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# TRINIDAD AND TOBAGO NATIONAL URBAN PROFILE



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UNITED NATIONS HUMAN SETTLEMENTS PROGRAMME

## TABLE OF CONTENTS

FOREWORD	5
EXECUTIVE SUMMARY	6
BACKGROUND	7
GOVERNANCE	11
SLUMS, SHELTER, LAND, AND TENURE	13
BASIC URBAN SERVICES	15
INCLUSIVE AND SAFER CITIES	17
LOCAL ECONOMIC DEVELOPMENT	19
DISASTER MANAGEMENT, CLIMATE CHANGE AND ENVIRONMENT	21
SWOT ANALYSES	
GOVERNANCE	23
SLUMS, SHELTER, LAND, AND TENURE	24
BASIC URBAN SERVICES	25
INCLUSIVE AND SAFER CITIES	26
LOCAL ECONOMIC DEVELOPMENT	27
DISASTER MANAGEMENT, CLIMATE CHANGE AND ENVIRONMENT	28



## FOREWORD



According to research published in UN-Habitat's<sup>1</sup> flagship report, *The State of the World's Cities 2010-2011*, all developing regions, including the African, Caribbean and Pacific states, will have more people living in urban than rural areas by the year 2030. With half the world's

population already living in urban areas, the challenges we face in the battle against urban poverty, our quest for cities without slums, for cities where women feel safer, for inclusive cities with power, water and sanitation, and affordable transport, for better planned cities, and for cleaner, greener cities is daunting.

But as this series shows, there are many interesting solutions and best practices to which we can turn. After all, the figures tell us that during the decade 2000 to 2010, a total of 227 million people in the developing countries moved out of slum conditions. In other words, governments, cities and partner institutions have collectively exceeded the slum target of the Millennium Development Goals twice over and ten years ahead of the agreed 2020 deadline.

Asia and the Pacific stood at the forefront of successful efforts to reach the slum target, with all governments in the region improving the lives of an estimated 172 million slum dwellers between 2000 and 2010.

In sub-Saharan Africa though, the total proportion of the urban population living in slums has decreased by only 5 per cent (or 17 million people). Ghana, Senegal, Uganda, and Rwanda were the most successful countries in the sub-region, reducing the proportions of slum dwellers by over one-fifth in the last decade.

Some 13 per cent of the progress made towards the global slum target occurred in Latin America and the Caribbean, where an estimated 30 million people have moved out of slum conditions since the year 2000.

Yet, UN-Habitat estimates confirm that the progress made on the slum target has not been sufficient to counter the demographic expansion in informal settlements in the developing world. In this sense, efforts to reduce the numbers of slum dwellers are neither satisfactory nor adequate.

As part of our drive to address this crisis, UN-Habitat is working with the European Commission and the Brussels-based Secretariat of the African, Caribbean and Pacific (ACP) Group to support sustainable urban development. Given the urgent and diverse needs, we found it necessary to develop a tool for rapid assessment and strategic planning to guide immediate, mid and long-term interventions. And here we have it in the form of this series of publications.

The Participatory Slum Upgrading Programme is based on the policy dialogue between UN-Habitat, the ACP Secretariat and the European Commission which dates back to the year 2002. When the three parties met at UN-Habitat headquarters in June 2009, more than 200 delegates from over 50 countries approved a resounding call on the international community to pay greater attention to these urbanization matters, and to extend the slum upgrading programme to all countries in the ACP Group.

It is worth recalling here how grateful we are that the European Commission's 9th European Development Fund for ACP countries provided EUR 4 million (USD 5.7 million at June 2011 rates) to enable UN-Habitat to conduct the programme which now serves 59 cities in 23 African countries, and more than 20 cities in six Pacific, and four Caribbean countries.

Indeed, since its inception in 2008, the slum upgrading programme has achieved the confidence of partners at city and country level in Africa, the Caribbean and in the Pacific. It is making a major contribution aimed at helping in urban poverty reduction efforts, as each report in this series shows."

I wish to express my gratitude to the European Commission and the ACP Secretariat for their commitment to this slum upgrading programme. I have every confidence that the results outlined in this profile, and others, will serve to guide the development of responses for capacity building and investments in the urban sector.

Further, I would like to thank each Country Team for their continued support to this process which is essential for the successful implementation of the Participatory Slum Upgrading Programme.

A handwritten signature in black ink, appearing to read 'Joan Clos'. The signature is fluid and cursive, with a long horizontal stroke at the end.

**Dr. Joan Clos**

Executive Director, UN-Habitat

<sup>1</sup> UN-Habitat - United Nations Human Settlements Programme

## EXECUTIVE SUMMARY

### INTRODUCTION

The Participatory Slum Upgrading Programme (PSUP) is an accelerated and action-oriented urban assessment of needs and capacity-building gaps at the city level. The programme is supported by funds from the European Commission's European Development Fund and it is currently being implemented in over 30 African, Caribbean and Pacific countries. PSUP uses a structured approach where priority interventions are agreed upon through consultative processes. The PSUP methodology consists of three phases: (1) a rapid participatory urban profiling at national and local levels, focusing on Governance, Local Economic Development, Land, Gender, Environment, Slums and Shelter, Basic Urban Services, and Waste Management, and proposed interventions; (2) detailed priority proposals; and (3) project implementation. PSUP in Trinidad encompasses a national profile, as well as profiles for San Fernando, Scarborough and Port of Spain. This is the Trinidad and Tobago national report and it constitutes a general background, a synthesis of the six themes (Governance; Slums, Shelter, Land and Tenure; Basic Urban Services; Inclusive and Safer Cities; Local Economic Development; and Disaster Management, Climate Change and Environment), and priority project proposals.

### BACKGROUND

Trinidad and Tobago is a stable country which has been independent since 1962. The economy is based on the energy sector, with the tourism industry being a main earner, particularly for Tobago.

### GOVERNANCE

The system of governance in Trinidad and Tobago is highly centralised. The impact of this is widely felt, with consequences for areas such as the autonomy of the local government, particularly in regard to finances, planning and prioritising. The system of governance is additionally one in which there is limited involvement of the civil society in planning, budgeting and decision making. Related issues include an inefficient and bureaucratic public service which needs comprehensive reform.

### SLUMS, SHELTER, LAND, AND TENURE

Statistics show that poverty in Trinidad and Tobago is on the rise, as is the gap between the rich and the poor. This is set against a backdrop of spiralling violent crime, deficiencies in the education system and rising unemployment. In this context, the poor are unable to access land in the inflated real estate market, and turn to squatting on vacant land. It is estimated that there are

some 300,000 people squatting, and living in dwellings which display slum characteristics.

### BASIC URBAN SERVICES

Variations exist in basic urban service provision across the study area. Efficiency of provision is often hampered by old distribution networks, many of which are in pressing need of upgrade and maintenance. Utility providers are mostly State bodies and suffer from issues such as shortage of qualified staff, bureaucracy, and allegations of corruption. Lack of coordination between the entities involved in basic urban service provision is another concern.

### INCLUSIVE AND SAFER CITIES

Crime is a major issue for the country and one which continues to do harm to its international image, which has a negative impact on the country's tourism sector. The root causes of crime include poverty, unemployment and drug use.

### LOCAL ECONOMIC DEVELOPMENT

The economy is largely dependent on the energy sector. Such over-reliance on finite resources enhances economic vulnerability, which is further compounded by the undermining of traditional growth models by the global economic crisis. The local economy exhibits signs of stagnation as well as a lack of responsiveness to changing circumstances. A critical issue relates to the key resource of human capital and the way in which it is harnessed in the interests of economic growth and sustainability.

### DISASTER MANAGEMENT, CLIMATE CHANGE AND ENVIRONMENT

Trinidad and Tobago is vulnerable to the effects of natural disasters and the consequences of climate change. This is closely related to the way in which interaction with the environment is managed and regulated. This sector suffers from a lack of coordinated effort, political will, legislation, and financial prioritisation.

# BACKGROUND

## INTRODUCTION

### Urban Profiling

The Urban Profiling consists of an evaluation of urban conditions based on needs identified by gaps and existing institutional responses gained at both the local and national levels through a public forum and consultation and critical secondary stakeholder consultation. The purpose of the study is to develop poverty reduction policies at all levels - local, national and regional, through an assessment of needs and response mechanisms, and as a contributor to a wider-ranging implementation of the Millennium Development Goals as defined by the UN – Millennium Development Goal 7, Target C (reducing by half the number of people without sustainable access to safe drinking water) and Target D (achieving significant improvements in the lives of at least 100 million people living in informal settlements by 2020). The study is based on analysis of existing data through consultation with relevant urban stakeholders, including local communities and institutions, primary and secondary stakeholders, civil society, the private sector, development agencies, and statutory bodies. The Urban Profiling has been successfully implemented in several African, Caribbean and Pacific countries in partnership with the UN. In Trinidad and Tobago and in the other Caribbean countries, Urban Profiling is being implemented in partnership with the University of the West Indies (UWI). This offers a unique opportunity for comparative regional analysis with particular customisation to the Caribbean context and history which holds particular relevance in the formulation of the themes.

## METHODOLOGY

The Urban Profiling methodology consists of three phases:

**Phase one** consists of a profiling of urban conditions at national and local levels. The capital city, a medium size city and a small city are selected and studied to provide a representative sample in each country. The analysis focuses on the following themes: Governance; Slums, Shelter, Land, and Tenure; Basic Urban Services; Inclusive and Safer Cities; Local Economic Development; and Disaster Management, Climate Change and the Environment.

Information is collected through desk studies, structured interviews and discussions with key stakeholders to assess the strengths, weaknesses, opportunities, and threats (SWOT) of the national and local urban set up. The findings are presented and refined during city consultation workshops and consensus is reached regarding priority interventions. National and City reports synthesise the information collected and outline ways forward to reduce urban poverty through holistic approaches.

**Phase two** builds on the priorities identified through pre-feasibility studies and develops detailed capacity building and capital investment projects.

**Phase three** implements the projects developed during the previous phases, with an emphasis on skills development, institutional strengthening and replication.

This report presents the outcomes of Phase One of the urban profiling at the National Level in Trinidad and Tobago.

## URBAN PROFILING IN TRINIDAD AND TOBAGO

The urban profiling in Trinidad and Tobago encompasses the cities of Port of Spain, the capital city of Trinidad and Tobago, San Fernando, a medium sized city in south Trinidad and Scarborough, the main settlement in Tobago. Each urban profile is published as a separate report.

## REPORT STRUCTURE

This report consists of:

1. A general background of the urban sector of Trinidad and Tobago based on the findings of the Port of Spain, San Fernando and Scarborough analysis, and a desk study. The background includes data on the urban context, administration, population, poverty, water and sanitation, health, and the socio-economic challenges of sustainable development;
2. A synthesis of the following themes: governance; slums, shelter land and tenure; basic urban services; inclusive and safer cities; local economic development; and disaster management, climate change and the environment, in terms of the institutional set-up, regulatory framework, resource mobilisation and performance, agreed priorities, and a list of identified projects;
3. The last section includes a SWOT analysis and outlines priority project proposals for each theme. The proposals include beneficiaries, partners, estimated costs, objectives, activities, and outputs.



**THE URBAN CONTEXT**

Trinidad and Tobago is a stable country which has been independent since 1962. Trinidad features two major urban centres: the administrative and civic capital, Port-of-Spain; and the industrial capital serving the oil and manufacturing industry, San Fernando. Scarborough, the third city being reviewed, is the capital, administrative and civic centre for Tobago; the partner island in the twin island republic.

In 1984, the first National Physical Development Plan (NPDP) was prepared with the mandate to guide spatial development over the next 20 year period. While the National Physical Development Plan encompassed the long term plans of various government sectors,

not all of the recommendations were taken forward. Internal challenges at the Town and Country Planning Division (TCPD) – the country’s planning agency, have compromised the ability to update the National Physical Development Plan. However, the importance of an updated National Physical Development Plan in respect to the national objectives of economic transformation is recognised and as such, its review is currently being programmed. From the outset, it is intended that the revised plan will address the failures of the first plan and be more pro-active in the preparation of an implementation strategy.



## ADMINISTRATION

Trinidad and Tobago has a largely centralised system of government. Within Parliament, there are 41 seats in the House of Representatives with an additional member comprising the Speaker of the House. The Senate comprises 31 seats. The functions and responsibilities of the government are discharged by 27 ministries and the Office of the Prime Minister. The Town and Country Planning Department which is the national planning agency, falls under the Ministry of Planning and the Economy. The department operates via four regional offices which between them provide for full coverage of Trinidad and Tobago.

The system of local government comprises 14 Municipal Corporations. Tobago's affairs are managed by the Tobago House of Assembly (THA), which is lawfully responsible for all operations related to the island except those related to national security. There are issues however with the implementation of these powers in some areas because of shortcomings in the legislation, as well as differences between the political persuasions of the respective administrations of Trinidad and Tobago.

Trinidad and Tobago's administrative structure is modelled on the Colonial Public Service System. Proposals to review and restructure the Public Service have been in place since the early 1990s but there has been little progress to date. In recent years, there has been an increase in contract posts within the Public Service to address the needs of duties that are not within the existing job descriptions. This creates issues of accountability and discrepancy in pay and has resulted in animosity between the scheduled officers and the highly paid contract officers in certain ministries.

## POPULATION

The 2000 Population and Housing Census placed the population of the country at 1.3 million, of which approximately 46 percent of the population was below the age of 19 and over the age of 60. The average annual population growth rate has been declining and in terms of future projections, work undertaken by the Vision 2020 Population Sub-Committee yielded an average annual population growth rate (percentage) of 0.57 to 0.65 for the period 2000 - 2005, dropping to 0.22 to 0.39 by 2015 - 2020.

## POVERTY

Information received from the Central Statistical Office (CSO) indicates that poverty is on the rise. Coming out of the most recent economic boom, it appears that the gap between the rich and poor has widened. Furthermore, poverty has a spatial dimension with urban poverty concentrated in some specific communities and a wide disparity between and within urban areas. In addition,

an unprecedented rise in violent crime has taken place over the past 15 years largely related to the growth of the drug trade. The rise in crime is linked to deficiencies in the education system, breakdown in family life and traditional value systems, the increase in deportees due to the immigration policies of developed countries, and the lack of skills training for the youth.

## WATER AND SANITATION

The Water and Sewerage Authority, the agency that addresses the provision of water and sewage disposal for the country, is currently preparing a water and sewerage plan for the country. Water supply is provided by plants treating water from surface sources (dams and rivers) and wells. However, the water distribution channels have not been comprehensively updated since the 1960s and some pipes are well over 100 years old and leaking resulting in significant loss of water through leakage.

## HEALTH

There are five hospitals and several health centres in the country. There are proposals for new hospitals as many existing health facilities operate in buildings which are more than 30 years old. There are also several private hospitals but they are not accessible to those who cannot pay. The quality of service provision in the health care facilities varies. The location of the health care facilities in Trinidad and Tobago is generally within urban areas and size and number of facilities are based on the population served.

## THE SOCIO-ECONOMIC CHALLENGE FOR SUSTAINABLE DEVELOPMENT

Trinidad and Tobago's economy has grown steadily since the 1960s largely as a result of the oil and gas reserves of the country. Manufacturing has grown steadily and the major revenue earners are tourism, particularly for Tobago, as well as construction and the banking sector. There are proposals to increase the strength of the manufacturing sector and several government agencies have been set up to support the development and maintenance of small businesses. Given its strategic location, the government is moving towards making the country the major business and conference centre location in the Southern Caribbean.

The first urban centres were established in the 17th Century and experienced major growth in the 19th Century. The older urban centres are characterised by grid layouts but there are also unplanned extensions to the urban centres and in the newer villages which grew in an unplanned way. While squatting exists, the planning challenge for many of these communities is the regeneration of inner cities and provision of services

to villages and towns in transition from agricultural centres to urban centres and inner city communities.

Access to funds can be challenging depending on the global economy, but the major challenge is the effective implementation of development programmes through service agencies, whose delivery processes may not be adaptable to the current demands. The escalation of crime and the failure in the education system to turn out responsible citizens is also a challenge to be addressed. The solutions are neither easy nor the responsibility of one government agency. The achievement of the Millennium Development Goals requires the full support of both the public and private sector, and accountability and delivery is critical to the success of the programmes.

## GOVERNANCE



### GOVERNANCE

Good governance is a major contributor to economic growth in a country. It has been recognized that top down management is not a valid development tool for Trinidad and Tobago and as such, greater participation is needed by the stakeholders at all levels to ensure sustainable development. To this end, the government has partnered with various communities and non-governmental organisations (NGOs), while ministries, including the Ministry of the People and Social Development and the Ministry of Justice, have been refocused to address the needs of society. To date however, governance remains highly centralised.

### INSTITUTIONAL SET-UP

- The local government is financially dependent on the central government.
- Service delivery by the local government is often delayed and hampered as a result of irregularities in the disbursement of funds from central government. This also results in the inconsistent and erratic implementation of projects.
- Planning and budgeting at the municipal level is done by the administration of the corporations. As such, civil society is not directly involved in planning and budgeting.
- There are no mechanisms at the municipal level that specifically deal with women's representation.

However, for the most part, it is felt that there is good representation by women at most levels of governance.

### REGULATORY FRAMEWORK

- The Municipal Corporations Act 21 of 1990 sets out the responsibilities of the local government bodies, while the Tobago House of Assembly has its own legislation, which is currently the subject of the proposed reform.
- Land use planning is governed by the Town and Country Planning Act Chapter 35:01, which was proclaimed in 1969. Despite its age, this legislation has not been fully implemented and is outdated and ineffective.
- Under the proposed new legislation - the Planning and Development of the Land Bill - ministerial accountability to Parliament will be maintained but substantial delegation of powers is put forward. The timeframe for the introduction of the new legislation is however unknown.

### RESOURCE MOBILISATION

- Municipal Corporations and the Tobago House of Assembly rely on central funding from the Ministry of Local Government (MoLG) and the Minister of Finance (MoF).

- The subventions received from the central government by Municipal Corporations and the Tobago House of Assembly are considered to be insufficient to do all that is required, in terms of both recurrent and capital expenditure.
- Shortage of funds is further worsened by the fact that there is currently no system in place for local property tax collection. This was traditionally the largest means of locally generated revenues.

### PERFORMANCE AND ACCOUNTABILITY

- For the most part, there is no clearly articulated policy or vision at the local government level. Where such a policy exists, it is either out of date and/or for internal use only.
- There are no documents which set out citizen's rights of access to basic services.
- Mayors are not directly elected by the people but by the local councillors, who are democratically elected.
- Tenders that are within the Chief Executive Officer's limit or dealt with by the Central Tenders Board are not locally advertised.
- Lists of awarded contracts are not published at any level of government.
- Local government does not have budgets that are directly accessible to their citizens.
- Lack of transparency in the government.
- Within local government, there is a lack of understanding within the various divisions and departments as to the responsibilities of each. This extends into a lack of understanding and information about the role of and services offered by the municipal government to the residents.
- Poor working conditions and remuneration have led to a shortage of staff within the local government. In addition, there is not an efficient disciplinary process to deal with dishonest staff.
- While the importance of measuring progress in terms of improving urban governance is acknowledged, measures remain largely unimplemented and where implemented, there is non-compliance.

### AGREED PRIORITIES

- Greater autonomy for the local government, including financial autonomy.
- Involvement of all stakeholders in planning and budgeting.
- Greater transparency and accountability at all levels of governance.
- Implementation and enforcement of laws.
- Improved access to information within the local government and between the local government and citizens.
- Review and reinstate local property tax system

## SLUMS, SHELTER, LAND AND TENURE



While there is widespread discomfort with the terminology of “slums” within Trinidad and Tobago, there are communities and pockets of dwellings within the featured urban centres which display “slum” characteristics including: lack of secure tenure; inadequate access to basic urban services and utilities; poor quality housing in terms of durability, adequacy and design; inaccessibility; non-adherence to building codes; and displacement/relocation issues. It is currently estimated by the Land Settlement Agency that there are approximately 300,000 squatters within the urban centres of Trinidad and Tobago, representing some 50,000 households. Squatting is largely as a result of an inability to access land in the real estate market.

### INSTITUTIONAL SET-UP

- The Land Settlement Agency (LSA) was established to address the issue of squatting on state land and to promote access to land for those without legal access. The Land Settlement Agency comes under the Ministry of Housing and the Environment (MHE), which is responsible for facilitating the development of sustainable communities.
- The Commissioner of State Lands (COSL) is responsible for the administration of State Land. This function falls under the Ministry of Food Production, Land and Marine Affairs (MFPLMA), which is mandated to foster the sustainable use and conservation of agriculture and fisheries resources.
- There is at times overlap, at other times gaps in

the responsibilities of the entities engaged in the administration of State Land and its vesting into beneficiaries, including the Land Settlement Agency.

- Coordination between entities involved is often delayed or lacking, making for a land regularisation process that is neither efficient nor streamlined.
- There are often conflicts between the guidelines, policies and legislations under which the various entities involved in land regularisation operate.

### REGULATORY FRAMEWORK

- There is no specific legislation addressing land rights for the poor.
- The Land Settlement Agency was established by Act Number 25 of 1998 and has been mandated to regularise and deliver security of tenure to those families who were in unlawful occupation of State Land prior to 1 January 1998, on 251 scheduled sites across the country. Since then, a further 77 unscheduled sites have been identified.
- The Land Settlement Agency legislation does not vest the entity with titles to any land.
- Management of State Land across the country is poor.
- The development standards required by the Town and Country Planning Department and other

regulatory agencies do not take into account the realities of informal settlements. This acts as a constraint to the regularisation of such settlements.

- The regulations for Tobago differ from those for Trinidad.
- The poor enforcement powers which the Tobago House of Assembly has under its legislation places heavy reliance on the Town and Country Planning Department to pursue enforcement against illegal construction.
- Land management issues in Tobago are compounded by the lack of formal records regarding land tenure. The history of 'family land' has contributed to a lack of formal records.

### RESOURCE MOBILISATION

- Funding for the Land Settlement Agency comes largely from Inter-American Development Bank (IDB) loans geared towards social programmes for lower income earners.
- There is no local taxation system currently in place with respect to land and buildings.
- Municipal Corporations do not have budgets that are specific to slum upgrading.

### TENURE

- Many squatters are unaware of relevant legislation, rights and options.
- Legal advice is limited. While there is legal aid, awareness of this service is lacking.
- The process by which squatter settlements are regularised (the end result of which is an individual lease) is highly bureaucratic, complicated and time consuming.
- Information on land ownership is informal and often unclear.
- Registration and clarification of land titles is compounded by challenges in the administration of the Lands and Surveys Department.

### AGREED PRIORITIES

- Amend legislation to:
  - allow squatters to be regularized after 1998
  - enable tenancy to be given prior to physical infrastructure and social service upgrade
- Review of entities involved in land regularisation to address duplication, gaps and lack of clarity regarding respective responsibilities.
- Improved coordination of land regularisation initiatives.
- Introduce standards for development that are realistic, appropriate and achievable for squatter settlements.

## BASIC URBAN SERVICES



Variations exist in infrastructure provision and adequacy throughout the study area. However, other than the National Population and Housing Census, there have been no formal studies or surveys done to date regarding the question of access to basic urban services.

There can be practical challenges in terms of service provision in squatter and informal settlements in light of topographical considerations and haphazard layouts, which results in access difficulties. Furthermore, close proximity of dwellings and sometimes, steep terrain hinders the ability to retrofit infrastructure.

### INSTITUTIONAL SET-UP

The laws regulating the provision of services include:

- (i) Water and Sewerage Act, Chapter 54:40, Act 16 of 1965
  - (ii) Trinidad and Tobago Electricity Commission Act, Chapter 57:40, Act 42 of 1945
  - (iii) Public Health Ordinance 1917, Chapter 12:04
  - (iv) Municipal Corporations Act 1990
- The Municipal Corporations provide services such as solid waste management, health services and road and drainage system maintenance throughout their areas.
  - Utilities are provided by the relevant bodies e.g. the Water and Sewerage Authority (WASA) and Trinidad

and Tobago Electricity Commission (T&TEC).

- The Regulated Industries Commission (RIC) is a statutory body established under the Regulated Industries Commission Act, No. 26 of 1998, and came into effect on June 1, 2000. The Regulated Industries Commission Act is a consumer-oriented entity established to ensure that good quality and efficient utility services are provided at fair and reasonable costs in Trinidad and Tobago.
- The existence, roles and functions of the Regulated Industries Commission are not widely known.
- Coordination between the entities involved in service provision is poor.

### RESOURCE MOBILISATION

- The budgets of the Municipal Corporations come from the central government budget. As such, there is a high degree of centralisation and limited autonomy at the local government level.
- There are often delays in the transfer of funds from central to local government, a process which is time consuming, inefficient and marred by a lack of accountability.
- Households are generally required to pay a connection fee to legally access utilities such as water and electricity. However, the cost of connection is high hence illegal and informal connections are

common. These not only pose a safety risk, but also compromise the efficiency of the supply networks for all users.

- Budgets from central government are inadequate across the board. Not only does this affect service provision, but there can be conflicts between capital and recurrent budgets. The result is piecemeal and ad hoc implementation of priorities.
- As a result of budget inadequacies, a frequent victim is maintenance, particularly of aging infrastructure. The Water and Sewerage Authority estimate that in 2003, 45 percent of water was lost along the distribution network (39 percent arising from technical losses, that is, aging network and poor maintenance, and 6 percent from illegal connections).
- There are instances where high profile national infrastructure projects have been on the agenda for years, but remain unimplemented e.g. Mamoral Dam.

## CAPACITY

- The utility companies are large bureaucratic organisations which are rife with inefficiency, poor coordination and communication within the organisations and allegations of corruption. For example, at the time of reporting, Trinidad and Tobago Electricity Commission was subject to two investigations; a criminal probe by the Anti-Corruption Investigation Bureau for its street lighting programme and a forensic audit by the Office of the Attorney General.
- While union representation is important in terms of ensuring that worker's rights are respected, industrial disputes over salaries and disciplinary and retention issues serve to further frustrate the efficient functioning of these entities.
- Within local government, the ability to deliver services has been impacted by administrative boundary changes, which have had the result of increasing the area for which services are required. Often however, these are not matched by commensurate increases in staff numbers. This applies to both Port of Spain and San Fernando.
- Training of staff is inadequate. For instance, the annual staff training budget within the Port of Spain City Corporation is currently approximately TTD<sup>1</sup> 200,000 for a staff of over 2,300.

## AGREED PRIORITIES

- Strengthen the institutional capacity.
- Develop and strengthen the capacity of existing organisations involved in service delivery to support greater coordination, communication and partnering in service provision and project implementation.
- Up to date statistics on levels of provision of services.
- Empowerment of local communities through involvement in assessing and monitoring service delivery.

<sup>1</sup> TTD - Trinidad and Tobago Dollar



## INCLUSIVE AND SAFER CITIES



Crime is a major challenge throughout Trinidad and Tobago. The majority of murders (547 in 2008 and 473 in 2010) and other serious crimes were committed in the Northern, Eastern and Western parts of Trinidad. While the level of crime in Tobago is less than in Trinidad, the impact of crime on the important tourist economy is equally devastating. Low detection rates for serious crimes (16.2 percent) are considered to be a contributing factor to the high levels of crime. Gross inefficiencies in the legal system, including instances of cases being concluded years after the offence was committed, has worsened the crime situation. The root causes of crime are related to poverty, unemployment and drugs.

### INSTITUTIONAL SET UP

- The Ministry of National Security (MNS) is responsible for the safety of the citizens of Trinidad and Tobago. Within the Ministry, the Trinidad and Tobago Police Service (TTPS) is responsible for general safety and security, detecting crime and reducing the crime rate.
- The Trinidad and Tobago Police Service is both a civil and quasi-military body which functions in accordance with the Police Service Act Chapter 15:01.

- There is a lack of confidence in the Trinidad and Tobago Police Service, including perceptions that there are too many police in administrative roles as opposed to “on the street”, that police collaborate with the criminals and that the judicial system is flawed.
- The Citizen’s Security Programme (CSP) is a project of the Ministry of National Security that seeks to socialise the management of crime at the community level. Its mandate is to mobilise and empower communities to take responsibility for their security and safety, to build capacity and to coordinate resources. Its objective is to facilitate and create an environment for citizen’s empowerment, believing that while crime flourishes in dysfunctional environments, the same environments contain solutions.

### RESOURCE MOBILISATION

- The Trinidad and Tobago Police Service budget comes from the central government through the Ministry of National Security. As with many other areas of governance, there is a high degree of centralised control.
- In terms of resource management, the Trinidad and Tobago Police Service is mandated to conduct

regular audits. However, there are areas which are considered to be rife with corruption and inefficiency e.g. the Trinidad and Tobago Police Service practices regarding lease vehicles.

- There is no known crime victimisation survey/safety assessment at either a national or local level. There is no published crime prevention policy or strategy. This hinders transparent monitoring of the success of initiatives.
- The process of identifying priorities for policing is largely reactive, in response to reports from citizens.
- There are infrequent public consultations held by the Trinidad and Tobago Police Service with the communities it serves.
- There is little involvement of civil societies in safety and security issues.
- While the issue of crime has a very high profile, initiatives for the large part are reactive and often ad hoc, focusing on the acts of crime themselves rather than seeking to coherently address the underlying causes of crime in a focused and consistent way.
- The recently published Medium Term Policy Framework 2011-2014 identifies crime, law and order as a strategic priority for the period. The priority objectives and strategies focus largely on law enforcement, legislation, institutions, mechanisms, systems, and frameworks, while social interventions are further down the list.

### CAPACITY

- Training within the Trinidad and Tobago Police Service is not given enough priority, either as a professional or financial priority.
- Capacity building across communities to empower them to take responsibility for issues within communities.

### AGREED PRIORITIES

- Proper coordination of safety and security issues between the entities involved.
- Social programmes which address the root causes of and contributing factors of crime in a consistent, coherent and coordinated manner, and which are not disrupted solely as a result of administrative changes.
- Capacity building, particularly in respect of the Trinidad and Tobago Police Service, but with all entities involved in national safety and security.
- Build capacity across communities so that safety concerns can be cohesively treated from a social perspective.
- Enhance the relationship between communities and the law enforcement services.
- Increase the number of police officers on the ground and working in the communities.

## LOCAL ECONOMIC DEVELOPMENT



The national economy is dependent on the energy sector and growth of the economy is closely tied to the energy sector. Given the risks of such over-reliance, the need for diversification is acknowledged. However diversification efforts have not been successful. Furthermore, low levels of productivity and high levels of competition have contributed to an economy which is not sufficiently dynamic to engage in the non-energy sectors globally. The economy further suffers from a lack of capacity to generate meaningful jobs and wealth creating opportunities.

Ongoing global economic upheaval has upended traditional growth models at the local level, and the inability to respond to the evolving context has contributed to local economic stagnation. For example, Port of Spain, historically an important retail area, has experienced a decline in the last decade as trade and jobs are lost to suburban malls.

A further issue relates to that of human capital. Successive governments have favoured unemployment relief programmes which offer low and unskilled work opportunities which have a limited time frame. While there is a focus on tertiary education, there is again a lack of coordination which results in national scholarship beneficiaries being frequently placed in the public service in areas that do not relate to their education.

### INSTITUTIONAL SET UP

- Municipal Corporations have limited direct involvement in promoting local economic development. At the municipal level, the focus in this area is indirect, relating to licences for vending and food safety, public health approvals, and environmental maintenance e.g. garbage collection.
- There are no known local economic development strategies. The exception is “A Comprehensive Economic Development Plan for Tobago (2006 - 2010).” While technically out of date, the document is still considered to be relevant.
- At the national level, the Medium-Term Policy Framework 2011 - 2014 recognises economic growth, job creation, competitiveness, and innovation as a strategic priority for the period. Achievement of the listed strategic objectives will require overall coordination, as well as translation into clear, robust and achievable steps for all levels of government as well as civil society.
- There are a number of government agencies and civil society organisations involved in economic development. However, oversight is lacking for the most part and the absence of coordination can lead to duplication of efforts or gaps in provision.

- Where they occur, public private partnerships have been largely successful at the local level. For example, the Port of Spain Downtown Carnival which is sponsored by corporate citizens and supported by the Port of Spain City Corporation (POSCC) involves a range of events which enhance the vibrancy of the area and benefits the small vendors.

### RESOURCE MOBILISATION

- the government is being urged to focus efforts and finances on facilitating and enabling conditions which are supportive of and conducive to private enterprise.
- Many sectors which have economic potential are not being given the necessary support to make them properly viable, e.g. tourism. In Tobago, there is need for development and maintenance of attractive environments (e.g. Scarborough), a need for analysis of the potential for small scale and specialist local enterprise and need for better marketing and local branding.
- The utilisation of human capital is constrained by education levels, discrimination by employers against residents of slum and poor areas, a poor work ethic, and conditions which hinder individual efforts to improve one's economic situation.
- There is a lack of recognition of the potential of the informal sector, compounded by the inflexibility and bureaucracy of traditional lending and credit institutions.

### CAPACITY

- Staffing issues in the public service include longstanding arrangements whereby promotions are not confirmed yet persons are acting in higher roles, bureaucratic disciplinary practices, inefficient staffing levels, and unattractive remuneration levels.
- Within the extensive government service, there is an overall lack of priority given to capacity building and professional development of staff.
- Despite policy commitments, the transition to ICT based operations in the government service is inconsistent, incomplete and inefficient.

### AGREED PRIORITIES

- Improved coordination and communication across the board.
- Review definitions of employment to include activities within the informal sector, as a way of promoting innovative local enterprise.
- Within the government service, greater priority to be given to the capacity building of staff.
- Translation of strategic policies into detailed plans setting out responsibilities for those entities involved in achieving the vision.

# DISASTER MANAGEMENT, CLIMATE CHANGE AND ENVIRONMENT



Trinidad and Tobago is vulnerable to the effects of natural disasters and the consequences of climate change. Recognition of the importance of disaster management was formalised by the previous government administration, which undertook local government reform, including institutionalisation of disaster management at the local government level. As part of this, a specific unit was set up in the Ministry of Local Government to deal with disaster management and coordinate the activities of the Municipal Corporation level.

## INSTITUTIONAL SET-UP

- The Office of Disaster Preparedness and Management (ODPM) was established by Cabinet in January 2005, and coordinates a wide network of responders in the event of a disaster. This office is under the Ministry of National Security.
- The Tobago Emergency Management Agency (TEMA) is responsible for coordinating a network of agencies and individuals involved in disaster management response in Tobago.
- At the local government level, the Disaster Management Unit in the Ministry of Local Government provides oversight for the Municipal Corporations.
- A number of other agencies and entities are involved in the provision of services related to disaster management such as the Defence Force and the Fire Service. The activities of each of these are spelt out in specific legislation.
- In terms of collaboration, the disaster management units within the corporations have committees which meet on a monthly basis and which include stakeholders. At the national level, the Office of Disaster Preparedness also has regular meetings which are attended by the disaster management coordinators from the corporations. However, whenever there are events that require a disaster management response, there are complaints about slow responses and uncertainty about the respective areas of responsibility of the various entities involved.
- The Environmental Management Authority (EMA) was established by the Environmental Management Act of 2000. The Environmental Management Authority is responsible for environmental monitoring, regulation and management. The Environmental Management Authority has been accused of having “no teeth”, in that development proposals are generally always issued with a Certificate of Environmental Clearance (CEC). Furthermore, there are gaps in the activities that require a Certificate of Environmental Clearance; with quarries of less than 150 acres not requiring a certificate.
- In respect of new development proposals, the role of the Environmental Management Authority is linked to that of the Town and Country Planning Division. Coordination between the two bodies could be improved.

- Disaster management and environmental issues are exacerbated by outdated land use plans.
- The ongoing lack of a national building code is widely and regularly highlighted, particularly in the aftermath of natural disasters involving hillside development and linked to flooding and landslides.

### RESOURCE MOBILISATION

- Resources for disaster management operations at the local municipal level are largely dependent on state funding.
- The disaster management units within the corporations can legally make claims on the Ministry of Finance to enable their activities to be carried out. However, budgets are largely considered to be limited and inadequate to undertake the required duties.
- The Caribbean Disaster Emergency Management Agency sources funding for regional activities hence it can offer resources to member countries through its national office.
- The municipal government is responsible for maintenance of green spaces and vacant lots.
- Resources at the community level could be harnessed and used for carrying out community education on issues relating to the environment and the links to disaster management.

### CAPACITY

- Implementation of activities to regulate urban disaster risks is often hindered by a lack of awareness, insufficient finances, resistance, and an inability to put in place disaster risk reduction measures.
- Despite it being a statutory function and responsibility, commitment of and priority given to disaster management issues vary across municipal corporations. The local councillors and political leadership could be more aware of and familiar with the roles and functions of the Disaster Management Unit.
- At the level of local government, environmental issues relate primarily to garbage collection, maintenance of green areas and cesspit cleaning.

### AGREED PRIORITIES

- National building code and design codes for various disaster risks.
- Greater education within communities.
- Undertake environmental awareness and training campaigns.
- Improve coordination on environmental matters between the municipal corporations, government agencies, and the private sector.
- Involve CBOs and NGOs in environmental management at the community level.
- Implementation and enforcement of existing laws.
- Clarification of the role of the Office of Disaster Preparedness and Management i.e. facilitator/ coordinator versus first responder agency.

## GOVERNANCE

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<p>Municipal Corporations have been established by an Act of Parliament and have clear functions, including the formulation of by laws.</p>	<p>High degree of centralization.</p> <p>Inefficient release of budgets hampers project implementation and service delivery.</p> <p>Lack of participation of civil society in planning and budgeting.</p> <p>Outdated policies.</p> <p>Lack of transparency.</p> <p>Poor systems of measuring performance.</p>	<p>Improve access to information.</p> <p>Greater transparency and accountability at all levels.</p> <p>Enhance coordination.</p> <p>Make decisions on local taxation regime regarding land and buildings.</p> <p>Capacity building for leaders of all statutory authorities with an emphasis on transparency.</p> <p>Capacity building for technical staff.</p> <p>Improve local governance.</p> <p>Implementation of policies.</p> <p>Greater autonomy from the central government could improve efficiency.</p> <p>Stakeholder involvement in planning and budgeting.</p> <p>Review staff retention policy.</p> <p>Up to date policies and strategies for governance would enable monitoring of implementation and delivery</p>	<p>Stakeholders lack confidence in the management of resources.</p> <p>Ongoing unregulated development is permitted.</p> <p>Political interference by the central government.</p> <p>Failure of central government to address realistic budgets.</p>

## SLUMS, SHELTER, LAND AND TENURE

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<p>Many entities are involved in land management and regularisation.</p> <p>Coordination of developmental programmes at the community level through stakeholder groups.</p> <p>Communities are willing to develop their settlements.</p>	<p>Poor coordination between entities involved in land management and regularisation.</p> <p>Overlap or gaps in terms of responsibilities for regularisation.</p> <p>Residents of squatter settlements lack security of tenure.</p> <p>Poor implementation of legislation.</p> <p>Resources in the local communities are not being tapped into.</p> <p>Lack of clear roles for municipal governance.</p>	<p>Clarify roles and responsibilities of entities involved in land regularisation.</p> <p>Legislative review.</p> <p>Capacity building and institutional strengthening.</p> <p>Expedite the process of securing tenure.</p> <p>Implementation of legislation.</p> <p>Improved information dissemination.</p> <p>Community participation in controlling development through communities and Community Based Organizations.</p>	<p>The Ministry of Housing and Environment and the Ministry of Food Production, Land and Marine Affairs have different mandates which are not immediately compatible.</p> <p>Decision making is centralised, leading to delays.</p> <p>The Government of Trinidad and Tobago relies mainly on international development partners and loans to fund squatter upgrading projects.</p> <p>Resources at the local level impacted by the suspended local taxation system.</p> <p>Levels of literacy and poverty hinder effective community involvement and empowerment.</p> <p>Progress in regularisation and upgrading not matching the growth of squatter settlements.</p>



## BASIC URBAN SERVICES

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
<p>Improve coordination between entities involved in service provision.</p> <p>Improve information dissemination.</p> <p>Information gathering and sharing.</p> <p>Strengthening institutional capacity.</p>	<p>Poor coordination between the numerous entities involved in service provision.</p> <p>Utility service areas do not correspond to Municipal Corporation to boundaries.</p> <p>Aging infrastructure / networks which are in need of replacement and maintenance.</p> <p>Outdated legislation.</p> <p>Lack of implementation and enforcement of existing legislation.</p> <p>Lack of up to date baseline data to define issues.</p>	<p>Improve coordination between entities involved in service provision.</p> <p>Improve information dissemination.</p> <p>Information gathering and sharing.</p> <p>Strengthening institutional capacity.</p>	<p>Service providers falling under different ministries with different objectives.</p> <p>Continued centralization of decision making and financial control.</p> <p>Non delivery to support the implementation of infrastructure projects of national significance.</p> <p>Lack of coordination of service providers.</p>	<p>Strengthen the institutional capacity.</p> <p>Project implementation.</p> <p>Develop and strengthen the capacity of existing organisations involved in service provision.</p> <p>Greater coordination, communication and partnering in service provision and project implementation.</p> <p>Up to date statistics of service provision levels.</p> <p>Empowerment of local communities through involvement in assessing and monitoring service delivery.</p> <p>Improvement of basic trunk infrastructure.</p>

## INCLUSIVE AND SAFER CITIES

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
<p>The issue of prevalence of crime and safety is very high profile.</p>	<p>Inadequate physical and social infrastructure.</p> <p>High rates of unemployment.</p> <p>Prevalence of gangs and gang related violence.</p> <p>High rates of crime.</p> <p>Low detection rates for serious crimes.</p> <p>Lack of confidence in Trinidad and Tobago Police Service.</p> <p>Lack of coordination.</p> <p>Centralization of decision making.</p> <p>Financial over dependence on central government.</p> <p>Reactive response to crime.</p>	<p>Gender coordination of existing and ongoing social programmes.</p> <p>Greater coordination between entities involved in safety and security.</p> <p>Community empowerment in decision making.</p> <p>Capacity building.</p>	<p>The prevalence of crime acts as a deterrent to actions and interventions by external bodies / agencies.</p> <p>Failure to reduce crime rates.</p> <p>Stigma and discrimination against communities and their residents.</p>	<p>Improved coordination of safety and security initiatives.</p> <p>Proactive and sustained social programmes which address the root causes of and contributing factors to crime.</p> <p>Capacity building of all entities involved in national safety and security.</p> <p>Build capacities across communities.</p> <p>Enhance relationship between communities and law enforcement officers.</p> <p>Increased number of police officers on the ground.</p> <p>Improved crime detection rates.</p> <p>Enforcement of laws aimed at reducing crime.</p>

## LOCAL ECONOMIC DEVELOPMENT

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
Availability of labour.	<p>Vulnerability due to reliance on energy industry.</p> <p>State focus on unemployment relief programmes.</p> <p>Unresponsiveness to changing local and global trends.</p> <p>Direct State involvement in areas more appropriate to private enterprise.</p> <p>Low literacy levels.</p> <p>High unemployment.</p> <p>Low levels of economic activity.</p> <p>Economic alienation.</p> <p>Lack of accountability.</p>	<p>Proactive diversification.</p> <p>Capacity-building to maximize human capital.</p> <p>Proactive support of local innovation and entrepreneurship.</p> <p>Coordinated strategies.</p> <p>Oversight in initiatives to enhance efficiency.</p> <p>Facilitate and enable private enterprise.</p> <p>Bring the informal sector on board.</p> <p>Review of and action on public sector recruitment and retention.</p> <p>Economic development utilizing the local resource base.</p>	<p>Physical development by public and private sector agencies without commensurate involvement and commitment to economic and social regeneration.</p> <p>Outdated and rigid land use planning policies and development standards.</p>	<p>Improved coordination and communication.</p> <p>Review of definition of employment to include activities within the informal sector.</p> <p>Promote innovative local enterprise.</p> <p>Capacity building of staff.</p> <p>Translation of strategic policies into detailed plans.</p> <p>Campaign to instil values conducive to economic development.</p>

# DISASTER MANAGEMENT, CLIMATE CHANGE AND ENVIRONMENT

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS	PRIORITIES
<p>Natural resources.</p> <p>A wealth of historic sites and attractions.</p> <p>Appreciation of the importance of environmental management.</p>	<p>Environmental degradation, especially in hillside areas, watersheds, watercourses, and wetlands.</p> <p>Poor land and environmental practices.</p> <p>Development on flood prone and reclaimed land.</p> <p>Poor management of the urban environment.</p> <p>Lack of a building code.</p> <p>Lack of coordination among environmental agencies.</p> <p>Lack of public awareness of environmental challenges.</p> <p>Outdated land use policies.</p> <p>Lack of enforcement of environmental legislation.</p>	<p>Prioritize environmental management through sensitization programmes.</p> <p>Harness community resources through education and information.</p>	<p>Impact of climate change and sea level rise is already being felt.</p> <p>Lack of proactive and localized plans for disaster management.</p> <p>Inadequate coordination among stakeholders and environmental management bodies.</p>	<p>National building code and design codes for various risks.</p> <p>Improve natural resource management.</p> <p>Undertake environmental awareness and training campaigns.</p> <p>Improve coordination on environmental matters.</p> <p>Involve community based and non-governmental organizations in environmental management at the community level.</p> <p>Law enforcement and community participation.</p>

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## TRINIDAD AND TOBAGO NATIONAL URBAN PROFILE

The Trinidad and Tobago Urban Profiling consists of an accelerated, action-oriented assessment of urban conditions, focusing on priority needs, capacity gaps, and existing institutional responses at local and national levels. The purpose of the study is to develop urban poverty reduction policies at local, national, and regional levels, through an assessment of needs and response mechanisms, and as a contribution to the wider-ranging implementation of the Millennium Development Goals. The study is based on analysis of existing data and a series of interviews with all relevant urban stakeholders, including local communities and institutions, civil society, the private sector, development partners, academics, and others. The consultation typically results in a collective agreement on priorities and their development into proposed capacity-building and other projects that are all aimed at urban poverty reduction. The urban profiling is being implemented in 30 ACP (Africa, Caribbean and Pacific) countries, offering an opportunity for comparative regional analysis. Once completed, this series of studies will provide a framework for central and local authorities and urban actors, as well as donors and external support agencies.

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