



Commonwealth Consultative Group on Human Settlements

Gigiri, Nairobi, 31 March 2009

Provisional Agenda Item 3

CCGHS(09)1: ANNEX

State of Commonwealth Cities Report: A Scoping Study

A Paper prepared by the Royal Town Planning Institute on behalf of ComHabitat¹



March 2009

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Executive Summary

For the first time, over half of the world's population lives in cities. The proportion is not quite so high for the Commonwealth as a whole, but it is rising fast. Progress towards many of the key Commonwealth objectives, and above all poverty alleviation, will depend on how well urban areas are planned and managed. Issues surrounding good planning and governance of human settlements are becoming increasingly urgent.

With one in three Commonwealth citizens living in a slum, and the number of slum dwellers increasing each year, the achievement of the Millennium Development Goals very much depends on what happens in the cities of the Commonwealth. Progress towards sustainable, low-carbon economies in line with the 'Lake Victoria Commonwealth Climate Change Action Plan' will require change in our urban areas, as they are the main contributors to greenhouse gas emissions. That can only happen if the challenge of urbanisation is recognised now. A quarter of the people in the Commonwealth are under 5 years old: what quality of life can they expect if the present generation fails to address the state of our cities?

The scale of the challenge is recognised within the Commonwealth through its establishment of the Commonwealth Consultative Group on Human Settlements (CCGHS). At its inaugural meeting in Nairobi in 1999, the CCGHS adopted the goal of '*Demonstrated progress towards adequate shelter for all with secure tenure and access to essential services in every community by 2015*'. Pursuit of this goal demands that progress of member states towards attaining it is monitored, which raises the difficult question of how this is to be done.

This 'Scoping Study' is a first step towards tackling this question. It is a scoping project that seeks to operationalise a way to measure progress towards the CCGHS's goal. To do this it identifies key statistical indicators and potential areas of descriptive information that are relevant to Commonwealth goals (see Tables 9 & 10, & Box 6). It then proposes a pilot programme for twelve Commonwealth cities, to describe progress being made towards meeting them. The pilot which is intended to serve as a model that others might follow in developing their own monitoring tools that are tailored to their individual priorities.

Is the Commonwealth making 'demonstrable progress' on its 1999 goal?

The answer is that it is difficult to say. The terms and indicators have to be agreed and further work needs to be done to measure them. We have looked at the national level data that UN-HABITAT holds and tried to bring this together into a Commonwealth dataset. However, previously there has been no significant Commonwealth discussion on how to define terms and find suitable measures for the component parts of the Commonwealth goal.

We have broken down the Commonwealth goal into its different parts. Thus:

Demonstrable progress must mean that things are getting better and that we have evidence to prove it. Such evidence may be statistics or it may be of a more qualitative nature, such as accounts of improved practices. Progress will never be even across the Commonwealth: if 20 countries make progress but 10 others slide backwards, how do we describe that result? In the time available we have only been able to sketch an overview of the situation in the Commonwealth. This is one reason why more research is needed.

The notion of progress also requires that we are able to compare the situation today with the situation in 1999. We have not been able to do this systematically. Often data is available but it is a

snapshot of one point in time. However, with more research over a longer period it should be possible to overcome this difficulty.

Adequate shelter for all is primarily about housing conditions. Of course what constitutes “adequate shelter” can vary – for example a 2 room house may be adequate for a small household but not a large one. Similarly, for most households shelter needs to be located within reasonable travelling time of job opportunities. This relationship underpins the growth of informal settlements in and around the urban areas. Also since 1999 we have become “carbon conscious” as the threats posed by climate change have been more widely recognised. Thus in the 21st century, “adequate shelter for all” should address the issue of energy use, which is an area where some of the Commonwealth’s richest countries are its poorest performers. It is beyond the scope of this short project to collect all the data we need on these environmental aspects: that again would require a fuller programme of research.

However, a key indicator of “adequate shelter for all” is the percentage of the population living in slums. This shows globally that this has increased since 1990 and again since 2000 (Chart 9). We also know that the Commonwealth has a higher proportion of its urban population in slums than the average for the world as a whole. When we also factor in the growth of population since 1999, it seems reasonable to say that far from making progress towards “adequate shelter for all” we are heading in the wrong direction. There are now more Commonwealth citizens living in slums in 2009 than in 1999, and given the rate of population growth and the depressed economic outlook, things are likely to get worse as we move towards 2015.

Under 5 mortality rates are a useful proxy measure of overall living conditions and life chances. Chart 22 shows that 14 Commonwealth countries have infant mortality rates above the world average, in some cases seriously above that average. While the data is only for one year (2006), rather than a time series comparison, it suggests that if any progress has been made, it remains a very real cause for concern.

Insecure tenure is one of five elements in the UN-HABITAT definition of a slum. The United Nations Millennium Project concluded that improving security of tenure is central to improving the lives of slum dwellers¹. Tenure is a complex matter and Individual title is not the only way to make tenure secure.

It has not been possible to probe the tenure situation across the Commonwealth in great detail. Nevertheless, some broad parameters can be described. Much of the surge of urbanisation in the Commonwealth takes place through informal settlement development. Tenure in such situations is typically insecure. It can lead to other problems when the lack of a formal address effectively prohibits residents from access to such services as healthcare, education, water, electricity and credit. Informal settlements are also at risk from enforcement action by public authorities, with residents suffering forced evictions.

The evidence available suggests that more Commonwealth citizens are in insecure tenure today than was the case in 1999. The current global economic downturn has created problems for households purchasing homes in even the richest countries with credit hard to obtain and repossession of homes rising very steeply². Levels of insecurity of shelter are rising fast and will be experienced most strongly in the youngest and poorest communities.

Access to essential services is construed to encompass water and sanitation, electricity, education and health care. Clean water and safe sewerage are the most basic ‘amenities’, but currently across the world around one in six people do not have access to safe drinking water and adequate sanitation, making them vulnerable to water-related diseases, such as cholera, bacillary dysentery, coli infections, viral hepatitis A and typhoid.

In the short production time, we could not put together time series data to describe long term trends with great confidence, but in most Commonwealth countries³ basic services in cities are lacking to some extent (Chart 23). Water supply and sanitation connections are not universally provided. In many Commonwealth countries one in five people in cities do not have improved water supplies⁴. Often one in three have no adequate sanitation facilities.

In terms of access to education there are signs of some modest progress in percentage terms (Chart 20). However, we again have to remember that the number of school age children in the Commonwealth has increased significantly since 1999. This means that although the proportion of both boys and girls not completing primary education has been cut, the actual number of children unable to complete that education will have increased.

A State of Commonwealth Cities Report

What happens in the future will depend on what policies are followed. Evidence is needed to inform policies and to see how they work. The strengths of the Commonwealth – its diversity and solidarity - mean that it is exceptionally well placed to make a difference. Knowledge transfer across the Commonwealth has never been easier. A State of the Commonwealth Cities Report will not solve the problems – but it will help us to scope them better and find out more about what works and how to share expertise. This current report is not the State of the Commonwealth Cities Report. Rather it is a way of exploring why such a report is needed and what it might begin to look like. Recommended indicators and themes are summarised in the concluding chapter of this report.

Issues for Ministers

Ministers may wish to:

- a) Comment generally, on the Draft Scoping Study Report in terms of the following:
 - The need for a report on progress in meeting the CCGHS goals for Human settlements.
 - Endorse the timeframe proposed by ComHabitat for finalising this draft Scoping Study and pursuing its recommendations.
 - The initial findings about progress since 1999 (details in Executive Summary pg 3). In particular:
 - Do they reflect what has been happening?
 - If so are there any implications that need to be highlighted?
 - Are there any additional sources of information available that would add important detail at this stage?

- b) Comment on the consultants' proposals for a full State of the Commonwealth Cities Report. In particular:
 - The overall scope of the proposed report. Will it measure the things that need to be measured? (Proposed structure pg 39)
 - The relevance and the value of the indicators of progress which the consultants recommend (summarised in Tables 9 & 10 pg 41 & 42, and Box 6 pg 43). To what extent will they give Ministers the information they need to monitor the rate and trajectory of progress towards the CCGHS goals for Commonwealth Cities. In particular:
 - Is there the right balance between 'hard' and 'soft' reporting?
 - Are there important gaps in the proposed measures that need to be addressed?
 - Will the sampling methodology provide the appropriate geographical coverage for the report?
 - Will the methodologies achieve a good balance between the tasks of assembling the information and the value that it will create?

- c) Give their views on the proposals to work with the Network of inclusive Commonwealth cities' as a policy and practice exchange between a representative group of local authorities in order to develop methods for monitoring approaches to governance (summarised as 'city governance level data' in Box 6 pg 44, and 5.2 'implications' pg 37). In particular:
 - Does the proposed sample of cities provide a useful geographical coverage?
 - How can cities in the network be supported?
 - Will involving the network impose undue burdens on the cities that have been identified?

1 Introduction

Background

Some 700 million more people are living in the Commonwealth's urban areas than 10 years ago. The rapid pace of urban growth, combined with the urbanisation of poverty, means that monitoring the Commonwealth's goal must focus on urban dimensions. What is happening in the urban areas will shape the future of our planet.

At its first meeting, in May 1999, the Commonwealth Consultative Group on Human Settlements (CCGHS) adopted the goal of '*Demonstrated progress towards adequate shelter for all with secure tenure and access to essential services in every community by 2015*'. In recognition of this goal, a means to monitor the implementation of this goal was required, and the Kampala Communiqué from the 2007 Commonwealth People's Forum, called on Commonwealth member states and the CCGHS to prepare a report on the 'State of the Commonwealth's Cities'.

A '*State of Commonwealth Cities Report*' (SoCCR) would thus be a way to establish what 'demonstrable progress' has been made in the last 10 years. The report would assess:

“opportunities and threats of urban growth in relation to
(i) poverty alleviation,
(ii) sustainable and people-centred development and
(iii) reducing disparities in living conditions.”

Progress has many qualitative dimensions – innovative practices, bottom-up initiatives, improvements in governance. This is reflected in the objectives of the Aberdeen Agenda that was adopted by Commonwealth Local Government Forum (CLGF) members in 2005 to promote principles of good governance: an elected local democracy that enjoys a secure legal framework, is transparent, accountable and open to scrutiny and is inclusive and equitable and properly resourced.

Inclusiveness is crucial to the social sustainability of urban areas. The strong appeal of cities is that they can offer safe and secure homes for dense concentrations of people often from different, and even conflicting, histories and cultures. Cities can only succeed in this if they can develop inclusive systems of governance. CLGF defines inclusive cities as those '*where all citizens, including the poor and disadvantaged, minorities, the young and women, have full democratic rights and access to essential services is actively promoted by city governments, with support from federal and state/provincial governments.*'

Proposed programme for preparing a State of Commonwealth Cities report

ComHabitat envisages the SoCCR will be prepared as four work packages (WPs):

- **WP1:** (This report) involves a review of existing literature and data to produce a set of key indicators that are robust nationally and capable of use at city scale.
- **WP2:** A Commonwealth Network of Inclusive Cities will link partner cities together to examine trends, strategies, good practices and monitoring. Their task will be to “drill down” beneath the data, and pool their experiences of practices and implementation. Central to this work package will be the focus on key Commonwealth indicators including issues around urban poor, gender, and inclusivity and the implementation of practical steps to ensure efforts to localise the MDGs are being addressed and delivered.

- **WP3:** Establishment of an Expert Panel to serve as a sounding board, a source of expertise to share amongst the partner cities and to contribute to achieving objective of sustaining and growing the Network partnership, by giving it profile.
- **WP4:** The management, dissemination and reporting to CCGHS and CHOGM and other Commonwealth and Human Settlements agencies.

Proposed timetable

The following outputs are planned:

- First Interim Report (start-up, Observatory partners, preliminary review of data) presented to CCGHS meeting in April 2009;
- Second Interim Report (mainly based on the data analysis in WP1) presented to CHOGM in November 2009;
- Draft Final Report and recommendations (WP1 and WP2) presented to CCGHS in April 2011;
- Final Report and recommendations presented to 2011 CHOGM.

This Scoping Study

How committed are Commonwealth cities to its goals, or are they so many fine words? The *'State of Commonwealth Cities Report'* (SoCCR) is an opportunity to measure the progress that is being made in pursuing them. However all these principles and goals are presented in general terms with no quantified targets to measure whether they are being pursued. In addition, objectives like 'inclusiveness' are ideas that can mean different things to different people. This means that the potential scope for a SoCCR is initially dauntingly large and amorphous. To establish the reporting priorities ComHabitat has commissioned this study in order to consider feasibility issues and specific requirements.

Therefore this Scoping Study has three aims:

1. With 2015 now less than 6 years away, it seeks to explore what we know and do not know about the Commonwealth's progress towards the goal it adopted back in 1999.
2. It pulls together for the first time on a Commonwealth basis what data from UN-HABITAT, the UN, and the World Bank to specifically examine the state of the Commonwealth's cities.
3. It explores how initiatives by ComHabitat⁵ partners can be built upon so as to create in-depth understanding and knowledge transfer across the Commonwealth about how national and local initiatives can contribute towards achieving the Commonwealth's goal.

In short, the study provides both the rationale and an agenda for a Commonwealth action-research programme on sustainable human settlements. Such a programme would not only enhance the capacity for policy and decision-making in Commonwealth countries, but also it would support and advance UN-HABITAT's initiative to launch a global campaign for sustainable human settlements, which was announced at the Governing Council meeting at the end of April 2008.

The study thus comprises a rapid appraisal of the Commonwealth's goals for human settlements and the availability of indicators to measure them. The Commonwealth Association of Planners commissioned us through the Royal Town Planning Institute to undertake this work using support funds provided by the Commonwealth Foundation and the Commonwealth Secretariat. Three

progress reports were delivered to ComHabitat and the inputs and advice of the various ComHabitat partners is acknowledged. In addition, we are grateful to UN-HABITAT for their assistance in making available data collected by their Global Urban Observatory.

Work on the exercise began in earnest at the start of 2009 and is continuing up to and beyond the CCGHS meeting, though this report had to be completed by the start of March in time for it to be circulated ahead of that meeting. This report describes only our interim findings. It is proposed that comments and advice from CCGHS, together with results from the on-going data collection, will be drawn on to produce a final version by early June 2009.

Structure of the report

The following section of this report (section 2) begins by reviewing the current role of cities in human development and the significance and impact within the Commonwealth. Section 3 then examines the objectives of a monitoring report to measure progress and considers some of the methodological questions that arise.

Section 4 describes the relevance and availability of national indicators of urban development and presents a ‘Commonwealth cut’ of current UN and other data to help in understanding what progress the Commonwealth is making relative to the world as a whole. Section 5 considers two types of data at the city level. Section 5 looks at the availability and relevance of quantitative data for individual cities. This ‘hard city data’ is more detailed, sensitive and insightful but less readily available than national measures. Section 5 then considers qualitative data and the potential for softer, more in depth reporting through a proposed ‘Network of Inclusive Commonwealth Cities’ (Box 5). Locally supplied qualitative information is by far the most sensitive and detailed information and offers the best means to learn about the important qualitative questions including those of inclusiveness, and good governance.

Acknowledgements

Our study comprises a very rapid overview of a large and complex field. We should never have been able to make the progress that we have without generous support and advice from a number of sources which we need to acknowledge here. Edward Moreno, Gora Mboup and Philip Mukungu from UN-HABITAT Global Urban Observatory have provided both advice and access to essential UN-HABITAT urban datasets. We have been greatly encouraged by the enthusiasm of those of selected sample cities from the network of Inclusive Commonwealth Cities for participating in a fuller study. They will become valuable partners in this endeavour. All the members of ComHabitat have assisted us at every step both at the formal steering group meetings and with regular guidance and advice outside. Ibukunoluwa Ibitoye from the Commonwealth Secretariat has managed us day-to-day and has been particularly supportive. Finally, we would acknowledge the support of the Royal Town Planning Institute, which has made our involvement in this exercise possible in the first place.

2 Commonwealth Cities - the missing dimension

With one in three Commonwealth citizens living in a slum, and the number of slum dwellers increasing each year, what happens in the cities of the Commonwealth will help determine the attainment of the Millennium Development Goals. Progress towards sustainable, low-carbon economies in line with the 'Lake Victoria Commonwealth Climate Change Action Plan' requires change in our urban areas, the main contributors to greenhouse gas emissions. Much will depend on partnerships between national governments, urban local governments and civil society organisations, and, of course, the private sector. Learning and the sharing of knowledge needs to become more systematic and Commonwealth-wide. That can only happen if the challenge of urbanisation is recognised now. A quarter of the people in the Commonwealth are under 5 years old: what quality of life can they expect if the present generation fails to address the state of our cities?

During 2008 established ways of viewing growth and development have been shaken by the global economic downturn. The challenge of meeting the Commonwealth goal has become significantly greater. It is more important now than ever to understand what is happening and to explore innovations and exchange learning.

What happens will depend on what policies are followed. Evidence is needed to inform policies and to see how they work. The strengths of the Commonwealth – its diversity and solidarity - mean that it is exceptionally well placed to make a difference. Knowledge transfer across the Commonwealth has never been easier. We have politicians, professionals and civil society organisations with first hand experience of trying to make their cities better, safer and more inclusive places to live. What is needed is a catalyst that can trigger a new level of co-operation and endeavour – so that efforts to manage cities at least keep pace with the sharply rising rate of urban growth. Unless there is a step-change in the way we manage our cities, we will go backwards: congestion and pollution will undermine economic efficiency; slums will grow remorselessly; climate change and its consequences will become ever more severe; crime and social instability will threaten the fabric of cities as places where very different people co-exist.

The Focus on Cities

The significance of cities is clear but we continue to ignore urban growth. Agriculture, rural development and macro-economic policies tend to be high on development agendas.

However:

- The Commonwealth is now undergoing a dramatic transformation from a surge of urbanisation; in the first five years of this millennium, urban population growth was higher than rural population growth in 46 of the Commonwealth's member states⁶.
- The cities drive the Commonwealth's economies; Mumbai is estimated to generate a sixth of India's GDP⁷.
- Half of the Commonwealth's people are under 25 – and cities have a younger age profile than rural regions.
- Rapid urbanisation challenges small island states: there are 23 squatter settlements in Suva, for example⁸.
- The urban dimension of key Commonwealth concerns like health and education is critical to delivery but gets lost behind national data and policies. In Nairobi, under-five mortality rates in slums are 151 per 1,000 live births, significantly higher than the average of 62 for Nairobi as a whole or of 113 for rural Kenya⁹.

- Effective urban management can help reduce gender inequalities. Women in particular benefit from slum upgrading, since it reduces their transport burden, time-poverty and vulnerability, whilst improving their health, and providing them with additional income-generating opportunities¹⁰.

Johannesburg



The largest city in South Africa (3.2 million people), located in Gauteng, one of Africa's most rapidly urbanising regions.

Mumbai



Condensed on Salsette Island with 1% open public space and residential density at 34,000 people per km².

London



*29% of residents are from UK 'minority ethnic groups' and over 300 languages are spoken across the city.*¹¹

The challenges that face city managers today are greater than ever before, with growing populations, and the need to alleviate poverty, and create more sustainable and people-centred growth as well as reducing disparities in living conditions. But city growth has many dimensions and each city is affected differently by a plethora of factors, including land availability, physical limits to expansion, density of population, the speed of growth, and social cohesion.

There are few operating manuals for city managers to refer to, so each city has to find its own way to succeed. For all the promise of globalisation, it is governance at the local level that drives a city's performance¹². Effective city management involves: local needs assessment; decentralised decision making; local stakeholder alliances; planned land release and land servicing; secure tenure; and design that is appropriate to local conditions. However, the single most important factor is the political will, to establish a policy environment which is supportive of people-centred investment.¹³.

Role of the Commonwealth Forum of Inclusive Cities

If they are to succeed as the engines of growth that will enable countries to meet the Millennium Development Goals, cities need to be inclusive in the way they formulate policy. Inclusive cities are those where all citizens, including the poor and disadvantaged, have democratic rights with access to essential services and also to decision-making. The challenge to city governance is to operationalise policy making in a democratic way, and to ensure there is real participation in key decision making.

At its April 2008 conference in New Delhi, the Commonwealth Local Government Forum agreed to promote a 'Commonwealth Network of Inclusive Cities' as a forum that would connect local administrations, professionals and NGOs committed to the realisation of inclusive cities. This network could become a key mechanism for informing a full '*State of the Commonwealth Cities Report*' (SoCCR), monitoring progress on the Commonwealth goal from 1999, and for knowledge transfer and enhanced service delivery at grass-roots level across the Commonwealth.

A full '*State of the Commonwealth Cities Report*' (SoCCR), supported by Commonwealth governments and donor agencies, could become a powerful means for raising awareness, sharing knowledge and stimulating actions that put Commonwealth values into practice. To prepare the ground for such work, this Scoping Study tries to establish what we already know – and don't know but need to know!

3 Measuring progress towards goals for Commonwealth Settlements

This is a scoping study for a full ‘State of the Commonwealth Cities Report’ (SoCCR). Recording the extent to which the cities of the Commonwealth are making progress in pursuing the goals that the Commonwealth Consultative Group on Human Settlements has set will self-evidently involve a significant reporting process. Commonwealth priorities mean that an SoCCR should examine progress with particular attention to “the opportunities and threats of urban growth in relation to poverty alleviation, sustainable and people-centred development and disparities in living conditions”¹⁴

A full SoCCR would need to be a collaborative effort, since it would involve: the compilation and analysis of common statistical indicators; and identification and sharing of information on living conditions and systems of governance and local contextual detail. However, the process of undertaking such an exercise would generate significant spin-off benefits. For example, the economic benefits alone of better management of traffic and air quality, of slum upgrading and of better managing the process of land conversion to urban uses over the next 20 years are incalculable. Poverty Reduction Strategy Papers (PRSPs) could become more effective policy instruments by being informed by long term strategic planning for growth in urban populations and the consequent pressures on access to land.

Selecting appropriate measures

The Commonwealth wishes to measure progress towards the 1999 goal of *adequate shelter for all with secure tenure and access to essential services in every community*”¹⁵. First, a basket of indicators needs to be assembled to compare what is happening in different places and to track progress over time. This scoping study has collated and reviewed data that is available, scoped out information that was missing and looked at ideas for collecting additional data. Both national and local city information have been considered.

Photo courtesy of Homeless International



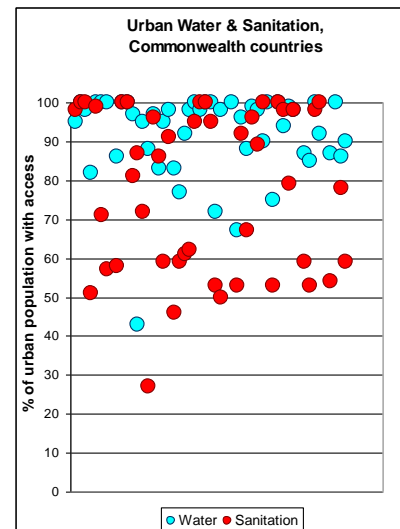
The exercise immediately raises questions about the real meaning of the Commonwealth goals and just what the concepts that need to be measured are. As many of these do not lend themselves to easy measurement it is also necessary to consider what the most useful proxy measures might be.

As a starting point, let us break the Commonwealth goals into their constituent parts:

- **Demonstrable progress** requires us to compare the situation today with what it was in 1999. This means that data is collected on a systematic basis over a period of time. Often this does not happen - data may be available but it is a snapshot of one point in time, or need to be adjusted for other changes over time. Only consistent research over a longer period can overcome this difficulty. It may also be hard to establish whether the extent to which any progress is being made because trends are never even across the Commonwealth. For instance if 20 countries make progress but 10 others slide backwards, how do we describe that result?
- **Adequate shelter for all.** What constitutes “adequate shelter” can vary – for example a 2 room house may be adequate for a small household but not a large one. Similarly, for most

households shelter needs to be located within reasonable travelling time of job opportunities. This relationship underpins the growth of informal settlements in and around the urban areas. Also since 1999 we have become “carbon conscious” as the threats posed by climate change have been more widely recognised. Thus in the 21st century, “adequate shelter for all” should address the issue of energy use, which is an area where some of the Commonwealth’s richest countries are its poorest performers. It is beyond the scope of this short project to collect all the data we need on these environmental aspects: that again would require a fuller programme of research.

- **Insecure tenure** is one of five elements in the UN-HABITAT definition of a slum. The United Nations Millennium Project concluded that improving security of tenure is central to improving the lives of slum dwellers¹⁶. Tenure is a complex matter. Individual title is not the only means of making tenure secure. There are different issues of land ownership across the Commonwealth, for example, in many South Pacific Commonwealth countries; development on customary lands raises issues that do not arise in countries where individual land ownership is formally registered.
- **Access to essential services** would encompass water and sanitation, electricity, education and health care. Clean water and safe sewerage are the most basic ‘amenities’, but currently across the world around one in six people do not have access to safe drinking water and adequate sanitation, making them vulnerable to water-related diseases, such as cholera, bacillary dysentery, coli infections, viral hepatitis A and typhoid.



Appropriate country data

Publicly available statistical information offers a ready source of country level indicators. Well known measures such as GINI (which gives a ‘coefficient’ of income inequality) and infant mortality rates provide national social and economic baselines that help describe the situation in which cities operate. This type of ‘country level data’ has been examined for its use in a report on the state of Commonwealth cities. It was reviewed for availability, suitability for trend analysis and relevance to the themes of 1) Poverty alleviation; 2) Sustainable & people-centred development and 3) Disparities in living conditions, as summarised in Tables 9 & 10 (section 6) and detailed in Appendix A.

This county data gives useful background or contextual information to sit alongside the ‘city data’ that provides necessary granularity or local focus. Our recommended indicators cover income and non-income aspects of development and also focus on inclusiveness. Our scoping study has not managed to identify indicators for all the sub-themes that we think most relevant. In particular, many key spatial and governance measures of development are missing, and so are the physical spheres of urban development such as national transportation systems networks. These ought to be added. Table 9 & Table 10 in the concluding chapter set out our preferred measures, and in the next section key findings for recommended indicators are given to illustrate how they might be used.

Appropriate city data

Information about specific cities is also required. Statistical measures and softer qualitative data exist and are both extremely valuable. Some indices that measure inequality and child death rates are available for some cities and are useful for comparing trends in individual cities over time. Negotiation with holders of this data and sampling considerations will be an important part of the

preparation for reporting. Section 4 describes which city indices might be useful and scoping work on potential sources.

While quantitative indicators are vital for both monitoring and comparative purposes, more descriptive or ‘qualitative’ information is also essential for establishing a fuller understanding of the way individual cities operate. Qualitative data allows examination of less tangible elements of development, governance and decision-making. 12 Commonwealth cities were approached to pilot the channels for data collection. Full details of the pilot can be found in Appendix C, and a summary of recommendations in section 6.

4 What we can learn from national indicators

Except for a city-nation state like Singapore, cities exist as part of a larger nation with which their economic performance and public service policies are likely to be closely inter-twined. For many countries there is a wealth of national level data that can be readily assembled and used to build a macro-level picture of the Commonwealth as whole and how it compares with the rest of the world.

Some indices cover the national characteristics that affect urban areas and others are specific to urban areas. This section sets out the key macro-level findings for the Commonwealth from each of these national indicators and briefly discusses the implications for a State of Commonwealth cities report.

4.1 Commonwealth countries are increasingly urbanised

The Commonwealth's citizens increasingly live in urban areas, so there are more cities and bigger metro areas. The proportion of people living in cities is increasing more quickly in the Commonwealth than elsewhere in the world. Governance and planning of the Commonwealth's growing cities is increasingly important for the Commonwealth and for the wider world.

Here we examine the 'urban population', 'urban growth', 'total population' and 'population growth', 'population density', 'urban density' and 'CO2 emissions'.

People in the Commonwealth are increasingly living in cities

By the start of 2008 over half of the world's population was living in cities. Over one third of people in the Commonwealth currently live in cities, and the 'urban population' for Commonwealth countries is on average still below 50%¹⁷ (Chart 2). But the trends in 'urban population' suggest that this will change in the next ten years.

In most Commonwealth Countries urban populations have been growing for some time (Chart 1), and most are projected to continue growing¹⁸. Urban growth in some countries is projected to more than twice the global average, notably Malawi and Uganda (Table 9).

Although the trend is towards city growth, there are still diverse levels of urbanisation across the Commonwealth (Table 10). City dwellers account for all Singaporeans but only three in ten Indians.

Commonwealth populations are expanding more rapidly than elsewhere in the world

The growth in total number of people in the world is one reason for city growth. Estimates¹⁹ suggest the world's population was 6.67 billion in 2007 and will tip over 7 billion before 2015.

In fact, the Commonwealth population is growing more quickly than the rest of the world. In 2001, people living in the Commonwealth accounted for approximately 30% of the world's total population²⁰. In 2007, this had risen to 31% and will rise to 33% in 2015²¹ (Chart 3). Most of these extra people will live in urban areas.

Commonwealth cities are growing faster than elsewhere in the world

In UN-HABITAT's State of the Cities Report²², 125 Commonwealth cities were included in the study²³. In 2000, the population of all 590 cities studied totalled 1,228 million inhabitants and was expected to rise 48% in 15 years (1,822 million by 2025). The 15 year increase for Commonwealth Cities was higher still, with cities rising by 73% from 261 to 451 million inhabitants.

Urban populations are growing faster than total populations. Urban populations are growing faster in the Commonwealth than in the rest of the world (Chart 4).

Governance needs to be boosted

The growth of cities creates enormous challenges for city managers, but little is known about this and city governance issues generally are under-researched. Current exploratory work²⁴ has shown that there is a multitude of challenges (Box 1) of how good governance deals with 'socio-economic factors', 'issues of impacts of urban developments', 'institutional factors', 'issues of implementation' and 'environmental factors'.

BOX 1: challenges to governance

Socio-economic factors: Poverty alleviation, adequate service provision for local and migrant populations, and slum upgrading.

Impacts of development: Promoting long-term durability, protection of urban heritage, promotion of high quality urban design and avoiding sprawl.

Institutional factors: Increasing skills and available resources and tools, and increased community participation.

Issues of implementation: Adequate resourcing and supplies of energy, infrastructure, as well as provisions for housing, transport and local facilities.

Environmental factors: Protecting biodiversity and water and soil sustainability. Coping with climate change impacts and natural disasters,

Density

Commonwealth population densities are varied and therefore the context for each country needs to be seen to understand urban areas. While density levels do not imply an intrinsic value judgement, they do help to understand the local pressures. For example Singapore has by far the highest 'population density' at 6302 per km² (200 for most countries, Chart 5).

'Urban densities' are naturally far higher than average densities. Chart 6 shows the pressure on urban settlements is more than twice the world average in many Commonwealth countries (notably Bangladesh, Cameroon, Nigeria, Mozambique, Sierra Leone, Tanzania and Uganda). In addition Kiribati, the Maldives and Singapore all have extreme urban densities pressure with around 8000 people per km² in cities.

Atmospheric Pollution

Since pollution from internal combustion engines and other non-renewable energy production methods can reduce air quality in cities, national estimates of pollutant emissions can help to monitor the quality of life in cities. As a proxy we can look at levels of CO₂ which vary in Commonwealth countries but for many are over 5 metric tons per capita, well above recommended limits (Chart 7).

Chart 1: UN Population Division 2006 [RANGE: Min -0.3 Max 5.6 AVERAGE Commonwealth 2.7 World 2.0]

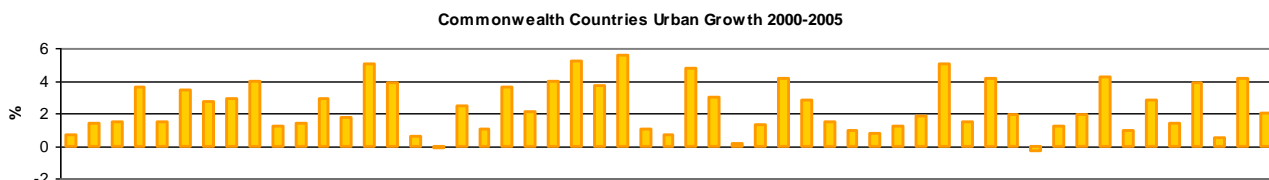


Chart 2: World Bank 2009

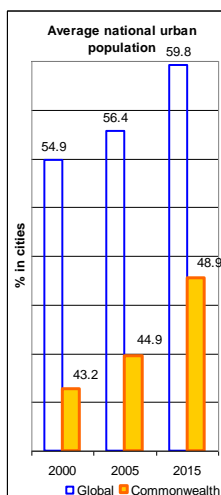


TABLE 1: UNFPA projected urban growth 2005-10

Australia	1.2	Kenya	3.9	Papua New Guinea	2.7
Bangladesh	3.5	Lesotho	1.1	Sierra Leone	3.8
Botswana	0.9	Malawi	4.7	Singapore	1.2
Cameroon	3.1	Malaysia	2.9	South Africa	1
Canada	1	Mauritius	1.1	Sri Lanka	0.8
Dominican Republic	2.4	Mozambique	3.9	Swaziland	0.7
Gambia	3.9	Namibia	2.6	Tanzania	3.5
Ghana	3.4	New Zealand	0.8	Trinidad	2.8
India	2.3	Nigeria	3.7	Uganda	4.8
Jamaica	1	Pakistan	3.3	United Kingdom	0.4
				Zambia	2.1

TABLE 2: World Bank % urban population 2005

Trinidad	10.8	Tonga	23.2	Sierra Leone	37	Seychelles	51.1
Uganda	12.1	Swaziland	23.3	Antigua and Barbuda	37.3	Jamaica	51.8
Papua New Guinea	13.2	Maldives	27.5	Mauritius	42.7	Botswana	53.3
Malawi	15.1	India	27.7	Kiribati	43	South Africa	56.9
Solomon Islands	15.7	Saint Lucia	28	Nigeria	43.9	Malaysia	61.8
Sri Lanka	15.7	Guyana	28.6	Ghana	44	Dominican Republic	62.4
Lesotho	17.9	Mozambique	30.7	St Vincent & Grenadines	44.4	Cyprus	68.7
Kenya	19.7	Grenada	31	Belize	47.7	Brunei	71.2
Vanuatu	21.7	Namibia	32.4	Fiji	48.3	Canada	79.4
Samoa	21.9	Saint Kitts & Nevis	32.8	Gambia	49.1	New Zealand	85.7
Tanzania	22.3	Pakistan	33.2	Barbados	49.9	Australia	87.2
Bangladesh	23.2	Zambia	34.8	Cameroon	50	Bahamas	88.8
						United Kingdom	89.4
						Malta	93.4
						Singapore	100

Chart 3: UNFPA 2007

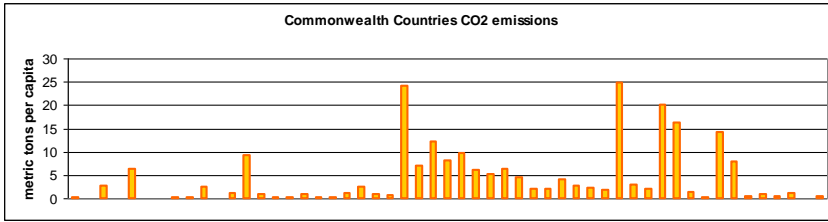


Chart 4: UN Population Division 2006

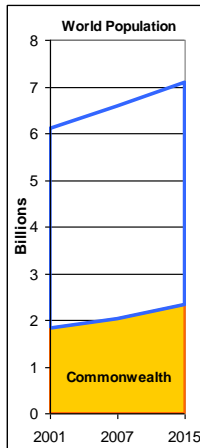


Chart 5: UN Population Division 2006

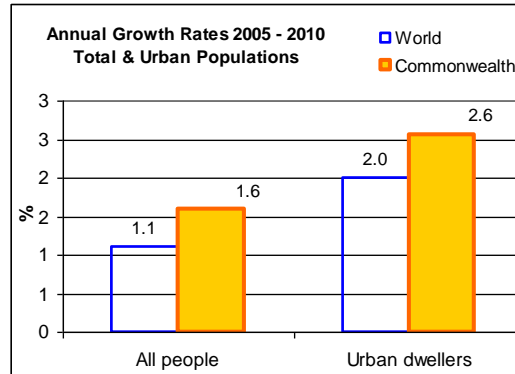


Chart 6: World Bank 2009

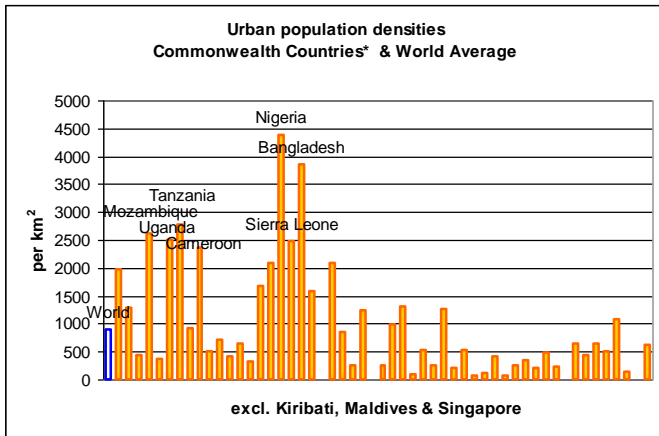
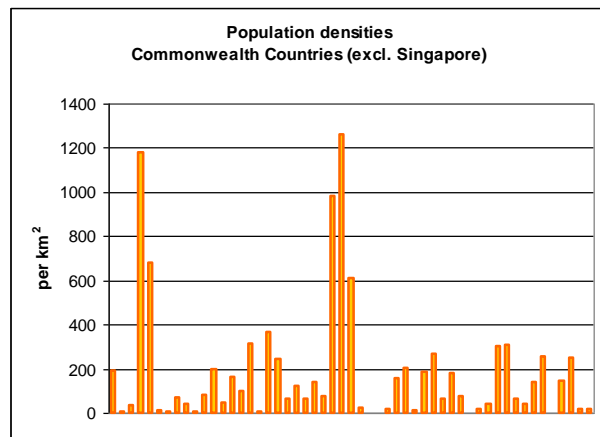


Chart 7: World Bank 2009



4.2 Growing cities need increased investment to tackle poverty

Indigenous population growth is partly a result of local birth rates above the ‘replacement level’ (2.1 per woman), but a consequence of improvements in health care and the consequent increase in life expectancy rates. City growth is fuelled by migration of people seeking out economic opportunities²⁵. Cities are strong drivers of national economies. They attract people to invest their own time by moving there, whether temporarily or to ‘settle’. These dynamics cannot be reversed.

However, increased populations also create increased pressures on scarce resources and poverty is rising in Commonwealth cities. And as city populations increase, it is clear that urban poverty is growing too. So, extra investment and increased governance capacity is required to achieve adequate shelter, services and to help everyone benefit from city prosperity. Commonwealth cities should be inclusive cities and they are well placed to target poverty.

In addition, economic progress is not enjoyed to the same extent across the Commonwealth. Individual countries have different levels of national productivity and varying rates of employment. These differences will manifest themselves in the prosperities of cities.

Here we examine the indicators ‘% urban slum’, ‘urban poverty (millions)’, ‘rural poverty (millions)’, ‘% under international poverty line of \$2 a day’, ‘% rural population under national poverty line’, ‘% urban population under national poverty line’, ‘employment to population ratio’ and ‘Growth rate of GDP per person employed’.

Urban poverty is growing

Across the world, cities are growing rapidly but urban poverty is increasing even faster, so the proportion of city dwellers in poverty is rising. While rural poverty is declining, poverty in urban areas is on the increase. The most recent evidence²⁶ suggests that the numbers of poor people in cities is growing (Chart 8).

In fact comparing urban and rural estimates is likely to understate the extent of city poverty since the cost of living in cities is higher than elsewhere. In order to build the cost of living into the picture, housing conditions are useful and help illustrate the real extent of urban poverty. ‘Slumness’ is a short hand for inadequate housing²⁷. Slums have been making up a larger proportion of cities and countries every year (Chart 9).

National estimates of slums dwellers²⁸ from across the world range from zero to almost 100% of the urban population. The ‘average city’ has around 30% slum dwellers and the ‘average Commonwealth city’ has around 34% slum dwellers²⁹. Around 30% of all people live in the Commonwealth, yet 36% of all slum dwellers live in Commonwealth countries³⁰. Across the world the number of people living in slums was estimated at 916.3 million, of whom 329 million were in Commonwealth cities (Chart 10).

The full extent of urban poverty is not recognised

To get a picture of poverty, ‘international poverty lines’ are used. They benchmark poverty at income of \$1 or \$2 a day³¹, and here we are using the \$2 mark. Proportions of Commonwealth countries living in poverty are as varied as those across the world (Chart 11), but in some places as many as eight in ten people live on under \$2 a day.

Given that the cost of living varies by country, it is useful to look at locally defined or ‘national poverty lines’. This also enables us to look at poverty in urban and rural areas. In the Commonwealth, countries often have higher levels of poverty in cities than in rural areas (Chart 12). Again, since the cost of living is higher in cities, even these locally defined poverty levels are likely to understate the urban poverty.

Prospects for economic enhancement

One key measure of how countries are progressing is the employment to population ratio. It indicates the ability of the economy to raise people out of poverty through employment. Employment rates prior to September 2008³² were rising across the world, but this improvement was uneven (Chart 13).

On average countries around the world have increased employment provision since 1995, however, within the Commonwealth rates are lower than previously and have not much improved in the past 10 years (Chart 14). Some Commonwealth countries have very low employment to population ratios (Chart 15), although this may be explained by higher rates informal employment which are not included.

Another informative indicator of a country’s efficiency in improving its own prosperity is the growth rate of GDP per person. This measures the contribution of each employed person to the gross national product, or in other words what is gained for the invested resources. Currently Commonwealth countries are performing within average range for the world (Chart 16).

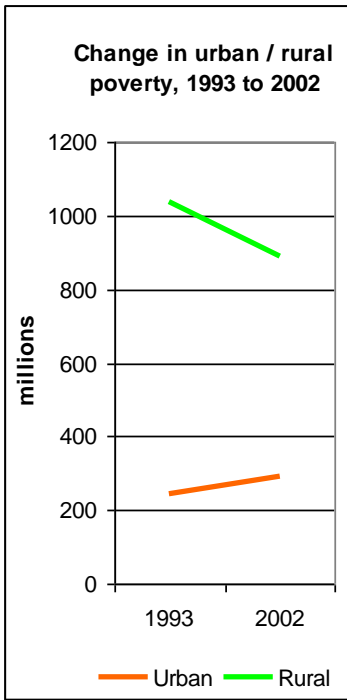


Chart 8: World Bank 2007

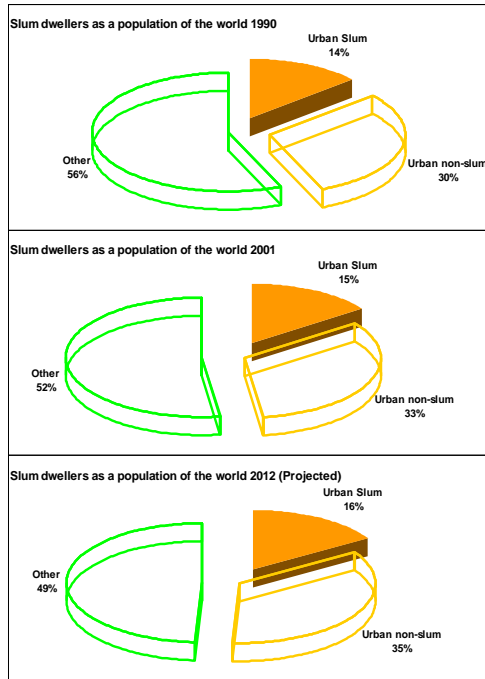


Chart 9: GUO 2003

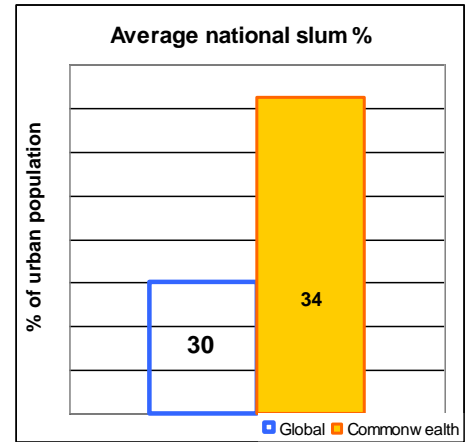


Chart 10: UN-HABITAT 2006

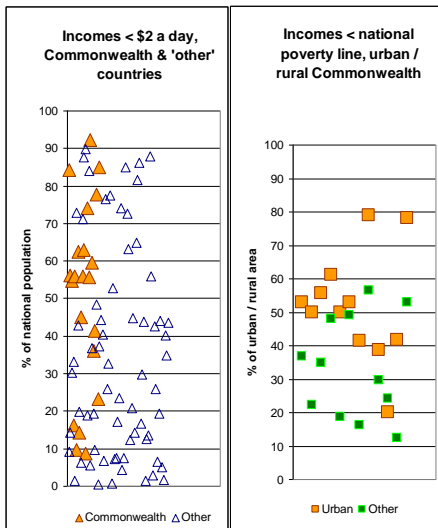


Chart 11& 12: ILO KILM 5th Ed

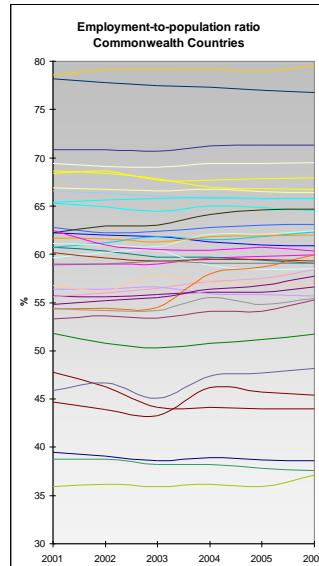


Chart 13: UN Statistics Division 2009

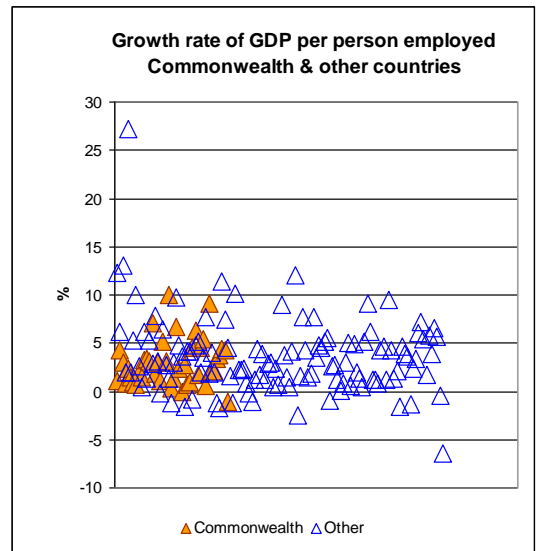


Chart 16: UN Statistics Division, 2009
(Countries plotted randomly along x axis)

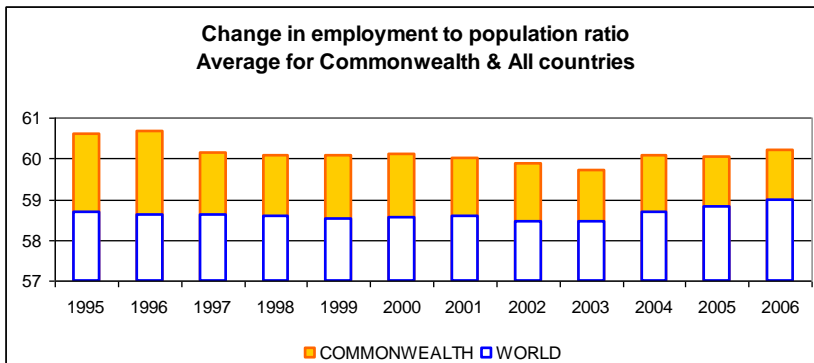


Chart 14: UN Statistics Division, 2009

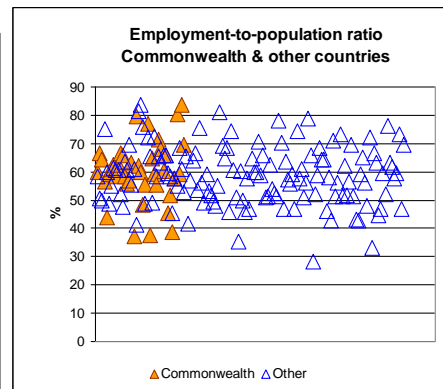


Chart 15: UN Statistics Division, 2009
(Countries plotted randomly along x axis)

4.3 National inequalities are challenges for inclusive cities

Even within the most affluent countries in the Commonwealth there are pockets of deprivation and in some cases certain groups fare less well than others across the board. In particular, there can be great disparity in incomes and opportunities are restricted, particularly for women.

National indicators of income inequality, employment prospects and education opportunities shed light on the types of exclusion that might exist within cities. They also give context to the pressures on city managers and level of demand on urban areas. Where there are high levels of inequality within a country, cities that wish to be inclusive and provide opportunities experience greater challenges.

Here we examine the indicators ‘GINI’, ‘% working poverty’, ‘completion of primary education’, ‘girl/boy enrolment ratio’, ‘under five mortality ratio’, ‘% urban households with improved water supply’ and ‘% urban households with improved sanitation supply’.

Harmony and equality

GINI measures indicate income inequality within a country, from 0 “lowest” to 100 “highest”. Most Commonwealth countries have a GINI score of over 40 and the range for the Commonwealth is slightly higher than for the rest of the world (Chart 17). But what does this tell us?

Firstly, high GINI levels are interpreted as the mark of inequality, and therefore lack of inclusion. Social cohesion depends on inclusiveness and social cohesion is crucial for a well functioning city. Therefore higher GINI coefficients signal lack of inclusiveness and social unrest.

At the macro level urbanisation has helped economic growth, but it has also fuelled inequalities. At the city level crime and violence have grown, particularly towards the poorest communities. It is estimated that 60 per cent of all urban dwellers in developing countries have been crime victims³³. In particular forced evictions have increased alongside rapid urban growth and infrastructure developments.

Employment alone is not the solution to poverty

For many people, wages earned from formal or informal work is the only route out of poverty. Cities offer a wider range of employment opportunities than rural areas, especially for women.

Employment alone does not improve city living. Decent wages are needed even if housing and services are relatively affordable. Informal earnings are often paltry and insecure, but the same can be true even in formal employment. On average in Commonwealth countries, 20.6% of those in work earned \$1.25 a day³⁴ (Chart 18).

Equality of opportunities

Non-monetary disparities are deeply ingrained in society and many types of population groups are less well off than the national averages. Most strikingly women have lower life chances than men in terms of health, wealth and security³⁵. Employment indices show that gender inequalities have not improved much in the past ten years either for the world or for the Commonwealth (Chart 19).

Differences in earnings may in part be explained by personal choices and shared household incomes. Differences in education by contrast have social causes and lifelong effects on the

opportunities available to men and women. It will also affect their ability to participate in decision-making for example where illiteracy is a barrier. So, measuring a country's gender parity at primary education is very insightful.

Looking at boys' and girls' average rates for 'completion of primary education' (Chart 20), there has been an improvement in for both cohorts since 2001. However in some countries gender parity has been falling since 2001 as the girl/boy enrolment ratio indicates (Chart 21).

The risks of poverty are greatest for children

Children are particularly vulnerable to environmental conditions³⁶. Child mortality in low-income urban neighbourhoods can equal or exceed that in rural areas and vulnerability increases where women are cut off from health services and information³⁷.

In any case child mortality can vary greatly, and the measure in each country is a strong indicator of progress. Across the Commonwealth many countries have far greater mortality than the global average and many have higher than world average rates (Chart 22).

Water & sanitation supplies are not available to all

Although clean water and safe sewage are the most basic 'amenities', and currently across the world around one in six people do not have access to safe drinking water and adequate sanitation, making them vulnerable to water-related diseases, such as cholera, bacillary dysentery, coli infections, viral hepatitis A and typhoid.

In most Commonwealth countries³⁸ basic services in cities are lacking to some extent (Chart 23). Water supply and sanitation connections are not universally provided. In many Commonwealth counties one in five people in cities do not have improved water supplies³⁹. Often one in three have no adequate sanitation facilities.

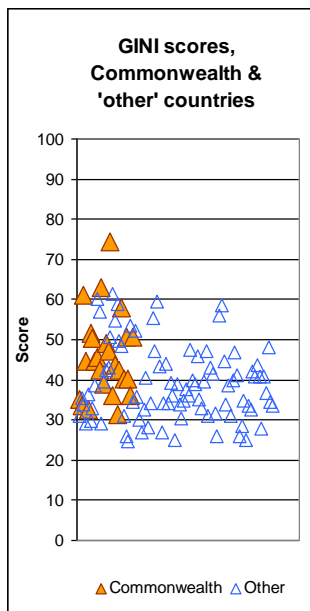


Chart 17: UN-HABITAT2006
(Countries plotted randomly along x axis)

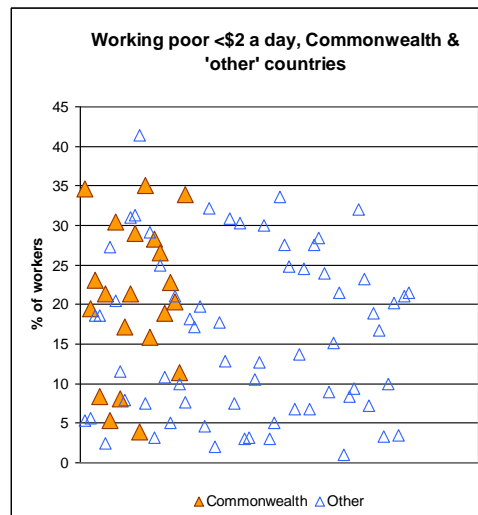


Chart 18: UN-HABITAT 2006
(Countries plotted randomly along x axis)

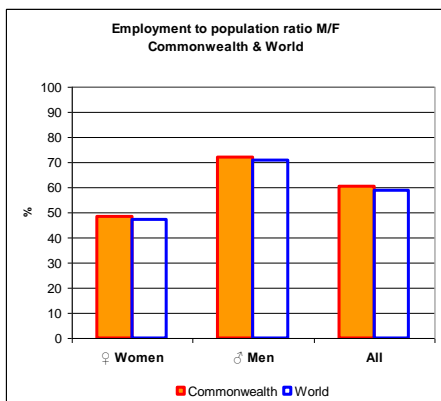


Chart 19: UN Statistic Division

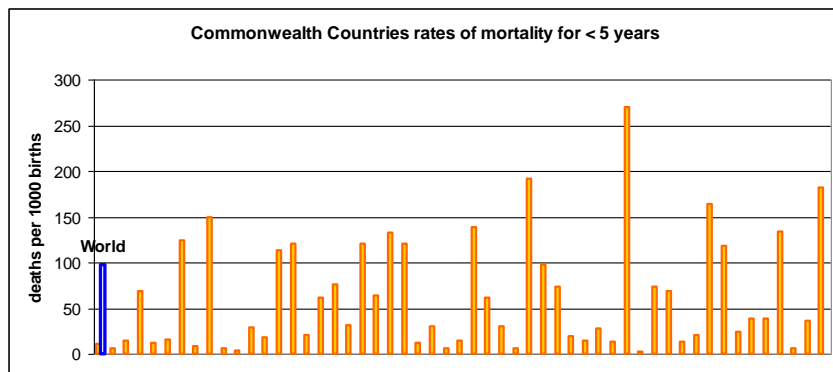


Chart 22: UNFPA 2008 (data from 2006)

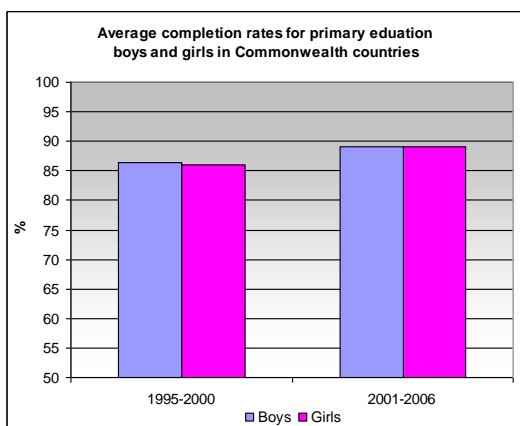


Chart 20: UN MDG Indicators 2009

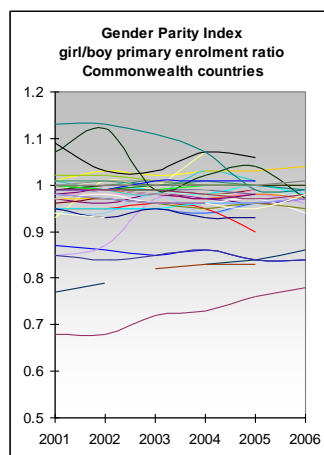


Chart 21: UN MDG Indicators 2009

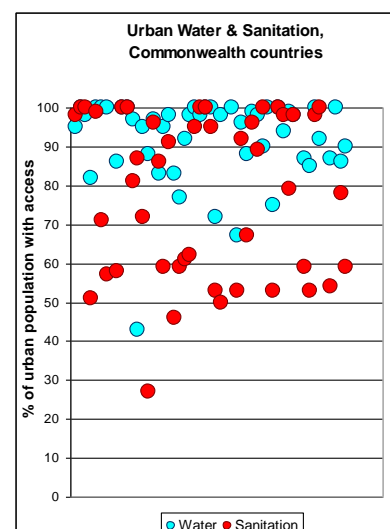


Chart 23: World Bank 2009
(Countries plotted randomly along x axis)

4.4 Implications for a cities report

National data is extremely useful not least because most indicators can be compared across the Commonwealth, hence enabling identification of areas where efforts can be targeted. In general the dimensions of poverty and inclusiveness can be outlined, although it is important to note that the picture is impressionist or ‘broad brush-stroke’. Aspects of sustainability and spatiality are less well covered by readily accessible national data, but will be worth seeking out and compiling. The particular indicators already reviewed and the initial findings from them are summarised below. In a State of the Commonwealth Cities Report they should be further analysed in more detail and presented together with city detail. Whichever national data is used, the averaging effect of aggregation to the country level will ultimately hide important inequalities within and between cities. Therefore we need to “zoom in” to see city information as described in the next section.

Emerging stories

Some important stories are emerging, which give a picture of urban areas and quality of city life. These have formed an impression of the themes which might be taken forward for more detailed analysis in a State of Commonwealth Cities report. Particularly striking is the increasing population and poverty levels in cities, the inequalities and gender disparities, and the pressures which city managers face.

For reporting it will be very important to show city achievements in their true settings, with national data to give a sense of local context. Here are the key findings from National data for the three themes of sustainable & people centred development, poverty alleviation and disparities in living conditions.

- **Sustainable & people centred development**

We take ‘sustainable & people centred development’ to mean development which plans for the long-term future, and aims to work for the whole population. This type of development is under increasing pressures since Commonwealth citizens living in urban areas are among the fastest growing population in the Commonwealth and in the world. Little attention is paid to the need for increased governance and improved access to decision-making, in the context of increased population.

- **Poverty alleviation**

Tackling poverty will require increased investment in cities as the urban population of the Commonwealth grows. Urban poverty is under-recognised and on the rise. The Commonwealth has many areas with high levels of poverty and often worse situations in cities than rural areas. The labour market does not always supply sufficient employment for the population and productivity is often low.

- **Disparities in living conditions**

Inequalities are higher on average in the Commonwealth than elsewhere and have not improved much in the last 10 years. Even for primary education female parity has been falling since 2001. Over one in five people employed in the Commonwealth still live on less than \$2 a day. In many Commonwealth countries, rates of mortality for children under five are higher than the world average.

But it should be remembered that many other analyses are possible. It would be good to view the data by changes over time, by urban / rural split or by regional breaks such as small islands and developing economies.

Selecting national indicators

Country level data set the scene for understanding cities and progress cities are making, therefore it will be essential for a State of the Commonwealth Cities Report. The three overarching topics of interest of *Poverty alleviation, Sustainable & people centred development* and *Disparities in living conditions*, are well covered by available national indicators.

In fact the challenge is deciding which ones are most appropriate. We suggest the most readily available and relevant ones here, but in no way should this be taken as an exclusive list and additional data is also suggested. Many indicators from World Bank, UN and other sources were taken into consideration and a summary of the filtering process which assessed relevance, reporting strengths and weaknesses is given in Appendix A. In a report they may well be used together but for scoping, we consider the utility of each one in its own right.

- **Sustainable & people centred development**

Population estimates

Urban population, urban growth and population growth are essential as a background to city reporting. Various sources are available and UN-HABITAT data might be the most appropriate, for a discussion of the merits of each, see Appendix A. Migration statistics should be noted for specific countries where they add to the demographic pressures.

Governance

This area is not covered by national data and should be supplemented. Various local sources could be used and there is also a new dataset which covers local planners' views of their own regions, and describe pressures on managers and decision making channels.

Urban Density

There are various measures of density which are all useful in different ways. 'Agglomeration' is a new index which bundles the various aspects together but to date it is only available for one year therefore trends can't be monitored. Total and urban population density data are widely available and help understand on a macro level the settlement pressures that come from demand for land and its availability. When seen together with other details such as type of land and ownership rights these measures will be very meaningful.

Environmental risk

Crucial elements of long-term development prospects or 'spatial sustainability' include pollution and other environmental factors. The data in this area needs to be expanded. CO₂ emissions data may be interesting in a city report as a proxy for sustainable energy sources and the air quality in urban areas, and is given as an example here. We note that other indices such as car use may be better and should be sought out such as on overall urban air quality and other types of environmental degradation such as bio-diversity loss.

- **Poverty alleviation**

Slums

Proportion urban population in slums is a key indicator and helps understand local poverty and living conditions. It is widely available. If secure tenure and informal settlement statistics are also available for the national level they would be very useful.

Poverty lines

The most illustrative data is national poverty lines with an urban / rural split, but \$2 a day is also recommended as it is more widely available.

Earnings indicators

Formal employment measures are most comparable at the national level (as for example compared to unemployment which has different definitions). Employment-to-population ratios are widely available and seen together with working poverty get to the heart of earnings opportunities (or the lack of them).

Health poverty

Many types of indicators such as life expectancy or fertility are widely available and illustrate regional life chances. This study has used many indicators of economic performance, however, other non-monetary measures must be added to the analysis. Under-five mortality rates are particularly relevant to living conditions. It would be good to have U5M for urban areas but they have yet to be found. But even national U5M rates can be compared with city rates to help understand a city's performance.

- **Disparities in living conditions**

Water and sanitation

Figures for % urban population with access to water and % urban population with access to sanitation services are very insightful and are widely available.

GINI

The extent of income inequalities are broadly described with GINI. The measure is useful and also likely to be available at the city level thus allowing comparison of cities with their own country average (rather than e.g. a global average).

Educational attainment

Education measures are widely available and there is a great variety of data. As a baseline which highlights equality of opportunities for male and female cohorts, the boy/girl schooling ratios are useful. National indices of boys and girls primary school completion rates may help in understanding a city's progress towards gender inclusiveness.

Other inequality measures

Many other measures of inequalities may be interesting, such as data for specific vulnerable groups particularly children (in this report we have used under five mortality rates), migrant populations, hidden pockets of poverty (such as working poverty) and other specific minority groups. And it is worth investigating what individual countries suggest might be included for their own data.

Example tables of data availability – see Appendix A, for more details of each indicator

Table 3: Poverty Lines*

	Countries Available	Highest % Measured
International line \$2		
World	87 / 222	92.3
Commonwealth	21 / 53	92.3
National line RURAL		
World	34 / 222	63
Commonwealth	12 / 53	56.4
National line URBAN		
World	33 / 222	79
Commonwealth	12 / 53	79

*most recent available year 1992-2005

Table 4: Population to employment *

	Countries Available	Lowest % Measured
World	164 / 222	23
Commonwealth	45 / 53	23

*most recent available year 1992-2005

Table 5: Working poverty levels *

	Countries Available	Highest %
World	90 / 222	41.4 (5986.3 Cambodia)
Commonwealth	21 / 53	35.1 (7497.4 Mozambique)

*most recent available year 1992-2005

Table 6: Health Indicators*

	Countries Available	Highest Measured
FERTILITY		
World	172 / 222	7.9
Commonwealth	47 / 53	7.1
U5M		
World	188 / 222	270.0
Commonwealth	53 / 53	270.0

5 City level data - Information types, sources and assembly issues

While national data sets the urban scene, local city level data will form the heart of a Commonwealth cities report. Two types of data are required – ‘hard’ indicators and ‘soft’ descriptors of intangible qualities. Sources for both have been identified and collection modes investigated for their feasibility. Reporting needs to be a combination of qualitative and quantitative information. A sample must be drawn from all regions of the Commonwealth. Selecting and compiling data of both types is more laborious for cities than for countries, but by no means impossible. Strong communication channels must be established to yield sound city level information.

Findings about the uses, scope and sources of city data have revealed:

- **tracking changes over time can be approached using either soft or hard data**
- **quantitative measures are useful for comparing to national indicators**
- **qualitative local detail can greatly benefit reporting and especially for reporting on governance**
- **data sources need to provide a sample for the whole Commonwealth**
- **some city indicators are available from UN-HABITAT**
- **qualitative data and descriptive information can be provided through direct contact with cities**
- **local information assembly requires: strong communication channels with cities; and high levels of commitment from both the provider and the collector**
- **a programme of ‘action research’ would be very valuable**
- **a Network of Inclusive Commonwealth Cities could be popular and useful**

National data can only ever provide the background to city data in a cities report

As shown in the previous section, urban issues such as poverty, inequality, lack of decent shelter and healthy living environments can be monitored at the national level. A variety of relevant measures are readily available. Each one adds to the picture of cities, urban issues and management pressures prevalent for Commonwealth countries. They are average measures for the total area in each country that is urban, and most of these indicators differ greatly across the Commonwealth.

National indicators should be used as a relevant local comparator for cities (i.e. how a city fares compared to other cities within the same country), however, they cannot be used on their own in a ‘cities report’. Although the national level data will give a good overall picture of a country’s urban area, it says nothing about the individual cities. This is because findings from indicators differ within countries and not all items are readily available with an urban/rural split. In particular, densities and rates of urbanisation are different for each region of a country so the ‘urban density’ or ‘% urban growth’ of a country cannot be taken as the density or growth rate for all of the cities within that country. For example although annual urban in the UK is 0.4% the rate is higher in London at 0.5%.

So, city level information is needed to drill down to get a picture of the local details, which vary from place to place within a country.

5.1 Quantitative city information: ‘Hard’ city data

Uses

Detailed local level information is crucial for understanding cities, and could be very usefully assembled for Commonwealth city reporting.

Hard city data is particularly good for comparing cities to national data. When the city indicators mirror the national indicators, comparisons can be made within countries, and such analysis give a good picture of the pressures on a city.

It is also a useful way to track and quantify changes over time. This can be handy for city decision-makers who wish to define their own targets and it also enables international agencies to monitor progress in a uniform way from place to place.

Scope & sources

There is already some amount of data which has been compiled for cities across the world. Potential sources of city information are either official channels that represent city management or international organisations whose main function is the compilation of city data.

Directly accessing information collected by individual cities could be very useful. It would enable verification of concepts definitions and methodologies directly, for example to ensure informal housing statistics use the same definition. It would allow assembly of data on cities of our own choosing, so that the specific cities of interest, which have been purposively sampled (see section below on sampling considerations for more details of purposive sampling) could be examined.

One of the first steps, therefore, was to search out Commonwealth city level data from publicly available sources on the internet, in the same way as had been done for national level data. We looked both for data from international organisations and from individual cities. Unfortunately UN and World Bank did not have such data accessible online at that point in time., but some cities routinely collect data on their own metropolitan area, as shown in the following three examples in Box 2.

As these brief examples show, the various reasons for collecting and providing the information result in very different data. Different types of indicators are available from city to city, and without direct communication with the providers there is no knowing how the data is compiled or how the metropolitan area is demarcated. For example: dependent satellite cities may or may not be included; the definition of crime and ‘violent crime’ are very likely to vary from place to place; even a concept as universal as ‘children’ is different in different countries because different age groups might be used to define the cohort. So, internet research can provide some interesting individual insights into cities, but significant questions about the validity of the information ought to be raised if this type of data is used without direct collaboration with city officials about definitions and collection modes.

Box 2: Example online city data sources

The official Internet Mapping website (IMS) of Johannesburg's Corporate Geographic Information System department can now be accessed online via the official city website¹. It is available publicly with registration and is intended to help in:

- Planning developments like schools, libraries and hospitals;
- Deciding where to allow urban growth;
- Assess crime prevention strategies and planning where to build police stations; and
- Deciding on land use.

The Government Office for London UK provides around 200 indicators online for each borough under the topics of:

- Stronger communities (inclusive services)
- Safer communities (crime, drugs etc)
- Children & young people (health, education, opportunities etc.)
- Adult health and well-being (mortality, social care etc.)
- Tackling exclusion and promoting equality (e.g. disabled)
- Local economy (incl. skills)
- Environmental sustainability (e.g. waste, fly tipping)

The Mumbai Metropolitan Region Development Authority provides relevant and up to date indicators of economic performance, air quality, transport, traffic and telephone connections.

This brief internet research added weight to the initial intention of approaching UN-HABITAT to discuss whether they could help by using their systematically compiled data sets to provide data for a 'Commonwealth cities report'. It was already known that the UN-HABITAT's Global Urban Observatory (GUO) collected information which covered areas relevant to implementation of the UN-HABITAT agenda, and match to the Study topics⁴⁰. This 'Global Urban Indicators Dataset' (GUID) which has been developed over a number of years matches well the Commonwealth agenda (Table 6).

TABLE 6: GUID Indicators by '3 key areas' of the Commonwealth goal

Area	Key Indicators	Extensive Indicators
Sustainable & people-centred development	Urban population growth	Transport modes
	Planned settlements	Voters participation
	Price of water	Civic associations
	Wastewater treated	Authorized housing
	Solid waste disposal	Women councillors
	Travel time	Water consumption
	Local government revenue	Regular solid waste collection
Poverty alleviation	Under-five mortality	Housing price and rent-to-income
	Homicides	Land price -to-income
	Poor households	HIV prevalence
	Literacy	School enrolment
	Unemployment	
	Informal employment	
	City product	
Reducing disparities in living conditions	durable structures	evictions
	overcrowding	houses in hazardous locations
	secure tenure	
	access to safe water	
	access to improved sanitation	
	connection to services	

The 20 key indicators would be a solid starting point for city reporting on a representative sample of Commonwealth cities. Some of the 13 extensive indicators might be a useful addition, but they are available for fewer countries and less statistically reliable data.

Dialogue with representatives indicates that there is scope to collaborate with them to report on Commonwealth Cities⁴¹. Our discussions with representatives and analysis of the documents referenced in this section of the report reveal some useful pointers for ComHabitat. GUO data draws on National Census and Surveys as well as other sources and although such varied sources might in theory limit cross-country comparability some verification is being undertaken and we should not assume that it would impair country-by-country analysis⁴². UN-HABITAT is developing a new type of cities report which will use indicators by developing a questionnaire for cities. A Commonwealth cities report could compliment such a report by providing a Commonwealth focus, and - as discussed below - by adding a closer view of issues.

In addition to what we were able to establish from online UN-HABITAT sources, we have received excerpt data from the GUO. It is impressive, and has very relevant variables. GUO contacts have indicated that a fuller dataset will be made available online, but this issue remains to be resolved. The excerpt data provided is helpful and we are grateful to UN-HABITAT for providing it as it gives a good feel for its nature and quality.

In this excerpt data there are 7 categories of data each have different amounts of available data. The data set variables are described below Box 3, and some example tables of the data are also shown in Appendix B.

Regional estimates are also given, which may be even more useful comparators than national data, clarification or confirmation will be required as to the definition of regions and how data was compiled.

BOX 3: Variables in excerpt data

H&B “Housing and Basic services”

- Finished main floor materials
- Access to sufficient living area
- Access to safe water source
- Access to improved sanitation

U5M “Under-five mortality”

- Probability of dying at or before the age of five, # deaths per 1,000 live births

Lit “Literacy rates men & women”

- Male
- Female
- Total
- M-F Ratio

Emp M/F “Employment rates for men & women”

- % male unemployment
- % female unemployment
- % male informal employment
- % female informal employment

CS “Connection to services”

- Access to sewerage
- Access to electricity
- Access to telephone

Edu “Net enrolment ratio”

- Net enrolment % (says ratio but must be %) male
- Net enrolment % (says ratio but must be %) female
- Net enrolment % (says ratio but must be %) total
- Net enrolment male/female ratio

Most cities have data for the above variables from, 1990, 1993, 1998, 2000, and 2003.

Urb “City population & urban growth”

- City population (,000s)
- City growth rates

Most cities have population estimates for 1990, 1995, 2000, 2005, and projected population sizes for 2010 & 2015, urban growth rates and 1990-5, 1995-2000, 2000-2005, 2005-10 and 2010-2015

Data compiled by the GUO could be used to observe progress towards ComHabitat goals⁴³ and UN-HABITAT is a potential data resource partner. We do know that UN-HABITAT can provide a sample for us, but we do not yet know if this sample would properly represent the whole of the Commonwealth. The danger is that a sample would only be drawn from some regions and obviously this would prevent full Commonwealth reporting (see section on sampling). It is very important to establish the situation before proceeding.

Implications

Both UN- HABITAT and cities themselves can be good sources of hard data for Commonwealth cities. UN-HABITAT data is the easier of the two to compile, since it will already have been collated and certain checks made on the validity of the information. Two caveats should be noted. Firstly, care should be taken to understand data definition and discuss methods of collection before analysing the data and comparing it with national datasets. Secondly, although much more effort is needed to collate data directly from cities, it will be necessary to source it this way if the UN-HABITAT sample is unable to provide a representative sample. If this is the case, it is well worth exploring the possibility of collection through a Network of Inclusive Commonwealth Cities.

5.2 City management information: ‘Soft’ city data

Uses

As described above, ‘hard’ city data is available for some Commonwealth cities, and some UN-HABITAT city indices would no doubt be very useful in a Commonwealth cities report to compare with national level data and a Commonwealth city ‘slice’. However, quantitative information at the city level does not convey a total picture, and a Commonwealth cities report would benefit from more descriptive information. We strongly recommend adding more ‘soft’ information particularly about governance and democratic decision-making. To be precise, all elements of progress towards the Commonwealth goal must be inclusive, and to report on whether cities are ‘inclusive’.

Certain aspects of cities will never be fully described by hard indicators or quantitative data. Self-evidently, statistics are useful for enumerating spatial and population-related items such as density or GDP per capita. Other measures such as governance and democratic deficits are better described when softer data is used, although by the same logic it is also harder to aggregate upwards.

Areas of interest identified by Commonwealth strategy documents – particularly those in the Aberdeen Agenda, include elements that cannot be easily quantified. Governance and democracy in particular may be gauged through proxies, such as the extent to which a country adopts the treaties it signs, however these indicators only measure goals indirectly. They must be supplemented with descriptors.

We note that there is some relevant qualitative information held by UN-HABITAT, which could be useful if the organisation is willing to supply this. There are relatively ‘soft’ measures (Table 7) and these could usefully supplement any information provided from cities directly. Comparison between GUO and direct city data could be made, to help verify directly collected information and clarify understanding of the softer measures.

TABLE 7: GUO ‘soft’ indicators by ‘3 key areas’ of the Commonwealth goal

Area	Indicators
Sustainable & people-centred development	check-list 5: disaster prevention and mitigation instruments check-list 6: local environmental plans check-list 7: decentralization check-list 8: citizens participation check-list 9: transparency and accountability
Poverty alleviation	check-list 3: urban violence check-list 2: housing finance
Reducing disparities in living conditions	check-list 1: right to adequate housing check-list 4: gender inclusion

Scope & sources

To discover whether individual cities are able to produce local detail for a State of the Commonwealth Cities Report, our scoping study has had the benefit of a fledgling city network initiative from the Commonwealth Local Government Forum (CLGF) (Box 4).

Box 4: Network of Inclusive Commonwealth Cities

CLGF has identified 12 cities to be part of a pilot network on inclusive cities. The network aims to bring together a range of different urban centres representing all regions of the Commonwealth (Freetown, Sierra Leone; Dar es Salaam, Tanzania; Johannesburg and eThekweni, South Africa; Port of Spain, Trinidad and Tobago; Brisbane, Australia; Kuala Lumpur, Malaysia; Birmingham, UK; Ahmedabad and Hyderabad, India; Vancouver, Canada; and Port Moresby, PNG) to work collaboratively on sharing experience, ideas and learning to promote a more inclusive approach to the challenges of urban development in the Commonwealth. In the first instance these cities will contribute information and data to the paper for CCGHS to guide the work on measuring progress towards the Commonwealth goal. It is hoped that the network will develop to encourage exchange of good practice and learning and to bring in more partners. The network will be officially launched at the CLGF Conference, May 2009.

Lessons were drawn from a small pilot of data provision from 12 Commonwealth metropolitan areas to gauge the potential of cities to produce the types of information that might be needed for a State of Commonwealth Cities Report.

A questionnaire was designed to cover a breadth of subject matter of interest. The topics were guided by the desire to gauge contrasting information types as well as details about a variety of aspects of the cities.

In order to avoid influencing or restricting the types of responses which Local Government representatives might give, the questions were left open-ended and a large amount of space was given for each answer, and extra space for comments was left at the end.

In total there were 25 questions, and these were presented under the broad themes:

- | | |
|---------------------------|--------|
| A. Development Goals | Q1-5 |
| B. Shelter & Poverty | Q5-10 |
| C. Inclusion | Q11-15 |
| D. Governance & Resources | Q16-20 |
| E. Overview | Q21-22 |
| F. City Information | Q23-25 |

Content was guided by a desire to elicit information at the local level pertaining to the Commonwealth goal of “demonstrated progress towards adequate shelter for all with secure tenure and access to essential services in every community by 2015”, and the Millennium Goals⁴⁴. These Goals were specifically referenced within the questionnaire. The details of the questions development and design are described in Appendix C, and the full questionnaire is given in Appendix D.

The pilot sample (listed below) was purposively drawn from cities around the Commonwealth. They were approached in two stages. Firstly they were sent a communication from the Commonwealth Local Government Forum (CLGF) to the Mayor alerting them to the study and the Network of Sustainable Commonwealth Cities. This was followed up with a request for information which could be studied and an explanation of the purpose of the pilot data collection task.

Pilot Cities

1	Ahmedabad	India
2	Birmingham	UK
3	Brisbane	Australia
4	Ethekwini (Durban)	South Africa
5	Freetown	Sierra Leone
6	Hyderabad	India
7	Kuala Lumpur	Malaysia
8	Dar es Salaam	Tanzania
9	Metro Vancouver	Canada
10	Port of Spain	Trinidad & Tobago
11	Johannesburg	South Africa
12	Port Moresby	Papua New Guinea

Most cities have been unable to produce the requested information within the time given. There are several reasons for this. The most important of which was the short time frame. There were other important factors all of which added to the time pressure. Firstly, contact needed to be establishing with the appropriate person. Secondly, a shared understanding of the purpose both of the study and of the request built up.

In fact the burden on cities at this scoping stage was higher than it is likely to be in a live exercise, and this should be taken into account. To investigate the potential for source data directly from cities, it was first necessary to scope out the types of information that might be needed. Certain assumptions could be made for example, a Commonwealth cities report might need details of policies and their implementation, but the study took the approach of considering the widest possible range of data.

It is likely that this wide range of questions acted as a barrier to the start of data collection, as the appropriate person was in many cases more than one person (i.e. from different departments). In addition, formal approval was required before establishing contact with local staff which in some cases added time to the process.

The development of the questionnaire was in itself a useful exercise. Further piloting might take an improved approach by initially asking a briefer list of more general questions, and building up the communication from that point ‘outwards’. If this is done the following topics are suggested:

1. How cities might monitor city progress towards development goals?
2. If there are challenges to providing adequate shelter for all city residents?
3. Any steps the city is taking tackling inequality, social exclusion and urban poverty?
4. Any city policies that promote inclusion?
5. What information is collected systematically for the city?

At the time of drafting this interim report, six of the 12 cities had begun to compile information, and dialogue with them established some useful learning points (Box 5). Lessons surround two key principles. Firstly, communication is fundamental. Where organisations are not formally partnered, communication channels are slow. Where contact people do not have a shared ‘procedural’ structure, long delays can be created. Different terminologies can also create barriers even where the language – English – is shared. It is crucial therefore that full attention is spent in developing communication networks.

Box 5: Learning points from pilot cities

Communicating with cities

- Some contacts have operational or protocol related which slow down communication
- There was difficulty in some cases in scheduling appointments, in part because of working patterns, but also due to time differences
- Some people find it easier to respond by phone than email
- Language is a barrier within in the chain of communication in some instances

Subject matter

- A lot of guidance will be required to ensure a consistent interpretation of topics
- Broader more overarching questions are easiest to answer first
- It is likely that several iterations of data collection will be required (i.e. collection, comparisons, identification of issues, re-approach cities where data needs to be ‘standardised’)

Ultimately, in order to adequately report on this area, research must be designed together with the cities themselves. In essence, it calls for an interactive inquiry process, best described as ‘action research’. An important benefit of undertaking action research with a Network of Inclusive Cities is that any learning from the data collection process can be shared with the participants from across the Commonwealth. So, cities can learn from each other about what information they find useful and how they assemble that information.

It is beyond the scope of this work to outline how such a network might operate, however, it might draw on the findings of this work. For example, regional information hubs might help with the issue of shared working structures and language issues in communicating more closely and more easily. This regional approach would need to be balanced against the need for a pan-Commonwealth understanding of issues, and therefore regional hubs might want to communicate with other regional hubs to ensure consistency e.g. of data definitions. Another example is the need for relationship building. It might be of some value to bring key players together in a workshop at the initial stages, this could save many data iterations at a later stage. It is clear though, that a Network of Inclusive Commonwealth Cities is warmly welcomed by pilot cities⁴⁵.

Implications

Lessons from the pilot indicate that data collection direct from cities is indeed possible, but would need to be undertaken with more time and after a period of introductions and agreement about the processes.

Specific lessons about collecting data are, briefly stated, a series of iterations will be needed in order to start with basic concepts and then build up the information. For this to happen excellent liaison between dedicated contact people is required. The methods proposed in essence require the city-based contacts to enter into a period of ‘action research’, together with ComHabitat.

Key spatial measures of the city will need to be determined at the outset before data collection commences. For example a definition of the city area should be agreed up front (i.e. metropolitan area, city centre, appropriate inclusion of dependent suburbs), to avoid a full re-iteration of the data.

The concept of a Network of Inclusive Commonwealth Cities is a popular one and cities may benefit from sharing information within such a network. It is very likely that the establishment of a programme of ‘action research’ within a Network of Inclusive Commonwealth Cities would be a cornerstone, around which to build information channels and therefore ‘soft’ city data.

While longer term it might also be desirable to collaborate with UN-HABITAT GUO to ascertain some hard data for some Commonwealth Cities, each country can benefit from developing and sharing its own data resources.

In considering the lessons of the pilot, it is clear that where data is not readily available for city managers requesting it could become onerous. On the other hand many cities will value an initiative that encouraged data collection and reporting, and responses from everyone we have contacted suggest that collaboration as part of a Commonwealth cities report would be welcomed. The Network of Inclusive Commonwealth Cities can help cities to work together to support the development of methodologies and best practices establishing city evidence bases. Also a network composed of existing cities would have a permanence that international bodies for example cannot provide.

A Commonwealth cities report using information from a network of cities could provide a level of focus on the realities of governance and democracy using in-depth information. This would be a very useful addition to the growing body of evidence about cities, as it would provide a 'real-life picture' of the challenges confronting decision-makers, plus a ‘Commonwealth focus’.

5.3 Sampling considerations

Full dataset & sample

The full dataset for a State of a Commonwealth Cities Report should consist of three layers of data - National data, city data, and soft city management data. National data will be included for each country, although some indicators or years might be missing for some countries. At the city level it will be necessary to sample the cities that will be described, and some cities in this sample would then be looked at in greater details to obtain information about city management.

City data can be compiled through sampling based on the principles and constraints described below. City management information should be collected for a hand-picked sub-sample of the main group of cities.

Sampling principles and constraints

The following principles should guide the city data sampling. This is an ideal list and the probable constraints are noted.

1. Cities should be chosen irrespective of available national data

It is important not to avoid countries for which there is little national data, as they are likely to have particular characteristics (including management difficulties) which it will be important to talk about within the report.

2. Cities should be chosen randomly, stratified as needed
The sampling frame will be the full list of cities in the UrbanInfo dataset, located within the Commonwealth. Stratification is simple to ensure representation of each country.
3. Each of the 53 countries should be represented by at least one city
 - If only one city is available for the country it can be selected
 - If there is more than one city available the capital should be selected.
 - If more than one city is to be selected this should be the capital plus a number of others, randomly selected. The total population of the country should be considered.

A group of cities which will provide management information should be purposively selected:

1. These cities must be in the city data sampling frame, and if they have not been randomly selected for the city data, their data must be added to the full dataset.
2. As far as possible there should be one case study for each Commonwealth region.
3. Inclusion will depend to an extent on their involvement in the Network of Sustainable Cities or ability to provide data
4. They should be able to provide potential case study material which could help illustrate the key reporting themes.

It is important to remember that if we use the GUO dataset as the basis from which to select cities for the report, it is in effect a sampling frame. If a sampling frame is not representative of the whole of the Commonwealth it will bias the overall report (i.e. all Commonwealth countries must have at least one city in the dataset). It is necessary to consider all Commonwealth countries in each region, for example (Table 8), as should be expected; the sample given only contains data for a few countries and is therefore not an adequate sampling frame for a Commonwealth Report. The same principle could be elaborated for number of cities within each country, for example more Indian cities might be selected since the population of India is so large.

Table 8: Example of sampling frame analysis

	Total Cc	Commo	H&B	H&B	CS	CS	U5M	U5M	Lit	Lit	Edu	Edu	Emp M/	Emp M/	Urb	Urb
	Total Sa	Commo	Total Sa	Commo	Total Sa	Commo	Total Sa	Commo	Total Sa	Commo	Total Sa	Commo	Total Sa	Commo	Total Sa	Commo
Northern Africa	7	0	20	0	20	0	13	0	17	0	22	0	6	0	11	0
Sub-Saharan Africa	49	18	35	21	35	21	24	13	33	21	33	20	34	23	23	14
Latin America and the Caribbean	46	12	32	0	31	0	32	0	37	1	35	1	13	0	23	0
Eastern Asia	7	0	22	0	22	0	21	0	29	0	30	0	0	-	27	0
South-central Asia	14	5	32	28	32	28	18	15	35	28	10	5	11	8	19	16
South-eastern Asia	11	3	28	0	28	0	24	0	31	4	31	4	22	0	15	2
Western Asia	18	1	18	0	17	0	6	0	20	0	23	0	9	0	23	0
Europe	47	2	0	-	0	-	0	-	0	-	0	-	0	-	13	1
Other developed	29	12	0	-	0	-	0	-	0	-	0	-	0	-	30	5
	228	53	187	49	185	49	138	28	202	54	184	30	95	31	184	38

5.4 Title & structure of report on Commonwealth cities

We suggest that a Commonwealth Report on cities might be entitled “*Commonwealth Report on Sustainable Human Settlements*” with the subtitle “*a local governance action research programme*”. It is also useful to consider a report structure, although options and further study should not be ruled out. Using the example of the Commonwealth Forestry Association report on Commonwealth Forests, the following outline is one possible structure for reporting drawing on the information reviewed in the previous sections of this study.

Chapter 1: Commonwealth Cities

- Scene setting, giving a basic depiction of the urban population within Commonwealth countries together with key indices of growth, using analysis of these indices for all 53 countries (tables appended)

- Size and growth rates of urban population of Commonwealth and comparison with Global figures
- City level analysis^o of population and growth figures (GUO Key indicator 11)
- Description of cities' priorities, key policy areas and monitoring systems

Chapter 2: Poverty & prosperity in cities

- International poverty line and working poor at \$2 a day, and GINI (scene setting), GDP per capita
- City level analysis^o of poverty indices (national poverty lines urban/rural) , city product (GUO Key indicator 18) share of households in poverty (GUO Key Indicator 9), under-five mortality (GUO Key Indicator 7), unemployment & informal employment (GUO Key indicators 17 & 19)
- Description of monitoring techniques, progress and policies of cities. * Housing price/rent-to-income (GUO extensive indicator 1)

Chapter 3: Security of shelter

- Proportion of slums (scene setting)
- City level analysis^o of tenure (GUO Key Indicator 2 & 3), basic infrastructure & amenities(GUO Key Indicators 1, 4, 5 & 6)
- Description of cities' own information about barriers to service provision. *Right to adequate housing (GUO checklist 1)

Chapter 4: Settlement management

- Planners main concerns & use of skills (scene setting)
- City level analysis^o of planned settlements (GUO Key indicator 12), wastewater treatment & solid waste disposal (Key indicators 14 & 15)
- City level descriptions of governance structure and resources. *Local government revenue (key indicator 20), authorised housing (GUO extensive indicator 2)

Chapter 5: Inclusiveness (vulnerable populations & equality)

- Migration, child mortality, and school enrolment (scene setting)
- City level analysis^o of enrolment (GUO extensive indicator 6), literacy and mortality by Male/Female (GUO Key Indicators 7 & 10)
- Description of inclusive policies and innovations of cities. *Citizens participation (GUO check list 8)

APPENDICES

Caveats and methodologies should be appended together with as much of the data as possible in tabular form. As a valuable resource, city websites and resources could also be listed.

***It remains to be seen from the pilot whether the descriptive information about e.g. governance is forthcoming and what the quality would be. Ideally this information would be collected for as many cities as possible rather than a selection. In case the information is not forthcoming we suggest GUO extensive indicators and checklists that may be substituted.**

^oData will be available for some but not all cities. A group of cities with data should be selected to represent as much of the Commonwealth as possible.

6 Conclusions

‘If you can measure that of which you speak and can express it by a number, you know something of your subject; but if you cannot measure it, your knowledge is meagre and unsatisfactory.’
Lord Kelvin

Key points on reporting with indicators

The first requirement of this study has been to consider what information is available to describe the progress that the Countries of the Commonwealth have been making in meeting ComHabitat’s agenda for human settlements:

‘ demonstrated progress towards adequate shelter for all with secure tenure and access to essential services in every community by 2015.’

This report has provided a ‘Commonwealth cut’ of current UN and other data that measures trends and indicators relating to urban conditions against what is happening in the world as a whole. It provides the headline messages that we have drawn from the more detailed assessment of indicators in Section 4. Such an exercise is valuable in raising awareness of the progress in responding to major global challenges for human settlements that is being made by Commonwealth countries. With its 53 member states from all parts of the world working together in a trusted partnership, the Commonwealth provides a unique opportunity to consider these challenges.

Indicators are useful in helping to develop a basis for understanding highly complex subjects like the ComHabitat’s goals for Commonwealth cities. In seeking to depict concepts that do not lend themselves to direct measurement, indicators can provide a broad perspective that encourages international comparisons to be drawn of living conditions, trends, outcomes and policies. It is important to recognise that national indicators are not clear-cut statistical measures and they should never be treated as such. Rather they are extremely useful illustrative estimates which are always strongly caveated.

Indicators are particularly useful in helping to distinguish the wood from the trees. An almost unimaginable quantity of statistics exists that describes different facets of urban life in different parts of the Commonwealth. But the different formats for example do not facilitate comparisons between different places or of trends over time. Much other data offers fascinating insights into important facets of urban living, but much harder to describe in a consistent way the progress in achieving the wider objectives of ComHabitat which are listed above.

In our study we have reviewed many of these global datasets and we propose as a minimum using those listed on the next page (Table 9). We have sought to structure these into the three key themes of this scoping study, however, many of them cross-cut the issues. Each of these indicators has been examined for its relevance to the Commonwealth (see section 5 for fuller descriptions of findings).

Table 9

Area	National data headlines	Indicators
Sustainable & people-centred development	The populations of Commonwealth countries are growing faster than in the world as a whole. And they are urbanising faster.	<ul style="list-style-type: none"> • Population • Population Growth • % Urban • Urban Growth
	Many Commonwealth countries have over twice the world average urban density. Some have high population density, others just dense urban areas.	<ul style="list-style-type: none"> • Population densities • Urban Density
Poverty alleviation	Across the world slums are growing faster than cities. A disproportionate amount of slum dwellers (36%) live in the Commonwealth.	<ul style="list-style-type: none"> • % Slums
	Many Commonwealth urban areas are poorer than their rural counterparts. City poverty is commonly underestimated. Some Commonwealth countries experience extreme poverty compared with the world average.	<ul style="list-style-type: none"> • National poverty line (Urban/Rural) • % earning below \$2 a day
	Employment rates in the Commonwealth have not increased in the past ten years, while the rest of the world has been improving somewhat. In some instances formal employment prospects are extremely low, and national economic gains from formal employment can be paltry. In Commonwealth countries over a fifth of those in formal employment live in poverty.	<ul style="list-style-type: none"> • Employment-population ratio (Male/Female) • % growth of GDP per capita • Working poverty
	Many Commonwealth countries have far greater child mortality than the global average.	<ul style="list-style-type: none"> • Under-5 mortality rates
Reducing disparities in living conditions	In many Commonwealth urban areas one in five people have inadequate water and one in three have inadequate sanitation.	<ul style="list-style-type: none"> • % improved water • % improved sanitation
	GINI measures of inequalities in income, and the range of GINI is higher for Commonwealth countries than elsewhere.	<ul style="list-style-type: none"> • GINI coefficient
	Gender employment inequalities have not improved much in the past ten years in the Commonwealth. At primary education which is crucial to life chances, girls are still disadvantaged in many Commonwealth countries and increasing so in some places.	<ul style="list-style-type: none"> • M/F employment • M/F education

The indicators that we have assembled begin to generate some interesting headlines. But they do not fulfil the level of detail that is really needed. We think that there are some other key indicators of urban development that could add to these measures of progress towards ComHabitat's goals but we have not yet identified the statistical series from which to construct them. Key gaps and issues with what has been found are summarised below (Table 10).

Table 10

Area	Caveats to current national data compiled	Suggested additional indicators
Sustainable & people-centred development	Population measures are available from many sources and care should be taken to select the one which best cover the Commonwealth.	<ul style="list-style-type: none"> • Migration (internal & external with detail of refugees)
	Governance and access to decision-making are not covered, despite having a central role. Measures of governance and democracy must be added. Sustainability rests on the political will towards these issues, and people’s ability to influence decisions about their own local environment, is a key factor. Data on formal protocol and ‘softer’ information about challenges for city planners and channels for local residents to influence decisions will help to describe governance.	<ul style="list-style-type: none"> • Status in relation to (e.g.) Kyoto or Anti-discrimination treaties • Key issues facing decision-makers data from the Global Planners Network dataset • Local ratings of public consultation channels from the Global Planners Network dataset
	Spatial elements are very poorly represented and need more indicators. There are two elements to this ⁴⁶ - agglomeration and networks. Density is only one dimension of agglomeration, and other as will add insights. The level to which a city is networked into the country and has external trading possibilities will add to the potential to increase economic performance.	<ul style="list-style-type: none"> • Measures of adequacy of transport links, and the provision of public and private transportation options • Agglomeration-related indices (e.g.) proportion of people in large cities and capital city
	Urban air quality is one of many crucial environmental issues. CO2 emissions give a sense of the priority which sustainability issues are given and point to air quality but they don’t relate directly to air quality.	<ul style="list-style-type: none"> • Urban air quality • Environmental degradation measures (e.g.) water pollution, flood risks, bio-diversity loss
Poverty alleviation	Slumness is a key indicator but quite top level and relatively new, therefore elements should be disaggregated to give more detail and allow trend analysis.	<ul style="list-style-type: none"> • Secure tenure • % informal settlements
	Poverty lines should be had with urban/rural split wherever possible.	<ul style="list-style-type: none"> • % earning below \$2 a day (urban / rural)
	Indicators focusing on employment inequalities won’t give the full picture, and must be supplemented with indicators of informal employment. Similarly, income indices need the context of non-earnings related measures. Health related poverty indices are very useful in this respect.	<ul style="list-style-type: none"> • Informal employment rates • Literacy • Life expectancy (urban / rural)
Reducing disparities in living conditions	Water and sanitation are useful but less so as economies develop, and they could be supplemented with inequality indices for other amenities.	<ul style="list-style-type: none"> • Indices of different types of amenities or infrastructure % (e.g.) telephone, internet connectivity
	Primary education measure for boys and girls can be expanded with higher level education opportunities but also levels and types of service provision which might affect people’s life chances throughout their lives, for the labour market and in a wider sense.	<ul style="list-style-type: none"> • Educational attainment / qualifications • Male female higher education enrolment and completion rates
	Women’s control of their own fertility is fundamental to gender equality. Measures that get to the heart of this issue should be added. Family planning services are vital, as are maternity services and	<ul style="list-style-type: none"> • Indices of maternity services (e.g. % of skills attendants at births, health clinics) • Family planning indices e.g. service provisions and education measures.
	As the Commonwealth is getting younger and the youthful profile of cities is growing, there is a growing demand for services specific to younger people’s needs. The particular needs of older people should also not be forgotten as the younger cohort grows. Both age groups can be given special focus with some additional measures and by breaking down some existing measures into these age groups.	<ul style="list-style-type: none"> • Cohort descriptors (e.g. as a proportion of total population, and gender make up) • Youth unemployment rates • Pension poverty • Youth specific service provision (e.g. sports and leisure facilities) • Services for older people (e.g. day centres and health care facilities)
	Gender disparities are key and could be highlighted by breaking indicators down to give figures for Male /Female cohorts. Other disadvantaged groups can be highlighted.	<ul style="list-style-type: none"> • Various indices ‘cut’ by gender and specific national minority groups

Main lessons for a SoCCR

Specific main lessons for a report from this scoping study are as follows, and specific details are listed (Box 6).

This study indicates that there are three potential layers of analysis which should feed into a Commonwealth cities report - national, city and city governance. For each of these 'layers' there is a 'seam' of data can that provide rich evidence for reporting. Careful data collection is required, to produce a sound information base.

Box 6: Key learning points from the SoCCR Scoping Study

National level data

- Full analysis of national data will be an essential contextual backdrop to each city
- Careful selection of the national indicators and years of data is needed
 - 18 indicators are recommended as a minimum (table 1)
 - Up to 25 other indicator topic areas could be added (table 2)

City level data

- City statistics are best when they are compiled by a single agent
- City statistics are best when they are compiled by a single agent, and partner agents need to be kept apprised of the critical elements of the approach to sampling
 - UN-HABITAT data has relevant indicators and is recommended
 - Liaison with GUO is required to build a proper sample

City governance level data

- Local data is the key to understanding the reality of implementing
- Substantial communication with cities will be necessary. Commitment and solid relationships must be built up over a period of time to ensure a sound level of communication that is required to produce the rich type of data that is needed
 - Face-to-face contact is ideal, but telephone conversations work
 - The purpose and methods must be fully explained and understood
- Network of Inclusive Commonwealth Cities offers great potential for information channels and learning exchange

Analysis should result in a comprehensive story which knits the strands together for each city. It can be structured by theme and initial findings in section 4 of this scoping study might form the basis of theme development.

The sample of Commonwealth Cities which is included within the report must have a breadth of 'metropolitan types'. As far as possible, the full range of sizes and geographical spread should be represented. This will help ensure that as a minimum the concerns highlighted in section 4, such as urban growth and other pressures, can be described. In addition, case studies of cities which best illustrate the known issues might be purposively selected.

Ultimately, the success of reporting will be in the impact it can have in reinforcing the need to progress towards the Commonwealth goal. If reporting can be done with city level input and a true sense of ownership, this can produce an ongoing programme of action research which will be of great value in itself; enabling decision-makers with more and better data, and meaningful measurement tools, which work for them.

APPENDIX A: National Data Review

Existing country level data

As discussed in the main body of the report, country level data will be a contextual backdrop for qualitative and quantitative city information. The three overarching topics of interest at this stage are 1) Poverty alleviation; 2) Sustainable & people centred development and 3) Disparities in living conditions. In a report they may well be used together but for scoping, we consider the utility of each one in its own right. Reporting strengths and weaknesses were reviewed for measures from various sources.

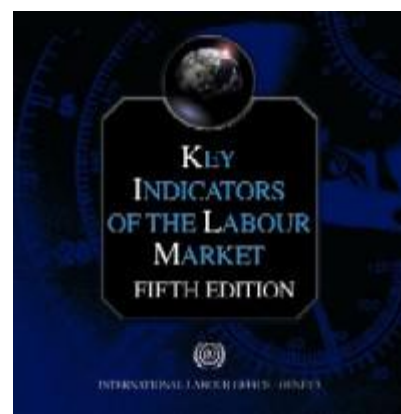
Poverty alleviation

To provide scope for recommendations to inter-governmental organisations, indicators must allow for investigation of the causes of poverty. Financial measures such as average earnings are useful as a starting point to providing awareness of poverty and changes in poverty, but measures of other kinds of poverty are crucial to getting closer to understanding the ways in which poverty might be tackled, other than through employment creation.

Labour is the most important way for people to move out of poverty, and indeed for those living in poverty it is their only financial ‘asset’. Therefore we assessed labour market data for Commonwealth countries to seek out indicators that might be used to give the basic indicators of low or no earnings and economically dynamic urban environments. We note that labour indicators were chosen over economic measures such as GNP per capita, since they relate more closely to personal incomes. Data was sourced from the World Bank and the UN International Labour Organisation.

Earnings poverty is in itself significant and a useful baseline for measuring change, however, other forms of poverty are equally important. The more recent broader conceptual framework for understanding poverty is focused around ‘social exclusion’ which includes such elements as access to services, levels of enfranchisement and educational attainment, particularly among minority and vulnerable social groups. It is therefore likely to be useful to capture at least some of these elements. ‘Slumness’ and ‘educational attainment’ are examined under topics 2 & 3, and health-related poverty is looked at in this topic. Data was sourced from the World Bank and the UN Children’s Fund.

Top level national indicators of earnings-related poverty, poverty reduction through employment, and health-related poverty are assessed in turn for relevance. Examples are then given of how each one might be used to contextualise city poverty and the types of possible findings.



EARNINGS POVERTY: National Poverty Line & International Poverty Line

As a baseline for measuring national poverty levels, the most widely used indicator is the proportion of a country's population living underneath a pre-defined 'poverty line'. It is quite 'bare' and as discussed above is best seen together with other information, however, it is still an important marker for any report that touches on poverty.

Available poverty line indicators are either national or international, and both are sensitive to relative wages and prices (i.e. purchasing power parity in the local context).

The 'international poverty line' has a one or two dollar a day reference. It is more recent, commonly used, more valid for cross-country comparison, and more widely available than the national poverty line.

Comparing the \$1 and \$2 earnings both have good reporting value, and could be used. \$1 relates to the MDG to halve the share of people living on less than US\$1 a day in the total global population by 2015. \$2 is slightly less widely available, however, given estimates of good progress towards the \$1 MDG (see chart) it seems logical to target the higher measure of \$2 a day wherever possible.

The 'national poverty line', is anchored to the national average earnings of a country and relates to a line set by a country at which a certain basket of goods might be purchased. National Poverty Line data is available separately for urban and rural regions, which is likely to be very beneficial in any report on cities.

National lines are not comparable between countries, therefore for that type of analysis the international lines are best. We suggest the \$2 international line might be reported for country comparisons and country to city comparisons and using rural / urban national poverty estimates where available to compare city poverty to that of the nation.

Table 1: International Poverty Line*

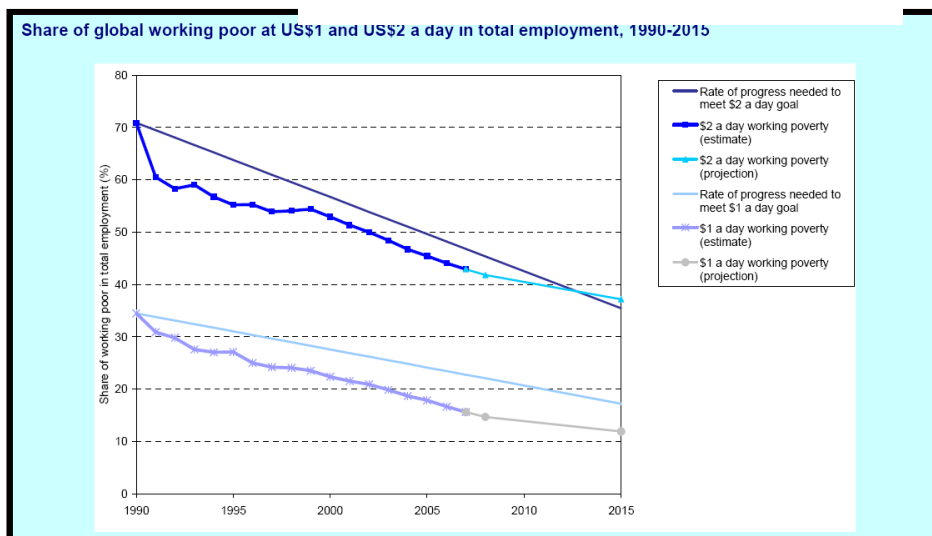
	Countries Available	Highest % Measured
\$1		
World	103 / 222	71.2
Commonwealth	26 / 53	71.2
\$2		
World	87 / 222	92.3
Commonwealth	21 / 53	92.3

*most recent available year 1992-2005

Table 2: National Poverty Line*

	Countries Available	Highest % Measured
RURAL		
World	34 / 222	63
Commonwealth	12 / 53	56.4
URBAN		
World	33 / 222	79
Commonwealth	12 / 53	79

*most recent available year 1992-2005



POVERTY REDUCTION THROUGH EMPLOYMENT: Population to employment ratio & working poverty

Eradicating extreme poverty and hunger is MDG 1, and a specific target for this is to “achieve full and productive employment and decent work for all, including women and young people”. Employment indicators including population to employment ratio & working poverty are useful baselines to track progress towards this type of goal. Either of these indicators could be used to gauge the potential of a country’s labour market to address poverty.

Region	Employment to Population Ratio				Labour Productivity (PPP, constant 2000 US\$)		Vulnerable Employment Shares		Working Poor Shares (US \$1/day)	
	Youth (15-24)		15+		1996	2006	1996	2006	1996	2006
	1996	2006	1996	2006						
WORLD	50.9	47.3	62.6	61.5	15,824	19,834	53.5	50.2	25.0	16.7
Developed Economies & European Union	45.0	44.5	55.9	56.5	52,876	62,952	11.2	9.4	0.1	0.0
Central & South- Eastern Europe (non-EU) & CIS	36.8	35.1	54.8	53.8	11,787	18,121	19.9	19.7	7.5	1.9
East Asia	69.0	62.3	75.0	71.9	6,347	12,591	64.8	56.2	19.5	9.5
South-East Asia & the Pacific	52.9	47.0	67.5	66.3	8,068	9,419	64.9	59.2	22.1	13.6
South Asia	44.9	42.5	58.4	56.7	5,418	7,998	81.4	78.2	56.6	33.5
Latin America & the Caribbean	47.3	44.6	58.4	59.9	17,852	18,908	31.2	32.7	12.1	8.0
North Africa	28.0	27.0	42.9	44.8	12,967	14,751	37.7	32.1	2.8	1.6
Sub-Saharan Africa	55.7	53.6	68.6	67.0	4,490	5,062	76.3	74.1	58.5	53.5
Middle East	29.5	31.8	46.0	49.6	22,130	21,910	37.7	33.3	2.3	4.9

Population to employment ratio is the percentage of a country’s working age population that is employed. It gives an indication of the ability of an economy to create employment. Recent national estimates are available. The raw figure may not be meaningful, but this could be addressed by placing the world average alongside for comparison. The creation of productive jobs is the key to economic growth, social development and improvement in living standards, therefore a per capita measure of GDP is also useful and a ready source for most countries is available from the UN Statistic Division MDG monitoring website.

Table 3: Population to employment *

	Countries Available	Lowest % Measured
World	164 / 222	23
Commonwealth	45 / 53	23

*most recent available year 1992-2005

Estimates of “working poor” are the numbers of employed people falling below set poverty lines. This measure is available for the ‘international poverty lines’ (either \$1 or \$2 limits) and gives a picture of the relationship between poverty and employment. Table X shows the data for the \$2 a day limit expressed in thousands (always higher for larger countries) and in percentage terms which can be used to compare different countries.

Table 4: Working poor (numbers) and working poverty levels (proportions) *

	Countries Available	Highest # (,000)	Highest %
World	90 / 222	341797.4 (India, 30%)	41.4 (5986.3 Cambodia)
Commonwealth	21 / 53	341797.4 (India, 30%)	35.1 (7497.4 Mozambique)

*most recent available year 1992-200

A city’s ability to raise residents out of poverty through employment opportunities depends on the nature of the work involved, the cost of living and other factors. Additional indicators of “decent work”, which take into account earnings, hours of work, underemployment, informal sector employment and working conditions, may give more detailed insight but we anticipate that this report will use data at the national level for background rather than detail. Therefore we suggest that either of these two national measures could be seen alongside city level measures such as informal employment.

HEALTH POVERTY: Fertility rates, Child Mortality Rates & Life Expectancy

Health indicators help measure progress towards development targets, and would also be useful in a cities report as a way to measure a country's priorities. Maternal health, child survival and population longevity are in effect proxy measures for basic services such as sanitary living conditions, and support for vulnerable groups which impact on people's quality of life as described below.

Box 7: MDG & Reproductive Health

Reproductive health problems remain the leading cause of ill health and death for women of childbearing age worldwide and account for one fifth of the total global burden of ill health. Causes include unintended pregnancies, maternal death/disability, sexually transmitted infections including HIV, and gender-based violence. Reproductive health underpins all of the MDGs (see Box 7).

MDG 4 aims to reduce the global under-five mortality rate by two thirds between 1990 and 2015. Given that a high proportion of these deaths result from lack of access to basic services, preventable diseases, malnutrition, poor sanitation and hygiene (ref Child Report 2008) this measure also indicates more widely rates of poverty in a country. Similarly, life expectancy at birth acts as a proxy for general health and quality of life of a nation.

MILLENNIUM DEVELOPMENT GOALS

GOAL 1: ERADICATE EXTREME POVERTY AND HUNGER
Smaller families and wider birth intervals as the result of contraceptive use allows families to invest more in each child's nutrition and health, and can reduce poverty and hunger for all members of a household. At the national level, fertility reduction may enable accelerated social and economic development.

GOAL 2: ACHIEVE UNIVERSAL PRIMARY EDUCATION
Families with fewer children, and children spaced further apart, can afford to invest more in each child's education. This has a special benefit for girls, whose education may have lower priority than that of boys in the family.

GOAL 3: PROMOTE GENDER EQUALITY AND EMPOWER WOMEN
Being able to decide freely whether and when to have children is a critical aspect of women's empowerment. Women who plan the timing and number of their births also have greater opportunities for work, education, and social participation outside the home.

GOAL 4: REDUCE CHILD MORTALITY
Prenatal care and the ability to avoid high-risk births help prevent infant and child deaths. Children in large families are likely to have reduced health care, and unwanted children are more likely to die than wanted ones.

GOAL 5: IMPROVE MATERNAL HEALTH
Preventing unplanned and high-risk pregnancies and providing care in pregnancy, childbirth, and the postpartum period saves women's lives. This guarantees well-being through the woman's life cycle and the quality of her life and that of her family.

GOAL 6: COMBAT HIV/AIDS, MALARIA, AND OTHER DISEASES
Sexual and reproductive health care includes preventing and treating sexually transmitted infections, including HIV/AIDS. In addition, reproductive health care can bring patients into the health care system, encouraging diagnosis and treatment of other diseases and conditions.

GOAL 7: ENSURE ENVIRONMENTAL SUSTAINABILITY
Providing sexual and reproductive health services, and avoiding unwanted births, can help stabilize rural areas, slow urban migration and balance natural resource use with the needs of the population.

GOAL 8: DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT
Affordable prices for drugs to treat HIV/AIDS and a secure supply of commodities would greatly advance reproductive health programmes, and are especially needed in developing countries.

source: Singh, A. et al. 2004. *Adding It Up: The Benefits of Investing in Sexual and Reproductive Health Care*. New York: The Alan Guttmacher Institute/UNFPA.

Total fertility rates are the average number of children a hypothetical cohort of women would have at the end of their reproductive period if they were subject during their whole lives to the fertility rates of a given period and if they were not subject to mortality. It is expressed as children per woman. High quality data is available for most countries averaged. Child Mortality Rates or under-five mortality (U5M) measure the probability of dying between birth and exactly five years of age, expressed per 1,000 live births. Life expectancy is given as the average number of years of life expected expressed as years. Both measures have high quality data for most countries from 2006/7.

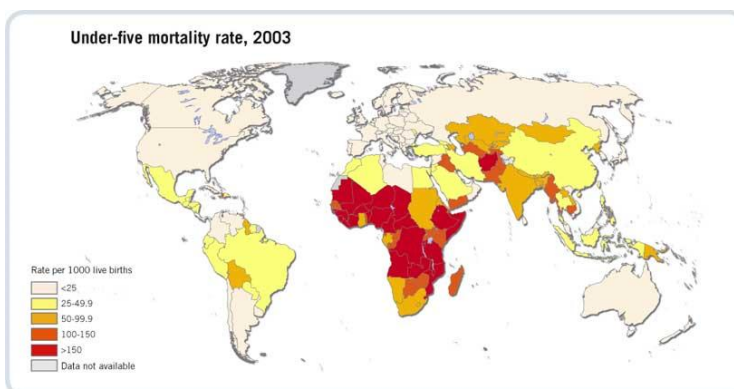
Table 5: Health Indicators*

	Countries Available	Highest Measured
FERTILITY		
World	172 / 222	7.9
Commonwealth	47 / 53	7.1
U5M		
World	188 / 222	270.0
Commonwealth	53 / 53	270.0

Given the insights on poverty of data on births, child deaths and longevity, and their importance to MDGs, any or all of the three indicators might be useful. Although fertility is not available at the city level it is particularly insightful and also helps to understand population growth patterns.

EXAMPLES: City analyses of poverty

For health just as for earnings, poverty is a relative measure and country averages are useful for comparing with local city data, rather than between countries. As this map shows there very different child survival rates in across the world. Considering national indices, helps understand whether life chances are improved by living a particular city, or not.



As an example, we used the 1998 city indicators data (GUID2)¹. The following analyses demonstrate the utility of the national poverty indices as described above. For contrast we also give the measure of % households categorised locally as ‘poor’, PH: 53% and so on.

PLEASE NOTE These are not ‘findings’, as country and years are different!

LAGOS: Earnings Poverty

Focusing on financial barriers to accessing land, we can consider the price estimates for land in Lagos which are between \$5 and \$33 per m². Over half of the city’s households are below a nationally determined poverty line, and given that only 7.7% of Nigerians earn more than \$2 per day it is clear that serviced land is not affordable for most of the city’s population.

Lagos, Nigeria

National population < \$2 a day	Lagos households < local poverty line
92.3%	53%

Lagos land price in USD per m ²		
highly developed	developed	raw
\$33.00	\$15.00	\$5.00

PH: 53%

DHAKA: Urban Poverty

In Bangladesh, nationally defined ‘earnings poverty’ is higher in cities than in rural areas (53%/36%). In Dhaka, around 44.3% of all households are considered poor under local definitions. In addition, the cost of living in Dhaka is relatively high with rents on average costing 16.7% of income and the mean cost of 1000 litres of water at \$0.50.

Dhaka, Bangladesh

National Poverty Total	National Poverty Urban/Rural
49.8%	53% / 36%

Dhaka living costs	
Rent to income	Price of water per m ³
16.7%	\$0.50

PH: 44.3%

¹ http://ww2.unhabitat.org/programmes/guo/guo_indicators.asp

LAHORE: Poverty & Employment

In Pakistan less than one half of the population is employed, and 80% of these people are living on less than \$2 a day. At the city level the role of the informal sector is very important in providing income streams, and their ability to reduce poverty through formal employment is very weak. Half of Lahori residents are employed in the informal sector, and one fifth are unemployed.

Lahore, Pakistan

National population 'employed'	Working population earning <\$2
43.2%	80%

City employment data

Unemployed	Informal employment
20.5%	50.1%

PH: 28%

LONDON: Urban Growth & Child Mortality

London is growing faster than the average UK city. This is due to immigration and its hub function both in terms of transport and more generally as the countries capital city, rather than natural population growth. Birth rates are low nationally and children in London have slightly lower survival rates than elsewhere in the UK.

London, UK

National child mortality < 5 years	Fertility	Urban Growth
6/1000 births (0.6%)	1.7 per woman	0.4%

London health data

child mortality < 5 years	Urban Growth
0.7%	0.5%

PH: -%

BANJUL: Living conditions & Child mortality

Life expectancy in Banjul is slightly lower than the national average for Gambia and women have shorter lives on average than men. Child mortality is not available for the city but is likely to be at least as high as the national average (11.3%), given that one fifth of all households do not have access to water within 200 meters.

Banjul, The Gambia

National child mortality < 5 years	National Life Expectancy	Fertility
113/1000 births (11.3%)	59 years	4.7 per woman

London health data

child mortality < 5 years	Life Expectancy Male/Female	Access to water at <200m
-%	57/54 years	79% of households

PH: 40%

Sustainable & people centred development

For sustainable and people centred development, urban growth (or changes) and urban environments need to be managed so as to produce well functioning human settlements designed appropriately for current needs.

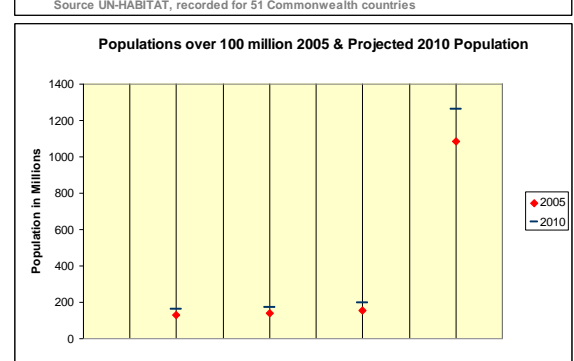
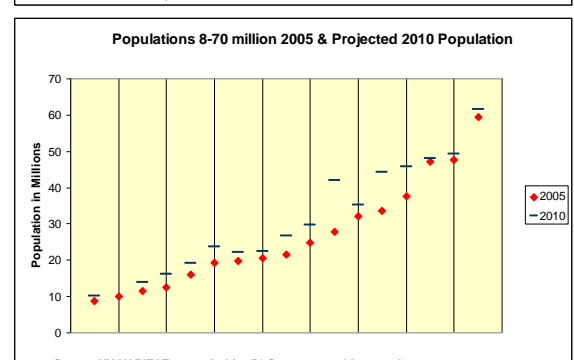
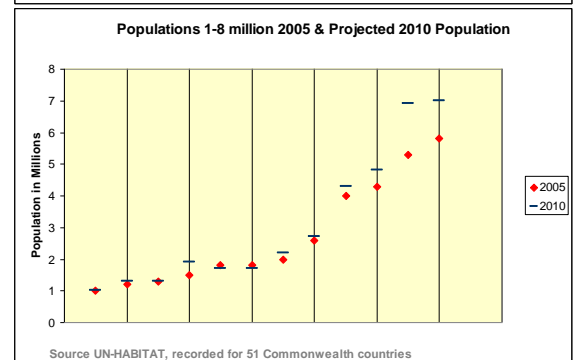
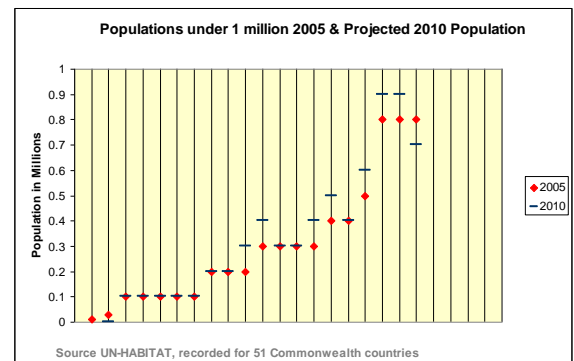
Demographic indicators are the natural national baseline for pressures of growth, since ‘growth’ is generally taken to mean population growth, rather than physical growth of a metropolitan area. It may be that there is zero or negative growth in a particular city i.e. depopulation, but for brevity we talk about growth here. Population growth in cities creates higher demand for settlements and consequences of growth (e.g. increased pressures on services and infrastructure) need to be planned for. It would be useful if possible to compare population growth with spatial growth of cities. In this section we look at data from UNFPA and the World Bank. As well as the evident and predicated population increases (shown right for Commonwealth Cities), urban growth is also on the rise. A country’s urban growth rate gives context to those of its cities.

The basis of a well functioning city includes not only decent infrastructure with sufficient connectivity and but

also adequate shelter and access to essential services, importantly including decent water and sanitation/waste disposal. The nature of urbanisation must also be explored. How densely concentrated the cities? What slums are there? How well connected are they? What environmental risks do they face? The next sections examine a range of such indicators from various sources.

In order to respond to need management must also be adequately resourced and supported. It may be useful to examine the situation of people responsible for managing a country’s resources. For example what their key concerns are and whether they have the necessary tools for the jobs. This data comes from the recent study on planning capacity⁴⁷.

We review measures of pressures on cities from different types of growth, urbanisation, vulnerability factors and management capacity. Appropriate sources and uses are considered and charts are given through the review.



Demographic pressures: Population & Urban Growth

National population figures are available for most years for most countries. Given the scoping study years of interest, the most relevant dates are 2001, 2005 and 2015, although any can be added fairly easily and the latest year should also be given.

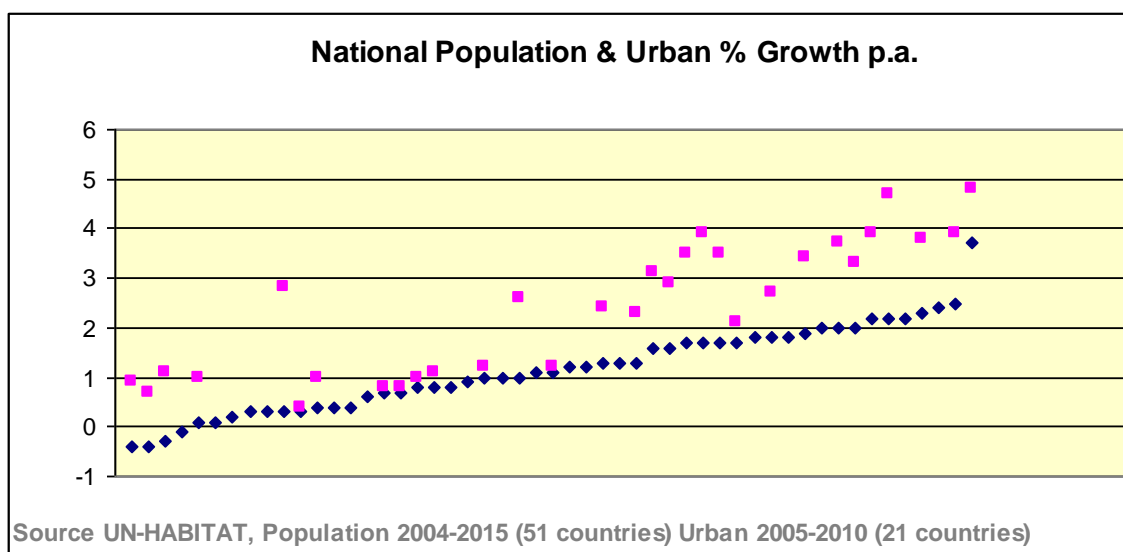
Population growth projections are useful indicators of likely priorities so, average annual growth rates are key variables. Real growth rates are more meaningful than projected ones for country comparisons. Ideally, data should be comparable using the same year and the same calculations for population growth.

WB estimates use aggregated regional growth rates that are less useful for comparisons than the sub-regions used by UN organisations (especially sub-Saharan Africa). The UNFPA data also allows comparison between urban and population growth rates as it is available for both national and urban cohorts. We recommend using UN-HABITAT as the preference for population data particularly to take advantage of the growth estimates for 2004-15 and that other figures can be used for e.g. 2005 and 2015 (as an extra useful comparison). For missing data, the alternative sources could be used as substitutes (since this is such an essential measure).

Table 6: National population estimates

	Commonwealth Countries
2001	
UNFPA	49 / 53
2005	
UN-HABITAT	53 / 53
2007	
WB	51 / 53
2015	
UN-HABITAT	51 / 53

	Growth 2005-2015
UN-HABITAT	51 / 53



(Countries plotted by order of population growth – BLUE POINTS - along x axis)

As above for national population, preference should be given to UNFPA data for Urban Dwellers and Urban Growth. It has both indicators for most countries and allows for the most comparisons (especially with other measures such as population growth).

‘Urban Dwellers’ is the number of people living in any area of any city. At the national level it is insightful when expressed as a proportion of total population. This way population growth pressures in cities and countries can be compared. ‘Urban Growth’ is available for recent years. In order to track changes in Urban Growth over time, previous rates of urban growth 2000-5 might be included.

Urbanisation: Population in cities (>1mill/Largest), Agglomeration, Geography, & environmental risk

For a report on cities, it will be helpful to understand the nature of a country's urban environment. Factors such as low local density, costly internal distances, and international divisions can act as initial barriers to economic growth². Agglomeration, average city sizes and the terrain are potential indicators in this area.

A relatively new measure 'Agglomeration Index'³ has been produced to allow cross-country comparisons for settlement concentrations. It has been used in the WDR (2009), but it is not available yet for sufficient years in order to make trends, although this might change.

Table 2 Agglomeration, migration, and specialization are the most important forces—and land, labor, and intermediate inputs the most sensitive factor markets

	Geographic scales		
	Local	National	International
Economic force	Agglomeration Speeded by migration, capital mobility, and trade	Migration Influenced by agglomeration and specialization	Specialization Aided by agglomeration and factor mobility
Key factor of production	Land Immobile	Labor Mobile within countries	Intermediate inputs Mobile within and between countries

Source: WDR 2009 team.

Note: Throughout the Report, "areas" are within-country economic neighborhoods or administrative units such as states or provinces, and regions are groups of countries based on geographic proximity.

Some of the component factors of agglomeration are well established and might also be used to assess time trends. Density and distance to the capital city are particularly interesting. Density is the midyear population divided by the land area. Land area is a country's total area excluding areas under inland bodies of water and coastal waterways.

As with agglomeration levels, particular geographic characteristics can be additional obstacles to development, particularly where they can hinder connectivity. Borders, coastlines and mountains may be useful to indicate special local circumstances.

Environmental factors are not well represented in the data. Carbon dioxide emissions are associated with global warming⁴⁸ to assess its greenhouse gas effects; therefore the data is widely available. While low concentrations are normally present in the atmosphere at 0.03%, levels above 1.5% seriously affect respiration, the nervous system and brain function, those above 1% cannot be physiologically tolerated for long, and higher concentrations are lethal⁴⁹. It may be a useful proxy but we recommend getting more data particularly on urban air quality and other types of environmental degradation such as bio-diversity loss.

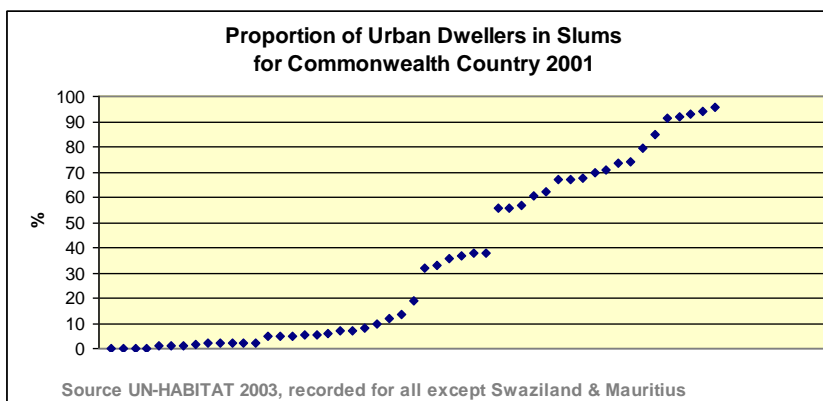
² ref WDR 2009

³ (ref Agglomeration paper)

Vulnerability: % urban dwellers in slums, lack of decent services

The baseline measurement was taken in 2001, and can help gauge low levels of shelter and essential services. The 'proportion of slums' means the proportion of households in urban areas that are lacking at least one of the following essential services or aspects of shelter: water/improved sanitation/sufficient living area/durable housing.

(Countries plotted by order of urban growth along X axis)



This is a very useful 'headline' measure of inadequate provision, although it is only available so far for 2001. It is available for most countries.

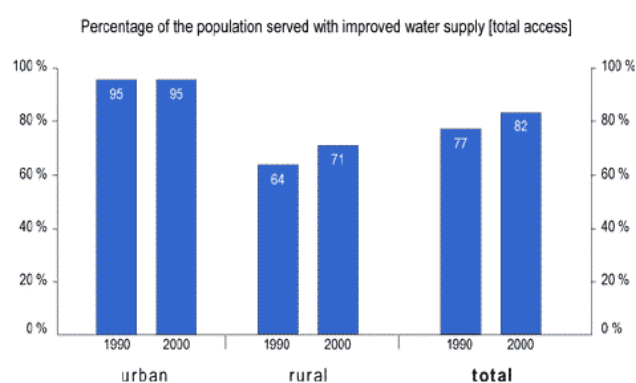
Slumness as measured in '% slums' measures the lack of decent shelter overall, but for closer understanding the dimensions of that indicator can be disaggregated. For more details about the poor living conditions two basic measures - '% urban population with access to water' and '% urban population with access to sanitation services' - are insightful in their own right. MDG commitments aim to reduce by half the proportion of people without access to safe drinking water and basic sanitation. Clean water and safe sewage are basic 'amenities', currently around one in six people do not have access to safe drinking water and adequate sanitation, making them vulnerable to water-related diseases, such as cholera, bacillary dysentery, coli infections, viral hepatitis A and typhoid.

Improved drinking water sources	Improved sanitation facilities
Household connection	Connection to a public sewer
Public standpipe	Connection to a septic system
Borehole	Pour-flush latrine
Protected dug well	Simple pit latrine**
Protected spring	Ventilated improved pit latrine
Rainwater collection	
Unimproved drinking water sources	Unimproved sanitation facilities
Unprotected well	Public or shared latrine
Unprotected spring	Open pit latrine
Rivers or ponds	Bucket latrine
Vendor-provided water	
Bottled water*	
Tanker truck water	

Access to safe drinking water is estimated by the percentage of the population using improved drinking water sources. Access to sanitary means of excreta disposal is estimated by the percentage of the population using improved sanitation facilities. Improved sanitation facilities are those more likely to ensure privacy and hygienic use.

The measures themselves are available with an urban/rural break. We note that they are acceptable indicators of progress rather than direct measures for actual states, for example, “dangerous levels of chemicals, such as the arsenic and fluoride that are increasingly found in groundwater in South and South-eastern Asia, are of growing concern, along with infectious or other toxic substances”⁴

Source UNICEF/WHO JMP



Not all cities face the same challenges in providing decent conditions, and the most basic differences often relate to location and terrain. Regional characteristics have an effect on a nation’s vulnerability to the adverse effects of climate change and the difficulties experienced in spreading the benefits of developments evenly.

Country	Coastline Km	in Mountains as % total of area	Country	Coastline Km	in Mountains as % total of area
Antigua and Barbuda	153		Mozambique	2,470	28.3
Australia	25,760	4.8	Namibia	1,572	47.4
Bahamas	3,542		Nauru		
Bangladesh	580	1.8	New Zealand	15,134	52.6
Barbados	97		Nigeria	853	7.9
Belize	386		Pakistan	1,046	16.3
Botswana		2.1	Papua New Guinea	5,152	15.4
Brunei	161	23.9	Saint Kitts & Nevis	135	
Cameroon	402	30.4	Saint Lucia	158	
Canada	202,080	23.2	Samoa	403	
Cyprus	648		Seychelles	491	40.5
Dominican Republic	1,288	35.5	Sierra Leone	402	
Fiji	1,129		Singapore	193	
Gambia	80		Solomon Islands	5,313	50.6
Ghana	539	12.8	South Africa	2,798	20.1
Grenada	121	54.9	Sri Lanka	1,340	61.8
Guyana	459		St Vincent & Grenadines	84	
India	7,000	18.7	Swaziland		
Jamaica	1,022		Tanzania	1,424	57.1
Kenya	536	66.4	Tonga	419	
Kiribati	1,143		Trinidad	362	
Lesotho		100	Tuvalu		
Malawi		93.7	Uganda		49.1
Malaysia	4,675	19.5	United Kingdom	12,429	
Maldives	644		Vanuatu	2,528	
Malta	197		Zambia		33.3
Mauritius	177				

⁴ UNICEF JMP: [http://www.untj.org/files/minutes/WES/Annexes/WES240904\(2\).pdf](http://www.untj.org/files/minutes/WES/Annexes/WES240904(2).pdf)

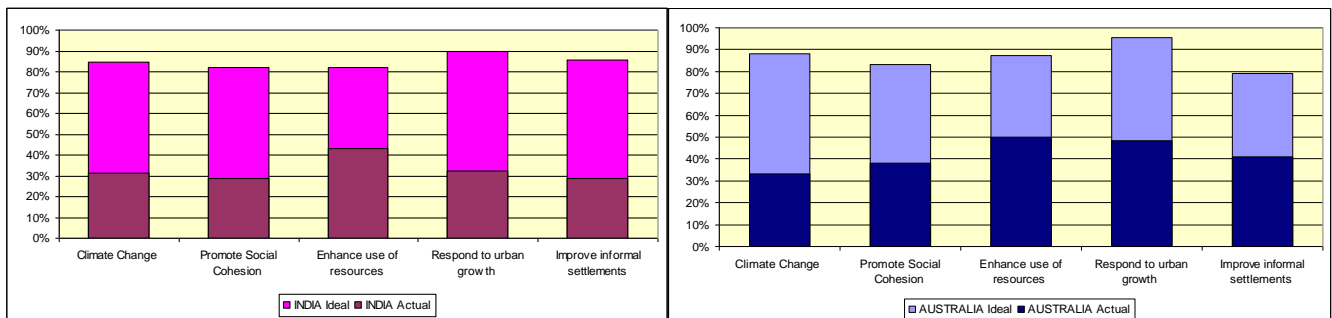
Settlement managerial capacity: Pressures, barriers and capacity gaps

Growth of cities adds a burden on city managers, however little is known about this and in general planning capacity is under-researched. A dataset from a recent study from the Global Planners Network (GPN) has provided a new source of information about capacity of planners to cope with current challenges. The dataset contains views of planners from around the world who took part in a 'self-diagnosis' exercise. It can be used to examine the current pressures, hurdles and capacity gaps in a country's ability to plan. The GPN development priorities have good synergy with those of the Commonwealth goal as discussed below

The main challenges facing planners might be used to help identify areas of study for a country and could be compared with e.g. city investment priorities or local government policy making. Data is available as detailed commentary as well as or aggregated codified indicators for around half of Commonwealth countries.

Country	Natural Environment	Spatial implications of development	Accommodating social & economic pressures	Resourcing & delivering development	Improving planning systems	Country	Natural Environment	Spatial implications of development	Accommodating social & economic pressures	Resourcing & delivering development	Improving planning systems
Antigua and Barbuda	-	-	-	-	-	Mozambique	-	-	-	-	-
Australia	19.4	26.4	18.2	16.9	18.8	Namibia	0	100	0	0	0
Bahamas	-	-	-	-	-	Nauru	-	-	-	-	-
Bangladesh	-	-	-	-	-	New Zealand	15.6	37.5	15.6	15.6	15.6
Barbados	25	12.5	0	25	37.5	Nigeria	4.16	25	16.6	16.6	37.5
Belize	-	-	-	-	-	Pakistan	14.2	0	28.5	28.5	28.5
Botswana	-	-	-	-	-	Papua New Guinea	-	-	-	-	-
Brunei	0	20	40	20	20	Saint Kitts & Nevis	-	-	-	-	-
Cameroon	-	-	-	-	-	Saint Lucia	-	-	-	-	-
Canada	13.7	37.9	20.6	10.3	17.2	Samoa	-	-	-	-	-
Cyprus	25	25	25	25	0	Seychelles	-	-	-	-	-
Dominican Republic	0	0	50	0	50	Sierra Leone	-	-	-	-	-
Fiji	-	-	-	-	-	Singapore	0	50	25	0	25
Gambia	-	-	-	-	-	Solomon Islands	50	0	50	0	0
Ghana	0	0	25	25	50	South Africa	13.4	26.9	25	17.3	17.3
Grenada	-	-	-	-	-	Sri Lanka	14.2	28.5	0	28.5	28.5
Guyana	-	-	-	-	-	St Vincent & Grenadines	-	-	-	-	-
India	6.25	21.8	21.8	21.8	28.1	Swaziland	0	50	50	0	0
Jamaica	-	-	-	-	-	Tanzania	0	28.5	14.2	14.2	42.8
Kenya	16.6	16.6	16.6	33.3	16.6	Tonga	-	-	-	-	-
Kiribati	-	-	-	-	-	Trinidad	0	28.5	14.2	0	57.1
Lesotho	-	-	-	-	-	Tuvalu	-	-	-	-	-
Malawi	12.5	25	25	12.5	25	Uganda	0	0	0	50	50
Malaysia	0	33.3	33.3	0	33.3	United Kingdom	17.5	30	17.5	21.2	13.7
Maldives	-	-	-	-	-	Vanuatu	-	-	-	-	-
Malta	22.2	50	0	11.1	16.6	Zambia	0	0	100	0	0
Mauritius	16.6	33.3	33.3	16.6	0						

Another available indicator of how well settlements are managed comes from self-diagnostic information about potential and actual impact of planning on development priorities. The ‘planning impact measure’ is given as two percentages ‘real impact’ and ‘ideal impact’, which are compared in five development areas. They focus on ‘improving informal settlements’, ‘responding to urban growth’, ‘enhancing use of resources’, ‘promoting social cohesion’ and ‘climate change’. This chart gives the 2008 data for India and Australia, the light areas shows where planners feel they could have more impact. There could be most improvement in climate change in Australia (55 percentage point difference between idea and actual) and in responding to urban growth and improving informal settlements in India (both have a 57 percentage point difference between idea and actual impact).



One other indicator which may help describe the national context for city management is ‘use of planning skills’. This measure rates thirteen discreet skill areas, based on how practitioners say the skills are utilised in their own countries. It gives a sense of how settlements are managed, and which areas may need attention. The indicator is given in percentage terms where 0% is ‘not used at all’ and 100% is ‘very well used’.

A sample of this data is shown in this table where, for example in Canada visioning skills are least well used, and monitoring skills are relatively well used.

	Australia	Barbados	Canada	India	Malawi
Managing the natural environment	57%	40%	48%	55%	40%
Urban design	75%	87%	76%	65%	40%
Land-use, zoning and control	50%	53%	64%	35%	60%
Working with communities	42%	47%	60%	45%	40%
Building and sustaining partnerships	58%	53%	66%	42%	80%
Negotiation, mediation and conflict resolution	59%	73%	66%	70%	60%
Project planning	52%	67%	62%	52%	60%
Project Management	34%	60%	50%	40%	20%
Disaster resilience planning	40%	40%	44%	42%	60%
Monitoring & evaluation of projects	40%	33%	62%	40%	60%
Regional monitoring & surveys	49%	47%	70%	65%	40%
Economic development	57%	60%	72%	68%	40%
Developing visions for the future	50%	-	20%	60%	-

The data also contains information about the types of local channels for people to get involved in decision-making.

Disparities in living conditions

The disparities in living conditions are to some extent be revealed through the indicators in the sections above, however, there are some indicators which focus on differences in terms of needs and level of support within a country's population. These indicators may allow a more specific analysis of trends in inequity, by capturing changes over time, and help international organisations determine particular areas of concern.

Vulnerable groups: Migrant Populations – international migration % foreigners (WDR09)

2005 thousands of internally displaced people/refugees from & to a country who are a source of major concern in terms of vulnerable populations and the need to target resources. Net migration is used from the latest World Development Report 2009

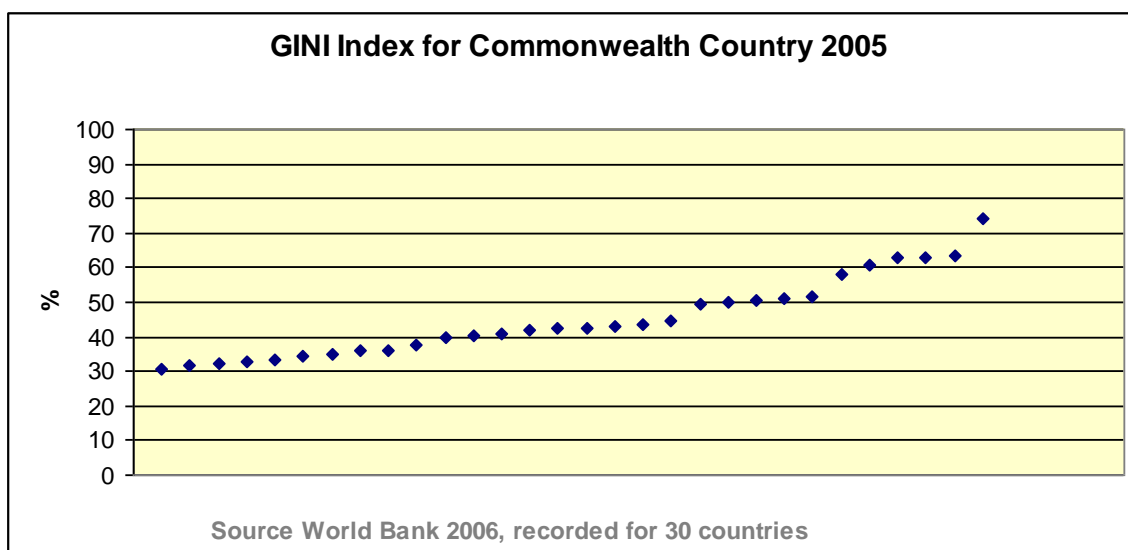
Inequality: GINI

This measure is a topline indicator of income inequality. Numerical expression from 0 to 1, or from 0 to 100, which expresses differences in the distribution of family income in a country. The best condition of equality is shown by 0 and the worst by 1, or by 100.

Educational attainment: Children / Ratio of girls to boys in primary & secondary education

Educational attainment might be a useful measure as it indicates adequate access to education services that might be expected in a functioning community and can be broken down for male and female giving an indicator of equity levels. The related MDG target is to “Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling”. In this data the possible measures are school enrolment (ILO) and ratio of boys to girls in school (World Bank).

(Countries plotted by order of GINI coefficient along X axis)



APPENDIX B: GUO City Data

The complete list of GUO items are (briefly described)

- A. Shelter**
 - Key indicator 1: durable structures
 - Key indicator 2: overcrowding
 - Key indicator 4: access to safe water
 - Key indicator 5: access to improved sanitation
 - Key indicator 6: connection to services
 - check-list 1: right to adequate housing
 - extensive indicator 1: housing price and rent-to-income
 - key indicator 3: secure tenure
 - extensive indicator 2: authorized housing
 - extensive indicator 3: evictions
 - extensive indicator 4: land price -to-income
 - check-list 2: housing finance
- B. Social Development & Eradication of Poverty**
 - Key indicator 7: under-five mortality
 - Extensive indicator 5: HIV prevalence
 - Key indicator 10: literacy
 - Extensive indicator 6: school enrolment
 - key indicator 8: homicides
 - check-list 3: urban violence
 - Key indicator 9: poor households (also in Cluster A)
 - check-list 4: gender inclusion
 - extensive indicator 7: women councillors
- C. Environmental Management**
 - Key indicator 11: urban population growth
 - key indicator 12: planned settlements
 - key indicator 13: price of water
 - extensive indicator 8: water consumption
 - key indicator 14: wastewater treated
 - key indicator 15: solid waste disposal
 - extensive indicator 9: regular solid waste collection
 - check-list 5: disaster prevention and mitigation instruments
 - extensive indicator 10: houses in hazardous locations
 - key indicator 16: travel time
 - extensive indicators 11: transport modes
 - check-list 6: local environmental plans
- D. Economic Development**
 - key indicator 19: unemployment
 - key indicator 17: informal employment (also in Cluster A)
 - key indicator 18: city product
- E. Governance**
 - key indicator 20: local government revenue
 - check-list 7: decentralization
 - check-list 8: citizens participation
 - extensive indicator 13: voters participation
 - extensive indicator 14: civic associations
 - check-list 9: transparency and accountability

In this data extract from, other than population estimates, data is given for a few Commonwealth Countries, and except for urban growth is only available for cities in these regions:

Developing regions

- Northern Africa
- Sub-Saharan Africa
- Latin America and the Caribbean
- Eastern Asia
- Southern Asia
- South-eastern Asia
- Western Asia

Some example tables

<p>H&B “Housing and Basic services”</p> <ul style="list-style-type: none"> • Finished main floor materials • Access to sufficient living area • Access to safe water source • Access to improved sanitation <p>U5M “Under-five mortality”</p> <ul style="list-style-type: none"> • Probability of dying at or before the age of five, # deaths per 1,000 live births <p>Lit “Literacy rates men & women”</p> <ul style="list-style-type: none"> • Male • Female • Total • M-F Ratio <p>Emp M/F “Enemployment rates for men & women”</p> <ul style="list-style-type: none"> • % male unemployment • % female unemployment • % male informal employment • % female informal employment 	<p>CS “Connection to services”</p> <ul style="list-style-type: none"> • Access to sewerage • Access to electricity • Access to telephone <p>Edu “Net enrolment ratio”</p> <ul style="list-style-type: none"> • Net enrolment % (says ratio but must be %) male • Net enrolment % (says ratio but must be %) female • Net enrolment % (says ratio but must be %) total • Net enrolment male/female ratio <p>Urb “City population & urban growth”</p> <ul style="list-style-type: none"> • City population (,000s) • City growth rates
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Proportion of urban households with finished main floor materials, sufficient living area, sustainable access to safe water and improved sanitation

C'wlth?	Country name	City	Finished main floor materials					Access to sufficient living area					Access to safe water source					Access to improved sanitation				
			1990	1993	1998	2000	2003	1990	1993	1998	2000	2003	1990	1993	1998	2000	2003	1990	1993	1998	2000	2003
	Developing regions																					
	Northern Africa		97.5	97.7	98.0	98.1	98.3	71.0	78.2	85.8	90.6	90.5	96.0	95.8	95.3	95.2	94.9	84.0	85.3	87.3	88.2	89.4
	Sub-Saharan Africa		82.2	83.9	86.1	87.0	89.1	72.9	73.6	73.6	73.7	73.1	82.0	82.0	82.0	82.0	82.0	54.0	54.3	54.7	54.8	55.1
	Latin America and the Caribbean						98.2					88.2	93.0	93.5	94.3	94.7	95.2	82.0	82.5	83.3	83.7	84.2
	Eastern Asia						98.4					91.5	99.0	97.5	95.0	94.0	92.5	64.0	65.3	67.3	68.2	69.4
	Southern Asia						84.8					65.0	90.0	91.0	92.7	93.3	94.3	54.0	57.0	62.0	64.0	67.0
	South-eastern Asia		91.9	92.3	93.0	93.3	93.6	66.0	67.9	71.0	73.2	73.1	91.0	91.0	91.0	91.0	91.0	67.0	70.0	75.0	77.0	80.0
	Western Asia		96.7	96.8	96.7	96.8	96.4	91.3	92.2	93.5	94.2	91.1	94.0	94.3	94.7	94.8	95.1	96.0	95.8	95.3	95.2	94.9
	South-central Asia																					
C'wlth	Bangladesh	Dhaka					71.0					60.2					99.5					90.4
C'wlth	Bangladesh	Rajshahi					42.9					55.5					99.1					73.8
C'wlth	India	Mumbai										59.0	96.1	97.5	99.7	99.7	99.7	77.4	85.0	97.8	97.8	97.8
C'wlth	India	Kolkata										73.0	97.2	97.8	98.6	99.0	99.5	86.5	88.3	91.3	92.5	94.2

C'wlth

India

Delhi

73.3

99.6

99.5

99.2

99.1

99.0

81.1

85.8

93.7

96.8

99.0

Literacy rates of urban population, female and male aged 15-24 years-old

C'wlth?	Country name	City	15-24 year-olds - Female					15-24 year-olds -Male					15-24 year-olds - Total					Female-Male Ratio				
			1990	1993	1998	2000	2003	1990	1993	1998	2000	2003	1990	1993	1998	2000	2003	1990	1993	1998	2000	2003
21	Sub-Saharan Africa																					
	Benin	Djougou	47.8	45.0	40.2	38.4	35.5									23.9	22.5	20.1	19.2	17.8		
	Benin	Porto-Novvo	37.7	39.7	42.9	44.2	46.2	57.1	60.5	66.2	68.5	71.9	47.4	50.1	54.6	56.4	59.0	0.66	0.66	0.65	0.65	0.64
	Burkina Faso	Ouagadougou	52.6	50.3	46.4	44.9	42.5	46.0	53.0	64.8	69.5	76.6	49.3	51.7	55.6	57.2	59.6	1.14	0.95	0.72	0.65	0.56
C'wlth	Cameroon	Yaounde	92.1	93.7	96.5	97.6	99.3	78.4	85.1	96.4	96.4	96.4	85.2	89.4	96.5	97.0	97.8	1.17	1.10	1.00	1.01	1.03
	Cote d'Ivoire	Abidjan	47.2	51.8	59.5	62.6	67.2	41.2	54.4	76.5	85.3	98.5	44.2	53.1	68.0	73.9	82.8	1.14	0.95	0.78	0.73	0.68
	Dem. Rep. of the Congo	Kinshasa	57.6	63.2	71.8	74.9	79	80.3	83.1	87.1	88.4	90.2	69.0	73.2	79.5	81.7	84.6	0.72	0.76	0.82	0.85	0.88
	Ethiopia	Addis Ababa	53.4	59.9	71.5	76.2	83.4	78.8	83.4	90.6	93.7	97.8	66.1	71.7	81.1	84.9	90.6	0.68	0.72	0.79	0.81	0.85
	Ethiopia	Nazret	45.2	50.7	60.5	64.5	70.6	70.1	74.2	80.6	83.3	87.0	57.6	62.5	70.6	73.9	78.8	0.64	0.68	0.75	0.77	0.81
C'wlth	Gambia	Banjul	34.1	38.5	46.2	49.3	54.0	50.5	55	62.3	65.2	69.2	42.3	46.8	54.3	57.3	61.6	0.68	0.70	0.74	0.76	0.78
C'wlth	Ghana	Accra	78.4	76.7	74.0	72.9	71.3	96.9	94.6	90.9	89.4	87.2	87.6	85.7	82.5	81.2	79.2	0.81	0.81	0.81	0.82	0.82
	Guinea	Conakry					40.3					62.3				31.1	20.1					
C'wlth	Lesotho	Maseru	97.1	97.6	98.3	98.5	98.8	77.2	79	81.7	82.7	84.2	87.2	88.3	90.0	90.6	91.5	1.26	1.24	1.20	1.19	1.17

Net enrolment ratio in primary education in urban areas (female and male)

Country name	City	Net enrolment ratio - Female					Net enrolment ratio - Male					Net enrolment ratio - Total					Ratio Female-Male					
		1990	1993	1998	2000	2003	1990	1993	1998	2000	2003	1990	1993	1998	2000	2003	1990	1993	1998	2000	2003	
Developing regions																						
	Northern Africa		86.3	86.1	88.0	89.0	89.9	86.7	86.1	86.8	88.4	87.9	86.5	85.7	86.7	88.5	88.2	0.99	1.00	1.01	1.01	1.02
	Sub-Saharan Africa		65.4	63.8	73.7	75.2	80.4	74.1	77.1	78.3	78.6	83.0	69.6	71.4	76.2	76.6	81.4	0.88	0.83	0.94	0.96	0.97
	Latin America and the Caribbean		86.4	87.5	91.0	91.7	92.2	86.0	87.7	92.0	92.8	93.5	86.2	87.7	91.4	92.2	92.9	1.00	1.00	0.99	0.99	0.99
	Eastern Asia		99.2	98.8	98.1	97.8	97.8	99.7	99.2	98.3	97.8	97.8	99.5	99.0	98.2	97.8	97.7	0.99	1.00	1.00	1.00	1.00
	South-central Asia		64.8	67.9	76.2	78.6	79.9	69.8	71.3	77.6	77.8	78.7	72.1	74.2	74.2	77.1	79.1	0.93	0.95	0.98	1.01	1.02
	South-eastern Asia		90.9	93.7	89.6	91.2	90.6	92.3	91.2	90.5	90.7	90.4	90.0	92.6	89.0	90.6	90.1	0.98	1.03	0.99	1.01	1.00
	Western Asia		95.2	99.7	99.5	97.6	96.2	96.7	99.7	99.2	95.1	95.9	96.0	98.3	94.4	98.2	96.5	0.98	1.00	1.00	1.03	1.00
	Burkina Faso	Ouagadougou	69.3	71.4	74.8	76.2	78.3	73.1	75.7	80.1	81.9	84.5	71.2	73.5	77.3	78.8	81.1	0.95	0.94	0.93	0.93	0.93
C'wlth	Cameroon	Yaounde	93.0	88.3	80.4	77.3	72.5	94.1	94.6	95.6	96.0	96.5	92.6	93.4	94.2	94.6	95.2	0.99	0.93	0.84	0.81	0.75
	Cote d'Ivoire	Abidjan	56.0	59.7	65.9	72.3		72.6	73.6	75.1	75.7		63.6	66.0	70.0	71.6	74.0	0.77	0.81	0.88	0.96	
	Dem. Rep. of the Congo	Kinshasa				74.9					76.5				75.7						0.98	
	Dem. Rep. of the Congo	Butembo				40.3					57.7				49.0						0.70	
	Ethiopia	Addis Ababa	37.8	44.5	55.5	72.6	77.6	43.6		69.2	81.0	84.1	40.6		62.4	76.6	80.6	0.87		0.80	0.90	0.92
C'wlth	Gambia	Banjul	38.4	46.5	60.1	67.2	67.2	52.7	57.9	66.5	71.3	71.3	45.6	52.2	63.3	69.3	69.3	0.73	0.80	0.90	0.94	0.94
C'wlth	Ghana	Accra	93.7	89.4	82.4	79.6	75.4	90.5	88.6	85.4	84.1	82.2	86.1	86.8	83.9	81.9	78.9	1.04	1.01	0.97	0.95	0.92
	Guinea	Conakry	19.1	27.3	41.0	46.4	60.0	34.3	42.0	54.7	53.5	70.6	27.1	35.0	48.2	50.0	65.4	0.56	0.65	0.75	0.87	0.85

Unemployment and informal employment rates of urban population Female and male aged 15-24 years

		Unemployment: Percentage of urban population, female and male aged 15-24 year-olds who are neither employed and nor going to school						Informal employment: Percentage of the employed population, men and women whose activity is part of informal sector					
Country name	City	Female			Male			Female			Male		
		1990-1995	1995-2000	2000-2005	1990-1995	1995-2000	2000-2005	1990-1995	1995-2000	2000-2005	1990-1995	1995-2000	2000-2005
C'wlth	Burkina Faso		28.2	13.5	11.0	9.2	4.7	81.7	78.7	80.0		61.6	22.2
	Cameroon	36.0	26.0			17.3		62.5	75.4			75.0	
	Cote d'Ivoire	37.4	33.2		19.5	10.9		85.3	74.4			52.2	
C'wlth	Ethiopia									75.2			
	Ethiopia									89.5			
	Ghana	36.9	29.4	26.6	35.8	24.7	20.4	77.0	72.4	77.8		46.2	36.3
C'wlth	Guinea		27.0			8.5			79.3			57.9	
	Mali		42.3	33.1		10.3	3.7		93.7	90.2		53.3	51.0
	Mozambique		42.8	40.9		40.6	42.8		55.9	75.9		40.0	7.7
C'wlth	Nigeria	19.5	16.1	12.8		40.0	37.5			60.9		71.4	10.0

City population and population growth rate of urban agglomerations with 750,000 inhabitants or more in 2000, (1990-2015)

Country name	City Name	Total population of city ('000s)						City population growth rate				
		1990	1995	2000	2005	20010	2015	1990-1995	1995-2000	2000-2005	2005-2010	2010-2015
	Cambodia	594	836	1 108	1 174	1 292	1 496	6.84	5.63	1.17	1.91	2.93
	Indonesia	7 650	9 161	11 018	13 194	15 477	17 498	3.60	3.69	3.60	3.19	2.46
	Indonesia	2 460	2 896	3 409	4 020	4 687	5 315	3.26	3.26	3.30	3.07	2.51
	Indonesia	2 061	2 252	2 461	2 735	3 082	3 453	1.77	1.77	2.11	2.39	2.27
	Indonesia	1 537	1 699	1 879	2 109	2 392	2 690	2.01	2.01	2.31	2.52	2.35
	Indonesia	1 032	1 212	1 422	1 675	1 957	2 229	3.20	3.20	3.27	3.11	2.60
	Indonesia	816	926	1 051	1 205	1 387	1 573	2.53	2.53	2.74	2.81	2.51
C'wlth	Malaysia	1 120	1 209	1 297	1 392	1 506	1 635	1.53	1.40	1.40	1.58	1.65
	Myanmar	2 893	3 204	3 594	4 082	4 666	5 256	2.05	2.30	2.55	2.67	2.38
	Philippines	7 973	9 401	9 950	10 677	11 610	12 637	3.30	1.13	1.41	1.68	1.69
C'wlth	Singapore	3 016	3 478	4 016	4 372	4 574	4 707	2.85	2.88	1.69	0.90	0.57
	Thailand	5 888	6 106	6 332	6 604	6 970	7 465	0.73	0.73	0.84	1.08	1.37
	Viet Nam	3 996	4 296	4 619	5 030	5 587	6 308	1.45	1.45	1.70	2.10	2.43

APPENDIX C: Local City Data Themes

THEME A: Questions 1-5 asked about development goals, progress and how cities might monitor progress towards goals. In case goals defined by the Commonwealth and the UN were interpreted differently from city to city, details of city level goals were also requested. This was to help identify any local priorities that were in fact related to the Commonwealth Goal but not recognised as such (see also ‘THEME E’. Challenges were included to broaden this theme and give context to answers.

**In 2001 the Commonwealth committed to “demonstrated progress towards adequate shelter for all with secure tenure and access to essential services in every community by 2015”*

1. How much progress has your City made towards this Goal*, since 2001?
2. How can your City monitor its performance against this Goal*?
3. Does your City monitor progress against Millennium Development Goals?
4. Are there any other development Goals, which are priorities for your City?
5. Thinking about all of these Goals, what challenges confront your City?

THEME B: Questions 6-10 focused specifically on the dimensions of inequality, social exclusion and urban poverty. The actual questions about city patterns were supplemented with ideas for focus such as barriers, affected population groups, policies, and reasons behind their responses.

6. What are the main barriers to secure tenure?
7. What are the main barriers to provision of essential services?
8. In the last ten years, has the level of urban poverty in your City ...
....increased, decreased, or stayed the same?
9. Does your City have any written policies to address urban poverty?
10. In the last ten years, has the gap between rich and poor in your City ...
....increased, decreased, or stayed the same?

THEME C: Questions 11-15 asked about local strategies for inclusive policies and policy making. These questions were limited to scoping the basic information, rather than for example following up with questions about implementation and barriers to full inclusiveness. This was mainly because the questionnaire needed to be brief to encourage response (see Findings). At the exploratory stage these questions were sufficient but as discussed below, at main stage data collection, it will be very useful to have more searching questions. Question 15 may help determine local definitions of inclusiveness as well as offering examples of city priority actions and best practice which might be shared.

11. In your City, how can residents participate in decisions about developments that affect them?
12. Does your City have any written policies targeting the needs of young people, and include them in decision-making?
13. Does your City have any written policies to address gender inequalities?
14. Does your City have any written policies to reduce barriers to travel and access for people who are elderly or have disabilities?

15. Do you have an example of a recent initiative in your City that has made it more inclusive and which you can share with Commonwealth colleagues?

THEME D: Questions 16-20 focused on city governance and management, and how it might best be supported. This information highlights cities' readiness to address local needs & priorities, as might be identified in 'THEMES B & C'. Governance structures, funding, support networks, planners' skills, ways to support cities may give a picture of the context of policy implementation.

16. Please describe the structure of governance of your City.

17. What proportion of any external funding (national or international) is used to finance development goals in your City?

18. How might your City's managers build networks and relationships to make development decisions more inclusive?

19. In the future, what new skill areas are required by planners in your City?

20. How could Commonwealth organizations support development of your City?

THEME E: Questions 21 & 22 asked very broad questions about successes and opportunities. They were placed at the end so that respondents would be primed by previous questions to focus on the various dimensions of inequality and exclusion and their own role in promoting sustainable and people-centred development. It was intended that these questions would pick up on any goals and progress monitoring that had not been included in 'THEME A', as well as providing insight into local priorities and best practice examples.

21. What have been your City's main successes over the last 10 years?

22. What are your City's main opportunities for the future?

THEME F: The final questions 23-25 asked about quantitative information systems and included trial data entry for statistics. If completed this type of information is likely to tease out any issues for example, where definitions vary. It may also identify readily available information that could go into a State of the Commonwealth Cities Report.

23. If possible, please give recent estimates for your City...

.....Number of Dwellers:- ____ APPROXIMATE INHABITANTS TODAY

Growth rate of City : _____% APPROXIMATE YEARLY RATE IN PAST 10 YEARS

Formal employment rates: ____% PROPORTION OF WORKING AGE POPULATION

24. Other City information/Website:

25. Is any demographic, social, economic, housing or environmental data collected systematically for your City?

APPENDIX D: Pilot questionnaire

Commonwealth Inclusive Cities

CITY

PLEASE ANSWER IN THE YELLOW BOXES
USE FINAL PAGE FOR EXTRA INFORMATION & CONTACT lucy.natarajan@rtpi.org.uk FOR QUERIES

A: Development Goals

** In 2001, the Commonwealth committed to the Goal of “demonstrated progress towards adequate shelter for all with secure tenure and access to essential services in every community by 2015”.*

- **How much progress has your City made towards this Goal*, since 2001?**

PLEASE DESCRIBE PROGRESS:

- **How can your City monitor its performance against this Goal*?**

DESCRIBE MONITORING:

- **Does your City monitor progress against Millennium Development Goals¹?**

DESCRIBE MONITORING:

- **Are there any other development Goals, which are priorities for your City?**

GOALS:

- **Thinking about all of these Goals, what challenges confront your City?**

CHALLENGES:

¹ Eradicate Poverty & Hunger; Achieve Universal Primary Education; Promote Gender Equality & Empower Women; Reduce Child Mortality; Improve Maternal Health; Combat HIV/AIDS, Malaria & Other Diseases; Ensure Environmental Sustainability; Develop A Global Partnership for Development. http://www.thecommonwealth.org/Internal/20593/169752/millennium_development_goals/

B. Shelter & Poverty

- **What are the main barriers to secure tenure?**

BARRIERS & AFFECTED POPULATION GROUPS:

- **What are the main barriers to provision of essential services*?**

BARRIERS & AFFECTED POPULATION GROUPS:

*e.g. water, sanitation, education & health care

- **In the last ten years, has the level of urban poverty in your City ...**

increased,		decreased, or		stayed the same?
--	----------------	--	------------------	--	------------------

REASONS FOR YOUR ANSWER:

- **Does your City have any written policies to address urban poverty?**

DESCRIBE POLICIES:

- **In the last ten years, has the gap between rich and poor in your City ...**

increased,		decreased, or		stayed the same?
--	----------------	--	------------------	--	------------------

REASONS FOR YOUR ANSWER:

C. Inclusion

- **In your City, how can residents participate in decisions about developments that affect them?**

MEANS OF PARTICIPATION:

- **Does your City have any written policies targeting the needs* of young people, and include them in decision-making?**

DESCRIBE POLICIES:

*i.e. other than education

- **Does your City have any written policies to address gender inequalities?**

DESCRIBE POLICIES:

- **Does your City have any written policies to reduce barriers to travel and access for people who are elderly or have disabilities?**

DESCRIBE POLICIES:

- **Do you have an example of a recent initiative in your City that has made it more inclusive and which you can share with Commonwealth colleagues?**

INITIATIVE:

D. Governance & Resources

- **Please describe the structure of governance of your City.**

GOVERNANCE STRUCTURES:

- **What proportion of any external funding (national or international) is used to finance development goals in your City?**

% OF EXTERNAL FUNDING & HOW USED:

- **How might your City’s managers build networks and relationships to make development decisions more inclusive?**

NETWORK BUILDING:

- **In the future, what new skill areas are required by planners in your City?**

SKILL AREAS:

- **How could Commonwealth organizations support development of your City?**

SUPPORT:

E. Overall

- **What have been your City’s main successes over the last 10 years?**

SUCCESSSES:

- **What are your City's main opportunities for the future?**

OPPORTUNITIES:

F. City Information

- **If possible, please give recent estimates for your City....**

.....Number of Dwellers:		APPROXIMATE INHABITANTS TODAY
Growth rate of City :	%	APPROXIMATE YEARLY RATE IN PAST 10 YEARS
Formal employment rates:	%	PROPORTION OF WORKING AGE POPULATION

- **Other City information/Website:**

DETAILS:

- **Is any demographic, social, economic, housing or environmental data collected systematically for your City?**

DATA & HOW IS IT COLLECTED:

= END =

PLEASE RECORD YOUR CONTACT DETAILS FOR COMHABITAT RECORDS.

Your Name:

Job title:

Email:

Tel:

**PLEASE RETURN THIS DOCUMENT BY EMAIL TO lucy.natarajan@rtpi.org.uk
OR FAX +44 (0) 207 7929 8197 (ATTN: Lucy Natarajan)**

= THANK YOU =

FOOTNOTES

¹ UN Millennium Project (2005b), ‘A Home in the City’, Report of the Task Force on Improving the Lives of Slum Dwellers’, Earthscan, London. www.unmillenniumproject.org/documents/Slumdwellers-complete.pdf

² For example in the UK, data from the Financial Services Authority shows an increase of 92% in reposessions, with around 0.34 million households currently in mortgage arrears.

³ 34 of 45 countries where data was available reported less than 100% access to basic amenities, and for example 15 of these had <90% of households with “improved water facilities”, and 26 had <90% of households with “improved sanitation facilities”.

⁴ Descriptions of improved water and sanitation, and unimproved services

Improved drinking water sources	Improved sanitation facilities
Household connection	Connection to a public sewer
Public standpipe	Connection to a septic system
Borehole	Pour-flush latrine
Protected dug well	Simple pit latrine**
Protected spring	Ventilated improved pit latrine
Rainwater collection	
Unimproved drinking water sources	Unimproved sanitation facilities
Unprotected well	Public or shared latrine
Unprotected spring	Open pit latrine
Rivers or ponds	Bucket latrine
Vendor-provided water	
Bottled water*	
Tanker truck water	

⁵ The Commonwealth’s principle mechanism for addressing human settlements concerns is through ComHabitat. ComHabitat is a partnership of the ministerial-level Commonwealth Consultative Group on Human Settlements (CCGHS) and agencies from government, local government, civil society and the private sector. ComHabitat promotes implementation of the Habitat Agenda and is working towards the Commonwealth Goal and associated Millennium Development Goals. It focuses on networking and sharing practical examples of progress in implementation. ComHabitat currently has three strategic objectives:

- To improve financial investment to ensure adequate shelter for all, including access to essential services.
- To strengthen leadership and governance by Habitat Agenda partners in approaches to sustainable and equitable human settlements development.
- To reduce risks and build community resilience in an urbanising World.

⁶ <http://esa.un.org/unup/>

⁷ Cities Alliance Annual Report 2005, p29

⁸ CAP News, January 2009, p.17

⁹ African Population and Health Research Center, ‘Population and Health Dynamics in Nairobi’s Informal Settlements’, Report of the Nairobi Cross-sectional Slums Survey (NCSS) 2000, African Population and Health Research Center, Nairobi, April 2002

¹⁰ Measuring progress in implementing the Habitat, Agenda in 12 commonwealth countries Mullard, 2005

¹¹ Images from The Intute Consortium www.intute.ac.uk .

¹² “Cities in a Globalizing World: Governance, Performance, and Sustainability” World Bank 2006

¹³ Thematic Group on Services to the Urban Poor, Urban Development Division, World Bank 2009

¹⁴ Civil society organisations from across the Commonwealth met at the Commonwealth People’s Forum, which took place from 18 to 22 November 2007. In their statement, representatives said that the report should be presented at the next Commonwealth Heads of Government Meeting in 2009. They noted that it should assess “opportunities and threats of urban growth in relation to poverty alleviation, sustainable and people-centred development and reducing disparities in living conditions.”

¹⁵ At its inaugural meeting in Nairobi in May 1999, the CCGHS adopted a new Commonwealth goal, which is the focus of all its activities and programmes: “Demonstrated progress towards adequate shelter for all with secure tenure and access to essential services in every community by 2015”

¹⁶ UN Millennium Project (2005b), ‘A Home in the City’, Report of the Task Force on Improving the Lives of Slum Dwellers’, Earthscan, London. www.unmillenniumproject.org/documents/Slumdwellers-complete.pdf

¹⁷ The average % urban population for countries is 44.9%. A population weighted average for the Commonwealth as a whole gives 35.23%, but this is due to the population of India which is only 29% urban. The weighted average for the Commonwealth excluding India is 43.12%.

¹⁸ All cited sources agree that growth is projected to continue.

¹⁹ “World Population Prospects: The 2006 Revision and World Urbanization Prospects: The 2005 Revision”, <http://esa.un.org/unpp>

²⁰ UN Population Fund data.

²¹ Using UN-HABITAT projections.

²² Data from the “State of the World’s Cities Report”, 2008/9 (UN-HABITAT) was used for these figures: 18 of the 52 Commonwealth countries have settlements of over 500,000 inhabitants represented within the UN data, there are settlements of over 500,000 in the other 35 countries but data was not available for these due to reliability and availability of the information.

²³ A sample of 590 cities with populations of 500,000+ (of which 125 were in Commonwealth countries)

²⁴ Capacity assessment study by the Global Planners Network (GPN) resulted in a dataset with views of planners from around the world and can be used to examine the current pressures, hurdles and capacity gaps in a country’s ability to plan. The GPN development priorities have good synergy with those of the Commonwealth goal as discussed below, as discussed in Appendix A.

²⁵ “Reshaping economic Geography”, World Development Report, 2009 (The International Bank for Reconstruction and Development / The World Bank)

²⁶ Ravallion, Martin, Shaohua Chen and Prem Sangraula, 2007, “New Evidence on the Urbanization of Global Poverty,” Policy Research Working Paper forthcoming, World Bank.

²⁷ The Proportion of urban population living in slums is the proportion of urban population living in slum households. A slum household is defined as a group of individuals living under the same roof lacking one or more1 of the following conditions:

- * Access to improved water
- * Access to improved sanitation
- * Sufficient-living area
- * Durability of housing
- * Security of tenure

However, since information on secure tenure is not available for most of the countries, only the first four indicators are used to define slum household, and then to estimate the proportion of urban population living in slums.

²⁸ % slums dwellers is the proportion of households in urban areas that are lacking at least one of the following essential services or aspects of shelter: water/improved sanitation/sufficient living area/durable housing.

²⁹

	# in slum	%	# population	%
Commonwealth	329.0 million	35.9	1826.6 million	29.9
Other	587.2 million	64.1	4275.4 million	70.1
Global TOTAL	916.3 million	100	6102.0 million	100

UN HABITAT 2003

³⁰ Baseline measures used here are taken from the “Slums of the World Report”, United Nations Human Settlements Programme (UN-HABITAT), 2003 which compiled the % slums for most countries in 2001, and UNFPA population data from 2001 for comparability.

³¹ The extreme poverty line threshold is \$1.25 a day, while the threshold for poverty has remained at USD 2 a day, as described in “Global Employment Trends”, January 2009 (ILO) http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_101461.pdf.

³² Prior to the economic downturn in 2008 triggered by a collapse in the banking sector, the full effects and likely duration of which are as yet unknown.

³³ “Enhancing Urban Safety and Security: Global Report on Human Settlements 2007”, UN-HABITAT, 2007

³⁴ One of the ‘Millennium Development Goals’ (MDG) is to halve the share of people living on less than US\$1 a day in the total global population by 2015. The MDG are - Eradicate Poverty & Hunger; Achieve Universal Primary Education; Promote Gender Equality & Empower Women; Reduce Child Mortality; Improve Maternal Health; Combat HIV/AIDS, Malaria & Other Diseases; Ensure Environmental Sustainability; Develop A Global Partnership for Development. http://www.theCommonwealth.org/Internal/20593/169752/millennium_development_goals/

³⁵ UNFPA data for example shows that “worldwide, women on average earn slightly more than 50 per cent of what men are earning”, “Two thirds of the 960 million illiterate adults in the world are women.”, “Of the 32.4 million adults infected as of 1999, 14.8 million were women.”, “Violence against women exists across all socio-economic groups throughout the world, and includes a wide range of violations of women's human rights, such as trafficking in women and girls, rape, wife abuse, sexual abuse of children, and harmful practices and traditions that irreparably damage girls' and women's reproductive and sexual health.”

³⁶ Inadequate water supply and sanitation can lead to diarrhoea and pollution to acute respiratory disorder and for children under the age of five these are very common causes of death.

³⁷ “All Slums are Not Equal: Child Health Conditions Among the Urban Poor”, USAID-EHP Urban Health Program, Siddharth Agarwal, Shivani Taneja

³⁸ 34 of 45 countries where data was available reported less than 100% access to basic amenities, and for example 15 of these had <90% of households with “improved water facilities”, and 26 had <90% of households with “improved sanitation facilities”.

³⁹ Descriptions of improved water and sanitation, and unimproved services (see ref 4)

⁴⁰ Listed in Appendix B

⁴¹ Discussions were held with UN-HABITAT representatives about the appropriateness and validity of the variables in the context of the scoping study and we are especially grateful to GUO staff for their advice and support.

⁴² http://ww2.unhabitat.org/programmes/guo/documents/urban_indicators_guidelines.pdf

⁴³ http://www.comhabitat.org/doc_docs/SynthesisReport_HabitatNationalReports_.pdf

⁴⁴ Eradicate Poverty & Hunger; Achieve Universal Primary Education; Promote Gender Equality & Empower Women; Reduce Child Mortality; Improve Maternal Health; Combat HIV/AIDS, Malaria & Other Diseases; Ensure Environmental Sustainability; Develop A Global Partnership for Development. http://www.theCommonwealth.org/Internal/20593/169752/millennium_development_goals/

⁴⁵ Cities where contact was established all expressed approval of the idea of a Network of Inclusive Commonwealth Cities and some sent letters of appreciation

⁴⁶ Drawing on the World Bank’s World Development Report 2009

⁴⁷ <http://www.rtpi.org.uk/download/5076/GPN-Capacity-Study-Key-Findings-Report.pdf>

⁴⁸ “CO₂ is by far the largest contributor to global warming, and the major source of CO₂ is combustion of fossil fuels. The Inter-governmental Panel on Climate Change (IPCC) indicates the need for an immediate 50-70% reduction in global CO₂ emissions in order to stabilise global CO₂ concentrations at the 1990 level by 2100. Various policy options are available to reduce emissions, including energy efficiency measures and switching to less carbon intensive fuels, e.g. from burning coal and lignite to natural gas. The World Summit on Sustainable Development (WSSD) held in Johannesburg in 2002 made commitments towards the urgent and substantial increase in the use of renewable non-carbon energy sources, such as wind, wave and solar power, but also including biomass. It also urged the setting-up of programmes to promote sustainable consumption and production patterns which should lead to reduced CO₂ emissions.” UN Statistics Division 2007

⁴⁹ U.S. Occupational Safety and Health Administration says that average exposure for healthy adults during an eight-hour work day should not exceed 5,000 ppm (0.5%)