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**Implementing and monitoring the goal of the United Nations  
Millennium Declaration on improving the lives of slum dwellers**

**Monitoring the implementation of the goal of the United Nations  
Millennium Declaration on improving the lives of slum dwellers**

*Summary*

UN-Habitat has pursued a two-pronged strategy to strengthen its global monitoring function: first, to continue with the programme on collecting and reporting on its Urban Indicators Programme; second, to launch a new programme, the Monitoring of Urban Inequities Programme, with a geographical-information-system (GIS) and mapping component. UN-Habitat monitors progress on target 11 of the Millennium Development Goals and the Habitat Agenda.

The Urban Indicators Programme, phase 3, is being implemented through a combination of various strategies by regions: five capacity-building workshops in Asia and Africa; partnership with the Economic Commission for Latin America and the Caribbean for cities of Latin America; and through the Permanent Representatives to UN-Habitat in Nairobi for Europe, Canada, Japan and the United States of America.

The Monitoring of Urban Inequities Programme has already been implemented in the cities of Istanbul, Accra, Manila, Cairo and Addis Ababa, and is in progress in Dakar and Lagos. Strong partnerships with the United Nations Statistics Division, the United Nations Population Fund (UNFPA), the Economic and Social Commission for Asia and the Pacific, the Economic Commission for Latin America and the Caribbean, the Economic and Social Commission for Western Asia, the Bretton Woods Institutions, the United States Agency for International Development (USAID) and the Canada Mortgage and Housing Corporation (CMHC) have helped achieve resource mobilization for and implementation of both phase 3 of the Urban Indicators Programme and the Monitoring of Urban Inequities Programme. Major funding sources for those activities include the United Kingdom Department for International Development (DFID), the Netherlands, through a public-private partnership framework, and earmarked allocations from the Governments of Germany and Italy.

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UN-Habitat also assisted local policy formulation through investing funds, staff and management time in local urban observatories and the local indicators facility funded by DFID.

The present report should be read in conjunction with report HSP/GC/20/6 on the implementation of the Millennium Development Goals. The Governing Council may wish to support the new monitoring initiative, the Monitoring of Urban Inequities Programme, and consider an expanded formulation of target 11 on improving the lives of slum dwellers.

## **I. Introduction**

1. UN-Habitat is mandated by the United Nations General Assembly to monitor and report on the progress of the implementation of the Habitat Agenda. Following the Millennium Declaration in September 2000, the Agency was assigned the added responsibility to report on the “significant improvement in the lives of slum dwellers”, target 11 of the Millennium Declaration Goals. UN-Habitat also contributes to the monitoring of the Johannesburg Declaration on Sustainable Development by including water and sanitation among its themes.

2. In 2003, the Governing Council requested the Executive Director:

“to strengthen the Global Urban Observatory as a learning centre able to respond to the demand-based expansion of local urban observatories, with partnerships from research centres of excellence, to enable the Global Urban Observatory to continue to assist countries and cities in collecting, analysing and using urban indicators” (resolution 19/5, para. 8).

3. As part of the two-pronged strategy followed by UN-Habitat, four steps were designed and are being implemented:

(a) The immediate response of UN-Habitat to global monitoring in order to respond to the urgent need for global reporting on target 11, for the Secretary-General’s annual and comprehensive report on the Millennium Development Goals;

(b) The medium-term response of UN-Habitat to global monitoring in order to fine-tune the programmes, which have been in existence since 1993, on urban indicators and local urban observatories, for medium-term results;

(c) Preparation for long-term activities to add new components to the programme so as to sustain the monitoring of the Habitat Agenda and target 11 in the long term;

(d) Inter-agency work and Millennium Development Goals, in order to forge joint programmes with partners for medium and long-term results.

## **II. Immediate response of UN-Habitat to global monitoring**

4. The immediate response of UN-Habitat was to address a number of challenges so as to ensure a sustainable system of global monitoring. The challenges included:

(a) The absence of an operational definition of slums and security of tenure within the urban development community;

(b) The lack of internationally comparable and rigorous data to monitor the results of implementation by central and local governments in order to elicit improvements;

(c) Limited capacity at the national and local levels to sustain the monitoring of target 11;

(d) An absence of linkages between information production and monitoring, and the policy-formulation axis at the local level.

## A. Definition of slums

5. UN-Habitat organized an expert group meeting in October 2002 to find a consensus on the common global characteristics of slum life and to provide specific criteria for differentiating between a secure and an insecure household.

6. Following a week of intense debate, the expert group meeting reached agreement on an operational definition of a slum. Two definitions, reflecting two units of analysis, were made; the definition of the slum neighbourhood and the definition of the slum household. As the indicator for target 11, the proportion of slum dwellers within the urban population refers to the number of households; the slum household, therefore, was defined as an entity which lacked one or more of the following conditions:

- (a) Access to improved water supply;
- (b) Access to improved sanitation;
- (c) Durability of housing;
- (d) Adequate living space;
- (e) Security of tenure.

7. The slum community was in turn defined as a geographical entity where more than half of the households had the characteristics of slum households. As data on security of tenure do not exist, the estimates were based on the first four indicators, which were later termed indicators of shelter deprivation. To avoid introducing too many concepts simultaneously, the terms “shelter deprivation” and “slums” are used to reflect the same phenomenon.

8. Guidelines were developed which further specified the meaning of “access to water”, “access to sanitation”, “durable housing”, “adequate living space” and “security of tenure”, the five aspects of slums. The World Health Organization (WHO) and the United Nations Children’s Fund (UNICEF) definitions of “access” and “improved” water supply were taken as a basis, but were also adapted for the urban situation, factoring in the cost and burden entailed in the provision of water and the overcrowding of public taps in slum communities. The same strategy was followed for defining “improved sanitation”, as the hygienic conditions, cost and overcrowding of public latrines were also factored in. Currently, UN-Habitat and the joint monitoring programme on water and sanitation have taken the initiative to harmonize definitions.

9. The “durability of housing” guidelines go beyond building-material information and cover the visible, physical traits of a slum house, the population density of the neighbourhood and whether the house is sited in a hazardous location.

10. The slum definition was adopted also by countries like Brazil and Kenya. It is being used in the training courses given by centres of excellence on urban development. The current definition of slums can also provide guidance to policy-makers at the national and city levels. Decision-makers, by that definition, would be empowered to know, not only the proportion of slum dwellers, but the types of shelter deprivations they suffer from, as well as the degree of severity.

11. The consensus reached by the expert group meeting on the operational definition of slums enabled UN-Habitat to estimate the number and proportion of slums worldwide, for every region and country. Those estimates were the main message of the *Global Report on Human Settlements, 2003: the Challenge of Slums*, and of the working paper entitled *Slums of the World: The face of urban poverty in the new millennium*. The latter publication reports on differing types and combinations of shelter deprivation experienced by individual households.

## **B. Slum estimates**

12. The initial slum estimates were based on a secondary analysis of 295 demographic and health surveys and multiple indicator cluster surveys. The results of those estimates have already served their global monitoring purpose as they were published in the Human Development Report 2003 and the Secretary-General's report on the Millennium Development Goals. The estimates were broadcast on the BBC, and widely covered in *Newsweek*, *The Times*, *The Guardian* and the African media.

13. Another significant activity was the conduct of a trend analysis of slums between 1990 and 2000, comparing the proportion of slum dwellers and overall population numbers. UN-Habitat findings reveal that the proportion of slum dwellers among the urban population remained at the same level, 32 per cent, between 1990 and 2000, despite an addition of 200 million new slum dwellers.

14. Although sub-Saharan Africa continues to be home to the highest proportion of slum dwellers, the figures reflect some best practices at the country level. For example, as a result of the post-apartheid policy to provide low-income housing for the urban poor, South Africa's proportion of slum dwellers fell from 46 to 33 per cent.

15. South-East Asia has also shown considerable progress, particularly in Indonesia and Thailand.

16. The results of the trend analysis of slums were published in the United Nations Department of Economic and Social Affairs brochure on the Millennium Development Goals and were widely distributed in 2004 by the United Nations Department of Public Information, in New York. The number of slum dwellers and their proportion in the cities of the developing world between 1990 and 2000 are also covered in the Department of Economic and Social Affairs comprehensive review of the Millennium Development Goals, to be launched in May 2005, a major information document for the preparatory committees for the General Assembly's comprehensive review of the Millennium Development Goals, to be held in September 2005.

## **C. Urban indicators programme phase**

17. The Urban Indicators Programme, established in the mid-1990s, monitors the progress of the implementation of the Habitat Agenda at five-year intervals. The 22 indicators reflect the situation of selected cities in respect of shelter, basic services, urban environment, governance, urban development and international cooperation. Phases 1 and 2 of the Urban Indicators Programme were implemented during 1995 and in 2000, providing the major information source for the Istanbul Conference in 1996, and the special session of the General Assembly for an overall review and appraisal of the implementation of the Habitat Agenda (Istanbul + 5) in 2001.

18. UN-Habitat monitoring activities in 2004–2005 focused mainly on the implementation of the Urban Indicators Programme, phase 3, revised in the light of the recommendations of the expert group meeting on monitoring target 11. UN-Habitat has revisited its strategy on urban indicators. Major changes were introduced in the sample of cities and in the collection of information.

19. Out of 4,500 cities around the world, a sample of 350 cities was selected in collaboration with the United Nations Statistics Division with the aim of representing the 10 regions used for reporting on the Millennium Development Goals. This global sample of cities will constitute the sample base for the urban indicators. To improve the tracking of progress, the urban indicators of the global sample of cities will be monitored every five years.

20. The urban indicators were collected and analysed in two groups: cluster A covers all indicators which could be derived from household surveys or censuses, while cluster B includes those indicators which reflect the city's policy and planning environment and physical growth, collected through key-informant interviews or desk reviews.

21. The cluster A and B indicators for 230 cities in Asia and Africa were derived through five regional workshops, funded jointly by UN-Habitat, the United Nations Statistics Division and UNFPA, and carried out with exemplary inter-agency collaboration between the United Nations Statistics Division, the Economic and Social Council for Asia and the Pacific, the Economic Commission for Europe and the country offices of the United Nations Development Programme (UNDP) and UNICEF.

The results of the cluster A indicators will be triangulated by a secondary analysis, based on the Demographic and Health Survey/Multiple Indicator Cluster Survey data files of UN-Habitat.

22. The cluster A indicators of 40 cities of Latin America will be estimated by the Economic Commission for Latin America and the Caribbean; the cities of the United States of America in collaboration with the United States Census Bureau, and cities of Europe through the EuroStat Urban Audit. The cluster B indicators for Europe, the United States of America and Latin America are collected mainly with the assistance of the permanent representatives of member States in Nairobi, as well as the partners of the Global Urban Observatory and the Best Practices and Local Leadership Programme.

23. The third line of immediate response has been the launching of the Monitoring of Urban Inequities Programme in Addis Ababa, Istanbul and Manila. The Monitoring of Urban Inequities Programme is described in detail below.

### **III. UN-Habitat medium-term response to global monitoring**

24. While responding to the immediate needs of global monitoring, UN-Habitat expanded its work in order to build the infrastructure for a sustainable monitoring programme. The Monitoring of Urban Inequities Programme was launched alongside the existing programmes on urban indicators and geographical information systems. The Monitoring of Urban Inequities Programme has three specific objectives:

(a) To strive to provide globally representative knowledge of the situation of slum dwellers with respect to Habitat Agenda and Millennium Development Goal indicators, and on the magnitude of urban inequities, every five years starting with 2004 and extending until 2030. The main instruments for fulfilling that objective is the UN-Habitat surveys on urban inequities and surveys carried out by other agencies, to which questions specific to Millennium Development Goal target 11 are added;

(b) To develop capacity amongst multiple national stakeholders on conducting policy analysis and on implementing multi-stakeholder programme frameworks in favour of the urban poor;

(c) To enhance policy formulation and dissemination at the local level, based on solid evidence and information.

#### **A. Progress in the Monitoring of Urban Inequities Programme**

25. UN-Habitat has selected a subsample for the Monitoring of Urban Inequities Programme: 35 cities out of the 350 cities falling within the global sample of cities. The subsample includes some mega-cities, Buenos Aires, Cairo, Istanbul, Kolkata, Manila and Shanghai, as well as medium-sized and small ones.

26. Since 2002, UN-Habitat has also been initiating major partnership initiatives in the implementation of the Monitoring of Urban Inequities Programme. Initial contacts were made with the Urban Programmes Team of the USAID Bureau for Economic Growth, Agriculture and Trade and the UNICEF Policy and Planning Division. Both those partnership initiatives started bearing fruit as synergies were created between the urban inequities surveys and the demographic and health surveys. The partnership was successfully implemented as UN-Habitat added on a fraction of the urban inequities surveys to the demographic and health surveys for Manila in 2003 and Dakar in 2004. The Istanbul partial urban inequities survey was an add-on to the demographic and health survey in Turkey, funded by the State Planning Organization of the Government of Turkey and by the European Union. UN-Habitat established partnerships with the Ethiopian National Statistical Office and the municipality of Addis Ababa in order to implement the urban inequities household survey as an entry point there. UNICEF has incorporated a secure tenure and durability of housing module in its multiple indicator cluster surveys. A total of 10 partial urban inequities surveys will be conducted as an add-on to the multiple indicator cluster surveys in 2005, through DFID funding.

27. A major component of the Monitoring of Urban Inequities Programme which facilitates the use of data and statistics in local policy formulation is the combination of small-area statistics with GIS.

Social and physical indicators, when mapped, reflect the inequities better, and can influence decision-makers and politicians.

## **B. Local urban observatories revisited**

28. The purpose of local urban observatories, revised according to the principles of the Monitoring of Urban Inequities Programme, is to enable an effective dialogue between different urban stakeholders on the formulation of knowledge-based policies to improve the liveability of cities in general (Habitat Agenda), and the situation of slum dwellers in particular (Millennium Development Goals).

29. The lessons learned from the experience of the 106 local urban observatories worldwide suggest that bringing together multiple partners around a common goal is challenging and time-consuming. Once established, however, a diversity of entities involved is the sole guarantee of forming knowledge-based policies to make cities more liveable. Most local urban observatories remain in the hands of one institution, whether a municipality, a housing department, a university or otherwise. The local urban observatories of Bogota, Colombia, and Aleppo, Syrian Arab Republic, are good models of gathering multiple partners from the city and for linking information to policy formulation. Among other Global Urban Observatory activities are the establishment of new observatories in Brazil and Mexico and the revived relationship with the first generation local urban observatories, mostly in the Middle East and North Africa region, sustained through the efforts of the Economic and Social Commission for Western Asia.

## **C. GIS to 1,000 cities and small-area statistics**

30. Indisputably, cities of the twenty-first century need intracity-level information to formulate relevant policies to be targeted in very specific neighbourhoods. This requires data analysis at a disaggregated level, even at the neighbourhood level, and the application of small-area statistics to detect pockets of poverty and slums which would otherwise be levelled out by aggregation. Geographical information systems can integrate those functions using modern information technology, enabling local authorities to make better policy decisions.

31. As a reaction to the increasing demand for disaggregated socio-economic and spatial information, UN-Habitat entered into a memorandum of understanding with the Environmental Systems Research Institute (ESRI), a United-States-based producer of GIS software. ESRI agreed to provide GIS software to up to 1,000 cities in developing countries and to provide access to its online GIS training courses.

32. The UN-Habitat 1,000 Cities GIS Programme is a capacity-building project aimed at supporting the implementation of urban information systems at the local level. The project complements the provision of GIS software with modules such as customized training on implementing a geographical information system in a local authority, development of locally specific indicators for urban performance monitoring, integration of high-resolution satellite images as a source of spatial information into a geographical information system, and support for data integration. UN-Habitat entered into partnership with several renowned institutions to provide those inputs: the International Institute for Geo-Information Science and Earth Observation (ITC) in the Netherlands developed specific training modules and contributed a senior GIS expert to the agency; and CMHC contributed six months of staff time for a GIS and remote-sensing expert to provide expert advice on how to use high-resolution satellite images for urban planning and integration of quantitative data into a GIS. To date, UN-Habitat has received 170 applications for Arc-Info software. ESRI has sent software to 100 applicants. Five training courses were conducted around the world, with technical assistance from ITC and CMHC.

## **D. Capacity-building**

33. Cutting across all the above programmes was a strong capacity-building component. UN-Habitat has implemented three workshops in Africa and Asia in collaboration with the United Nations Statistics Division, UNFPA, the Economic and Social Commission for Asia and the Pacific, the Economic and Social Council for Western Asia and also the country missions of UNICEF and UNDP. The first workshop was on the awareness-raising of the directors of the African national statistical offices, a new UN-Habitat partner.

34. The technical workshops in Bangkok and Nairobi were successful, as the participants from 50 Asian and African countries were trained in estimating Millennium Development Goal indicators based on an analysis software prepared by UN-Habitat.

35. UN-Habitat brokered a user-producer interface. During the last three days of the workshops, the two groups had a chance to interact and take the initial steps towards sustainable partnership. The group of urban planners also provided a major portion of the cluster B indicators.

36. Capacity-building on strategic planning and performance monitoring falls under the programme called the Local Indicators Facility, a DFID-funded programme active in 30 cities around the world, dispersed throughout Asia, Latin America and Africa. The programme held several workshops at the national, regional and city levels in order to develop skills in identifying and describing indicators, but were mainly tailor-made for local policy formulation.

#### **IV. Preparation for long-term activities, 2007–2010**

37. UN-Habitat has been preparing itself for a longer-term perspective, in order to be able to sustain the accomplishments, as well as introduce new components to improve the monitoring of the Millennium Development Goals and of the Habitat Agenda:

(a) The above activities, the Monitoring of Urban Inequities Programme and Urban Indicators, will be repeated every five years in order to track the changes in slums and cities. More investment will be made on piggybacking onto existing surveys so as to sustain the monitoring with limited resources. Piloting with the full version of the urban inequities surveys has a very critical role to play in shaping the approach and coverage of other surveys. Accordingly, there will always be a critical mass of full urban inequities surveys to inspire other household surveys;

(b) Countries graduating from the low to middle-income levels carry out their own surveys. Therefore, forging partnerships with the national statistical offices, ministries of housing and local authorities will be a continuing activity of the Monitoring Systems Branch so as to factor in the component of security of tenure.

38. The first example of the above approach is the Istanbul survey. Strengthening the local urban observatories is a critical component to ensure involvement by Governments, cities and civil society. Partnerships with the Governments of Egypt, Jordan and Lebanon are in progress.

39. Ultimately, the aim of UN-Habitat is to replace the existing questions on ownership as opposed to tenancy, within the national population censuses, with the three core questions, on the perception of security of tenure, past eviction experience and written title or lease to dwelling-places.

#### **V. Inter-agency work and Millennium Development Goals**

40. UN-Habitat works jointly with a wide array of United Nations agencies and also with the World Bank, USAID, CMHC, development banks, the International Developmental Research Centre of Canada, DFID, UNFPA, UNICEF and national statistical offices. It also works with centres of excellence such as Opinion Research Corporation Macro, the Institute for Applied Social Science and the Hacettepe Institute of Population Studies around the world in order to manage qualitative and quantitative knowledge relevant to policy development and also for monitoring the achievement of the Habitat Agenda and the Millennium Development Goals.

41. The inter-agency activities of and the participation in the Inter-Agency and Expert Group on Millennium Development Goal Indicators, the Joint Monitoring Programme on Water and Sanitation and the Urban Demographic and Health Survey Group coordinated by USAID have borne fruit: for the first time ever, questions on security of tenure have been incorporated into household surveys.

42. UN-Habitat engages in day-to-day working relationships with the United Nations Statistics Division, UNFPA, the Economic and Social Commission for Asia and the Pacific, the Economic

Commission for Latin America and the Caribbean, the Economic Commission for Europe and the Joint Monitoring Programme of UNICEF and WHO, and the World Bank, in pursuit of joint activities.

43. UN-Habitat has been an active participant since 2002 in the Inter-Agency and Expert Group on Millennium Development Goal Indicators coordinated by the United Nations Statistics Division. Demonstrating exemplary inter-agency cooperation, the Group has been instrumental in advising the Secretary-General's office on the Millennium Development Goals. It is through the active presence of UN-Habitat in the Inter-Agency and Expert Group that slum indicators are reflected in the brochures and publications on Millennium Development Goal-related themes.

## **VI. Funding: progress and challenges**

44. The activities summarized above have been carried out mostly with general United Nations system resources, as UN-Habitat was able to raise funding through the United Nations Development Account Grant and to convince UNFPA to co-sponsor participants in the workshops. UN-Habitat activities on the issue during 2003 and 2004 were mostly carried out with DFID funding, through the Netherlands partnership framework, and with funding from the Governments of Germany and Italy. The Local Indicators Facility programme is being funded by DFID. UN-Habitat also received in-kind contributions translated in the form of GIS expertise, from ITC in the Netherlands and from CMHC in Canada. USAID contributed indirectly by incorporating secure-tenure indicators into costly Demographic and Health Surveys, with a minimal contribution from UN-Habitat.

45. There has also been a trend towards mobilizing resources within middle-income countries such as the Lebanon and Morocco, where national and local partners are internalizing the use of monitoring. However, UN-Habitat has yet to take action on that front.

46. Although very labour and time-intensive, fund-raising activities yielded a considerable proportion – two fifths – of the estimated budget. The rest is not currently available. In the event that funding constraints continue, UN-Habitat will be able to implement only two thirds of the partial Urban Inequities Survey and one third of the full Urban Inequities Survey by 2007.

## **VII. Issues for discussion**

### **A. Target 11**

47. A considerable amount of energy has been devoted to monitoring target 11. The issues summarized below have made both the estimates and communications quite difficult.

48. First, while target 11 was formulated in absolute terms, "100 million slum dwellers", the indicator is a proportion, a percentage of urban households with access to secure tenure. The second challenge is the lack of clarity on what is meant by "improvement" or "significant improvement". Finally, the phrase "at least 100 million" also presents difficulties in determining what the actual quantitative target is.

49. The first challenge can be addressed only by aligning the target with the indicator. An option for the reformulation is given at the end of the present section.

50. Concerning "improvements", tracking true change would have been possible if household surveys included the question of "improvement" in the above five categories: access to water, access to sanitation, durable housing, adequate living space and security of tenure. As the improvement factor is not covered in existing surveys, the current practice is in fact to monitor the proportion of slum dwellers at certain points in time. The true improvement will always be underestimated, as there is a risk of undercounting the "improved slum households", by approximately 20 per cent. To illustrate, all slum dwellers who fail to meet two or more of the above conditions and who in 10 years are still unable to meet those conditions will be considered slum dwellers whose lives have not been improved. Therefore, the trends elaborated below should be interpreted in terms of changes in the proportion of slum dwellers at different points in time rather than improvements in the lives of slum dwellers.



51. The slum target also embodies a political problem. In its present articulation, target 11 does not stimulate progress because the level set poses no real challenge in most regions. In order to improve the lives of 100 million slum dwellers, the present rate of 32 per cent needs to be reduced to 29 per cent. This is too low to qualify as a target and may lead to complacency.

52. A mere 10 per cent reduction in 10 years would have a small impact, or even none, in solving the problems of either current or potential slum dwellers. According to projections, the world would have 1,416 million slum dwellers in 2020, of which 924 million are the current and 492 million are the potential slum dwellers.

53. With the aim of addressing those issues, Task Force 8 of the Millennium Project proposed in its report that the additional 492 million potential slum dwellers should be covered by “providing adequate alternatives to new slum formation”. Again, according to projections, that would imply that the share of slum dwellers worldwide needs to be brought down from 32 to 19 per cent.

54. However, the new formulation of the target, which embraces only 100 million existing slum dwellers, excludes the balance of 824 million slum dwellers. In view of the data and definitional issues, the need to make the target more operational in stimulating good policies and the need to align the articulation of target 11 with most other targets in the Millennium Development Goals, the following formulation was suggested by UN-Habitat and the Monitoring Subgroup, one of the working groups of the Inter-Agency Millennium Development Goal monitoring group:

“to halve the proportion of slum dwellers by 2020, through improving the lives of existing slum dwellers and providing alternatives to new slum formation”

55. It is suggested that the above proposal should be discussed by the Governing Council in preparation for the Millennium review to be carried out by the General Assembly at its sixtieth session.

## **B. Strengthening the Monitoring Urban Inequities Programme**

56. The Governing Council may also wish to support the new initiatives by UN-Habitat such as the Monitoring of Urban Inequities Programme alongside the existing Urban Indicators Programme. The latter programme provides city-level indicators every five years and is a continuation of Urban Indicators Programmes I and II. The indicators generated by the Urban Indicators Programme have enabled UN-Habitat to make a strong argument for drawing the attention of the world public and global policy-makers to cities and have been formed the basis of a number of reports. The city-level indicators have remained too general, however, to be of use in monitoring the Millennium Development Goals globally, or in assisting national or local actors in reaching to policy decisions.

57. The Monitoring of Urban Inequities Programme, on the other hand, is structured to provide a rich source of reference information on intracity differences, mainly between slums, non-slum residential areas and rural areas. UN-Habitat is convinced that a strategy which facilitates making comparisons between various types of human settlements, both within and outside the city, has several benefits:

- (a) By reporting on the Millennium Development Goals, achieving target 11 is possible;
- (b) Comparing the situation of people in different human settlements, slum, non-slum and rural against other Millennium Development Goals – on poverty, education, employment, disease and others – provides a stronger knowledge base for UN-Habitat advocacy activities;
- (c) A more detailed, neighbourhood-level and intracity-level information are very useful for local leaders, technicians and civil society for local policy formulation.