emphasising the need for proportionality between the powers attributed and the means provided to exercise them. In this context, the importance of tax revenues the rates of which local councils may themselves fix should be underscored;
- giving greater prominence to the importance of local democracy for the creation of an elite and indeed, for spread of democracy;

- stressing the importance of identifying a system for reviewing the acts of local authorities which includes the notion of autonomy vis-à-vis central government;
- highlighting the link between the development of local democracy and personal fulfilment.

## Appendix I

### **Letter from the World Associations of Cities and Local Authorities Co-ordination regarding a world charter of local self-government to Mr Rinaldo Locatelli, Head of the Secretariat, Congress of Local and Regional Authorities of Europe (9 June 1998)**

Dear Mr Locatelli

As you will be aware, the international associations of cities and local authorities represented in WACLAC are committed to the cause of establishing a world charter of local self-government for promulgation by the United Nations. This objective was declared at the World Assembly of Cities and Local Authorities held in Istanbul on 30-31 May 1996, and was highlighted by the local authorities delegation to the Second United Nations Conference on Human Settlements Habitat II at its official hearing on 4 June 1996. The then President of CLRAE, Mr Alexander Tchernoff, participated actively in both events and underlined the positive results for local democracy which have been achieved in many parts of Europe from the adoption of the European charter of local self-government as a European convention.

I am pleased to be able to inform CLRAE that work on the preparation of the world charter is now well underway, as is indicated in the enclosed report of the first Expert Group meeting on the subject held in Nairobi on 28-30 April. The Expert Group was chaired by Dr Heinrich Hoffschulte, President of the German Section of IULA-CEMR and an adviser for the CLRAE, and it was assisted in its work by Professor Rusen Keles of the ARCOLE/ELGAR network of academic experts on local government constitutions.

The enclosed report takes the form of a joint *consultation document* issued by WACLAC and the United Nations Centre for Human Settlements setting out the origins, aims and proposed preparation process for the world charter (which includes extensive references to experience with the European charter), together with an initial draft text of the world charter itself (which draws heavily upon the European precedent). This document currently exists in English only, but French and Spanish versions are in preparation, and translation into the other three UN languages (Arabic, Chinese and Russian) will be undertaken when circumstances permit.

As the introductory report explains, the plan of action is to conduct wide-ranging consultations over the period 1998-2000 with a view to bringing forward a refined text of the charter for adoption by the United Nations in 2001.

All member associations of WACLAC have been asked to consider this Consultation Document and to formulate their views on the draft charter and the proposed consultation process. Views are also invited from all other interested

circles including individual cities, national associations of local authorities, Parliamentarians, non-governmental organisations, academic experts etc. Subject to funding constraints, the responses will be considered by the Expert Group at a second meeting to be held in late 1998/early 1999.

WACLAC would of course welcome any comments which the CLRAE may wish to make on the proposals set out in the Consultation Document in the light of its experience in launching the European charter and of monitoring its application in the countries which have ratified it. We hope that the Congress will welcome the initiative for a world charter and that it will wish to support and participate as appropriate in the necessary steps towards the realisation of this important objective.

P. N. Bongers  
Consultant for the world charter

## Appendix II

### **Part A United Nations Centre for Human Settlements (Habitat) World Associations of Cities and Local Authorities Co-ordination (WACLAC) (25 May 1998)**

#### **Towards a world charter of local self-government**

This consultation document represents the start of an important and ambitious partnership project between the United Nations and the local levels of government. Its aim is nothing less than to draw up an internationally agreed, adaptable framework for the practice of local democracy, as a vital contribution to the improvement of people's living conditions in all continents and regions.

At the Second United Nations Conference on Human Settlements – Habitat II – held in Istanbul in June 1996, national governments committed themselves to the objective of decentralising authority and resources (*Habitat Agenda*, paragraph 45 (c)). They also recognised local authorities as the closest partners of central governments, and as essential in the implementation of Agenda 21 and the *Habitat Agenda* (Istanbul Declaration, paragraph 12).

Since Habitat II, UNCHS (Habitat) has further developed its already close working relationship with the international associations of cities and local authorities in the framework of a Memorandum of Understanding with WACLAC setting out mutual commitments to collaboration in a number of key policy areas related to the implementation of the *Habitat Agenda*. The preparation of the world charter of local self-government is one of these joint undertakings. UNCHS (Habitat) and WACLAC are united in believing that the underpinning of the recent and very welcome decentralisation and democratisation trends in many countries, by the constitutional anchoring of local self-government on the basis of internationally recognised principles, can make a contribution of crucial importance to the effective and sustainable implementation of the *Habitat Agenda*.

This document explains the origins, the aims and the rationale for the preparation of the world charter, and sets out a first draft of the charter itself. It also maps out an extensive world-wide consultation and consensus-building process to be launched from now on, culminating in the presentation of the final text of the charter for adoption by the United Nations Commission on Human Settlements in 2001. The ultimate aim is the promulgation of the charter by the United Nations General Assembly on the occasion of the Special Session in that year which will be dedicated to reviewing the implementation of the *Habitat Agenda*.

National governments and international organisations, local authorities and their associations, parliamentarians, NGOs and civil society organisations of all kinds are warmly invited to participate actively in the further development of this world charter, which we believe can make a unique and vital contribution to the fulfilment of our shared Habitat goals.

Dr Klaus Töpfer  
Director General and head  
United Nations Centre  
for Human Settlements  
(Habitat)

Dr Heinrich Hoffschulte  
Chairman  
Expert Group  
on the World Charter

## Part B

### Towards a world charter of local self-government The origins, aims and proposed preparation process

#### Background

1. The World Assembly of Cities and Local Authorities, held in Istanbul on 30-31 May 1996 on the eve of the Second United Nations Conference on Human Settlements (Habitat II), called upon the international community to take steps “to draw up, in partnership with the representative associations of local authorities, a world-wide charter of local self-government setting out, for the guidance of all national governments and international agencies, the basic principles which should underlie any democratic local government system”. It urged that the basis of this charter should reside in the principle of subsidiarity of proximity, whereby decisions should be taken at the level closest to the citizens (municipality or town) and that only those tasks which the local level cannot effectively carry out alone should be referred to higher levels.

2. The debates at the World Assembly had focused a good deal upon the constitutional position of local authorities and their relationship with central governments in the discharge of their functions. In this context, the positive experience of the European charter of local self-government, adopted by the Council of Europe in 1985 as a European Convention and now signed and ratified by a large majority of the Council of Europe’s 40 member states, was strongly underlined in the debates.

3. The case for the promulgation of a world-wide charter by the United Nations was highlighted in the presentations by the local authorities delegation at the hearing before

Committee II of the Habitat II Conference on 4 June 1996, and this concern was recorded in the official report of that hearing (paragraph 11). The Chairperson’s summary of the hearing (paragraph 23) referred to the matter as follows:

“The need for the development of national laws and regulations that clearly specify the role and responsibilities of local authorities vis-à-vis national Governments and provide for effective decentralisation and local democracy, taking into account the principles of autonomy, subsidiarity and proximity, was also highlighted. In this context, it was suggested that the experience gained in the implementation of the European Charter of Local Self-Government could be used as a basis for developing a global charter that would set out the key principles underlying a sound constitutional or legal framework for a democratic local government system”.

4. The preparation of a world charter of local self-government figures among the aims specified in the Constitution of the World Associations of Cities and Local Authorities Co-ordination (WACLAC), the structure set up by the ten international local government associations which had convened the World Assembly in response to the call made by that Assembly for ‘an ongoing co-ordination to serve as the interlocutor and institutional partner of the UN and its specialised agencies’. WACLAC envisaged that such a charter would most effectively be drawn up in partnership with national governments through United Nations machinery, with a view to the final text being promulgated as an official United Nations Convention.

#### A partnership project

5. Following negotiations during the immediate follow-up to Habitat II and on the occasion of the 16th session of the UN Commission on Human Settlements in April/May 1997, the Memorandum of Understanding between UNCHS and WACLAC, signed in New York on 29 July 1997, commits both parties to undertake, as one of four priority activities, work on the preparation of a world charter:

“In view of strengthening the role and capacity of local authorities to contribute effectively to sustainable human and settlement development, the two parties hereby agree to undertake a joint project entitled the ‘world charter of local self-government’. More specifically, WACLAC and UNCHS will constitute a joint task force for this project to work on, *inter alia*:

- joint fund-raising for the project;
- identification and compilation of existing knowledge (documents, studies, reports, legislation, processes etc) of relevance to local self-governance at the national and international levels;
- the organisation of an ad hoc expert group meeting;
- the organisation of regional and/or sub-regional consultations;
- the preparation of draft documents to be submitted, through the Commission on Human Settlements to the appropriate bodies, commissions and committees of the United Nations.”

6. The present report is based upon the results of a first *ad hoc* Expert Group meeting held in Nairobi on 28-30 April 1998 in accordance with the above provisions of the Memorandum of Understanding. This meeting reviewed the experience gained by some of the international associations in this field, notably in the preparation and subsequent application of the European Charter of Local Self-Government; drew up an initial draft text for a possible world charter; and prepared proposals for an extensive consultation and consensus-building process to be carried out during the period leading up to the five-year review of the implementation of the results of the Habitat II Conference by the United Nations General Assembly in 2001.

#### *The precedent of the European Charter of Local Self-Government*

7. The first initiative for any form of international recognition of the principle of local autonomy (in modern times) was taken at the first General Assembly of the Council of European Municipalities in Versailles in 1953. The 'European Charter of Municipal Liberties' adopted on that occasion reflected its proponents' commitment to rebuilding post-war Europe on the basis of strong local institutions enjoying a high degree of democratic autonomy. During the succeeding years the CEM (now the Council of European Municipalities and Regions, European Section of the International Union of Local Authorities) launched and supported a series of initiatives to have this charter adopted officially by the European Institutions.

8. It took, however, until the late 1970s for this call to be answered, with the preparation by the Standing Conference of Local and Regional Authorities of Europe (known as the CLRAE), the official representative institution for the local and regional levels of government within the Council of Europe, of a draft European charter of local self-government. This text was formulated, following detailed study by a representative committee with the assistance of a group of experts in constitutional law, on the legal basis of a European Convention, and was adopted by the CLRAE in 1981 and referred to the Committee of Ministers of the Council of Europe for action. Approval of the principle of such a Convention was secured from the 5th Conference of European Ministers responsible for Local Government in 1982, and the text proposed by the CLRAE was then referred to a committee of senior officials of the member states for detailed scrutiny (with the participation of local government representatives appointed by the CLRAE).

9. The end result of this scrutiny was the present text of the European charter, which was drawn up in its final form as a European convention and opened for signature in 1985. The charter entered into force on 1 September 1988 upon its ratification by four countries. It had by then already been signed by 16 countries, and to date a further 18 signatures have been added. The charter has now been ratified by 30 European countries, and it has been used as a major guideline by several of the countries of Central and eastern Europe, which have been admitted to membership

of the Council of Europe in recent years, in their constitutions and/or their basic local government legislation. The principle of local self-government is seen as such an essential component of the Council of Europe's fundamental principles of democracy, human rights and the rule of law that signature of the European Charter of Local Self-Government, along with the European Convention on Human Rights, is henceforth a pre-requisite for accession by new member states.

#### *Content of the European Charter of Local Self-Government*

10. The European charter commits the contracting parties to applying basic rules guaranteeing the political, administrative and financial independence of local authorities. It is thus a demonstration, at European level, of the political will to give substance at all levels of territorial administration to the fundamental principles of democracy upheld by the Council of Europe since its foundation in 1949. Indeed, it embodies the conviction that the degree of self-government enjoyed by local authorities may be regarded as a touchstone of genuine democracy.

11. The charter sets out in ten concise articles, together comprising 30 paragraphs, the key principles of local self-government in the European context. It specifies the need for a constitutional/legal foundation for local self-government, defines the concept and establishes principles governing the nature and scope of local authorities' powers. Further articles provide for due procedures to be followed regarding boundary changes, for autonomy in relation to local authorities' administrative structures and access to competent staff, and for proper conditions for the holding of elective office. Further provisions aim at securing a clear legal framework for any necessary supervision of the acts of local authorities, and at ensuring a clear legal framework for any necessary supervision of the acts of local authorities, and at ensuring that they have adequate access to resources to match the tasks assigned to them, on terms which do not impair their basic autonomy. Finally, the charter covers the rights of local authorities to co-operate together, including internationally, and to form associations, and provides for the right of recourse to judicial remedy for the protection of local autonomy.

12. In accordance with the intention of securing a realistic balance between the safeguarding of essential principles and the flexibility necessary to allow for the particular legal and institutional characteristics of the various member states, the charter requires contracting parties to undertake to consider themselves bound by at least 20 of the 30 substantive paragraphs, at least 10 of which must be drawn from a specified list of key provisions. States may thus exclude themselves from certain provisions at the time of ratification, but may subscribe to them later when the obstacles concerned have been removed. States may also limit the application of the charter to particular levels or categories of local authorities, notably to meet the circumstances of countries with federal structures.

13. The charter does not provide for an institutionalised system of control of its application, beyond a requirement for parties to supply all relevant information concerning

legislative or other measures taken for the purpose of complying with the charter. The need for special supervision machinery, such as exists for certain other European Conventions, was considered, but it was concluded that the existence of the CLRAE as an official Council of Europe body representing the local and regional authorities of all the member states and having direct access to the Committee of Ministers would ensure adequate political control of compliance.

14. In recent years CLRAE has embarked upon a process of periodic review of the state of local autonomy in particular member states, as a means of verifying compliance with the charter's provisions. It is assisted in this process by a recently constituted association of academic experts, the European Local Government Association for Research (ELGAR, also known as ARCOLE, Association pour la Recherche sur les Collectivités Locales en Europe). Moreover, CLRAE henceforth uses the charter on a permanent basis as a template in the consideration of a wide variety of policy and governance issues appearing on its agenda.

#### *Towards a world charter*

15. It is perhaps a mark of the universality and conciseness of the European charter's provisions that there have been no moves since its adoption to alter the text, and that the charter has been signed and (progressively) ratified by a significant number of countries which were not members of the Council of Europe at the time of its drafting and so had no involvement in that process. The existence of the charter, even in the absence of formal enforcement capability, may be taken to exert a degree of moral pressure upon all European governments, and it is certain that any major breach would receive extensive public attention in the CLRAE, and hence in the Parliamentary Assembly and the Committee of Ministers and in the media. While the initial drafting of the charter may have been regarded in certain quarters as a somewhat theoretical exercise of limited practical relevance to the day-to-day conduct of central/local government relations, recent history has proved the position to be otherwise. Few European Mayors, and probably few European governments, would now question the value of having this internationally defined standard on the statute book as a constitutional safeguard of local self-government.

16. The universal nature of most of the principles in the European charter was recognised by the International Union of Local Authorities (IULA) in 1985 in the adoption at its World Congress in Rio de Janeiro of a 'Worldwide Declaration on the Principles of Local Self-Government', the drafting of which had drawn heavily upon the European precedent. In 1993 IULA's Toronto Congress reaffirmed the text of the Worldwide Declaration with an updated Preamble highlighting its relevance to the marked decentralisation and democratisation trends in many parts of the world. At the IULA World Congress in Mauritius in April 1997 the experience to date with the European charter and the Worldwide Declaration was presented at a crowded plenary session intended to focus attention upon the first steps towards the world charter called for in

Istanbul. The final Declaration of that congress included a call to international agencies and national governments "to work together with local governments and their national, regional and international associations and networks to develop and promulgate through the United Nations a world charter of local self-government and to pursue its progressive implementation in all continents through a 'World Decade of Local Government (2000-2009)'"'. Prior to that, the Council of European Municipalities and Regions (European Section of IULA) had called at its General assembly in Thessaloniki in May 1996 – on the eve of the World Assembly of Cities and Local Authorities and the Habitat II Conference I Istanbul – for the international community to take decisive steps towards a world charter so as to help establish an effective framework for the implementation of those tasks contained in international plans of action which can only be carried out at the sub-national level.

17. The formulation of a world charter which is appropriate to the diverse circumstances and level of development of all United Nations member states is inevitably a more complex undertaking than the formulation of a regional charter. Local self-government needs to be seen in the global context as a vital component of the development process and of the commitment to decentralisation policies made by the member states in the *Habitat Agenda*. However, there is some risk that this cause may not be aided by the elaboration of principles which cannot in practice be applied in certain situations of extreme shortage of resources and infrastructure. On the other hand, the ready adoption of the European charter by many countries in transition which had played no part in its drafting, and the acceptance by IULA and some other international associations of a Worldwide Declaration embodying largely similar provisions, suggest that certain universal principles of local democracy can be validly defined and promulgated at an international level.

18. The Expert Group working under the UNCHS/WACLAC Memorandum of Understanding took the view that the best way forward towards the preparation of a world charter would be to review the existing knowledge and experience in all regions, taking into account the terms of the European charter, as the first and only multilateral legal instrument to define and safeguard the principles of local autonomy, as a practical starting point. Proceeding on this basis, the Expert Group has prepared the initial draft of a world charter which is set out in Part C of this document.

19. The text follows the structure of the European charter as outlined in paragraphs 11-12 above, with some updating in the light of recent decentralisation trends in various countries. A new Article is added on the subject of citizen participation and partnership (Article 10), and the provision for co-operation between local authorities and the formation of associations is expanded into two Articles dealing respectively with the national and the international levels (Articles 11-12). The Preamble relates the charter to appropriate United Nations texts, including Agenda 21, the



Istanbul Declaration and the *Habitat Agenda*, and a specific commitment is made (Preamble and Article 6) to gender equality.

20. The flexible approach in the European charter concerning the requirement for signature on the basis of commitment to a minimum number of key provisions is also taken as model, and the provision regarding signature, ratification and accession procedures in Parts II and III are based upon existing United Nations conventions.

#### *The consultation process*

21. UNCHS and WACLAC now propose to embark upon an extensive consultation process concerning these proposals for a world charter, the ultimate aim of which is to build a wide degree of consensus around a refined version of the text, revised as necessary in the light of the consultations, which would be presented to the 18th session of the United Nations Commission on Human Settlements in 2001 for adoption and referral to the Economic and Social Council. Subject to its approval at these levels, it is envisaged that the world charter could then be promulgated at the General Assembly Special Session (Istanbul + 5) in that year as one of the number of specific instruments designed to facilitate and codify the implementation of the *Habitat Agenda*.

22. The consultation process is envisaged as comprising the following elements:

1. early circulation of this report among the international and regional associations of cities and local authorities in membership of WACLAC and its consideration at their respective statutory meetings and/or congresses;
2. the inclusion in the draft work programme for 2000-2001 of the UN Centre for Human Settlements of joint work with the international associations of cities and local authorities on the further development of the charter;
3. the organisation – in accordance with paragraph 2 of Resolution CHS 16/12, whereby the United Nations Commission on Human Settlements has committed itself to ‘provide opportunities for partners to engage in a dialogue among themselves and with Governments (which) may, as appropriate, serve as an input to the deliberations of the Commission’ – of a formal Dialogue during the 17th session of the Commission in May 1999 at which a local government delegation would present the aims and projected content of the world charter for initial debate with national governments;
4. the organisation during 1998 and 1999, in collaboration with selected host cities and their national governments in Africa, Asia, Latin America, and possibly in the Arab states, of special regional or sub-regional consultative meetings devoted to the world charter, involving representatives of national governments, local authorities and other relevant actors. WACLAC would assist with the selection of the host cities and would take all possible steps to assure

broadly-based representation of local government in each region;

5. the inclusion of the proposal for a world charter as an item on the agendas of the regular consultative meetings of Ministers and high ranking officials held in each region prior to the 17th and 18th sessions of the United Nations Commission on Human Settlements;

6. appropriate consultations with the Global Parliamentarians on Habitat and their regional groupings, and with the relevant Foundations and NGOs, and their due association with the formulation process in its entirety;

7. periodic review by the joint UNCHS/WACLAC Expert Group of the results of these consultations, with the production (as necessary) of a first revision of the text of the draft charter in April 1999 in advance of the 17th session of the Commission, and of a second revision in December 2000 with a view to its inclusion in the official working documents for referral to the 18th session of the Commission in May 2001.

23. UNCHS and WACLAC will henceforth prepare a joint fund-raising strategy with a view to establishing a specific budget to cover the costs of conducting the above consultation and consensus-building process in an efficient and transparent manner and to ensure the appropriate level of representation of all interested partners throughout the process. It is envisaged in this connection that the international associations in membership of WACLAC will build the development of the charter into their forward programmes. UNCHS will dedicate some core resources to this task in 1998-1999 in fulfilment of its commitment in the Memorandum of Understanding with WACLAC, pending formal inclusion of the charter in its draft 2000-2001 work programme.

#### *Conclusion*

24. The adoption by the United Nations General assembly of the *Habitat Agenda*, including its Global Plan of Action, in December 1996 provides the political mandate for advancing work on a world charter of local self-government. Once adopted following an extensive consultation process, the charter will be designed to offer an internationally agreed template for progressive but flexible implementation of the member states’ commitment to decentralisation as set out in the Istanbul Declaration and in the *Habitat Agenda*.

25. The underpinning of the recent decentralisation and democratisation trends in many countries by the constitutional anchoring of local self-government on the basis of internationally recognised principles can make a contribution of crucial importance to the implementation of the *Habitat Agenda*. Providing a clear and stable constitutional/legal basis for local government is an essential foundation for establishing local authorities’ position as partners in the system of governance of all countries. This in turn will enable them to fulfil their true role in leadership of their communities and in the application of local people’s energy, imagination and

initiative to the pursuit of the twin goals of adequate shelter for all and sustainable human settlements development in an urbanising world.

## Part C

### Initial draft of a world charter of local self-government

#### Preamble

The States Parties to the present charter:

Recognising that many global problems, as evidenced in Agenda 21 and the *Habitat Agenda*, must be dealt with at the local level and cannot be successfully resolved without intensified dialogue and co-operation between the State level and local authorities;

Recognising local authorities as the closest partners of central governments and as essential in the implementation of Agenda 21 and the *Habitat Agenda*;

Recalling the principles, recognised in Article 21 of the Universal Declaration of Human Rights, that the will of the people is the basis of the authority of governments at all levels;

Convinced that the principle of subsidiarity is the basis for democratic and participatory development and that any allocation of tasks and responsibilities should abide by this principle;

Committed to promoting decentralisation through democratic local authorities and to strengthening their financial and institutional capacities;

Convinced that gender equality and social inclusion must go hand in hand with local democracy and participation and that these goals are mutually reinforcing;

Further committed to facilitating and enabling the broad-based participation of all people and their community organisations in decision-making and in the implementation and monitoring of human settlements strategies, policies and programmes;

Convinced that strong local democracy through freely elected local authorities, together with professional standards and conduct in local administration, offer the means of fostering public accountability and strengthening our societies against corruption;

Convinced that the existence of strong local authorities with clear roles and responsibilities and adequate resources ensures service which are both effective and close to the citizens,

Have agreed as follows:

#### Article 1

The States Parties undertake to consider themselves bound by the following Articles in the manner and to the extent prescribed in Article 14 of this charter.

## Part I

### Article 2 – Constitutional and legal foundation for local self-government

The principle of local self-government shall be recognised in national legislation, and where practicable guaranteed in the constitution.

### Article 3 – Concept of local self-government

1. Local self-government denotes the right and the ability of local authorities, within the limits of the law, to regulate and manage a substantial share of public affairs under their own responsibility and in the interests of the local population.

2. This right shall be exercised by councils or assemblies composed of members freely elected by secret ballot on the basis of direct, equal, universal suffrage, and which may possess executive organs responsible to them.

### Article 4 – Scope of local self-government

1. Local authorities shall have full discretion to exercise their initiative with regard to all matters which are not excluded by law from their competence nor assigned to any other authority.

2. The basic powers and responsibilities of local authorities shall be prescribed by the constitution or by law. However, this provision shall not prevent the attribution to local authorities of power and responsibilities for specific purposes.

3. In accordance with the principle of subsidiarity, public responsibilities shall generally be exercised by those authorities which are closest to the citizen. In the same spirit, any allocation of responsibility to another authority must be based on the requirements of technical or economic efficiency.

4. Powers given to local authorities shall normally be full and exclusive. They should not be undermined, and may not be limited by another authority except as provided for by law.

5. Where powers are delegated to them by a central or regional authority, local authorities shall be given discretion in adapting their implementation to local conditions.

6. Local authorities shall be involved in due time and in an appropriate way in the planning and decision-making processes for all matters which affect them.

### Article 5 – Protection of local authority boundaries

Changes in local authority boundaries shall not be made without prior consultation of the local communities concerned, possibly by means of a referendum where this is legally permitted.

*Article 6 – Appropriate administrative structures and resources for the tasks of local authorities*

1. Local authorities shall be enabled to determine their own internal administrative structures, to adapt them to local needs, and to ensure effective management.
2. Local authorities shall be supported by higher levels of government in the development of administrative, technical and managerial capacities and of structures which are responsive, transparent and accountable.
3. The conditions of service of local government employees shall be such as to permit the recruitment and retention of high-quality staff on the basis of professional competence and experience, and of gender equality; to this end adequate training opportunities, remuneration and career prospects shall be provided.

*Article 7 – Conditions under which responsibilities at local level are exercised*

1. The conditions of office of locally elected representatives shall guarantee free exercise of their functions.
2. They shall allow for appropriate reimbursement of expenses incurred in the exercise of the office in question as well as, where appropriate, compensation for loss of earnings or remuneration for work done and corresponding social protection.
3. Any functions and activities which are deemed incompatible with the holding of local elective office shall be specified by law.

*Article 8 – Supervision of local authorities' activities*

1. Any supervision of local authorities may only be exercised according to such procedures and in such cases as are provided for by the constitution or by law.
2. Any supervision of the activities of local authorities shall aim only at ensuring compliance with the law and with constitutional principles. In respect of tasks the execution of which is delegated to local authorities, administrative supervision by higher level authorities may however go beyond legal control to ensure conformity with national policy.
3. Any functions and activities which are deemed incompatible with the holding of local elective office shall be specified by law.
4. If the constitution or national law permits the suspension or dissolution of local councils or the suspension or dismissal of local executives, this shall be done in accordance with due process of law. Their functioning shall be restored within as short a period of time as possible which shall be prescribed by law.

*Article 9 – Financial resources of local authorities*

1. Local authorities shall be entitled to adequate financial resources of their own, of which they may dispose freely within the framework of their powers.

2. Local authorities' financial resources shall be commensurated with their tasks and responsibilities.
3. A reasonable proportion of the financial resources of local authorities shall derive from local taxes, fees and charges of which they have the power to determine the rate.
4. Taxes which local authorities shall be entitled to levy, or of which they receive a guaranteed share, shall be of a sufficiently general, buoyant and flexible nature to enable them to keep pace with their responsibilities.
5. The protection of financially weaker local authorities requires a system of vertical and horizontal financial equalisation.
6. Local authorities shall participate in framing the rules governing the general apportionment of redistributed resources.
7. As far as possible, financial allocations to local authorities shall respect their priorities and shall not be earmarked for specific projects. The provision of grants shall not remove the basic freedom of local authorities to exercise policy discretion within their own jurisdiction.
8. For the purpose of borrowing for capital investment, local authorities shall have access to the national and international capital markets.

*Article 10 – Participation of citizens and partnership*

1. Local authorities shall be entitled to define appropriate forms of popular participation and civic engagement in decision-making and in fulfilment of their function of community leadership.
2. Local authorities shall be empowered to establish and develop partnerships with all actors of civil society, particularly non-governmental organisations and community-based organisations, and with the private sector and other interested stakeholders.

*Article 11 – Associations of local authorities*

1. Local authorities shall be entitled, in exercising their powers, to form associations for the defence and promotion of their common interests as well as in order to provide certain services to their members, and to co-operate and form legal entities with other local authorities in order to carry out tasks of common interest.
2. Other levels of government shall consult associations of local authorities when preparing legislation affecting local government.

*Article 12 – International co-operation*

1. Local authorities' right of association shall include that of belonging to international associations of local authorities.
2. Local authorities shall also be entitled, by law or international treaties, to co-operate with their counterparts in other countries, including in transfrontier regions.

## *Opinion 12*

3. Local authorities shall be involved, in the spirit of partnership, in the negotiation and implementation of international plans of action concerning their roles and areas of responsibility.

### *Article 13 – Legal protection of local self-government*

Local authorities shall have the right of recourse to judicial remedy in order to safeguard their autonomy and to ensure compliance with the laws which determine their functions and protect their interest.

## **Part II – Miscellaneous Provisions**

### *Article 14 – Undertakings*

1. Each State Party undertakes to consider itself bound by at least twenty paragraphs of Part I of the charter, at least ten of which shall be selected from among the following paragraphs:

- Article 2;
- Article 3, paragraphs 1 and 2;
- Article 4, paragraphs 1, 2 and 4;
- Article 5;
- Article 7, paragraph 1;
- Article 8, paragraph 2;
- Article 9, paragraphs 1, 2 and 3;
- Article 11, paragraph 1;
- Article 13.

2. Each State Party, when depositing its instrument of ratification or accession, shall notify to the Secretary General of the United Nations of the paragraphs selected in accordance with the provisions of paragraph 1 of this Article.

3. Any State Party may, at any later time, notify the Secretary General that it considers itself bound by any paragraphs of this charter which it has not already accepted under the terms of paragraph 1 of this Article.

Such undertakings subsequently given shall be deemed to be an integral part of the ratification or accession of the State Party so notifying, and shall have the same effect as from thirtieth day after the date of the receipt of the notification by the Secretary General.

### *Article 15 – Authorities to which the charter applies*

The principles of local self-government contained in the present charter apply to all the categories of local authorities existing within the territory of the State Party. However, each State Party may, when depositing its instrument of ratification or accession, specify the categories of local or regional authorities to which it intends to confine the scope of the charter or which it intends to exclude from its scope. It may also include further categories of local or regional authorities within the scope of the charter by subsequent notification to the Secretary General of the United Nations.

### *Article 16 – Provision of information*

Each State Party shall forward periodically to the Secretary General of the United Nations all relevant information concerning legislative provisions and other measures taken by it for the purposes of complying with the terms of this charter.

### *Article 17 – Monitoring*

For the purpose of assessing progress in the implementation of the present charter, a monitoring committee shall be established by States Parties. This Committee shall include representatives of local authorities. Its secretariat shall be provided by the United Nations.

## **Part III**

### *Article 18 – Signature and ratification*

1. The present charter shall be open for signature by all states.
2. The present charter is subject to ratification. Instruments of ratification shall be deposited with the Secretary General of the United Nations.
3. The present charter shall remain open for accession by any State. The instruments of accession shall be deposited with the Secretary General of the United Nations.

### *Article 19 – Entry into force*

1. The present charter shall enter into force on the thirtieth day following the date of deposit with the Secretary General of the United Nations of the twentieth instrument of ratification or accession.
2. For each State ratifying or acceding to the charter after the deposit of the twentieth instrument of ratification or accession, the charter shall enter into force on the thirtieth day after the deposit by such State of its instrument of ratification or accession.

### *Article 20 – Territorial clause*

1. Any State Party may, at the time of signature or when depositing its instrument of ratification or accession, specify the territory or territories to which this charter shall apply.
2. Any State Party may at any later date, by a declaration addressed to the Secretary General of the United Nations, extend the application of this charter to any other territory specified in the declaration. In respect of such territory the charter shall enter into force on the thirtieth day after the date of receipt of such declaration by the Secretary General.
3. Any declaration made under the two preceding paragraphs may, in respect of any territory specified in such declaration, be withdrawn by a notification addressed to the Secretary General. The withdrawal shall become effective on the thirtieth day after the date of receipt of such notification by the Secretary General.

*Article 21 – Denunciation*

A state Party may denounce the present charter by written notification to the Secretary General of the United Nations. Denunciation becomes effective one year after the date of receipt of the notification by the Secretary General.

*Article 22 – Notifications*

The Secretary General of the United Nations is designated as the depositary of the present charter.

The Secretary General shall notify the member states of the United Nations of:

- a. any signature ;
- b. the deposit of any instrument of ratification or accession ;
- c. any date of entry into force of this charter in accordance with Article 19 ;
- d. any notification received in application of the provisions of Article 14, paragraphs 2 and 3 ;
- e. any notification received in application of the provisions of Article 15 ;
- f. any other act, notification or communication relating to this charter.

*Article 23 – Authenticity of text*

The original of the present charter, of which the Arabic, Chinese, English, French, Russian and Spanish texts are equally authentic, shall be deposited with the Secretary General of the United Nations.

In witness thereof the undersigned plenipotentiaries, being duly authorised thereto by their respective Governments, have signed the present charter.

**Part D****Joint UNCHS/WACLAC Expert Group  
on the world charter of local self-government***International Associations of Local Authorities*

- Dr Heinrich Hoffschulte, President, German Section,  
IULA-Council of European Municipalities and  
Regions  
Formerly Oberkreisdirektor, Kreis Steinfur, Germany
- Mr Mbaye-Jacques Diop, Député-Mayor of Rufisque,  
Senegal

President of the Parliamentary Commission on Laws,  
General Administration and Human Rights  
Deputy Secretary General, Union of African Towns

Mayor Rodrigo Goñzález Torres, Mayor of Viña del Mar,  
Chile  
Vice-President of the Association of Chilean  
Municipalities

Col. Max Ng'andwe, Councillor of Kabwe, Zambia  
President, Local Government Association of Zambia  
President, IULA Africa Section

Mayor Jesse M Rebredo, Mayor of Naga, Philippines  
President to the Philippines Association of  
Municipalities

M<sup>me</sup> Marie-Claude Tabar-Nouval, Head of the Urban  
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Mr Gunther Karl, Co-ordinator, Statistics Programme

Mr Shekou Sesay, Inter-Regional advisor (Land)

Ms Seyda Turkmemetogullari, Partner Liaison Officer

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*Note : Other international associations of cities and local  
authorities are expected to appoint representatives to join  
the Expert Group as the work progresses.*