Strengthening the Development and Application of Urban Profiling Methodologies: A Review of Urban Profiling in the Caribbean

(Draft Technical Working Paper)

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List of Acronyms

ACP	African Caribbean and Pacific
ADB	Asian Development Bank
CARICOM	Caribbean Community and Common Market
CBOs	Community Based Organizations
CCST	Caribbean Council for Science and Technology
CNULM	Caribbean Network for Urban and Land Management

EC	European Commission
GDP	Gross Domestic Product
GEO	Global Environmental Outlook
GIS	Geographic Information System
GUO	Global Urban Observatory
IDB	Inter-American Development Bank
IUCN	International Union for the Conservation of Nature
LAMP	Land Administration and Management Programme
MICS	Multiple Indicators Cluster Surveys
MDGs	Millennium Development Goals
NGOs	Non-Governmental Organisations
NSOs	National Statistical Offices
OECS	Organisation of Eastern Caribbean States
PAPs	Priority Action Programmes
PSUP	Participatory Slum Upgrading Programme
RUSPS	Rapid Urban Sector Profiling for Sustainability
SDC	Social Development Commission
SIDS	Small Island Developing States
SIDS POA	Small Island Developing States Plan of Action
TAG	Technical Advisory Group
UNCED	United Nations Conference on Environment and Development

UNDP	United Nations Development Programme
UN-ECLAC	United Nations Economic Commission for Latin America and the Caribbean
UNEP	United Nations Environment Programme
UN-HABITAT	United Nations Human Settlements Programme
UMP	Urban Management Programme
USAID	United States Agency for International Development.

Executive Summary

Caribbean cities are faced with a myriad of challenges ranging from urban sprawl, proliferation of slum and squatter settlements, pollution, unemployment, vulnerability to natural hazards, poverty, crime and insecurity, to inadequate infrastructure and service delivery. These problems are further exacerbated by the threat of climate change and the fragility of the economies of Caribbean island states. Effectively responding to these challenges has proved quite difficult, especially for local municipalities who are responsible for the hands-on management of our towns and cities.

As part of the response mechanism to strengthen the capacity of both central and local government to address the urban problems that they face, the United Nations (UN), among other multi-lateral development agencies, has been leading the way in developing a series of rapid urban assessment and profiling programmes to guide short, mid and long term intervention within the urban sector. The primary benefit to be derived from urban assessment and profiling is that it should serve as a tool to help municipalities collect the necessary data needed to quickly identify the current urban problems. This information is presented in an urban profile which is then used for public consultation and developing local action plans (projects) to address the problems identified. Through their involvement in urban assessment and profiling local municipalities are expected to build the necessary the technical, analytical, and management skills needed to better manage problems within the urban sector.

Most of these urban assessment and profiling programmes were first developed by the (UN) for use in African, Asian and Latin American cities which differ considerably from Caribbean cities in terms of their geographical, economic and social characteristics. These programmes have been subsequently adopted in the Caribbean over the past two decades. However, the introduction of internationally developed and funded urban assessment and profiling programmes have not effectively addressed some of the pressing urban issues within the Caribbean as well as build the local capacity needed to adequately tackle them. Issues which are unique to the region such as our physical and economic vulnerability as Caribbean island states and the impact this has on the urban sector have not been adequately taken into consideration in the roll-out of these internationally developed urban assessment and profiling prgrammes. Spatial planning and its relationship to urban transport, energy, and the provision of infrastructure and services have also not been fully considered in the urban profiles emanating from these programmes. Local capacity building has not significantly

improved as a result of the implementation of these internationally driven urban profiling and assessment programmes.

At the national level, there is a paucity and in locally driven urban profiling and assessment within the Caribbean. Very few countries in the region systematically under take local area planning or profiling activity. The only notable exception is the Jamaica Social Development Commission which conduct community profiles in both urban and rural communities across Jamaica

Given paucity of local profiling initiatives, coupled with the failure of the internationally developed urban assessment and profiling programmes to effectively address regional urban issues and build much needed capacity at the municipal level, consideration ought to be given to the creation of a generic Caribbean profiling methodology / tool. The scope of such a tool must be broad based, covering all the key issues within the urban Caribbean sector. Likewise, the structure should be simple enough to be used at the municipal level, where it is most needed. In developing this tool consideration will have to be given to establishing an effective knowledge and data management system at the national as well as regional level, as accurate, up to date, and spatially disaggregated data will be needed to undertake thorough analyses of municipal problems. Standardization of statistical definitions and analyses will also be needed so as to make useful comparative analyses.

Appropriate urban indicators will also be needed to effectively capture and represent urban data. The data gleaned from urban assessment and profiling will no doubt be useful in informing urban policy and developing urban indicators. UN-HBITAT has been leading the way in developing an international system of urban indicators. However, there is need for national and regional urban indictors here in the Caribbean to better represent those issues which are distinctly national or regional in their orientation. Most importantly, having relevant national and regional urban indicators will enable to municipalities within the Caribbean to undertake inter-spatial and inter-temporal comparisons, i.e. they will be able to track the progress they have made over time by themselves, as well as compared to other municipalities within the region. Through such comparisons, best practices in municipal management can be identified, bench marks set and standards improve.

The proposed new approach to urban assessment and profiling should be viewed as a continuous iterative process, the outputs of which can be used to monitor and evaluate changes, as well as guide research within the urban sector.

1.0 Introduction

Given the increasing complexity and the changing nature of the challenges facing Caribbean cities, planning must by necessity be efficient, dynamic and a democratic action oriented tool for achieving orderly and progressive development within our towns and cities. The problems of: climate change, waste disposal, inadequate housing, water supply, environmental degradation and pollution, unemployment, urban crime and insecurity within the region warrants new thinking and approaches to solving them if we are to enhance the quality of life of our urban population.

As part of the effort to address urban problems within the region, Caribbean cities have been actively implementing internationally developed rapid urban assessment and profiling programmes to help guide short, mid and long term interventions within the urban sector. The process entails a multi-stakeholder group carrying out a rapid analysis of the current urban situation within a city under key thematic headings, the results of which are presented in an urban profile of the city. Urban profiling programmes focus on priority needs, capacity gaps and try to see how existing institutional mechanism, particularly at the municipal level, can respond to current urban issues. The process is not static, but dynamic as the urban profiles are used to generate issues oriented action plans detailing specific interventions, including policy reforms and institutional actions. The process then becomes embedded through implementation where agreed programmes and projects are initiated, policy reforms and institutional arrangements are solidified, the overall process is made routine and monitoring and evaluation procedures are put in place (Falade and Aribigbola 2010).

However, in practice the embedding or institutionalization of urban assessment and profiling within the Caribbean is not fully taking place, especially at the municipal level where the micro management of the urban sector takes place. There are also concerns regarding the suitability of some of the goals these internationally developed urban profiling programmes to the Caribbean context. Consequently, the potential benefits to be obtained from urban assessment and profiling within the Caribbean have not been realized. This paper examines the usefulness of rapid urban profiling in addressing critical urban issues within the Caribbean. It identifies existing constraints in the current approach to urban profiling within the region, and puts forward for further

discussion and analysis the likely inputs needed for the creation of a generic Caribbean urban profiling tool which is responsive and adaptable to the Caribbean urban context.

2.0 Planning in the Caribbean

Traditionally, planning within the (English) Caribbean has been done following the statutory model patterned from the 1947 British Town and Country Planning Act. While the statutory model lends itself to the devolution of planning functions and responsibilities, the mechanisms by which municipalities can strengthen their capacity to undertake meaningful planning activity are extremely limited and in some cases non-existent. Consequently, planning within the region has not been carried out in a timely and consistent manner. Whenever it is done, the process is often very lengthy and entails very little direct involvement from municipalities which have the responsibility to carry out many development control functions. Thus by the time municipal plans are prepared to address urban challenges, they are sometimes no longer a suitable framework which local municipalities can use to guide municipal management, infrastructure and service delivery, as well as inform urban policy. The development of rapid urban profiling as a planning tool is not meant to replace, but rather complement, local area planning which is greater in scope, depth, and have a much longer implementation period. Rapid urban profiling should therefore be considered as adjunct to local area planning.

2.1 Urban Assessment and Profiling Programmes in the Caribbean

Rapid urban assessment and profiling within the Caribbean is largely externally driven by international development agencies, namely various divisions of the United Nations. The implementation of these rapid assessment and profiling initiatives are normally done as one-off projects, as opposed to part of a national comprehensive programme for the urban sector[1]. Over the past two decades, there has been several rapid urban assessment and profiling programmes within the Caribbean. These various profiling and assessment initiatives can be grouped into four

[1] Conclusion based on a literature review of several urban assessment and profiling programmes carried out in the Caribbean, e.g. UMP, PSUP, GEO Cities, Safer Cities Programme and Localizing the Millennium Development Goals.

(4) broad categories based on who is undertaking the exercise and the purpose for which the exercise is being done:

1. Urban profiles created by individuals for academic purposes - These profiles usually focus on broad thematic issues, e.g. housing, settlement patterns, socio-economic characteristics, etc within a given municipality. Examples of urban profiles created by academics for research purposes include a City Profile of Paramaribo by Verrest 2009, City Profile Georgetown, Guyana by Edwards, Wu and Mensah 2005, and a City Profile of Havana by Colantonio and Potter 2005.

2. Urban profiles created by local planning agencies – One of the best known examples of local planning agencies involved in urban assessment is the Jamaica Social Development Commission (SDC) which conducts community profiles in both urban and rural communities across Jamaica. These profiles are intended to inform planning, policy, programme and project design that lead to local development, with special emphasis on volatile communities.

3. Urban or country profiles prepared by the local arm of multi-national agencies – These profiles are usually solely undertaken by the local arm of various multi-national agencies with the primary purpose of helping them better understand the environment in which they operate. Examples include the USAID country /city profiles.

4. Internationally standardized and funded profiling programmes – Urban profiling programmes designed and funded by multi-lateral development agencies, notably the UN and the World Bank, for simultaneous or sequential roll out in several countries in partnership with local institutions. These programmes are normally geared towards helping developing countries meet international sustainable development related goals such the Millennium Development Goals (MDGs), Agenda 21, etc. Examples of prgrammes in the Caribbean include: the Urban Management Programme (UMP), GEO Cities, Safer Cities, Localizing the MDGs, Participatory Slum Upgrading Programme (PSUP) and UN-ECLAC Economic Assessments and Disaster Assessments.

The following internationally standardized and funded profiling programmes were reviewed by regional urban profiling experts at a Technical Advisory Group (TAG) Meeting[2] put on by the Caribbean Network for Urban and Land Management (CNULM) from November 22nd -23rd, 2010. These programmes have been implemented in several countries across the Caribbean and collectively constitute to date the most systematic attempt of urban profiling at a regional level. Consequently, much of the discussion and analysis provided in this paper will focus on these programmes.

1. **Urban Management Programme** – Established in 1986, the Urban Management Programme (UMP) is a joint undertaking between the United Nations Development Programme (UNDP), UN-HABITAT, and the World Bank. The objective of the UMP is to strengthen the contribution that cities and towns in developing countries make towards human development, including poverty reduction, improvement of local participatory governance, improvement of environmental conditions and the management of economic growth. To date, the activities of the UMP have been carried out in four phases. Phase I (1986 -1991) focused on the development of urban management frameworks and tools on the issues of land management, municipal finance and administration, infrastructure and urban environment. Phase II (1992 – 1996) sought to use the lessons from phase one to build capacity at the regional level. Phase III (1997 – 2001) re-focused the work of the first two phases to the local level, emphasizing city consultations and institutional anchoring. Phase IV (2002 -2006) continued on the thrust of phase three with a stronger focus on pro-poor governance, as well as adding a new focus area – HIV/AIDS. Trinidad and Tobago provides one of the best examples of the roll out UMP within the region. The twin island became involved in phase two of the UMP with a 1996 United Nations Economic Commission for Latin America and the Caribbean (UN-ECLAC) case study of the city of Port of Spain which was done as part of a broader study on urban management in selected medium size cities in Latin America. Under phase three of the UMP there was

[2] A review of urban profiling programmes in the Caribbean by technocrats during a two day meeting put on by the CNULM from November 22nd -23rd 2010 at Anton de Kom University, Suriname. The CNULM is a multi-stakeholder group committed to enhancing dialogue, knowledge sharing and capacity building in the urban sector. For more information on the CNULM visit: www.bluespacecaribbean.com

a city consultation on the theme of solid waste management and participatory governance which produced a baseline study on Solid Waste Management in the City of Port of Spain. Phase four of the UMP was the Port of Spain city consultations on HIV/AIDS as part of an effort develop an effective city response to the HIV/AIDS epidemic, with special emphasis on youth and poverty reduction.

2. **GEO Cities** – The Global Environmental Outlook (GEO) Cities initiative started in 1995 in response to calls by the United Nations Environment Programme (UNEP), the Governing Council and Global Ministerial Environment Forum (GC/GMEF), the initiative for sustainable development in the Latin America and Caribbean Region, and the Latin America Forum of Ministers in response to Millennium Development Goal # 7 on environmental sustainability. The major objective of the GEO Cities initiative is to build local capacity in integrated environmental assessment in order to establish a consensus on the most critical environmental problem in each city. This will make it possible to formulate and implement urban strategies and plans to help cities improve urban and environmental management. An important feature of GEO Cities is a regular cycle of UNEP global assessment reports which will make it possible to compare environmental conditions and trends over time. This makes GEO Cities unique compared to one-off assessments which have a narrow thematic focus, e.g. water, land, biodiversity, etc (UNEP & IUCN 2009). Regionally, the School of Earth and Environmental Sciences at the University of Guyana has conducted a multi-stakeholder environmental assessment of the city of Georgetown.

3. **Safer Cities Programme** – The Safer Cities Programme was launched by UN-HABITAT in 1996. The programme supports the implementation of the HABITAT Agenda, which acknowledges the responsibility local authorities in crime prevention. The principal objective of the programme, as outlined by UN-HABITAT, is to build capacity at the city level to adequately address urban insecurity, thereby contributing to the establishment of a culture of prevention. As expected the urban assessment and profiles developed out of the Safer Cities Programme have a strong emphasis on urban crime and insecurity with special focus on vulnerable groups such as women, children and the

elderly. Regionally, the Safer Cities Programme is currently being implemented in Jamaica using selected communities from two municipalities (parish councils).

4. **Localizing the Millennium Development Goals** – The Millennium Development Goals (MDGs), based on the Millennium Declaration adopted in September 2000 can be regarded as the global development framework, with special focus on the poor. The objective this UN-HABITAT initiative is to increase the knowledge and capacity of local (municipal) authorities and stakeholders to develop, implement and assess urban and municipal policies and programme geared at meeting the targets outlined in MGDs. At least two local cities within the Caribbean, Castries and Georgetown, have participated in a 2006 pilot programme aimed at engaging local authorities and other stakeholders in developing local actions plans to meet the MDGs. As part of the pilot programme, an MGD profile was developed for both Castries and Georgetown, action plans outlining priorities and areas for intervention as well as mechanisms for their implementation. Other countries such as Jamaica, some members of the Organization of Eastern Caribbean States (OECS) and Trinidad and Tobago have been involved in several activities aimed at assessing progress towards the attainment of the MDGs.

5. **Participatory Slum Upgrading Programme (PSUP)** – Using the guidelines outlined in the 2002 European Commission (EC) "Consultative Guidelines for Sustainable Urban Development", UN-HABITAT embarked on a Rapid Urban Sector Profiling for Sustainability (RUSPS) programme in African and Arab states (2004 -2008). The framework has since been expanded into the Participatory Slum Upgrading Programme (PSUP) 2008 -2011. The PSUP is a key component of UN-HABITAT effort to contribute to urban poverty reduction and the implementation of the Millennium Development Goals (MDGs), particularly Goal 7, Target 11, (To achieve significant improvement in the lives of 100 million slum dwellers by 2020) by undertaking rapid assessment to guide the development of immediate, mid and long term urban interventions. The programme involves 30 countries and 63 cities and is being carried out in two phases. Phase I – Urban Profiling and Phase II – Action planning and programme formulation. Phase one is to acquire a quick over view of the complex realities of cities. The main themes analysed

are urban governance, urban safety, shelter, land, gender, local economic development, basic urban services, disaster management and environment. The second phase, the action planning and programme formulation, builds upon the results from the rapid Urban Profiling. While, the first phase of PSUP provides an overview of the local situation and upgrading needs, the second component deals with specific participatory slum upgrading interventions.

The University of the West Indies is serving as UN-HABITAT regional implementation partner providing technical expertise and guidance to various multi-stakeholder steering committees which are undertaking the exercise in Jamaica, Haiti, Antigua and Barbuda, and Trinidad and Tobago.

6. **UN ECLAC Development (Country) Profiles** – Individual profiles are prepared for each Caribbean country showing information on economic policy and performance, education, health and other social and environmental issues. Of particular importance is the disaster management and risk assessment exercise undertaken by UN ECLAC, given the region vulnerability to natural disasters. This entails post-disaster damage and loss assessment, as well as gender impact assessment. These assessments are useful in informing the type of training, and technical assistance provided by UN ECLAC to help Caribbean countries strengthen their disaster management capabilities.

In terms of locally driven profiling initiatives, the only notably consistent programme identified is the Jamaica Social Development Commission (SDC) community profiling. The SDC is the principal state owned community organization in Jamaica. The SDC's approach to community development is in line with the international view that communities are to become more involved in identifying and designing strategies aimed at improving their quality of life. The SDC therefore establishes and maintain community profiles and assessment as the basis for facilitating community planning actions that lead to local development and priority actions. These community profiles can be accessed and used by

other government ministries, department and agencies, citizens and other stakeholders for a variety of purposes.

Table 2.1 Thematic Areas of Urban Assessment and Profiling Within the Caribbean

Programme / Theme	UMP	Localizing the MDGs	GEO Cities	*PSUP	Safer Cities	ECLAC Dev Profiles	SDC Community Profiles
Urban Governance	✓	✓		✓	✓		✓
Municipal Financial Management	✓			✓			
Gender		✓		✓	✓	✓	
Slums and Shelter		✓		✓			
Land	✓		✓	✓			✓
Local Economic Development	✓	✓		✓		✓	✓
Social Services / Data	✓	✓		✓		✓	✓
Environment	✓	✓	✓	✓			✓
Disaster Management & Climate Change			✓	✓		✓	
Social Environment (Public Safety & Security)				✓	✓	✓	✓
Cultural Heritage				✓			
HIV/AIDS	✓	✓					
Spatial/ Geographic Data							✓

*The PSUP consist of a total of 11 thematic areas, from which participating countries select 7 – 9 themes for analysis.

3.0 Urban Assessment and Profiling Methodologies

3.1 Overview

Urban assessments and profiling methodologies are strongly influenced by the philosophy of the donor organizations and are tailored to meet the specific objectives of the assessment programme being funded. Generally, urban assessments and profiling activities carried out within the Caribbean have attempted to employ bottom up and participatory approaches to address urban issues. There has also been an attempt at local capacity building and ownership of the assessment and profiling process through direct engagement with stakeholders at the municipal level. In addition, there is a strong reliance on the evidence-based approach which includes significant amount of data collection and analysis. Gender concerns in the urban sector has been given renewed focus stemming from concerns that at the community level women as heads of households are most affected by the lack of municipal services or poor service delivery by municipal authorities; yet they often have very little voice in decision making.

The methodological structure of the various urban assessment and profiling programmes across the region follow a general pattern of:

i) Project Initiation – Identifying a profiling programme for implementation.

ii) Establishment of a management team.

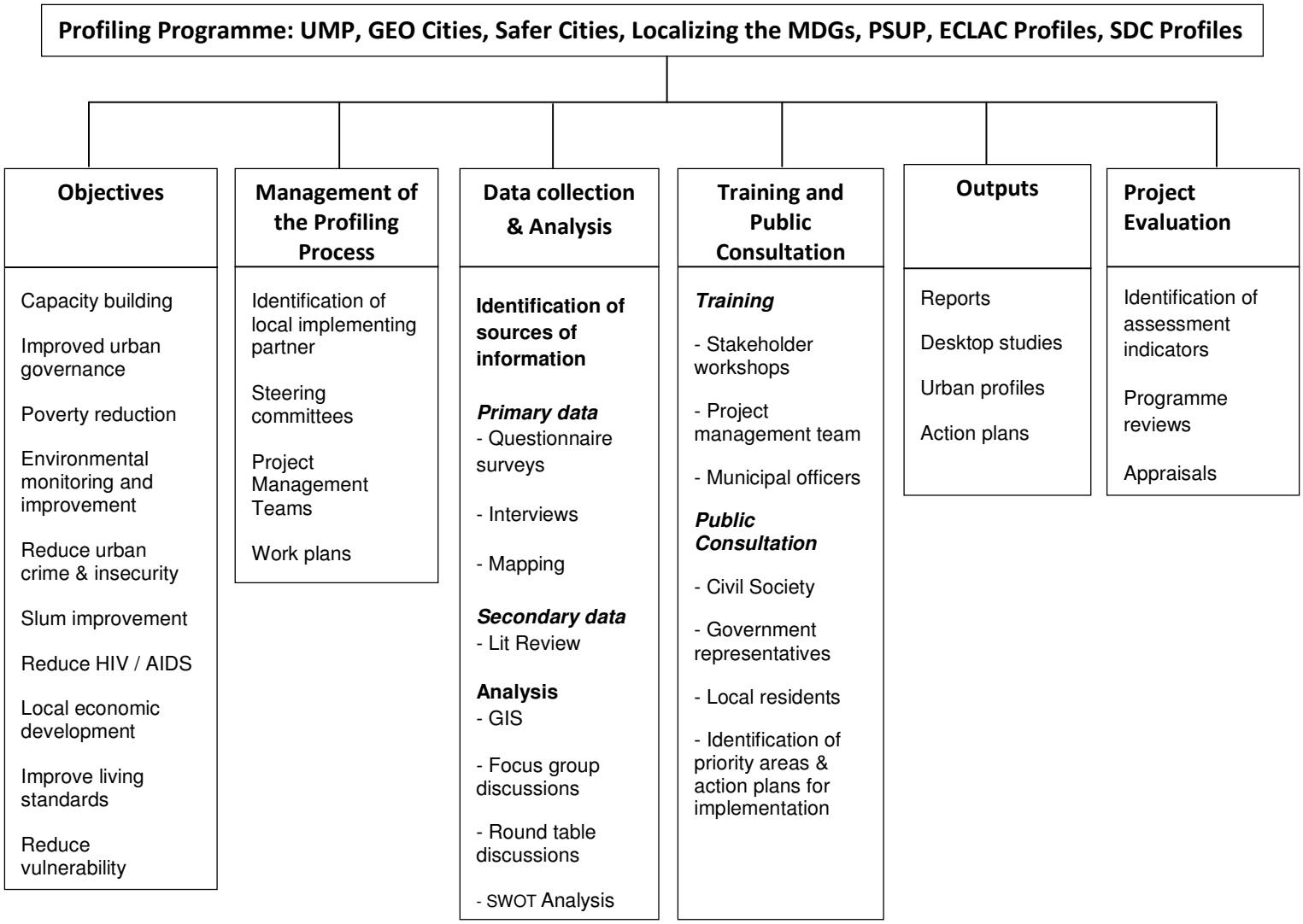
iii) Stakeholder meetings and workshops.

iv) Creation of reports, desktop studies and urban profiles.

v) Consultation with civil society.

vi) Creation of Action Plans.

Figure 3.0 Overview of Urban Profiling Methodologies Used in the Caribbean



The exact name given to each stage, the level of detail involved, and the time spent vary according to the specific profiling programme. The public consultation and broad based stakeholder involvement which characterized the early UMP has been further strengthened under all the subsequent urban assessment and profiling programmes in the Caribbean. Emphasis on capacity building, specifically through training of key stakeholders from local municipalities and CBOs have featured more strongly in the design of recent assessment and profiling programmes such as Localizing the MDGs and Safer Cities. In the area of data collection and analysis, there

is a strong reliance on secondary data from census reports, coupled with the widespread use of questionnaire surveys and interviews for gathering primary data[3]. For each subsequent urban profiling programme which the UN has developed, there has been an increase in the level of descriptive as well as technical detail accompanying the programme. This is done through the provision of implementation guides and manuals, to facilitate more effective roll out of profiling programmes. An important feature to note is that the UN has recognized the need for its urban assessment and profiling methodologies to be flexible enough so that they can be adapted to suit the urban context in the implementing country. This is noticeable in the most recent urban assessment and profiling programme developed by UN-HABITAT – the PSUP, which allows the implementing country to select those urban themes which they think are most relevant to them[4]. It also allows the implementing countries to modify the questionnaires designed by UN-HBITAT to fit their local setting.

A major methodological weakness observed in the various urban profiling programmes within the Caribbean is the lack of sufficiently established indicators and criteria to evaluate the effectiveness of the profiling methodology itself in helping to identify and assess critical urban issues. The methodology for the internationally developed urban profiling programmes that have been introduced in the Caribbean normally stop at the formulation of action plans. An evaluation component is not firmly established in urban profiling methodologies within the Caribbean[5]. A methodological framework to aid in the implementation of action plans emanating from urban profiles is also lacking.

[3] Information gleaned from experts involved in urban profiling within the Caribbean during a Technical Advisory Group (TAG) Meeting put on by the CNULM from November 22nd – 23rd, 2010 at Anton de Kom University, Suriname.

[4] For further information see UN-HABITAT Participatory Slum Upgrading Programme Phase I Urban Sector Profiling *Terms of Reference for the Implementing Partner.*

[5] Inference based on a review of project documents for several urban assessment and profiling programmes carried out in the Caribbean, e.g. UMP, PSUP, GEO Cities, Safer Cities Programme and Localizing the Millennium Development Goals.

3.2 Advantages and Limitations of Urban Assessment and Profiling Tools

Among the general advantages of urban assessment and profiling programmes in the region are:

1. The centralization of diverse information from a wide range of sources.
2. Local access to information – The data used to conduct the assessments and create the profiles was gathered by local researchers and institutions that were also able to interact with decision makers at various levels.
3. Identifies knowledge and data gaps within the urban sector.

Ideally, cost effectiveness and efficiency should be included in this list as these are widely touted benefits of rapid urban profiling. However, a critique of various urban profiling programmes within the region during the 2010 CNULM TAG Meeting suggest that while there is a degree of cost effectiveness and efficiency to the process, it has not quite live up to ideal expectations. This is largely due to the absence of technical capacity especially at the municipal level, resulting in the need to hire technical expertise to conduct the profiling exercises.

An intrinsic limitation of urban profiling both within and outside of the Caribbean is that it generates predominantly descriptive information as opposed to analytical data. In other words, urban profiling provides some guidance as to what might be a priority problem, but little concrete indication as to what might constitute a range of possible solutions. Secondly urban profiling relies heavily on the use of secondary data which confine the analyses to the range and quality of work that has already been done. Thirdly, the results cannot always be used for comparative purposes among cities because the information applies to different time periods and in some cases was derived in a different manner (Leitmann 1994).

Regarding specific tools such as the questionnaire survey which is used in all profiling programmes, it offers the advantage of a straight forward guide to collecting a comprehensive set of data on a particular city. It also synthesizes data from multiple sources and allows for inter-sectoral comparisons which are often not possible from a single source of information. Lastly, inputs from the questionnaire survey are important in preparing urban profiles which can be used a basis for public consultations and comparison among local towns and cities (Leitmann 1994).

The urban profile itself brought together conclusions from reports developed in different sectors over time that referred to a common problem, and therefore serves as comprehensive background document. The main drawback of the urban profile is that it is a static document with a relatively short life span. Hence it must be frequently updated to be of continued relevance. The public consultation component, workshops, training seminars, etc. provided the opportunity for integrating a broad spectrum of stakeholders. They allowed for meaningful discussions and consensus building. Furthermore, consultations can be used to develop follow up activities.

4.0 Urban Assessment and Profiling Outputs in the Caribbean

Most of the reviews and assessment of urban profiling programmes are carried out by the international agencies that develop and fund these programmes. While these reviews are useful, they are sometimes very general in their assessment and cover wide disparate regions and cities and are not sufficiently localized to provide in depth micro-analysis for specific regions. Much of these assessments also focus heavily on the implementation of the methodology itself vis-à-vis the impact of the methodology in addressing specific urban problems.

A primary goal of all of the internationally funded urban profiling activities in the region is to build capacity at all levels of government, but more so at the municipal level. While all of the urban assessment and profiling programmes in the Caribbean have been able to make some progress in this regard, the mechanisms and skills needed for urban profiling are still not embedded within the municipalities, despite the completion of several such exercises in the past. Mainstreaming urban profiling activities into the overall work programme of municipalities has proven to be very difficult. Many municipalities do not have the technical skills required, and often regard urban profiling as extra work outside the scope of their routine tasks[6].

During a Technical Advisory Group (TAG) Meeting[7] with specialists involved in urban assessment and profiling from across the region, the following outputs stemming from the

[6] An issue of concern expressed by technocrats affiliated with municipalities during a Technical Advisory Group (TAG) Meeting put on by the CNULM on November 22nd – 23rd at Anton de Kom University, Suriname.

[7] To view a copy of the TAG Meeting agenda, refer to Appendix A

profiling process were identified as positively enabling land use planning and municipal management within the Caribbean:

- Mapping of various types of risks and vulnerability in urban areas. The type of risks varied from urban crime and insecurity, solid waste disposal, environmental degradation, natural hazards, etc depending on the focus of the urban assessment.
- Desk review, baseline studies and urban profiles which help in the identification and analysis of current urban problems.
- Sensitizing key persons at the national level to the importance of land use planning and urban management. This done through the use of broad based steering / oversight committees to guide or mange specific urban assessment programmes.
- Involvement of NGOs and CBOs which provided an alternative view to the state sector.
- Incorporating multi stakeholder and multi-disciplinary committees in the assessment and profiling process through their involvement in workshop and survey design.
- Using local persons to access the community and collect data, thereby increasing the scope, depth and validity of the data collected.
- Getting various stakeholders together allowed for ownership and clarification of the process.
- Formulation of action plans to address specific urban problems

4.1 Implementation of Action Plans Emanating From Urban Assessment and Profiling

Many of the assessment and profiling programmes have consistently fallen behind schedule prolonging the process of data collection, public consultation and formulating action plans.[8] The experience of specialists involved in urban profiling within the Caribbean suggests that a joint process of incremental data collection and project implementation, with clearly defined early rewards can make or break the usefulness of a project[9]. In some cases profiles and action plans

[8] Based on a review of the implementation of the UMP, GEO Cities, Localising the MGDs, PSUP and Safer Cities Programme in the region, as well as round table discussion at a TAG Meeting with some of the technocrats involved in these prgrammes.

[9] Based on the experiences shared by technocrats at a Technical Advisory Group (TAG) Meeting put on by the CNULM from November 22nd -23rd at Anton de Kom University, Suriname.

are created, only to remain as written documents with very little or no implementation taking place due to several reasons ranging from changes in political administration, lack of funding, to a lack of logistical and management support, particularly at the municipal level. Where there is implementation of action plans, projects are sometimes implemented in a piece-meal manner or single one-off projects in isolation of a national or sub-national development plan. Implementation therefore becomes onerous on municipalities.

There are resources from donor agencies to do urban profiling, but not for project implementation. This rightfully is the responsibility of respective governments. The question therefore arises: should urban profiling take place in the absence of project funding? However, even in the absence of funding for project implementation there is still a need for urban profiling as profiling plays a critical role in identifying key urban issues, gaps in the urban data, building technical capacity and informing policy and land use planning decisions.

5.0 Towards a Caribbean Urban Profiling Tool: Effectiveness of Existing Profiling Methodologies

In considering the development of a new Caribbean urban profiling tool, it is instructive to ask the following questions: What should be the purpose of such a tool? Who will be the principal user(s) of this tool? What difference can a new Caribbean urban profiling tool make compared to the present approach urban profiling within the region? This paper does not proffer to definitively answer these questions, but will explore some critical issues that can help to inform our thinking on the process.

5.1 Suitability of Urban Assessment and Profiling Goals

Any discourse on the effectiveness of the urban profiling methodologies within the Caribbean must necessarily begin with goals of the various profiling programmes vis-á-vis a typology of the primary urban issues within the region. Put another way the first question should be are the goals of the existing urban assessment and profiling programmes in the region directly addressing the current and anticipated urban problems of the future? In looking at the suitability of the goals of the various urban assessments and profiling programmes in the Caribbean, it is instructive to

note that there has been a paucity of documented reviews on how urban profiling has addressed regional urban issues over the short, medium and long term. One such review is a paper prepared by Clancy and Gainer (2004) which looked at the Port of Spain City Consultations on HIV/AIDS, the lessons learned from the process, and the applications that can be employed for initiating social change. This was an immediate assessment of the just concluded HIV/AIDS city consultation process itself, as opposed to an assessment of the impact of the consultations and ensuing action plan(s) on the HIV/AIDS situation within the city. Given these limitations, information gleaned from the CNULM TAG Meeting[10] on urban profiling in the Caribbean will be used to supplement the lack of data from formal studies.

As Small Island Developing States (SIDS), a crude classification of some of the most pressing urban issues in the Caribbean includes:

- Environmental – The small island states of the Caribbean are ecologically fragile and are susceptible to natural hazards such as hurricanes, earthquakes, volcanoes and floods, which over the years have resulted in the loss of life and caused significant damage to economic infrastructure (UNDP 2004).
- Economic – Closed economies, mono-culture, poverty, high unemployment, inadequate physical infrastructure, energy provision and utilization, etc.
- Social – Urban crime, inadequate provision and access to urban services.
- Spatial – Small size of Caribbean cities, vulnerable coastal settlements, sprawl, squatting, inefficient urban transport systems, etc.
- Legal, Institutional, and Capacity Constraints – Outdated planning laws and municipal ordinances, poor management structures and limited technical skills.

It's important to note that these issues are not mutually exclusive, but are rather complexly interwoven into the urban mosaic of the region. Several of the issues identified above are part of

[10] A two day meeting put on by the CNULM from November 22nd – 23rd, 2010 involving specialists and municipal managers from across the Caribbean who reviewed various urban profiling and assessment programmes.

the focus of various urban assessments and profiling programmes within the region, e.g. PSUP, UMP, Safer Cities, Localizing the MDGs, GEO Cities, ECLAC Development Profiles, and SDC community profiles in Jamaica. However, with the partial exemption of the ECLAC development profiles, a collective examination of the scope of these programmes will reveal that insufficient regard has been given to a number of critical issues. These include hazard vulnerability and its associated impacts specifically on the urban sector, as opposed to national vulnerability and risk assessments which lump disparate spatial and planning areas together. Watershed management, drainage and their relationship to the vexing issue of flooding in many Caribbean cities has been largely excluded from urban assessment and profiling within the region. Spatial planning and the resultant relationship between urban densities, transport systems, energy, infrastructure and the provision of utilities and urban services play an important role in creating functional livable cities. The relationship between spatial planning, city form, city structure, and city functions, urban transport and energy have not been given the attention it deserves in past as well as current urban profiling exercises throughout the region.

The economic structure and vulnerability of island states is not fully captured in existing profiling mechanisms. The countries in the region are saddled by an enormous debt burden, characterized by very high debt to GDP ratios, which severely impact upon their development, and in particular, on their capacity to invest in the urban sector (UNDP 2004). The structure of Caribbean economies, are poorly diversified and heavily dependent on one or two economic activities (namely tourism and agriculture), has rendered the region extremely vulnerable to global economic shocks. This has contributed to our lack of sufficient competitiveness and has stymied development opportunities within the urban sector. The concept of creating a 'green economy' has been gaining traction in recent times. 'Greening' the economy is basically retrofitting the economy to by moving away from carbon intensive economic activities, to sustainable low carbon economic activities. This new emerging economic paradigm should also be taken into consideration when doing urban assessment and profiling.

Part of the reason contributing to the neglect of the issues highlighted above may be attributable to the fact that many of the existing approaches to urban profiling, notably the PSUP, were first

developed by the United Nations and other multi-lateral organizations for use in African cities where demographic size, city structure, geographic and economic factors often vary considerably from those within Caribbean SIDS. Similarly, the concept of city development is different for Caribbean cities than Latin American cities on which the MDGs base their assumptions (UN-ECLAC 2009). Furthermore, profiling mechanism are donor driven rather than user driven, hence goals and objectives are formulated at the international level by multi-lateral agencies. Caribbean SIDS are not involved in the initial conceptualization and development of international urban profiling and assessment programmes[11]. They are not involved in the process early enough to determine the issues that receive attention, the core objectives of the assessment programme, and consequently the ensuing methodology. By the time roll out occurs they are recipients, i.e. objective of the programme. While the template (for implementation) provided by donor agencies allows for some modification in the objectives and methodology to fit the local context, if the underlying pretext does not fit the Caribbean context, the effectiveness of the assessment tool is likely to be limited.

With specific reference to the localization of the MDGs in the Caribbean a 2004 UNDP report opine that some of the targets relating to education, gender equality, women empowerment and environmental sustainability are not all together relevant to the Caribbean. Consequently, the report proposed new targets for these focus areas which CARICOM has since created. Nonetheless, despite their comparatively limited focus on social development objectives, the MDGs provide a useful framework for orienting development and for measuring progress towards the achievement of a number of fundamental needs of Caribbean countries (UNDP 2004).

Any attempt at developing a generic Caribbean urban profiling tool / methodology must seek to broaden the scope of assessment to include the full range of urban issues affecting the region. The goals of profiling should be borne out of a thorough assessment of the Caribbean urban landscape. Through the synthesis of the full range of Caribbean urban issues, it may be possible that resources spent on multiple profiling exercises by various agencies could be better

[11] Based on a review of United Nations formulated urban profiling programmes such as the UMP, GEO Cities, Localizing the MGDs, Safer Cities Programme and the PSUP and feedback from the 2010 CNULM TAG Meeting.

streamlined into a comprehensive municipal centered urban profiling process. This would eliminate many of the overlaps which now exist among the various urban profiling initiatives across the region.

5.2 Identification of Key Stakeholders and Vulnerable Groups in the Urban Sector

Important to the identification and assessment of critical urban issues during urban assessment and profiling is the stakeholder composition. Donor agencies often provide guidelines to assist in stakeholder selection. However, little attention is paid to power inequality among stakeholder groups, as often times the stakeholders most affected do not possess decision making power which can affect how, where and when actions plans are implemented[12]. While there must of necessity be some level of political involvement and buy-in into the profiling process, stakeholder identification should be objective and free from political bias and manipulation. The issue of who determines the vulnerable groups within the urban sector is often politically influenced. Ideally, municipal authorities should be responsible and designated vulnerable/ target groups should not change with a change in political administration.

5.3 Ease of Implementation of Urban Assessment and Profiling Methodologies

One of the most important (intended) strengths of urban assessment and profiling is that it is supposed to be a fast method of documenting a city's activities, needs, strengths as well as weaknesses for the purpose of utilizing it to develop the city. For example, under the UN-HABITAT Participatory Slum Upgrading Programme (PSUP), the stipulated time for completing the urban sector profile should not exceed seven months (UN-HABITAT 2008). By contrast, other forms of planning such as traditional master planning may take upwards of more than two years to complete (Falade and Aribigbola 2010). In addition, the cost of urban assessment and profiling is meant to be cheaper than the conventional master planning approach. Here in the Caribbean, as well as in other countries, urban sector profiling has exceeded stipulated

[12] Issue raised during a CNULM TAG Meeting, November 22nd – 23rd involving specialists and municipal managers from across the Caribbean who reviewed various urban profiling and assessment programmes.

implementation time frames for a number of reasons. These time frames are normally set by donor agencies who may not fully understand the constraints of the region. Furthermore, negotiations and procurement of the necessary resources needed for undertaking urban profiling can be time consuming where there is weak institutional set up.

5.4 Institutionalization of Urban Assessment and Profiling Methodologies

Weak and poorly developed local government systems means that municipalities often lack the financial, technical and institutional capacity to effectively partner with the external donor agencies in conducting urban sector profiling. Consequently, organizations such as universities are more involved in the execution of urban profiling and assessment programmes than the local municipalities[13]. Thus the much needed entrenchment and capacity building (training persons to execute the methodology) at the municipal level is not taking place.

With specific reference to the PSUP, in a 2010 UN-HABITAT commissioned report, stated

"The way, the PSUP was implemented in the 30 participant ACP countries, is sometimes leading to a high degree of ownership, and very motivated participation in the programme by the local implementing institutions or organisations. But it is not always contributing to an efficient and effective process of sustainable capacity building in the institutions of the participating cities. The reason is not a lack of capacity building efforts of the PSUP. The implementation partners of the programme are universities in most cases, particularly in Phase I, and thus the surveys, interviews and consultations, required for profiling and action planning are often not undertaken with sufficient participation of members of relevant urban-related planning institutions, - instead, the process is often driven by university staff or experts hired by the universities for this programme.

So, PSUP capacity building is undertaken, but it is in many cases partly or entirely happening in the wrong places. Nevertheless, in some cases of universities implementing the activities, the process appears still embedded in the institutional set-up of the country, through a well thought composition of the PSUP Steering Committee, supervising the process". p vi

[13] Universities from across the Caribbean have played a leading role in the implementation of the PSUSP, Localizing the MGDs, Safer Cities and the GEO Cites programme within the region.

To reverse the current trend requires that the factors which limit the full participation of municipalities in urban assessment and profiling (limited technical, human, and financial resources) be addressed.

After over a decade of urban assessment and profiling in the region, only few municipalities have the capacity to effectively participate in the profiling process.[14] This is not because of a lack of capacity building effort in the design of the various urban assessments and profiling programmes. The problem goes deeper in that the functional organizational structures within municipalities are such that they do not allow for urban assessment and profiling to be embedded into their work plan and activities[15]. This suggest that beyond developing an urban profiling methodology / tool which can be easily used by municipalities within the region, there needs to be some rationalization and streamlining of the planning functions of municipalities if they are to be able to effectively utilized the new planning tool. This streamlining of the planning functions of municipalities should lead to a clear identification of the types of planning functions and issues which can be best addressed by municipalities vis-a-vis those which are more suited for central government. It should lead to identifying ways in which municipalities can improve on the current work they are doing. The process should also help to identify the kinds of data that municipalities need in relation to the functions that they have to perform. Binding legal arrangements between municipalities and central government will be needed to define and their respective roles and responsibilities. The on-going process of local government reform within some of the countries of the Caribbean can possibly be used to provide some impetus in this regard.

5.5 Adapting Urban Profiling Tools to Fit the Local Context

As previously mentioned, most of the international urban assessment and profiling programmes were initially developed for African, Asian and Latin American cities and subsequently implemented in the Caribbean. Thus some amount of retrofitting of the profiling process and methodology is often needed to match the Caribbean context before on the ground activity can

[14] Assessment obtained during the CNULM TAG Meeting, November 22nd – 23rd 2010.

[15] Ibid

begin. This involves modifying existing goals to make them more relevant, as well as creating new ones where needed. Where necessary, data collection methodology may have to be adjusted to involve the right stakeholders and get the right type of local data to perform the relevant analyses. To be effective, the data collection process must also be in keeping with local cultural context so as to create social tension and conflict among the stakeholders. In assessing the data, international benchmarks and indicators may have to be complimented with more locally relevant indicators.

In the case of the PSUP, the pre designed questionnaires by UN-HABITAT were modified by the local steering committee in Jamaica to be more reflective of the Jamaican context. Such actions are supported by UN-HABITAT as questionnaires must be structured based on the sources of information and interview partners to allow for multi-stakeholder input and the collection of data from different sources (UN-HABITAT 2008). Similar modifications also took place in Trinidad and Tobago. Adjustments were also made to the GEO Cities methodology in its implementation in Georgetown, Guyana. To enhance the efficiency of the data collection process and the quality of data gathered in the Safer Cities Programme, much of primary data was gathered by the stakeholders who were most at risk, i.e. women. In some cases municipal and administrative boundaries had to be adjusted to fit functional planning boundaries as was the case Castries, St. Lucia during the Localizing of the MDGs Programme[16]. This is because often times, the administrative boundaries of a municipality are smaller than the spatial spread of a sprawling municipality.

A general observation with international urban assessment and profiling programmes is that they follow a very rigid linear approach in terms of their set up and implementation. For example the PSUP is divided into three phases: the rapid urban sector profile, feasibility studies in priority slum areas, and actions plans for implementation. By itself, this kind of structured approach is not inherently bad. However, if the process is too drawn out, there can be a potential loss of stakeholders due to fatigue with the process. The pressing urgency of a specific localized urban problem may also warrant expeditious intervention to arrest the problem before full completion

[16] For more information see: Localizing the Millennium Development Goals – Profile of Castries, St. Lucia. Unpublished Report.

of the urban profile. In this case, a multi-pronged approach in which small incremental interventions are taking place while the profiling is being done may prove to be more effective than waiting on the full completion of the urban profile before implementing any sort of action plan.

Another aspect of the adaptation of urban profiling methodology to fit the Caribbean context is that urban profiling should be harmonized with national and sub-national planning programmes and policies, as opposed to being a one-off stand alone project. In the case of Jamaica, there is a linkage between the PSUP and existing policies and programmes which focus on informal settlements such as the Land Administration and Management Programme (LAMP). A 2010 UN-HABITAT commissioned evaluation of the PSUP in Jamaica and other selected ACP countries noted that "… *the PSUP is actually contributing t*o *awareness of the Government and Ministries concerned of the needs and requirements of urban planning and informal settlement rehabilitation, and thus the prevention of further exclusion of informal settlers in their communities"* p 21. Concerning GEO Cities, the process seeks to integrate itself into national development by framing the assessment of environmental conditions and trends within the broad concept of sustainable development (UNEP & IUCN 2009). Commenting on the MGDs, the UNDP 2004 states

"The effective integration of the MDDs into the national planning framework is seen as an essential precondition for their successful implementation. Moreover it will be necessary to establish systematic linkages among the various goals since although they are listed separately, they are nevertheless closely interrelated" p13.

6.0 Towards a Caribbean Urban Profiling Tool: Considerations for Data Collection and Analysis

A critical component of urban assessment and profiling is data collection. The type of data collected, how the data is collected; the format of the data and the level of disaggregation are all important factors that determine the usefulness of an urban profile. Newton (in Westfall and de Villa 2001) highlights that a serious problem in urban policy making is the lack of appropriate data at the city level. This he opine is most challenging in a typical situation where city staff is trying to manage rapid growth with limited human, technical, and financial resources.

Up to date and relevant urban data is needed to formulate and implement urban policies and programmes. Given the increasing rates of urbanization within the Caribbean, coupled with ongoing attempts at decentralization (through local government reform) the need for improved systems of urban data management has become more essential. Newton (2001) notes that *"as control move to lower levels, it is increasingly more important to monitor performance to ensure directions follow national planning goals and that sufficient information is available for local and central planning decisions"* p 16.

6.1 Localizing Available Data

The process of data collection and management as it relates to as it relates to urban sector profiling is particularly challenging within the Caribbean context. Resources and systems are in place to collect large amount of data through national census, inter-census surveys etc. However a considerable amount of this data is at an inappropriate spatial scale, i.e. at the national or parish level which means that it has to be recalibrated for application at the municipal level. Localizing the data is difficult as there is no systematic collection and rationalization of data at the municipal level[17]. In fact municipalities within the region have no established data collection mandate, but may be engaged in limited data collection for various local projects, as the need arises. Data collection is primarily within the purview of a central statistical office, supported to a lesser extent by respective government ministries, departments and agencies. Presently, central government agencies tend to collate and assess data at the national level and do not adequately provide disaggregated data at the local level. Hence the data they produce are mainly useful in executing national plans.

UNECLAC (2009) makes an important observation that it is often assumed that the NSO is the only entity that needs to be involved in regional or international efforts to streamline and harmonise data collection, definitions and reporting. Consequently, various efforts by

[17] Views expressed at a two day TAG Meeting put on by the CNULM from November 22nd – 23rd, 2010 involving specialists and municipal managers from across the Caribbean who reviewed various urban profiling and assessment programmes.

CARICOM, regional and international development banks, and the United Nations to enhance the methods of data collection and analysis, and to build capacity at the country level have not been very successful because other major entities (government ministries, agencies, municipalities, etc) involved in data collection and usage have not been involved.

6.2 Rationalizing Data Gathering and Management

UN-ECLAC (2009) describes the current production of statistics in the Caribbean as fragmented in that there is little coordination between the various National Statistical Offices (NSOs), ministries and other government bodies in the collection, analysis and reporting of data and statistics. Hence multiple government agencies end up doing the same assessment and data collection, each using a different approach, which invariably result in very different data outputs. The continuation of this practice within the region begs the question what have we learnt from past urban profiling and development planning exercises[18]? The critical issue at stake is not the ability, or the lack thereof, of municipalities to collect urban data but rather the need for data collection to be coordinated with urban policy needs. Failure in this regard means that the data from expensive statistical surveys are unlikely to be used, while key information for policy is neglected. A municipal centered process of urban profiling and assessment may possibly serve as a nexus between urban data and urban policy, as the results of an urban profile shows missing gaps in the data, current urban problems, and point to possible policy solutions.

For the purpose of urban assessments related to the Habitat Agenda and the MDGs, UN-HABITAT (2004) suggest that data collection and analysis be a collaborative effort between national statistical offices, ministries responsible for urban issues, city and metropolitan authorities and the research community. They further suggest that it is vital to get knowledgeable experts to interpret the data and provide informed judgment on the value of existing urban indicators. While such a collaborative approach to data collection is plausible the process must be rationalized. In considering this collaborative approach to data collection and analysis, it may be worth asking, how can the data requirements for effective municipal management feed into

[18] Observations made at a two day TAG Meeting put on by the CNULM from November 22nd – 23rd, 2010 involving specialists and municipal managers from across the Caribbean who reviewed various urban profiling and assessment programmes.

the structure of national surveys, censuses, etc? In other words, how can we strengthen the existing data collection mechanisms to be more responsive to the needs of all data users, particularly municipalities, without unduly increasing the complexity of such mechanisms? A full consideration to these questions is beyond the scope of this paper, but they nonetheless provide useful insights into how to approach the way forward with regards to urban data management.

In addition to streamlining data collection and reporting, standardizing statistical methods and definitions at the national and regional should be a pre-requisite for a new Caribbean urban profiling tool. Standards need to be established following internationally accepted rules and regulations and proper documentation definitions, methodologies, data quality, and reference dates for the data should be made available to the end user of such data (UNECLAC 2009). It may not be possible to achieve common standards in every instance, but regionally there needs to be a core set of definitions, along with an agreed set of variables and urban indicators to start with. Institutional leadership will be needed to assist in this regard, and best practices identified from existing international data management and indicator systems.

6.3 Data Accuracy: Qualitative and Quantitative Data

The type of data and the accuracy of the data required for urban assessment and profiling has been the subject of much theoretical debate. Broadly speaking there are two types of data, quantitative or 'hard data' and qualitative data otherwise referred to as 'soft data'. The Commonwealth Secretariat (2009) notes that hard data is particularly useful for comparative purposes and serve as useful urban indicators. Hard data is also a useful way to track and quantify changes over time. This is very important to urban policy makers, agencies involved in city management, and international donor / funding agencies as it helps them to define their own targets and monitor progress towards achieving them. However, there are certain aspects of cities which cannot be fully assessed using hard indicators or quantitative data. Statistics are useful for representing spatial and population related factors such as density or GDP per capita, but issues such as governance and democracy are better described by using soft data. Governance and democracy may be gauged through proxies, such as the extent to which a

country adopts the treaties it signs. These indicators only measure goals indirectly, and must therefore be supplemented with descriptors. The collection of qualitative data is inherently a subjective process. Consequently, it is very important that data collectors are aware of the definitions and the scales of the urban indicators that they are using to assess the urban environment. It is also important to keep in mind that the systemization of qualitative data does not end with the creation of a scale, but rather with a comprehensive understanding of the indicators and variables involved, such that accurate comparison can take place.

With regard to data collection for urban profiling and assessment, UN-HABITAT (2004) suggest that the guiding principles behind data collection is that the data should be best available, the latest available, and that it should be fully documented. They go on further to suggest that the preferred option should always be to use published data (adjusted for year, definition, etc.) whenever it's available and recent enough. The experience practitioners involved in urban assessment and profiling within the Caribbean strongly show that incorporating local community based (grass root) organizations in the planning and data collection process increases the depth and accuracy of the data collected. It also builds capacity at the local level, increases local buy in, and entrenches the methodology at community level[19].

6.4 Determining Appropriate Spatial Boundaries

When conducting urban profiling and assessment it is important to determine the appropriate spatial boundaries for data collection and analysis. Countries have different definitions of cities and so there is need for comparable areas of reference in order to make international comparisons. Despite the many similarities within the urban environment of the countries within the region, there still exist variable differences in the size, density, economic and social structure of Caribbean cities. For city level data, several international agencies such as UN-HABITAT, the World Bank, Asian Development Bank (ADB) among others, note that strictly sticking to political boundaries (the city proper) as the urban area of reference is not suitable as it does not

[19] Observations made at a two day TAG Meeting put on by the CNULM from November 22nd – 23rd, 2010 involving specialists and municipal managers from across the Caribbean who reviewed various urban profiling and assessment programmes.

represent the total built up area of the city. They, therefore, suggest that the standard area of reference be the urban agglomeration, which is defined as the built-up area comprising the city center and the suburbs forming a continuous settlement (UN-HABITAT 2004). UN-HABITAT and the World Bank in the development of the Global Urban Observatory (GUO) database of indicators, and the ADB in the creation of its Cities Data Book all use the urban agglomeration as the standard area of reference as it basically represents the functional planning boundaries of cities.

It must be noted that there is no set mechanism for precisely defining the boundary of an urban agglomeration or functional planning area. Urban experts will have to use their own judgment in order to determine the best criteria to define urban agglomeration boundaries. However, consideration should be given to the following in trying to arrive at an appropriate functional planning boundary:

- Minimum density to be classified as built up or densely populated area.
- Distance between settlements and the linkages between them should be of such that they can be described as a continuous urban expanse.
- Functional relationships in terms of employment, services, and land use between the urban core and the surrounding periphery.
- Interconnectivity of the transport and communication networks between the urban core and the surrounding periphery. (UN-HABITAT 2004)

While the use of functional planning boundaries goes a long way in facilitating comparative analyses among cities, such analyses can be limited by variations in the definitions of urban indicators. For example, the concept of violent crime will likely vary from place to place, likewise the definition of literacy, the age group for childhood, etc. Hence without clear definitions of urban indicators, serious questions can be raised about the validity and accuracy of city data for comparative use.

7.0 Towards a Caribbean Urban Profiling Tool: Developing a System of Urban Indicators

7.1 Overview

"You cannot properly measure what you don't understand, and you can't improve what you don't measure" (Westfall and Clarke 2001).

Urban indicators are important for measuring the factors impacting upon the urban sector – their existing rates as well as changes over time. Urban indicators as defined by Newton (in Westfall and de Villa 2001) are models simplifying a complex subject into a few numbers which can be easily grasped and understood by policy makers and the public. They should be user driven and highly aggregated. Changes or differences in the value is often more important than its absolute level. Unlike standard statistical indexes, the premise underlying the selection of data for urban indicators is that they must be a suitable guide to the formulation of urban policies and programmes. Indicators are the interface between policy and raw data. It is this explicit connection with policy that makes indicators different from other kinds of data. However, Wong (2006) cautions that indicators as policy tools are subjected to the interpretation of different agencies based on their own perspective towards the phenomena in question. To avoid such bias, Innes in Wong (2006) suggest that indicators should be produced by professional statistical agencies that have a strong awareness of policy issues, without having direct responsibility for them.

Newton (2001) identifies three broad categories of urban indicators:

1. Performance Indicators which measure aspects of the performance of organizations, sectors, or cities, and are intended to identify which departments, districts, or policies are meeting desirable aims.
2. Issue-based indicators which are intended to draw attention to particular issues. Examples of issue-based indicators include crime, safety, unemployment, urban sprawl, air quality, etc.

3. Needs indicators which measure need or deprivation, and generally aim to allocate resources to the most needy target groups. Poverty and deprivation indicators are prime examples of needs indicators.

One should keep in mind that the total picture of the city as a whole, or a sector within the city, is more important than a highly accurate value for any single variable. Where there are issues of accuracy, an approximate result or best estimate by a group of expert may be used.

7.2 Urban Indicators and Strategic Planning

The principal reason for establishing an urban indicator system is that the system should support the strategic planning process within cities. It should help to provide answers to important questions such as: "Where are we now"?, "Where do we want to go"?, and "How can we get there"? (Westfall and Clarke 2001). To ensure their effectiveness and relevance, urban indicators should be developed based on local issues and conditions and establish through intensive consultations with stakeholders. The scope of the urban indicators should cover the urban agglomeration boundaries or the functional planning areas of a city. The outputs should appeal to urban managers and urban development practitioners and contain valuable information to their professions. Most importantly, all indicators should measure policy outcomes and allow for comparison among cities (Newton 2001). The ultimate output of an urban indicator database is to build the capacity of local government, develop methodologies for measurement and evaluation, monitor the effectiveness and efficiency of service delivery, determine effective investment and growth strategies, and promote interaction and information exchange among cities (Newton 2001).

The establishment of a system of regional urban indicators would inform the development of national indicators, but more importantly facilitate interspatial and inter-temporal comparisons among urban centers within the region, benchmarking of performance and progress among localities. National or local indicators should meet the needs of municipal managers, provide inputs into municipal policies, as well as provide a basis for evaluating performance in the local urban sector. From a practical perspective, decisions have to be made regarding what issues can be monitored using what indicators. Generic issues can be monitored using standardized indicators, but must be done without losing sight of what's happening at the municipal level.

Standardized or international indicators may be of little relevance at the municipal level, while the same may be true of local indicators at the international or regional level. It must be borne in mind that different local areas have their own distinct development paths, and the use of standardized measures inevitably conceal such local diversity and uniqueness (MacRae in Wong 2006). In addition, there is also the challenge of integrating local information sources into a standardized series, as they tend to be administrative records compiled under different formats and definitions (Carley in Wong 2006). Both over localization and over generalization of indicators reduces their usefulness for comparisons, hence the relationship between local and international indicators requires careful examination.

The performance measurement and benchmarking that can be derived from an urban indicator system will make cause and effect relationships more visible within the urban sector by aligning goals and policies with the programmes, projects, and external factors impacting upon cities (Westfall and Clarke 2001). Establishing an urban indicator system is not a one-off exercise. Once the system is in place, there will be need for ongoing refinement and improvement through a continuous iterative process. Continual reassessment of the performance of the indicators will be required to preserve the level of confidence in the dat. This brings into focus the potential role of rapid urban sector profiling as an inclusive and participatory tool for driving this iterative process.

Given the existing limited municipal planning which takes place in the Caribbean and the long drawn out process involved, we can reasonably conclude that the existing modus operandi of planning cannot effectively form the basis for the creation and ongoing maintenance of an effective urban indicator database. It is likely that a well constructed and regionally appropriate methodology of rapid urban sector profiling which quickly assesses the needs, strengths and weaknesses of a city, identifies information gaps and priority areas for intervention can prove very useful in helping to create and maintain an urban indicator database. Due to the participatory and inclusive nature of rapid urban profiling, the outcome of such exercises will be deemed as more legitimate than non-consultative approaches and is more likely to enjoy the support of the majority of stakeholders in the urban sector. By extension using these outputs as

inputs into the creation of an urban indicator database should also result in greater stakeholder buy-in.

7.3 Benchmarking

Benchmarking relates to best practice, and is a method for organizations to improve their performance in key areas of practice. It originated in the private sector, but has since extended into the public sector. In terms of policy analysis, benchmarking provides a yardstick to gauge the relative performance of an area by assessing its progress and achievement against other comparator areas or the national or regional level of change. Benchmarking must not be confused with minimum standards. The process goes beyond that to include locating those areas within the urban sector that needs improvement, deciding on indicators to measure performance, finding other municipalities that have better or best performance on these indicators and adopting or adapting the practices of these municipalities that lead to better results (Newton 2001). Given that different areas perform differently under a very diverse set of socio-economic circumstances, comparisons should be made areas having similar circumstances. Regarding the time period needed to make reasonable observations of different areas, there is no explicit rationale. Rather, the timeframe is determined by the availability of data series that offer a consistent dataset to allow reliable and valuable comparisons (Wong 2006).

7.4 International Case Studies of Urban Indicator Systems

UN-HABITAT has distinguished itself as the pioneer organization in the formulation of urban indicators. In 1988, it established the Housing Indicators Programme which focused on monitoring the performance of cities and countries in the delivery of shelter (UN-HABITAT 2002). In order to address urban issues on a greater scale, the Housing Indicators Programme evolved into the Urban Indicators Programme (UIP) in 1993. Since then, the UIP has produced two main databases, Global Urban Indicators (GUI) Databases I and II in 1996 and 2001, respectively. These were presented at the Habitat II and Istanbul +5 conferences, and represents successful attempts at representing urban indicators in a truly global perspective (UN-HABITAT 2008).

The primary policy output of the Habitat II conference in 1996 was the Habitat Agenda. UN-HABITAT Resolutions 15/6 and 17/1 called for a mechanism to monitor global progress in the implementation of the Habitat Agenda. Consequently, the Global Urban Observatory (GUO) was established to monitor global progress in the implementation of the Habitat Agenda (UN-HABITAT 2002). The GUO developed an indicator system consisting of twenty key indicators and a list of nine qualitative data sets as the minimum data requirements for reporting on shelter and urban development. The key indicators are represented by numbers, percentages and ratios, while the qualitative data sets are audit questions generally accompanied by checkboxes for yes and no answers. The indicators were designed to measure performances and trends. The indicators were designed to measure the performances and trends in twenty selected key areas, and to measure progress in the implementation of the Habitat Agenda (Flood 2001).

As part of the statistical analysis of the GUI database I, a City Development Index (similar to UNDP Human Development Index) was developed in 1997. This index is used to rank cities according to their level of development, and as a baseline for comparative display of indicators depicting urban conditions. Subsequent modifications have been made to this index through inputs from the Asian Development Bank (ADB) Cities Data Book. This has made the City Development Index a valuable tool for assessing the quality of life and the condition of city environments. (Flood 2001 and UN-HABITAT 2002)

Since 2002, UN-HABITAT's monitoring and reporting function has undergone further transformation in an effort to fulfill the requirements of new international mandates – primarily the Millennium Development Goals (MDGs). As part of this transformation, UN-HABITAT's Monitoring Systems Branch revisited its existing Urban Indicators Programme and designed a new approach - the Monitoring Urban Inequities Programme (MUIP), to better meet the monitoring and reporting needs of the organization (UN-HABITAT 2008).

In 2005, the MUIP produced the GUI Database III. In addition to addressing the Habitat Agenda, this database provides information on the Millennium Development Goals (MDGs), particularly target 11 - *Improvement in the lives of slum dwellers*. The data used in the development of the GUI Database III was collected from different sources: national censuses; Demographic and

Health Surveys (DHS); Multiple Indicators Cluster Surveys (MICS); various national household surveys; and other statistical sources. Since 2006, the Global Urban Indicators Database has been updated annually (UN-HABITAT 2008). An outline of the key indicators and qualitative data sets can be found in Appendix D.

8.0 Urban Profiling and a Regional Urban Policy and Research Agenda

The failure of existing urban assessment and profiling programmes to adequately bring to attention some of the emerging and discreet urban issues within the region (see section 5.1) suggest that there may be a need for a new urban agenda grounded in a Caribbean reality. To be of continued relevance, this new urban agenda must be continuously updated in timely manner through an iterative process. This gives rise to the question: Can a generic Caribbean urban profiling tool / methodology conceptualized and develop to address the peculiarities of the Caribbean urban sector be an effective means of informing such a regional policy and research agenda? To comprehensively answer this question will require a case study application where significant elements of a new Caribbean urban profiling tool are implemented in two municipalities and the results observed and compared to determine its suitability for widespread application within the region. It must be noted that the proposed new regional policy and research agenda for the urban sector does not negate the usefulness of existing international policy and programme frameworks, but rather complement them by taking what is applicable and further refining it to suit the Caribbean context. Likewise, the proposed generic Caribbean urban profiling tool will not take away from the value of international urban profiling programmes, but will instead incorporate and build on their strengths to better address regional urban issues.

9.0 Preliminary Framework for a Proposed Caribbean Urban Profiling Tool

The following represents a preliminary outline of the methodology and structure for a Caribbean urban profiling tool with special consideration for use at the municipal level. Before delving into the actual structure of the proposed methodology, it is instructive to examine the planning functions of municipalities within the existing legal framework in order to focus the various responsibilities and capacity building efforts associated with urban profiling and assessment at the appropriate level of government. The scope and the ambit in which municipalities within the region carry out planning related functions is normally governed by a principal piece of legislation, with several pieces of supporting secondary legislation. For example municipalities in Trinidad and Tobago are governed by the 1990 Municipal Corporations Act, while the Kingston and St. Andrew Corporation (KSAC) in Jamaica is governed by KSAC Act, but there are also other laws governing their functions. Municipalities within the Caribbean can be considered, to a large extent, as the interface between policy and implementation. From a planning perspective, the functions of municipalities within the Caribbean are largely concentrated in the areas of providing basic urban services and enforcing development control measures, with limited power to enact ordinances related to exercise of its prescribe functions. Physical development planning and other forms of policy planning (e.g. transportation planning, housing, energy policy, and water resource management) which significantly shape the urban characteristics of an area are wholly vested in the hands of central government, with very little or no input from local municipalities. Consequently, municipalities in the region are in effect mere service managers lacking the autonomy to fashion and shape Caribbean the development of Caribbean cities through its own crafted policy directives. Against this background, any attempt at developing a municipal centered Caribbean urban profiling tool must take cognisance of the limited planning powers vested in the hands of municipalities. This is not to say that a Caribbean urban profiling tool must be strictly limited to the narrow legal responsibilities of municipalities, but rather than these responsibilities must be the starting point of assessment.

9.1 Guiding Principles for a Caribbean Urban Profiling Tool

Building on the Emerging Sustainable Cities methodology put forward by the IDB, the development of a municipal centered Caribbean urban profiling tool should be guided by the following principles:

1. The conceptual framework inclusive of the goal, objectives, methodology, and evaluation criteria for urban assessment must be grounded in a Caribbean urban reality – The goal and objectives must directly address the short, medium and long term urban issues affecting the region, while the execution of the methodology and evaluation criteria must fit into the existing governance structure, legal and institutional frameworks.
2. The scope of the urban profile should simultaneously address those functions and issues that fall directly under the control of municipalities, as well as those factors outside of the municipal control which impact upon the overall sustainable development of the city. This will ensure that the profiling tool is valuable to planning at both the local and central government levels.
3. Is evidenced based and action-oriented – Uses factual data and information gleaned from surveys, research, etc to identify critical urban issues and practical cross-cutting solutions in a time period not exceeding 6 months.
4. Is sufficiently flexible to allow for modification by individual municipalities while retaining its core components.
5. Is inclusive, relevant and practical to all stakeholders – Requires the involvement of mayors, public administrators, the private sector, and civil society groups.
6. Enables comparative analyses and benchmarking of Caribbean cities using key standardized indicators

9.2 Key Indicators to Guide Urban Profiling in the Caribbean

The following is a crude list of indicators derived from an analysis of the functions currently carried out by municipalities across the region, along with a composition of generalized factors that are applicable to sustainable development within the region. Some of the indicators are borrowed and modified from the Jamaica Social Development Commission (SDC) community

profiling methodology. These indicators should inform the data collection and analysis process in the profiling exercise. It is important to note that there may be some overlap and need for further refinement in the classification of these indicators, but for ease of analysis indicators should be classified under a single heading.

1. *Public Cleansing / Public Health*
    a) Solid waste disposal
    b) Street cleaning & drains
    c) Health and sanitation – health care facilities, toilet facilities, water supply

2. *Traffic Management*
    a) Connectivity
    b) Travel time
    c) Transport modes and network
    d) Traffic signs, lights, enforcement, etc.

3. *Public Amenities*
    a) Street lighting, markets, cemeteries, parks, etc.

4. *Roads*
    a) Construction of municipal (designated) roads
    b) Road, bridges, and drain maintenance
    c) Street naming and house numbering

5. *Poor Relief*
6. *Regulatory Licenses*
    a) Effectiveness in regulating places of amusement, vending, etc.

7. *Spatial Data*
    a) Geographic location / locational features

b) Physical characteristics and natural resources
c) Brief history, historic / heritage sites

8. Environmental Data

a) Watershed, protected areas, reservations, etc within the functional planning boundaries of the municipality.
b) Environmental issues – pollution, etc
c) Disaster management and vulnerability to climate change and natural hazards

9. *Social Environment*

a) Public safety and security, crime, etc.
b) General community spirit / culture

10. *Physical Development & Land Use*

a) Enforcement of development control measures – zoning policies, building code, etc
b) City form and structure – sprawl vs compact city - relationship to energy efficiency and transport.

11. *Social Data*

a) Demographic Characteristics
b) Education (attainment levels & institutions)
c) Housing – Tenure, condition, Squatting, etc.
d) Social services

12. *Economic Data*

a) Poverty assessment
b) Employment status and types if employment
c) Existing skills
d) Main economic activities
e) Recent and current economic development

f) Factors affecting business and livelihoods within the municipality.
g) Types of financial institutions present
h) Social safety net

13. *Governance Data*

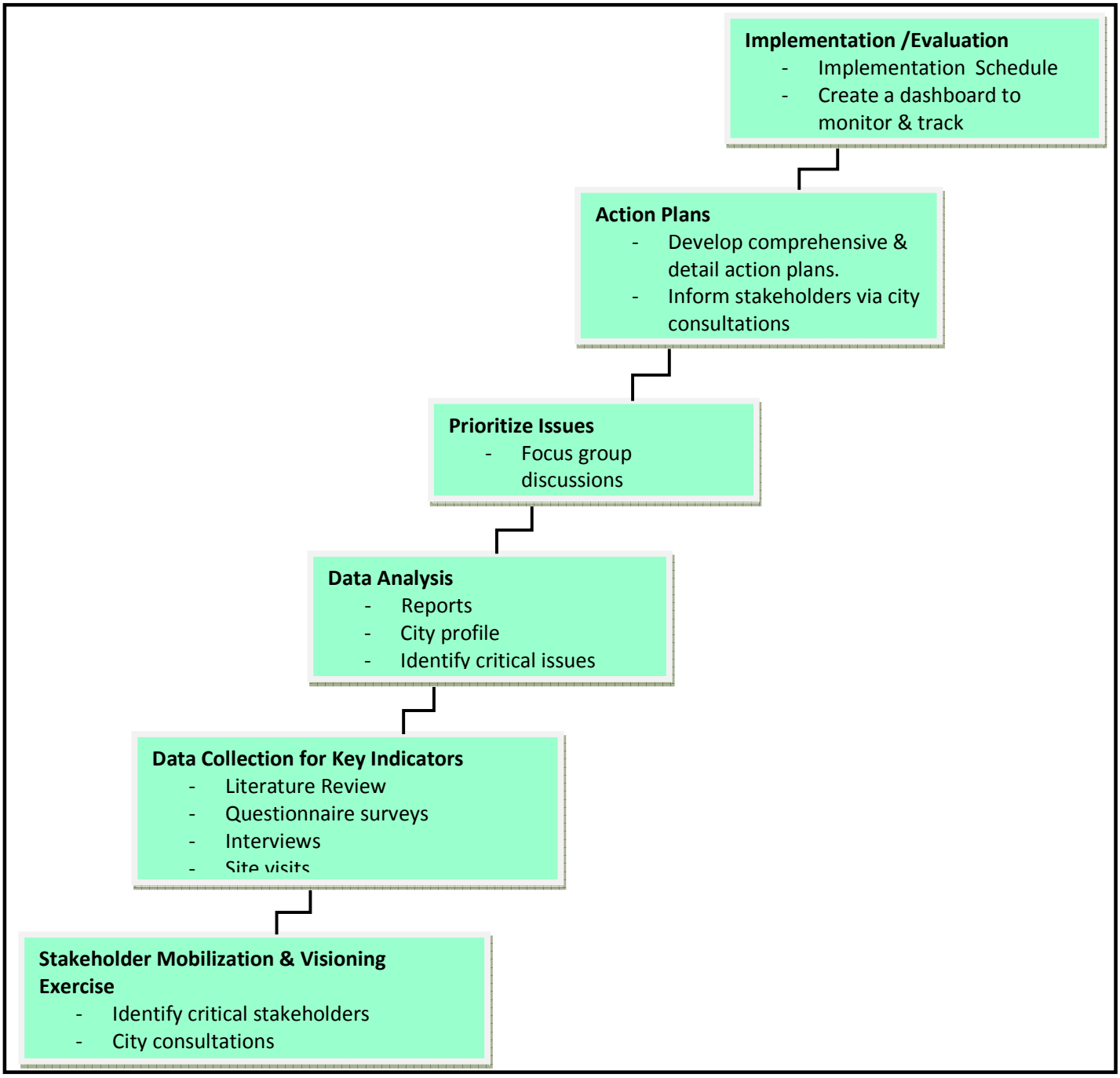
a) Political & administrative systems in place for managing the city
b) Stakeholder analysis – Name, contact information and description of state entities and active civil society groups with a vested interest in the city's management.
c) Mechanisms in place to facilitate participatory governance

9.3 Proposed Methodological Overview for a Caribbean Urban Profiling Tool

The outline in **Figure 8.1** represents an overview of a simplified profiling exercise. An elaborate outline and justification of the various steps shown is beyond the scope of this paper and would be better suited for a manual or implementation guide. The key difference between the methodology presented and other profiling methodologies that have been used in the Caribbean is not in the structure of the methodology per se. Rather, the difference is that the proposed indicators to guide the data collection and analysis process are derived from a synthesis of the stipulated functions of municipalities as well as from a composition of general factors which impact upon sustainable development within a city. Adopting this profiling methodology would therefore achieve the dual objective of enabling municipalities to assess the level and quality of their service delivery, while also assessing overall sustainability within a town or city.

In the process of executing the methodology, municipalities should work alongside the relevant central government agencies and be given the freedom to enlist any technical or managerial assistance that it may need to undertake the profiling exercise. However, it is important that municipal personnel be involved in all stages of the exercise. Where capacity is severely lacking at the municipal level, a dedicated unit within central government could be entrusted with the responsibility of rendering technical assistance to municipalities in the area of profiling and assessment, among other technical exercises as the need arises.

Figure 9.1 Proposed Methodological Framework for a Caribbean Urban Profiling Tool



10.0 Conclusion

The range and complexity of the challenges facing the urban sector in the Caribbean suggest that conventional approaches to urban planning and management, particularly at the municipal level are in need of serious revision. As part of the decentralization and democratization of the planning process in the Caribbean, various international (and to a much lesser extent local programmes) of participatory and inclusive urban profiling have been developed to better address urban issues. While the introduction of internationally developed urban assessment and profiling programmes within the Caribbean has raised awareness of critical urban issues at both the national and municipal levels, they have not achieved their full potential in serving as a robust tool which can local municipalities can utilize to quickly assess urban conditions and develop and develop programmes and projects to address them.

This is due to factors which are both intrinsic and extrinsic to the profiling process. These include the limited technical, human and financial capabilities of municipalities. In some cases, the objectives and scope of internationally developed urban assessment and profiling programmes have proven to be limited in addressing urban issues which are unique to the Caribbean context. Knowledge management (data collection, analysis and reporting) needed to facilitate the profiling and assessment process is poorly developed. Appropriate indicators and benchmarks are needed for evaluation and comparative analyses.

These drawbacks do not take away from the inherent value of urban profiling and assessment as a useful tool for enhancing municipal management, but rather points to the need to develop a flexible profiling tool which is responsive to the needs of the Caribbean urban sector. Such a tool should be embedded in to the planning system, particularly at the municipal level where the hands on management of the urban sector takes place. This will call for the full integration of urban profiling in to national planning frameworks and systems.

Through a continuous iterative process, the issues identified and the analyses gleaned from urban profiling can be used to inform and update urban polices and indicators, as well as guide research within the urban sector. In this regard, urban profiling has the potential to become a central pillar

within the planning system throughout the region. However, dialogue and consultation among key urban sector stakeholders is needed to build consensus on the way forward regarding the role of rapid urban sector profiling as a tool for improving municipal management, urban policy and research within the Caribbean.

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12.0 Appendices

Appendix A – Technical Advisory Group Meeting Agenda

day 1

Monday, November 22nd, 2010

9:30 – 10:00 AM **Registration**

10:00 - 10:30AM **Opening Ceremony**

Welcome and Introduction,

Dr. Maartem Schalkwijk,
Anton de Kom University of Suriname
Director of the Institute of Graduate Studies and Research

Ms. Esmeralda Hernandez Aragones -
Chargée d'Affaires of the Delegation of the European Union to Suriname

Anya Thomas – Special Project Officer, CARICOM

Brief Remarks

Director of the Caribbean Network for Urban and Land Management

10:30 – 10:50 AM **Coffee Break**

10:50 – 11:10 AM **Objectives and Structure of the Meeting**
Dr. Asad Mohammed

11:10 – 1:00 PM **Urban Assessment and Profiling Mechanisms**

Keynote Speaker
Dr. Hebe Verrest

Presentations
Ms. Juliana Alfred
Dr. Carol Archer
Ms. Winifred David
Ms. Linda Johnson-Bhola
Ms. Myriam Venegas
Mr. Michel Frojmovic

1:00 – 1:45 PM **Lunch**

1:45 – 4:45 PM **Technical Discussions**

Session I: Purpose, Relevance and Scope of Urban Assessment and Profiling Mechanisms in the Caribbean.
Chair: Dr. Hebe Verrest

Session II: Current Methodological Processes and Issues in Urban Assessment and Profiling.
Chair: Dr. Carol Archer

Session III: Implementation of Urban Assessment Related Polices, Programmes, and Action Plans in the Caribbean.
Chair: Ms. Winifred David

Session IV: Evaluating Urban Assessment and Profiling Activities in the Caribbean.
Chair: Ms. Juliana Alfred

5:00 – 7:00 **Open Guest Lecture**

Research Methods in Urban Planning
Dr. Asad Mohammed, The University of the West Indies

day 2

Tuesday, November 23rd, 2010

9:00 – 9:30 AM **Review of Technical Discussions**
Dr. Asad Mohammed

9:30 – 10: 15 AM **Exploring Alternative Approaches to Urban Assessment and Profiling in the Caribbean.**

Session I: Merits and Demerits of Current Urban Assessment and Profiling Programmes in the Caribbean.
Chair : Dr. Verrest Hebe

10: 15 – 10: 30 AM **Coffee Break**

10: 30 – 12:00 PM **(Continued) Exploring Alternative Approaches to Urban Assessment and Profiling in the Caribbean.**

Session II: Benchmarking Urban Assessment and Profiling Mechanisms in the Caribbean.

Session III: Requirements for a new Caribbean Urban Profiling Tool.

12:00 – 1:00 PM **Lunch**

1:30 – 4:00 PM **Field Trip**

Appendix B – Technical Advisory Group Meeting Attendance Record

Last Name	First Name	Country	Organization & Address	Specialization
Alfred	Juliana	St. Lucia	National Community Foundation, 1st Floor, Godfrey James Building, Castries, 19 – 23 High Street, Castries	Localizing the MGDs
Archer	Carol	Jamaica	University of Technology, 237 Old Hope Road, Kingston 6, Jamaica	Safer Cities Programme & PSUP
David	Winifred	Trinidad & Tobago	Port of Spain Corporation, City Hall, 2-4 Knox Street, Port of Spain.	Urban Management Programme
Esajas	Graciëlla	Suriname	Institute of Graduate Studies and Research, Anton de Kom University of Suriname, University Complex, State oil Building.	Teaching Assistant
Frojmovic	Michel	Canada	Acacia Consulting and Research, 430 Parkdale Avenue Ottawa, Ontario K1Y 1H1, Canada	Urban Planning Project Manager
Johnson-Bhola	Linda	Guyana	School of Earth and Environmental Sciences, University of Guyana, Turkeyen Campus, P.O. Box 10-1110 Georgetown, Guyana.	Assistant Project Coordinator
Martinus	Hans	Suriname	Anton de Kom University of Suriname, Leysweg 86, Postbus 9212 . PO Box 9212, Paramaribo, Suriname.	Dean – Faculty of Technology
Namdara	Angelika	Suriname	Institute of Graduate Studies and Research, Anton de Kom University of Suriname, University Complex, State oil Building.	Programme Manager -NSUS
Tjin A Soe	Florence	Suriname	Institute of Graduate Studies and Research, Anton de Kom University of Suriname, University Complex, State oil Building.	M.Sc. Student – Urban and Regional Planning
Schalkwijk	Maarten	Suriname	Institute of Graduate Studies and Research, Anton de Kom University of Suriname, University Complex, State oil Building.	Dean - Institute of Graduate Studies and Research
Urzua	Myriam	Mexico	Comision Economic Para America Latina Y El Caribe (CEPAL), Presidente Masaryk 29, 11th Floor, 11570, Mexico City.	Sub-regional Focal Point Officer for Disaster Evaluation

Verrest	Hebe	Holland	University of Amsterdam, SPUI, 1012 WX Amsterdam, The Netherlands.	Human Geographer
Aragones	Esmeralda Hernadez	Suriname	**EU Delegation to Suriname,** Dr. S. Redmondstraat 239, P.O. Box 484 - Paramaribo - Suriname	Chargée d' Affaires of the European Union Delegation to Suriname
Thomas	Anya	Guyana	CARICOM Headquarters Georgetown, Guyana	Sustainable Development (Project) Officer
Mohammed	Asad	Trinidad & Tobago	Caribbean Network for Urban and Land Management (CNULM), Block 13, Faculty of Engineering, UWI, St. Augustine, Trinidad and Tobago.	Senior Urban Planner NSUS Project Director
Polar	Perry	Trinidad & Tobago	Caribbean Network for Urban and Land Management (CNULM)	NSUS Project Manager
Howard	Dellarue	Trinidad & Tobago	Caribbean Network for Urban and Land Management (CNULM)	Project Officer - CNULM
Razvi	Sana	Trinidad & Tobago	Caribbean Network for Urban and Land Management (CNULM)	Project Officer - CNULM

Appendix C: Indicators Corresponding to the 20 Habitat Key Areas of Commitment

CHAPTER 1: Shelter *1. Provide security of tenure* indicator 1**: tenure types** indicator 2**: evictions** *2. Promote the right to adequate housing* qualitative data 1**: housing rights** indicator 3**: housing price-to-income ratio** *3. Provide equal access to land* indicator 4**: land price-to-income ratio** *4. Promote equal access to credit* indicator 5**: mortgage and non-mortgage** *5. Promote access to basic services* indicator 6**: access to water** indicator 7**: household connections**	**CHAPTER 4: Economic Development** *15. Strengthen small and micro-enterprises, particularly those developed by women* indicator 20**: informal employment** 16. *Encourage public-private sector partnership and stimulate productive employment opportunities* qualitative data 5**: public-private partnerships** Indicator 21**: city product** indicator 22**: unemployment**
CHAPTER 2: Social development and eradication of poverty *6. Provide equal opportunities for a safe and healthy life* indicator 8**: under-five mortality** indicator 9**: crime rates** qualitative data 2**: urban violence** *7. Promote social integration and support disadvantaged groups* indicator 10**: poor households** 8. *Promote gender equality in human settlements development*	**CHAPTER 5: Governance** 17. *Promote decentralisation and strengthen local authorities* qualitative data 6**: level of decentralization** 18. *Encourage and support participation and civic engagement* qualitative data 7**: citizen involvement in major planning decisions** 19. *Ensure transparent, accountable and efficient governance of towns, cities and metropolitan areas* qualitative data 8**: transparency and**

indicator 11**: female-male gaps**	**accountability** indicator 23**: local government revenue and expenditures**
CHAPTER 3: Environmental Management *9. Promote geographically-balanced settlement structures* indicator 12**: urban population growth** *10. Manage supply and demand for water in an effective manner* indicator 13**: water consumption** indicator 14**: price of water** *11. Reduce urban pollution* indicator 15**: air pollution** indicator 16**: wastewater treated** indicator 17**: solid waste disposal** *12. Prevent disasters and rebuild settlements* qualitative data 3**: disaster prevention and mitigation instruments** *13. Promote effective and environmentally sound transportation system* Indicator 18**: travel time** Indicator 19**: transport modes** *14. Support mechanisms to prepare and implement local environmental plans and local Agenda 21 initiatives* qualitative data 4**: local environmental plans**	**CHAPTER 6: International Cooperation** 20. *Enhance international cooperation and partnerships* qualitative data 9**: engagement in international cooperation**

Source: UN-HABITAT 2004