



**CARING CITIES**  
METROPOLIS ANNUAL MEETING  
JOHANNESBURG 2013

**Report from the  
2013 Metropolis Annual Meeting**  
*(16 – 19 July 2013)*

# Caring Cities



a world class African city

**metropolis** ●  
World Association of the Major Metropolises



**Enquiries:**

- **Hélène Jourdan:** Executive Coordinator of Johannesburg 2013, hjourdan@metropolis.org  
or
- **Jan Erasmus:** Johannesburg Coordinator of 2013 Metropolis Annual and Board of Directors Meeting, JanE@joburg.org.za

**Conference report compiled by Indlela Growth Strategies (August 2013)*****Report disclaimer and guidelines***

*This report reflects key issues and ideas emerging from the 2013 Metropolis Annual Meeting. It is intended to further the discussion on the concept of 'caring cities' through providing sufficient information for members of the Metropolis network and other partners to take the concept forward, integrating it into additional forum debates and interventions in relation to the urban development agenda.*

*When reviewing the report, please note the following:*

- *To gain a complete understanding of the nuanced debates surrounding each session, readers are advised to reflect on the full content together with the summary of issues arising.*
- *Notes included in the report largely reflect speaker inputs and the discussions captured during the course of the conference, with information drawn from verbatim inputs rather than from the full text of papers. As such, please note that formal referencing is also limited.*
- *For the sake of consistency, all details relating to speakers, facilitators and contributors at the Metropolis Annual Meeting exclude an indication of title. Information relating to the positions held by these individuals and the organisations they represent has however been included.*

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## 1. Introduction and context to the report

From the 16<sup>th</sup> to the 19<sup>th</sup> of July 2013, representatives from the world's major metropolitan areas participated in the 2013 Metropolis Annual Meeting, held under the theme of 'caring cities'. Mayors, officials, civic leaders, academics, practitioners, activists and community members from over 42 countries and 78 cities took part in discussions that addressed multiple aspects of what it means to be a caring city.

It was fitting that the first Metropolis Annual Meeting to take place on African soil focused on issues closely aligned with the age-old African philosophy or ethic of Ubuntu – a philosophy that defines our humanity as being inextricably linked with the humanity of others. In describing Ubuntu in an interview in 2006, Nelson Mandela explained: "In the old days..., a traveller through our country would stop at a village and he didn't have to ask for food or for water. Once he stops, the people give him food and attend him. That is one aspect of Ubuntu". Ubuntu teaches the principles of respect, dignity, and care. It emphasises our common humanity – and the need for all to live with and treat each other with compassion. In the context of a city, these principles – and the concept of a caring city – may be demonstrated through:

- Practices that seek to include, dignify and give ownership of the city to all who live there, regardless of their 'otherness' – with particular focus placed on the needs of the poor and the vulnerable
- Just, sustainable and caring responses to societal issues – founded on genuine engagement with and listening to all members of society in matters relating to, but not limited to, city planning, delivery, monitoring and maintenance
- Efforts to deliver services and support in a way that improves quality of life for all
- A focus on responsible resource use that takes into consideration current and future generations – and the importance of driving equitable outcomes across all parts of society
- An understanding that every action and choice has an impact on the community, city, nation and world within which we live
- An emphasis on partnerships and collaboration as a mechanism through which all sections of society can jointly tackle the social challenges and build on the opportunities presented by rapid urbanisation
- Urban development efforts that seek to balance socio-economic development with sound service delivery and stable city governance
- The actions, thoughts and words of responsible and responsive cities and citizens – with all sections of society bound together by a common focus on their humanity, and the individual contributions they are able to make in improving life for all

The concept of a caring city is also shaped by our current context. Cities and metropolitan regions across the globe increasingly face complex and at times competing pressures: significant levels of poverty and inequality; increasing urbanisation; urban sprawl; risks associated with climate change and the depletion of our natural resources; an erosion of the social contract between cities and citizens over issues such as service delivery; financial challenges and rising rates of unemployment.

At the same time, they benefit from the many opportunities presented by unprecedented connectivity, scientific progress, sophisticated developmental approaches to sustainability, and the opportunities for mutual learning afforded by migration, trade and increased global communication.

Within this context, cities need to deepen their responsiveness to people and places most affected by urban challenges. Urban governance has to adapt and grow, to ensure that cities offer opportunities for all residents and users – and that the concerns of communities are at the heart of decision-making relating to urban development. Risks and vulnerabilities need to be addressed effectively, particularly for the urban poor.

Metropolis, as an international network of over 120 of the world's cities and metropolitan regions, provides a platform for mutual sharing, learning, support and improvement. For four days, members of the network focused their collective efforts on the issues raised above – within the context of the call for 'caring cities'. The report that follows provides a record of the key themes, debates and insights emerging – together with points for further action by the network, and by the cities and metropolitan regions it aims to support.

## 2. Overview of the report

The content of the 2013 Metropolis Annual Meeting report is divided as follows:

- **Section One** provide input on the context to this report;
- **Section Two** (this section) presents an overview of the report layout, for ease of reference;
- **Section Three** details key debates, insights and agreed actions arising from formal discussions held across the course of the 2013 Metropolis Annual Meeting, with discussions taking place within the ambit of the following sessions:
  - The South African Cities Network (SACN) session
  - The Global Network for Safer Cities (GNSC) session: Action for safer cities
  - The Metropolis Women International Network session
  - A formal opening ceremony, and a political plenary on caring cities
  - Three Metropolis Initiative sessions – where these addressed the following:
    - 'Circles of Sustainability'
    - 'How can cities finance their projects?'
    - 'Towards sustainable funding for urban development in Africa: challenges, barriers and opportunities'
  - Housing policies in the global south: shifting from a delivery to an integrated approach (organised by Metropolis and UCLG)
  - Feedback session: Peer review of Joburg's BRT system
  - Six thematic sessions – with themes reflecting components of a caring city:
    - Thematic Session 1: Hungry citizens, cities and food resilience
    - Thematic Session 2: Smart/ agile cities in developing countries

- Thematic Session 3: The power of the informal economy
- Thematic Session 4: Resource resilience
- Thematic Session 5: Engaged citizens
- Thematic Session 6: Social cohesion in a caring city
- Global dialogue on innovative urban practices
- **Section Four** provides an overview of the various technical tours and events that took place as part of the 2013 Metropolis Annual Meeting. These included:
  - Technical tours:
    - Technical tour 1: Soweto
    - Technical tour 2: The inner city/ down town
    - Technical tour 3: Xtreme Park makeover– Participation and opening ceremony
  - Events:
    - The Executive Mayor’s ‘Welcome Dinner’
    - The Executive Mayor’s ‘Networking Function’: An evening out at the Joburg Theatre, with “Starlight Express”
    - Mandela Day activity: Giving 67 minutes of our time to change the world for the better
    - Metropolis President’s Dinner
- **Section Five** includes additional insights and observations in respect of the 2013 Annual Meeting and its theme of ‘caring cities’, as provided by various attendees. Finally, it presents closing comments and input on the path ahead, for the concept of ‘caring cities’ to be taken forward in the work of cities and metropolitan regions across the world.

### 3. Formal discussions: Key issues and points arising

#### 3.1. South African Cities Network session

Facilitator:	<b>Nellie Lester</b> , General Manager: Housing Development Agency, South Africa
Speakers:	<b>Mally Mokoena</b> , Member of the Mayoral Committee: City of Johannesburg (CoJ) <b>Sithole Mbanga</b> , Chief Executive Officer: SACN, South Africa <b>Kgosientso Ramokgopa</b> , Executive Mayor: City of Tshwane <b>Jean-Pierre Elong Mbassi</b> , Secretary General: United Cities and Local Governments Africa (UCLG Africa), Morocco <b>Tracey Webster</b> , CEO: Branson Centre of Entrepreneurship, South Africa <b>Sello Hatang</b> , CEO: Nelson Mandela Centre of Memory, South Africa <b>Andries Nel</b> , Deputy Minister: Cooperative Governance and Traditional Affairs, South Africa

#### *a. Overview of session*

Given the location of this session at the start of the 2013 Metropolis Annual Meeting proceedings, the SACN chose to coordinate a discussion focused specifically on unpacking the Metropolis 2013 theme of ‘caring cities’. The SACN framed the discussion through linking the conference theme with the African concept of Ubuntu – a concept that promotes cooperation between individuals, cultures and nations, while reflecting on the essence of what it means to be human. Speakers provided different perspectives on their interpretations of ‘Ubuntu’ and the associated characteristics of a ‘caring city’ – with these views located within the context of local and global challenges and opportunities associated with urbanised environments. Participant inputs were further guided by questions such as:

- How does your organisation interpret and understand Ubuntu in the city context?
- Who are the people in your society that you have identified as most in need in the light of Ubuntu?
- What do you do to ensure that the attitude of Ubuntu frames your action towards these, the most vulnerable in your society?
- What planning strategies are in place to ensure that the city is more inclusive and integrated, in creating a caring city?

#### *b. Speaker inputs*

**Mally Mokoena**, the CoJ’s Member of the Mayoral Committee (MMC) for Corporate and Shared Services, presented a local government perspective on the concepts of Ubuntu and the ‘caring city’. In opening, she reflected on how all Metropolis participants were bound by a common desire to “improve and humanise our cities”. The theme of ‘caring cities’ was viewed as particularly pertinent to South Africa’s cities, where significant work is still needed to address the legacy of apartheid that

many experience on a daily basis, as reflected in challenges such as spatial inequities, hunger, poverty and a poor quality of life. It was argued that this reality necessitates the adoption of a caring, developmental approach to service delivery. While the City has chosen to pursue a set of objectives that align with this approach and the notion of a caring city, the question was raised: “can the philosophy of Ubuntu influence the manner in which we go about achieving these objectives?”

Definitions of Ubuntu provided reflected a range of principles, such as building a sense of belonging, living humanely with others, and grounding actions in civic participation. In supporting these principles, it was noted that the CoJ sees its long-term strategy as a form of social contract, with current implementation plans focused on ‘stitching up’ the City, overcoming past divides and allowing all to access opportunities. In line with the principles of Ubuntu, emphasis is being placed on partnering with residents to transform the City.

Participants were invited to explore the concept of Ubuntu further during the course of the proceedings, and to reflect on Nelson Mandela’s sentiments in the context of the caring city: “You have a limited time to stay on earth. You must try and use that period for the purpose of transforming your country into what you desire it to be.”

*“One of the sayings in our country is Ubuntu – the essence of being human. Ubuntu speaks particularly about the fact that you can't exist as a human being in isolation. It speaks about our interconnectedness. You can't be human all by yourself, and when you have this quality – Ubuntu – you are known for your generosity. We think of ourselves far too frequently as just individuals, separated from one another, whereas you are connected and what you do affects the whole World. When you do well, it spreads out; it is for the whole of humanity.” - Bishop Emeritus Desmond Tutu, 2008, as quoted by MMC Mokoena*

**Sithole Mbanga**, Chief Executive Officer of the SACN, presented a SACN paper by Zack, Hamilton, Cachucho and Suttner<sup>1</sup> that framed the concept of ‘caring cities’ within the context of South Africa’s metropolises. It was argued that the concept:

- Aligns closely with the ideal of Ubuntu – an ideal that reflects a focus on sharing, cooperation and being in a state of harmony with all, through one’s humanity
- Ties in with the notion of ‘fair cities’, in which all are able to access opportunities and basic services – with the ‘fair city’ concept acknowledged as describing a desired state rather than a true reflection of most urban realities
- Describes cities in which conscious effort is placed on:
  - Fostering positive relationships – driven by the principles of inclusivity, equity and support
  - Protecting and sustaining the environment and its resources
  - Offering every resident a high quality of life
  - Providing all with the opportunity to participate fully in civic decision-making

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<sup>1</sup> See <http://www.sacities.net/what-we-do/programmes-areas/caring-cities/caring-cities-report-2013>

While many cities may not offer the above, it was noted that efforts are being made by a wide range of stakeholders – from private sector institutions, to Non-Governmental Organisations (NGOs) and government bodies, to community organisations and individuals – to establish more caring cities. The level of collaboration between parties is critical in ensuring impact.

With a reduction of equality recognised as a more effective way through which to counter poverty than efforts that target economic growth, caring matters. Caring cities need to target care at different levels: at the level of individual development and growth, at the level of care for others – in this way demonstrating hospitality, and through care for ‘place’. It was noted that the following tools are being put into action to achieve this objective – with these representing a valuable foundation for the establishment of cities in which all are able to reach their potential and prosper, together:

- **Urban planning:** With the principles of equity and sustainability demanding integrated urban development to promote quality of life for all, and to redress social and physical divides of the past
- **Infrastructure development:** With emphasis placed on both efficiency and sustainability of infrastructure choices adopted in respect of all spheres of life (e.g. transportation arrangements; recreation facilities; human settlements)
- **Social support:** With mechanisms varying from social grants and subsidies to public infrastructure, education provisions and healthcare support
- **Job creation:** Supported by the establishment of an environment that encourages productivity, entrepreneurship and proactive economic participation
- **Promotion of participation:** In a way that places community concerns at the centre of decision-making, through means of participatory governance mechanisms, open communication and joint problem solving

**Kgosientso Ramokgopa**, Executive Mayor of the City of Tshwane, noted that in contrast with Western individualism, Ubuntu does not separate the individual from the collective – with this reflected in the statement: “I am because we are”. The development of society as a whole hinges on the development of each member of society. If the concept of a ‘caring city’ is tied in with Ubuntu, this implies:

- A focus on unleashing the talents of all within the city – with this being the collective and individual responsibility of all members of society
- The establishment of dignity for everyone, regardless of race, gender, age, language, country of origin, or any other differentiating factor
- Planning for and growing cities that are liveable, resilient and inclusive – where citizens participate in creating, and jointly benefit from, a sustainable high quality of life
- A city in which care is reflected through the application of an integrated approach to social, environmental and economic development, and in the resulting services, facilities, opportunities and governance conditions

It was noted that Ubuntu is not an act of charity, but is instead about the interconnectedness of all human beings – with it therefore being imperative that all members of society are able to participate fully and responsibly in growing the city. Ubuntu is seen as critical in the processes associated with the establishment of a city’s development plans, together with the implementation of identified goals. Executive Mayor Ramokgopa closed by arguing that a caring city creates the conditions for all to act as joint participants in and custodians of a common city, instead of simply serving as passive recipients.

**Jean-Pierre Elong Mbassi**, UCLGA’s Secretary General, provided a continental perspective on the concepts of Ubuntu and ‘caring cities’. He reflected on how city governments frequently discuss their approach to implementing concepts such as Ubuntu in the management of their cities – with this however not necessarily reflecting what is put into practice. He made a call for all present to shift from discussion of a virtual concept, to real implementation. More specifically, he called on leaders to:

- Acknowledge the African context, where urbanisation has taken place over a period of decades rather than centuries (in contrast with the experience of many developed nations). This requires a shift in culture and the very way in which communities live together. For example, new urbanites may struggle to understand why they should pay for water, when this may have been a freely accessible resource in a rural environment.
- Understand that, in the light of the above, the roll out of Ubuntu and establishment of the conditions for a caring city may mean different things in different contexts. The experience on the ground is seen as dependent on a myriad of factors, such as local challenges, state and society capacity, resources and culture. Leaders and citizens within rapidly urbanising spaces need to manage and navigate these issues in a way that allows for the growth of a caring city.
- Recognise that the manner in which the concept of Ubuntu is applied within one state has a direct implication for other states, given the globalised nature of the world and the fierce competition that exists for talent, financial investment and growth. It was noted that bodies such as the SACN have a critical role to play in sharing knowledge on current practices – thereby allowing city governments to make informed and responsible decisions.
- View the concept of Ubuntu as reflecting a political struggle for humanity, democracy and human rights – with this struggle strengthened through social networks, and via associations such as the BRICS (Brazil, Russia, India, China, South Africa) grouping, of which South Africa is part. Considered as a political struggle, Ubuntu is about rejecting the inequalities that exist in all societies – while promoting the rights and dignity of all. This requires an acknowledgement that in most societies, many – and particularly the poor – are left on the periphery in terms of planning and service delivery. With this in mind, leaders were called on to consider the poor as an asset, and as integral shapers of the city’s vision.
- Undertake planning with an adequate focus on:
  - Accurate data relating to the status quo and its relationship to the envisaged future
  - Ensuring that outputs reflected in plans can be maintained in the long-term
  - The human side of planning and vision-making – taking into account the dreams, experiences and needs of residents (e.g. planning for ‘mobility’ instead of focusing

solely on 'transport', in acknowledgement of the various approaches used by people in moving from part of the city to another)

- The requirements for sustainability and dignity – with this, ultimately, implying that emphasis should be placed on locating economic development issues at the centre of Ubuntu, for residents to partake in opportunities, and in this way establish a sense of self-sufficiency and pride

**Tracey Webster** from the Branson Centre of Entrepreneurship provided input on the Centre's efforts in supporting South Africa entrepreneurs in growing sustainable businesses. Business was reflected as positive when undertaken as a "force for good" – with care reflected on as being about holding "people, profit and the planet in balance". It was also noted that:

- Many entrepreneurs focus on growing their businesses while simultaneously trying to do something positive for others (e.g. creating jobs; providing services or products that help different parts of society; supporting local communities through mentorship work)
- Successful corporates, business leaders and entrepreneurs frequently demonstrate their own 'humanness' through offering volunteer support, networks and partnerships to budding entrepreneurs, "holding out their hands to lift the next person up"

The above were provided as examples of Ubuntu in operation within the world of work. It was noted that individuals in societies such as South Africa have an opportunity to make a meaningful contribution to society – with each effort, regardless of size, making a difference. Partnerships were noted as a critical ingredient in growing the scale of impact.

**Sello Hatang**, CEO of the Nelson Mandela Centre of Memory, reflected on Nelson Mandela's views relating to 'caring' and Ubuntu – with caring seen as implicit in the concept of freedom. He noted that caring may be shown in many ways (e.g. in respecting every human being, regardless of their 'otherness'; in reaching out and helping others, even if only in a small way; in building our communities; and in treating everyone as equal).

Nelson Mandela's many references to the importance of building a caring society were highlighted – with the call made for people from every segment of society to contribute with "the unqualified respect for human rights". The concept of care was depicted in a very personal form through one of the closing statements – once again in Nelson Mandela's words: "Take it upon yourself where you live to make people around you joyful and full of hope".

"The spirit of Ubuntu – that profound African sense that we are human only through the humanity of other human beings – is not a parochial phenomenon, but has added globally to our common search for a better world" – Nelson Mandela

**Andries Nel**, South Africa's Deputy Minister of Cooperative Governance and Traditional Affairs, provided input on the challenges faced by many South African cities – and by those elected to govern them. These include, amongst others: managing integrated urban development in the context of rapid urbanisation; reshaping persistent apartheid spatial patterns; ensuring timeous delivery of goods and services; and addressing persistent inequality, poverty and unemployment. He noted that in a context that necessitated a focus on 'hard' deliverables, a range of softer and less

visible issues were often neglected – with many of these aligned with the concept of a caring city. In exploring this concept further, it was suggested that such a city would be one that is hospitable, inclusive and supportive – with plans and policies and the implementation thereof centred on the promotion of these conditions.

The key elements of South Africa’s 1998 White Paper on Local Government were highlighted as reflecting the “commandments of a caring city” – with this being seen as a city that:

- Targets the transformation and betterment of society and the lives of all within it
- Provides the conditions necessary for sustainable economic development
- Is “deliberately inclusive, especially of poor and vulnerable communities”
- Is liveable and safe – i.e. a city in which no one needs to suffer from insecurity or fear

It was argued that caring cities would only be built through collaborative approaches that involve all sections of society, including all three spheres of government. This would require the application of skills in shared planning and coordination – with planning around softer issues such as fostering and incentivising inclusivity, social protection, personal safety and care requiring as much focus as tangible deliverables such as infrastructure. In line with Ubuntu’s emphasis on inclusivity, respect and the importance of relationships, it was noted that government would only remain relevant if it retained a focus on promoting “inclusion, equality and equity in all sectors”.

Finally, the important role to be played by networks such as Metropolis was highlighted, with the opportunities presented for peers to learn and exchange ideas relating to critical themes such as urbanisation. The value of the theme adopted for the 2013 Metropolis Annual Meeting was acknowledged – with the concept of ‘caring cities’ seen as directly aligned to the principle of Ubuntu, and South Africa’s vision for developmental local government.

**Plenary discussions** raised a number of additional debates and views, including:

- Concern that, despite the emphasis placed on community participation and the need for citizen involvement in transforming society and building a caring city, members of the community sometimes struggle to access opportunities through which to play a part. It was also noted that despite public participation processes being legislated within South Africa, not all members of the public know how to access these platforms. In response:
  - Examples were cited of development efforts within cities where scale was only possible as a result of partnerships, and the attendant access to expertise, different perspectives, funds, improved monitoring, evaluation and reporting, and increased capacity.
  - The above was presented as a rationale for why cities needed to prioritise the involvement of a wide spectrum of stakeholders in planning and delivery efforts – while focusing on novel ways through which to facilitate a broader level of participation.
  - Emphasis was placed on the importance of clear role-definition in partnership arrangements – with decisions relating to roles and responsibilities to be based on an understanding of where each stakeholder’s talent lies.

- The challenges faced by the poor and vulnerable within cities, in terms of being heard, and in terms of being part of city solutions – particularly given that many cities do not consider the poor to be an asset. In this regard:
  - Jean-Pierre Elong Mbassi emphasised the need for each person to be seen as an asset rather than a problem, with mechanisms to be found through which to integrate everyone into the planning and management of the city.
  - It was argued that, through bringing in different perspectives, cities would begin to be shaped differently – shifting away from their original forms as engineer-designed cities, centred around highways and streets. Instead, they would reflect the mindset and perspectives of the citizen – with planning decisions taking into account the way people live and work, together with their aspirations.
- The question of how to create greater community ownership of infrastructure – with respondents advising that:
  - Whenever people participate in choices of infrastructure and the manner in which these choices will be rolled out, there tends to be greater buy-in to maintenance of the same infrastructure.
  - In recognition of the above, Brazil adopted participatory budgeting. Within the Brazilian context, it was noted that communities take responsibility for decisions relating to who will implement infrastructure project, and understand that they will play a part in infrastructure maintenance. In support of the above, cities are divided into sub-units that are a suitably manageable size to support community interventions. These community level efforts are linked with the efforts of big private operators, to create integrated levels of intervention.
- The importance of inter-governmental cooperation and collaboration in growing a caring society and in delivering optimal solutions – with structures and frameworks for cooperation acknowledged as representing only one part of the solution.

***c. Summary of key issues arising***

**Nellie Lester**, in her role as facilitator, summarised the range of inputs provided by speakers – reflecting on:

- The varied views presented in respect of Ubuntu and the concept of a ‘caring city’, with the growth of a caring and involved citizenry, a focus on behaving in a humane and respectful way in relation to every person, and the importance of partnerships noted as some of the common themes
- The holistic nature of care – with sustainable care needing to be reflected in the environment, people and places
- The value of understanding the work being undertaken in South Africa’s metropolitan cities in terms of building caring cities – with efforts relating to five core tools: urban planning; infrastructure development; social support; job creation; and the promotion of participation

- The critical role of forward-planning as a mechanism through which to establish caring cities – and the importance of basing planning on both sound information and active citizen participation and input
- The role all members of society can play in growing a caring city – with social entrepreneurs highlighted as representing one such group who, through supporting others via networks, partnerships and knowledge exchange, can contribute to economic growth and improved equity
- Nelson Mandela’s legacy – and how it reminds every individual to reflect on the way in which they contribute and make a difference in growing a more caring world – with every small action acknowledged as holding impact
- The need for a decisive response to urbanisation – with horizontal (cross-sector) and vertical (e.g. cross-sphere) cooperation essential to address the challenges of urbanisation in an integrated and sustainable way

In concluding, it is also worth noting other nuanced and varied observations:

- The view that growth of a ‘caring city’ may mean different things for different people in different places – with decisions on how to implement the concept to be made responsibly, given the global nature of our world and the impact that such decisions may have for others.
- The acknowledgment that care may be demonstrated in various forms, with this also dependent on the particular stakeholder perspective (e.g. businesses may show they care through volunteering to support others).
- The perspective that economic development should be placed at the centre of Ubuntu, given its role in driving self-sufficiency. This view is in contrast with some of the others presented during the session, but leads to a critical question that should be addressed, regardless: how should city governments change the way in which they support governance and deliver goods and services, to drive alignment with the concepts of Ubuntu and the ‘caring city’?
- The view that cities should reflect Ubuntu, given that they represent the outcome of people coming together in a way that is mutually interdependent. Dignity, respect and care for one another need to be however present, for Ubuntu to be felt. This may be reflected in small or big ways: pavements that acknowledge the space needed by pedestrians; programmes that support literacy and the doors it opens; a desire to create equity (acknowledging that ‘you cannot have plenty if your neighbour has none’).
- The importance of providing local government with the space and autonomy to reflect ‘caring’ and Ubuntu in a unique way at a local level. While the South African system was complimented for its approach of legislatively confirming a distinct role for local government, it was noted that further work may be needed to build on this opportunity – particularly in the areas of participatory planning and the delivery on Ubuntu.

### 3.2. Global Network for Safer Cities session (UN Habitat/ Metropolis): Action for safer cities

Moderator: **Doudou Mbye**, Senior Human Settlements Officer: UN Habitat

(Part 1)

Speakers: **Mpho Parks Tau**, Executive Mayor: CoJ  
**Tom Cochran**, CEO and Executive Director: US Conference of Mayors  
**Alain Le Saux**, Secretary General: Metropolis  
**Aisa Kirabo Kacyra**, Deputy Executive Director: UN Habitat

(Part 2)

Speakers: **Juan David Valderrama**, Executive Director: Agency for Cooperation and Investment (ACI), Medellin  
**Franklin Dias Coelho**, Special Secretary for Science and Technology, Rio de Janeiro  
**Peter Gosch**, Consultant for Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)  
**Michael Krause**, Coordinator: Violence Prevention through Urban Upgrading, Cape Town  
**Martin Xaba**, Head of Safer Cities Unit: eThekweni Municipality, Durban  
**Nazira Cachalia**, Programme Manager: City Safety Programme, CoJ  
**Juma Assiago**, Human Settlements Officer: Safer Cities Programme, UN Habitat  
**Anesh Sukhai**, Senior Scientist: MRC-UNISA Safety and Peace Promotion Research Unit, Cape Town  
**Eugene Zapata Garesché**, Senior International Advisor to the Mayor: Mexico City; Regional Director for Latin America: Global Fund for Cities Development (FMDV), Mexico  
**Marina Klemensiewicz**, Secretariat for Habitat and Inclusion, Buenos Aires  
**Michael Müller**, Mayor of Berlin: City of Berlin, Germany  
**James Nxumalo**, Executive Mayor: eThekweni Municipality, Durban  
**Gal.la Cortadellas i Bertran**, Head of Cabinet of Councillor Francina Vila, Barcelona City Council  
**Carlos de Freitas**, Programme Coordinator: FMDV

#### **a. Overview of session:**

This session focused on what is meant by the concept of ‘safer cities’, with attention then placed on the practices of and lessons arising from cities that have implemented safer cities principles in African and Latin American countries. The session was divided into two parts, with:

- The first session providing a general overview on what is meant by ‘safer cities’ and some of the key contributing factors, initiatives and focus areas required
- The second session focussing on:
  - Practical examples of the safer city initiatives and experiences of cities in Columbia, Rio, South Africa and Mexico

- Discussions on the Urban Safety Monitor (USM) and the role that it can play in creating safer cities

**Doudou Mbye** moderated the session. In initiating the discussion, he noted that the discussion on safer cities was gaining traction throughout the world. Emphasis was placed on the need for cities to work together to establish liveable environments, to reduce criminality and to create more socially inclusive urban areas. Enforcement and prevention initiatives were also acknowledged as key to the creation of safer cities, although a parallel focus was placed on the importance of cities investing in the youth, and building on the existing strengths of neighbourhoods and communities.

#### ***b. Speaker inputs***

##### **Part 1: Safer cities - general inputs**

**Tom Cochran** opened the discussed by providing an overview of his experience of driving the safer city principle in the United States. Even in the context of relative urban stability that exists within many American cities, violence against women persists – and continues to receive extensive focus. It was noted that cities in the United States, however, benefit from the fact that the local police function falls under the control of city governments. This is in contrast with many other cities across the world, where this accountability lies at a national level. With this arrangement, city governments are able to take decisions in respect of crime prevention management and the management of crime fighting resources such as local police units, to ensure a rapid response and greater agility in combatting safety concerns.

**Alain Le Saux**, in his role as Secretary General of Metropolis, encouraged delegates to use the network of cities accessible via Metropolis to think and strategize about mechanisms, tools and systems that can lead to better prevention and security, whilst at the same time finding initiatives that benefit the economy. The issue of gender violence and the difficulties that women experience on a daily basis was also raised as an area that needed to be elevated as a core focus for local government. Lastly, cities were advised to think of safety and security issues that extended beyond the domain of violence, crime and abuse – with emphasis to also be placed on proactive measures through which to manage potential risks and disasters such as floods and landslides.

**Mpho Parks Tau**, Executive Mayor of the CoJ, reflected on the importance attributed to issues of safety within the City's long-term plan, the Joburg 2040 Growth and Development Strategy (GDS). He noted that the GDS "recognises the need for a multi-disciplinary, multi-sectoral approach that not only focuses on dealing with crime and maintaining order but also approaches public safety as a developmental goal to achieve, improve and sustain a higher quality of life". The emphasis placed within a 'safer cities' approach on partnerships amongst stakeholders, both within and external to government, was also highlighted, with this acknowledged as one of the key mechanisms through which sustainable outcomes may be established. The City has also taken on board the need for greater levels of citizen participation in safety issues, recognising the impact of participation in creating safer communities.

The safer cities approach was also complemented for its role in encouraging city governments to view the concept of safety through a different lens – with safety understood in its broadest sense,

with appropriate focus placed on both subjective and objective elements. Adopting this approach, the City has chosen to focus on matters relating to the physical environment, perceptions and experiences of safety, social processes, and the fear of crime and/ or victimisation. In a similar vein, Executive Mayor Tau noted that issues of community safety within the city are seen as extending beyond the narrow confines of the domain of 'crime', with safety strategies also needing to address matters relating to traffic safety, environmental hazards, fire, burns and drowning, various forms of deprivation, family systems and community networks. Emphasis is also given to the promotion of safety for vulnerable residents, including women, children, people with disabilities, and those living in informal settlements.

**Aisa Kirabo Kacyira** shared a global perspective on safety, given her role with UN Habitat. She framed issues of safety within the world-wide reality of rapid urbanization – a reality that is contributing to significant economic, social, cultural, technological and communications shifts within towns and cities. These shifts have been accompanied by rising insecurity. It was noted that statistics reflect a reality where 60% to 70% of all urban residents in developing countries have been victims of crime over a five-year period. The urban poor are the most vulnerable to crime and violence. With women making up the majority of the urban poor, this sub-group is particularly vulnerable.

Further elaboration was provided in terms of issues of safety in relation to gender, with it noted that across the world, in both developing and developed countries, women and girls experience various forms of gender-based violence in both private and public life. On city streets, public spaces, public transportation, and in their own neighbourhoods, women and girls are subjected to various types of violence and abuse, ranging from physical and verbal abuse, to sexual harassment, assault and rape. Such daily occurrences limit the rights and freedoms of women, as equal citizens, to enjoy their neighbourhoods and cities, and to exercise their rights to mobility, education, work, recreation, collective organization and participation in social, economic and political life. It was also argued that, despite the fact that violence against women in the private domain is widely recognized as a human rights violation, sexual violence and harassment of women in public spaces remains largely unaddressed, with few laws or policies in place to address it. This needs to become a priority on every policy agenda.

Building on the above, the following actions were identified as critical in shifting women's experiences in terms of safety issues:

- Growing the levels of participation by women in the urban planning, management and governance of cities and towns
- Improving policies and programmes targeting victims of disasters and conflicts, taking into account how gender affects women and men differently in crisis
- Mainstreaming gender issues in the design and implementation of urban planning programmes, so as to bring wide social and economic benefits to women and their communities
- Ensuring effective government reform around land and property to provide pro-poor, gender-responsive policies and programmes that embed the right of women to land and property – preventing this from being undermined by social norms and traditional practices that discriminate on the basis of gender

- Providing continued support to local authorities who are working with community groups, including women's networks, to improve safety and security through greater gender-sensitivity in urban planning and design

## **Part 2: Case study perspectives on 'safer cities'**

The second part of the discussion focused on case studies – with examples of projects from Columbia, South Africa, Mexico, Rio, Germany and Buenos Aires show-casing some of the initiatives undertaken by cities in their efforts to make a difference.

**Juan David Valderrama** shared the challenges experienced in Medellin, Columbia, with narcotics and corruption. The city's approach in addressing the realities faced involved an emphasis on empowering citizens, and sharing the message of safety being an important issue for everyone. Some of the strategies adopted included:

- The creation of public spaces that were complemented with educational programmes
- Use of technology – e.g. an increase in the installation of cameras
- Establishment of an anti-narcotic trafficking force
- Social programme initiatives that focused on emphasizing the benefits and importance of citizens co-existing with each other
- The roll out of ongoing communication efforts with the public about perceptions of safety

**Franklin Coelho** provided inputs on Rio's efforts in promoting a safer city. He described a city which, just three years prior to the programme, was riddled with violence and territorial fighting. Through government efforts, Rio has been transformed into a more peaceful city. It was noted that the initiatives embarked on in Rio do not only address safety issues, but also tackle socio-economic issues which, when addressed, further support the safety agenda. Some of the initiatives highlighted as key in aiding Rio's positive transformation include activities targeting the reform and re-opening of parks, the construction and use of cable cars as transport mechanism and the establishment of digital community spaces known as 'Knowledge Squares'. The latter structures are being used to facilitate the education of community members in respect of digital issues, while also supporting Rio's transformation into smart city.

**Nazira Cachalia** presented on the approach adopted by the CoJ in its efforts to build a safer city. Her analysis concluded that, for a comprehensive approach to safety to be successfully implemented, a necessary condition is the establishment of an institutional design that supports collaboration across all spheres of government. Without this, any efforts would be hampered by a silo approach, which would, in turn, result in greater complexity and a duplication of efforts. Other key considerations noted included:

- The question of where safety programmes should reside within government structures, so as to support and promote entities working vertically across government
- The issue of how adequately programmes are resourced, to allow for full implementation

- The development of cross-cutting indicators and budgets to support collaboration across all three spheres of government

**Michael Krause**, coordinator of the ‘Violence Prevention through Urban Upgrade’ programme, added his insights, as derived from the implementation of this programme within the Cape Town context. It was noted that efforts at promoting safety have been strongly linked to knowledge management and data driven activities, with the latter focused on the collection of information relating to specific areas – enabling the identification of place-specific concerns, and appropriate redress through the development of targeted policies. A further point highlighted related to the importance of implementing multi-sectoral interventions, given that these allow both the public and private sector to play a key role in promoting safety.

**Martin Xaba** from eThekweni Municipality explained that if safety programmes are to be effective in delivering results in the long term, they needed to be comprehensive and holistic. In support of this, the city’s safety strategy was noted as including five elements:

- Effective policing and crime prevention
- Targeted social crime prevention – where this looks specifically at issues affecting women and youth
- Crime prevention, through ensuring optimal environmental design (e.g. via the provision of sufficient lighting in public places)
- The use and application of research – particularly in the area of social crime prevention (e.g. in establishing an understanding of the causes of violence, where crime is taking place, and why)
- Engaging communities through the establishment of ward-based safety communities

**Peter Gosch’s** inputs stressed the importance of cities applying a holistic combination of spatial, economic, social and urban interventions within each city space, to ensure a continued positive impact on safety in the long term.

**Michael Müller**, Mayor of Berlin, presented on city’s experiences in rolling out a ‘safer city’ approach. Stress was placed on the following in tackling issues of safety: the importance of participation; neighbourhood-level engagement and ownership; and the creation of urban space.

In detailing the approach followed, it was noted that Berlin has always placed a strong emphasis on making decisions with, instead of for, people. Through this, citizens are able to identify with their neighbourhoods and take greater interest in how they develop. While getting citizens together at a neighbourhood level requires great coordination, this step is seen as critical in establishing a “city for all”. In terms of the creation of urban spaces, the underlying principle adopted is one that stipulates that if people have joint responsibility in planning and security, they then have a sense of ownership, which in turn encourages desirable behaviour on the part of all.

Examples of initiatives that mobilized the community to become more involved in safety issues were provided, with these including:

- Alexander Platz: This city square, now a main transport interchange and tourist and shopping attraction, was transformed from its 2009 status as an area riddled with crime into its current

form, through the efforts of a local working group. This group, constituted of city administrators, stakeholders and citizens, recommended decisive and practical actions to address matters like vandalism, litter, hygiene, safety and security. As a result of these initiatives, Alexanderplatz has seen a drop in crime figures.

- **Nauener Platz:** This project transformed a derelict, crime-ridden 5000 m<sup>2</sup> park into a recreation area for people of all ages. Ideas relating to the design and use of the space were developed through the involvement of all sections of the neighbourhood. Many new technologies and approaches were used to create safe, well-designed exercise and leisure facilities that would hold appeal for all members of the community – regardless of age. Through transforming this space, crime problems have been eradicated.

The examples outlined above represent successful initiatives that share two common traits. Both involved citizens in the development of plans and solutions, with citizens then taking ownership to ensure plans were implemented. In this way, long-term sustainability has been guaranteed. Secondly, both initiatives demonstrated the application of very practical, localised solutions. These present valuable lessons for other safer city initiatives.

**Marina Klemensiewicz's** message to delegates, as established through experiences gained in implementing safer city projects in Buenos Aires, related again to the need for community involvement in efforts to improve safety. Specific efforts that have made a difference in improving the safety of the city include:

- Efforts that have placed an emphasis on managing public spaces through the involvement of communities – where, as per the example reflected on in terms of Berlin, community members partake in proposing changes they view as necessary. Frequently, members of the community have also taken the initiative to carry out the work, in this way growing their sense of ownership in the community and its transformation into a place of greater safety.
- Attention being given to the empowerment of women and youth, through involving them in activities and initiatives (e.g. including women in the roll out of special workshops targeting issues of violence and gender-based challenges; involving the youth in sporting activities, as a mechanisms through which to provide an alternative to crime).
- Strengthening community networks through bringing communities together and giving them the opportunity to engage with each other. These efforts have been seen as particularly important, given the substantial number of immigrants who inhabits the slums in Buenos Aires. Through these opportunities for engagement, community members have established a greater appreciation of each other's cultures, in turn building relationships of trust and respect. This has resulted in a reduction of conflict in the area.

**Eugene Zapata Garesché** spoke about Mexico City's approach to countering crime. While Mexico City adopted the United Nations Guidelines for the Prevention of Crime, there was a need to develop an implementation programme aligned to Mexico's unique context. As a result of the prolific ownership of guns and gun-related violence, Mexico City introduced a programme called 'For your Family, Voluntary Disarmament'. The programme targeted areas with the highest levels of crime, and relied extensively on community participation, with particular focus placed on the participation of women, given that they were seen, in most instances, to be the primary decision makers in the

family. It was noted that the introduction of the programme has seen a significant decrease in the number of weapons on the streets of Mexico City. The programme hinged on an understanding that safety in cities is not just about police enforcement, with prevention and a focus on community involvement and cohesion acknowledged as mechanisms through which to ensure sustainable urban security in the long run. Finally, the importance of seeing safety as not only being an issue of addressing violence and crime but also being an issue of perception was highlighted, with those areas in which people feel safer (e.g. as a result of efforts such as public lighting) becoming safer, as residents change their behaviour and occupy spaces more fully. Further detail on the approach adopted within the context of Mexico City is included below.

### **Case study: Towards a culture of peace<sup>2</sup>**

#### **The problem:**

Significant levels of crime, violence, injuries and death within Mexico City, accentuated by the presence of high volumes of legal and illegal firearms.

#### **The solution:**

Mexico City launched the 'For you Family, Voluntary Disarmament' programme in December 2012 – a programme focused on preventing crime and tackling urban violence caused by the use of firearms in the city. Prior to implementation, focus was placed on identifying those areas in which weapons were most highly concentrated. A door-to-door public awareness campaign was also implemented, to heighten awareness about the hazards of firearms and ammunition and the benefits that could be attained through the proposed exchange programme. Through public awareness campaigns, members of the population were invited to hand over weapons owned by friends, relatives and acquaintances. Women, including mothers and heads of households, played a key role in encouraging and persuading those within their communities and families to participate. Citizens are encouraged to hand in weapons in return for a variety of goods or services – economic assistance, domestic appliances, etc. Also contemplated is the provision of educational toys in return for toy weapons. Exchanges are voluntary, with anonymity of those handing over weapons guaranteed. Exchanges take place in a church atrium, given that this seen as 'neutral territory' – thereby assisting in increasing trust. The strength of the programme lies in the close cooperation established between government and society, and the continued involvement of different participants, including the state, the general public, the private sector, and the Catholic Church. Efforts have been augmented through cultural activities and the support of the media.

#### **The outcome:**

As a result of the programme, over 6231 weapons were removed from the streets of Mexico City within the first six months of implementation. This stands in sharp contrast to the 5433 weapons gathered over four years, from 2008 to 2011.

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<sup>2</sup> Ciudad de Mexico (2013). Best Practice. For your Family, Voluntary Disarmament: Mexico City Committed to a Culture of Peace. Available at: [http://www.uclg.org/sites/default/files/Desarme%20ENGLISH%201\\_.pdf](http://www.uclg.org/sites/default/files/Desarme%20ENGLISH%201_.pdf)

**Juma Assiago, Human Settlements Officer** from UN Habitat's Safer Cities Programme, expressed the view that cities have a role to play in securing the urban advantage for all of their citizens, by adopting a multi-level approach to crime and violence. To prevent crime and violence, it was argued that actions and activities need to encompass three pillars of crime prevention:

- Law enforcement and criminal justice system reform, through:
  - Targeted visible police patrols
  - Conflict resolution
  - Neighbourhood watch
  - By-law enforcement
  - Improved relationships and accessibility
- Social prevention, through growing activities that include:
  - Youth empowerment
  - Victim support
  - Recreational facilities to occupy youth
- Urban design restructuring, where this should involve:
  - Supporting street layout
  - Designing streets, buildings, parks and other public spaces in a manner that reduces opportunities for crime
  - Improving street lighting
  - Reorganizing markets or terminals

It was argued that cities also need tools that are able to provide support in crime prevention and detection. In this regard, focus was placed on the USM, a tool created by the Global Network for Safer Cities (GNSC) and UN Habitat. The USM measures the implementation of city-wide crime prevention and urban safety strategies. It was noted that the aim of the USM is to enhance the effectiveness of city safety interventions – both in terms of process and content – through also providing cities with a set of guidelines and a toolkit on safer cities. Content included in the tool is based on a 16-year period of pilot approaches being implemented in over 77 municipalities.

**Anesh Sukhai** provided input on the Public Safety Measure (PSM) that is being developed for the CoJ. It was noted that the PSM was developed to:

- Inform the design of context-specific and data-driven interventions
- Allow for the evaluation of processes and outcomes related to prevention actions and safety promotion initiatives associated with the Joburg City Safety Strategy
- Facilitate benchmarking of safety outcomes

**Gal.ia Cortadellas i Bertran** spoke about safe cities in the context of gender issues linked to public spaces within Barcelona. She argued that men and women experience safety, and the sense of feeling safe, differently. Given this, it was noted as critical that gender-specific issues are taken into

account in the urban planning process, with women needing to be involved, so that they can highlight and play a part in dealing with the objective and subjective issues associated with place-related safety.

**Carlos de Freitas** from the FMDV shared information with delegates about the Safer Cities Trust Fund, an international trust fund that aims to provide direct support to local authorities, given that it is this level of government that is best positioned to create, guarantee and promote safe conditions for citizens. In reflecting on progress to date in establishing the Trust Fund, the most significant challenge identified related to fund-raising. Given this, focus would need to be given to positioning the Safer Cities Trust Fund in a way that captures the interest of potential donors. With the establishment of the Safer Cities Trust Fund, cities would be able to access support. Governing principles and rules, including prioritisation criteria relating to the distribution of support, were also identified as details requiring finalisation.

### ***c. Summary of key issues arising***

The input provided during the session confirmed that many societies experience multiple challenges that impact on the sense of safety: violence, a prevalence of guns, gangs and drugs, the ongoing abuse of women, increasing levels of urbanisation that often results in disenfranchised, poor and vulnerable inhabitants living on the periphery of the city – exposed to additional forms of deprivation. In parallel, environmental challenges associated with climate change, unsustainable resource use and natural disasters shift perceptions of safety. A discussion on the concept of a safer city cannot therefore be confined to issues of law enforcement and policing. A caring city needs to adopt cross-cutting solutions that combine interventions in a holistic way, impacting all within the city positively – with due focus on the vulnerable and marginalised.

The case studies presented, together with subsequent discussions, provide an indication that in order to create a safer city, focus needs to be given to:

- Understanding and addressing safety in its broadest sense – with emphasis placed on both the objective and subjective experience of safety within the city
- The use of technology to complement policy initiatives – with particular emphasis placed on technology that allows for community involvement, and that enables place-specific decisions to be made on the foundation of accurate data
- Changing the way urban design is seen – ensuring that future initiatives address issues of safety, poverty, and the creation of greater social cohesion and inclusivity for greater sustainability – e.g. through place-making programmes
- The establishment of partnerships between cities and communities, where these should provide a space for open dialogue and the platform for greater community involvement in the implementation of projects – thereby growing community ownership, while fostering mutual responsibility
- Taking advantage of opportunities through which cities can learn from each other, with insights and methodology being adapted to best suit the unique conditions present within each city

- Amplifying the role that women play in securing safer cities, given the reality that in many instances, they are key decision makers within the family context, while they also bring with a unique perspective of safety based on gender-linked experiences
- Ensuring that safer city initiatives include a holistic focus on all aspects that may impact and influence safety – e.g. via integrated spatial, economic, social, environmental and urban interventions

Going forward, it was agreed that:

- A follow-up programme be put in place between Metropolis and UN Habitat, to mobilise resources and provide technical support to a few pilot cities within the Metropolis membership, to support efforts of implementing an integrated approach on safer cities
- Follow-up actions would need to be linked to the next World Urban Forum, to be held in Medellin from 5 to 11 April 2014, and to the Habitat III Summit scheduled for 2016
- Cities should participate in the cities assembly of the GNSC at the seventh session of the World Urban Forum in Medellin, Columbia, in 2014

### 3.3. Metropolis Women International Network

(Part 1)

Facilitator: **Lisa Vetten**

Speakers: **Marta Lucia Micher Camarena**, President: Equality and Gender Commission, Mexico  
**Gal.la Cortadellas i Bertran**, Head of Cabinet of Councillor Francina Vila, Barcelona City Council  
**Anne Claes**, International Relations Director: Ministry of the Brussels Capital Region  
**Elaine Salo**, Director: Institute for Women and Gender Studies, University of Pretoria  
**Aisa Kirabo Kacyira**, Deputy Executive Director: UN Habitat

(Part 2)

Facilitator: **Amanda Gouws**, Professor: Political Science Department, University of Stellenbosch

Speakers: **Manal Alabdallat**, Director: Metropolis Women International Network Forum, Amman  
**Alejandra Novoa**, Regional Councillor: Santiago de Chile Metropolitan Region  
**Catherine Zouzoua**, Regional Councillor: District of Abidjan  
**Anna Hatziyiannak**, City Councillor/ International Affairs Advisor, Athens

#### a. Overview of session

The Metropolis Women International Network hosted this session. Debates focused on safety in cities, and the impact of safety (or the lack thereof) on women and vulnerable groups. The discussion took place in two parts – with the first facilitated by Lisa Vetten, and the second by Amanda Gouws. It concluded with questions and comments from the participants. Roundtable discussions aimed to identify successful practices, while allowing for sharing of policy-making lessons, and the provision of a global assessment on progress in this area.

The session was framed by a reflection on world population numbers, and aligned statistics associated with safety concerns. It was noted that more than half of the world's population — approximately 3.4 billion people — live in cities today. This number is projected to increase to 69% by 2050. The number of megacities keeps rising, as do levels of inequality and risks which are universally shared, to varying degrees, by big and small cities alike. Global crime rates jumped by about 30% between 1980 and 2000, and between 2002 and 2007, approximately 60% of urban residents in developing countries reported that they had been the victims of crime. Many of these were women and young girls, facing sexual assault or harassment on streets, public transport or in their own neighbourhoods.

Citizens the world over describe poverty not only as lack of food and assets, but also as the powerlessness that stems from dependency on others, and the helplessness to protect themselves. Tranquillity and safety is rated very highly across world cities. Women, children and the elderly are usually the main victims of violence. Local authorities have a key role to play in developing policies that will prevent violence and protect victims.

The inputs below provide an overview of key themes, challenges and lessons shared by panellists and participants, in response to the issues and context outlined above.

#### ***b. Speaker inputs***

**Marta Lucia Micher Camarena** focused her presentation on the challenges and lessons learnt from addressing safety concerns within the context of Mexico City. Mexico City is described as a city of freedom and is acknowledged as one of the most advanced cities in terms of promoting the rights of women. Abortion is legal and same-sex couples can marry and adopt children. However, despite these indicators of advancement, Mexico City continues to experience challenges, and is far from being a safe city for women. Some of the key challenges are reflected in the following conditions:

- Approximately 30% of women in the city, primarily those who live on the periphery, receive only basic municipal services. This exposes women and therefore also children to unsafe conditions associated with a lack of clean potable water and unhealthy environments
- Community/ public violence is still prevalent in Mexico City. Even though all citizens are vulnerable to crime, more women die in these incidents
- 52% of all children over 15 years of age were confirmed as victims of sexual violence
- Women in particular are also exposed to sexual violence in public spaces due to a lack of safety on public transport, together with other conditions, such as poor lighting on public streets

Mexico City implemented a number of programmes to make cities safer for women, with these including:

- Reclamation of 36 public spaces through cleaning efforts and the provision of sufficient public lighting
- The delivery of improved safety on public transport, through implementation of a 'pink bus' system, where separate sections of the bus are provided for men and women

- Establishment of a centre for women who have been victims of sexual abuse, to ensure that they are safe and receive the necessary services and care

It was noted that the above measures reduced rape and sexual abuse in Mexico City. Efforts reflected in the above example were also supported by legislative changes and interventions by the state, with these steps being seen as critical in making cities safer, given that not all women are confident to confront insecurity directly. Through legislative interventions, security in Mexico City has more effectively enforced – with this serving to complement appropriate urban planning and design efforts that target making public spaces safer for women.

**Gal.ia Cortadellas i Bertran** shared lessons from Barcelona. A key lesson related to the realisation that, if cities are to be considered caring, they must be safe for and able to be equally enjoyed by all in society – regardless of gender. Other key messages related to:

- The need to move from the traditional concept of safe cities as only being about the management of criminality and the role of the police – with the concept instead needing to be part of a broader social definition that supports efforts in terms of the more intangible issues associated with the perception and feeling of safety
- The need for cities to ensure the collective and individual safety of their citizens
- The importance of acknowledging the very different ways in which people of different genders experience safety – with women frequently experiencing insecurity associated with issues of both physical and sexual safety, while men frequently fall into the role of being viewed as the perpetrators
- The need for urban planning and design efforts to counter the reality that space is not neutral, with women frequently experiencing limited freedom of movement – necessitating specific focus on making all public spaces safe enough for shared use by men and women

The example of Bilbao was also provided, where the municipality drew up the "Map of the forbidden city". This map, based on data gathered for a specific area, marked 100 so-called black points identified as unsafe for women. With this data, the city then proceeded to develop an action plan to deal with and turn these areas around. This is an example of the practical steps that municipalities can take to ensure that they become more responsive to the needs of their citizens, while also building an improved understanding of experiences of all citizens on the ground.

**Elaine Salo** focused her paper on the experience of South African cities. The following key points were highlighted in the presentation:

- The concept of 'safe cities' for women was noted as invoking two meanings. Firstly, it suggests physical, bodily safety for women in the city; and secondly, it also suggests safety with regards to the provision of services that support and ensure a better quality of life for women.
- While urban spaces (such as those associated with work, sport, recreation, individual entrepreneurship and the activities that constitute cities) are given meaning through people's daily undertakings, these spaces are often dominated by men, and assumed to be masculine. Public spaces associated with work relating to reproductive care, such as the spaces occupied by health clinics during weekdays, tend to be dominated mainly by women.

- These conglomerations of gendered populations, in particular places, at set times of the day, are informed by the dominant societal norms and cultural values about femininity, masculinity, gendered work and perspectives of respectability in the city.
- However, these gendered norms and values also render populations of women and men vulnerable when they do not fulfil the social and cultural expectations of what constitutes respectable feminine and masculine persons. In South Africa, this has seen acts of violence being perpetrated as a way of asserting power over women with this reflected in examples such as 'corrective rape' of lesbians, or cases of assault committed against women in response to their choice of wearing mini-skirts.

Taking these examples and reflections into account, it was argued that city governments should factor in a range of considerations when planning for and ensuring women are accepted and protected in the city, with focus needed on:

- The dominant norms and expectations that shape gendered meanings associated with urban spaces
- Analysis of which groups of women (and men) are rendered invisible
- How invisible communities are made vulnerable to physical danger – and in which ways these circumstances will best be countered

**Anne Claes** presented the case of the Brussels Capital Region's use of data and technology to plan for safer cities for women:

- The Brussels Capital Region developed a tool to undertake regional analysis regarding safety and justice in respect of women – to get data, determine trends, monitor implementation and systematise interventions that effectively improve the quality of life and safety of women in cities.
- Findings arising from use of the tool and data analysis have proven valuable in assisting with improved urban planning and development.
- The tool also provided data needed for the compilation of the 2011-2014 City Safety Plan. Armed with accurate information on the challenges to safety, the Plan ensured an increase in visible policing, thus improving the quality of life experienced by citizens. This in turn resulted in spin-off effects, such as a decline in the number of young people leaving school prematurely, due to fears of being unsafe. It also saw the introduction of administrative laws and sanctions as a way to counter anti-social behaviour, with further assistance provided by the clear definition established in terms of what constitutes 'sexist behaviour' – thereby facilitating the enforcement of a safer and more female-friendly environment.

**Aisa Kirabo Kacyira** from UN Habitat reflected on the importance of cities from across the globe sharing lessons and knowledge, given that all cities have common challenges and experiences. She highlighted UN Habitat's role in promoting insights based on commonalities experienced on the global stage, and in facilitating discussion and learning between cities. Key points raised included the following:

- In all cities and within all streets, women and girls are exposed to gender-based violence. It is the responsibility of cities to determine how a different approach to the management of urbanisation, urban planning and design could counter this reality.
- The opportunity exists for people to be creative and innovative, with focus needing to be placed on allowing the girl child to access the same opportunities as the boy child. This implies a focus on ensuring better access to economic empowerment, and enabling women to take on jobs that may not be viewed as falling within the traditional domain of 'women's work'.
- The importance of women addressing the challenge of confronting perspectives on 'women's work' themselves – being ready to take on available opportunities with their attendance risks, demonstrating competence, and not being afraid to be criticised. It was noted that women should reflect honestly on the question: 'What are we ready to do, if given the opportunity?' This argument was highlighted in the context of an acknowledgement that the world will not cater for the advancement of women simply as a charity effort.

In representing UN Habitat's commitments in this field, it was noted that the organisation is focused on working with its partners – local authorities, civil society, grassroots women groups, academia and others – to ensure that cities are safer for women. An appeal was made to the Metropolis Women International Network and its partners to encourage and drive:

- The full participation of women in urban planning activities and the management and governance of cities and towns
- Improvements in policies and programmes targeting victims of disasters and conflicts – with improvements to take into account how gender affects women and men differently in crisis
- Mainstreaming of gender issues in the design and implementation of urban planning programmes, so as to bring wide social and economic benefits to women and their communities
- Effective government reform around land and property, to provide pro-poor, gender-responsive policies and programmes that ensure that women's rights to land and property are not undermined by discriminatory social norms and traditional practices
- Continued support to local authorities that are working with community groups, including women's networks, to improve safety and security through greater gender-sensitivity in urban planning and design

**Manal Alabdallat** presented on the Amman experience, as per the paper entitled: "If the City is Safe for Women then it's Safe for Everyone". Some of the key highlights include the following perspectives:

- Safety cannot be separated from municipal functions: achieving safety demands greater decentralization of city management, and an expansion of the role played by cities in terms of issues that would normally be addressed at the national level, economic activity and the development of responses to opposing demands made by different factions of society.
- Cities should focus on identifying the key issues, concerns and challenges facing women in cities. Having understood these, cities should learn from other cities, and share input on the programmes and strategies that allow them to better deal with the complexity of issues facing

women. Cities must use data on women's access to municipal services in relation to their position in society (e.g. class, marital status, education, etc.) to plan for and prioritise those women who lack adequate access. Cities must ensure that girls and youth, in general, are meaningfully involved in the discussion and debate on creating healthy, safe, and sustainable cities.

- Participation of women in all facets of the community is key to the healthy development of that community, yet governance is not a very accessible tool for women. Increasing the participation of women in local governing bodies will generate awareness among policy makers in terms of the circumstances through which women are disadvantaged.
- Violence against girls and young women needs to be recognized, identified and highlighted by local authorities, individuals and policy-makers, as one of the steps in breaking the silence around gender-based violence. This would also serve as a critical way through which to validate girls' concerns and voices.

**Alejandra Novoa** from the Santiago de Chile Metropolitan Region spoke of the work being undertaken by the city of Santiago, in particular in relation to efforts within the legal and legislative field associated with the safety of women:

- Since 2010, Santiago has been working to pass a law to deal with femicide, hate crimes and violence against vulnerable groups. This law is intended to not only deal with violence and assault, but to also address issues of verbal abuse, so that such cases can be managed through arrest and jail sentences.
- Penalties for sexual harassment in the workplace have increased, as one of the mechanisms through which to enforce safety for women.
- Migration is recognised as presenting an additional challenge. Efforts have focused on integrating women migrating from other Latin American countries and Spain – into all aspects of the wider Chilean community, while also facilitating access to health care education and the means for protection against sexual violence.
- Efforts by the metropolitan government are also targeting the establishment of a law addressing the number of positions in public office that must be filled by women.

**Catherine Zouzoua** from the Abidjan District municipality reflected on how the city targeted the issue of safety as a priority, to ensure women and children feel safe to undertake daily activities such as work and schooling. These efforts have primarily made use of legal instruments, with the following key points highlighted:

- Special measures were adopted at the state and municipal level for citizen protection, especially for women and girls, to ensure protection against gender-based threats and violence.
- A sensitisation programme on the plight of women has been undertaken, as often education is not the same for men and women. Effort has been placed on drafting and promoting legislation relating to marriage, with progress made in:
  - Ensuring that legislation provides men and women with equal status within marriage
  - Criminalising forced marriages of young girls

- Special units have been established within the police force to provide support and protection to women and children.

**Anna Hatziyiannaki** spoke of the challenges and key actions being undertaken by the Greek government, in particular within the city of Athens, to combat women's experiences in terms of a lack of safety. It was noted that:

- Since the advent of the economic crisis in Greece, violence – and especially violence against women – has increased, with domestic violence in particular being significant.
- This situation is further exacerbated by the gap between the formal and informal positions held by women in terms of employment. Most domestic workers are victims of sexual violence, but do not speak out because they are afraid of victimisation.
- Sexual harassment in the workplace is frequently not raised, given the fears women hold in terms of potentially losing their jobs.

To deal with the above challenges, Athens adopted the 2009-2013 Plan of Action. This has focused efforts on combatting violence against women, while supporting women who are victims of violence through social and economic development programmes (e.g. recycling projects, which are reserved for women who have been victims of violence).

### ***c. Summary of key issues arising***

The following represent key issues that emerged during the session – with general consensus and agreement noted in terms of the need for next steps to include the development of associated programmes:

- The concept of 'safe cities' for women has essentially two meanings – firstly, it suggests physical bodily safety for women in the city – which has implications for policing and prevention of criminality; secondly, it also suggests safety with regards to the provision of services that support and ensure better quality of life for women.
- Women are not all confident enough to confront insecurity directly, and as a result, legislation and state intervention is key to making cities safer. This can be done through making sure that legislation is in place and enforced, while also making use of appropriate urban planning to design public spaces that are safer for women.
- Whilst significant advances have been made by city governments the world over, it is still not enough. Cities are still not safe for women, children and the elderly, with more work therefore needed in this regard.
- The public space in the city is not neutral. The generally held view in the session was that cities initially developed as centres for male migrant labourers – i.e. workplaces were designed with men in mind, while public spaces were developed as a release for men away from work and home. As such, public spaces are experienced differently by men and women. They are not spaces where women can move freely and feel safe. For example: in many cities, it is not safe for women to walk alone at night; women often cannot use public spaces, facilities and services such public transport without fear of violence or victimisation; public parks are often

unsafe for women to enjoy on their own or with their children. Gender-neutral or gender-blind public spaces are actually more unsafe for women. Cities must therefore proactively implement programmes and initiatives, such as public transport systems designed for women, to make cities safer for women.

- There are key opportunities and interesting lessons in terms of success achieved through legislation, highlighting the need for appropriate laws to be developed to ensure that cities and citizens are conscious of the issues affecting women.
- Mexico City’s experiences provide evidence of how it is possible to make cities safer for women through proactive urban planning and design efforts.
- Barcelona’s experiences highlight how public safety and equality can be promoted through:
  - Effective planning focused on supporting vulnerable women and the victims of violence and human trafficking
  - Education and care programmes targeting children and the youth
  - Campaigns fighting for equal presence of women in public spaces and events
- Inputs from Brussels highlighted the way in which women's safety initiatives can be enhanced through the development of a tool or an observatory that is able to support gender audits, providing data that cities can use to determine trends and develop appropriate interventions.

Finally, the session resulted in a clear proposal for action by the network: the establishment of a network of female lawyers that will work collaboratively to identify how all members can lobby or advocate for changes needed in respect of laws that impact negatively on women.

### 3.4. Opening ceremony

Host and Programme Director:	<b>Mpho Parks Tau</b> , Executive Mayor: CoJ
Speakers:	<b>Nomvula Mokonyane</b> , Premier: Gauteng Provincial Government (GPG) <b>Michael Müller</b> , Mayor: Berlin and Acting Metropolis President <b>Aisa Kirabo Kacyira</b> , Deputy Executive Director: UN Habitat
Key note address:	<b>Trevor Manuel</b> , Minister in The Presidency: National Planning Commission (NPC)

#### *a. Overview of the session*

In a world characterized by increasingly unequal wealth distribution and disparate access to natural resources, the members of Metropolis, at the initiative of Executive Mayor Mpho Parks Tau and the CoJ, gathered to discuss and debate an emerging concept in development: ‘caring cities’. Caring cities are cities that seek to ensure that citizens achieve the highest quality of life. Caring cities work with citizens to build their individual and collective capacities. They work with their residents on the basis of their capabilities and talent – and not just on the basis of their needs. Caring cities regard citizens as active participants in the planning of the city and the delivery of services. They respect

their citizens and ask that citizens in turn exercise both their rights and responsibilities in building a just and equitable city.

Cities are faced with the need to address urban development in a proactive and holistic manner, taking into account rapid urbanisation and the importance of balancing service delivery expectations with sustainable city development and socio-economic development priorities. In addition, local and regional authorities are increasingly acknowledging that they cannot focus on the area within a city's administrative boundaries alone when considering the provision of essential services, the spatial organization of their communities, the development of the local economy and the financing of local development. Instead, they need to factor in the rural and urban areas that extend beyond their city's borders – building an understanding of how all areas contribute collectively to citizen experiences. Holding the same understanding of the concept of 'care' and what would contribute a 'caring city' will go a long way to growing a shared, responsible and responsive approach to delivery and governance.

This session – the opening session of the 2013 Metropolis Annual Meeting – focused on introducing the concept of a 'caring city', with speakers from national, provincial and local government, together with the Acting President for Metropolis, Mayor Michael Müller, setting the tone for further conference proceedings. The key note address was provided by Minister Trevor Manuel, head of South Africa's National Planning Commission (NPC).

#### ***b. Speaker inputs***

**Mpho Parks Tau**, Johannesburg's Executive Mayor, formally opened the 2013 Metropolis Annual Meeting. He extended a welcome to all present, including representatives and leaders from the 42 countries and 78 cities present, expressing thanks for the opportunity provided for people from across the world to come together to share ideas, build relationships and establish platforms for the betterment of cities, and the lives of those who live within them. Turning his focus to the theme of the 2013 Metropolis Annual Meeting – 'caring cities' – he reflected on David Harvey's 2008 notes in "The Right to the City":

“...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...”<sup>3</sup>

In line with the above, it was argued that the 'caring cities' theme provides the space for all to think differently about the type of city we hope for – one that crosses the divides of dissent; a city in which all are treated with respect and dignity. As an initial offering on the concept of caring cities, it was proposed that such cities should:

- Provide citizens with what is needed for health, welfare, maintenance and protection

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<sup>3</sup> 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](http://urban.ihr.ucsc.edu/wp-content/uploads/2011/01/David-Harvey_The-Right-to-the-City.pdf)

- Extend a helping hand – with citizens and cities bound by accountability, responsibility, enforceability and action
- Offer dignity, comfort and a high quality of life for all inhabitants
- Drive solutions that are “community responsible and communally responsive”

To further develop a clear understanding of the concept of caring cities, it was noted that discussions would focus on six thematic areas associated with the core concept: food security, agile cities in developing countries, the power of the informal economy, resource resilience, engaged citizens, and social cohesion. It was acknowledged that these six topics represent only a few of the elements of a caring city. Other events and discussions unfolding over the course of the 2013 Metropolis Annual Meeting (e.g. Metropolis Initiatives discussions, networking events and technical tours) would provide a further platform for engagement and dialogue on the central theme.

Finally, a moment was taken to reflect on Mandela Day, the annual 18<sup>th</sup> of July celebration of Nelson Mandela’s legacy and the 67 years he devoted to the fight for a democratic South Africa and a better world. It was noted that the underlying principles of Mandela Day align directly with the concept of a caring city – and the related theme of Ubuntu. While the event encourages individuals to devote 67 minutes of their time on Mandela Day to make a difference and contribute to a better world, it was noted that citizens and city leadership have an ongoing and important role to play in taking the baton of selflessness, sacrifice, dignity and peace forward.

**Nomvula Mokonyane**, Premier of the Gauteng Provincial Government (GPG), reflected on the importance of a network such as Metropolis in allowing cities and metropolitan regions to exchange ideas and establish partnerships for improved governance and socio-economic development – in this way demonstrating their care. She provided an overview of Gauteng’s characteristics and the city-region’s journey in moving from its apartheid past, where cities exercised selective care for some of their inhabitants – to the status quo, where effort is placed on caring for all. In reflecting on the journey travelled to reach a more caring society, emphasis was placed on the determination and resilience demonstrated by people, as they exercised their rights for a different future. This point highlights a further reality: that the establishment of ‘caring cities’ and caring societies does not fall within the domain of ‘government’ alone.

Input was also provided on the efforts undertaken to demonstrate care in a democratic South Africa – with GPG’s approach including a focus on the following forms, amongst others:

- Ensuring access to basic services and education for all
- Shifting towards working as a city-region, in an effort to optimise functional spatial, economic and social linkages for the benefit of all
- Finding ways to build cooperation between cities, regions and nations, to overcome barriers and risks that hamper development (e.g. in terms of food security and infrastructure)
- Planning appropriately for the unique specifics associated with urban development and the challenges associated with rapid urbanisation – with GPG taking on this task in collaboration with the NPC, to establish a national urban policy (the Integrated Urban Development Framework or IUDF) that will guide all stakeholders in ensuring a consistent urban development policy approach

- Promoting ongoing research, innovation and benchmarking in relation to best practice associated with urban development, with the sharing of and application of insights demonstrating a further angle of 'care'. In this regard, it was noted that the NPC and GPG intend to establish a Centre for Urban Innovation (CUI), supported by an Urban Innovation Fund, to track innovative practices across the world and to share these with other partners searching for ways in which to improve their approach to care and urban development.

In closing, the call was made for all participants to learn from each other in striving to develop 'caring cities'.

**Michael Müller**, in his role as Acting President for Metropolis (in the absence of President Jean-Paul Huchon), conveyed his thanks to the organisers for hosting the 2013 Metropolis Annual Meeting. He noted the collective responsibility of all to continue the fight to which Nelson Mandela dedicated his life: a fight for dignity for all; a fight against discrimination, injustice and poverty; a fight against divided and closed cities. It was argued that an 'open city' – in which citizens know "they live among others" – is also a caring city.

Input was provided on the changes taking place to cities across the globe, with rapid growth signalling the opportunities cities represent for those who choose to make them home, while also bringing with challenges in terms of discomfort, inequality and pain – often at the expense of the environment. It was argued that local government role-players should act responsibly in managing urbanisation in a way that demonstrates care for people and the environment, while also allowing people to put their talents to use in building a caring society where all can prosper – "a city with a human face". The importance of building cities in which people want to live and contribute was also highlighted. In addition, recognising the need to ensure the needs of women and youth are taken into account within cities across the world - particularly given their often vulnerable status in society and the fact that they constitute a large proportion of the urban population – it was also noted that Metropolis intends to establish a network of young people. This is in line with the example set by the Metropolis Women's Network.

In growing caring cities, participants were reminded to reflect on the aspirations of Metropolis and its members – with the call made for all to "Think of the future to act in the present, act in present to build the future".

**Aisa Kirabo Kacyira** presented a UN Habitat perspective of Metropolis' efforts in exploring the concept of 'caring cities'. It was argued that establishing cities that care is critical, given that 50% of the world's population live in urbanised conditions – with cities therefore representing the battleground on which the war for sustainable development will be won or lost. It was acknowledged that UN Habitat's efforts to support the rights of every human being to live a dignified life and to be the best they can be is directly intertwined with the realities experienced within cities. The following elements were highlighted when reflecting on the necessary conditions for the establishment of caring cities:

- The presence of city leadership who take responsible decisions – recognising that they are able to be their best when commit to a role of serving others

- Proactive planning for the future – ensuring the availability of goods and services for all, with particular focus on those living in slums and slum-like conditions
- Establishing partnerships and bonds to address the fast pace of urbanisation and the emerging challenges – with collaborative efforts supporting shared problem-solving, and the creation of opportunities for collective learning
- Creating the conditions for people within cities to be empowered, so that they can support themselves
- Providing a platform for citizens to voice their ideas, and take a stake in problem-solving, decision-making and outcomes – recognising that with responsibility comes dignity
- Leaders who are able to build excitement about and tap into urban diversity, attract and retain the best talent, and lay the foundation for the creation of an optimal environment (e.g., through practicing good governance)
- Unleashing the potential of all areas in the city, including the potential in city slums, through connecting different role-players across all sectors of society (e.g. via tools such as music and sports)

In taking the discussion forward, it was noted that participants were invited to share in further discussions on the urban agenda at a number of upcoming conferences. These include the World Urban Forum taking place in Medellin, Columbia in 2014, the 2016 Habitat III conference, and the upcoming October 2013 conference on the role of women in ensuring sustainable urban development. These sessions serve as a further opportunity to introduce the ‘caring city’ concept in the global urban development programme.

**Trevor Manuel**, Minister of Planning in The Presidency, outlined the important role of cities as places of opportunity, innovation and creation – while also noting that in the developing world, cities have often grown from a historical base of exploitation by the few over the many. It was argued that for this reason, leaders need to share experiences and discuss how cities can be designed, grown and governed – recognising the risks and challenges associated with current patterns of expansion. The call for decisive action was contextualised through an overview of urban trends, with:

- The magnitude of urbanisation resulting in urban populations in Africa almost trebling over a fifty year period
- Urbanisation most evident in informal settlements on the economic and physical periphery of urban areas – where services and economic opportunities are limited, while large distances and expensive transport options further increase the sense of alienation and dislocation
- Given the above, increasing poverty and a reality where fewer people are able to attain a decent quality of life

Bold leadership and innovation were noted as critical in shifting cities from the status quo, with it argued that this would need to be supported by the establishment of credible plans. It was suggested that, for cities to confront the challenges brought by urbanisation and to demonstrate care for all, the following steps would be necessary, amongst others:

- Establish an effective land use management system that facilitates mixed use, supports affordable mobility and provides the poor with a sense that “they have a right to the city”
- Grow an appreciation amongst all of the value of land for the benefit of everyone – with emphasis placed on sustainability
- Ensure decisions relating to human settlement balance rights and responsibilities
- Nurture institutions that are able to address the needs of different city populations (e.g. mortgage providers that are able to cater to the gap market), in this way enabling all to contribute in some way to city sustainability
- Implement urban development policies that enable city governments to stimulate the growth of economic and social dynamism that is present in cities – maximising the contributions made by all role-players in growing the urban space and the opportunities it brings
- Apply innovative approaches and funding to urban challenges – recognising that this is essential, given the scale of urbanisation and the associated potential for exclusion
- Establish mechanisms for citizens to exercise their voices and their agency in development planning and the roll out of plans within the community
- Build a sound database and mechanism for statistical analysis of city conditions, to support informed planning and improved development efforts
- Open the space for all sectors to partner and contribute their strengths in building caring cities

In reflecting on South Africa’s long-term National Development Plan (NDP), Vision 2030, five principles were highlighted: spatial justice; spatial sustainability; spatial resilience, spatial quality and spatial efficiency. All of these could be seen as reflecting facets of the caring city.

Finally, it was noted that there is a need to plan, design and manage cities for people. Participants were reminded to take advantage of the benefits associated with significant networks such as Metropolis, and entities such as the envisaged CUI – learning from the experiences of other cities to improve the capacity of all cities to care for all their inhabitants.

### ***c. Summary of key issues arising***

In closing the session, Executive Mayor Parks Tau reflected on a consistent theme emerging across all inputs: the importance of cities learning from each other, supporting each other, planning and working together to achieve the objective of establishing living cities that locate their citizens at the core of all they do. It was noted that, over the course of the Metropolis event, participants would have the opportunity to engage further in conversations “about cities and people in our cities” – while confronting some of the realities and challenges faced.

A moment was also taken to reflect on the CoJ’s own insights into the concept of a caring city, with it argued that the time had come for the City to create an environment in which the poor are acknowledged as an integral part of the urban environment. The call was made for the activities of the poor to be legalised, and for migrants to be welcomed as contributors to the city, bringing with skills, capacity and a diversity that adds to the cosmopolitan character of the urban area.

From inputs presented during the opening plenary session, the ‘caring city’ emerged as a city where:

- All are treated with dignity and respect
- All citizens are able to access basic goods and services
- Conditions enable all to attain a high quality of life
- Citizens understand both their rights and responsibilities, and, together with all stakeholders in society, participate actively in shaping the city's future
- Partners, at a local, regional, national and international level, work together to cooperate and collaborate in addressing urbanisation's emerging challenges and building greater resilience
- Care is taken to support the sustainability of both people and the environment – recognising that a caring city is also a city that proactively protects its resources
- Research, data, analysis and new ideas are consistently applied to support the growth of a city that all citizens want to live in and contribute to – despite the challenges and shifts associated with urbanisation
- Leaders demonstrate responsibility and a belief in the talents and potential of all citizens
- Migrants, the poor and the vulnerable are welcomed as contributors to the diversity and success of the city

### 3.5. Political plenary session on 'caring cities'

Facilitator:	<b>Edgar Pieterse</b> , DST/NRF South African Chair in Urban Policy; Director: African Centre for Cities
Speakers:	<b>Mpho Parks Tau</b> , Executive Mayor: CoJ <b>Nádia Campeão</b> , Vice Mayor: São Paulo <b>Antoni Balmon</b> , Executive Vice-President: Barcelona Metropolitan Area <b>Raj Kumar Golkonda Rajkumar</b> , Vice Mayor: Hyderabad

#### a. Overview of session

The political plenary session on 'caring cities' provided the opportunities for elected leaders from a number of major world metropolises – the CoJ, the Barcelona Metropolitan Area, São Paulo and Hyderabad – to present their insights on the core theme of the 2013 Metropolis Annual Meeting. Each speaker addressed a different aspect of what leaders in caring cities aspire to achieve – resulting in the emergence of a further perspective on the theme.

**Edgar Pieterse**, in his role as facilitator, asked the speakers and members of the plenary to reflect on the key ingredients needed for leading and governing in a way that that allows 'caring cities' to emerge. He framed this request by first reflecting on the theme of 'caring cities' and the related concept of 'Ubuntu'. In terms of the latter, it was argued that, while there is a common view that at its heart Ubuntu is about the fundamental interdependency of human beings, there are still debates about its meaning. Each definition deepens the understanding of the concept. Similarly, it was argued that a process of debate and interrogation would be fundamental in identifying the practice and specificities of the 'caring city'.

It was noted that the emerging view of the caring city is unfolding in the context of a very specific set of socio-economic realities, which are in turn forcing cities to ask tough questions. With increasing urbanisation, reduced opportunities for many who live in cities to secure a stable income, and a growing number of young people who are disaffected and unable to access or contribute to cities, leaders must confront uncertainty and, despite differences, ensure there is a shared agenda. While leaders from different cities may face very different spatial, political, economic and environmental conditions, it was argued that a set of common priorities may emerge in terms of efforts to grow a caring city, with these including, amongst others, a focus on:

- Enabling, facilitating and creating platforms for growth
- Promoting active and sincere participatory governance and the establishment of a social contract
- Using performance management tools to drive greater accountability and to ensure action
- Remaking the metabolic logic of cities – reshaping infrastructure, so as to invest in a complete system that supports sustainability
- Embracing the diversity that stems from the flow of goods, people, bodies, services and culture – establishing the conditions for new creative economies to flourish
- Pursuing innovative financial instruments to support urban economies

It was acknowledged that the above steps would not ‘just happen’ – with any threat to vested interests bound to be met with resistance and threats. This was presented as a further indication of the important role to be played by leaders in establishing cities that care.

In respect of the session itself, members of the plenary were called on to listen to contradictions, similarities and threats in relation to ‘caring cities’, in this way establishing a more nuanced view of the concept.

#### ***b. Speaker inputs***

**Mpho Parks Tau** presented a perspective of caring cities built on relationships that work. He highlighted some of the shifts in city dynamics brought about by factors such as globalisation, socio-economic and political changes, new forms of communication, and various forms of crises – be it financial, economic, social or other. It was argued that, with these changes, cities have seen an increase in exclusion, division, spatial segregation and social inequalities. While challenging, it was noted that these shifts have also brought with a positive emphasis on ‘governance’ instead of government – signalling an acknowledgement of the importance of partnerships and collaboration between all stakeholders in society, to address challenges and realise solutions.

In line with the above, it was proposed that a different relationship or social contract is needed between cities and citizens. A meaningful social contract would include:

- A new approach to engagement between citizens and cities, with focus placed on collaboration and participation, improved responsiveness by cities to the voices of citizens, and a greater awareness and concern for public opinion

- The establishment of a coherent and holistic approach to city challenges – with solutions that cut across service delivery lines, geographical areas and old-school approaches to city-citizen relations, while also balancing sustainable growth, fiscal sustainability and public service delivery strategies
- A focus on co-production as an approach to service provision – with emphasis placed on partnerships between traditional service providers and users, providing the space for service users to become active agents in service delivery. For success, it was argued that leaders would need to practice an approach aligned to the following principles:
  - Recognising people as assets and equal partners in service design and delivery
  - Focusing on people’s capabilities rather than their needs, to identify opportunities for coproduction
  - Establishing a mutual and reciprocal relationship – recognising the important contribution of all in delivering successful outcomes
  - Promoting peer support networks as a mechanism for knowledge transfer and change
  - Enabling professionals to facilitate service delivery rather than being providers

In line with the above, it was noted that the CoJ plans to embed ‘a culture of collaboration’ with individual citizens and communities – providing the platform for them to take more responsibility in shaping their lives and their neighbourhoods. This approach would include community based service delivery across various service categories, with the City working with rather than for citizens.

In explaining the rationale for this approach, it was argued that the City would need to adopt bold measures to deal with inequality and poverty. Engaging citizens in service delivery solutions could amount to a developmental approach that could counter socio-economic challenges, while also encouraging citizens to take up a more active role when engaging with government. It was acknowledged that such an approach would require the establishment of a compact, clarifying shared accountabilities, rights, responsibilities and expectations. Lastly, it was also argued that, if the City truly intends to establish a society that cares for all, the approach of co-production would need to be extended to all members of society, including migrant and immigrant populations.

**Nádia Campeão** reflected on Brazil’s changing profile, and the successes achieved in improving economic performance, addressing social inequalities, enhancing living conditions and life opportunities, while also promoting inclusive governance (e.g. via citizen participation in all aspects of planning). In highlighting São Paulo’s learnings, emphasis was placed on the importance of participatory democracy and social engagement as a key component of the caring city. It was noted that city development cannot take place in isolation from society – with active participation viewed as a necessary condition for the city’s ambitious goals to be achieved. Social participation was also noted as a key governance mechanism – providing citizens with the opportunity to exercise control.

Recognising this, São Paulo has rolled out various mechanisms through which to support the active involvement and engagement with members of the public and civil society, including:

- The use of consultative mechanisms when developing and finalising city plans

- Institutionalisation of city planning processes – including the publishing of the city plan for comment and monitoring by the public
- Implementation of legislative reforms that promote transparency of information relating to municipal, state and federal actions – with data relating to public accounts accessible for all via a ‘Transparency Portal’
- Institutionalisation of dialogue between society and the city government administration, via structures such as the City Council (where the latter is supported by an advisory body constituted of representatives from all parts of society)
- Establishment of an ombuds role, to address matters relating to corruption and maladministration

Building on the above, it was noted that São Paulo is looking at new ways in which to engage with members of society – taking into consideration mechanisms such as social networking tools and social budgeting. In reflecting on recent protests, it was argued that society demands more ways in which to engage with government, with a more educated population also demanding ever-increasing improvements. Discussions entered following the most recent protests have seen the city government commit to amendments in priorities (particularly in relation to transport targets) – with this representing one way in which social participation (regardless of its form) shapes territories. It was noted that dialogue with the population is part of Brazil’s democratic process, with protests serving as one mechanism through which people feel they can make their voices heard – particularly when significant concerns arise outside the timelines of consultation calendars.

In closing, emphasis was placed on the rights and responsibilities of all in social participation, with reference made to the need for democratic institutions to move closer to citizens – but also to be heard and respected by them. It was argued that social participation is ultimately about all role-players taking care of the city, worrying about the territory, while also protecting, engaging and building a future together.

**Antoni Balmon** presented a view of the caring city as a city that promotes and stimulates growth, reflecting on experiences and insights drawn from the Barcelona Metropolitan Area. He noted the alignment of this approach with the concept of the social contract – with social cities seen as places of necessary alliances, growing and strengthening diverse economic activity and with this, building economic resilience and supporting social development.

In reflecting on why caring cities need to play a role in stimulating growth, three key urban challenges were highlighted:

- Rapid increases in urbanisation
- Climate change – with its impact in terms of heightened risks, the drive for resilience, and constraints on resource supplies
- The shifting nature of the global economy – with its attendant risks and dependencies

Given these factors, the view was raised that cities have a role to play in the wider economic context – in growing a city that respects and supports the rights of citizens. Areas of focus include, amongst others:

- Targeting policies and practices that support job creation, innovation, entrepreneurialism, and other mechanisms through which to support the wellbeing, economic health and quality of life of citizens
- Promoting alliances, partnerships and models that support economic growth and encourage investment
- Supporting economic activity that is able to counter socio-economic and environmental challenges, while reducing poverty and inequality
- Finding new ways through which to deliver services (e.g. alternative technologies, and the establishment of networks for the exchange of goods and services)
- Promoting economic forms that conserve the environment and build in resilience (e.g. through sustainable practices that avoid excessive extraction of energy and other resources)
- Establishing new forms of economic governance

When questioned on the economic instruments available for cities to support and direct economic activity, emphasis was placed on the importance of cities playing a role in:

- Aligning macro and micro-economic policies
- Supporting small and medium enterprises (particularly given their role in the context of an economic crisis)
- Creating linkages and alliances amongst partners who are able to jointly stimulate economic activity
- Maintaining human capital through ensuring the attractiveness of the region to top talent – e.g. via offerings in relation to goods, services and the city environment
- Positioning the city as a useful place in the geographical context – in this way supporting the capture of new investments

In closing, it was argued that the city's role in stimulating growth is fundamental to the concept of care, given the impact of such an approach on the city's ability to support the well-being of its citizens.

**Raj Kumar Golkonda Rajkumar**, Vice Mayor of Hyderabad, presented on a view of the caring city as an inclusive city that delivers goods and services to all, including the urban poor and vulnerable, through addressing both physical planning and the social aspects of city living. Input was provided on the challenges faced by Hyderabad, with rapid urbanisation and economic growth resulting in a city forced to confront how to manage service delivery in the context of unplanned migration. It was noted that the city started from the premise that the urban poor have an important role to play in shaping the city and its development. With the objective of being compassionate and inclusive, the city has demonstrated its care through a comprehensive programme targeting improvements in all aspects of city life – supported by economic, social, environmental, cultural and gender sensitive policies that promote an improved quality of life for all. Some of the measures introduced have targeted:

- The upgrading of over 850 informal settlement facilities – ranging from roads, drains, water and sanitation systems to community halls

- Slum eradication, through the enactment of a property title certification system, social housing subsidies, promotion of a rental market for the poor, identification of land for the urban poor, capacity building and social mobilisation
- Approaches for greater empowerment of women – e.g. through supporting poor women to organize themselves into Self Help Groups, with over 40 000 such groups established, opening opportunities for members to access credit
- The challenges faced by girl children, with a city scheme encouraging poor families to educate girl children through to graduation, through the provision of financial support
- Support for the elderly and people with disabilities – e.g. through the provision of access to care centres for the former, and the distribution of free aids and appliances to the latter

Finally, in a world of increasing urbanisation, it was argued that policy makers governing cities have a responsibility to ensure that cities are caring and inclusive – with people-friendly policies and practices critical in supporting this objective.

### ***c. Summary of key issues arising***

**Edgar Pieterse**, in reflecting on the inputs and perspectives presented, highlighted the different orientations presented by the speakers, with some of the inputs focusing on a rights-based discourse, while others targeted a people-centred approach – with an emphasis on restoring humanity in harsh conditions. In summarising the discussion, focus was placed on the importance of:

- Thinking through how we operationalize the caring city
- Determining the agenda of the caring city, while being economically realistic in terms of what is possible, and understanding the importance of the city's economic platform
- Cities considering alternatives in terms of economic stimulation – experimenting, learning together and identifying new approaches
- Including all members of the city as true citizens – with measures put in place to enable each person to realise their potential
- Co-production, alliances and social participation as key elements of the democratic process within the urban environment, with it acknowledged that cities are still trying to ground and make these processes real

It was noted that the caring city appears to be a learning city – with politicians and officials trying to find different ways of working, while citizens learn to claim their voices and participate in city governance and the implementation of new ways of being. Based on the inputs heard, the prevailing sense was of cities with a better appetite for risk taking and innovation.

In closing, participants were reminded that cities do not have to be isolated in their thinking, with a whole community emerging with an appreciation for risk taking, experimentation and an interest in ensuring that the caring and learning city is a practice all cities embody.

### 3.6. Metropolis Initiatives Session 1: Circles of Sustainability

(Part 1)

Facilitator: **Sunil Dubey**, Country Manager for India: Metropolis; Faculty of Architecture Design and Planning, University of Sydney, Australia

Speakers: **Barbara Berninger**, Regional Secretary for Europe: Metropolis; Head of Division for EU and International Affairs: Senate Department for Urban Development and the Environment, Berlin (represented by **Hanns-Uve Schwedler**)

**Mary Lewin**, Manager International Affairs: Department of Planning and Community Development, Melbourne

**Yondela Silimela**, Executive Head: Development Planning Department, CoJ

**Eugene Zapata Garesché**, Senior International Advisor to the Mayor: Mexico City; Regional Director for Latin America: FMDV

**Renu Khosla**, Director for Social Development: Center for Urban and Regional Excellence (CURE), New Delhi;

**Petra Warman**, Certified 'Crime Prevention Through Environmental Design' (CPTED) expert, Berlin

(Part 2)

Moderator: **Paul James**, Director: RMIT Global Cities Research Institute; Director: UN Global Compact Cities Programme

#### *a. Overview of session*

The Metropolis Initiatives Session on 'Circles of Sustainability' was jointly coordinated between Berlin and Melbourne, with presentations and discussion divided into two parts, where:

- Initial presentations focused on the efforts undertaken by practitioners from various parts of the world in rolling out integrated and sustainable urban development policies and projects. Challenges, benefits, hindrances and pitfalls of integrated governance approaches were discussed.
- The second part of the programme provided the opportunity for further reflection on the sustainability of cities, as seen through the lens of the 'Circles of Sustainability' methodology developed through the UN Global Compact Cities Programme. The city of Johannesburg was used as a case study for discussion of the methodology.

The session was framed by an acknowledgement of the experiences faced by many global metropolises in terms of rapid population growth, urbanisation and growing social and spatial disparities. Within this context, planning for sustainable development must, by definition, be a priority for metropolitan authorities.

To the extent that it is possible to plan for sustainable development, success is viewed as dependant on reinventing existing planning structures and modalities, and replacing the contradictory efforts of multiple agencies with a collaborative, integrated strategic planning approach where the stakeholders are equal participants. Sustainable urban development is recognised as being complex in nature, and is viewed as a legitimate focus for government in addressing the at-times conflicting

goals relating to growing economic development, restricting the ecological footprint of cities, and advocating social justice.

This perspective served as the starting point of the conversation relating to circles of sustainability.

## ***b. Speaker inputs***

### **Part One: Sustainable integrated strategic planning from a city perspective**

**Sunil Dubey** of Sydney facilitated the first session on city experiences in driving sustainability. In opening the session, he reflected on the multiple faces of cities: as places of opportunity and hope; locations for people to generate a livelihood and improve their lives; access points for services and amenities; reflections of power; places of engagement. The challenges of sustainability and inclusion within cities were also highlighted in the context of pressurised infrastructure, inequality, increasing urbanisation and the need for cities to cater for all, including those with nothing. Noting that “it is people who keep the city going”, he reflected on the need for sustainable urban development to be supported through partnerships, meaningful engagement and leaders who listen.

**Barbara Berninger’s** inputs, as presented by **Hanns-Uve Schwedler**, provided an overview of the Berlin Initiative, ‘Integrated Urban Governance – Successful Policy Transfer’, which focuses on the identification of successful policies on integrated urban governance, and questions relating to how cities best learn from each other’s experiences and successes in good city governance. It was argued that integrated governance represents an approach through which to reach sustainability goals. The synergies between this work, and that being undertaken through the Melbourne Initiative, ‘Integrated Strategic Planning and Public-Private Partnerships’, was also noted. While the former targets the analysis of good governance approaches and the development of mechanisms for city-to-city learning (e.g. peer reviews), the latter prioritises the development of capacity amongst government and municipal staff in relation to the planning and maintenance of basic infrastructure, and the involvement of all role-players, including the private sector, in integrated strategic planning processes.

**Mary Lewin** built on the ideas presented through her reflections on the Melbourne Initiative. The importance of integrated strategic planning was highlighted through an outline of the range of challenges faced by rapidly urbanising cities. These were noted as including, amongst others:

- Social disparities
- Environmental degradation
- Unemployment
- Resource constraints
- Insufficient capacity and capability to proactively address infrastructure requirements
- Sub-optimal stakeholder participation and engagement
- Uncoordinated development, given limited horizontal and vertical engagement between state role-players

With these challenges prevalent in many metropolises, the call was made for integrated strategic planning as a vital route to ensuring the development of solutions that meet the needs of all members of society. The role of government in promoting sustainable development was highlighted – with this requiring a holistic focus on “cities in all their dimensions — economic, ecological, political and cultural”, and the involvement of all stakeholders (including members of the community and the private sector) from the point of project inception, through to delivery.

Input was also provided on the experience of Public Private Partnerships (PPPs) in the state of Victoria. It was argued that a lack of understanding of the PPP approach and the associated roles and costs, together with limited experience held amongst state officials in negotiating with the corporate world, resulted in an outsourcing arrangement that was overly burdensome on public taxes. The call was made for cities to consider how to structure other segments of the community into these types of deals, so that they extend beyond the identified private role-player and the state – in this way improving sustainability.

**Yondela Silimela** furthered the discussion on urban challenges and the call for integrated and inclusive strategic planning that supports sustainability in her presentation on the CoJ’s ‘Joburg paradigm’. This paradigm defines the development concepts that underpin the city’s future development trajectory, with the ultimate objective identified as the establishment of a resilient, sustainable and liveable city. The urban environment is seen as the landscape within which to reduce city inefficiencies and divides, where these impact the urban poor most significantly. Focus is being placed on the use of Transit Oriented Development (TOD) to establish a compact urban form aligned to ‘Corridors of Freedom’ that will connect different parts of the city via channels aligned with current patterns of movement – with different forms of mobility and deliberate reconfiguring of space ensuring everyone has a “right to the city”. In this way, the city aims to repair past divisions established through apartheid spatial planning. For a sustainable outcome, the following was noted as critical:

- An administration that is nimble, able to build partnerships and relationships, and capable of intervening as one of the players in the urban space
- A balanced emphasis on the four interrelated drivers that underpin the Joburg paradigm, namely: human and social development, economic growth, environment and services, and governance
- Holistic planning and land-use instruments, supported by sharpened financing mechanisms
- Engagement with the community on the basis of potential rather than need
- The use of community participation mechanisms that awaken, facilitate and enable involvement and action by all role-players – countering the cycle of dependence that is seen as prevalent

**Eugene Zapata Garesché** drew further on the theme of community engagement, provided insights into Mexico City’s Participatory Neighbourhood Improvement Programme. This programme was implemented in an urban environment that represented a concentration of Mexico’s challenges: radical income inequality, crime, the presence of large slums without access to services, environmental degradation, a lack of spaces for neighbourhood conviviality, and an absence of community pride and ownership. The programme focused on creating a sustainable recovery of

public space through improvement projects that involved citizens directly in each step of the process, from project selection to budgeting, delivery, management and evaluation. In this way, Mexico City achieved two objectives: growing the conditions needed to promote dignity for all citizens via community projects, while simultaneously building a sense of belonging (promoting “the right to the city”) amongst all.

It was argued that the programme reflects true participation, with key elements as follows:

- Citizens are asked for input on their needs and how they want to transform public spaces
- Projects are selected through public competitions
- Project delivery is supported by community-based Neighbourhood Assemblies that are formed to participate in each aspect of delivery (alongside government)

In reflecting on the success of outcomes achieved, it was noted that these are ultimately attributed to community participation. A further lesson arising relates to the importance of local government’s role in driving sustainability through counter-balancing economic development with social justice, while encouraging all citizens to participate fully in society in a just and dignified way. Also highlighted is the finding that participatory budgeting processes often do not result in significant project costs. The examples presented reflect that project outcomes are frequently less about infrastructure than about place and participation – with the greatest riches being those gained through the process of inclusion, where inclusion goes beyond simple consultation, extending to activities such as co-implementation, co-management and co-evaluation.

**Renu Khosla’s** presentation elaborated further on the themes of inclusion and community ownership, in the context of projects undertaken by CURE in Agra, India. Calling for a rethink of the ways in which slum development happens, she drew attention to two case studies that demonstrate the power of citizen involvement in and ownership of urban development plans:

- In the first case, innovative solutions were needed to roll out ablution facilities in a new development for the poor for which services had been omitted. Creative outcomes were realised through talking with citizens to understand their needs, and then working alongside households in rolling out the nuts and bolts of the project – from planning through to completion. Those unable to fund the connection of their homes were provided with the option of a ‘core’ facility that could be upgraded over time. Payment arrangements were supported through the provision of access to a business opportunity in the form of a water purification system (enabling recipients to sell water to the community and in this way contribute to the improvement effort). The project achieved scale and sustainability through involving an ever-widening circle of partners.
- The second project related to the delivery of a waste water system to cater for thousands of slum households. The process was uncharacteristically led by the Tourism Department, resulting in the application of a different ‘filter’ when identifying and evaluating possible solutions. This, and the subsequent involvement of a diverse array of role-players, including the community, led to novel solutions, the pooling of resources and budget, and the amendment of bylaws to facilitate a common intervention plan. With simplified rules and regulations and a wider network of support, the desired project outcomes were more easily realised.

Both project examples reflect the importance of implementing mechanisms for participation that move beyond tokenism – i.e. participation approaches that are sincere in terms of the objective of optimising stakeholder engagement. An additional key lesson relates to the need for tools at the top to shift and become less formal in nature, to support the type of granulated planning that is needed to address different types of community needs. Formal tools inhibit leaders and administrators from listening to the needs of citizens – reducing nuanced solutions.

**Petra Warman** of Berlin provided further comment on the manner in which public spaces are made more sustainable – with the role of wide-spread participation in place-making highlighted, alongside the importance of accessibility, safety, aesthetics and functionality of place. It was noted that the creation of a sustainable and well-used public space depends on the manner in which community members experience it. If members of the public do not feel safe despite hard facts that may exist to the contrary, they will need to be engaged and encouraged to think and experience the space differently. Sustainable public spaces require an acknowledgement that people create public spaces – with interventions at this level therefore essential for optimal development outcomes.

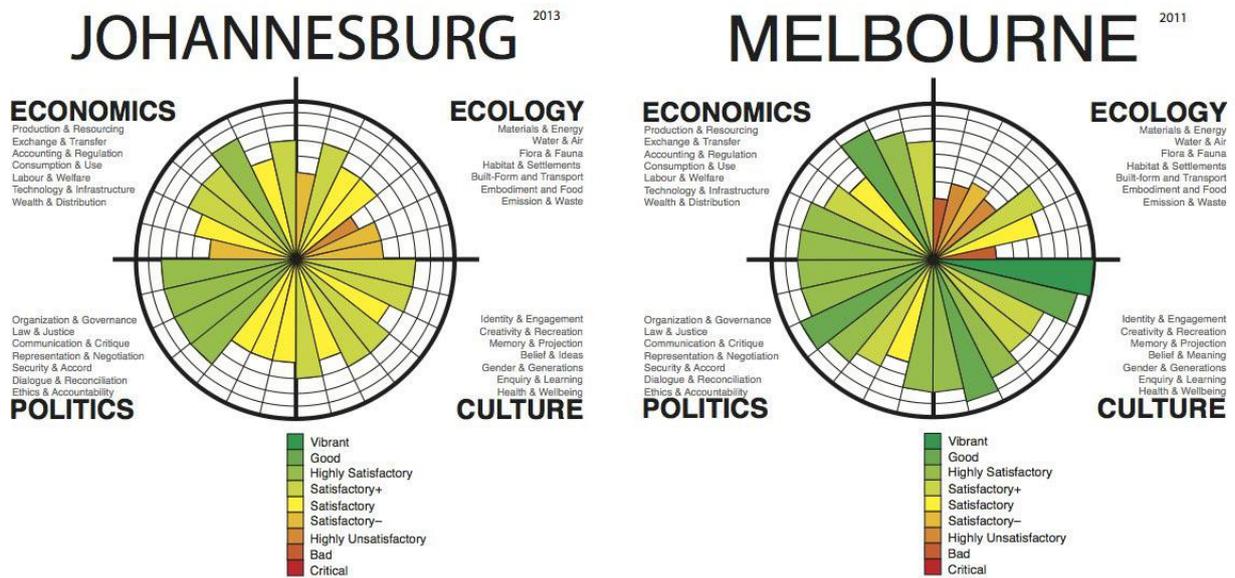
**Sunil Dubey**, in closing the first part of the discussion, noted that ‘city-to-city’ engagements frequently hold more impact for urban development than nation-to-nation interactions – with this indicative of the importance of networks such as Metropolis. With structured opportunities for engagement, peers can learn from each other’s experiences and efforts, while building relationships that enable mutually beneficial outcomes.

### **Part Two: Circles of Sustainability methodology and self-assessment**

**Paul James**, Director of the UN Global Compact Cities Programme, drew on the ideas arising from the first discussion, highlighting the view that while the concept of ‘sustainability’ features increasingly in our daily discourse, its associated complexity frequently results in an avoidance of measurement or action. While many see the growth of cities as bringing with prosperity and well-being, it was argued that cities instead often hinder the achievement of these ideals. Despite this, the facilitator commented on the fact that no other alternative exists to cities, if humans are to perpetuate social life as it is known today. Ensuring greater city sustainability is therefore paramount, with this necessitating good design of dense spaces for liveability, and the careful management and balancing of contradictory pressures – e.g. exclusion/ inclusion; needs/ limits; mobility/ belonging.

The Circles of Sustainability method emerges as a tool through which to support the growth of sustainability, given the acknowledgement of its importance in integrated urban development planning. It has been designed as a user-friendly framework that allows for analysis across four inter-related dimensions: economy, ecology, politics and culture. In this way, the view of sustainability extends beyond the traditional focus on the environment. Building a holistic understanding of a city’s unique strengths and areas of weakness allows for balanced planning, participation and improved sustainability. The tool serves as a mechanism for “continuous improvement through reflexive learning”, with analysis taking place through steps that include engagement with individuals, the community, public documents and policy data. Each step in the analysis pathway assists in driving improved understanding and sustainability.

Applying the methodology to the Metropolis' 2013 host city, Johannesburg, resulted in a preliminary 'map' of the city's sustainability levels. This map is juxtaposed with that of Melbourne, which currently represents one of the most 'sustainable' cities – in the context of the methodology:



In the Johannesburg map, the area of governance emerged as most 'sustainable', with further work required in the other three quadrants.

From a more subjective perspective, it was also suggested that consideration be given to CoJ symbols and imagery – and the manner in which this conveys the long-term vision. While the "Corridors of Freedom" concept is aligned with the vision of a sustainable and inter-connected city, the associated image in use by the CoJ reflects a bourgeois, consumerist society. This bears little resemblance to the ideals of liveability, sustainability and resilience. Insights such as these support the development of an aligned vision – and confirmation of the appropriate path through which to realise it.

While appearing simple at face value, the Circles of Sustainability tool also highlights the potentially unintended consequences that one set of targets may have on others – with a global view of city-wide targets and the resulting behaviours needed to drive balanced and sustainable development.

### c. Summary of key issues arising

While a range of nuanced insights emerged from the session, the following key themes and insights were highlighted through the presentations made, summaries provided by the facilitators, and inputs provided by members of the floor:

- Young cities are presented with a unique opportunity to integrate sustainability objectives and true participation into their development initiatives – thereby fostering social justice for all.
- The sustainability of public spaces and facilities is not just about design, colour and form – with successful outcomes hinging on other factors such as community participation and ownership in the development of public places, from the point of project conception through to completion and ongoing maintenance.

- Real participation goes beyond simply asking questions and requesting input from stakeholders. Instead, it demands co-creation and the courage to listen to alternative needs, reflecting these in the design of tailored solutions. This may require a shift away from formal tools of engagement, with emphasis on more simple methods for gathering input. With real participation comes a sense of belonging.
- Participatory budgeting serves as one of the more tangible ways in which communities can be involved in and own development initiatives – with costs frequently insignificant in contrast with the resulting wealth in terms of sustainable outcomes.
- For sustainability, development initiatives require an interdisciplinary approach and a willingness to adopt ‘granulated’ solutions aligned to the needs of the users. This in turn requires problem solving and delivery founded on horizontal and vertical collaboration amongst all role-players within government, and fostering of engagement and dialogue with all parts of society. In a context of ever-increasing urbanisation and diversity, inclusive cities cannot be designed or managed effectively in isolation.
- The theme of sustainability demands a negotiation of the relationship between ‘public’ and ‘private’ – and the manner in which all role-players contribute to growing a space. Distilling this relationship down to singular contracts between private companies and the state reflects a lost opportunity. Instead, the public should be seen as “all of us” – with solutions therefore jointly owned.
- Embedding sustainability in a city context is not a once-off exercise, but rather an ongoing process of careful analysis of and balancing between frequently competing objectives – with reflection allowing for improvement.

### 3.7. Metropolis Initiatives Session 2: How can cities finance their projects?

Moderator:	<b>Rovena Negreiros</b> , Director of Planning: Empresa Paulista de Planejamento Metropolitano SA (Emplasa) ,São Paulo
Speakers:	<b>Maria Lucia Camargo Figueiredo</b> , Coordinator of Economic Studies Unit: Emplasa, São Paulo <b>Andra Robert</b> , Director: Casa Paulista, São Paulo <b>Jack van der Merwe</b> , CEO: Gautrain Management Agency, Gauteng <b>Diego Sadowski</b> , Director General: Buenos Aires <b>Francesc Giralt</b> , Executive Secretary: City Protocol Society, Barcelona

#### a. Overview of session

Caring cities should provide the services and infrastructure that their citizens need, enabling all to achieve a higher quality of life. However, cities are often unable to provide such services simply because of limited resources and a lack of funds. Health, transportation and education related services are often of insufficient quality or are unreliable, and sometimes are simply non-existent.

In this sense, different forms of financing projects, including public-private partnerships (PPPs), where the private sector provides services on behalf of the government, become an alternative.

They hold the potential of enabling cities to prioritize and build agility into their investments, particularly given that budgetary resources alone are insufficient ensure the implementation of these projects. They do however come with challenges that need to be managed, for the achievement of optimal outcomes.

This formed the focus of this session, led by São Paulo State. Discussions centres on the challenges faced by caring cities in funding the provision of services and infrastructure through PPPs. The session addressed two areas of input:

- An overview of and feedback relating to the Metropolis Initiative, “Comparative Study on Metropolitan Governance” – where this initiative has been led by the Secretariat for Metropolitan Development in the State of São Paulo, with technical support from Emplasa
- Case studies on financing projects that included PPP arrangements – with insights and emerging lessons highlighted

#### ***b. Speaker inputs***

**Rovena Negreiros** moderated the session, initiating discussions through an introduction of the Metropolis Initiative, ‘Comparative Study on Metropolitan Governance’. She noted that this initiative:

- Compared and discussed the different strategies developed by cities in their efforts to establish horizontal and vertical agreements in metropolitan regions
- Sought to assess the different agreements put in place in each region, in terms of metropolitan governance – with attention given to the institutional mechanisms, processes and agreements underpinning decision-making
- Considered metropolitan governance efforts to finance activities that involve more than one municipality – with focus placed on identifying the basic institutional agreements necessary to guarantee the effectiveness and success of these endeavours

**Maria Lucia Camargo Figueiredo** presented on the study and its findings. Key findings included the following:

- The institutional framework most used for metropolitan planning and management tends to mainly be centralized at the regional level of government, with this established through formal arrangements. However, one third of the respondents found these arrangements to be inefficient.
- Financing for projects was mostly sourced through national and regional government. Respondents also confirmed that the funding provided was insufficient.
- Civil society is represented, by law, in most metropolitan councils. It was however found that there are no effective mechanisms for participation in planning or decision-making processes.
- Almost all metropolitan regions have established some sort of legal regulation for PPPs, with this usually defined in federal and state legislation.

The lessons learnt through the completion of the study included an acknowledgement that:

- Traditional PPPs are complex and expensive – while concessions or grants are frequently viewed as the appropriate option
- Political will and public acceptance and participation are key ingredients viewed as necessary for the success of any project
- Involving the environmental authorities and the Public Prosecutor's Office from the very start of project discussions is essential, for a better understanding of requirements, alternatives and project conditions – while also aiding through making the partnership as transparent as possible
- Not all services are attractive to private partners, with experience showing that there may sometimes be difficulties in finding a willing partner
- PPPs can make public administration more efficient, but the role of planning cannot be delegated or overlooked by cities
- PPPs should be used for the achievement of efficiency gains
- PPPs may be wrongly viewed as an 'easy' solution to budget constraints, with government then engaging in high expenditures, without taking budgets associated with PPPs into consideration. These projects must be treated as part of the balance sheet and considered as a public investment. PPPs should also not be used by the public sector as a mechanism through which to temporarily improve budgets.
- Modelling PPPs demands a public sector that is technically prepared, able to implement the right tax conditions, and supported with a well-defined regulatory framework and a robust governance model to enable a swift flow and approval of projects
- The long-term sustainability of a PPP rests mainly in accurate risk assessment
- Risks associated with the false fulfilment of contracts should be taken into consideration, with experience pointing to cases where:
  - Companies have won a concession or grant by submitting a bid with a very low price, where they are subsequently unable to fund the necessary investment
  - The quality of the works and services provided is significantly below that contracted
- PPPs are not the only funding alternative. Other options through which to solve urban problems involving neighbouring municipalities include the use of intergovernmental cooperation mechanisms – supported by the establishment of consortia, conventions or other specific forms of inter-municipality partnership.

**Andra Robert** reflected on the 'Casa Paulista' housing PPP being rolled out in São Paulo. In framing the project, it was noted that the state of São Paulo includes within its mission the expansion of infrastructure, logistics and public services. As such, it was noted that São Paulo sees the private sector as an important partner, given that this is a key role-player if the state is to do more, in a better way, and at a lower cost.

### Case study: Casa Paulista<sup>4</sup>

Casa Paulista is Brazil's first social housing PPP, and is due to start in October 2013. The project includes the construction of 20 221 housing units for low-income families, over a 20 year period. The state of São Paulo is leading the project, with support from both the city of São Paulo and from the federal government. The primary objective is to promote the revitalization of the downtown area through the creation of housing units. A defining feature of the initiative is its focus on creating a mixed-use development (comprising of a mix of housing, businesses and public services for people of varying income levels). According to the state, 12 000 housing units will be reserved for families earning up to approximately USD \$ 1 800 – an amount equivalent to 5 times the minimum wage. The investments to be made in the project will amount to R\$ 4,6 billion, with R\$ 2,6 billion being provided by the private partner.

One of the key intended outputs of the initiative is the promotion of an improved quality of life for workers in the city centre, through offering homes that are both close to workplaces while also being located in areas endowed with urban infrastructure equipment.

Key features of the development will include:

- *Architectural diversity*: Every building within the same complex will have its own identity, with each reflecting a unique architectural design
- *Avoidance of urban segregation*: No use will be made of standard architectural approaches that do not originate from the region
- *Avoidance of the closed community model*: No walls will be used to enclose communities, given the recognition that this detracts from the vitality and safety of public urban areas
- *Closeness of accommodation and amenities to transportation networks*: With emphasis placed on exploiting existing rail, subway and bus transportation networks, in an attempt to foster the integration of all projects and the creation of local communities around public transport hubs
- *Quality of life*: A focus on leisure activities within the city will be encouraged, through the creation of public spaces such as boulevards. Small squares and regional centres will also serve as spaces around which local retail and neighbourhood relationships can be fostered
- *Multiple use*: The ground floors of buildings will house retail shops and other services – in this way supporting urban and social integration

**Jack van der Merwe** discussed the experiences of the Gautrain, a PPP that saw the development of a rapid rail link in South Africa's province of Gauteng. The project saw the involvement of many different role-players in the public and private space.

It was acknowledged that a number of challenges were experienced in the implementation of the Gautrain – with many of these associated with the PPP itself. The success of the project was attributed to the following:

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<sup>4</sup> Governo do Estado São Paulo (2013). Casa Paulista. The Public-Private Partnership for housing: Investment of US \$2.3 billion opens a new era in downtown São Paulo.

- High level political support to implement the project. The task team had access to a sub-committee that could meet within 72 hours and respond to any issues
- Well-formulated feasibility studies that were not static, but that were continually updated based on the latest information obtained
- A strong PPP framework that guided and supported risk allocation
- A known and fixed financial model
- Ongoing communication with all stakeholders, all the time

**Diego Sadowski** shared Buenos Aires' experience of urban renewal, with focus placed on revitalization efforts associated with an abandoned highway, Autopista3. In conjunction with the private sector, a project that included mixed income housing and new infrastructure was born. It included the construction of primary schools, sports centres, police stations, community centres and other facilities.

**Francesc Giralt** concluded the session by discussing the work that is being undertaken by the City Protocol Society in Barcelona. City Protocol assists a range of different types of organizations to connect, learn, share, collaborate, and implement city transformation initiatives. Examples presented in respect of City Protocol's work included:

- Work focused on linking cities with each other
- Cases where City Protocol has partnered with cities to jointly develop a project and procure services (e.g. a multi-modal transport scheme)
- Efforts focused on matching cities with the right partners from industry, research bodies or financial institutions to ensure that city governments can benefit from the best possible expertise globally, in building the solutions they need

### ***c. Summary of key issues arising***

The solution that each city chooses to adopt in addressing the funding challenges they may face in fulfilling their obligations to deliver on the concept of a caring city will vary. Some clear lessons that cities may want to take into consideration include the following:

- The need for political support when implementing projects – particularly when projects run across terms of office.
- While PPPs can be attractive and may improve efficiencies within cities, while also helping to ease budget constraints, cities should not adopt PPPs simply as a temporary mechanism through which to improve their budgets. The case for each PPP needs to be clearly considered.
- Cities need to recognise that not all opportunities are attractive to the private sector – with focus needing to be placed on how to make opportunities more appealing.
- The potential value of PPPs in urban regeneration and mixed-use development is evident through the case studies presented – with possible benefits specifically noted in terms of the opportunities that may arise for wider access to innovation, skills, funding and prioritised focus. From the experiences shared in the three case studies (Casa Paulista, Gautrain and

Autopista3), it could be argued that many cities would struggle to deliver large scale infrastructure projects, inclusive of radical forms of innovation, without any support from partners such as the private sector and research institutes.

- Building on the above, the importance of the right institutional framework cannot be over-emphasised – with it acknowledged that the look and feel of the institutional framework will differ country to country and city to city, based on local realities. Governance structures need to make allowance for the involvement of relevant role-players, including civil society.

### 3.8. Metropolis Initiatives Session 3: Towards sustainable funding for urban development in Africa

Moderator:	<b>Jean-François Habeau</b> , Deputy Director: FMDV
(Part 1)	
Facilitator:	<b>Geoffrey Makhubo</b> , MMC: Finance, CoJ
Speakers:	<b>Sithole Mbanga</b> , CEO: SACN <b>Jean-Pierre Elong Mbassi</b> , Secretary General: UCLG Africa, Morocco
(Part 2)	
Facilitator:	<b>Geoffrey Makhubo</b> , MMC: Finance, CoJ
Speakers:	<b>Khady Dia Sarr</b> , Project Director: Dakar Municipal Finance Project (DMFP) <b>Fernando Gama</b> , Senior Vice-President: Evensen Dodge International Incorporated (EDII) <b>Laurence Hart</b> , Investment Officer: French Agency for Development (AFD), Johannesburg <b>Ebrima Fall</b> , Southern Africa Regional Director: African Development Bank (ADB) <b>Rose Molokoane</b> , Shack/Slum Dwellers International (SDI)
(Part 3)	
Facilitator:	<b>Geoffrey Makhubo</b> , MMC: Finance, CoJ
Speakers:	<b>Alain Le Saux</b> , Secretary General: Metropolis <b>Aisa Kirabo Kacyra</b> , Deputy Executive Director: UN Habitat <b>Josep Roig</b> , General Secretary: UCLG
(Part 4)	
Moderator:	<b>Alain Le Saux</b> , Executive Director: FMDV
Speakers:	<b>Kouaoh Vincent N'Cho</b> , Vice-Governor: Abidjan District <b>Olga Rasamimanana</b> , General Secretary: Communauté Urbaine d'Antananarivo (CUA) <b>Abdel Mounim Madani</b> , Deputy Mayor: UCLG Local Finances and Development Commission, Ville de Rabat <b>Khalifa Ababacar Sall</b> , Mayor: Dakar

## **a. Overview**

This session was organised within the framework of the 'REolutions to Fund Cities' global programme, launched in 2013 by the FMDV, in collaboration with Metropolis and UCLG. It presented local authorities with the opportunity to formulate and give more visibility to their experiences, questions and perceptions regarding funding tools and strategies most likely to serve their own view of urban development.

The session intended to rally urban funding experts, mayors and representatives from African cities, and their partners, to focus on options through which cities could fund urban development.

**Geoffrey Makhubo** from the CoJ served as facilitator, introducing the session by commenting on the challenges faced by cities across the globe – with migration being one of the core contributors that has forced cities to think differently about how they deliver to their inhabitants. With migration resulting in significant increases in Johannesburg's population, the city faces the task of delivering ever-greater levels of food, shelter and services. Similar circumstances exist in most growing metropolises, with other challenges relating to:

- Globalisation – with both the risks and benefits associated with an increasingly connected world requiring cities to develop mechanisms for improved sustainability and greater resilience to change (with this particularly emphasized in the context of the global recession)
- Climate change – with this leading to further unpredictability
- Natural resource scarcity – with resource management becoming increasingly critical
- Growing inequality – challenging both political and economic stability
- A lack of technical skills

In the context of the above realities, cities must find innovative ways to build economic and environmental sustainability and resilience. One of the ways in which many cities are confronting these challenges is through establishing greater awareness of the variety of funding options that are open to them. Funds, however, frequently do not consider local conditions, resulting in challenges when cities try to find lasting solutions. With this in mind, the argument was made that African cities must:

- Build an understanding of and share information relating to the sources of funding that are available to them
- Establish how available funding sources can be diversified – while still ensuring sustainability
- Build an appreciation of the alliances that they can exploit, so that they are able to adequately access available funding sources
- Explore opportunities available for city-to-city partnerships that may assist in optimising access to funding sources

In opening the discussion, the facilitator expressed the importance of the session for a city government such as the CoJ, given its current preparations to invest \$1 billion in infrastructure and development. Funding is to come from a variety of sources (including PPPs, national government funding, the City's own funding, and potentially a 'green bond' mechanism for urban development

activities). The challenges faced by the CoJ in its efforts are not unique – once again highlighting the value of networks such as Metropolis, UCLG and the FMDV.

The session was organised in four parts, with these addressing:

- Challenges faced by African local authorities in finding sustainable funding solutions for urban development
- Case studies relating to innovative/ efficient initiatives being undertaken by cities and funding partners, in terms of funding the development of African cities
- The 'REsolutions to Fund Cities' global programme ('A global programme for cities, by cities')
- Round table debate with elected African city representatives

Key ideas and inputs raised in respect of each part of the proceedings are included in the section that follows.

#### ***b. Speaker inputs***

##### **Part One: Challenges faced by African local authorities in finding sustainable funding solutions for urban development**

**Sithole Mbanga** outlined a range of challenges faced by African cities in their efforts to address their funding – framing these within the context of Africa's status as the continent with the most significant growth in urban population. He noted that trends indicate that between 2000 and 2030, Africa's urban population will double from 295 to 742 million, creating the need to build cities that are able to accommodate a population equivalent to that of the United States.

In the African context, migration towards urban areas is frequently a response to poverty in rural areas – with rural challenges therefore requiring attention alongside those arising in urban locations. An additional reality highlighted in respect of the African context was that of informality – a factor that funding mechanisms need to take into account.

Other aspects for consideration when addressing development-funding options available to African cities include the following:

- The importance of adopting a development policy regime that caters for the specific context in which it will be applied. In South Africa, for example, a large proportion of land resides with private landowners, making it difficult for cities to access land for development purposes, given the question of how land purchases are to be funded.
- The need for improved local government financing models – with this insight illustrated through the South African example of city funding. While South African cities generate 60% of the Gross Domestic Product (GDP), they receive only 8% of the equitable share – with this acknowledged as a model that is not sustainable.
- Climate change challenges – with these affecting funding requirements.
- Human capital constraints, with the question raised: What are the appropriate skills that need to be secured, to ensure access to funding?

- Funding implications associated with implementing the Millennium Development Goals (MDGs). An example provided related to the costs associated with improving the lives of at least 31 million slum dwellers by 2020 (target 11 of MDG-7) – with this envisaged to translate into investments of approximately \$16 billion.
- The realities of infrastructure spend in African cities – with conditions frequently being quite stringent, entrapping communities for many years after the roll out of the infrastructure.

**Jean-Pierre Elong Mbassi** reflected on the importance of African cities finding indigenous funding options – with this seen as a critical requirement if financing is to be sustainable. He also addressed concerns relating to the quantum of funding required within many rapidly urbanising cities. With African urbanisation taking place at a pace that is in stark contrast with the urbanisation process experienced in areas such as Europe, where the shift from rural to urban took place over more than 150 years, cities are struggling to match funding with urban development requirements.

A further challenge identified relates to the fact that investment needs cannot be accurately calculated or met prior to the movement of new migrants into urban areas. With many new arrivals locating themselves on the periphery of the city, development efforts remain scattered and incomplete. In addition, with African cities increasingly competing with each other to enter the global stage as players of significance, the competition for funding is that much greater. This challenge is aggravated by the World Bank's and the African Development Bank's (ADB's) practice of dictating minimum amounts that are to be allocated to cities, thereby making it even more difficult to access appropriate funding. Finally, cities that want to borrow financing also have to deal with perceptions about the ability of African cities to repay financing in the international financial markets. Possible options identified include PPPs and new financing avenues such as green financing solutions. However, only cities that are functioning effectively and can afford to pay back such green financing would be in a position to benefit from these arrangements.

In closing, the question was asked: Are African cities in a no win situation in respect of funding? While this may not be the case, there is a clear indication that African cities need to become more creative, adopting an 'out of the box' approach when addressing the issue of how to mobilise appropriate sources of funding. This approach requires attention prior to adopting traditional forms of funding, such as taxes, rates and duties, transfers from central government, or the use of land values to leverage.

**Part Two: Case studies relating to innovative/ efficient strategies and processes adopted in funding the development of African cities**

**Khady Sarr's** presentation shared Dakar's experiences of preparing to issue a municipal bond on the international market. Similarly to other cities in Africa, Dakar faces challenges linked to poverty, a lack of infrastructure and limited resources. The city draws its resources from various sources, and given that these tend to decrease from one year to the next, borrowing is a necessity. The city also understands that traditional forms of borrowing have limitations – with these including access to limited amounts, and the realities of short maturity times and high interest rates. As such, it has had to search for alternative ways to raise funds, with one approach adopted being the issuing of a municipal bond on the international market.

In terms of the public offering on the West African Economic and Monetary Union market, the DMFP intends to develop the city of Dakar via an alternative tool (used to fund large-scale projects) on the fringe of traditional financing sources. By making proper use of the proceeds of the loan, the project will contribute both to improving the quality of life of the people and to increasing the city's financial autonomy. This pioneering experience could lead to increased demand from investors and the lowering of interest rates for other local authorities wishing to issue bonds on the international market.

To support the process of going to the bond market to fund urban projects, the city of Dakar entered into a partnership with the Melinda and Bill Gates Foundation, with this resulting in access to an amount of \$5 million per year for 4 years. Due to the large degree of decentralisation in Senegal, the city had the necessary autonomy to go to market to raise funds, under the guidance of a new municipal team established in 2009 following large-scale reforms.

Based on the above experiences, a number of conditions emerge that require attention to make the municipal bond issuance process work:

- The national legislative framework must exist for cities to approach international financial markets
- The municipality must determine which financial regime will work best for it and the lending partner
- Cities must know what guarantee the central government will provide
- Each city must determine its financial capacity - in other words, the amount the city will be able to repay
- The involvement and mobilisation of the private sector is an important component, given that they are the biggest actors, being able to buy the bonds, and take advantage of the new opportunities, while also creating new opportunities

In closing, the city of Dakar advised that African cities should look to the US examples of municipal bonds, with these enabling cities to access flexible terms and interest rates for funding urban development. The argument was also made that African cities should twin with other cities in order to experiment with funding models, and to learn from each other's experiences.

**Fernando Gama**, an expert in counselling and supporting cities on how to access funding, briefly provided a technical perspective on tools such as municipal bonds. He responded to the following questions in his address, with input detailed below:

- What tools exist for going to the financial market – and what are the modalities for going to market?
- What are the dangers of going to market to fund urban development?

The FMDV and Metropolis have, following 3 years of research and planning, set up a new tool to structure re-financing, PPPs and other partnerships, with the tool developed so as to assist cities in gearing themselves for sourcing appropriate funding for their development projects. The tool aims to provide cities with assistance in developing their funding models, while also supporting them in

identifying the most appropriate mechanisms for their area. The tool will furthermore assist cities to take the transaction relating to the issuance of the municipal bond from start to end, successfully.

Infrastructure funding can involve various mechanisms: bank loans, municipal bond financing, equity investments, PPPs, buy-backs and lease arrangements, etc. For cities to successfully issue a municipal bond, there are certain requirements that must be in place, including:

- An adequate legal framework, of relevance to the particular country or region, to allow for the issuing of the municipal bond
- Specific language in the legal framework is needed to allow investors to feel comfortable to mobilise the necessary monies. For example, in order to raise funding, cities must provide certain guarantees and pledge to repay the borrowings (a requirement that is particularly challenging for cities who do not have positive credit ratings)
- Cities must ensure that they achieve the appropriate credit rating for both the city and the individual transactions themselves, and that they have institutional financiers who have an appetite for the transactions and an ability to provide funds

Implementation of the bond after the issuance is key to success. In this regard, the FMDV is able to provide advice and guidance to cities, to ensure they implement all the necessary steps along the way.

**Laurence Hart** presented a development bank's perspective on supporting sustainable urban development strategies, with inputs presented in the context of work undertaken with South African cities. The French government owns AFD, an organisation that operates in 70 countries, providing a range of financial products such as concessional and non-concessional long-term loans, grants for technical assistance and studies, and guarantee schemes, among others. In 2012, 47% of AFD's spend was in the areas of urban development and infrastructure. AFD's strategy and development priorities focus on:

- Supporting infrastructure development (including energy, transport, water)
- Promoting sustainable and integrated urban development
- Protecting global public goods (e.g. fighting against climate change)
- Driving a cross-cutting emphasis on job creation and support to the private sector

AFD has a regional office in South Africa, where it has an interest in funding sustainable urban development. The strength of South African cities is that there are policies that guide sustainable development and the funding thereof (e.g. all municipalities are legally obligated to have Integrated Development Plans in place, while some municipalities have strong creditworthiness and are able to implement programmes with relevant technical and financial ability). Challenges, however, include infrastructure backlogs and huge gaps between the implementation capacity available within large municipalities, versus that available within smaller. It was argued that there are essentially four ways for local municipalities to finance their investments - through:

- Their own resources
- Fiscal transfers from the central government

- Long term, concessional, and usually project or programme based borrowings from Development Financial Institutions
- Medium to long-term borrowings at market terms from banks, and bond issues

In this context, AFD provides direct financing to the larger metropolitan municipalities which hold relevant creditworthiness, with these being unsecured loans, extended in ZAR at a fixed interest rate, in accordance with the provisions of South Africa’s Municipal Finance Management Act. For smaller municipalities with lower levels of creditworthiness, AFD works through intermediaries, such as the Development Bank of South Africa or Infrastructure Finance Corporation Limited (INCA), extending concessional credit lines. In addition to this type of financing, AFD also provides grants to support capacity building or develop technical cooperation. Examples of projects financed via AFD include:

- CoJ: Provision of water services in Soweto
- City of Cape Town: Provision of support for the City’s three-year infrastructure investment programme, which targets a project addressing access to water, electricity, transport, etc.
- Social housing institutions: Implementation of developments linked to housing stock for rental housing

**Ebrima Fall** outlined the ADB’s vision on African urban development funding and shared its new urban strategy, with the latter to be operationalized through the creation of new funding instruments. The bank’s vision in terms of urban development is: “cities that are liveable, slum free, well governed and equitable”. The areas that the ADB supports include public transport and traffic management, energy and waste management – with this undertaken as collaborative process with municipalities, with whom the ADB partners. The bank is a premier financing institution – AAA rated – and is noted as offering the lowest interest rates on the continent. Key issues that the bank confronts when dealing with cities relate to creditworthiness of sub-nationals, and finding bankable projects to support.

Instruments available to cities via the ADB include low cost borrowing (less than 200 basis points), long-term loans, and assistance in syndicated bonds in local currencies. The pre-requisites for accessing funding include credit risk guarantees, together with bankable projects, with these necessary to remove risk from private sector investors. The bank also provides capacity building and technical assistance (usually funded by grants) to cities, to support them in improving their governance capacity and credit worthiness. In the period ahead, the ADB intends to roll out its programmes, and is therefore talking to cities to understand the investment programmes that are planned, and how it could provide support for these programmes.

**Rose Molokoane** presented input on SDI’s programmes. This NGO’s programmes aim to achieve the concept of ‘the inclusive city’ through driving participation of communities in city planning processes, in this way ensuring that existing resources are aligned to the community’s actual needs. Key points highlighted in terms of this approach and a proposed route forward for funding urban development with the support of SDI included the following:

- The challenge of gaining recognition amongst communities, with elected representatives and even ward committees, as the representatives of communities, needing an appropriate standing among members of the community
- The difficulties associated with building a financially sustainable city in the context of rapid development (e.g. while informal settlements may grow, where there are no basic services, the collection of rates and taxes is not an option)
- An acknowledgement of the role that practical and real partnerships can play in making a difference to the lives of ordinary people – with it proposed that SDI establish a partnership between the city, organised communities and private sector organisations, in support of community development. It was suggested that all members of the partnership could contribute to seed funding for development efforts, with communities then driving the change required with the use of these partnership funds.

***Part Three: 'REolutions to Fund Cities': A global programme for cities, by cities***

**REolutions to Fund Cities**, is an international partnership between Metropolis, UCLG and the FMDV, aimed at encouraging all urban actors to "rethink economic solutions" that operationalize sustainable, efficient, and resilient local development. Initiated by a consortium of local authority networks, REolutions concentrates on identifying, analysing, transferring and pilot implementing economic and financial strategies and mechanisms that have improved the impact and performance of local urban development policies. Anchored and articulated at the regional level in a multi-actor setting, REolutions seeks to equip local authorities with the tools to integrate and operationalize a wide variety of financial resources for the endogenous development of their cities.

**Alain Le Saux** briefly introduced the FMDV, UCLG and Metropolis partnership known as 'REolutions to Fund Cities: a global programme for cities by cities' as the opportunity to partake in a profound conversation about funding of urban development and funding of cities. He noted that the first priority of the network was to capitalise on efforts happening all over the world, with many financing lessons to be learnt and shared with other cities - and in particular, African cities, where policy and funding is precarious. The partnership has set itself the target of showing the international community that African cities had the capacity and are ready to implement effective urban development.

**Aisa Kirabo Kacyra** indicated that UN Habitat was excited about collaborating with Metropolis and the FMDV to assist cities to access funding for development programmes, as UN Habitat was keen to support responsible urban development. She was, however, adamant that this partnership and instrument should not be 'business as usual'. It was argued that, from the onset, African cities would be able to attract a higher calibre of investors, and to present themselves as credible institutions with bankable projects. The findings of research undertaken for the State of World Cities report and the State of Settlement report were also highlighted, with emphasis placed on the findings that showed that if best practices are endorsed by the UN system, they will then have traction and longevity. It was noted that the REolution partnership should strive for this goal, with all partnerships on board.

**Josep Roig** then presented a UCLG perspective, explaining that the UCLG plays a lobbying and advocacy role, with the current international agenda focused on the following areas, as a way through which to surface the priorities of cities:

- Poverty and MDGs
- Post Rio sustainability issues
- Climate change issues
- Habitat III

Given the above, the UCLG has to set its own agenda – emerging with policy positions through which to support cities. It is clear that cities cannot survive on their own, with partnerships acknowledged as key. In reflecting on the challenges faced, these were noted as being less daunting in nature when addressed in collaboration with others. While some of the challenges frequently requiring focus relate to issues of finance, capacity building and governance, the view was raised that the ‘REolutions to Fund Cities’ programme could go some way in addressing the former, and with additional support from UN Habitat, could provide some meaningful solutions for cities in the future.

#### **Part Four: Roundtable discussion with elected African representatives**

This part of the programme provided the opportunity for the elected leaders of a number of large African cities to give their input in terms of this strategic area, and to highlight funding needs that require further development. In addition, it allowed for the start of a process of knowledge sharing and needs identification for the REolutions programme.

**Kouaoh Vincent N’Cho** echoed Jean-Pierre Elong Mbassi’s sentiments, arguing that in order to have a good grip of urban development, sustainable financing should come from cities themselves – with cities also needing to find creative ways to use their limited resources. In line with this view, Abidjan’s city government is running a research and capacity building programme in partnership with the Ivory Coast central government, to understand the status quo of the city’s economic situation, and to assist women and youth with local economic development programmes. While the city still faces many challenges, it was argued that, with the support of the FMDV, it will be able to improve the lives of its citizens.

**Olga Rasamimanana** expressed satisfaction with the FMDV and sees synergies between the approach being adopted through the REolutions programme, and through their own efforts. Antananarivo is 400 years old and inhabited by 2 million people. The city faces many challenges, including the challenge of operating with a very limited budget of € 10 million per year. The search for funding is therefore very important for the city. While the city accounts for 40% of national GDP, fiscal revenue is very weak. Given this, the city has developed a programme for urban development, although this is yet to be operationalized. The first pillar of this new approach involves strengthening the city’s fiscal position, to enable development to take place with proper planning.

Another avenue currently being explored by the city involves the establishment of an agreement with the central government. Under this arrangement, a portion of the national budget would be allocated directly to the city. For this to be rolled out in full, a new law is required that will allow cities full authority for urbanisation and urban planning.

Some actions that the city has taken in order to strengthen revenue streams include:

- Land valuation – with advantage taken of the appreciation in land values
- Improved cooperation and the establishment of partnerships with other cities to learn from their experiences
- Strengthening of the legal framework
- Identification of priority projects

All actions taken to date were acknowledged as being part of the process of looking for appropriate development funding. It was noted that input from the FMDV and the World Bank would assist in identifying sources of funding, with the city faced with a reality of not being bankable, yet needing to use best practice to improve the situation.

**Abdel Mounim Madani** agreed with the input provided by other cities in terms of the important role local finance played as an integral component of standard financing. Despite the fact that Rabat has felt the impact of the global economic crisis, it was argued that the city should not stop thinking of issues relating to innovation and restructuring. The initiation of new projects and sharing of new ideas around issues such as tax collection, transfers from the central government and other innovative funding solutions, was highlighted as important for ongoing sustainability. In reflecting on local circumstances, it was noted that a significant portion of Rabat's budget is unfunded – with this funding essential to resolve a range of the city's difficulties. It was agreed that the REolutions programme would be an excellent tool to support Rabat in achieving its urban development objectives.

**Khalifa Ababacar Sall**, the Mayor of Dakar, argued that a new attitude and different thinking would be needed, if cities were to establish greater sustainability in terms of urban development funding. Input was also provided on Dakar's experience in terms of the important role that citizen behaviour may have in influencing access to financing. Financiers must have trust and confidence that cities have the capacity to implement plans, although citizens must also play their part in enabling cities to repay debts.

Another important aspect needed in order to secure necessary funding is that of partnerships – real partnerships that deliver results. As such, the REolutions to Fund Cities programme was acknowledged as being of value, with Dakar confirmed as keen to participate in the programme. Through cities sharing and exchanging lessons and experiences, other cities will be in a better position to implement projects more effectively, without making the same mistakes.

### ***c. Summary of key issues arising***

Initial inputs during the session reflected on the variety of challenges faced by cities across the globe, with factors such as migration, poverty, climate change, resource scarcities and infrastructure demands impacting the nature and volume of funding required to support urban development and to improve the quality of life of those living in cities. Input was provided on the elements that influence the ability of cities to access funding. These included, amongst others, factors such as partnerships, suitability of governance arrangements, the credit rating of cities, internal capacity,

and the involvement of role-players such as the private sector. A number of speakers reflected on the need for African cities to be able to access local funding, to ensure sustainability.

Presenters also reflected on funding case studies – with these highlighting the variety of funding mechanisms available to cities, and the importance of getting the foundations right (e.g. ensuring the appropriate legislative framework; clarifying roles; assessing the ability of cities to manage arrangements financially). Development banks, technical experts and community activists proposed alternate approaches to the funding of urban development initiatives, with the role of partnerships and collaboration emerging as a common thread.

Building on the importance of partnerships, focus shifted to the REsolutions to Fund Cities programme. City representatives voiced excitement about the programme's prospects. While a range of examples exist reflecting the innovative approaches adopted by cities in funding urban development priorities, a programme such as the REsolutions to Fund Cities was noted as key, given the space it would provide for these approaches to be shared. It was agreed that cities should continue the conversation on funding to support each other in dealing more effectively with the big issues they face – where these often include:

- Constraints associated with the capacity of cities to collect taxes
- Challenges associated with securing fund transfers, and ensuring the sound management of the financial aspects of cities
- Understanding the various financial instruments available to fund their development projects – e.g. bank loans, municipal bond financing, equity investments, PPPs, buy-backs and lease arrangements
- Capacity constraints and the demands emerging in the context of increased urbanisation and informality
- The need for suitable solutions through which to address issues of land development – and the financing thereof via state project interventions

There was consensus that cities must set themselves ambitious targets and develop serious plans and proposals for the FMDV and the 'Resolution to Fund Cities' programme to support. It was agreed that the FMDV, together with other organisations, should become an effective platform through which to discuss and find solutions to cities' funding problems.

### 3.9. Housing policies in the global south: Shifting from a delivery to an integrated approach

Moderator:	<b>Josep Roig</b> , Secretary General: UCLG
Speakers:	<b>Jose Floriano</b> , Municipal Secretary for Housing: São Paulo <b>Subethri Moonsamy</b> , Director Planning: EtheKwini Metropolitan Municipality <b>Rovena Negreiros</b> , Director Planning: Emplasa, São Paulo
Rapporteur:	<b>Xolile George</b> , CEO: South African Local Governments Association (SALGA)

#### *a. Overview of session*

The round table session on housing policies in the global south intended to build on the Metropolis Initiative on Slum Upgrading, an initiative led jointly by São Paulo and Durban's eThekweni Municipality, together with UCLG. Brazil has implemented significant changes in its housing policies in the last two decades, with public housing policies seen as a key mechanism through which to reduce poverty by improving conditions and providing development opportunities. Brazil's success has been attributed to a multi-faceted approach: commitment to change; the Brazilian government's allocation of a suitable budget for social housing; the restructuring of housing departments within local government; a focus on providing the urban poor with the right to a voice (and in this way, the right to the city); encouragement of partnerships around and in neighbourhoods. All these factors have contributed to a positive outcome, creating cities that demonstrate care for their citizens.

In the provision of social housing, South Africa is also viewed as a frontrunner, given that it reflects on the right to housing in its Constitution, and has implemented numerous policies and approaches over the years. This session focused on drawing practical experiences from São Paulo's housing policies, and applying them to a pilot project in Durban at the settlement 'Welbedacht'. Focus was also placed on offering African cities lessons for moving from a pure delivery approach, to the establishment of more integrated solutions. Furthermore, the session aimed to bring role-players from different government spheres from both Brazil and South Africa to the table, to foster intergovernmental cooperation with the objective of discussing a more integrated housing policy. In line with the above, some of the questions identified as being of value in guiding the discussion were as follows:

- How can cities improve their human settlements management? How can housing services be sustainable?
- How can the housing policy shift from a delivery to an integrated approach?
- What are the priorities in the discussion on housing held at the international, national and local levels?
- Where do housing services start and end, until the neighbourhood is implemented?

**Josep Roig** moderated the session, initiating the discussion through arguing that the right to housing is an individual right, while solving it is a collective effort. Housing was identified as being much more than simply the right to adequate shelter. Instead, it was seen as being about "the right to the city". He noted that cities have given the responsibility of defining 'citizenship' to the state, whereas the

city should in fact 'own' this responsibility. In expanding on the idea, he reflected on the fact that in the US, about 11 million people do not have citizenship to the country, but are 'citizens' of their cities – with citizenship in this context given by the Mayor, rather than the state.

Drawing on Keynesian principles, he noted several elements considered critical for the establishment of a positive life and general well-being: health and sanitation; security; respect; freedom to establish an autonomous plan of life; friendship/ social capital; leisure; and culture. It was argued that when these elements work together, they contribute to a good life. Similarly, housing debates need to be addressed through an integrated and collaborative approach. It was noted that the session aimed to provide an opportunity to reflect on two interesting cases, with both eThekweni and São Paulo demonstrating that the solution to the housing problem must include urban planning, the provision of basic services, transportation and various other factors, with all of these contributing to the successful implementation of integrated human settlements. In the case of São Paulo, Brazil's housing policy covers all levels of government, and adopts an integrated approach to informal settlements. In the case of eThekweni, while success was noted in terms of the city's policy on delivering housing units, some concerns were raised around the delivery of other services. With further input to be provided by presenters, these examples reflect a useful foundation from which to engage on integrated human settlements.

The session was viewed as important for UCLG, Metropolis, SALGA and the cities involved – given that peer-to-peer learning provides significant value to all cities, in their efforts to tackle issues associated with housing. It was also suggested that there may also be benefit in scaling-up the discussion further, to facilitate improved learning and access to a wider audience of cities.

#### ***b. Speaker inputs***

**Jose Floriano**, São Paulo's Municipal Secretary for Housing, reflected first on the approach taken to housing development within São Paulo city, and then shifted his focus to the knowledge exchange programme established between eThekweni Municipality and São Paulo city. In terms of the former, he initiated his input through highlighting the complexity of the housing problem in São Paulo. With housing considered a key priority in Brazil, the government has undertaken several studies to gauge how happy citizens are, and what they regard as key to their happiness. Results indicate that, on average, 'owning one's own home' is considered to be the third most important contributor to happiness, with this element trumped only by 'health' and a 'good family life'. This has provided a foundation for understanding the role of housing within the community – with this then also serving as a starting point for the city's housing initiatives.

The city's work in relation to housing takes place within a very specific urban context, with rapid changes in population evident over the decades. It was noted that urbanisation in São Paulo began around 1929, at a time when the city had approximately 500 000 inhabitants. The population has grown steadily since then, reaching 3.7 million in 1962, and 10 million in 2002. The current population is now estimated at 11.3 million people, with approximately 3 million of these people living in poor and risky conditions. As a result, the city is working hard to improve the lives of its inhabitants. To support these efforts, the Department of Housing maps information relating to families in distress situations, using this information to devise appropriate interventions. This

mapping exercise has provided the city with sufficient data to set up rules and regulations through which to define how development will take place into the future.

In its efforts to deal effectively with the challenge of housing (particularly in risky areas and catchment areas), São Paulo has also established an integrated plan of action. The plan extends to 2014, and includes within it a set of ambitious targets (e.g. building 55 000 houses – double what was produced in the previous eight years – and providing at least 70 000 families in informal settlements with title deeds). The city acknowledges the importance of establishing appropriate conditions (e.g. sufficient funding) to deliver on these housing objectives. Three intervention models have therefore been put in place in the context of the ‘my house, my life’ programme. The first model involves the expropriation of land at market value, while the second model relies on funding support from the federal government. The third model involves a PPP between São Paulo city, the state and the private sector, for the development of housing units. Even with three different funding models, the city has recognised the need for all models to target a fully integrated approach that includes access to public services within a reasonable radius of residential areas (i.e. schools, clinics, day care centres, parks and other amenities all fall within a 2 km radius).

Input was also provided on the partnership between São Paulo and eThekweni. It was noted that the partnership has been successful in allowing both cities to share good practices and to evaluate and improve on their respective projects. One of the factors identified as key in reducing poverty and empowering vulnerable groups is the issue of access to housing, but particularly when this access is integrated with other social elements, to address the daily challenges of the most vulnerable. Agreement has been reached that São Paulo will work closely with eThekweni to support the roll out of similar programmes in Durban. Other areas of cooperation identified for the partnership were noted as including the following:

- The development of a social plan, through which to encourage community participation in the implementation of projects
- Exploring the concept of the compact city – particularly with reference to the building of infrastructure
- Developing better quality projects for people with special needs, including the aged
- Establishing a prioritisation and funding model, through which to support low-income households and enable them to pay for benefits received

Finally, São Paulo city announced that one of the city’s largest apartment development projects that is to roll out in the coming months, specifically in support of low-income communities, will be called the ‘Nelson Mandela Residential Complex’. The naming of this complex would be in honour of Nelson Mandela and his life-long commitment to the betterment of communities.

**Subethrie Moonsamy** also presented on the ‘Mentoring Exchange: Upgrading Informal Settlements’, as established between eThekweni and São Paulo city. She noted that the partnership between the two cities started in 2011, with the objective of Sao Paulo assisting eThekweni in dealing with its major housing challenges. Key difficulties faced by the city include:

- A tendency to chase a numbers game in terms of housing provision, with the question raised: is eThekweni able to establish good quality, integrated human settlements?
- Continued location of low density housing projects on the city's periphery – with limited integration of services, and a lack of opportunity in terms of access to other forms of infrastructure
- Following an environmental goods and services model that sees eThekweni protecting the environment, without addressing social interaction and development – with it acknowledged that environmental development and social development should be addressed simultaneously
- The reality that housing is a national and provincial function, with eThekweni Municipality not fully accredited to run its own housing programmes, and therefore unable to ensure holistic plans that include integration of functions such as early childhood centres and clinics

Through the partnership with São Paulo, it was noted that the eThekweni Municipality has learnt many valuable lessons, with São Paulo emphasising the importance of social housing and the value of people through:

- Ensuring that quality is invested in every aspect of the model through the use of qualified professionals (e.g. architects to design buildings, for pride in place; social workers leading service delivery efforts; use of the army in cases where people are vulnerable; significant linkages with faith groups and NGOs when working with issues of culture – thereby enriching the environment)
- In support of the above, running competitions for architects to design and develop iconic buildings – in this way building pride
- Building communities through supporting community networks, ensuring integrated delivery of social facilities, driving basic access and ensuring the provision of quality services
- Using social data to inform urban design and planning of social assets
- Growing a sense of ownership amongst the recipients of social housing projects, through allocating a small amount that is to be paid by these recipients, in claiming their accommodation
- Investing in public spaces (e.g. libraries; parks) through an integrated and aligned approach across all role-players in government (i.e. with vertical and horizontal integration) – establishing the conditions for those who live in social housing to be able to access the best-quality services and facilities

In reflecting further on the above, it was noted that housing in South Africa is seen as a constitutional right, but that this has not been interpreted morally in terms of how government, with various partners, provide human settlements. A different approach in this regard would reflect the concept of the caring city.

In taking the lessons from the São Paulo partnership forward, it was noted that eThekweni has assembled an integrated project team to further develop the Welbedacht East settlement (located approximately 30 km from Durban), as a pilot project. The municipality has acknowledged and is responding to specific gaps in skills – with architects, urbanists and social workers included in the project. This is notable, with architects last involved in social housing design thirty years ago. Social

workers are providing their services via an agreement with a university, with focus being placed on connecting technical professionals with NGOs, the community, and other role-players. Together, there is a focus on reviewing the layout and typologies for housing development, increasing densities, improving roads and infrastructure standards to ensure these are suitable for use by pedestrians, informal traders and other members of the community – and ultimately, establishing a living community. An important lesson drawn from the process relates to the need to establish a deeper understanding of community survival tools, culture and customs – integrating these into the project (e.g. working with the community's choices in terms of where footpaths go – making sure that they are part of the outcome). Building on this idea, social workers are linking with community members to design sports and recreational areas, while community inputs are also being gathered to ensure a safer environment.

Finally, confirmation was given that the project process and experiences would be documented, with this acknowledged as being of value for future projects of this nature.

**Rovena Negreiros** reflected on Brazil's experience and more specifically, the experience of São Paulo, in delivering on integrated human settlements. The following points were noted:

- São Paulo recognises the importance of establishing quality cities – with it acknowledged that this requiring a range of elements, including access to land, and suitable funding to support development efforts.
- Recognising the need for a more agile approach to social housing funding and delivery, São Paulo established an agency, which focuses on addressing development efforts, while also fostering improved collaboration amongst all stakeholders.
- São Paulo state recognises the need for ongoing and systematic development of housing initiatives and supporting infrastructure. To support this through consistent funding, 1% of VAT collected by the state is dedicated to urbanisation-related programmes in São Paulo – with housing being one of the key priorities.
- A significant challenge faced by São Paulo in delivering on housing commitments relates to the price of land, with this being prohibitively expensive in some parts (e.g. in the city of São Paulo). As a result, implementation of housing is fairly low in São Paulo city, but higher in the state of São Paulo (with benefits seen via the 'my house, my life' programme). The city is currently negotiating with land-owners, to explore ways to access the required land. It was noted that this serves as a reflection of the reality that the political and implementation stages of projects are not always at the same level, with cities not always experiencing the opportunity to deliver.
- Despite the above challenges, housing policies have allowed for intervention in high-risk areas (e.g. where development has taken place on land unsuitable for habitation, due to wetland status or landfall/ erosion risks – or in areas that serve as important environmental zones). Regularisation of land ownership for low-income communities has been emphasised – with the state and city looking at options for financing and handover of property rights. This would enable low-income communities to use housing as a leverage for other funding opportunities, and the development of businesses and livelihoods. In addition, focus has also been placed on reclamation of damaged environments, to support sustainability efforts.

In closing, it was noted that much of the success attributed to projects undertaken is linked to the inter-sectoral approach adopted, and the recognition that collaboration amongst all government role-players is critical for delivery. The importance of learning key lessons from the experiences to date was acknowledged – alongside São Paulo’s interest in replicating the experience in other areas and cities in Africa, and in South Africa, in particular.

**Xolile George**, SALGA’s CEO, presented a summary of the key challenges relating to South Africa’s housing development environment. He noted that one of democratic South Africa’s primary imperatives in addressing housing developments has been the reversal of apartheid spatial planning patterns, and a focus on arresting the trend of homelessness. A key challenge, however, has been that while housing development efforts have targeted re-distribution by adequately housing the homeless (with 3 million housing units delivered since 1994), there is a sense among many that these developments lack creativity and individuality. Units delivered as part of the government’s programme reflect a level of ‘sameness’ in terms of design.

In an effort to counter prior shortfalls, South Africa adopted the ‘Breaking New Ground’ initiative in 2004, with this driving a focus in three areas: building better located settlements; developing integrated, mixed-income and mixed-use typologies; and establishing medium-density development. While the current policy programme places emphasis on rental and social housing stock, the following points were noted as unclear:

- How this focus will assist South Africa in re-organising its cities
- How the increasing number of informal settlements across South African cities should best be addressed
- How to improve the policy response, to deal with the challenges faced and improve living conditions, while dealing with backlogs

Further challenges highlighted included the following:

- Challenges linked to current funding available for housing – with funding instruments that have been set up to support change in the housing development space unable to assist with the so-called ‘gap market’ (the market of those who earn too much to qualify for social assistance, but earn too little to receive support from financial institutions)
- The importance of using existing intelligence and data to shift South Africa’s focus from an emphasis on delivering volumes of houses – with efforts also to be focused on delivering housing of excellent quality
- Difficulties associated with ensuring all parties across the spheres of government act in unison for the same objective, in a context where the dates on which the institutional financial year starts, and on which budget allocations are made, differ across the spheres

It was argued that the above called for a clear correspondence between programmes and fiscal arrangements. In concluding, the need for local government to be further capacitated and accredited to address housing issues was also highlighted, given that it is at this level that issues of delivery are experienced.

**Plenary discussions** raised a number of additional questions and comments, with these relating to:

- The question of the rental market and how this has played out in the designs of accommodation offerings – with questions raised as to whether this should be subsidised. In response, it was noted that the Brazilian example of ‘my house, my life’ enables the occupant to pay a low rental per month, securing the right to the property. Subsidies in this context are provided by the state – although the involvement of the private sector in PPPs in Brazil has also seen the cost of social housing units being significantly reduced, given the capacity that exists within this sector.
- CURE’s experience of seeing poor people in Indian cities build their own houses without public intervention at any stage – with building taking place according to what the community can afford, allowing for improvements with time.
- The importance of a gender perspective when planning spaces and homes – with this viewed as key to the concept of the ‘caring city’. In this regard, South Africa’s experience of involving and listening to women when designing state-provided houses was highlighted as notable, with this step resulting in designs that included two doors instead of only one – in this way enabling women to feel safer, given high levels of domestic violence. In the context of São Paulo, it was also noted that gender issues have been integrated into housing financing since the 1980s, with title deeds frequently placed in the name of female recipients. Attention has also been given to other vulnerable groups when undertaking social housing developments – with legislation in São Paulo allocating 10% of all housing units to people with disabilities.

**c. Summary of key issues arising**

**Xolile George**, in his role as rapporteur, outlined a set of key lessons for cities to take forward in respect of housing developments, drawing on insights from the Brazilian and South African experiences, as reflected in the presentations provided. These include:

- Addressing the assignment of responsibility:
  - This would involve a focus on ensuring that the relevant powers and functions for housing are located with the appropriate sphere of government, in support of optimal delivery and improved community engagement. In the context of South Africa, it was argued that with community protests targeting municipalities, it would be favourable for metropolitan municipalities with demonstrable capacity to be accredited to implement housing programmes.
- Building capacity within local government:
  - Establishing the necessary capacity within municipalities to address housing issues, in cases where this capacity does not exist – and harnessing the energy and insights of municipalities who do have capacity.
- Enabling engagement of citizens:
  - With lessons in this regard drawn from São Paulo’s ‘my house, my life’ programme, where communities make a small contribution to services or goods received, in this way building a sense of ownership and pride. The participation of communities in their own

development and happiness was therefore highlighted as a critical theme – with this being in contrast with circumstances where citizens wait as passive recipients. Importantly, for this to take place, space needs to be made for people to make a contribution.

- Ensuring an appropriate understanding and approach to demand versus supply:
  - With all spheres of government to develop financing instruments and access land that can sufficiently deal with matching the demand and supply of housing units.
- Driving social facilitation programmes:
  - With both the São Paulo and eThekweni examples reflecting on the benefits associated with mobilising communities, including vulnerable groups, through engaging professionals such as social workers in the design of interventions. In this way, housing delivery projects have a greater chance of being more holistic and inclusive, through delivering on not only housing needs, but also social development requirements – simply through placing people at the centre.
- Supporting social linkages:
  - Using social data to ensure the appropriate implementation of programmes in a way that grows the life of the community – e.g. surveys, community inputs and other forms of eliciting community participation and ideas.
- Establishing appropriate and holistic housing policies:
  - With it critical that policies enable cities to deal with their key challenges and priorities (e.g. addressing social and environmental development concerns simultaneously, in a way that supports prioritisation decisions in the context of ongoing urbanisation).
- Sharing innovative delivery approaches:
  - With the São Paulo and eThekweni partnership highlighting the benefit of cities sharing innovations and practices, and in this way improving delivery times, while preventing costly mistakes. The argument was also made for developing nations to harness their respective experiences, learning from each other to improve delivery (e.g. via forums such as the India-Brazil-South Africa (IBSA) Dialogue Forum).

**Josep Roig** reflected on the following additional insights emerging from the session:

- The importance of scaling up peer-to-peer learning opportunities – given that these opportunities allow for greater impact, learning by doing, and sharing of experiences
- An acknowledgement that while pilot projects such as that implemented in Durban through the São Paulo and eThekweni partnership allow for improvements, no one city has the right tools
- The benefit of relationships grown through partnership projects and peer-to-peer learning opportunities – with this being evident in the pilot project represented during the session – reflecting once again the role of ‘caring cities’
- The essential role of innovation in driving change – with this requiring each city to take on new and different challenges

### 3.10. Feedback session on the Johannesburg Bus Rapid Transit System

Moderator:	<b>Paul James</b> , Director: RMIT Global Cities Research Institute; Director: UN Global Compact Cities Programme
Speakers:	<b>Hanns-Uve Schwedler</b> , Director: European Academy of the Urban Environment, Germany <b>Barbara Berninger</b> , Regional Secretary for Europe: Metropolis; Head of Division for EU and International Affairs: Senate Department for Urban Development and the Environment, Berlin <b>Christine Walters</b> , MMC: CoJ <b>Lisa Seftel</b> , Executive Director: Transport, CoJ <b>Mpho Parks Tau</b> , Executive Mayor: CoJ <b>Michael Müller</b> , Mayor: City of Berlin, Germany
Other participants:	<b>Desmond Amiegbebhor Edenojie</b> , Lagos Metropolitan Area Transport Authority, Nigeria <b>Abhijit Lokre</b> , Head: Faculty of Planning and Public Policy, Centre for Environmental Planning and Technology (CEPT) University, India

#### *a. Overview of session*

Peer reviews represent a new approach through which members of the Metropolis network can share practical knowledge and support mutual learning. Metropolis has applied the peer review methodology on two occasions prior to the 2013 Metropolis Annual Meeting: in Berlin (in respect of the 'Action Areas Plus' programme), and in Paris (in relation to Île-de-France's local Agenda 21 and its connection to the Climate Plan). The methodology encourages participants to reflect on a specific project, using their own experiences and practices as a platform from which to identify and share potential areas of improvement. Peer cities play the role of 'critical friends' – exploring the project's challenges, successes and ways through which to increase efficiencies.

The 2013 Metropolis Annual Meeting saw members of the network focusing their efforts on a review of the CoJ's 'Rea Vaya' Bus Rapid Transit (BRT) system. The Rea Vaya BRT system began operating in 2009. Covering over 25 km (primarily between Soweto and Johannesburg's city centre), it transports an average of 42 000 passengers daily. The BRT network is due to increase its coverage by a further 18 km in October 2013 – with additional phases due to be implemented over time. With the CoJ's BRT system drawing its inspiration from other international models of mass rapid transit systems, it lent itself well to a peer review process.

As part of the peer review process, local project leaders provided a group of international scholars and global transport leaders with information on the BRT system. Training on the peer review methodology was undertaken at the start of the conference, and was followed by initial site visits and discussions. The process was concluded with a feedback session – with the findings and issues discussed reflected on in the section below. The team conducting the review included:

- Paul James of the RMIT Global Cities Research Institute in Australia

- Hanns-Uve Schwedler of the European Academy of the Urban Environment in Germany
- Barbara Berninger of Metropolis
- Desmond Amiegbebor Edenojie of the Lagos Metropolitan Area Transport Authority in Nigeria
- Guillermo Calderon Aguilera, Director General of Metrobús in Mexico City, Mexico
- Abhijit Lokre, Head of the Faculty of Planning and Public Policy for CEPT University in India

**Paul James** served as the moderator of the BRT peer review feedback session.

### ***b. Speaker inputs***

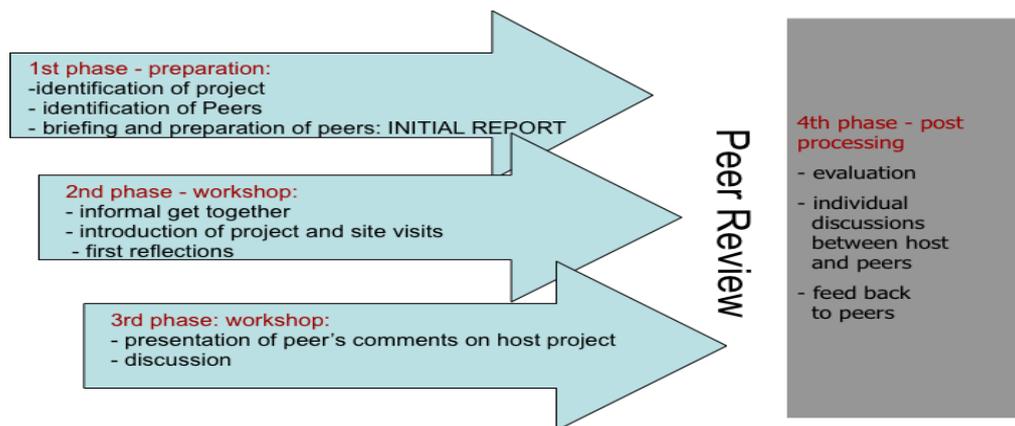
**Christine Walters**, CoJ’s MMC for Transport, provided initial feedback from a CoJ perspective on the peer review process itself. The openness, honesty and critical input provided by those who formed part of the peer review team was applauded. She commented on the variety of interesting findings arising from the review, noting that these would assist the City as it rolled out further stages of the system. Input received from counterparts in cities that had implemented BRT systems (e.g. Ahmedabad, India; Lagos, Nigeria; Mexico City, Mexico) were noted as particularly valuable, given that this provided ideas on how to do things better, while also acknowledging the areas in which the City had applied good practice. Reflecting on one example of how the peer review process could influence the path ahead, she noted that the CoJ would need to establish a strong value chain in respect of human capital development. In this regard, the City would consider the creation of a transport academy for training, to build a pool of talent.

**Barbara Beringer** echoed Christine Walters’ comments about the level of honesty and the transparency of engagement experienced during the course of the BRT peer review process – with these characteristics seen as key to the success of the methodology itself. She reflected on the value of cities learning from each other – with the present review process highlighting issues of “people, buses and how to create openness”. A further lesson related to the importance of the CoJ as a city managing issues of environmental impact, spatial restructuring and the establishment of a more compact city – while simultaneously focusing efforts on reducing social inequality. The City was commended for its work in balancing these priorities, with Barbara Beringer closing her input through noting: “It seems Johannesburg is well on the way to achieving its goals”.

**Hans-Uwe Schwedler** provided input on the peer review methodology itself. It was noted that the peer review process is not about peers deciding whether a project is ‘good’ or ‘bad’. Instead, the process provides the space for peer cities to share their experiences and make suggestions on how the project’s host city could best tackle the challenges faced. It provides cities with an alternative approach through which to learn from and share with each other, as ‘critical friends’. While the peer review process undertaken by Metropolis was adapted to suit the needs of the network, with the methodology itself acknowledged as not being very sophisticated in nature, it was seen to be successful.

The phases included in the peer review process are depicted in the figure below. It starts with a pre-identification period, during which projects and peer cities within the Metropolis network are assessed in terms of suitability for a peer review. The host city is required to write an initial report,

reflecting factors such as the scope of the review. This is then followed by an initial workshop, during which participants gather informally. One of the key by-products of this process is the establishment of trust – a necessary condition for the success of the methodology, particularly given the short time frames within which the review takes place. First reflections are documented, and fed into a subsequent workshop, where observations and recommendations are discussed. While not included in the 2013 Metropolis Annual Meeting, a final stage is often included, with this allowing for further “post-processing”.



While peer reviews may be conducted at any point of a project lifecycle, those conducted in the early stages of a project or when a project is in a state of transition were argued to be the most useful – given the opportunity to change course and implement lessons. Regardless of the status of the project reviewed, the opportunity presented for peers to exchange ideas and to foster further cooperation was noted as invaluable.

**Lisa Seftel**, Executive Director of Transport for the CoJ, provided delegates with an overview of the system and its objectives, questions raised by the peer review panel, and key suggestions emerging. In reflecting on priorities associated with the system, the following themes emerged:

- The sprawling versus the compact city – with the challenges associated with the former in terms of transport planning and roll-out
- Issues of balancing infrastructure excellence versus appropriateness and sustainability
- The importance of active citizen engagement – including the involvement and participation of operators, officials, communities and commuters
- The importance of ensuring integrated transport modes and nodes

In terms of the area of land use and transport planning, it was noted that members of the peer review team had raised concerns relating to low-density development, given the impact this holds for patronage. Questions were noted in respect of the presence of large areas of empty and undeveloped land around Soweto. Clarity was also sought on whether the City was focusing on the development of networks or corridors. In responding to the question of empty land surrounding Soweto, Lisa Seftel noted that this was a result of the prior use of the land as mining ground, with the consequential instability/ lack of safety associated with the area resulting in limited further development.

In response to their assessment of land use and transport planning issues, the peer review team recommended:

- Improved spatial planning, particularly in relation to empty and undeveloped land
- That the City think 'big', and be bold in planning the entire transport network upfront, even if implementation is phased over time
- A focus by the City on ensuring a low carbon economy, with the continued roll out of the BRT
- The growth of vegetation/ grass on land previously used for mining, to (even if only in part) counter its status as wasteland
- That the CoJ fast-track development along the BRT corridor, and consider the establishment of BRT routes along a network rather than a corridor, to widen potential access
- Incentives for developers who develop along the BRT transport routes

In reflecting on infrastructure, it was noted that the peer review team had commended the City on the high quality of infrastructure. One question raised was whether the City had overbuilt. Feedback from the international team acknowledged the difficulty of getting the balance right – but confirmed that quality was critical for the system. One very practical suggestion related to bus docking, with a gap between the station platform and the bus frequently observed. Suggestions included the implementation of different technologies to 'close the gap', together with further bus driver training, to build their confidence levels.

Turning her focus to issues of operations and patronage, citizen involvement, integration of the BRT system with other modes of mobility, and institutional issues (including funding, capacity and skills development), Lisa Seftel noted that some of the suggestions included the following:

- Driving increased patronage through spreading the word about the Rea Vaya – e.g. integrating the look and feel into the rest of the city, and improving the system's visibility
- Encouraging citizens to become involved in all aspects of the system (e.g. from planning, through to providing feedback on driver behaviour)
- Building career paths that support the sustainability of the system – as a way of addressing skills concerns
- Acknowledging that the Rea Vaya system does not have to be the only solution – with consideration given to different solutions for different routes, supported by strong coordination
- Integration of the system with surrounding public spaces across the city (e.g. public squares and 'pedestrianisation')

Recommendations were supported with inputs on the approach followed in other cities (e.g. Mexico City's approach of introducing BRT-only streets). This once again highlighted the benefits associated with the peer review methodology.

**Mpho Parks Tau** shared information with delegates on the path taken by the City in engaging with the taxi industry and in getting bringing them on board as partners in the BRT. It was acknowledged that if the City had not engaged the taxi industry, the future of the BRT system may well have been

jeopardised. One of the primary lessons learnt from the CoJ's experience related to the need for all parties, including government, to enter the process as equals, and to be willing to listen and negotiate maturely.

It was acknowledged that challenges remain, with key amongst these being the need to shift the perception held by many that the system is for the poor, while the rapid-rail system (the Gautrain) is for the wealthy. While effort has been placed on communicating that the integrated system is for everyone, it was noted that some work may need to be put into a 'carrot and stick approach', with the establishment of a reliable system also being critical for this to work. Executive Mayor Tau noted that the City would need to be bold in addressing this challenge.

Further lessons emerging through the implementation of the BRT system related to the fact that the BRT is not just about mobility. Instead, it was argued that the system's potential lies in its role as a catalyst – with the BRT holding the ability to:

- Serve as a model for Broad-Based Black Economic Empowerment – with engagement efforts resulting in taxi owners emerging as owners of the BRT
- Form part of the City's response to urban poverty, through reducing the transport-spend of the poor
- Create opportunities to restructure the city – and to use the BRT corridors for spatial change, and with this, spatial freedom

**Michael Müller** commented further on the peer review outcomes relating to the BRT system, endorsing the CoJ's Rea Vaya BRT as a reflection of a truly integrated project – given the range of objectives included within the approach (e.g. objectives relating to mobility, social development, and labour market issues). He reflected on how Berlin received significant public outcry in response to the first dedicated bus, cyclist and taxi lanes – with this no longer considered controversial. As such, it was argued that cities have an important role to play in persisting in their efforts to deliver through projects such as the BRT – despite the fact that projects of this nature frequently bring with pitfalls, and possibly even conflict, that need to be addressed.

Finally, Mayor Müller extended an invitation to other cities within the Metropolis network to contact the Berlin Metropolis, for a similar peer review process to be rolled out in relation to their projects, in the interests of mutual learning and constant improvement.

**Plenary discussions** followed the formal inputs, with these including an extensive discussion on the minibus taxi industry and how the CoJ dealt with the industry's interests to ensure the BRT emerged as a success. Feedback provided demonstrated that the CoJ had worked extensively on building mutual trust and respect with the taxi industry, seeing them as partners through this process. Confirmation was given that the process took time, effort and resources – but that the end solution was beneficial for all. Hans-Uve Schwedler remarked on the fact that the peer review panel viewed the City's approach to its engagements with the taxi industry as particularly noteworthy, saying: "It's impressive, as it creates a sense of ownership on the part of the taxi industry."

During the plenary session, delegates were asked how what rating they would give the BRT system, out of a total of '10'. There was consensus that the system, as it currently operates, deserves a "ten

out of ten”, especially in relation to the training, construction and infrastructure. One of the challenges raised related to how the City would include the BRT as part of Johannesburg’s transformation – in support of the city-wide vision – with this still to be achieved. The panel raised a caution that greater obstacles may lie ahead, as the system continues to expand.

Another critical discussion related to the focus placed on transit corridors – and the importance of incentivizing or discouraging development along the corridor. The majority of delegates and participants felt that incentives should be provided as a way of encouraging development along the corridors, while a premium should be levied on those building outside the corridor. An alternative view reflected on the existence of different types of corridors within the city. It was argued that in some areas along transit corridors, it may be appropriate to charge a premium, even if the intention is to encourage development. An example provided was that of Sandton – a busy economic hub that is already well developed. It was noted that it would make more sense to encourage and incentivise development along other less-developed corridors, while charging a premium for further development in Sandton. This view reflected the more nuanced approaches that could be adopted, in using transport as a way to shape the city’s spatial form.

A further area of discussion related to the role of public transport in supporting and connecting the urban poor with the city and its opportunities, particularly given that, in the context of South Africa and the location of the poor on the urban edge, transport is often most expensive for those who cannot afford it. In line with the concept of the ‘caring city’, discussion focused on ways in which the cost of travel could be managed. In reflecting on the experiences of Lagos and Ahmedabad, it was suggested that focus should be placed on making trip legs shorter, while also addressing mechanisms such as subsidisation. An argument was also made for a holistic calculation of the cost of travel (including, for example, a monetary calculation of ‘time saved in terms of travel’, the monetary value associated with environmental benefits, and the impact on national economy). In line with the above discussion, Lisa Seftel announced that the City would be rolling out a new initiative, in partnership with the NPC. In an effort to understand the impact of the cost of transport on the ability of members of the youth to find employment, the City’s Transport Department would be partnering with the NPC to provide 1 000 free tickets to young, unemployed people. Analysis would focus on determining the impact, to inform policy and practice.

### ***c. Summary of key issues arising***

Through the peer review process, the CoJ was acknowledged for its successes in implementing the BRT system. Insights addressed a number of aspects associated with the caring city – from access to opportunity, to issues of pride and ownership, to affordability and the requirements for an improved quality of life. Participants in the process also agreed unanimously that the peer review approach was beneficial in highlighting a set of lessons that could be applicable in the context of other projects. These related to:

- The need for cities to think in a ‘big’, ‘bold’ way, while also establishing a long-term vision. In terms of a transport project such as the BRT, it was agreed that there would be merit in planning the entire transport network, within the context of an integrated transport plan that also takes into consideration future challenges such as climate change.

- The importance of strong political support and will when undertaking large, multi-stakeholder projects of a similar nature to the BRT system
- The need to establish an integrated communication strategy, to communicate with and bring users/ citizens on board the system, getting them to use the facilities
- The necessity of including other transport providers (e.g. minibus taxis) in the process from the start, to ensure sufficient buy-in and support
- The need to balance infrastructure and operational excellence with local needs and cultural expectations

In terms of the peer review process itself, the session highlighted the value of gathering input from and engaging in meaningful discussion with peers, when seeking solutions to problems. Ideas emerging ranged from the very practical (e.g. approaches that could be considered in addressing bus docking challenges), to the more strategic (e.g. considerations relating to long-term planning in the context of a BRT system). The session served as an excellent example of the value that could be gained through partnering with others in the Metropolis network.

The parallel sessions focusing on housing and the BRT peer review feedback process were followed by sessions that addressing six thematic areas identified as representing aspects of a ‘caring city’. These included:

- Thematic Session 1: Hungry citizens, cities and food resilience
- Thematic Session 2: Smart/ agile cities in developing countries
- Thematic Session 3: The power of the informal economy
- Thematic Session 4: Resource resilience
- Thematic Session 5: Engaged citizens
- Thematic Session 6: Social cohesion in a caring city

Each of these is explored further below.

### **3.11. Thematic Session 1: Hungry citizens, cities and food resilience**

Facilitator:	<b>Shahid Vawda</b> , Head of School: Social Sciences, University of the Witwatersrand (Wits University)
Speakers:	<b>Yanine Poc</b> , Regional representative: High Commissioner for Human Rights; Head of the Regional Office for Southern Africa: High Commissioner for Human Rights <b>Henk de Zeeuw</b> , Former Director: Resource Centres on Urban Agriculture and Food Security (RUIAF) Foundation, Netherlands <b>Francisco Menezes</b> , Director: Brazilian Institute for Social and Economic Analysis

#### ***a. Overview of session***

The thematic session on ‘hungry citizens, cities and food resilience’ focused on issues of food resilience in the context of expanding urban populations, rising food prices, food for fuel, and the

realities of climate change – all of which contribute to an increase in global food scarcity. It was acknowledged that our existing supply system is ill-equipped to match the rise in demand. In the context of escalating world food imports, dwindling natural water resource inputs and global competition for foodstuffs, the question must be asked: how will the world, and more specifically, cities, face the future food crunch? Will cities be able to protect citizens from shocks in the price and supply of food? Will adaptation and innovation provide the necessary goods for cities to confront one of the most pressing challenges of our time?

These questions served as triggers for debate and knowledge exchange in respect of this critical focus area. Speakers represented different voices, providing human rights, academic, practitioner and government perspectives.

**Shahid Vawda** served as facilitator for the session.

### ***b. Speaker inputs***

**Yanine Poc** from the United Nations Office of the High Commissioner for Human Rights initiated the discussion, presenting a human rights perspective on food security. She highlighted the Universal Declaration of Human Rights as adopted in 2008, which defines the right of all to “a standard of living adequate for ... health and well-being”, where this includes the right to food. Key points raised included the following:

- Food production and the enjoyment of human rights cannot be separated – with access to food being fundamental to human dignity
- Hunger and malnutrition are not just about the availability of food, with these conditions often being about a lack of access to food due to discrimination, and inadequate protection of the vulnerable and marginalised
- Given the above, an effective strategy for food security must be based on the principles of human rights and equality
- Recognising the interconnectedness of food systems at a regional and global level, food security cannot be achieved without a collective effort – where this requires close coordination between cities and rural areas, and a shift away from insular perspectives that view food security as a north/ south debate (rather than a global challenge that requires global effort)
- International inputs on the right to food define three core elements:
  - Food must be available through sustainable production and distribution
  - Food must be accessible at an economic level (i.e. it must be affordable)
  - Available food must meet the needs of individuals – in that it must both be fit for consumption, and socially acceptable

The role of public policy and funds in achieving the above was noted. A call was made for interventions relating to food security to be undertaken from a human rights perspective, given the potential of enforcing this right via legal mechanisms.

**Henk de Zeeuw** provided input on lessons learnt by the RUAF Foundation in respect of building resilient food systems. The role of urban food systems in the context of ‘caring cities’ was highlighted – with it argued that this was more than just an issue of commodities or calories. Instead, urban food production was noted as:

- Presenting a survival strategy for the urban poor
- Reducing the ecological footprint of the city through the establishment of shorter food chains, while stimulating the local economy and reducing reliance on the global food network
- Supporting climate change adaptation, disaster reduction and resource recovery (e.g. through the re-use of waste water)
- Fostering urban biodiversity and improved areas for outdoor recreation

For success in the above, it was argued that planning for physical and green infrastructure must be undertaken in parallel – with agriculture serving as an integral part of urban planning. Planning should also be addressed at a city region level, with focus placed on establishing “compact built up areas intertwined with multi-functional productive landscapes”. The following steps were considered essential in establishing sustainable urban food systems:

- Mapping and analysing the food system – understanding where food and associated production inputs come from, how food is distributed, the nature of differential access to affordable food, who the various stakeholders are, and what types of production and agriculture exist
- Building an understanding that much of the land within the core of many cities can be used creatively to support food production and processing
- Bringing local partners together to create a multi-stakeholder forum through which to:
  - Build a joint vision for the city region’s food system – while also putting in place sustainable urban food strategies
  - Define clear targets for each phase associated with the strengthening of the food system – thereby enabling clear monitoring of progress
  - Create the operational, financial and legal framework for coordinated actions that support urban agriculture (e.g. refining bylaws to ensure agriculture is included in urban development and land use plans; facilitating short chain marketing by producers in the city; enabling productive use of urban wastes as inputs into agriculture)
  - Optimise the role of cities as purchasers of food – using this purchasing power to strengthen the sustainability of local production
  - Facilitate replication and up-scaling of urban agriculture efforts, with this requiring continued political support and integration of food production into a range of multi-sectoral programmes (e.g. social housing, climate change, poverty reduction)

**Francisco Menezes** presented input on Brazil’s efforts to improve food security and fight hunger. He noted the importance of seeing food security as more than simply a matter of food production – with links to health and nutrition requiring a multi-sectoral approach to policy development and practice. Research findings were outlined, with these indicating that people in extreme poverty tend to also be food insecure (i.e. faced with circumstances where access to food is not guaranteed).

Given the large number of people who live in urban environments in Brazil, addressing food insecurity is seen as a priority for cities. In closing, he highlighted the following key lessons:

- The importance of inter-sectoral and inter-governmental systems in addressing food security
- How specific food security policies and practices within cities can go some way to shifting hunger – particularly when formulated as a multi-sectoral approach – with Brazilian examples including school feeding programmes, food banks, urban agriculture projects and community restaurants
- The recognition that the most effective means through which to end hunger remains the eradication of extreme poverty

**Plenary discussions** addressed various aspects of each of the presentations. Members of the plenary asked questions relating to the following issues, amongst others:

- The role of cooperatives as a mechanism of intervention in relation to food security
- How to address the poor linkages that often exist between small scale farmers and feeding schemes
- The utility of the ‘right to food’ and whether this right can effectively be enforced

Addressing these questions, it was noted that:

- Cooperatives often provide a positive platform for cost reduction and improved access to production inputs (e.g. shared purchasing of compost and land, joint marketing, joint collection of produce).
- These forms of collaboration also support the growth of improved linkages between small scale farmers and markets (e.g. via feeding schemes) – with efforts at establishing short marketing chains resulting in the best outcomes when partners also include commercial agricultural role-players.
- Challenges exist in enforcing the right to food, with extreme hunger still prevalent at a global level. It was argued that people with no rights frequently do not know they have rights. As such, the concept of Ubuntu – and the call for ‘caring cities’ – was seen as being directly linked with issues of food security. It was argued that the growth of food security and the establishment of a caring society go hand in hand. Interventions do not need to be expensive or land intensive, and can include creative mechanisms such as vertical food production systems established in alleys. Benefits are often seen as extending beyond the redress of hunger – with impact evident in terms of crime reduction, cleaning of derelict areas, greening of cities, improved sanitation and the growth of civic pride.

### ***c. Summary of key issues arising***

**Shahid Vawda** summarised the presentations, noting the benefit of three different perspectives. The first paper framed food as a human right; the second paper detailed the practicalities of undertaking food production and growing sustainability in cities; the third paper highlighted the critical role to be

played by all spheres of government in working together at an interdisciplinary level, to implement policies that benefit the poor, hungry and poverty stricken.

Key themes arising from the session related to the importance of:

- Acknowledging hunger and malnutrition as being about more than simply a lack of food availability – with interventions to also shift poor access to food that results from discrimination and marginalisation
- Addressing food security through collective efforts that make use of multi-sectoral, inter-governmental, regional and global programmes and interventions
- Grounding food security efforts and enforcement of the right to food in a human rights foundation, for greater impact
- Seeing urban food production and green infrastructure planning as an integral part of urban development planning
- Basing urban food security approaches on a sound analysis of the food system – bringing on board a wide array of stakeholders to establish a joint vision and strategy, supported by legal, operational and fiscal measures that shorten the value chain, reduce the city’s ecological footprint and optimise all available resources
- Recognising that a focus on food resilience and hunger reduction forms an integral part of what it means to be a caring city

### 3.12. Thematic Session 2: Smart/ agile cities in developing countries

Facilitator:	<b>Elsbeth Dixon</b> , CEO: Common Purpose
Speakers:	<b>Sascha Haselmeyer</b> , CEO: Citymart.com; General Director and Co-Founder: Living Labs <b>Gloria Nkadimeng</b> , Group Head ICT: CoJ <b>Miguel Rodrigues</b> , CEO: MtoM Consulting – Advanced Marketing for Smart Cities, Latin America <b>Franklin Dias Coelho</b> , Special Secretary for Science and Technology, Rio de Janeiro

#### *a. Overview of session*

This thematic session focused on the concept of smart/ agile cities in developing countries. This concept has grown in popularity over the last decade, becoming a recognised term in global city policy lexicon. With technological advances transforming many aspects of society and infiltrating every part of human existence, it is only logical that technology can offer solutions to several of the most urgent urban challenges. Many successful cities demonstrate a capacity to adopt smarter technologies as they improve city competitiveness. Smart, agile cities are however not only about the hard side of delivery. It is argued that they are also about improving public services such as healthcare, transportation, social security and traffic management – with all of these improvements primarily about serving citizens.

The section below details key themes and ideas arising during the session on the smart city concept, in the context of its application to various developing countries. To guide the discussion, some of the following questions were raised:

- How can cities in developing countries use technology to incrementally improve city services?
- What are the examples of cities in developing countries that have used technology to improve service delivery?
- Where should a city, with limited resources, start to give effect to being smart?
- Can technology assist in the successful sustainable urban transition that is required?
- Is the smart city concept just another urban policy fad, or is there real merit in the concept?

**Elsbeth Dixon** served as the session facilitator.

### ***b. Speaker inputs***

**Sascha Haselmayer** reflected on his experiences with smart city concepts, from the perspective of Citymart.com, a platform that was established to enable cities to share their problems and difficulties, with the objective of finding innovative, cost-effective and easily implementable solutions. Key insights related to:

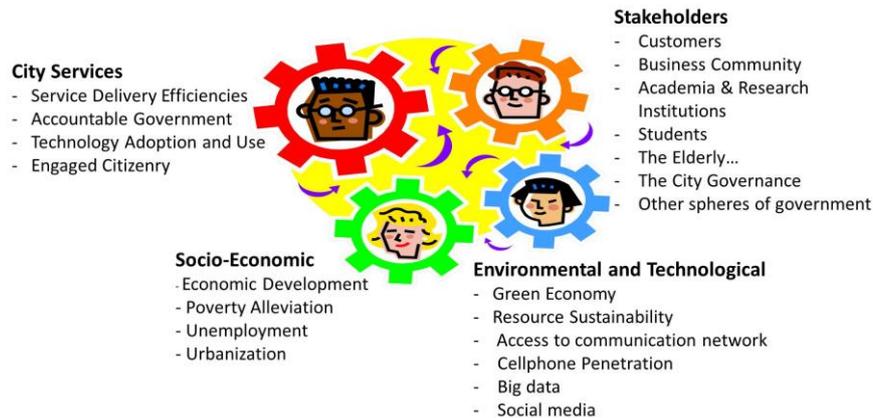
- The importance of procurement issues in supporting city delivery – with challenges in this regard frequently impacting the ability of cities to turn ideas into action.
- The inability of many cities to absorb ideas arising from unsolicited bids, given the lack of a suitable process through which to address these types of proposals. City delivery in the face of pressing problems is impacted on by this fact, and the reality that many cities do not publish the problems they experience.
- The need for cities to understand that when they “open their problems, markets listen, act and invest”. This philosophy underpinned the establishment of Citymart.com, which takes advantage of smart technology to allow cities to share their problems and ideas, in this way providing the space for a wide variety of stakeholders from the international community to assist in proposing solutions. The system therefore fundamentally shifts the way cities engage with potential suppliers, countering prior blockages associated with procurement processes.

With many city-level challenges relating to socio-economic issues, the system outlined above supports cities in finding innovative ways through which to care for and enable the development of their inhabitants.

**Gloria Nkadimeng** from the CoJ provided input on the evolution of Information Technology (IT) within government – commenting on the shift from ‘open government’ (with its focus on transparency and openness) to ‘smart government’ (with its drive to build sustainability and agility through the adoption of technology that includes blended IT, consumer technology and operational technology). She provided participants with the CoJ’s definition of a smart city: a city “...that makes decisions and governs through technologically enhanced engagement with its citizens, who have universal access to services and information, where socio-economic development and efficient service delivery is at its core.” It was noted that definitions vary, with some definitions of a smart

city elaborating on innovation in the Information and Communications Technology sector, while others emphasize the role of human capital, education and learning in urban development. The latter definitions were acknowledged as being particularly pertinent in developing countries, and in the context of the ‘caring city’.

In reflecting further on the CoJ’s smart city strategy, four drivers were highlighted, as depicted below – with all elements working together to support the city’s efforts in delivering to its citizens.



Through focusing on the above, the CoJ’s smart city strategy aims to support:

- Smart governance (e.g. systems to enable improved citizen engagement, and with this, better decision-making)
- Smart mobility (e.g. through introducing intelligent transport mobility systems)
- A smart environment (e.g. through resource reuse, renewal and recycling, and mechanisms such as smart metering)
- Smart living (e.g. via technology-enabled safety and risk-management mechanisms)
- A smart economy (e.g. via widespread access to broadband)
- Smart people (e.g. through improved development of social and human capital)

Finally, in discussion with members of the plenary, one of the challenges raised related to the presence of various initiatives being undertaken across all three spheres of government to address elements associated with the smart city. While this may raise questions in terms of issues of ownership, it was noted that it also reflected an acknowledgement of the need for smarter approaches in improving delivery, and in particular, in growing socio-economic opportunities.

**Miquel Rodriques** reflected on the context within which the ‘smart city’ approach is being applied, highlighting the significant growth in population figures expected across the world’s major cities – with this raising concerns about the ability of cities to deliver quality services at an acceptable rate. For cities to thrive and deliver under these circumstances, it was argued that they would need to think differently about how to exploit technology, to improve economic and political efficiency and to enable social, cultural and urban development.

Smart phones were identified as one example of the type of technology that cities can exploit to

deliver a different form of service and care to their citizens. In highlighting the potential size of the opportunity presented, it was noted that the first few months of 2013 saw the volumes of smart phone sales in Brazil outstripping sales volumes associated with other phones. Such technology provides cities with the opportunity to connect with and provide citizens with different forms of value through interactive platforms that promote inclusion.

Examples of city applications already in use that take advantage of technology include:

- Via smart phones:
  - Educational applications (e.g. via barcodes located across the city, allowing for scholars to access information relating to multiple areas of interest)
  - Smart payment applications (e.g. for parking and shopping – supporting cashless transactions)
  - Smart audio information applications (e.g. providing cyclists with targeted information and alerts, via safety helmets linked to smart phones)
- Via other forms of technology:
  - Intelligent traffic management systems, providing cities with the ability to manage traffic flow, analyse trends, identify vehicles instantly and support a focus on safer cities
  - Smart waste collection and recycling systems (e.g. through enabling separation at source via smart sensors)

It was argued that city applications provide the space for citizens to be more involved in urban development processes, thereby supporting social cohesion. They also provide the platform for solutions to be identified and developed through access to local knowledge and talent. A call was made for cities to consider the role of technology at the point of development efforts (e.g. during the construction of large-scale housing developments), given that such moments allow for digital integration and the wide-spread application of smart, sustainable solutions.

During plenary discussions, participants noted that, in many developing countries, access to technology is aligned to class. Queries were raised about the type of investments cities need to make to support all their cities to bridge the digital divide. In response, an example was provided of São Paulo, where an education programme for children between the ages of 5 and 10 supported digital inclusion of this new generation. Library parks were also highlighted as an additional mechanism of value. In terms of the process of implementing city applications, it was argued that these should be freely available, with the task of cities being to generate sufficient citizen interest in the information or service these applications are able to provide.

**Franklin Dias Coelho**, Rio de Janeiro's Special Secretary for Science and Technology, shared Rio's experience of implementing the smart city concept. He noted the importance of thinking of the 'smart city' in the context of infrastructure that provides access to rights: e.g. the right to information, to knowledge, and to sustainable transport and housing systems. He argued for the importance of the following when implementing the smart city construct:

- Using significant city events (e.g. hosting of the FIFA World Cup) to transition the city towards a more 'smart' form

- Establishing a strategic plan that takes into consideration all aspects of the city, ensuring that these are not in conflict (with Rio, for example, recognising the need to balance heritage spaces and smart city developments – ensuring that these remained in harmony)
- Creating networks across the city for all citizens to use – with networks and digital backbones acknowledged as the foundation for any smart city
- Addressing investment requirements for the establishment of a smart city – taking advantage of the inputs and contributions of various stakeholders (e.g. via PPP arrangements)
- Using information derived from the smart city to support a new form of integrated urban management (e.g. using data to support smarter decisions, and more informed risk management)
- Establishing spaces for knowledge generation and education (with Rio de Janeiro, for example, placing emphasis on children in underprivileged areas, through the creation of knowledge zones in targeted areas across the city)

Further focus was placed on the question of whether implementation of the smart city concept was different in the developing world. It was argued that most cities in the developing world tend to lag behind other cities, given that they are largely importers of technology – with this necessitating constant innovation. The call was made for developing nations to focus on how they use local intelligence and knowledge more effectively, recognising that imported technology is only one of the inputs for a smart city.

Finally, in response to the question of what cities should do to propel themselves forward in adopting a smart city approach, the following proposals were presented:

- Adopt a problem orientation instead of an infrastructure orientation – thereby ensuring problems are considered from different angles
- Implement decisions with a focus on accountability, given that in a fast-changing sphere such as the smart city, there is no time for decisions to be explained
- Focus on human capital development, recognising that cities need a supply of skilled, innovative people in advance of change – with this being established through various means, and not only through formal education
- Ensure the poor are able to access technology
- Recognise the transformative power of political intent – and the ways in which this can drive the smart city concept forward

### ***c. Summary of key issues arising***

**Elsbeth Dixon**, in summarising inputs arising from the session, highlighted the following:

- The importance of liberating the power of the procurement processes to support city-focused problem-solving
- The need for smart city solutions to be based on problems experienced, for real impact

- The range of benefits to be gained from taking advantage of technology platforms that are already in existence – e.g. smart phones
- The need for cities to consider ways through which to integrate their offerings and to build solutions, taking advantage of local knowledge
- Using the smart city concept in developing countries to drive social empowerment and the education agenda, through expanding opportunities for access
- In line with the above, ensuring an ongoing focus on human capital investment
- Thinking ‘big’ in terms of what is possible through the smart city concept – with this going to the heart of delivery in the caring city

A key theme running through all of the discussions related to a challenge faced by most caring cities: dealing with a rising population with growing needs – in a context of finite resources. To manage and adapt to large-scale urbanization, many speakers reflected on the need for cities to find new ways to manage complexity, increase efficiency, reduce expenses, and improve the quality of life experienced by their citizens. The ‘smart city’ represents one avenue through which these goals may be realised. To support this, cities need to establish a prioritization mechanism, to identify and address the most critical technology needs first – focusing on those interventions with the greatest impact for citizens.

### 3.13. Thematic Session 3: The power of the informal economy

Facilitator:	<b>Thami Mazwai</b> , Resident Executive: Wits Business School, Johannesburg
Speakers:	<b>Joan Trullén</b> , Vice President of Strategic Planning: Barcelona Metropolitan Area <b>O P Mathur</b> , Vice President and Distinguished Professor of Urban Economics: National Institute of Urban Affairs, New Delhi <b>Caroline Skinner</b> , Senior Researcher Urban Policies Programme: African Centre for Cities <b>Tanya Zack</b> , Urban planner, Johannesburg <b>Khalifa Ababacar Sall</b> , Mayor: Dakar

#### a. Overview of session

In developing countries, the majority of people in society are entrepreneurs, albeit illegal ones, and poor ones. Today, 85% of all new employment opportunities around the world occur in the informal economy. In developing city contexts, young people living in slums are more likely to work in the informal sector than their non-slum counterparts. Between the years 1999 to 2000, the informal economy accounted for 42% of 23 African countries’ Gross National Product – reflecting its emergence as a powerful force shaping cities. Frequently seen as a pariah by the formal economy, new evidence shows how intricately the informal economy is linked to the formal economy. Yet little is known about the informal economy. In initiating the discussion, the following questions were raised:

- What tools and new knowledge is required to plan for informality?
- What challenges and opportunities face cities with regard to the informal economy?

- What municipal approaches and strategies are currently used when dealing with the informal economy?
- Is there evidence of best practice strategy making regarding the informal economy?

**Thami Mazwai** served as session facilitator.

### ***b. Speaker inputs***

Many of the speakers built on the questions posed with an acknowledgement of the importance of the informal economy, given its role in supporting the livelihoods and quality of life for a significant volume of urban citizens. The question of how to acknowledge and maximise the benefits from the informal economy therefore goes to the heart of recognising urban realities, and demonstrating care for those within the boundaries of large cities.

**Joan Trullén** reflected on the size of Barcelona’s informal economy and the mechanisms through which its role in the region has been extended. Inputs and lessons were first framed from a theoretical perspective. It was argued that cities have an important role to play in facilitating the growth of informal entrepreneurs, by promoting urban external economies at a local level. Urban external economies were defined as those economies that are “external to single firms but internal to the territory as a whole”. The importance of external economies was highlighted through the following equation – as a representation of the ways in which a city can stimulate economic growth:

$$Y = A K L$$

Where emphasis can be placed on:

- Changing ‘K’, through capital intensity, large firms and a focus on growing increasing returns, (with it argued that this is represented by practices in the US and Germany)
- Changing ‘L’, through following a labour intensive path, and attracting investment with low and diminishing returns (with it argued that this was represented by China, until 2013)
- Changing ‘A’ – focusing on increasing returns, urban external economies and productivity growth

It was argued that the third approach to economic development fits well within the context of the world’s major cities, with 23% of Spain’s GDP, for example, attributed to the informal economy. Recognising the importance of the informal economy, input was provided on the types of tools or policy instruments available to foster greater growth in this economy. Proposals included the promotion of:

- Marshallian Industrial Districts – noted as being industrial areas characterised by both a community of people and a group of firms, in a naturally defined region. It was argued that such arrangements support collaboration and competition among companies, while increasing returns for small businesses and entrepreneurs. Building on the principles involved, Spain has introduced an ‘innovation cluster’ programme, which aims to support innovation and competitiveness strategies in groups of innovative firms. This programme focuses on

stimulating collective projects that foster innovation, with members sharing the associated costs.

- New forms of zoning – with examples including:
  - Functional planning or zoning – with this form of zoning undertaken on the basis of industrial/ economic activity
  - Knowledge-based city planning or zoning – with zoning of this nature supporting the knowledge-based economy through allowing for the conglomeration of associated role-players (e.g. research bodies, universities, innovative organisations and training centres)
  - In line with the above, the project 22@Barcelona represents such an approach, with this area-based intervention resulting in greater density of:
    - Knowledge – through an agglomeration of similar types of industry, and with this, knowledge of the particular industry
    - Skilled workers – brought together through similarly skilled businesses being located in a concentrated area
    - New information technologies
- Local Development Agencies – with organisations such as Barcelona Activa prioritising and supporting the establishment of an enabling environment for entrepreneurs, businesses and employment, through providing training and coaching, access to technology, career counselling, promotion of the local area with foreign investors, etc.

**O P Mathur** provided a macro view of the informal economy, based on insights from work undertaken in collaboration with the federal government of India. He noted that when the International Labour Organisation (ILO) first started discussing issues relating to the informal economy in the 1960s and 1970s, it defined the sector as being marginal to the main economy, and argued that its members were largely involved in ‘low-level’ activities. The view held at the time was that as the formal economy grew, the informal economy would disappear.

In contrast with this view, the informal economy is now acknowledged as a thriving sector in many economies – and one that is linked to the formal sector, globalisation and global trade in a meaningful way. Informal economy activities often extend beyond the low-level activities originally envisaged, with the sector confirmed as both integral to the formal economy, and of importance in quantitative terms. The magnitude of the sector was reflected through reference to the latest ILO statistics, which indicate that the informal sector is responsible for 40% to 74% of global employment. With the number of people living in informal settlements growing, this also has significant impact for the growth in informal trade and informal transportation of goods, services and people. Given this, it was acknowledged that the informal sector’s labour absorption capacity is of extreme importance.

Building on the above, the question was raised: should developing countries ready themselves to explicitly assign the informal sector a role in terms of economic activities and growth? It was argued that this should become a specific policy choice for governments. Other questions raised for further debate related to:

- Whether linkages could be forged between the formal and informal sectors, to support faster rates of economic growth
- The types of incentives that could be put in place to support the development of improved linkages
- Indicators that could be implemented to measure the role of the informal economy

**Caroline Skinner** presented on lessons arising from work undertaken by Women in Informal Employment: Globalizing and Organizing (WIEGO), a global policy research network. WIEGO's work targets the analysis of national statistics, tracking of policy and trends in ten global cities and documenting of best practice. Given this, input provided focused on the latest statistics relating to informal employment, the quantum of the contribution made by informal enterprises to national GDPs across a number of cities, and trends in the informal economy. Suggestions were also presented in terms of tools that could be used to support growth of the sector.

Information provided on the most recent ILO-WIEGO statistics in respect of informal employment levels as a proportion of non-agricultural employment depicted the high contribution made across a range of countries. Average contributions across the following regions provides a clear indication: 82% in South Asia, 65% in East and Southeast Asia; 65% in Sub-Saharan Africa, 45% in the Middle East and North Africa, and 51% in Latin America.

Further analysis in terms of the contribution of informal enterprises to national GDPs in 16 Sub-Saharan countries provided further evidence of the significant impact of this sector, with the informal sector contributing an average of 41% to GDP across the region. While this contribution varied within each country (e.g. a 24% contribution in Zambia, and a 58% contribution in Ghana), findings indicate that informal work emerges as a dominant work form across urban areas in the developing world, contributing significantly to the economy.

It was argued that globally, three informal economic activities dominate the sector – activities relating to home-based work, street vending and waste picking. Research conducted resulted in the identification of key challenges faced by those falling within each category, with the following noted:

- In terms of home-based workers (the majority of whom are women), economic difficulties faced relate to the quality and location of housing, security of tenure, access to basic services, security of and costs associated with electricity supply, and access to and costs of transport.
- In terms of street vendors, while these role-players contribute to urban food security and provide convenience through offering accessible goods and services, they regularly face evictions. Despite the costs associated with relocation and the fact that traders often return, evictions are identified as a global phenomenon. Other mechanisms implemented by cities to regularise this sector have also proven ineffective – e.g. where cities have introduced vendor licences, there are frequently more vendors than licences.
- In terms of waste pickers, these role-players are acknowledged as contributing positively to the urban environment through reducing Green House Gas (GHG) emissions via their recycling efforts, while also supporting solid waste collection in many cities without drawing from city budgets. The largest risk noted to their livelihoods related to the potential privatisation of solid waste collection.

Acknowledging the role of those within the informal sector, the question arises: what should cities be doing to demonstrate care? Instead of seeing members of the informal sector as obstacles to city beautification, improvement or modernisation, it was argued that focus should be placed on introducing new tools to support the sector. Proposals included:

- The introduction of new planning practices – with a hallmark of good practice in this regard being inclusive planning, with members of the informal sector partaking in planning efforts as full members of the process
- Adaptation of tools currently used to understand and support the formal economy, so that they can further the understanding and development of the informal economy: e.g. the value chain approach
- Legal reform – with changes to legislation acknowledged as a critical step, given the fact that legislation is frequently used as a means of exclusion
- New and innovative approaches to data gathering – with data required at multiple levels to support a more nuanced approach

In addition to the above, drawing on good practice examples may also go some way to supporting the informal sector. Examples of good practice mechanisms highlighted included the following:

- In terms of home-based workers: establishment of cooperatives; providing support to home-based workers in accessing high-end markets
- In terms of street vendors: introducing alternative mechanisms through which to manage congestion – e.g. night markets or rotating markets

In closing, an alternative vision for economic diversity was offered, as reflected in the box below.

“We need to promote and encourage *hybrid economies* in which micro-businesses can co-exist alongside small, medium, and large businesses: in which the street vendors can co-exist alongside the kiosks, retail shops, and large malls. .... Just as the policy makers encourage bio diversity, they should encourage *economic diversity*” - *Ela Bhatt, Founder of Self Employed Women’s Association and Founding Chair of WIEGO*

**Tanya Zack’s** presentation entitled “No guarantees – risk taking in Johannesburg’s Ethiopian Quarter” focused on an area of approximately six street blocks in Johannesburg’s Central Business District (CBD), where buildings accommodate a multitude of small shops run mostly by Ethiopian migrants. This area, known as the Ethiopian Quarter, reflects an agglomeration economy of significant scale – and serves as a reflection of the realities faced by many of those who operate in the informal sector (both in terms of the potential, the vibrancy and the agility – and the associated challenges and risks).

Defining characteristics of the area were noted as including:

- A wide-ranging customer base, with customers from both local and foreign communities drawn to the area to purchase the variety of goods on offer

- A lack of segregation of activities, unlike the segregation commonly found in the formal sector – with wholesale, retail, storage and delivery services at times all undertaken by one service provider
- Benefits associated with the emerging agglomeration, which provides:
  - Social support, cultural reinforcement and access to funding support for the Ethiopian community
  - Protection from various forms of crime-related risk
- Significant levels of dynamism in ensuring goods on offer meet the fluctuating needs of consumers and are accessible in varying quantities and combinations, with this ability supported by the establishment of preferential relationships between ‘brokers’ and other traders (e.g. Chinese wholesalers)

Despite the strengths highlighted, this corner of Johannesburg’s informal sector faces a number of significant risks, including:

- As noted above, the risk of crime, with the added risk of facing potential extortion by officials
- Labour uncertainty and illegality, heightened by the lack of regulation and the tough trading conditions under which store-owners operate
- Financial risks linked to the high levels of competition

In closing, it was noted that the intensity of the agglomeration economy reflected in the Ethiopian Quarter is under strain, with increasing health and safety risks associated with congestion. It was argued that the potential offered could be fully realised if City authorities recognised the area as a retail mecca, aligning municipal intentions and the needs of entrepreneurs through establishing innovative forms of support for it to flourish. A call was made for the area to be included within formalised plans – shifting focus from irregular law-enforcement to addressing the problems faced, and optimising development opportunities presented.

The example presented serves as a microcosm of the opportunities and challenges that abound within the informal economy. The key question emerging relates to the role various stakeholders – including metropolitan governments – should play in bolstering the strengths of informal sector, as they put the ‘caring city’ concept into operation.

**Khalifa Ababacar Sall** reflected on the experiences of Dakar, Senegal, in terms of the informal sector. Key points included the following:

- Dakar’s economy is essentially an informal one, given the poor and under-developed nature of the city, its rural nature, persistent drought and with this, the inability of agricultural produce to fetch a decent price.
- It was noted that the informal sector remains the foremost producer of wealth and employment opportunities, encouraging improvements in production and income. Given this, the following questions were asked: Do we need to formalise this sector, and if so, would it be for tax purposes? Can we not just adapt the legislation and tax regime to allow it to work better?

- Dakar faces significant challenges in terms of skills development and ensuring its youth are able to access an adequate education. A question raised in this regard related to whether the youth should be trained for the formal sector, or encouraged and supported in other entrepreneurial endeavours.
- Given that the youth forms a large proportion of the city's and the country's population, it was acknowledged that an intervention would be necessary to build capacity in this cohort. It was argued that commercial urbanisation would need to be encouraged – particularly in the risky parts of cities, which also happen to be the areas with the most unstable economies.

Attention was drawn to the approach followed by many Asia countries which have shifted themselves from small artisanal bases to enormous industrialised countries. In this regard, it was proposed that Africa should also focus on a new model of industry – encouraging regularised rather than formalised economies. Instead of focusing on the formalisation of small business, it was argued that African cities would need to understand if such a move was necessary – adapting the approach to the specific needs of the city concerned.

**Plenary discussions** highlighted a further set of issues. Questions related to the following:

- The lessons arising from Spain's approach of clustering – with clarity also sought as to whether this included an emphasis on vertical integration. In response, it was noted that:
  - Instead of driving absorption of the informal economy, it was regularised via targeted policies
  - The model did not include vertical integration, with focus instead placed on the presence of a large number of companies at a 'horizontal level'
  - In respect of the above, clusters were noted as being successful when demand for the product was particularly high, with this enabling the management of competition
  - At a more general level, micro-enterprise law can play a part in supporting small businesses to be registered and through this, to gain advantages such as state support and social protection – while also enabling the state to build database on small businesses
  - Informal workers often want recognition under the law and want to contribute taxes, but also want to be protected from arbitrary harassment
- Potential quick wins that may be implemented to improve the conditions under which those in the informal economy find themselves – without adopting a formalisation agenda. In response, some suggestions included:
  - Reviews of zoning regulations
  - Implementing 'do no harm' measures, to address pervasive harassment
  - Establishing an understanding of sector-specific value-chains, given the importance of this in supporting development efforts
- Possible interventions authorities may take in reorganising areas – e.g. in terms of urban management and preventing the exploitation of migrant labour. Respondents noted the following:

- The need for cities to understand the status quo and location-specific dynamics, before implementing policy or legal responses – with it argued that dialogue and participatory planning should instead be the first step
- The importance of cities establishing a clear view of what would be ‘tolerated’ in the urban space (e.g. adaptation of more benign by-laws, to support informal trading) – with this serving as a foundation for action

**c. Summary of key issues arising**

Session discussions emphasised the critical role played by the informal economy in many cities across the world. In contrast to original perceptions of this sector, a growing understanding emerged of the important role played by the sector in absorbing labour and offering livelihoods, growing a new class of entrepreneurs, building different and effective solutions to city problems and contributing to GDP. With this, all speakers identified the ongoing need for the informal sector – a perspective bolstered through the statistics presented.

Key themes arising from the discussion related to:

- The need for both informal and formal economies to co-exist, given the valuable contribution both make to economic growth, opportunities and access to livelihoods
- The need for cities to explore the possibility of forging links between formal and informal sectors, for improved growth and more equitable opportunities – with carefully-designed incentives being one mechanism through which such these linkages to work effectively
- Innovative mechanisms that could be put in place to support role-players within the informal sector – and through which to address the many challenges they face (e.g. poor security of tenure; crime; eviction) – with the call made for cities to look for examples of good practice, as a source of inspiration
- The role of city governments in supporting the informal sector, with this requiring dialogue, the establishment of an understanding of circumstances at a local level, participatory planning and an emphasis on regularisation rather than formalisation
- The importance of adopting a particular approach to the informal sector for the right reasons, based on the understanding of local conditions
- Potential tools that could be put in place to support the growth of the informal sector, with suggestions including, amongst others:
  - The establishment of clusters or industrial districts
  - An emphasis on different types of zoning – e.g. functional zoning or zoning linked to the knowledge-based city
  - Providing support through local economic development agencies
  - Amending legislation and regulations to support the sector – focusing on inclusion rather than exclusionary approaches that drive law enforcement and make functionality impossible
  - A focus on ongoing data-gathering and analysis, given the importance of this in decision-making regarding policy and practice

- Adapting tools used to support the formal sector, so that they are able to foster growth in the informal sector

Recognising the importance of the informal economy in promoting opportunities for many of those who otherwise would have nothing emerges as a core aspect of the caring city, with those that have demonstrated the ability to innovate and approach the sector with greater flexibility seeing benefits for all.

### 3.14. Thematic Session 4: Resource resilience

**Facilitator:** **Rashid Seedat**, Head of the Planning Commission, Gauteng Provincial Government

**Speakers:** **Feri Prihantoro**, Executive Director, Bina Karta Lestari (BINTARI) Foundation, Indonesia  
**Camaren Peter**, Sustainability Research Consultant; Senior Lecturer: School of Public Leadership, Stellenbosch University  
**Maita Fernandez-Armesto**, Head of Urban Resiliency Infrastructure and Coordination of Urban Habitat: Barcelona City Council  
**Trevor Fowler**, City Manager: CoJ

#### *a. Overview of session*

This thematic session focused on ‘resource resilience’ – increasingly recognised as a priority for cities across the world. The truth is that cities have to do more with less. Resilience is the capacity of a system to continually change and adapt, yet remain within critical thresholds. In the era of global economic downturns, city economies are disproportionately affected by fluctuations in the price of energy commodities, a reality that is set to continue as supply tightens. Cities are major consumers of energy, with natural resource commodities such as coal and oil embedded in the economic processes of cities. Economic growth is also strongly inter-related with the demand and supply of water, energy and fuel. This, together with the impact of increasing urban populations, growing consumerism and the realities of finite resources means that cities need to do more, with less – building in a focus on sustainability and resilience in all they do. Managing limited natural resources and delinking economic growth from natural resource extraction is emerging as an important strategy – with considerable challenges (e.g. the cost of new technologies versus future benefit) and opportunities to be gained from such a transition.

**Rashid Seedat** facilitated the session, introducing the discussion through posing the following questions:

- What are the practical examples of cities that are on the path to de-linking economic growth from the extraction of resources? Can cities achieve this apparent contradiction?
- Are these lessons easily transferable?
- Has the theory of de-coupling/ delinking been more widely accepted? What are some of the preliminary findings – or is it too soon to tell?

Each of the four speakers presented case studies, experiences and key lessons learned in dealing with the challenges associated with attaining sustainable economic growth.

### ***b. Speaker inputs***

**Feri Prihantoro** from the BINTARI Foundation in Indonesia presented input on the city of Semarang's efforts to build a 'climate change resilient city'. Focus was particularly placed on a disaster management perspective, given Semarang's experiences of climate change. Semarang is the capital of the Central Java Province in Indonesia, and is home to approximately 1.5 million inhabitants, with an annual population growth rate of 1.5%. It was noted that infrastructure development has not kept pace with population growth and the increase in settlements, leaving the city prone to natural disasters. Key risks faced include flooding from both rivers and the sea, the ongoing sinking of land – at a rate of approximately 10 to 12 cm per year, drought, landslides, coastal erosion and a decrease in water supplies. Indirect impacts arising from climate change include unemployment, an increase in the price of commodities, health epidemics, migration, heightened levels of homelessness, rising crime, decreased investment in the city, and a change of livelihoods.

With limited financial resources, the city has struggled to put in place effective measures to counter these realities. However, in 2009, Semarang was selected to participate in the Asian Cities Climate Change Resilience Network (ACCCRN) – a network funded by the Rockefeller Foundation. Emphasis was placed on identifying mechanisms through which to deal with the risks faced, while also extracting lessons learnt and disseminating these for other cities. Since joining the project, the city has participated in a number of project phases that have focused on: stakeholder engagement (e.g. with civil society, NGOs and communities), to identify the most significant issues needing redress; the design of a vulnerability assessment; the development and implementation of short, medium and long-term strategies to deal with prioritised issues. Initial projects have addressed deliverables such as rainwater harvesting systems, flood early warning systems and natural vegetation conservation programmes.

It was noted that the following achievements and benefits have been realised to date through Semarang's involvement with the ACCCRN:

- Increased government capacity and awareness of climate change resilience
- Integration of climate change issues into local government development planning – with infrastructure developments that support risk mitigation fast-tracked
- Networking with other cities – thereby facilitating learning opportunities through which Semarang can build on the experience of others, access to practical support for implementation efforts and access to financial markets to improve developments
- The establishment of an international knowledge management forum

While representing a very specific case study, the example provided demonstrates the importance of networks in sharing ideas, growing new approaches in the face of disaster, and enabling cities to take control in shifting their futures and the futures of those who live within their geographies.

**Camaren Peter's** presentation focused on the topic of resource efficiency amongst cities in the global south, with inputs based on a paper presented to the United Nations Environment Programme (UNEP). The presentation focused on what cities need to do to ensure sustainability – particularly in the context of a broader definition of sustainability that extends beyond the environment alone, to include issues relating to physical infrastructure, technology and political systems. It was argued that resource efficiency cannot be separated from sustainability – with cities that are targeting resource efficiency needing to focus on behavioural change at multiple levels (e.g. environmental, economic and social), together with de-coupling (i.e. separating economic growth from activities that involve the exploitation and depletion of the environment) for lasting impact.

Given the fact that developing cities face a range of challenges that compete for attention (e.g. rapid urbanisation, various forms of instability, financial deficits and infrastructure gaps), environmental issues frequently score low on the list of priorities. To address this, and to identify workable solutions that are able to meet local circumstances, the call was made for cities to consider the establishment of governance and planning arrangements that integrate efforts across sectors, organisations and spheres of government. In this way, meaningful solutions that extend beyond simple technological interventions may be identified, with such arrangements allowing cities to overcome capacity constraints and the fragmentation often present amongst role-players. It was also argued that planning should include an emphasis on mechanisms through which to grow resilience to external shocks. Some of the more practical approaches proposed in relation to the above included:

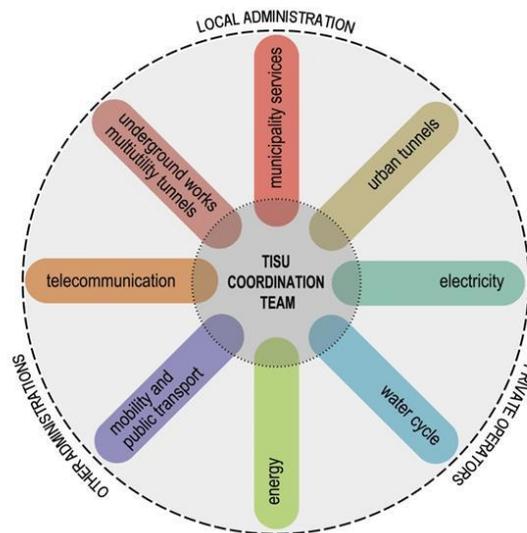
- The establishment of strategic intermediary arrangements such as urban laboratories, innovation centres, participatory governance arrangements and peer-to-peer learning opportunities – as a mechanism through which to address capacity and fragmentation
- Ongoing monitoring and evaluation of socio-metabolic flows – enabling improved location-specific planning based on a full understanding of local realities
- The use of appropriate technologies that are resource efficient and can be easily installed and maintained at the right locality, to support the sustainable use of resources alongside job creation
- The establishment of diverse infrastructures at more localised levels – in this way improving resource efficiency

The above represent structured approaches through which cities can demonstrate care, through building resource efficiency and with this, resilience.

**Maita Fernandez-Armesto** provided input on Barcelona's experience in building resilience, reflecting first on the types of challenges the city faced when forced to confront its levels of resource resilience. These included, amongst others, a constrained infrastructure system (e.g. with a sewer system servicing the present-day population of over 1 million people, in contrast with the original population size of 4000 for which it was constructed), the reality of drought, and the 2007 collapse of rail for high-speed trains alongside a wide-spread electrical blackout.

These challenges highlighted the need to understand the state of the city and its weakest links, in order to build in improved resilience. The City of Barcelona undertook a situational diagnosis of all

urban networks in the city, with different sectors of society participating in the identification of an appropriate plan. Through the process, 40 improvement projects were identified, addressing issues ranging from water and gas pipe interferences to audit of the current state of tunnels, with delivery managed through the 'TISU Coordination Team'. The diagram below reflects the eight clusters of work – with coordination undertaken across the local administration, other administrations and private operators, while also drawing in input from 72 professionals from 34 entities. In line with the view presented by the previous speaker, it was argued that a collaborative approach – built on integration across role-players) – was necessary to embed resilience.



In working on its approach, Barcelona established a ten-point checklist of matters viewed as key in building resilient cities – addressing steps ranging from risk identification to the establishment of a “disaster risk reduction budget” and the establishment of early warning systems. In closing, it was argued that cities should work together on issues of resource resilience, to build on lessons learnt – particularly given Barcelona’s findings that benchmarking efforts reveal only a few examples from which cities can draw insights.

**Trevor Fowler** presented an overview of the CoJ’s approach to resource resilience, framing this in the context of the city’s mining and apartheid history – and some of its resultant challenges. It was noted that the city’s past continues to impact its urban form, with dormitory townships located far from places of work and undermined by environmental hazards such as mine dumps and acid mine water. An inefficient and inequitable spatial form results in a reality where resource use is poor – with this further exacerbated by an economy that is carbon fuel dependent, a society that generates significant volumes of waste, and the fact that the city lacks access to a direct source of water. With these realities, and a rapidly increasing urban population due to significant levels of migration, the CoJ has placed resource resilience high on its list of priorities. It was acknowledged that the burden of resource constraints is born by the urban poor, who spend up to 70% of their income on food and transport, are frequently unable to access opportunities given the distance between their homes and areas of economic activity, while also being most affected by environmental hazards such as carbon emissions.

Recognising this, the City's long-term plan emphasises the need for a balance between environmental management and services, economic growth, human and social development and good governance to achieve a resilient and sustainable city. In acknowledgement of the importance of resource sustainability and resilience, the City has emphasized:

- Resource conservation, re-use and recycling (e.g. water recycling; the generation of greener energy; waste minimization and optimization)
- Economic and social infrastructure that is enabled with technological innovations, to support reduced resource use and greater social benefits (e.g. job creation)
- Careful planning and management of the urban environment and supporting infrastructure, to address anticipated growth and urbanization – and the attendant demands on resources
- Implementation of mixed-use developments along the TOD-aligned 'Corridors of Freedom', to support improved efficiencies in resource use
- A focus on a greener economy, resource security, integrated infrastructure investment, integrated urban development and strategic integration with other spheres of government
- In recognition of the need for community engagement and involvement in resource resilience, community based planning mechanisms and the co-production of service delivery systems and tools

In closing, it was noted that resource resilience forms a core part of the City's strategy to address socio-economic and environmental needs. Drawing a direct link to the theme of the caring city, it was argued that a city that cares for its people, cares for the environment.

**Plenary discussions** followed, with additional inputs reflecting on:

- The need for countries to establish a national urban development policy – in line with UN Habitat's call for all member states to undertake such an initiative – with this reflecting the increasing recognition of urbanization pressures faced across the world, and the need for careful resource management and urban development planning.
- The challenges faced by local governments such as the CoJ, when significant resource constraints (e.g. water and energy) emerge in areas that do not fall within their mandate.
- In contexts such as the above, the importance of all role-players working collaboratively, as per the Barcelona case study, to ensure money and efforts are expended in the most effective way, and with the best outcomes. In this regard, the City of Barcelona partnered with private operators, other administrations, the regional government and the state to deliver the desired end results.
- The difference between resource resilience and de-coupling, with it noted that "to be resilient is to change and adapt", while decoupling focuses on establishing an approach to economic development without expending the environment.

### ***c. Summary of key issues arising***

**Rashid Seedat**, in his role as facilitator, highlighted the following key insights emerging from the session:

- All three cities reflected on their approach to resource resilience in the context of historical impacts, impending problems and areas of crises, with responses therefore based on the status quo, and the historical and geographical realities of these cities. In this regard, cities could learn from the experiences of others – putting in place preventative measures to grow resource resilience. Challenges that had necessitated a focus on resource resilience ranged from ageing infrastructure and rapid urbanization to climate change related risks, significant resource dependencies in the face of resource scarcity, and growing socio-economic needs.
- Emerging from the discussions was an agreement with and reinforcement of the concept of resource resilience – together with an exploration of the ways in which cities try to adapt to resource constraints.
- The examples presented reflect the importance of intergovernmental coordination and coordination on the horizontal scale, in establishing a successful outcome for cities and for regions.
- While presentations highlighted the role of technology, it was noted that cities must ensure that they develop the appropriate forms of technology – and apply them at the level at which they are needed – for resource efficiencies to be fully realized.
- The concept of de-coupling is gaining currency, with UNEP indicating a keenness for cities to engage on the issue. Its benefit lies in allowing cities to check if resource flows are sustainable, while prompting a review of the sustainability of each city's approach to economic development.
- Co-production of service delivery is an approach that is being adopted by the CoJ – where communities work with cities to achieve the desired outcomes.
- Networking, benchmarking and creating platforms to learn from others emerge as critical activities for cities to focus on in their search for resource sustainability – with this allowing for successes to be replicated, failures to be avoided by others, improved implementation, and the growth of capacity to plan, finance, coordinate, and implement resource resilience strategies.

### 3.15. Thematic Session 5: Engaged citizens

Facilitator:	<b>Steven Friedman</b> , Director of the Centre of Study of Democracy: Rhodes University and the University of Johannesburg
Speakers	<b>Barbara Lipietz</b> , Lecturer: Development Planning Unit, Faculty of the Built Environment, University College of London <b>Rose Molokoane</b> , SDI <b>Michael Müller</b> , Mayor: Berlin <b>Marina Klemensiewicz</b> , Secretariat for Habitat and Inclusion, Buenos Aires

#### *a. Overview of session*

Community participation and inclusion is the hallmark of any constitutional democracy. It is seen as a fundamental contributor to fair and representative decision-making in contemporary urban practice. If city governments are to ensure that participation is representative and non-partisan, they need to work steadfastly on mainstreaming community participation into the functioning of the administration. A focus on participation cannot only be about enforcing ‘good practice’ – but instead goes to the heart of what it means to be a caring city.

However, despite the acknowledgement of its importance, actual practice frequently leaves much to be desired. While the voices of the traditionally voiceless (e.g. poor and minority groups) are considered critical for plans to succeed in achieving equity, efficiency and sustainability, the participation of poor and disadvantaged groups in planning processes is difficult to attain. This is particularly the case where programmes are located in powerful political and bureaucratic structures.

The session on engaged citizens explored examples of participation and engagement at a city government level, as an entry point into the question of how to encourage participatory processes at scale. Emphasis was placed on city governments that have found a way to reconstitute the voice of citizens into the bureaucracy of the city government. The fact that good examples of true participation – beyond a focus on consultation alone – are hard to find is acknowledged as telling. In an effort to explore pragmatic approaches to citizen engagement, the session included a focus on:

- The experience of cities such as London, Johannesburg, Berlin and Buenos Aires in encouraging citizen participation in planning, decision making and delivery
- Inputs from a community organisation, Shack/Slum Dwellers International, about the experiences and hopes of citizens in terms of citizen engagement initiatives

#### *b. Speaker inputs*

**Barbara Lipietz** deliberated on the theme of the 2013 Metropolis Annual Meeting – ‘caring cities’ – arguing that the establishment of a truly engaged citizenry goes to the heart of this concept. The global presence of urban protests was highlighted as a reflection of the gap that exists between current practice and the voice that citizens want. What remains to be clarified is how citizen engagement processes should be organised, given that countries such as Brazil – often held up as a

shining example of participatory governance – are also experiencing protests of significant magnitude. The call was made for cities to be creative and to act.

Input was provided on two examples where citizen engagement initiatives have been included in city-wide planning processes – with these relating to London’s efforts in long-term planning, and the CoJ’s more recent work in this regard:

- In the case of London, participation took place through citizen input into the city’s long-term plan, with the final plans demonstrating the influence of the private sector. A focused forum ran for a six-month period, with members of the public invited to bring contrary information through which to influence the plan. The process resulted in various successes, with key amongst these being the increased input by NGOs, and the introduction of new issues onto the planning agenda.
- In terms of the Johannesburg experience, citizen input was solicited via stakeholder forums, and more recently, via a nine-week process with theme-based public meetings, supported by sector-specific sessions, and input via social media (e.g. Facebook; Twitter). A result of the process was the amendment of the City’s long-term plan, the Joburg 2040 GDS, with new ideas and concerns included or elevated (e.g. food security). Despite these strengths, it was noted that some community groups that participated in the process felt frustration, given the sense of few visible changes despite their inputs.

From a broader perspective, it was noted that protest events at a global level represent a signal that cities need to take heed of, when asking themselves about the effectiveness and nature of their engagement with citizens. With protests often taking place in spite of public participation efforts, it was acknowledged that some view the act of protesting as a form of participation itself, albeit an informal one, while others perceive such protests as a clear indication that participation processes have not provided citizens with the full opportunity to be heard. It was suggested that the answer probably lies somewhere in the middle.

Building on insights drawn from city efforts in encouraging citizen engagement, the following lessons were noted:

- Communities need to establish an understanding of how civic mobilization may link with city-wide processes – e.g. in respect of resource usage and infrastructure planning – with this providing insight on when and how to cooperate with government
- Cities (and all spheres of government) can support the growth of an engaged citizenry through:
  - Sharing information with communities about the planning process, plans being developed, and how these relate to communities
  - Providing feedback to communities – in support of genuine efforts to foster two-way communication and relationships of trust – including feedback relating to how inputs have been taken into consideration in future plans
  - Providing financial resources to support community engagement
  - Demonstrating an openness about the outcomes of participatory process, so that communities can feel and see that their input is heard and acted upon

- Cities can improve the conditions for citizen engagement and meaningful participation through:
  - Getting the basics for participation right from an institutional perspective
  - Developing monitoring and evaluation processes in conjunction with community groups
  - Together with other spheres of government, ensuring that plans across different spheres do not contradict each other
  - Assessing why engagements do not work – to learn from and improve on past practices

**Rose Molokoane** presented a different perspective of the ‘engaged citizen’, provided an overview of the activities of SDI and their role in ensuring that the voices of the community are heard in city-level decision-making and development efforts. With over 1 million members from over 40 countries, SDI uses its global reach and numbers as a platform for communities from informal settlements to engage directly with governments and international organizations, encouraging a focus on new strategies, a change in policies, and a shift in understanding relating to the challenges of urban development. SDI’s focus extends beyond homelessness, to issues such as education, poverty and health. To support their work, SDI has established a number of Memorandums of Understanding with municipalities – with the explicit purpose of supporting open communication and influencing policy, so that policies are able to meet the needs of people.

In terms of challenges faced in relation to funding of urban development work, it was noted that the organisation aims to meet government half way, with these efforts bolstered by the SDI’s Urban Poor Fund International. This fund supports urban improvement initiatives, on the condition that when governments contribute, a contribution is also made by the fund.

With all of the above, a call was made for a paradigm shift within cities – with government called on to work with citizens to address the challenges they face. City governments were urged to create a relationship of trust with communities, and to really hear their voices. In closing, it was noted that: “government should not only sit on the top and look at the ceiling; they need to look down, look at the people and walk the same path together, so that development will be for everyone.”

**Mayor Müller** provided input on the theme of ‘engaged citizens’ within the context of current urban realities – where rapid urban population growth brings with growing spatial and social disparities, unequal life opportunities, increases in the use of motorised transport and challenges such as the effects of climate change. Recognising that cities must do more with less, the question was raised: are cities simply forced to react, or can they actively shape their circumstances and with this, their long-term futures? The argument was made that cities need to focus their efforts on establishing medium and long-term urban development goals, while also reviewing the impact of policy decisions – with citizen involvement being core for both activities. Drawing on Berlin’s experiences in citizen engagement, the following key insights were noted:

- Citizen participation in planning processes are particularly valuable given that citizens are able to assess the impact of decisions in their neighbourhoods, and with this unique understanding and knowledge, guide the development of policies and plans
- Citizen engagement becomes self-reinforcing, given that when citizens realise that they are able to influence government decisions, they tend to assume more responsibility themselves

- Given that citizens sometimes struggle to express their concerns in public forums – or are not active in relation to issues that are not of direct pertinence to themselves – city governments must focus on putting in place empowering tools and participation structures
- Citizens tend to be more motivated to participate when they can see the direct ways in which their ideas have been put to use, or had an impact
- While focus should be placed on motivating citizens to participate, it was argued that the final decision-making should rest with politicians, as this allows for the establishment of compromises between conflicting neighbourhood interests
- The best outcomes are realised when as many decisions as possible are shifted to a more localised level, rather than being retained at the centre

Drawing on Berlin's experiences in encouraging participation, Mayor Müller provided an overview of the Neighbourhood Management Programme introduced by the city government, following the realisation of the need to drive greater neighbourhood stability, enhance quality and improve integration. Key elements of this programme included:

- The establishment of neighbourhood committees for decision-making purposes – with residents elected by the neighbourhood taking up the majority of seats, and further supported by community organisations and associations
- The allocation of a neighbourhood budget – with neighbourhood committees taking decisions for projects up to a certain value, while engaging with other stakeholders (e.g. a steering committee) for projects requiring larger allocations

In closing, it was noted that Berlin's experiences serve as evidence that planning and policies can be improved through the involvement of citizens in participatory processes. Ensuring citizen participation however hinges on the establishment of an awareness amongst all stakeholders – including administrators, politicians and citizens – of its importance. Arguing for the importance of participation, active participation in city issues was highlighted as benefiting planning outcomes, while also serving as a key ingredient in building a sense of ownership amongst all members of society.

**Marina Klemensiewicz** provided input on initiatives implemented in Buenos Aires to increase citizen involvement. Faced with a reality where poor communities living on the urban edge addressed their daily reality with passive acceptance instead of actively serving as change agents to shift the community's circumstances, the state implemented a number of strategies. One strategy involved government establishing greater visibility in the community through building and occupying offices in the spaces where people were living. This practice fostered relationships of trust, while making continued engagement and support easier – with local offices serving as gateways for needs identification. In addition, Buenos Aires encouraged active community participation through the following practical steps:

- Building projects through community engagement and commitment:
  - In line with the strategy of being visible and present, input on community challenges and needs were surfaced through the work of teams of approximately 15 people, which would engage on a daily basis with the community

- Workshops served as a platform for airing ideas. In the absence of ideas being brought forward by the community, experts proposed initiatives through which to bring about community improvements – with these then serving as a basis for dialogue
- Once a project was confirmed for go-ahead through the workshop process outlined above, community members would reflect their agreement through signing a symbolic contract, confirming their role in being responsible for and owning the implementation of the project
- Recovering open spaces to support community transformation, where:
  - The reclamation and development of open spaces hinged on active community participation – with members of the community cleaning neighbourhood spaces and planting vegetation
  - Through community involvement in improving open spaces, neighbourhoods are safer, while community members have rediscovered and learnt to appreciate the cultural diversity present within their immediate locations

All of the above represent efforts to shift from a top-down approach to decision-making within a city context – through making use of the active involvement of citizens to establish more sustainable and desirable outcomes for the benefit of all.

### ***c. Summary of key issues arising***

Inputs presented during the session represented a consensus that citizen engagement is at the heart of the caring city. However, establishing the best route through which to grow citizen participation is not always easy, with even the most participatory-driven environments prone to protests. All speakers acknowledged the importance of citizen participation – with the benefits attributed to increased community engagement including, amongst others:

- An increased sense of ownership of the spaces in which communities live, and with this, a greater sense of responsibility for place
- The ability to gather the type of nuanced inputs for planning and policy-making processes that only those living within specific locations are able to provide –in this way improving decision-making and delivery
- A greater chance to build a sense of ‘community’
- The opportunity to identify new ways through which to deliver goods and services in a world with fewer resources – given the benefits of local insights, skills, networks, capacity and involvement

While numerous different examples of projects targeting community participation were presented during the session, a number of common lessons emerged for cities to put into practice, as they practice care for their citizens:

- Engage openly and honestly with communities and create relationships of trust, through demonstrating a genuine interest in two-way communication. As important as it is to receive

information, it is equally important to provide it – including feedback on the ways in which ideas have been taken on board

- Consider the level of engagement needed with NGOs, community groups and activists, and the ability of such entities to mobilise communities for a common purpose
- As much as possible, involve communities in decisions that affect them. They will become the biggest change agents in the community, once they know that their views have been heard and are being acted on
- Share with communities the ways in which they can engage with and participate in government planning and decision-making processes – supporting these efforts with the provision of tools and systems for participation
- Delegate as many decisions as possible to a more localised level, to ensure the inclusion of local insights in decision-making, and to support ownership of decisions emerging
- Establish joint planning, budgeting, management, monitoring and evaluation mechanisms to provide communities with a sense of control, and a sense of ownership of urban development initiatives
- Maintain a constant focus on the efficacy of participation processes, introducing improvements based on past lessons and good practice approaches employed by others

Closely related to the theme of ‘engaged citizens’ is that of ‘social cohesion’. While discussions reflected some areas of overlap, both themes emerge as important components of a caring city. The discussion relating to social cohesion is detailed in the section that follows.

### 3.16. Thematic session 6: Social cohesion in a caring city

Facilitator: **Leila Patel**

Speakers: **Loren Landau**, African Centre for Migration & Society (ACMS), University of Witwatersrand

**Katherine Liao**, Deputy Regional Representative: UN High Commissioner for Human Rights for Southern Africa

**Juan David Valderrama López**, Executive Director: Agency of Cooperation and Investment of Medellin and the Metropolitan Area (ACI Medellin), Columbia

**Renu Khosla**, Director: CURE, New Delhi

#### *a. Overview of session*

Thematic Session 6 focused on the concept of ‘social cohesion in the caring city’. In initiating the discussion, it was noted that cities serve as a barometer from which to measure societal well-being – with cities seen as:

- Places where societies are made or broken
- Spaces of triumph, spaces where we struggle to make our voices heard, and places where the fight for justice is lost or won

- An embodiment of our greatest fears and darkness – representing moments of recovery and resilience, and moments of disaster
- Locations in which freedom, liberty, equality and democracy can be established as an everyday living reality

In this context, the concept of social inclusion was introduced in a panel discussion within which it acknowledged that the concept – and the role of city governments in relation to its establishment – is unclear. Is the promotion of social inclusion and cohesion just about the creation of public parks and spaces? Is public dialogue the golden thread that supports social cohesion? And what is the role of city governments as public facilitators for citizen dialogue? What should caring cities do to ensure social equity and justice? Should caring cities have a social cohesion agenda? These questions formed the starting point for inputs provided by a diverse panel.

**Leila Patel** served as facilitator.

### ***b. Speaker inputs***

**Loren Landau** presented ACMS' analysis of the concept of social cohesion within cities, with insights drawn from research in the areas of migration, human rights, development, governance, and social change – as undertaken across twelve African countries. Key views raised included the need to:

- Revise the unit of analysis when looking at the concept of social cohesion – with the feasibility of social cohesion at a sub-neighbourhood rather than at a national or even a city level being viewed as more attainable, given that it is at this finer-grained level that communities are established and shaped
- Consider cities and sub-neighbourhoods as 'urban estuaries' – fluid areas where people come to and move through; places where people enter as their first port of call, without necessarily intending to stay, 'belong' or engage
- Question the potential for social, political or spatial integration in the context of significant intra-urban mobility, where levels of trust are frequently low and socioeconomic objectives vary significantly. The potential for integration is challenged by a reality where there is limited "organic solidarity: no hegemonic ethno-linguistic group or identifiable 'hosts'". It was suggested that there is a need to reconsider the meaning of participation and community.

It was further argued that the above challenges are compounded by government role-players holding a limited understanding of the nature and dynamics of local populations – with this resulting in further state-society disengagement. While conflict often arises in rapidly shifting communities as a result of competition over opportunities and resources, conviviality was reflected on as, more often than not, being the norm. Forward planning by government, rather than a focus on appealing to members of each community to recognise their common humanity, was noted as one of the core mechanisms through which to create the conditions for conviviality.

**Katherine Liao** proposed that a human rights framework be used as the foundation through which to bring about social cohesion and equality in a caring city – given that this approach would more likely result in actors locating communities and individuals at the centre of their work. She argued

that it was incumbent on city governments to play a role in growing social cohesion through countering inequality and promoting a sound standard of living and dignity for all, while also ensuring meaningful participation of those within the city – including the most marginalised. By adopting a human rights framework, it was argued that focus would be placed on a rights-based model that addresses four critical questions:

- Who has been left out, and why?
- What are they entitled to?
- Who has to do something about it?
- What do they need to take action?

These questions would need to be considered within the context of the principles of accountability, non-discrimination and equality, empowerment and legal/ constraint-based redress.

**Renu Khosla** reflected on CURE India's efforts in relation to a citywide, community-led, multi-stakeholder transformation effort undertaken in the slums in Agra. The project started out as a small-scale project to address the provision of toilets for slum-dwellers, with customisation of toilets based on space, affordability and the ability of recipients to repay the associated costs. It eventually grew into a community-based process of planning at a city level, with emphasis placed on reviewing access to services, the tenure system, potential livelihoods, and the revival of cultural practices in relation to water. Through the process, the following learnings emerged:

- Communities are complex webs. While they exist in a single geography, they are constituted of diverse sub-groups, divided based on differences associated with identity, politics, religion and other interests or needs. There is frequently an absence of a common sense of community in this context, with this resulting from the lack of a shared vision – and limited interest across diverse groups in working towards a common good.
- The process of establishing a cohesive community is fraught with complexity – with the question arising: “Is social cohesion participatory romanticism?”
- Hierarchies in communities often result in ‘gatekeepers’ and outliers – with those in more informal circumstances frequently exploited, uncounted and unplanned for in traditional city-level planning processes. This is exacerbated by limited capacity within city governments to carry out decentralised community participation, further challenged by a limited nuanced understanding of sub-groups in communities.
- Centralised community participation mechanisms often adopt ‘cookie-cutter’ approaches, with the same methodology and outcomes, regardless of the audience. Instead, real community participation takes time and resources. Where participation has focused on really understanding communities and their needs (e.g. through developing social maps to reflect on and work with how people use public spaces), social cohesion has emerged as one of the outcomes.

In closing, it was noted that “community participation cannot be a footnote to development planning”, with the call made for the poor to be “brought to the table for dialogue, rather than simply being put on the menu”.

**Juan David Valderrama López**, Executive Director of ACI Medellín, Columbia, detailed Medellín's experience of transforming from a city riddled with violence, drugs and corruption, to a place of innovation, opportunity and positive public spaces. The process outlined included steps focused on "getting to really understand the city" – with the newly appointed Mayor hailing from a civic movement background, and bringing with aligned approaches. Key elements of the improvement programme included:

- A focus on ensuring that local communities were kept informed of how resources would be allocated – in this way building trust
- Undertaking consistent and thorough planning and following this through with action – thereby allowing for delivery within a context of certainty
- Including a focus on education, social inclusion and coexistence as key components in all deliverables – with this resulting in state-of-the art libraries, schools and multi-media facilities, good quality crèches for single mothers, cultural centres and social hubs, sports facilities, and physical structures to link different communities across the previously-divided city (e.g. cable cars and escalators)
- Implementing plans with adherence to the principle that the best and most beautiful areas are allocated to the poorest – in this way demonstrating a commitment to their betterment, while also building trust and a sense of ownership amongst all
- Including within development plans a focus on projects that generate hope for citizens e.g. facilities that encourage people to realise their potential, such as educational facilities, sporting grounds and library parks

During the plenary discussion that followed, additional areas of debate and input focused on:

- Whether social cohesion is simply a romantic ideal – and what the concept means. Questions included the following:
  - Are efforts at addressing social cohesion simply about trying to promote inter-class, inter-racial and inter-cultural exchange? Can social cohesion be enforced?
  - Is social cohesion and meaningful participation fostered through town hall meetings? Or is social cohesion instead about issues of who has a voice, who gets heard and what the space requires?
  - Do examples of mixed neighbourhoods reflect social cohesion, or are these spaces in which people have arrived as an entry point into the city, and from which they have not left due to limited alternatives?
- The view that those city governments that are trying to counter migration are pursuing a lost cause, with it argued that cities need to accept that "migrants are coming" – and with this, proactively plan and in this way pre-empt future competition over scarce resources
- The costs associated with encouraging meaningful engagement with citizens, such as the process rolled out in Medellín

In response to the above, it was suggested that:

- The meaning of social cohesion is very place-specific, but that the best outcomes may be realised when people mobilise around incentives that do not enforce difference – e.g. mobilising as a parent or as a shopkeeper, rather than on the basis of race.
- Social cohesion should be about giving a voice to those who are excluded – with this only possible when city governments and communities focus on reaching beyond ‘the gatekeepers’, while also being ready to talk to all members of the community when they are ready to engage - “instead of when we are ready”.
- True ‘social cohesion’ may be overly ambitious – with the first step instead perhaps about simply welcoming newcomers and providing them with an identity within the city (e.g. through an identity document) – regardless of how and when they choose to participate.
- Social cohesion in places like Medellin has been a by-product of efforts focused on building a quality city in which all can feel a sense of hope and trust. Through the process, all place-improvement initiatives are now owned and maintained by the community, and shared by community members – regardless of their backgrounds or differences. In terms of the associated costs, it was noted that the state invested in building costs. The community, however, participated in projects from conceptualisation through to delivery, with the community then taking ownership of the maintenance of facilities.
- Social cohesion can be seen as a process rather than a product – with a need for participants and the process itself to be nurtured. It was argued that when people start coming forward to deal with their problems and raise their voices, this could be considered the start of social cohesion. Participation needs to however be acknowledged as risky – with homophobic and xenophobic attacks within the South Africa context demonstrative of this. As such, it was argued that there is a need for both incentives and protection, to encourage people to participate fully.
- Social cohesion should not only be viewed in the narrow sense of cohesion between migrants to a city and those who already live there. Instead, it was argued that it should be viewed in the wider sense of cohesion amongst all who live and work within each city space.

### ***c. Summary of key issues arising***

**Leila Patel** summarised the panel inputs and subsequent discussion. Key points related to:

- The realisation emerging that the popular definition of social cohesion is limited – with it becoming clear that it is not a case of ‘one size fits all’, and that the social cohesion agenda for each place should be determined through a process of engagement
- The potential value of focusing on a more localised space as the unit of analysis when addressing issues of social cohesion – and the clear demonstration of what is possible within a social cohesion project founded on space improvement
- The importance of cities building the necessary capacity to understand and work with communities and community organisations (across all social strata) in a way that promotes genuine participation, in order to jointly establish more innovative solutions that are tailor-made to localised needs

- The benefit of maintaining a human rights perspective – with the examples discussed providing a view of what is possible if the universality of rights is retained as the foundation of all efforts
- How public participation processes and programmes aimed at driving social inclusion need to consider not only those who are in the room, but those who are not – encouraging and incentivising participation, and providing protection for those who are too afraid to make their voices heard
- The immense impact that can be achieved through allowing communities to be part of their own future in terms of planning for, delivering and maintaining projects and spaces – in contrast with the view held by many city governments that they are ‘doing it for’ citizens
- An acknowledgement that investment in social cohesion is essential – with this needing to move beyond efforts focused on the domain of economic development and returns
- The need to think beyond a narrow view of social cohesion that only pertains to race, religion or other more immediate divides – with social cohesion efforts needing to cut across all forms of difference
- In line with the above, the need to understand those who live and work in the community within the context of the more localised space – incentivising participation on the basis of possible outcomes that will allow all residents to realise their potential

### 3.17. Global dialogue on innovative urban practices

Facilitator:	<b>Rob Moore</b> , Deputy Vice Chancellor: Wits University, Johannesburg
(Part 1)	<b>Rhoda Kadali</b> , Executive Director: Impumelelo Innovation Centre, Cape Town
Speakers:	<b>Dajian Zhu</b> , Director: Institute Sustainable Development and Management Research, Tonji University, Shanghai
	<b>Sunil Dubey</b> , Country Manager for India: Metropolis; Faculty of Architecture Design and Planning: University of Sydney, Australia
	<b>Aline Cannataro Figueiredo</b> , University of São Paulo
(Part 2)	<b>Jenny Clover</b> , Programme Manager: ICLEI - Local Governments for Sustainability
Speakers:	<b>Kirsten Doermann</b> , Lecturer: School of Architecture and Planning, Wits University, Johannesburg
	<b>Rashid Seedat</b> , Head: Gauteng Planning Commission, Gauteng Provincial Government

#### a. Overview of session

The session on innovative urban practices focused beyond the traditional domain of technological innovations, instead looking at innovative practices in urban planning and management (e.g. in the areas of policy, regulation, education and the management of urban settings). In building on the theme of ‘caring cities’, innovative thinking is seen as paramount for the future growth and wellbeing of citizens, cities and governance – particularly in the context of significant urbanisation pressures, and increasing demands for cities to do more, in smarter and more novel ways.

**Rob Moore** opened the discussion through reflecting on how the notion of urban innovation was gaining traction in the South African context, acknowledging the work of Phil Harrison, South African Research Chair in Development Planning and Modelling at Wits University, in working with national and provincial government to establish a centre for research into urban innovation practices (the CUI). Innovation was noted as being of particular importance in the urban space, given the reality that cities serve as the primary sites where social and economic order is created. It was argued that caring cities should therefore focus on understanding how innovation can be used to shape desirable futures, rather than the more perverse options that are possible.

Questions were raised about the kind of environment needed to promote and enable innovation in an urban setting – and what cities should do to foster productive innovation. Participants were also asked to reflect on how cities can use their spatial form to foster greater levels of innovation e.g. through the establishment of innovative clusters. The changing structure of society – and the link between these shifts and the influence of new forms of technology such as social media – was also highlighted, with a question raised in terms of how urban life will be conducted in the future, and how cities need to take on board innovations to support a different type of relationship with citizens. Other pressing imperatives such as the global financial crisis, climate change and the realities of resource constraints were flagged, pointing to the need for all role-players to think creatively about a different city future – and how innovation can support its realisation.

## ***b. Speaker inputs***

### **Part 1: Examples of innovative urban practices**

**Rhoda Kadali** shared insights gained on how to promote and incentivise social innovation. In doing so, she drew on the work of the Impumelelo Social Innovations Centre, an organisation that maps and monitors social innovations across a range of different settings, rewarding innovation and supporting the delivery of improvements to the poor. The importance of innovation in the urban environment was highlighted in the context of South Africa's apartheid regime and the spatially disjointed cities left in its wake. While cities acknowledge the need for integrated urban development and urban renewal, large-scale changes are costly. Consideration therefore needs to be given to the ways in which innovation can assist cities to achieve their goals within a context of limited resources.

Based on insights gained through the Impumelelo Social Innovations Centre's work, it was noted that the centre has found that approaches to urban innovation tend to work best when they generate multiple benefits (e.g. urban improvements, alongside social benefits such as job creation, food production, etc.). Impumelelo Innovation Award recipients demonstrate this principle, with examples of recipients including:

- eThekweni Municipality, which received an award for a project that targeted the lack of ablution and sanitation facilities in the city's informal settlements, through installing shipping containers modified into latrines. Solution identification took place through community engagement, with the solution being delivered by members of the public, private and NGO sectors. It was designed to be installed rapidly, and was managed by caretakers appointed

from the community. The area itself became a social hub, given design features such as the establishment of local gardens supported by run-off water, the growth of health clubs crèches, and the creation of pension pay-out points.

- A joint PPP undertaken by the Madulamoho Housing Association, the CoJ and Metro Evangelical Services, in respect of the renovation of a disused hotel in Johannesburg. The hotel was refurbished into affordable rental stock, with housing forms ranging from emergency shelter to traditional housing units for families in distress. Focus was placed not only on the provision of shelter, but on other benefits such as training and counselling – demonstrating the importance of urban innovation going hand-in-hand with other objectives, such as social capital and social cohesion.

Finally, based on experiences to date, it was noted that successful social innovation projects tend to be characterised by:

- Good leadership, with projects backed by respected individuals who understand the context, are able to communicate, and champion the cause
- Citizen engagement – with successful projects involving mechanisms through which to build meaningful participation of citizens and beneficiaries, particularly in respect of decisions relating to project roll out and the identification of optimal solutions
- Impact – with the impact of projects assessed through monitoring and evaluation tools, research and more holistic approaches such as the review of partnerships established with civil society
- Local expertise – with focus placed on the development of local solutions to local problems, where this very often results in the establishment of outcomes that external role-players would not identify

**Dajian Zhu** framed his presentation through reflecting on China's rapid urbanisation rates, and the resultant need for innovative solutions through which to address energy consumption and the transition to a more environmentally friendly low-carbon economy. In outlining the scale of the challenge, it was noted that between 2010 and 2030, China's population is expected to increase from 1.34 billion to 1.45 billion, with 1.05 billion people expected to live in urban areas (in contrast with the 2010 assessment of 650 million). These numbers were identified as key, given the following implications:

- With the envisaged growth, China will need to determine the type of city form that will best support this level of urbanisation. If China opts for the establishment of new cities with a population size of about 500 000 inhabitants (similar to Boston), it will need 400 additional cities. If China focused on establishing metropolises of approximately 4 million people (similar to the size of the greater Johannesburg area), 50 new cities would need to be created. The scale of the challenge is clearly significant.

The environmental impact of rapid urbanisation can be determined by the following formula:

$I = PAT = P \times I / P$ , where:

- 'I' = Impact (resource consumption and the pollution impact of development)
- 'P' = Population (in terms of numbers of people)

- 'A' = Affluence (the mode of consumption mode)
  - 'T' = Technology (with technology holding a direct implication for how fast people consume resources and impact the environment)
- At the rates of population growth and urbanisation highlighted above, current consumption modes will result in 5.6 times the impact on the environment as is experienced today – a fate confirmed as “awful for China and the world”. Technology, in its role as a moderator, needs to be brought on board out of necessity.
  - With envisaged rates of urbanisation, decoupling urbanisation from its impact on the environment becomes key – with the question raised: should China follow a high or low carbon emissions path to urbanisation?

It was argued that, as China moves towards greater levels of urbanisation, it must consider reducing resource intensity or adopting an innovation model. With urban innovators and academics needing to explore various models through which to reduce environmental impact, the following four critical areas of action were highlighted in respect of both green innovation and green development:

- Replace coal, China’s major energy source, with renewable sources of energy such as wind and solar power – and consider ways in which to use traditional sources of energy more efficiently
- Improve the attitude and behaviour of large industry and production towards the environment – given that this is the largest contributor to environmental damage
- Encourage lifestyle transitions and social innovation, with emphasis on individual attitudes and behaviour shifting from a focus on ownership, to a sense of communal care and sharing (e.g. changing from private to public transport options – with such an approach to be facilitated and encouraged by cities)
- Alter the nature of cities – shifting towards compact and complex cities with mixed-use developments, thereby reducing travel times and with this, environmental impact

**Sunil Dubey** focused his presentation on the question of what makes cities innovative. He noted that cities are about people and how they want to collectively live and share in the world – with the use of innovative urban solutions seen as necessary to enable people to achieve city living in a sustainable manner. An example of the need for innovation was presented in the context of Sydney, a city with abundant coal, and consequentially, high carbon emissions. The Sydney 2030 Vision recognised the need for an innovative approach through which to shift collective behaviour and grow a greater consciousness about the environmental impact of individual actions. Sydney’s introduction of a carbon tax represented one such innovation, with this serving as an incentive for people to diminish their carbon footprint.

As per previous presentations, rapid urbanisation was highlighted as one of the key reasons cities need to focus on innovation. It was argued that most cities are ill prepared to manage the influx of people to urban areas, with this resulting in an impending crisis. Innovative measures represent one way through which to address these urban realities. The call was made for cities to exploit economies of scale, and to fast-track innovative solutions through shared learning, capacity building and knowledge exchanges (e.g. via networks such as Metropolis). Emphasis was also placed on the

importance of and the opportunity presented by technology and governance in managing transitions, with these going hand in hand with the call for social equity (as reflected in examples such as the Arab Spring).

Cities, it was argued, are connected through four key factors: rapid urban growth, a drive for social equity, governance and technology. It was noted that the Sydney 2030 plan responds to the type of city citizens want to see – with all four factors taken into consideration. Inputs were drawn from people via participatory planning processes, with solutions including, amongst others, technological innovations (e.g. greater connectivity – thereby enabling more people to work from home) and spatial innovations blended with alternative services (e.g. creating pedestrian areas; using water channels as alternative modes of transport; building in further public transport to decrease environmental impact).

Finally, reference was made to Metropolis' research into innovative practices in India, with lessons including the following:

- Social innovations are important – with people often establishing and using locally developed technology and solutions when confronted with challenges
- Innovations do not need to be complex or costly, with success largely depending on innovations instead often requiring champions to support their roll out

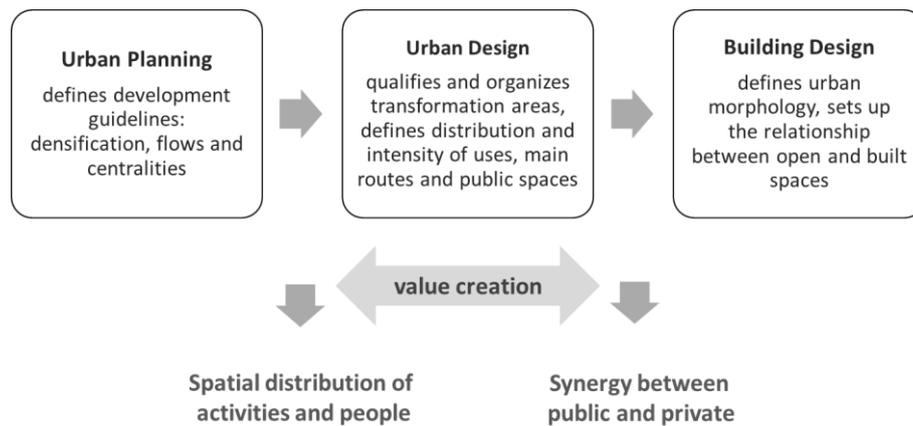
Reflecting on the above, it was argued that approaches to urban innovation be drawn from people rather than experts – with the living city being a place where people define what cities will be, and how technology will be put to use.

**Aline Cannataro Figueiredo** presented input on São Paulo's work in urban development and housing, noting that despite the city's significant size and wealth, it also faces many challenges. São Paulo is dominated by urban sprawl, with economic opportunities located in the centre, while the outskirts are characterised by high-density developments and shacks – with informal settlements often located on environmentally vulnerable land. The city is focusing on addressing these discrepancies – establishing instead a more compact, inclusive and environmentally friendly form. Some of the mechanisms identified to achieve this objective include:

- The roll out of high density, mixed-income accommodation in those areas that are equipped with sufficient public transport and infrastructure
- An emphasis on mixed-use developments
- Public spaces designed for pedestrians and non-motorised transport
- The establishment of parks

It was noted that the above programmes are guided by São Paulo's long-term plan, SP2040, which defines "the type of city we want".

In planning for the future, the city has adopted the following model as a guideline for urban projects – with a focus on urban planning, urban design and building design seen as critical:



Innovative approaches to delivery include programmes such as CEPAC – where the municipality auctions public titles on the stock exchange, providing purchasers with the right to extend the height of buildings within key urban areas to a maximum height. Funding from this programme then supports the municipality in its efforts to design and build urban infrastructure appropriately. A further form of innovation highlighted relates to São Paulo’s extensive use of data, with data collected in relation to every aspect of the environment, and all elements that contribute to urban design. Urban planning efforts, including those relating to high-risk settlements, have used data as a foundation for planning – with data analysis applied in the context of a clear set of prioritisation criteria, to ensure the identification of an appropriate set of interventions through which to change the urban landscape.

In reflecting on São Paulo’s learnings in relation to innovative urban practices, it was noted that many cities do not use the full potential of their database. With varied and relevant information collected, data has enabled São Paulo to develop creative solutions. It was argued that, through freeing up this form of data and making it available to citizens, research bodies and other organisations, the definition of ‘smart cities’ has been reshaped. São Paulo has seen the benefit of this approach being put into practice via its ‘Urban Hackathon’ project – a programming marathon that provides the opportunity for citizens to be part of a ‘think tank’, creatively exploring and mining multi-dimensional city data, to ultimately identify further maps, applications and other technological solutions through which to improve the urban experience.

**Plenary discussions** following the first set of discussions led to questions and comments relating to:

- The tendency for innovations to focus on improving inhabitable circumstances in which people live, with the question raised: will people be allowed to live in inhabitable, risky conditions in the future, or will innovations support the eradication of this practice? In response, the example of São Paulo was highlighted, with it noted that the city’s slums are acknowledged as a permanent feature of the urban fabric. Instead of eradicating slums, zoning has been used to ensure the application of special zones for social housing.
- The importance of addressing both housing problems and the need for optimum employment opportunities, given that it is the latter that ultimately supports sustainability.

- A tendency to focus on individual cities in conversations relating to urban development – with emphasis instead needed on how cities connect to regions, and the role of regional innovation.

## **Part 2: Reflections on African innovation**

**Jenny Clover's** presentation, entitled “Managing the pressure of urban growth in the context of environmental sustainability – examples of innovative practice from Africa”, focused on lessons in innovation arising from African cities. The importance of innovation within the African context was highlighted through a reflection on both the radical changes experienced by cities across the continent, and the associated challenges. It was noted that Africa’s urban dwellers are expected to increase from 373 million to 1.2 billion by 2050 – with the majority of new urban dwellers likely to reside in slums and/ or informal settlements. Urban challenges emerging with rapid urbanisation and significant levels of growth (a quarter of the top 100 fastest growing cities in the world are located in Africa) include, amongst others: increasing levels of poverty and inequality; informality; a lag between levels of demand for and availability of housing and services; excessive resource extraction; and the impact of climate change. A growing youth bulge was identified as a factor that could also lead to significant conflict, if not managed appropriately.

To deal with these complexities, it was argued that cities must find innovative ways to approach urban development – with a ‘business as usual’ approach viewed as inadequate to address the challenges confronted. With this context in mind, it was suggested that African cities should:

- See urbanisation as an opportunity through which to transform the region and improve development prospects
- Acknowledge their role as incubators for change and centres of innovation, with the potential of leap-frogging through the application of innovative approaches being particularly important for small cities that have not undertaken much infrastructure development
- Apply innovative approaches as a mechanism through which to decouple economic production and consumption patterns from environmental damage and high levels of resource extraction

In reflecting on the above, it was noted that thousands of experiments in new forms of urban development are underway – with many of these addressing multiple objectives (e.g. improving city governance while also reducing the impact of development on the environment). As an example, input was provided in respect of the management of water and waste-water, with Integrated Urban Water Management approaches including: waste-water reuse in Windhoek; grey-water recycling in Nairobi; rainwater harvesting and reuse in eThekweni; and Kampala’s use of a swamp system as a natural filter of waste. Based on efforts undertaken to date, the following key success factors were raised as critical in re-imagining the African city and making innovation possible:

- Political will and support – together with horizontal and vertical collaboration, and sound governance mechanisms
- The development of tailored solutions suited to local circumstances

- A focus on the establishment of green jobs, as an approach through which to manage environmental impact and address climate change while alleviating unemployment, with this being particularly key in the context of the emerging youth bulge

**Kirsten Doermann** from the School of Architecture and Planning detailed an approach to innovation at a neighbourhood level, reflecting on the ‘city studio’ as an ‘urban laboratory’ through which to better understand communities – thereby supporting the transformation of spaces from within, and the development of better cities. Through a presentation on the ‘Yeoville studio’, attention was also placed on how academia can play a role in supporting and advancing innovative urban practices.

An overview of the Yeoville Studio is provided below.

#### **Case study: The Yeoville Studio – a city studio as urban laboratory<sup>5</sup>**

**Background to the studio:** The Yeoville Studio emerged as a partnership between the Wits School of Architecture and Planning, the Yeoville Stakeholder Forum, the Yeoville Bellevue Community Development Trust and the French Institute in South Africa. It was located within the Wits School of Architecture and Planning, and ran for a period of two years.

**An overview of Yeoville:** Yeoville was previously a middle-income neighbourhood on the eastern border of Johannesburg’s inner city. The last two decades have resulted in radical economic and demographic changes, with approximately 40 000 people now living in the neighbourhood, with the majority of them hailing from other parts of the African continent. With significant levels of unemployment and the majority of those employed earning lower-level incomes, a large part of the community struggles to make ends meet.

**The Yeoville Studio approach:** With the above context in mind, the Yeoville Studio was established as an experiment that focused on involving the community in changing their environment. Emphasis was placed on change being driven ‘for the community, by the community’. The studio targeted practical research addressing three aspects of sustainable livelihoods: community restaurants, affordable housing and street trading. Researchers worked closely with local organisations to produce locally adapted and applicable research, with findings disseminated to residents in a form that enabled them to use the input for sustainable development and advocacy work (e.g. via the use of photographs, story-telling, films, guides, maps and exhibitions). Outputs also included the development of designs for urban spaces, shaped on the basis of people’s stories, their responses to the visual work produced and their needs, as identified through platforms such as interviews.

**Outcomes:** Through the process, students developed an understanding of the challenges relating to housing, and an appreciation of housing as a system that provides access to a wider environment within which people can live and support themselves. Within a context of significant challenges, researchers found that residents experienced the necessity to act as so pressing, that innovation or imagining an alternative was seen as secondary. In presenting the analysis and reflections of Yeoville back to the community, the opportunity arose to find solutions and transform spaces and processes from within the community, rather than via influences from the outside alone.

<sup>5</sup> Input drawn from K Doermann’s presentation, “City Studio as Urban Laboratory”.

**Rashid Seedat's** presentation focused on the upcoming establishment of the CUI, as announced by both the Premier of Gauteng and the Minister for National Planning at the opening session of the 2013 Metropolis Annual Meeting. It was noted that the initial impetus to establish the CUI arose from the need to find implementation partners for the country's NDP – with broader goals including:

- The promotion of innovative responses to the urbanisation challenge
- Building awareness and knowledge of urban innovations – both in South Africa and in other regions of the world
- Supporting targeted international exchanges and collaborations that promote the scaling up of innovative urban practices
- Providing support and incentives to role-players involved in innovative urban practices

It is envisaged that the CUI's focus areas will include the full array of issues that confront cities in South Africa and across the globe, with emphasis, in particular, placed on the vexing or 'wicked' questions confronting societies (e.g. in terms of the 'creation' of social cohesion).

Finally, it was noted that the successful implementation of the CUI will require the roll out of the necessary administrative and governance processes – with these currently underway. The centre is seen as being more than an inter-governmental institution, with participation by other role-players (e.g. higher education institutions, the private sector, multilateral organisations and global organisations such as USP Cidades in Brazil, and Tonji University in China already envisaged – for the establishment of optimal outcomes in terms of issues relating to urban innovation.

Plenary discussions raised the following in respect of the presentations:

- The importance of including community organisations and members of society in partnerships such as the envisaged CUI
- The benefit of seeing examples of real time, on the ground innovation – such as that which was represented through the Yeoville Studio case study
- A concern that, with the focus on sharing global innovative practices, innovative solutions would be imported and put to use without due consideration of the reality in which they were being implemented

In responding to the latter point, speakers noted that innovative ideas should always be assessed in relation to the context in which they will be applied, with adaptations made on the basis of local specifics.

### ***c. Summary of key issues arising***

Key insights arising through the session's discussions included:

- A universal acknowledgement that without innovation, cities across the world will be unable to manage and adapt to the challenges emerging with rapid urbanisation – resulting in an inability to demonstrate care

- An appreciation of the value of social innovation, with the most successful initiatives very often being those that respond to a range of social issues, bringing with an array of benefits for the community concerned
- The need for practical solutions in response to the challenges faced in the urban environment – with it acknowledged that innovative solutions do not need to be costly or complex
- Recognition of the need for interventions through which to decouple urbanisation, population growth and economic growth from environmental impact
- A recognition of the opportunity presented to less-developed African cities to establish more innovative urban contexts through applying the lessons of other cities in relation to innovation and the management of urbanisation, thereby laying a solid foundation for growth
- The value of networks, laboratories, observatories and research and practice centres in sharing knowledge and experience relating to innovative urban approaches
- The importance of multi-dimensional city data in supporting the development of tailored innovations, with this further strengthened through tapping into the strengths of citizens as ‘urban hackers’ – i.e. contributors to improved urban realities

The latter point supports the idea of caring cities as cities that are constituted of caring administrations and leaders – and caring citizens.

**Rob Moore**, in summarising the session’s discussions further, highlighted the following key points:

- The different levels of analysis and input presented by the various speakers, with:
  - The first set of presentations providing input on innovative micro-level projects undertaken within the context of specific communities (e.g. inputs presented in respect of the Impumelelo Social Innovations Centre), and meso-level policy initiatives implemented to support city-wide innovation (e.g. as per the input presented in respect of China and Sydney).
  - The second set of presentations addressing the question of how to achieve more systematic approaches to urban innovation, with examples highlighting the importance of peer learning, and the power of improved community-university relations in supporting innovation. The presentation on the CUI highlighted the need for greater multi-party partnerships in fostering improved urban innovation.
- The importance of developing innovative solutions through which to respond to the unique conditions that exist within each community, instead of focusing on “what we think is there”. It was acknowledged that this approach, as represented in the Yeoville studio example, requires significant work on the ground – and the roll out of analysis without the influence of preconceived ideas.
- The need for cities to create enabling conditions for urban innovation – with focus needed on establishing numerous levels of ‘enablement’ in this regard:
  - Enabling social codes for innovation within the context of a city, as a way of demonstrating care – with the philosophy of Ubuntu needing to be invoked in an urban reality where not all citizens consider the improvement of community conditions as paramount (given other competing priorities, such as those associated with increased

consumerism). This requires a focus on shifting the culture of the city, to encourage input from a wider spectrum of role-players in driving social innovation.

- Enabling regulatory measures through which to prompt innovation and unlock barriers (e.g. through opening the path for investments). Innovation was described as being, in many ways, about ‘transgression’, with the question raised: how do we create regulatory systems that encourage constructive transgression?
- Mechanisms through which to sustain innovation to support a sustainable outcome.
- The importance of social institutions working together to enable changed approaches to delivery – with the difficulties of ensuring collaboration between role-players from various sectors and segments of society acknowledged, but identified as vital if innovation levels are to be improved.

#### **4. 2013 Metropolis Annual Meeting technical tours and events**

The section that follows provides an overview of the various technical tours and events that took place as part of the 2013 Metropolis Annual Meeting. These included:

- The following technical tours:
  - Technical tour 1: Soweto
  - Technical tour 2: The inner city/ down town
  - Technical tour 3: Xtreme Park makeover – Participation and opening ceremony
- An array of events:
  - The Executive Mayor’s ‘Welcome Dinner’
  - The Executive Mayor’s ‘Networking Function’ – with this including an evening at the Joburg Theatre, with “Starlight Express”
  - A Mandela Day activity – with participants encouraged to give 67 minutes of their time to ‘change the world for the better’
  - The Metropolis President’s Dinner

An overview of technical tours and events is provided below, with the information provided presented in line with the chronological roll out of activities.

##### **4.1. Technical tours 1 and 2: Soweto and the inner city**

On the 16th of July, delegates at the 2013 Metropolis Annual Meeting were invited to participate in one of two technical tours – with the first involving a visit to the township of Soweto, and the second focused on Johannesburg’s inner city.

**Amos Masondo**, former Executive Mayor of the CoJ, provided participants with an initial pre-tour perspective on the City’s urban renewal efforts, reflecting on the CoJ’s decade-long emphasis on area-based development as a driver of social integration and an improved city form. Input was

presented on how nodal development enabled the CoJ to target specific priority areas, resulting in fast-tracked development with maximum impact. It was noted that various nodes, ranging from places of economic importance to areas for high-density residential living, were prioritised – with the most prominent nodes (e.g. Soweto and the inner city) emerging as focal points for intensive regeneration efforts.

The story of Soweto's transformation was described as one of the most inspiring examples of the power of change – with this important node in the south altered from a dormitory township that was a place of struggle, to a vibrant, dynamic and 'normalised' neighbourhood. Highlights in terms of its journey were noted as including: the tarring of all gravel roads; greening of the area through the City's efforts in planting more than 200 000 trees; building of new parks, stadiums and homes; and the establishment of affordable, accessible and efficient public transport. Input was also provided on other transformation efforts, such as the preservation of historical sites, the creation of infrastructure and services required for the hosting of national and international events, the growth of sporting and cultural events such as the Soweto marathon, investments in economic growth and employment opportunities, and the improvement of public facilities (e.g. health and transport facilities). It was argued that the underlying principle driving the City's approach was a focus on establishing a "sustainable human settlement ... known not just as a place where people come from, but where people also go to".

In terms of the inner city, the picture depicted was of a vibrant and growing CBD that subsequently sank into decline in the late 1980s and 1990s, with the private sector relocating in the midst of concerns relating to crime, grime and 'bad buildings'. In 2000, the CoJ raised the profile of the CBD, with this resulting in the roll out of a regeneration campaign. An Inner City Summit held in 2006 bolstered these efforts, bringing together a wide array of stakeholders behind the objective of regeneration. With the priorities for regeneration agreed, inner city stakeholders adopted a formal Inner City Charter – with this resulting in collective action and significant public and private investments, with the latter supported by an Urban Development Zone tax incentive for property investments. It was noted that regeneration efforts supported infrastructure upgrades, the improvement of the public environment with art, trees, public squares and other features, the establishment of transitional housing and affordable rental accommodation, the refurbishment of business and residential buildings, and the enhancement of street-fronts, amongst other areas of focus. These efforts have seen the inner city's vibrancy increase – with regeneration efforts continuing as an ongoing project.

With the benefit of former Executive Mayor Amos Masondo's inputs, participants departed for the technical tours.

### **Technical tour 1: Soweto**

Delegates participating in the technical tour of Soweto were driven past various parts of the township, allowing them the opportunity to gather a sense of the area's diversity and rich culture. Participants viewed local landmarks such as the Hector Pieterse Memorial, Mandela House, the Regina Mundi Catholic Church and Freedom Square. The tour also took participants past Diepkloof Extension, the Bara Taxi Rank, the Soweto Theatre, the Chris Hani Baragwanath Hospital and recreational parks, shopping centres, hostels and informal settlements, providing them with a sense

of the area and its character. Infrastructure developments showcased included, amongst others, infrastructure relating to the Rea Vaya BRT, facilities such as Orlando Stadium, and housing developments in various parts of the township.

Those who participated in the tour were presented with a clear message relating to the importance of urban transformation projects addressing all elements necessary to establish liveable, vibrant and sustainable human settlements – including:

- Economic hubs and opportunities for employment within close proximity to places of residence, thereby removing the need for lengthy home-to-work commutes and undue environmental harm
- The creation of open spaces (e.g. dedicated parks and gyms) and the celebration of places of cultural significance, where these serve as mechanisms through which to foster social inclusion, a sense of pride in the urban environment, and with that, care
- Infrastructure facilities and services that enable residents to work, live and play within the same geographical area

### **Technical tour 2: The inner city**

**Sharon Lewis** from the Johannesburg Development Agency (JDA), an entity of the CoJ, provided participants on the inner city technical tour with a briefing on the regeneration of the inner city and particular elements that have characterised the urban development efforts undertaken. As a reflection on the story of the CBD's decay and subsequent regeneration, it was noted that the inner city contributes over 21% of the city's overall economy, with this achievement supported by significant economic, physical and infrastructure upgrading. Amongst other roles, the inner city now serves as a transport hub, a magnet for newcomers, a centre for informal traders and start-up businesses, the locus of many local and provincial government buildings, home to the headquarters of many corporates, and a retail location favoured by cross-border shoppers.

In detailing some of the factors that have supported to the inner city's regeneration, the following were noted: the establishment of a strategic planning foundation – thereby encouraging investment through offering improved predictability; the growth of cultural institutions; roll out of arts, culture and sporting events and facilities; improved safety measures; and the delivery of various types of residential developments. In the context of the above, one of the key urban renewal challenges relates to the necessity of maintaining a balance between the needs of the poor, and overarching growth objectives.

The tour travelled to various sites, stopping at a rooftop venue in Braamfontein, where participants had the opportunity to engage with various role-players in more detailed discussions relating to three focus areas: inner city planning and development plans; affordable housing delivery in the inner city; and a localised example of work undertaken in respect of the Braamfontein Improvement District. From these discussions, key themes related to:

- The importance of engaging partners across all sectors of society in order to roll out impactful development work

- Linked to the above, the importance of establishing neighbourhood partnerships, and creating and connecting nodes with particular identifies (e.g. targeted economic development precincts such as the Fashion District, transport oriented precincts such as Westgate Station and cultural precincts such as Newtown) – in this way growing the strength of each place and the whole
- The need to understand the desired socio-economic impact of capital interventions in areas such as the inner city – using this as the foundation from which to prioritise and assess the impact of interventions (with the JDA, for example, focusing on factors such as the impact on vacancy rates and rentals and employment opportunities created)
- The drive for a connected city – with infrastructure such as the Nelson Mandela Bridge and the planned TOD-linked ‘Corridors of Freedom’ bridging formerly separate parts of the city, and in this way, improving access to opportunities
- The emphasis placed on growing the number of people who are able to access an improved quality of life in the city – with the Johannesburg Housing Company, for example, including within its social housing projects various mechanisms through which residents can improve their life conditions (e.g. via offering access to after-school activities for children, recycling and food garden opportunities)

Participants then travelled to Constitution Hill, a justice precinct that includes a museum, restored heritage buildings (the Old Fort Prison Complex) and South Africa’s Constitutional Court. The area was acknowledged as a reflection of successful collaboration between all three spheres of government and members of civil society. With prisoners including the likes of Nelson Mandela and before him, Mahatma Gandhi, it was noted that the precinct now provides a symbol of democratic South Africa’s commitment to constitutional rights and freedoms

**Petal Thring**, CEO of Constitution Hill, noted that the site had been designed both as a reminder of the past, and as a source of inspiration for the future and the hope it brings – tying together the potential of memorialising history and heritage to activate public spaces.

**Zahira Asmal** detailed the manner in which the public were involved in the design of the Court, with every aspect publically commissioned and selected – a symbolic reflection of the ability of every member of society to participate in the creation of a new democracy. Rich symbolism was highlighted throughout the site, represented, for example, in the use of bricks dismantled from the former prison as the building material for the courtroom wall (thereby supporting rights rather than removing rights).

Participants departing from the inner city were left with the impression of an area characterised by significant change and rejuvenation, with a multitude of platforms and partnerships supporting continued growth. What was also clear was the importance of extending the lessons learnt to date, while scaling-up improvements, improving access for a greater number of people, addressing challenges and preventing complacency.

#### **4.2. Metropolis Annual Meeting events: The Executive Mayor's 'Welcome Dinner'**

Events on the 16<sup>th</sup> of July closed with a welcoming dinner hosted by the Executive Mayor of the CoJ. South African artists entertained guests with music and dance before all present were officially welcomed to Johannesburg and to the 2013 Metropolis Annual Meeting by the CoJ's City Manager, Trevor Fowler, and by the Executive Mayor, Mpho Parks Tau.

**Mpho Parks Tau** reflected on the evocative picture of community provided by the term 'Ubuntu', noting that this represented a picture of what the City itself hoped to achieve over the days of the conference, as delegates from cities from across the world come together to deliberate on issues relating to 'caring cities'. It was argued that while the terms 'caring' and 'cities' are often not seen as belonging together, a shift in perception is critical as cities are increasingly confronting the need to care, in the context of increasing population growth, climate change, resource scarcity, increasing demand for basic services and improved infrastructure and service networks, and other related challenges.

Participants were requested to keep the concept of 'caring cities' uppermost in their minds during the course of the week's discussions, building on the theme and establishing a shared sense of the practical and implementable ways in which the concept could be put into action. They were also invited to partake in the week's events, a number of which were noted as further symbolising the theme of care – including the 18<sup>th</sup> of July celebration of Mandela Day, a day that calls on all individuals to donate 67 minutes of their time for good through answering to the call to: "Take Action. Inspire Change. Make every day a Mandela Day."

#### **4.3. Metropolis Annual Meeting events: The Executive Mayor's 'Networking Function'**

Following a long day of discussion and debate on the 17<sup>th</sup> of July, Metropolis dignitaries and delegates participated in a networking function held at the Joburg Theatre, with the evening including an opportunity for more informal discussion amongst members of peer cities, and the chance to unwind with a theatre performance. A fully South African cast on roller skates put on a fast-moving performance of Andrew Lloyd Webber's musical, "Starlight Express", with the show reflecting a local interpretation of the 29-year-old production. Delegates enjoyed an entertaining show that featured multi-layered sets, varied costumes, mid-air stunts and the work of a talented crew of dancers and singers – a solid reflection of the city's cultural talent.

#### **4.4. Metropolis Annual Meeting events: Mandela Day**

On the 18<sup>th</sup> of July, Metropolis delegates participated in an International Nelson Mandela Day activity, contributing 67 minutes of their time to 'make the world a better place' – in honour of the 67 years South Africa's former president, Nelson Mandela, dedicated to the fight for freedom and dignity for all.

**Mpho Parks Tau** invited participants to 'build a bear', as one of the two activities that would roll out in support of the caring ethos of Nelson Mandela Day. While the first activity involved participants

finalising customised toys for donation to children, the second Nelson Mandela Day activity related to the efforts of all in building a new park in Sophiatown, within the context of the Xtreme Park makeover. Beneficiaries of the 'build a bear' project were noted as including the Entokozweni Day Care Centre in Alexandra, with children from the day care centre present at the event itself. Finally, drawing on Nelson Mandela's legacy of caring for and building a better future for children, focus was also placed on an additional project of relevance: the development of the Nelson Mandela Children's Hospital. With the project only made possible through the contribution of various role-players, including the private sector and national, provincial and local government, participants were invited to assist further through providing donor support.

The Nelson Mandela Day event was a success, with Metropolis delegates enthusiastically taking part in building toys. Each participant was asked to focus their good wishes and care on the fabric heart of a toy, placing the heart inside the toy, putting the finishing touches in place (through tightening the final stitches) – and finally, dressing and naming the toy, in preparation for its donation to a child. The event closed with the final packaging process of hundreds of toys, all with their own individual 'birth certificates', ready for distribution to their new owners.

#### **4.5. Metropolis Annual Meeting events: Metropolis President's Dinner**

The final formal event of the 2013 Metropolis Annual Meeting took place on the evening of the 18<sup>th</sup> of July, with invitees participating in a dinner function focused on further engagement and sharing between cities.

**Michael Müller**, in his role as Acting President, thanked the Mayor of Johannesburg for making the event possible, and acknowledged the hard work of CoJ's organising team, headed by Jan Erasmus, together with the efforts of the Metropolis secretariat, in ensuring a smooth outcome to the week's proceedings. It was argued that hosting the 'caring cities' meeting in South Africa was appropriate, given the efforts undertaken to date within the South African context to mitigate the challenges associated with societal disparities. It was noted that the challenges faced by cities such as Johannesburg serve as a mirror of similar global images (e.g. the pressures associated with rapid urbanisation). In this context, the importance of leaders and delegates from cities across the world engaging and sharing insights and lessons was highlighted, with this being key to the establishment of more caring cities.

#### **4.6. Technical tour 3: Xtreme Park makeover (Sophiatown)**

Putting the concept of the caring city into practice, the third technical tour of the 2013 Metropolis Annual Meeting visited the site of an 'Xtreme Park makeover' – an exercise involving the transformation of a public space within a 24-hour period. Sophiatown was the chosen location, given both its rich historical heritage and the CoJ's plan to transform underutilised spaces such as those within the suburb from areas of crime and grime, to centres of play, relaxation and recreation. The Xtreme Park makeover started on the 18<sup>th</sup> of July, coinciding with Nelson Mandela's birthday, and concluded on the 19<sup>th</sup> of July – with the tour of Metropolis delegates to Sophiatown also marking the close of the 2013 Metropolis Annual Meeting.

**Mpho Parks Tau**, the CoJ's Executive Mayor, welcomed delegates to the park, reflecting first on Sophiatown's historical significance. Once known as a culturally diverse and vibrant community that served as a centre for politics, jazz and blues in the 1940s and 1950s, the original essence of Sophiatown (also known as Softown or Kofifi) was torn apart by the apartheid government's forced removal campaign. Most of Sophiatown's residents were moved to separate settlements on the basis of ethnic classification, and the area was renamed 'Triomf' ('triumph') – in line with the apartheid state's sense of achievement. In 2006, the original name of Sophiatown was reinstated – the start of a number of steps needed to revitalise the space. The Xtreme Park makeover was noted as representing one such initiative, with delegates invited to participate in planting trees, grass and vegetables, and in this way, contribute tangibly to the establishment of a “fully-fledged, multi-functional park”, and with this, the growth of a more caring city.

The event was marked by music, speeches, hard work and laughter, as members of Metropolis donned gloves and took part in planting the foundations for the park. Community members gathered to hear the inputs, while children took advantage of the playground equipment that had already been erected. Mayors present, together with the Acting Metropolis President Michael Müller, Secretary General Alain Le Saux and UCLG Africa Secretary General Jean-Pierre Elong Mbassi, closed the event with the ceremonial unveiling of a plaque, marking the end of the 2013 Metropolis Annual Meeting.

#### **4.7. Media coverage of the 2013 Metropolis Annual Meeting**

While not a single 'event', there is value in noting the extensive array of media coverage that unfolded prior to, during and post the 2013 Metropolis Annual Meeting. Media interest was significant, with more than 35 interviews conducted across radio and television, supported by more than 40 online reports and videos, and over 20 articles in the printed press.

Media coverage was also supported further through engagements on social media sites like Twitter and Facebook, with delegates and members of the public using these forums to pose questions and reflect inputs.

Details of all media coverage are included in Annexure Two, attached hereto.

## 5. Insights relating to the ‘caring cities’ concept – and concluding comments

The section that follows includes further insights and observations arising from the 2013 Metropolis Annual Meeting and its theme of ‘caring cities’. It also presents closing comments and input on the path ahead, for the concept of ‘caring cities’ to be taken forward in the work of cities and metropolitan regions across the world.

### 5.1. Reflections on the concept of ‘caring cities’, and next steps in taking the concept forward

Conference discussions during the course of the 2013 Metropolis Annual Meeting resulted in the emergence of a rich array of ideas relating to the theme of ‘caring cities’. While each input reflected on the concept of care within a unique context (whether in relation to housing, spatial planning and development, urban innovations, resource management or social equity and cohesion), some of the commonalities arising included:

- A recognition of the importance of cities establishing themselves as places of ‘care’ – with this noted as a common desire across cities represented at Metropolis
- An acknowledgement that ‘caring’ has to be a part of the work of cities, as they create different types of futures for their citizens and residents within the context of radical changes such as rapid urbanisation, technological shifts, climate change and economic challenges
- The need to involve an array of stakeholders in building more ‘humane’ cities – with sustainable outcomes dependent on partnerships and, most importantly, civic participation
- The view that caring in the context of the ‘city’ is reflected in various forms, ranging from the provision of basic goods and services, infrastructure, safety and improved modes of mobility – to the presence of responsible leaders, data-driven analysis and carefully defined long-term plans that support viable futures
- The importance of including within the concept of care an adequate focus on the environment

To understand the impact of the proceedings on how the term ‘caring cities’ was understood, a number of Metropolis delegates were asked, through one-on-one discussions, to provide input on how they saw the concept of ‘caring cities’ before and after the event. Focus was placed on how this perception had changed with the roll out of the 2013 Metropolis Annual Meeting. Delegates were also asked to reflect on the important issues for the network and member cities, as they take their work forward.

**Eugene Zapata Garesché**, Senior International Advisor to the Mayor of Mexico City and Regional Director for FMDV for Latin America, noted that:

*“Before arriving in Johannesburg, I did not really understand concept of ‘caring cities’. It is difficult to translate into Spanish, and is translated more as ‘human cities’. I was very impressed by the concept of Ubuntu, especially Nelson Mandela’s description of how a man walking into a village would be received, with this giving a sense of sharing on a mutual win-win basis. The concept is strikingly different from the view that development is about personal success – as represented through each individual possessing more than his or her neighbour. I appreciate*

*Johannesburg's efforts in placing the issue at the centre of our debates, with the act of bringing it to the attention of the most important metropolises in world holding the potential to shift how we do things in practice.*

*My perception of the concept has changed – with this new understanding serving as a useful standpoint for the design of future programmes. In its basic form, the concept can easily be translated into practice, and included in ways of doing public policy.”*

When asked to reflect on the key issues that both the network and individual cities would need to take forward from the event, the following points were raised:

- In terms of cities, it was argued that the discussions highlighted the need for cities to adopt a collaborative and integrated approach to urban sprawl, with all role-players across society needing to partner together with speed to establish a different outcome to societal challenges.
- In terms of engagements across the network, it was noted that it was no longer appropriate to look at networks in terms of ‘north’ and ‘south’, with the call made for cities to move away from an ‘aid-based version’ of engagement, given the clear indication that northern cities can easily learn from practices implemented in the global south. In addition, it was argued that members of the Metropolis network would do well to work on changing the perception held by many central governments of local government and its role – ensuring all understand the varied and complex challenges faced mayors as they meet citizens on a daily basis on issues such as disaster risk management or HIV/ AIDS. Building on this, it was argued that emphasis should be placed on lobbying and consolidating Metropolis’ presence and the role of its members as world actors.
- Finally, it was argued that Metropolis and other city networks should focus on providing cities with practical programmes, mechanisms and finance instruments to enable improved responses to challenges such as food and water scarcity, and the need for shelter for an ever-increasing urban population. It was noted that delegates held an obligation to their constituents to move beyond debates to discussions of solutions and plans of action.

**Mary Lewin**, Manager of International Affairs at the Department of Planning and Community Development in Melbourne, raised the following when asked to reflect on the concept of ‘caring cities’:

*“The concept is not alien to us in Australia, despite the fact that we use different nomenclature. Through our better cities programme, we have focused on improving cities and neighbourhoods. A ‘pride of place’ programme implemented in the 1990s also focused on improving neighbourhoods, giving people a sense of ownership in place through providing the space for national and local government to contribute funds, with the private sector also encouraged to contribute. Our learning was that, if the community recognises that there has been an improvement, more people will contribute – with a central feature for success being the involvement of the community.”*

In reflecting on the value of the concept of caring cities, it was noted that its place is important – with past projects across cities highlighting the need not only for community participation, but for

community empowerment in decision-making and ownership of places. It was argued that discussions on the concept of 'caring cities' reflected some important principles, including:

- Issues of inclusivity (not just in terms of social inclusion, but in terms of access to opportunities)
- The importance of encouraging the participation of all role-players in the process of interactive government – with this seen as an ongoing activity across a period of time, rather than simply being about a moment at the ballot box
- The need for cities to think holistically when putting in place plans to the challenges they face – building in care for all citizens
- The need to manage citizen expectations – e.g. in terms of the inability of government to provide infrastructure improvements overnight, with this highlighting the importance of ongoing communication

In reflecting on work for the network to take forward, one key factor highlighted related to the roll out of Metropolis initiatives and related training, as a way of building capacity amongst member cities.

Finally, two personal observations were noted. The first related to the desire of some for the event to be hosted in an environment such as the inner city, rather than the suburb of Sandton – with the former's vibrancy seen as being more reflective of the city's character. The second observation related to the initial view held that the concept of 'caring cities' was something that Johannesburg really needed. Instead, the high levels of involvement of key role-players from the CoJ, and the strong sense of ownership throughout the proceedings, was seen as reflective of a commitment to the concept and its importance.

**Rob Moore**, Vice Chancellor of Wits University, noted that the event served as a reminder of government's frequently well-intentioned efforts in implementing social change. The concept of 'caring cities' was seen as reflecting the approach and attitude of many socially committed role-players within government. Concern was however noted in terms of the ability of all role-players to be reflexive in their approach to delivery. A call made for the 'caring cities' concept to be embedded through greater emphasis on the ongoing monitoring and evaluation of delivery, and the establishment of a capacity for and willingness to shift course when needed, rather than becoming trapped in "ideation". This point was illustrated through reference to South Africa's continued focus on the roll out of a housing model acknowledged by many as unsustainable.

**Melinda Silverman**, urban designer, urban policy specialist and Senior Lecturer in the Department of Architecture at the University of Johannesburg, noted that her perception of the concept of 'caring cities' did shift during the course of the Metropolis Annual Meeting proceedings. Where she previously equated the concept of caring cities with the welfare state and the programmes enacted by many cities in the global north in taking care of their most vulnerable residents, new insights on the concept were noted as including the view that:

- Making cities more equitable is not just a social good or a rights-based issue, but an economic imperative (as per Sithole Mbanga's presentation)

- Caring cities can also be conceptualised as learning cities – cities that listen to and learn from their citizens, and are prepared to take risks to improve the lives of their citizens – with this insight drawn from Edgar Pieterse’s inputs
- As per Mayor Parks Tau’s presentation, people need to be viewed as active agents rather than passive beneficiaries – with this perspective enabling all role-players to collectively embark on the co-production of urban goods and services

In reflecting on the value of the proceedings, it was noted that case studies in particular provided value in demonstrating how other cities have implemented socially beneficial projects – with the call made for further reflection on the “hard work of implementation”. Finally, it was noted that:

*“Many of the issues that Metropolis addressed will remain relevant in the future – the need for better public transport, the need to build local communities, the need to improve infrastructure, the need to harness the entrepreneurial energy of the informal sector, the need to develop innovative methods of delivering infrastructural services, the need to address looming environmental crises. We need to keep talking about these things – but the best way to do this is to share stories of good practice and exchange ideas.”*

**Sunil Dubey**, Metropolis’ Country Manager for India and member of the Faculty of Architecture Design and Planning at the University of Sydney, noted that prior to the event, he viewed the concept of the ‘caring city’ as another buzz word – with no clear view held of what the concept meant. In reflecting on his perceptions of the concept at the close of the weeks’ proceedings, he argued that one of the most moving aspects related to be behaviour of the CoJ’s Executive Mayor, who was seen to demonstrate the concept of the caring city through the way in which he lead the conference, engaged, and was active across the event. With Metropolis serving as a platform through which leaders of the world’s largest metropolises and city regions can partner, share ideas and collectively build solutions, this approach was seen as a direct reflection of care, and an understanding of the value of city-to-city conversations and partnerships.

In taking the concept of the caring city forward, it was argued that emphasis should be placed on defining the principles and elements of this approach. The suggestion was made that this exercise should be initiated through a reflection on the efforts underway in Johannesburg, and the impact evident from efforts to date.

Finally, in reflecting on work to be taken forward at the level of cities and the Metropolis network, it was argued that:

- Cities should focus on using the Metropolis network to establish meaningful bilateral agreements and arrangements through which to share knowledge, exchange experience further and engage in opportunities for improved impact – as a way of reflecting care
- Further emphasis should be placed on the establishment of methodologies, tools and resources through which to support the work of caring cities across the globe
- Metropolis should focus its efforts on addressing the ‘hotspots’ where cities can really make a difference, targeting issues such as urbanisation and the associated challenges and consequences – with emphasis placed on those geographical locations where the challenges are most pronounced (e.g. Asia, Africa, Latin America)

## 5.2. Inputs on the path ahead, and closing comments

This report provides a solid reflection of the key themes, ideas and actions emerging from the 2013 Metropolis Annual Meeting, an event hosted by the CoJ from the 16<sup>th</sup> to the 19<sup>th</sup> of July 2013. The core concept of ‘caring cities’ served as the central anchor, drawing together discussions that addressed all aspects of city life – from safety, housing, the provision of basic services and the challenges of funding, to the use of alternative approaches for urban development, governance and delivery. Case studies provided practical reflections of urban realities, allowing members of the Metropolis network to share lessons, insights and new approaches.

The theme of ‘caring cities’ emerged as one with which all participants could associate. More than simply a buzz word, it was acknowledged as a necessity in confronting and addressing the many challenges associated with rapid urbanisation. Delegates took the concept to heart, reflecting on how it could be applied through practical measures such as participatory planning, co-production and co-management.

The 2013 Metropolis Annual Meeting closed with the opening of the Sophiatown Xtreme Park, a reflection of the efforts of the network’s members in coming together to make a contribution to the quality of life experienced by the host city’s citizens. This was seen as the start rather than the end of deliberations and work relating to the conference’s central concept, with delegates proposing that the path ahead include activities such as:

- Further refinement of the principles and key elements constituting the ‘caring city’
- The development of more tools, methodologies and techniques of relevance to cities within the Metropolis network, with distribution of and engagement on these representing one way through which to extend the network’s impact and contribution
- The implementation of targeted funding mechanisms as a mechanism through which to further support the efforts of cities within the Metropolis network in driving meaningful change
- Additional sharing and engagement on methods through which to support the full participation of all members of society in issues of urban governance and development – given the centrality of this theme to the concept of ‘caring cities’
- The establishment of bilateral agreements and arrangements between attending cities, as a way through which to foster improved learning and collaboration
- A deliberate focus on building partnerships and horizontal, vertical and cross-sectoral collaboration into all planning, development, delivery and monitoring and evaluation initiatives within the urban environment, in acknowledgement of the centrality of such an approach to the long-term success of urban development initiatives – and the establishment of a caring city

## Annexure One: Acronyms and abbreviations

Acronyms and abbreviations	Full term
ACCCRN	Asian Cities Climate Change Resilience Network
ACMS	African Centre for Migration & Society
ADB	African Development Bank
AFD	French Agency for Development
BRICS	Brazil, Russia, India, China, South Africa
BRT	Bus Rapid Transport
CBD	Central Business District
CEO	Chief Executive Officer
Clr	Councillor
CoJ	City of Johannesburg
CUI	Centre for Urban Innovation
DMFP	Dakar Municipal Finance Project
Emplasa	Empresa Paulista de Planejamento Metropolitano SA
FMDV	Global Fund for Cities Development
GDP	Gross Domestic Product
GDS	Growth and Development Strategy
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GNSC	Global Network for Safer Cities
GPG	Gauteng Provincial Government
IT	Information Technology
JDA	Johannesburg Development Agency
MDG	Millennium Development Goals
MMC	Member of the Mayoral Committee
NDP	National Development Plan
NGO	Non-Governmental Organisation
NPC	National Planning Commission
PPP	Public Private Partnership
PSM	Public Safety Measures
RUAF Foundation	Resource Centres on Urban Agriculture and Food Security Foundation
SACN	South African Cities Network

<b>Acronyms and abbreviations</b>	<b>Full term</b>
SALGA	South African Local Government Association
SDI	Shack/Slum Dwellers International
TOD	Transit Oriented Development
UCLG	United Cities and Local Governments
UN	United Nations
UNEP	United Nations Environment Programme
UNISDR	United Nations Office for Disaster Risk Reduction
USM	Urban Safety Monitor
WAEMU	West African Economic and Monetary Union
WIEGO	Women in Informal Employment: Globalizing and Organizing
Wits University	University of the Witwatersrand
ZAR	South African Rand

## Annexure Two: Media coverage of the 2013 Metropolis Annual Meeting

The tables below provide details of a wide array of the media coverage associated with the 2013 Metropolis Annual Meeting. Please note that the lists included may not be fully comprehensive, but reflect the bulk of coverage linked with the event.

**Table 1: Pre-event communication**

Date	Media	Activities	Spokesperson	Angle - Topic
<b>Week 14 -26 June</b>	<b>Food resilience and Metropolis Launch</b>			
14 June 2013 @07:50	CII Broadcasting (Islamic Broadcasting House)	Live telephonic interview	MMC Molwele	Metropolis and the City's drive to alleviate poverty
19 June 2013@10.00	SAFM	Live in studio interview	Mr. Wandile Zwane	Metropolis and the City's drive to alleviate poverty
24 – 26 June 2013	Saturday Star	Article	Article	Campaign aims to feed the hungry
<b>Week 21 -26 June</b>	<b>Smart City</b>			
24 June 2013 @7:25	Lesedi FM	Live telephonic interview	Clr. Ruby Mathang	Metropolis and Joburg is Africa's smart City
25 June 2013 @8:10	Motsweding FM	Live telephonic interview	Clr. Mally Mokoena	Metropolis and Joburg is Africa's smart City
26 June 2013@7:20	2000 FM	Live telephonic interview	Clr. Ruby Mathang	Metropolis and Joburg is Africa's smart City
27 June 2013@15:15	Chai FM	Interview	Nthatisi Modingoane	Smart metering cities plan for ICT on infrastructure
<b>Week 01– 05 July</b>	<b>The power of informal economy</b>			
1 July 2013@8:35	Ukhozi FM	Live telephonic interview	Nthatisi Modingoane	Metropolis and the power of informal economy
2 July 2013@8:25	Lesedi FM	Live telephonic interview	Clr. Ruby Mathang	Metropolis and the power of informal economy
3 July 2013@18:00	CII Broadcasting	Live telephonic interview	Tsholo Mogotsi	Informal Economy contribution towards the GDP and economic development in Joburg
4 July 2013@8:15	Motsweding FM	Live telephonic interview	Tsholo Mogotsi	Metropolis and the power of informal economy

Date	Media	Activities	Spokesperson	Angle - Topic
<b>Week 08 July</b>	<b>Smart City</b>			
Monday 8 July @2:30pm	Classic FM	Five minutes pre-recorded interview	Promo – Nthatsi Modingoane	Smart City
Monday 8 July @18h30 - 19h30	Classic FM	Live panel discussion	<ul style="list-style-type: none"> <li>• Clr Geoffrey Makhubo</li> <li>• Arthur Goldstuck- World Wide Worx</li> <li>• Lucky Kwele - Gijima</li> <li>• Lubabalo Dyantyi – Dimension Data</li> </ul>	Metropolis and Joburg a smart City
<b>Week 08 July</b>	<b>The power of informal economy</b>			
Tuesday 9 July @2:30	Classic FM	Five minutes pre-recorded telephonic interview (use as a teaser building up to the panel discussion and in the news bulletin)	Promo – Mr Justice Mashele	The power of informal economy
Tuesday 9 July @18h30 – 19h30	Classic FM	Live panel discussion	<ul style="list-style-type: none"> <li>• Mr Justice Mashele Executive Manager for Informal Economy and Public Transport</li> <li>• Hawkers Association</li> <li>• Teboho Mashweng from Soweto Business Chamber</li> <li>• Nkululeko Buthelezi from Santaco</li> <li>• Lawrence Mabunda - NAFCOC</li> </ul>	The power of informal economy
<b>Week 08 July</b>	<b>Engaged Citizens and Social Cohesion</b>			
Wednesday 10 July @2:30	Classic FM	Five minutes pre-recorded telephonic interview (use as a teaser building up to the panel discussion and in the news bulletin)	Promo Nthatsi Modingoane	Engaged & Empowered Citizens
Wednesday 10 July @18h30- 19h30	Classic FM	Live panel discussion	<ul style="list-style-type: none"> <li>• Acting Mayor at CoJ Clr Geoffrey Makhubo</li> <li>• Adriaan Basson Deputy Editor of City Press</li> <li>• Rose Molokoane from Federation of the Urban</li> </ul>	Engaged & Empowered Citizens

Date	Media	Activities	Spokesperson	Angle - Topic
			and the Poor • Dumisane Hlophe from Independent Political Analyst	
<b>Week 11 - 15 July 2013</b>	<b>Resource resilience</b>			
Wednesday 11 July	Classic FM	Pre-recorded promo on Resource Resilience	Merina Willemse from The Efficient Group	Resource resilience
Wednesday 11 July 2013 @18h30-19h30	Classic FM	Pre-recorded promo on Resource Resilience	MMC Matshidiso Mfikoe (panellists - Sicelo Xulu from City Power, Amanda Nair from Pikitup)	Resource resilience

**Table 2: Communication during the event**

Date	Activities	Media	Spokes person
16 July 2013	Telephonic interview	Talk 702	Executive Mayor
16 July 2013	Telephonic interview	Ukhozi FM	Executive Mayor
16 July 2013	Telephonic interview	SAFM	Executive Mayor
16 July 2013	Telephonic interview	The New Age	Executive Mayor
17 July 2013	Telephonic interview	Classic FM	Executive Mayor
17 July 2013	Telephonic interview	Radio 2000	Executive Mayor
17 July 2013	Telephonic interview	Motsweding FM	MMC Mfikoe
17 July 2013	Live broadcast	Morning Live Broadcast	Executive Mayor & Mayor of Berlin
17 July 2013	Media session	All media invited	Executive Mayor Mayor of Berlin- Michael Muller
17 July 2013	One on one interview	The Times	Executive Mayor
17 July 2013	One on one interview	The Star	Executive Mayor
17 July 2013	One on one interview	The Politician	Executive Mayor
17 July 2013	Telephonic interview	Chai FM	MMC Greeff
17 July 2013	One on one interview	Iranian TV	Executive Mayor
17 July 2013	Panel interview	Talk 702	Interviews with Trevor Fowler; Barbara Berninger; Aisa Kacyira; and Tom Cochran
17 July 2013	One on one interview	The Leadership Magazine	Executive Mayor
17 July 2013	One on one interview	Sunday Times	Executive Mayor
17 July 2013	Recorded in studio interview	Business Day TV	Executive Mayor

Date	Activities	Media	Spokes person
18 July 2013	Telephonic interview	Radio 2000	Executive Mayor
19 July 2013	Telephonic interview	Radio 2000	Executive Mayor
19 July 2013	Telephonic interview	Lesedi FM	Executive Mayor
17 July 2013	Live Crossing	Morning Live	2x Interviews with Mayor and Mayor of Berlin
18 July 2013	Interview	Power FM	Petra Warman (Berlin)
18 July 2013	News Mention	Kaya FM	Metropolis
19 July 2013	Xtreme Park opening	Media invited	Metropolis delegates
19 July 2013	One on one interview	Urban Green File Magazine	Executive Mayor
19 July 2013	Al Jazeera	Live interview	Executive Mayor
19 July 2013	Live streaming	Live Streaming	39 x Interviews with delegates
19 July 2013	Online	Online articles	62 x articles - Metropolis
19 July 2013	Interview	Power FM	Executive Mayor
20 July 2013	Coverage on the Xtreme Park	The Saturday Star	Executive Mayor

**Table 3: Print-media coverage**

Publication date	Publication	Headline	Region	Circulation
2013-07-27	Pretoria News Weekend	Mayoral powwow cost R17m - but boosted tourism, image	Gauteng	16637
2013-07-27	Saturday Star	Joburg says millions spent on hosting global cities will have economic spinoffs.	Gauteng	75682
2013-07-26	Fourways Review	Tata Madiba honoured	Gauteng	36740
2013-07-26	Midrand Reporter	World Class.	Gauteng	26892
2013-07-26	North Eastern Tribune	Tata Madiba honoured	Gauteng	24570
2013-07-26	Northcliff Melville Times	Tata Madiba honoured	Gauteng	32167
2013-07-26	Northcliff Melville Times	New initiative to focus on urban development	Gauteng	32167
2013-07-26	Roodepoort Northsider	Metropolis conference a success	Gauteng	28569
2013-07-26	Rosebank Killarney Gazette	Mandela honoured	Gauteng	27565
2013-07-26	Sandton Chronicle	Mandela honoured at the Metropolis conference	Gauteng	51650
2013-07-21	City Press	Fixing the fractured metropolis.	National	152910

Publication date	Publication	Headline	Region	Circulation
2013-07-19	New Age	Joburg could be better	National	120000
2013-07-19	The Times	"Top-class city? Sure we are"	National	141968
2013-07-17	New Age	Metropolis theme is caring cities.	National	120000
2013-07-12	New Age	Simple act of sharing will ease hunger in the city.	National	120000
2013-07-11	New Age	Joburg to learn from the best on informal economy.	National	120000
2013-07-05	Fourways Review	Mayors meet to discuss caring cities	Gauteng	36740
2013-07-05	Midrand Reporter	World mayors meet to discuss caring cities	Gauteng	26892
2013-07-05	Northcliff Melville Times	World mayors meet	Gauteng	32167
2013-07-05	Randburg Sun	City learns care	Gauteng	68825

**Table 4: Online coverage**

Headline	Source	Date	URL
Previous Podcast 9 July 2013, Tuesday	Classic FM	10 Jul 2013	<a href="http://www.classicfm.co.za/classic-government/programme-podcasts/previous-podcast-9-july-2013-tuesday">http://www.classicfm.co.za/classic-government/programme-podcasts/previous-podcast-9-july-2013-tuesday</a>
Previous Podcasts 8 July 2013, Monday	Classic FM	9 Jul 2013	<a href="http://www.classicfm.co.za/classic-business-and-news/programme/previous-podcasts-8-july-2013-monday">http://www.classicfm.co.za/classic-business-and-news/programme/previous-podcasts-8-july-2013-monday</a>
Previous Podcast 9 July 2013, Tuesday	Classic FM	10 Jul 2013	<a href="http://www.classicfm.co.za/classic-government/programme-podcasts/previous-podcast-9-july-2013-tuesday">http://www.classicfm.co.za/classic-government/programme-podcasts/previous-podcast-9-july-2013-tuesday</a>
Previous Podcasts 9 July 2013, Tuesday	Classic FM	10 Jul 2013	<a href="http://www.classicfm.co.za/classic-business-and-news/programme/previous-podcasts-9-july-2013-tuesday">http://www.classicfm.co.za/classic-business-and-news/programme/previous-podcasts-9-july-2013-tuesday</a>
Pioneer Express / World's cities to visit Joburg	Pioneer News	10 Jul 2013	<a href="http://www.pioneernews.co.za/PNE/edition/72687/edition-article-details/worlds-cities-to-visit-joburg">http://www.pioneernews.co.za/PNE/edition/72687/edition-article-details/worlds-cities-to-visit-joburg</a>
Previous Podcast 10 July 2013, Wednesday	Classic FM	11 Jul 2013	<a href="http://www.classicfm.co.za/classic-government/programme-podcasts/previous-podcast-10-july-2013-wednesday">http://www.classicfm.co.za/classic-government/programme-podcasts/previous-podcast-10-july-2013-wednesday</a>
9 July 2013, Tuesday	Classic FM	11 Jul 2013	<a href="http://www.classicfm.co.za/classic-government/programme-podcasts/programme-archive/previous-podcast-9-july-2013-tuesday">http://www.classicfm.co.za/classic-government/programme-podcasts/programme-archive/previous-podcast-9-july-2013-tuesday</a>
Previous Podcasts 10 July 2013, Wednesday	Classic FM	11 Jul 2013	<a href="http://www.classicfm.co.za/classic-business-and-news/programme/previous-podcasts-10-july-2013-wednesday">http://www.classicfm.co.za/classic-business-and-news/programme/previous-podcasts-10-july-2013-wednesday</a>

Headline	Source	Date	URL
10 July 2013, Wednesday	Classic FM	12 Jul 2013	<a href="http://www.classicfm.co.za/classic-government/programme-podcasts/programme-archive/previous-podcast-10-july-2013-wednesday">http://www.classicfm.co.za/classic-government/programme-podcasts/programme-archive/previous-podcast-10-july-2013-wednesday</a>
Previous Podcasts 11 July 2013, Thursday	Classic FM	12 Jul 2013	<a href="http://www.classicfm.co.za/classic-business-and-news/programme/previous-podcasts-11-july-2013-thursday">http://www.classicfm.co.za/classic-business-and-news/programme/previous-podcasts-11-july-2013-thursday</a>
Metropolis meeting will also mark Mandela Day	City of Johannesburg	15 Jul 2013	<a href="http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8709:metropolis-meeting-will-also-mark-mandela-day&amp;catid=88:news-update&amp;Itemid=266">http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8709:metropolis-meeting-will-also-mark-mandela-day&amp;catid=88:news-update&amp;Itemid=266</a>
Johannesburg hosts world's top municipalities	eNCA	16 Jul 2013	<a href="http://www.enca.com//south-africa/world-cities-visit-johannesburg">http://www.enca.com//south-africa/world-cities-visit-johannesburg</a>
11 July 2013, Thursday	Classic FM	16 Jul 2013	<a href="http://www.classicfm.co.za/classic-government/programme-podcasts/programme-archive/previous-podcast-11-july-2013-thursday">http://www.classicfm.co.za/classic-government/programme-podcasts/programme-archive/previous-podcast-11-july-2013-thursday</a>
Metropolis kicks off	City of Johannesburg	16 Jul 2013	<a href="http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8714:metropolis-kicks-off&amp;catid=88:news-update&amp;Itemid=266">http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8714:metropolis-kicks-off&amp;catid=88:news-update&amp;Itemid=266</a>
Madiba's legacy promoted at Metropolis Meeting	looklocal	16 Jul 2013	<a href="http://www.looklocal.co.za/looklocal/content/en/sandton/sandton-news-municipal?oid=7620560&amp;sn=Detail">http://www.looklocal.co.za/looklocal/content/en/sandton/sandton-news-municipal?oid=7620560&amp;sn=Detail</a>
World mayors exchange ideas	looklocal	16 Jul 2013	<a href="http://www.looklocal.co.za/looklocal/content/en/sandton/sandton-news-municipal?oid=7620561&amp;sn=Detail">http://www.looklocal.co.za/looklocal/content/en/sandton/sandton-news-municipal?oid=7620561&amp;sn=Detail</a>
Joburg remains a leading city in Africa: Tau	SABC News	17 Jul 2013	<a href="http://www.sabc.co.za/news/a/b61c0b0040623f5283b9832154f093f8/Joburg-remains-a-leading-city-in-Africa:-Tau-20130717">http://www.sabc.co.za/news/a/b61c0b0040623f5283b9832154f093f8/Joburg-remains-a-leading-city-in-Africa:-Tau-20130717</a>
Address by Manuel at Metropolis Annual Meeting in Sandton	Link2media	17 Jul 2013	<a href="http://www.link2media.co.za/index.php?option=com_content&amp;task=view&amp;id=21086">http://www.link2media.co.za/index.php?option=com_content&amp;task=view&amp;id=21086</a>
Cities should be innovation sites - Manuel	SAnews.gov.za	17 Jul 2013	<a href="http://www.sanews.gov.za/south-africa/cities-should-be-innovation-sites-manuel">http://www.sanews.gov.za/south-africa/cities-should-be-innovation-sites-manuel</a>
Cities should be innovation sites - Manuel	IndustrySA	17 Jul 2013	<a href="http://www.industrysa.com/cities-should-be-innovation-sites-manuel/">http://www.industrysa.com/cities-should-be-innovation-sites-manuel/</a>
Cities urged to care for their residents	SA Cities Network	17 Jul 2013	<a href="http://www.sacities.net/workwith/general/1006-cities-urged-to-care-for-their-residents">http://www.sacities.net/workwith/general/1006-cities-urged-to-care-for-their-residents</a>
Informal settlement population: unchanged	Moneyweb	17 Jul 2013	<a href="http://www.moneyweb.co.za/moneyweb-south-africa/informal-settlement-population-unchanged-since-199?sn=2009%20Detail">http://www.moneyweb.co.za/moneyweb-south-africa/informal-settlement-population-unchanged-since-199?sn=2009%20Detail</a>

Headline	Source	Date	URL
since 1994			
Keynote Address to 2013 Metropolis Annual Meeting Sandton, Johannesburg Hon TA...	The Presidency	17 Jul 2013	<a href="http://www.thepresidency.gov.za/pebble.asp?relid=15735">http://www.thepresidency.gov.za/pebble.asp?relid=15735</a>
Informal settlement numbers almost unchanged since 1994: Manuel	Times LIVE	17 Jul 2013	<a href="http://www.timeslive.co.za/local/2013/07/17/informal-settlement-numbers-almost-unchanged-since-1994-manuel">http://www.timeslive.co.za/local/2013/07/17/informal-settlement-numbers-almost-unchanged-since-1994-manuel</a>
Keynote address to 2013 Metropolis Annual Meeting by Hon TA Manuel, MP,...	SA Government Information	17 Jul 2013	<a href="http://www.info.gov.za/speech/DynamicAction?pageid=461&amp;sid=38052&amp;tid=113180">http://www.info.gov.za/speech/DynamicAction?pageid=461&amp;sid=38052&amp;tid=113180</a>
Initiative to focus on urban development	looklocal	17 Jul 2013	<a href="http://www.looklocal.co.za/looklocal/content/en/roodepoort-northside/roodepoort-northside-news-general?oid=7628871&amp;sn=Detail">http://www.looklocal.co.za/looklocal/content/en/roodepoort-northside/roodepoort-northside-news-general?oid=7628871&amp;sn=Detail</a>
Settlement numbers unchanged: Manuel	IOL	17 Jul 2013	<a href="http://www.iol.co.za/news/special-features/nelson-mandela/birthdays/settlement-numbers-unchanged-manuel-1.1548444">http://www.iol.co.za/news/special-features/nelson-mandela/birthdays/settlement-numbers-unchanged-manuel-1.1548444</a>
Informal settlements still as big as '94	News24	17 Jul 2013	<a href="http://www.news24.com/SouthAfrica/Politics/Informal-settlements-still-as-big-as-94-20130717">http://www.news24.com/SouthAfrica/Politics/Informal-settlements-still-as-big-as-94-20130717</a>
Government 'will not tamper'	The New Age	18 Jul 2013	<a href="http://www.thenewage.co.za/101974-1009-53-Government_will_not_tamper">http://www.thenewage.co.za/101974-1009-53-Government_will_not_tamper</a>
Settlement numbers unchanged	Howzit MSN	18 Jul 2013	<a href="http://news.howzit.msn.com/article.aspx?cp-documentid=256431683">http://news.howzit.msn.com/article.aspx?cp-documentid=256431683</a>
Informal settlements swell	Yahoo! News ZA	18 Jul 2013	<a href="http://za.news.yahoo.com/informal-settlements-swell-054105044.html">http://za.news.yahoo.com/informal-settlements-swell-054105044.html</a>
Johannesburg 'needs more participation from its residents'	BDlive	18 Jul 2013	<a href="http://www.bdlive.co.za/national/2013/07/18/johannesburg-needs-more-participation-from-its-residents">http://www.bdlive.co.za/national/2013/07/18/johannesburg-needs-more-participation-from-its-residents</a>
Manuel calls for dual mortgage markets	Legalbrief	18 Jul 2013	<a href="http://www.legalbrief.co.za/article.php?story=20130718082548837">http://www.legalbrief.co.za/article.php?story=20130718082548837</a>
Informal settlement numbers unchanged	Go South Online	18 Jul 2013	<a href="http://gosouthonline.co.za/61881/informal-settlement-numbers-unchanged/?utm_source=feedburner&amp;utm_medium=feed&amp;utm_campaign=Feed%3A+GoSouthOnline+%28Go+South+Online%29&amp;utm_content=FeedBurner">http://gosouthonline.co.za/61881/informal-settlement-numbers-unchanged/?utm_source=feedburner&amp;utm_medium=feed&amp;utm_campaign=Feed%3A+GoSouthOnline+%28Go+South+Online%29&amp;utm_content=FeedBurner</a>

Headline	Source	Date	URL
Informal Settlement Numbers Unchanged	Howzit MSN	18 Jul 2013	<a href="http://news.howzit.msn.com/need_to_know/informal-settlement-numbers-unchanged">http://news.howzit.msn.com/need_to_know/informal-settlement-numbers-unchanged</a>
Cities must be innovation sites: Manuel	SouthAfrica.info	18 Jul 2013	<a href="http://www.southafrica.info/business/economy/development/metropolis-180713.htm">http://www.southafrica.info/business/economy/development/metropolis-180713.htm</a>
Social participation key to efficient cities	MediaClubSouth Africa.com	18 Jul 2013	<a href="http://www.mediaclubsouthafrica.com/democracy/3414-social-participation-key-to-efficient-cities">http://www.mediaclubsouthafrica.com/democracy/3414-social-participation-key-to-efficient-cities</a>
Statement on the establishment of the Centre for Urban Innovation in Gauteng	SA Government Information	18 Jul 2013	<a href="http://www.info.gov.za/speech/DynamicAction?pageid=461&amp;sid=38075&amp;tid=113273">http://www.info.gov.za/speech/DynamicAction?pageid=461&amp;sid=38075&amp;tid=113273</a>
Cities at risk as new arrivals lack housing finance	IOL Business Report	18 Jul 2013	<a href="http://www.iol.co.za/business/opinion/business-watch/cities-at-risk-as-new-arrivals-lack-housing-finance-1.1549149">http://www.iol.co.za/business/opinion/business-watch/cities-at-risk-as-new-arrivals-lack-housing-finance-1.1549149</a>
SA: Trevor Manuel: Address by the Minister in the Presidency: National...	Polity	18 Jul 2013	<a href="http://www.polity.org.za/article/sa-trevor-manuel-address-by-the-minister-in-the-presidency-national-planning-commission-at-the-keynote-address-to-2013-metropolis-annual-meeting-johannesburg-17072013-2013-07-17">http://www.polity.org.za/article/sa-trevor-manuel-address-by-the-minister-in-the-presidency-national-planning-commission-at-the-keynote-address-to-2013-metropolis-annual-meeting-johannesburg-17072013-2013-07-17</a>
Metropolis conference marks Mandela Day	looklocal	19 Jul 2013	<a href="http://www.looklocal.co.za/looklocal/content/en/sandton/sandton-news-municipal?oid=7634139&amp;sn=Detail">http://www.looklocal.co.za/looklocal/content/en/sandton/sandton-news-municipal?oid=7634139&amp;sn=Detail</a>
World mayors do their bit on Mandela Day	City of Johannesburg	19 Jul 2013	<a href="http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8732:world-mayors-do-their-bit-on-mandela-day-&amp;catid=88:news-update&amp;Itemid=266">http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8732:world-mayors-do-their-bit-on-mandela-day-&amp;catid=88:news-update&amp;Itemid=266</a>
Metropolis Goes Extreme	City of Johannesburg	19 Jul 2013	<a href="http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8734:metropolis-goes-extreme&amp;catid=88:news-update&amp;Itemid=266">http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8734:metropolis-goes-extreme&amp;catid=88:news-update&amp;Itemid=266</a>
Plan, design, and manage cities for people	The Networks	19 Jul 2013	<a href="http://thenetworks.co.za/2013/07/plan-design-and-manage-cities-for-people/">http://thenetworks.co.za/2013/07/plan-design-and-manage-cities-for-people/</a>
Cities should be innovation sites	Property24	19 Jul 2013	<a href="http://www.property24.com/articles/cities-should-be-innovation-sites/18075">http://www.property24.com/articles/cities-should-be-innovation-sites/18075</a>
Metropolis has Mandela spirit	SA Cities Network	19 Jul 2013	<a href="http://www.sacities.net/workwith/general/1008-metropolis-has-mandela-spirit">http://www.sacities.net/workwith/general/1008-metropolis-has-mandela-spirit</a>
Cities must make the poor feel at home - Minister Manuel	City of Johannesburg	19 Jul 2013	<a href="http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8735:cities-must-make-the-poor-feel-at-home-minister-manuel-&amp;catid=88:news-update&amp;Itemid=266">http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8735:cities-must-make-the-poor-feel-at-home-minister-manuel-&amp;catid=88:news-update&amp;Itemid=266</a>

Headline	Source	Date	URL
'Top-class city? Sure we are'	Times LIVE	19 Jul 2013	<a href="http://www.timeslive.co.za/thetimes/2013/07/19/top-class-city-sure-we-are">http://www.timeslive.co.za/thetimes/2013/07/19/top-class-city-sure-we-are</a>
Metropolis was a resounding success	City of Johannesburg	22 Jul 2013	<a href="http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8738:metropolis-was-a-resounding-success&amp;catid=88:news-update&amp;Itemid=266">http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8738:metropolis-was-a-resounding-success&amp;catid=88:news-update&amp;Itemid=266</a>
World mayors feel the new Sophiatown vibe	City of Johannesburg	22 Jul 2013	<a href="http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8740:world-mayors-feel-the-new-sophiatown-vibe&amp;catid=88:news-update&amp;Itemid=266">http://www.joburg.org.za/index.php?option=com_content&amp;view=article&amp;id=8740:world-mayors-feel-the-new-sophiatown-vibe&amp;catid=88:news-update&amp;Itemid=266</a>
Transport experts applaud Rea Vaya	looklocal	22 Jul 2013	<a href="http://www.looklocal.co.za/looklocal/content/en/sandton/sandton-news-municipal?oid=7639440&amp;sn=Detail">http://www.looklocal.co.za/looklocal/content/en/sandton/sandton-news-municipal?oid=7639440&amp;sn=Detail</a>
Gauteng sets up 'centre for urban innovation' / Challenges of urbanisation	Service	23 Jul 2013	<a href="http://www.servicepublication.co.za/articles/challenges-of-urbanisation">http://www.servicepublication.co.za/articles/challenges-of-urbanisation</a>
Metropolis conference a success	looklocal	24 Jul 2013	<a href="http://www.looklocal.co.za/looklocal/content/en/rosebank-killarney/rosebank-killarney-news-general?oid=7641921&amp;sn=Detail">http://www.looklocal.co.za/looklocal/content/en/rosebank-killarney/rosebank-killarney-news-general?oid=7641921&amp;sn=Detail</a>
Smart cities need innovative citizens	MediaClubSouthAfrica.com	25 Jul 2013	<a href="http://www.mediaclubsouthafrica.com/tech/3422-smart-cities-need-innovative-citizens">http://www.mediaclubsouthafrica.com/tech/3422-smart-cities-need-innovative-citizens</a>
Global forum has economic spinoffs: Joburg	The Post	27 Jul 2013	<a href="http://www.thepost.co.za/global-forum-has-economic-spinoffs-joburg-1.1553642">http://www.thepost.co.za/global-forum-has-economic-spinoffs-joburg-1.1553642</a>