



Guide to Monitoring Target 11:

Improving the lives of 100 million slum dwellers

Progress towards the Millennium Development Goals, Nairobi, May 2003



UN-HABITAT



Contents

Foreword	1
The Millennium Development Goals	2
Target 11 in the overall development framework	3
Global trends on slums	4
People living in slums	5
Monitoring Target 11	6
Improving slums: five key dimensions	7
Access to safe water	8
Access to sanitation	9
Secure Tenure	10-11
Durability of housing	12
Sufficient living area	13
Reporting on MDG Target 11	14
What should reports include?	15

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Foreword



This guide represents a milestone in the efforts of the United Nations to monitor the Millennium Development Goals adopted by the UN member states in the year 2000. These goals address essential dimensions of poverty and their effects on people's lives. They constitute, in themselves, a commitment by the world's leaders to the world's poor, addressing the most pressing issues related to poverty such as health, gender equality, education and environmental sustainability.

UN-HABITAT has been assigned the responsibility to assist United Nations Members States in monitoring and eventually attaining the global "Cities without Slums" target of improving the lives of at least 100 million slum dwellers by the year 2020. To proceed with this task, UN-HABITAT has consulted a number of experts to develop generic and operational definitions of terms and concepts related to urban poverty and slums for use by National Governments, policy makers and their advisors, planners, local authorities, statisticians, survey specialists and the academics. This guide offers not only the definitions but also a hierarchy of indicators at the operational level and specific ways to measure them.

Each country should use this guide to understand the issues and to set its own goals and targets in relation to recognized slum conditions, trends and needs. The "Cities without Slums" targets established by countries should then be carried forward through coordinated policies and actions related to slum-upgrading, environmental management, infrastructure development, service delivery and poverty-reduction at large.

This practical guide, published in conjunction with the first meeting of the Governing Council of the United Nations Human Settlements Programme (UN-HABITAT), promises to contribute to our collective effort to monitor the Millennium Development Goals and to enable the world's cities to improve the lives of slum dwellers. It merits special attention by all partners of the Habitat Agenda at a time when slums are being clearly identified as a crucial development issue around the world.

A handwritten signature in blue ink, reading "Anna Kajumulo Tibaijuka".

Mrs. Anna Kajumulo Tibaijuka
Executive Director
United Nations Human Settlements Programme (UN-HABITAT)

The Millennium Development Goals

Setting goals for the Millennium

The Millennium Development Goals adopted by the UN member states in the year 2000 are broad goals for the entire world. They address essential dimensions of poverty and their effects on people's lives attacking pressing issues related to poverty reduction, health, gender equality, education and environmental sustainability. By accepting these goals, the international community has made a commitment to the world's poor, the most vulnerable, in precise terms, established in quantitative targets.

In order to assist Member States realize the eight goals of the Millennium Declaration, the United Nations System has set numerical targets for each goal. Further, it has selected appropriate indicators to monitor progress on the goals and attain corresponding targets. A list of 18 targets and more than 40 indicators corresponding to these goals ensure a common assessment and appreciation of the status of MDGs at global, national and local levels.

The United Nations System assigned UN-HABITAT the responsibility to assist Member States monitor and gradually attain the "Cities without Slums" Target, also known as "Target 11". One of the three targets of Goal 7 "Ensure Environmental Sustainability," Target 11 is: "By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers".

Goal 7 Target 11 comes in response to one of the most pressing challenges of the Millennium. By dealing with the people living in the most depressed physical conditions in the world's cities, Target 11 is a direct recognition that slums are a development issue which needs to be faced. Slums cannot simply be considered as an unfortunate consequence of urban poverty but need to be treated as a major issue.

In an effort to advance the monitoring of this target, UN-HABITAT has undertaken the task of defining and articulating relevant indicators, in consultation with activists, practitioners and policy makers with demonstrated experience in reducing urban poverty. The Agency is also keen to collect data globally in order to generate statistically-valid figures and estimates that quantify the magnitude and characteristics of slums as a necessary first step for formulating policy recommendations and actions at the global level. Future steps are envisioned to assist Member States with advocacy instruments, such as the Global Campaigns for Secure Tenure and on Urban Governance, and with technical co-operation on slum upgrading and urban management.

Goals are not imposed, they are an international call for action

Each country needs to set its own goals and targets in relation to recognized conditions, trends and needs. Targets should be considered as commitments made by countries with the support of the international community. Target 11 calls for coordinated policies and actions related to slum-upgrading, environmental management, infrastructure development, service delivery and poverty-reduction at large.



"By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers".

What are the obstacles?

Poor policies. The failure to plan the city to cater for urban demographic trends. The failure to address people's needs, inequities in access to services, insecurity of tenure, and inequalities between men and women. But there are also other broader issues to consider: the burden of debt, the decline in development aid and, sometimes, inconsistencies in donor policies which hinder faster progress.

What will it take to overcome these obstacles?

Dialogue to understand the poor's needs and include them in planning the city. Understanding the slum phenomena in its own context, the conditions in which men and women live in slums, through collecting and analyzing adequate information, is part of the response to the problem. City managers and stakeholders should be able to plan slum interventions with a reliable information that should be understood and acknowledged by all.

If some countries have made great progress in improving the lives of slum dwellers, other can as well.

Target 11 on slums can be met. But it will take hard work. Success will require stronger voices for the poor that lead to improving their security of tenure, adequate planning and economic stability that favour the development of basic services. It will also take political will to make it a high priority for the Millennium.

The present guidelines provide advice to UN-HABITAT's partners, which include National Governments, the policy makers and their advisors, planners, at the city level, statisticians or survey specialists at the National Statistical Offices, or the academic milieu, in providing the agreed generic and the operational definitions of the concepts of secure tenure and slums. To this aim, the guidelines offer not only the definitions, but also a hierarchy of indicators at the operational level, and the specific ways to measure them.

Target 11 in the overall development framework

Target 11 is only a piece of the larger development framework

Within the context of several development goals competing with each other for the attention of policy makers and the world's limited financial resources for international development, it is important to note the selection of goals and targets adopted by the international development community.

Improving the lives of slum dwellers will be achieved by considering the overall picture

Target 11 deals more specifically with the issue of slums and the improvement of the lives of slum dwellers. However, in order to face the challenge of slum dwellers, one needs to consider the other facets of the problem through the other goals and targets. The conditions of slum dwellers will not improve worldwide if no action is taken in order to eradicate poverty and hunger (goal 1), to reduce child mortality (goal 4), combat HIV-AIDS (goal 6) and develop a global partnership for development (goal 8).

Each country and city should look at the overall development framework proposed in the MDGs and decide which of the goals and targets should be considered in order to improve the lives of slum dwellers. One practical way to go about it is to select key related goals and targets and to **measure progress made in achieving each goal in the slum areas**. Additional targets and indicators can be selected by countries in order to complete the diagnostic of slum conditions. *Example: Target 3. Ensure that all boys and girls complete a full course of primary schooling. Is this achieved in slums as compared to other areas of the city? If not, what should be the next target for years x and y?*

...select key related goals and targets and to measure progress made in achieving each goal in the slum areas.



Scope of Millennium Development Goals and Targets

Goal 1. Eradicate extreme poverty and hunger

- Target 1. Reduce by half the proportion of people living on less than a dollar a day
- Target 2. Reduce by half the proportion of people who suffer from hunger

Goal 2. Achieve universal primary education

- Target 3. Ensure that all boys and girls complete a full course of primary schooling

Goal 3. Promote gender equality and empower women

- Target 4. Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015

Goal 4. Reduce child mortality

- Target 5. Reduce by two thirds the mortality rate among children under five

Goal 5. Improve maternal health

- Target 6. Reduce by three quarters the maternal mortality ratio

Goal 6. Combat HIV/AIDS, malaria and other diseases

- Target 7. Halt and begin to reverse the spread of HIV/AIDS
- Target 8. Halt and begin to reverse the incidence of malaria and other major diseases

Goal 7. Ensure environmental sustainability

- Target 9. Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources
- Target 10. Reduce by half the proportion of people without sustainable access to safe drinking water
- Target 11. Achieve significant improvement in lives of at least 100 million slum dwellers, by 2020

Goal 8. Develop a global partnership for development

- Target 12. Develop further an open trading and financial system that is rule-based, predictable and non-discriminatory. Includes a commitment to good governance, development and poverty reduction - nationally and internationally
- Target 13. Address the least developed countries' special needs. This includes tariff- and quota-free access for their exports; enhanced debt relief for heavily indebted poor countries; cancellation of official bilateral debt; and more generous official development assistance for countries committed to poverty reduction
- Target 14. Address the special needs of landlocked and small island developing States
- Target 15. Deal comprehensively with developing countries' debt problems through national and international measures to make debt sustainable in the long term
- Target 16. In cooperation with the developing countries, develop decent and productive work for youth
- Target 17. In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries
- Target 18. In cooperation with the private sector, make available the benefits of new technologies - especially information and communications technologies

Global trends on slums

Almost two billion people currently live in urban regions of the developing world. This figure is projected to double over the next 30 years, at which time urban dwellers will account for nearly half the global population¹. Moreover, most of these new urban dwellers are likely to be poor – resulting in a phenomenon termed as the ‘urbanization of poverty’. Slums are a physical and spatial manifestation of increasing urban poverty and intra-city inequality. However, slums do not accommodate all of the urban poor, nor are all slum dwellers always poor.

It is estimated that up to one-third of the World’s urban population lives in slums. The comparatively more rapid growth in the urban areas of developing countries suggests that the problems associated with slum dwelling will worsen in those areas that are already most vulnerable. **More than 70%** of the least developed countries’ (LDCs) and of Sub-Saharan Africa’s urban population lived in slums in 2001 and this is set to increase unless there is substantial intervention. Regardless of the characterization of slums, slum dwellers face higher developmental challenges such as higher morbidity and infant mortality rates than either non-slum dwellers or the rural population.

Although the term ‘slum’ is considered an easily understandable catchall, it disguises the fact that within this and other terms lie a multitude of different settlements and communities. However, slums can be said to divide into two broad classes:

- **Slums of hope:** ‘progressing’ settlements, which are characterized by new, normally self-built structures, usually illegal (e.g. squatters) that are in, or have recently been through, a process of development, consolidation and improvement; and

- **Slums of despair:** ‘declining’ neighborhoods, in which environmental conditions and domestic services are undergoing a process of degeneration.

Slums are now viewed more positively by public decision-makers than in the past. They are increasingly seen as places of opportunity, as ‘slums of hope’ rather than ‘slums of despair’. National approaches to slums have generally shifted from negative policies such as forced eviction, benign neglect and involuntary resettlement, to more positive policies such as self-help and in situ upgrading, enabling and rights-based policies.



Population living in slums (UN-HABITAT, 2001 estimates)

Major area	Total population (millions)		Total Urban population (millions)		Urban population as % of total population		% urban slum	Urban slum population (millions)
	1990	2001	1990	2001	1990	2001	2001	2001
WORLD	5,255	6,134	2,286	2,923	43.5	47.7	31.6	924
Developed regions	1,148	1,194	846	902	73.7	75.5	6.0	54
Developing regions	4,106	4,940	1,439	2,022	35.0	40.9	43.0	870
Least Developed Countries (LDCs)	515	685	107	179	20.8	26.2	78.2	140

Sources:

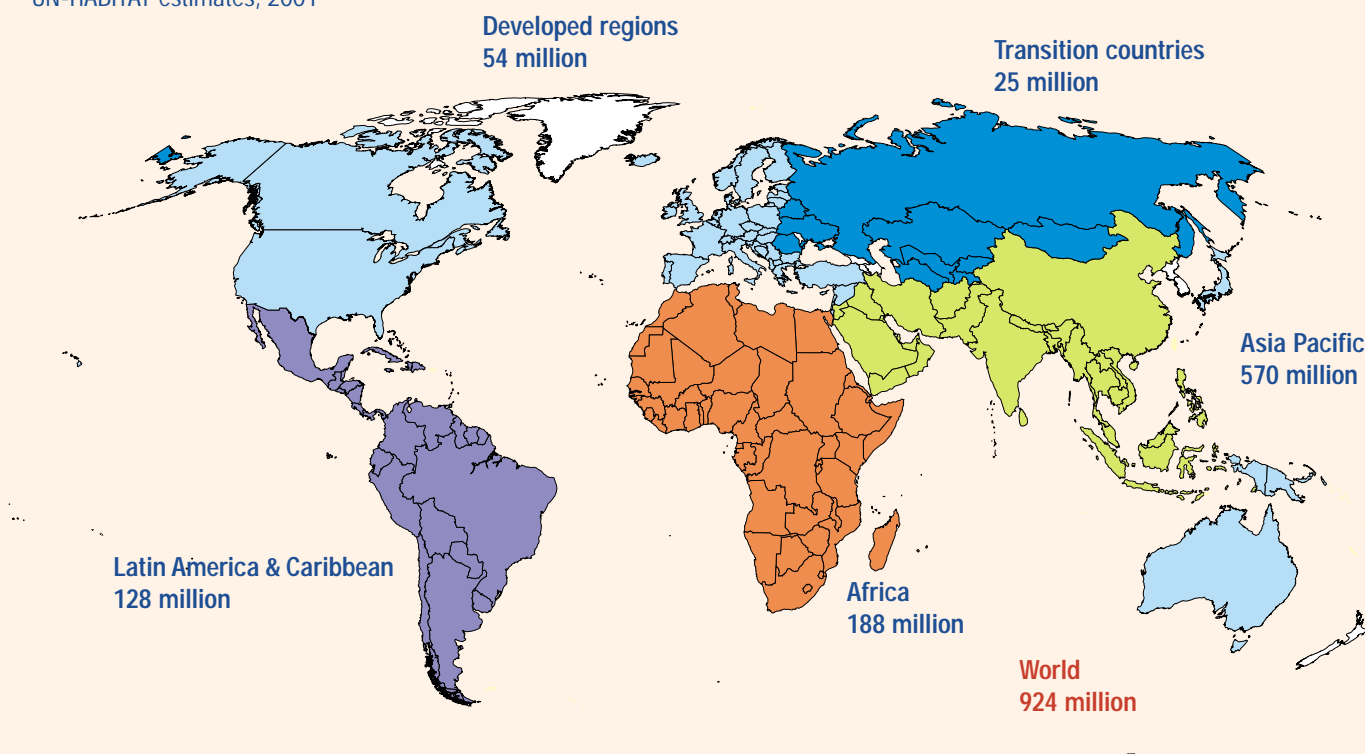
1/ Total and urban population: UN Population Division, *World Urbanization Prospects: The 2001 Revision*, Table A.1;

2/ Slum percentages: DHS (1987-2001); MICS (1995-2000); WHO/UNICEF JMP (1998-1999)

1. United Nations (2002), “World Urbanization Prospects: The 2001 Revision, Data Tables and Highlights”, Population Division, Department of Economic and Social Affairs, United Nations Secretariat, 20 March 2002, ESA/P/WP.173, page 1.

People living in slums

UN-HABITAT estimates, 2001



Population living in slums (UN-HABITAT, 2001 estimates)

	Total Urban population (millions)	Urban population as % of total population	Urban slum population (millions)	Slum population as % of total urban population
WORLD	2,923	47.7	924	31.6
Developed regions	902	75.5	54	6.0
Europe	534	73.6	33	6.2
Other	367	78.6	21	5.7
Developing regions	2,022	40.9	870	43.0
Northern Africa	76	52.0	21	28.2
Sub-Saharan Africa	231	34.6	166	71.9
Latin America and the Caribbean	399	75.8	128	31.9
Eastern Asia	533	39.1	194	36.4
Eastern Asia excluding China	61	77.1	16	25.4
South-central Asia	452	30.0	262	58.0
South-eastern Asia	203	38.3	57	28.0
Western Asia	125	64.9	41	33.1
Oceania	2	26.7	0	24.1
Transition countries	259	62.9	25	9.6
Commonwealth of Independent States	181	64.1	19	10.3
Other Europe	77	60.3	6	7.9
Least Developed Countries (LDCs)	179	26.2	140	78.2

Sources:

UN-HABITAT, Global Urban Observatory, 2003. Estimations based on:

1/ Total and urban population: UN Population Division, World Urbanization Prospects: The 2001 Revision, Table A.1;

2/ Slum percentages: DHS (1987-2001); MICS (1995-2000).

Monitoring Target 11



The United Nations system initially assigned two indicators for Target 11:

- **Indicator 31: Proportion of people with secure tenure;**
- **Indicator 32: Proportion of people with access to improved sanitation.**

However, up to recently, there was no internationally recognized operational definition of slums. Other notions were used instead to document the existence of slums: percentage of population living in informal settlements, the durability, quality and size of housing units, the level of basic services, etc. The same applies for security of tenure. indicator 31.

At its January 2002 meeting in New York, the UN-Inter-Agency Development Group (UNDG) on MDGs expressed concerns that tenure and sanitation did not adequately constitute a complete response to the target of 'improving the lives of 100 million slum dwellers'. UN-HABITAT therefore also proposed to develop a definition and an operational measurement of slum improvement in order to respond more directly to Target 11.

An Expert Group Meeting was held in Nairobi in November 2002 on 'Defining Slums and Secure Tenure'. Experts agreed on the following generic definition of slums:

A slum is a contiguous settlement where the inhabitants are characterized as having inadequate housing and basic services. A slum is often not recognised and addressed by the public authorities as an integral or equal part of the city.

The Expert Group Meeting recommended that the adequate monitoring of Target 11 be undertaken through five components, reflecting conditions that characterize slums:

- **Insecure residential status;**
- **Inadequate access to safe water;**
- **Inadequate access to sanitation and other infrastructure;**
- **Poor structural quality of housing;**
- **Overcrowding.**

It was also recommended that a slum index be developed on the basis of the above components through networks of activists, policy makers, scholars and practitioners.

The Expert Group Meeting also agreed on the following definition of secure tenure:

Secure Tenure is the right of all individuals and groups to effective protection by the State against unlawful evictions.

Operational definitions and questionnaires are developed further below.

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