metropolis ● 30 YEARS

Voice of the Mayors

Mpho Parks Tau

Johannesburg

Building cities that care

About
Voice of the Mayors

Celebrating its thirtieth anniversary, METROPOLIS wishes to leverage the unique experience of its members, represented by the mayors of the major metropolises, presidents and governors of metropolitan regions. Too often, the expertise of these high-ranking officials is lost once their term has come to an end. However, at a time when global urban development is quickening its pace, their experience is more beneficial than ever for the new generations of local decision-makers, the entire spectrum of public and private local development stakeholders and partners in the international community.

In its capacity as a network of the world's major metropolises, METROPOLIS also seeks to make an active contribution to the current international debate concerning the revision of the Millennium Development Goals, negotiations on climate change and the preparations for the United Nations Conference on Housing and Sustainable Urban Development (Habitat III).

This is how the idea for **Voice of the Mayors** came into being, as a wealth of first-hand testimonies from local and regional leaders whose experience deserves to be recounted and disseminated. Bequeathing this legacy also conveys the willingess of METROPOLIS members to share their experiences and to enhance the exchange of knowledge, a concerted effort to contribute towards shaping sustainable urban development worldwide.
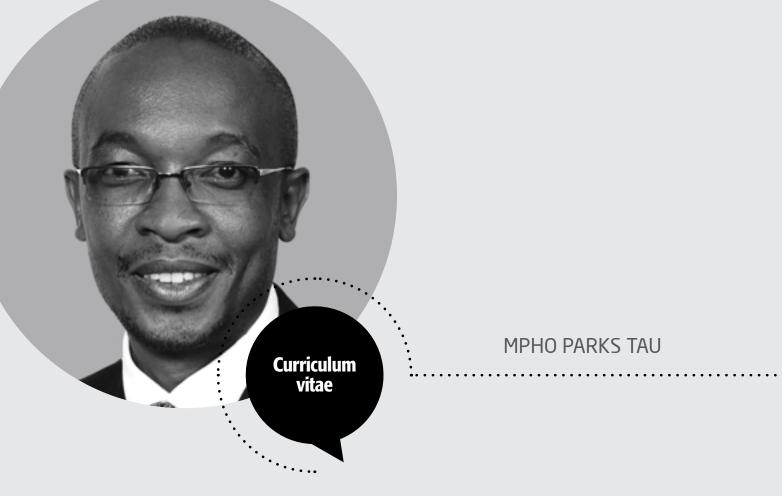
Upon the creation of METROPOLIS in 1984, the 14 founding members expressed their desire to work together to strengthen their mutual capacities to manage their cities. **Voice of the Mayors** helps to achieve this goal with the 136 members that comprise METROPOLIS today and the young generations of local decision-makers.

The testimony you are about to read serves to enhance the association's training activities and the work carried out within the framework of the METROPOLIS Initiatives, the METROPOLIS Women International Network and of METROPOLIS Youth.

The experience of the leading decision-makers in major metropolises across the world is essential. They manage the day-to-day needs of millions of citizens as regards housing, mobility, education, health, safety and energy, to name but a few. They run cities, urban areas and metropolitan regions that are sometimes larger than certain United Nations member states in terms of population, budget size and global reach. They are the main political leaders on the front line, tackling the challenges facing the planet. Nevertheless, this role has yet to be sufficiently recognised in present-day international relations.

It is Metropolis' aspiration that **Voice of the Mayors** will help these leaders' words to be better heard, listened to and taken into consideration by the international community.

Alain LE SAUX
METROPOLIS Secretary-General
October, 2014

MPHO PARKS TAU

Mpho Franklyn Tau was elected to be the Executive Mayor of the City of Johannesburg following the elections of 2011. Born and raised in Orlando West, Soweto, Tau has deep roots in community activism and political structures. He became active in student politics from a young age. His introduction into resistance politics coincided with the height of government repression of democratic organisations and he was repeatedly detained during the national state of emergency.

Tau holds a post-graduate diploma in public management in addition to several advanced management courses he has successfully completed during his career.

In 1995, Parks Tau was first elected as a Councillor when South Africa held the First all-inclusive, Local Government Elections (Pre-Interim Local Government Phase).

In 2000, he was appointed a member of the mayoral committee following the democratic local government elections. He was entrusted with a wide range of portfolios – development planning, transportation and environment. His voice and ideas were instrumental in the formulation of the development plans which shaped the current and future Johannesburg as a Metropolitan Municipality.

In 2003, he was given the responsibility of the City's finance and economic development portfolios. As the head of Johannesburg's finances, he presided over the growth of the City's annual budget from a mere R8,2-billion to more than R28-billion for the 2010/11 financial year – reflecting Johannesburg's continuing success in delivering services to communities and creating a climate for economic growth and development.

A member of the African National Congress, Parks Taucurrently serves as the Chair-Person of the Regional Executive Committee in Greater Johannesburg, providing Political Guidance and Leadership to all Branches serving in the City. He also serves in the Provincial Executive Committee Representing Johannesburg.

Parks Tau is a proficient International Speaker and provides a voice of transformation in International Seminars and Conferences. His main areas of focus are issues of socio-economic development, urban transformation, climate change, energy and youth matters and he has been able to generate global debate and garner support for his views and perspectives. He is a member of the UCLG World Council and Executive Bureau and is vice-Chair of the UN Habitat's Global Network for Safer Cities. Through his international role, he has been able to attract a number of key events to the City, such as the Metropolis Annual Meeting in 2013, the C40 Mayors Summit in 2014 and the forthcoming Africities Summit in 2015.

Mpho Parks Tau

Building cities that care

The nature of cities

TMore than half of the world's population lives in urban areas. Faced with ongoing change, cities across the globe have evolved to reflect the role they play: emerging as spaces that bring with the benefits of agglomeration; offering opportunity and hope; fostering learning, research and development; promoting economic growth and investment; providing improved access to goods and services; encouraging the advancement of human civilisation. Cities are however also hard places – with many of those who move to urban areas left with no choice but to locate themselves on the urban periphery, where they remain far from socio-economic opportunities, and vulnerable to multiple forms of deprivation. A focus on individual ambition, material wealth and personal protection often shifts behaviour away from 'community', creating cities that are instead harsh and alienating.

Globalisation, political and socio-economic shifts, climate change, rapid advancements in information, communications and technology, resource scarcity, financial constraints and a new set of risks and challenges are just some of the factors that are changing city dynamics. These realities introduce the opportunity for different types of cities, and alternate ways of living within them. There is however also evidence of a growing need to counter greater levels of exclusion, poverty, inequality and spatial segregation occurring within our urban spaces, as more people move to cities in search of a different future for themselves and those they care for.

Reflecting on the challenges our cities face

The 2013 Metropolis Annual Meeting, held under the theme of 'caring cities', provided the opportunity to reflect on the challenges faced by cities across the globe – within both developed and developing regions. Many of the more economically developed cities raised complexities such as those associated with ageing populations, resource scarcities, the effects of (and need to mitigate or adapt to) climate change, congestion, slowing economic growth and rising unemployment levels. In-migration and growing levels of diversity were also highlighted, with the latter necessitating the promotion of inclusivity, acceptance and equitable access. To address these, developed cities are increasingly altering their frequently well-established infrastructure arrangements – changing the nature and functioning of their urban form to enhance the quality of life experienced by their residents. Interventions frequently involve initiatives such as waste minimisation, greening, the establishment of better public spaces, the promotion of public and non-motorised transport, and enhanced use of technology. Focus is also being placed on implementing improvements in the processes and tools employed for citizen engagement and city governance.

In contrast, while developing cities face many of the same challenges as those outlined above, the pace and scale of growth and change is often significantly more pronounced – exacerbated by extensive urbanisation (with sub-Saharan Africa witnessing the fastest population growth rate). Without the infrastructure legacy of their more developed counterparts, these cities need to rapidly deliver new infrastructure – with efforts frequently hampered by budgetary, skill and experience-related constraints. Competing pressures necessitate careful prioritisation, with the drive for inclusive economic growth and infrastructure development often taking place in the context of significant backlogs in areas such as health, housing, education, transport and the provision of basic services.

Holding up a mirror to the South African experience, and Johannesburg's realities

Cities across South Africa carry an additional set of challenges. Despite ongoing work to improve the lives of our residents and address the divisive legacy of our pre-democracy period, most of our urban areas still reflect their apartheid spatial form. Delivery efforts have resulted in access to quality basic services for the majority of our people, with the rights of all entrenched in our nation's Constitution – widely acknowledged on the global stage as being one of the most progressive of its kind. Yet there are still vast discrepancies between the daily experience of those who are wealthy, and the significant number of individuals who live on the periphery of our cities' physical and socio-economic borders, with limited prospects of a sustainable income, food security or access to opportunities through which to realise their potential.

Johannesburg reflects these disparities in a concentrated form. It has always attracted entrepreneurs, thought leaders, free thinkers, revolutionaries and explorers – with Nelson Mandela and Mahatma Gandhi being two of our city's most illustrious citizens. It is a vibrant city, acknowledged as the economic capital of South Africa and the wider sub-Saharan region. However, despite being recognised as a place of immense potential, the city remains characterised by inequality and contradiction.

Drawn by the promise of work, significant numbers of local and foreign migrants enter the city in search of opportunity and the chance to better their quality of life. While service delivery levels increase, so too does the backlog, given ever-increasing demands linked with a growing population – and the need to deliver within a sprawled and inefficient city environment. We recognise that our city will continue to grow rapidly – with Johannesburg being representative of the global trend towards urbanisation. It is not possible or even preferable to stop the in-migration that has so significantly increased the numbers within our city. Our experience in this regard is not isolated. Gauteng, the province within which we are

located, is the smallest of South Africa's provinces geographically – but the largest in terms of population. In contrast with most developed cities, our population dynamics reflect a youthful and largely unskilled workforce – with a fundamental mismatch between jobs and skills further hampering employment levels. This raises the question: how should we best grow our city into one that reflects the principles of humanity and care, for all who choose to reside in it?

In planning for a different future, the City of Johannesburg (CoJ) undertook an extensive process of engagement during the development of its long-term strategy, the 'Joburg 2040 Growth and Development Strategy' (the 'Joburg 2040 GDS'), to establish a full understanding of our current realities. Key challenges identified included, amongst others:

- Significant levels of poverty, inequality and unemployment;

- An urban environment characterised by sprawl and inequitable access to opportunity, given the persistence of our apartheid spatial legacy;

- Increasing resource pressures and environmental risks, exacerbated by climate change – with the poor and vulnerable often located in high-risk areas (e.g. on dolomitic ground or flood plains);

- In a context of perceived scarcity, hostility towards those perceived as different or categorised as 'outsiders', resulting in the alienation and exclusion of segments of our diverse population;

- High levels of crime and violence, with the most vulnerable in our society often facing the greatest risk;

- A growing call for a different type of social contract between cities and citizens – necessitating a fundamental rethink of governance models and modes of engagement; and

- Inadequate capacity to deliver – heightened

by a lack of vertical and horizontal integration between delivery agents across all spheres of government, and weak partnerships between the city and other role-players such as the private sector and community based organisations.

- Many of these challenges are not unique to Johannesburg, with the 2013 Metropolis Annual Meeting highlighting commonalities shared with other developing cities across the world.

Why should we be talking about 'caring cities'?

Urban geographer Professor David Harvey argues that "...the question of what kind of city we want cannot be divorced from the questions of what kind of people we want to be, what kinds of social relations we seek, what relations to nature we cherish, what style of daily life we desire, what kinds of technologies we deem appropriate, what aesthetic values we hold..."[1]. While cities such as Johannesburg have focused on delivering the services and facilities denied to many during the apartheid era, the more intangible, nuanced aspects that contribute to the richness and quality of city life have often occupied a less prominent place on the agenda. The process of balancing short-term delivery needs with long-term sustainability issues is a challenge for cities across the world, with Johannesburg being no exception.

In reflecting further on the 'right to the city', Harvey notes that this "... is not merely a right of access to what already exists, but a right to change it after our heart's desire.... (T)he right to remake ourselves by creating a qualitatively different kind of urban sociality is one of the most precious of all human rights.... We have been made and re-made without knowing exactly why, how, wherefore and to what end. How then, can we better exercise this right to the city?"[2]

With this, Harvey challenges us to collectively access this right – shaping the city to re-

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1 Harvey, D. (2008). The Right to the City. pp. 1-16. Available at: http://urban.ihr.ucsc.edu/wp-content/uploads/2011/01/David-Harvey_The-RIght-to-the-City.pdf
2 Harvey, D. (2003). The Right to the City. International Journal of Urban and Regional Research, 27(4), pp. 939 - 941.

flect our responses to the questions above. The challenges experienced by cities across the world reflect a truth: in thinking of cities, we are called to focus beyond the traditional domain of hard infrastructure and services, instead looking at the 'heart' of our urban areas. Today's cities are being asked to do more, and be more, than ever before. Cities and city governments have a duty and many would argue, a moral obligation, to nurture urban areas that reflect care.

What do we mean when we refer to a 'caring city'?

As we formalised the conversation on 'caring cities' in preparation for the 2013 Metropolis Annual Meeting in Johannesburg, the themes included on the agenda reflected the varied perspectives of what were initially felt to be elements of a 'caring city'. These were shaped by a range of factors:

- 'Traditional' views of cities and the role of local government;

- The African concept of Ubuntu – a concept seen as both relevant to the overarching theme, and symbolic, given that the Metropolis Annual Meeting was held on African soil for the first time in 2013;

- The set of complex challenges our cities are currently confronted with, all of which are forcing city leaders and officials to think differently about the role of the city, and how and what is delivered;

- A number of Metropolis Initiatives that lent a particular angle to the discussion; and

- The CoJ's own long-term vision and the manner in which it was formulated – together with the five fundamental 'rights to our city' associated with this vision, each of which support the establishment of a qualitatively different society from the one shaped by our history.

Taken together, the emerging picture is a multifaceted one – with different characteristics arising from each of the above.

Reflecting on the 'caring city' concept through the 'local government delivery' lens

When considered in the context of city governance, the traditional view of care is often equated with a city that delivers. This is a city that provides services to its residents, establishes a safe environment, facilitates a certain quality of life through ensuring access to green spaces, recreational areas and facilities, and supports its residents in their efforts to live and prosper.

Ubuntu as a tool through which to understand the 'caring city'

The concept of Ubuntu adds a further depth to the 'caring city', bringing with it an emphasis on the interdependency of human beings and an acknowledgement that our own humanity is intertwined with that of others. At the core of Ubuntu are the ideals of respect, dignity and compassion, alongside the principle of community. In this context, people are not just inactive recipients of goods and services. Instead, they serve as real contributors in the creation of improved, humanised cities.

If Ubuntu was applied fully within the urban environment, all who lived and worked within the city would experience a sense of 'belonging'. 'Citizens'[3] would acknowledge each other as human beings first, in this way promoting inclusivity and sharing, rather than a focus on 'otherness' and exclusion.

'Caring cities' as places that respond to the challenges of urbanisation

In reflecting on the types of challenges highlighted in the context of both developing and developed cities, there is a growing call for world mayors to take the lead in facilitating new solutions. This is about working towards a different type of urban environment: one that demonstrates care. In this context, a caring city would be one that:

- Gives all within the city a sense of 'owner-

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3 Used in the broader sense, to refer to those who reside, work and partake in life in the city..

ship' – regardless of each person's town, city or village of origin, age, race, gender, physical or mental ability, sexual orientation, language, class, education level, belief system, or any other differentiating factor;

- Takes the lead in sharing a message of our common humanity – reflecting this in all aspects of the city government's work;

- Is able to listen to, engage with and respond to the needs of people, providing the space for all to participate in and shape responsible decision-making and the necessary conditions for good governance;

- Provides the platform for socio-economic development and growth, in this way establishing opportunities for an improved quality of life for all – while balancing this with a focus on sustainable service delivery;

- Fosters the responsible use of resources in a way that promotes sustainability for future generations;

- Proactively anticipates, mitigates and responds to risks, with particular emphasis placed on those who are marginalised and vulnerable, such as the urban poor; and

- Promotes partnerships, collaboration and alternative methods of delivery, acknowledging the necessity of these in ensuring meaningful outcomes for all.

Metropolis Initiatives: contributions to the concept of care

To support this shift towards the establishment of caring cities, city governments need to address some of the necessary conditions for practicing 'care', with one of the chief enablers relating to funding. A city cannot demonstrate care if it does not have the financial rigour and sustainability to maintain its efforts in the long run. The Metropolis Initiatives relating to project and urban development financing were noted as aligning to this aspect of the caring city concept.

Drawing further on existing Metropolis Initiatives, the 2013 Metropolis Annual Meeting saw the Circles of Sustainability Initiative further advancing the discussion of what it means to be

a 'caring city'. Emphasis was placed on the role of holistic planning and development in enabling cities to achieve a balance between four inter-related dimensions: economy, ecology, politics and culture. This balance is key in enabling cities to accommodate all who live within them, and in laying the foundation for long-term sustainability.

Each of the elements addressed above complete part of the picture of what it means to be a caring city. I have however been asked to reflect on what it means for my city, Johannesburg – and why it emerged as important in our context.

Exploring the 'caring city' concept in the context of Johannesburg

A vision of care, shaped by the voices of our citizens

For Johannesburg, the idea of the 'caring city' began to germinate some time prior to the Metropolis event. In October 2011 we launched the Joburg 2040 GDS, formulated through an extensive outreach process that was initiated on the back of an awareness of the significant economic, environmental and social challenges we face as a city. As city leaders, we recognised the importance of dialoguing with our citizens, providing them with an opportunity to share their views on the type of future city they hoped for.

When we embarked on the GDS process we were collectively accessing our right to change this city after 'our own heart's desire'. With this in mind, the GDS outreach process focused on all aspects of city life – regardless of whether these fell within the traditional ambit of city governance. The City used a variety of platforms to ensure that as many people, and as representative a group of people as possible, were afforded the opportunity to share their ideas, hopes and aspirations for the type of Johannesburg they would like to live in and gift to future generations. In support of this, engagements took place via face-to-face forums, expert panels, social networks, traditional forms of media, electronic communication, and institutionalised mechanisms such as the City's ward committees. The GDS outreach process was as reflective of the concept of care as the emerging

vision itself:

"Johannesburg – a World Class African City of the Future – a vibrant, equitable African city, strengthened through its diversity; a city that provides real quality of life; a city that provides sustainability for all its citizens; a resilient and adaptive society."

This is a vision that moves beyond the bricks and mortar work that characterises the efforts of many city governments, with focus instead placed on the underlying experience of the city. It paints the picture of a society in which all can participate, where diversity is valued, and where equitable access to opportunity allows all to grow and benefit from a liveable, resilient and sustainable city. Underlying the vision are four key drivers: economic growth; environment and services; human and social development; and good governance.

For the CoJ to reflect care, it is important that bal anced focus is placed on each of these elements, taking into consideration our city's unique specificities and the particular challenges we face. In Johannesburg's case, these challenges are outlined in a more defined set of priorities arising from the GDS process, including a focus on, amongst other things:

- Promoting food resilience, in an effort to counter the levels of food insecurity many within the city experience;

- Establishing a smart, agile city;

- Laying the conditions to truly realise the power of the informal economy – recognising the role it can play in supporting inclusive economic growth;

- With our city's limited resources being placed under ever-increasing demand, finding ways in which to foster resource resilience (e.g. in how we deliver services, how we shape our environment, how we encourage our citizens to live, and how we mitigate and adapt to climate change);

- Building liveable, sustainable and integrated

human settlements, supported by the necessary conditions for quality of life;

- Enabling the growth of an engaged, active citizenry; and

- In a city characterised by diversity, focusing on building greater levels of social cohesion.

Building caring cities through driving equitable outcomes

In the context of the above, a caring city is at its core seen as an 'equitable' one – with the establishment of a more fair society being an ideal the CoJ must strive for, to address the significant imbalances evident within our city. This objective can be further distilled into three elements: access, quality and reliability. Each of these is conceived in the broader sense, where a caring city would facilitate, for example:

- Equitable access to services, facilities, support, socio-economic opportunities, governance structures or community – with no persons denied access, regardless of who they are, where they come from or the characteristics that define them;

- Equitable quality (e.g. quality of life, quality of access, quality of opportunities);

- Reliability – with consistent experiences in terms of quality and access resulting in the establishment of improved levels of trust, and a healthier social compact.

Importantly, we acknowledge that equitable does not mean 'exactly the same'. Instead, it is about establishing a city where everyone is afforded the opportunity to be full citizens – being granted what Harvey calls "the rights to the city". This idea supports the concept of the caring city, with an acknowledgement that people, including the poor and the vulnerable, are our greatest assets. There is no longer the space for cities – and citizens – to care for some, but not all.

The CoJ is not thinking of its people as passive participants in the reshaping of the city. We will not succeed in reaching our vision if the establishment of a 'caring city' is seen as the mandate of the city government alone. Instead, we recognise that cities and citizens are bound by accountability, responsibility, enforceability and action. It is incumbent on all of us to establish solutions that are community responsible and communally responsive. If we are to establish an equitable, caring city, everyone within the city needs to work together as collaborators, collectively putting in place all the strands that will make the city work. We need to grow our city into a place with a sense of community; a place where every individual understands the importance of care for self, others and place, as we strive to be sustainable; a place that encourages every role-player to recognise both their rights and responsibilities.

The rights to our city, Johannesburg

Ultimately, the priorities and principles detailed above align with the five fundamental 'rights to the city' of Johannesburg – a set of rights to which all are entitled, and which we believe reflect the hearts' desire of our people, as heard through the GDS process. These rights, as announced during my 2013 State of the City Address, include:

- The right to developmental service delivery – where: a)The City ensures a consistent focus on maintaining and improving existing infrastructure, while expanding new infrastructure; b)Citizens have the right to hold us accountable and become active participants in the delivery of services

- The right to a spatially integrated and a united city, in which we rebuild and reconnect the divisions created through decades of apartheid spatial planning;

- The right to a liveable city – where all are able to access a good quality of life, clean air, water, food, safety and cultural expression;

- The right to inclusive economic growth- to ensure that citizens are active participants in creating their own economic opportunities and shaping their destiny; and

- The right to remake ourselves in this city, recognising that the citizens of our city engage

not only on the basis of their needs but also on the basis of their capabilities.

How was the 'caring city' concept shaped further, with the 2013 Metropolis event?

Through defining the theme for the 2013 Metropolis Annual Meeting as 'caring cities', we opened the space for discussions on the more human element of cities – an aspect that is frequently neglected. Cities cannot thrive if people are not placed at the centre of our thinking, planning and actions.

Prior to the start of the 2013 Metropolis Annual Meeting, the following characteristics were proposed in relation to ´caring cities´ concept:

• Cities that present a high quality of life to all their citizens;

• Cities that display a sense of humanity and sharing;

• Cities that provide comfort and dignity for all their citizens; and

• Cities that offer solutions that are communally responsive.

The close link between the concept of caring cities and the principles represented by Ubuntu were also acknowledged in the initial thinking.

During the course of the proceedings, the shifts in thinking that took place for each individual in terms of what the concept meant was dependent on the context from which individuals came. For some, this meant re-thinking the caring city as:

• A city shaped by all, with every citizen serving as an active role-player rather than simply being a passive recipient in a welfare state environment;

• A city that learns through listening to, engaging with and participating in joint problem solving with its citizens;

• A city that recognises the central importance of inclusive economic development opportunities, given the impact these have on the potential for self-sufficiency and with this, community ownership and pride;

• A city that plans holistically for its future, implementing balanced plans across all aspects of city life (e.g. goods and services, infrastructure, mobility, safety, the environment, eco-

nomic activity, city finances and governance) in a way that fosters sustainability, inclusivity and co-creation;

- A city that is humane, where 'development' and 'success' is not about the personal acquisition and wealth of some, but about relationships, a community that collectively contributes, and an understanding of the importance of every member and the value of unleashing their potential and capabilities;

- A city that delivers and establishes itself as a place of care not through the city government's efforts alone, but through a collaborative effort of all role-players;

- A city that sees its 'citizens' as those who live and work within its parameters – regardless of where they have come from, or how well-off they may be; and

- A place that is fundamentally equitable – with this requiring a focus on access, quality and reliability.

Engagement on the concept was multi-faceted, with participants collectively providing a valuable contribution to the global dialogue of what a city should be. A common view arising related to the need for a mechanism through which to regularly monitor the success of implementation – with this noted as one way through which to maintain focus. In addition, a call was made for the establishment of a regular platform through which to share examples of the 'caring city' in practice.

How is the CoJ itself putting the idea into practice?

Building on the inputs above, a key question arises: how is Johannesburg itself shifting the concept from an idea, into tangible outcomes that reflect care? During the course of the Metropolis Annual Meeting, the South African Cities Network outlined a range of tools through which to establish care, with these noted as including the promotion of participation, urban planning, infrastructure development, the creation of jobs and various forms of social support. While the City's application of the concept of care includes all of

these, the principles that have been reflected on here have been applied with a very particular understanding of our citizenry, and the nature of our city. Attention has been given to delivering the five 'rights to our city' – establishing a city that at is, at its core, about people.

Promoting inclusive 'place-making' and engagement

In building a caring city, the City felt that it was imperative to find a way to engage and include as many of those who call Johannesburg 'home' in the process of 'place making' – recognising the strengths our diversity brings. While community engagement has always been a core part of the local government delivery process, the development of our Joburg 2040 GDS provided the space for a different level and depth of engagement. This engagement has continued as we identify and plan for different routes through which to deliver on the GDS.

Corridors of Freedom: a backbone for integrated, people-centred development

One such route is the CoJ's investment in what we have termed the "Corridors of Freedom". This initiative is founded on the idea of 're-stitching the city' into an inclusive and accessible city for all. While the city's spatial form still reflects the impact of apartheid's policy of exclusion, emphasis is now being placed on knitting together the disparate parts of the city through the application of transit oriented development. Significant infrastructure investments in respect of public transport nodes and networks will serve as the backbone along which mixed-use developments will take place, with the City's low-carbon Bus Rapid Transit (BRT) system, Rea Vaya, serving as the core of this development process. Insights drawn from cities across the world, including our peers in the Metropolis network, are being applied to continuously improve this system, while also ensuring that this is not about transport alone. Targeted economic development initiatives will be rolled out within the context of each node, as a way of distributing opportunities for self-sufficiency across the city, while mixed-income housing will support the establishment of a more inte-

grated and culturally-rich city.

The Corridors of Freedom approach is also founded on an understanding that the city has to manage its growth in a way that lays the foundation for improved sustainability in future years. If we do not plan with the long-term in mind, our short-term delivery will not support future generations. Principles associated with resource sustainability are already informing investment decisions, with the CoJ, for example, planning for the production of biogas and the roll out of a project that will result in the City's fleet being shifted onto a hybrid fuel system. The Corridors of Freedom are viewed as incubators for urban innovation, and as such, should include green city standards in all new developments, the application of the 'smart city' concept, and a focus on urban design that provides access to the range of amenities, services and support that promote health, wellness and a greater quality of life. Plans are focused on all who live within the city, with this view reflected in commitments such as the delivery of complete streets. Urban planning is ultimately being undertaken with a view that every person located within the city's space is a citizen of the city.

The 'Corridors of Freedom' programme extends on earlier work undertaken by the City in addressing area-based development, with some of the best examples of these efforts reflected in the areas of Soweto and the Inner City. Both have benefited from holistic development work focused on the establishment of a more humane urban form (e.g. through improved roads, greening, the use of public art, provision of affordable transport, building of roads, houses and centres for recreation, and the preservation of heritage and culture sites) and with this, enhanced social integration.

Funding the caring city

To support these ideas, the City is pursuing a set of innovative financial instruments, including a possible green bond. Partnerships with role players such as the private sector are also critical, both in terms of funding and the establishment of projects through which to deliver

solutions. Recognising the significant work to be done, and the value of using infrastructure development to alter the shape of the city while simultaneously growing decent jobs and stimulating the economy, we have committed R 110 billion to the roll out of capital infrastructure investment projects over a ten-year period, with funding being sourced from a variety of public, private and donor sources.

We are also in the process of piloting community based planning as a way of providing citizens with a more direct voice in decision-making, ensuring all are able to contribute not only through reflecting their needs but also through sharing their capabilities. We believe this will support the establishment of more informed decisions, while also providing participants with a personal insight into the age-old city dilemma of prioritisation, where some priorities must carry, ultimately, more weight than others.

Co-creating a city that cares

Recognising that a 'caring city' cannot be established through the efforts of our city government alone, particularly in a context of resource scarcity, budget limitations, and a growing and diverse population, we have shifted our focus away from a model where the City serves as the sole 'delivery agent'. We hold the onerous reputation of being one of the most unequal cities in the world. While we have worked tirelessly to provide citizens with access to basic services (with 94.8% of Johannesburg's citizens in 2011 benefiting from access to the core services, representing an increase of 16.1% from the prior Census in 2001), we have to find a way to ensure migrants, the poor and the vulnerable form a more integral part of the city. Exercising care is not just about the extensive role we play in providing social support and various forms of grants, but about the creation of opportunities through which all citizens can build on their potential and talents, and contribute to the success of the city. This is also viewed as essential, given the important role economic empowerment plays in supporting sustainability.

Recognising these aligned needs, the

City has chosen to roll out a Developmental Service Delivery Model (DSDM), through which members of our community will be included as co-producers in the delivery of goods and services. Obvious services that lend themselves to this objective relate to, amongst others, waste reduction and the provision of quality city assets such as streets and parks. Acknowledging that informal settlements are part of our city landscape, DSDM will also be used as a mechanism through which to ensure certain standards of care are established within such environments, while simultaneously progressively shifting the significant levels of unemployment, poverty and inequality our people face. The path we are on in this regard aligns with the views expressed during the course of the Metropolis Annual Meeting in respect of poverty – where many argue that this is not only about an experience of 'lack' in terms of material measures, but about the dependency on others those in deprived circumstances face. Measures will be put in place to assess the impact of our efforts, with focus placed on, for example, the Multiple Deprivation Index used by the City, and shifts in unemployment figures. As the leadership of the City, we recognise that we must take calculated risks, in a context where the levels of poverty and unemployment are unsustainable.

Developing a safer and more resilient city, as part of our commitment to care

The CoJ is also working to strengthen communities through the roll out of a more holistic focus on issues relating to safety, with the concept being considered in the broadest sense. Efforts in this regard are focused on reducing crime and violence, managing and mitigating disasters and environmental risk, addressing various forms of deprivation our communities face (including limited socio-economic opportunities which further impact the safety agenda), improving the physical environment and laying the foundation for both the subjective and objective experience of 'safety'. In this way, we are striving to create a city in which all feel free and safe to participate and move, regardless of gender, age, disability or other factors that may influence each individual's sense of safety. The above efforts will, in due course, be amplified by the establishment of a multi-sectoral, multi-disciplinary Intelligent Operations Centre (IOC), with insights drawn from Rio de Janeiro's IOC. The latter is widely viewed as a clear example of best practice when applying technology to issues of city safety.

In developing a safer city, growing emphasis is being placed on the importance of increased citizen participation and the value of partnerships with other role players, both within and external to government. There are valuable lessons to be drawn in this regard from the work of our partners in Metropolis, with some of this reflected on in the 2013 Metropolis Annual Meeting itself. Examples include: Bilbao's approach to developing and implementing measures to address the "map of the forbidden city" – a map based on a collation of location data received from citizens in respect of 'unsafe' areas; Mexico City's work in disarmament, were success hinged on the involvement of numerous role-players, including women, and the church. These examples serve as direct reflections on the value of the network.

New approaches are also being applied to the area of food security, in response to the analysis that some 42% of poor households in our city go without food for two to three days a month. The CoJ is therefore taking an active role to address the complete food value chain – e.g. via the establishment of food gardens, the provision of support to small and emerging farmers, and active assistance for vulnerable members within our communities. This represents just one of the ways in which the CoJ is also adapting to and mitigating the effects of climate change, with other interventions ranging from smart city technologies such as smart meters, to an emphasis on resource recycling.

Balancing commitments – and communicating in a way that matters

It is not always easy to find solutions that balance the competing needs within our city space – with focus required on delivery pertaining to care for the environment, our people, continued economic growth and good governance and sustainability issues. As per the experience of many

other cities, unsolicited bids which may offer optimal solutions to our city's multiple pressures are frequently set aside due to governance concerns that dictate a fair process. Finding ways to consider options that arise through such routes remains a challenge. Particular focus is also needed on targeted communication and engagement efforts to share the vision for 2040, in a way that builds excitement and encourages role-players across our city to participate as full partners in growing the city we hope for. In the context of the 'Corridors of Freedom', localised communication efforts make use of face to face engagements and other mechanisms such as art work on our BRT platforms, as a way of sharing an image of the future state we are working towards. The vision arising from the GDS process needs to be consistently communicated in a tangible way – in terms of outcomes and impact, and more fundamentally, in terms of what life in our city could be.

Understanding that 'care' extends beyond the limited boundaries of our city

It is useful to note that in building a caring city, we cannot focus on the urban area within the city's boundaries alone. The movement of citizens is not confined to one specific area, with circumstances in other rural, peri-urban and urban spaces influencing the choices individuals make. As such, we recognise that we must think about 'care' in the context of the wider global city-region within which Johannesburg falls, sharing insights and partnering with other role-players in this broader region to grow a more caring society.

Finally, while the increase in in-migration and the rise in service delivery protests within our city brings with additional pressures, these are also ironically indicative of some of our successes. People come to the city of Johannesburg with aspirations, because ours is a city of possibilities. Our successes in delivering services, despite significant levels of population growth, mean that we face perpetual backlogs. Citizens are also looking for different ways in which to engage – while raising new expectations of the city that go beyond basic service delivery. Recognising this, we have to continually find new ways in which to innovate, deliver, communicate and involve all citizens in

building an inclusive, caring, more equitable city.

Taking the 'caring city' concept forward

If we want to see the concept of 'caring cities' more firmly reflected in the tangible 'experience' we hold of our cities, the conversation initiated at the 2013 Annual Metropolis Meeting must continue. This conversation may focus on, amongst other things:

- Commonalities all cities would choose to address when establishing themselves as urban areas that care;

- Novel approaches to 'place-making' that support the creation of equitable cities;

- Good practice examples of how to establish a caring city – e.g. mechanisms for improved public participation and engagement; approaches through which to shape the urban space and experience into one characterised by care; and innovations that support the concept, including those that enable ownership and co-production;

- Challenges that need to be overcome in building a caring city – with one of the key challenges relating to the need to engage all citizens in growing a culture of Ubuntu, in this way collectively 'humanising' our cities; and

- Mechanisms through which to balance all aspects of a caring city in a way that is equitable, encouraging emphasis on issues of access, quality and reliability for all.

It is important that focus is placed on the practicalities associated with becoming a 'caring city', with attention given to sharing real examples and collectively solving challenges – in this way preventing the concept from simply being rendered a fad. This is just one of the ways in which a network such as Metropolis may continue to make a meaningful contribution to the experience of those who live within our urban areas.

Johannesburg
April, 2014

Joburg-essential-statistics

Total population	4,434,827		Higher education aged 20+	19,2%
Young (0-14)	23,2%		Number of households	1,434,856
Working age (15-64)	72,7%		Number of agricultural households	80,316
Elderly (65+)	4,1%		Average household size	2,8
Dependency ratio	37,6%		Female headed households	36,2%
Sex ratio	100,7		Formal dwellings	81,4%
Growth rate (2001-2011)	3,18%		Housing owned/paying off	40,2%
Population density	2696 persons/km²		Flush toilet connected to sewerage	87,1%
Unemployment rate	25%		Weekly refuse removal	95,3%
Youth unemployment rate	31,5%		Piped water inside dwelling	64,7%
No schooling aged 20+	2,9%		Electricity for lighting	90,8%

METROPOLIS' VOICE OF THE MAYORS IS SUPPORTED BY

Cities Alliance
Cities Without Slums

The Cities Alliance is a global partnership for urban poverty reduction and the promotion of the role of cities in sustainable development. Cities Alliance Members include local authorities, national governments, non-governmental organisations, multilateral organisations, and associate members. METROPOLIS is a founding member of Cities Alliance.

www.citiesalliance.org

FMDV
Supporting local authorities to access funding

The Global fund for cities development (FMDV) was created in October 2010 at the initiative of METROPOLIS, United Cities and Local Governments (UCLG) and 34 founding members (cities and city networks). It is an international political organisation which aims to strengthen solidarity and financial capacity by and among local authorities and is complementary to existing mobilisation, coordination and advocacy networks.

www.fmdv.net

UCLG
United Cities and Local Governments

Created in 2004, United Cities and Local Governments (UCLG) is the united voice and world advocate of local and regional self-government. Members of UCLG are present in 140 countries, and are organized into seven regional sections, a Forum of Regions, and a metropolitan section coordinated by METROPOLIS. UCLG's membership includes over 1,000 cities and regions, as well as 155 local government associations.

www.uclg.org

WORLD URBAN CAMPAIGN

The World Urban Campaign is a global partnership coordinated by UN-Habitat, designed to promote a positive vision of sustainable urbanization and to place the urban agenda at the highest level in development policies. It is meant to build alliances with all the sectors of society in a movement to provide a knowledge and action-oriented platform to address urban challenges. it is a platform for Habitat III, the United Nations Conference on Housing and Sustainable Urban Development to be held in 2016.

www.worldurbancampaign.org

Voice of
the Mayors
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