



THE 'INTERCULTURAL CITY' YET TO COME

Lessons from the Intercultural Cities Conference, Liverpool

Multiculturalism, as a theoretical concept and a policy directive, has been in the spotlight for more than a decade and it continues to attract attention.

The Intercultural Cities Conference took place at this year's 'European Capital of Culture' - Liverpool - and hosted international speakers ranging from policy-makers and practitioners, to academics and journalists.

These included Ilda Curti (political head of integration in Torino), Keith Khan (Head of Culture for the London 2012 Olympic Games), Richard Brecknock (an authority on intercultural urban design), Charles Landry (a leading advisor

on urban regeneration), Ash Amin (a renowned economic geographer), Leonie Sandercock (an authority on cultural diversity and urban planning), Saskia Sassen (a globalisation guru), Gregg Zachary (a New York Times reporter) and Ranjit Sondhi (CBE) who concluded proceedings with an impassioned plea to transcend multicultural debates by embracing intercultural practices. The event provided an opportunity to explore fresh ideas about the age of urban migration and examine how people of different cultures might live together.

A 'right to the city' World Charter was first developed at the World Social Forum held in Porto Alegre, Brazil, in

2001. The Charter states that 'the city is a culturally rich and diversified space that belongs to all the inhabitants'. It entails two main rights: residents' rights to appropriate urban space, and their right to participate in the production and meaning of urban space (that is, the right to a voice). These dual components are echoed in a recent position paper formulated by South Africa's national Department of Arts and Culture (DAC), which aims to "set the stage for defining how arts, culture and heritage can and should be restored, in a deliberate way, to its rightful role in the development of sustainable human settlements" (DAC). This official standpoint

has two significant consequences for local policymakers and practitioners. The first is that housing, planning and heritage institutions require democratisation. The second is that participatory techniques need to explore and protect the tangible and intangible embodiments of different values and different ways of living, in cities across South Africa.

Internationally, policymakers and practitioners are accommodating diversity in planning, design and heritage practices, with examples like Crime Prevention through Environmental Design (CPTED) and the Universal Design Movement's (UDM) principles. In South Africa, planning legislation is facilitating various forms of consultation in public decision-making processes through Integrated Development Plans (IDPs). However, speakers at the Intercultural Cities Conference argue that the 'right to the city for all' is not yet conventional wisdom. Large-scale international migration is creating highly diverse cities, but urban professions remain silent about the challenges this new cultural diversity is having on local economies, community cohesion, education and healthcare services.

For Amin, Curti, Khan, Sandercock, Sassen and Zachary, the irreversible reality of multi-ethnic cities presents us with a number of difficult questions. The first relates to a state's political philosophy: what kind of citizenship rights and urban governance practices might best accommodate diverse populations? The second relates to social life: how can we live together, with all of our differences, without resorting to xenophobia or violence? Municipalities need to ask what urban policies and practices best reflect and accommodate cultural diversity in shared spaces? "Answers to the first question of political philosophy shape

possible answers to social life and policy questions" (Sandercock). If the political philosophy of a particular state is assimilation, then mainstream planning practices are under no obligation to ensure that built environments reflect the cultural diversity of cities. If the political philosophy is republicanism, in which there is no place for cultural difference in the public sphere, then all must conform to a dominant culture. By contrast, national and local governments in Australia and Canada are transcending assimilation and republican ideologies by actively espousing a political philosophy of multiculturalism.

The Constitution of South Africa recognises cultural pluralism more comprehensively than countries where multiculturalism is official policy. But local policymakers do not seem to be grappling with the political philosophy issue, despite the DAC's position paper and the implementation of anti-xenophobia programmes via IDPs, for example. Equally significant, is the gap between pluralist rhetoric at the level of the nation state and what happens on the ground, in urban policy and urban life. The unconstitutional treatment of asylum seekers during a recent police raid on the Central Methodist Church in downtown Johannesburg, and the unresolved 'taxi war' on miniskirt-wearing commuters, are two of the countless examples of cultural intolerance. Ongoing acts of racism continue to erode our post-apartheid 'rainbow nation' aspirations.

While various municipalities in Australia and Canada adopt pragmatic multicultural strategies, findings presented at the Liverpool conference suggest that most municipalities fail to identify and abandon discriminatory practices in the provision of diverse services and



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facilities. Policy responses aimed at specific ethno-cultural groups are based on clientist politics and a simplistic understanding of culture as static, unchanging and mono-vocal, rather than dynamic, evolving and poly-vocal.

Consequent policy responses are, at best, confused and simplistic, and, at worst, paternalistic and demeaning. Responses also neglect the challenge of building new communities across boundaries of cultural difference. We need to ask: do we want to create multicultural cities in which each ethno-cultural group huddles in its own neighbourhood using its own specially-designed services and

spaces, and where interaction with different groups is discouraged? Or do we want to build new hybrid cities for all, in which no single culture is dominant, and where each culture learns from and contributes to other cultures, thereby creating something entirely new?

If the latter is the desired vision, then conference presenters suggest facilitating policy responses that reflect a shift from a multicultural philosophy to an intercultural one. "In the multicultural city we acknowledge, and ideally celebrate, our different cultures. In the intercultural city we move one step beyond by overtly focusing on what we can do together

as diverse cultures in shared space. The latter may lead to greater well being and prosperity for all" (Landry). "Policymakers and practitioners need to become culturally literate" (Brecknock), which entails creating something entirely new, where "hybridity, disjuncture, hotch-potch and intermingling collectively elicit a metaphor for the intercultural city. This is the great possibility that migration gives the world: change by fusion, change by conjoining" (Sandercock).

Tanja Winkler, School of Architecture and Planning, University of the Witwatersrand

WHERE STRANGERS BECOME NEIGHBOURS: COLLINGWOOD NEIGHBOURHOOD HOUSE, VANCOUVER

The Collingwood Neighbourhood House was established by the municipality in 1985, at a time when migration patterns to Vancouver were changing from European source countries to Asian and African source countries.

Collingwood is one of Vancouver's most ethnically diverse and economically stressed neighbourhoods, where only 30% of current residents know English as a first language. Neighbourhood House is different to traditional community centres in that residents, with financial support from the City of Vancouver, run numerous community outreach programmes based on local needs. It provides family and childcare services, but also community development programmes.

Neighbourhood House was the first institution in Vancouver to develop an intercultural mission, namely: 'to create a space for all', where residents from diverse socio-economic and cultural backgrounds could build new communities across boundaries of cultural difference. In 2002 its community programmes reached 30 000 residents and, since then, this figure has risen to 60 000 annual users of programmes. Among its successful projects are English language, youth buddy, and recreational programmes, as well as a leadership

training institute that targets under-represented communities. Everything from the physical design of the House to the composition of its management board reflects the cultural diversity of Collingwood. The entrance to the House is a community-designed and carved gateway that symbolises the equality of all cultures, and local residents, including children, are 'commissioned' to produce the artwork on display inside the House.

But the institution's real purpose is to strengthen the Collingwood community so that public projects reflect residents' multiple cultures. For example, a group of residents led by an environmental artist began a local movement to reclaim a vandalised and under-utilised park: Slocan Park. The movement solicited the necessary funding from the City of Vancouver's Parks Board for the proposed regeneration project and, with the help of a landscape architect, approximately 6 000 residents, over a period of three years, rehabilitated Slocan Park. Its design represents a truly hybrid outcome, including Aboriginal carvings, meditation spaces for Tai Chi and African drumming activities, gathering spaces designed by Collingwood's youth, a dedicated community vegetable gar-

den, resident-created murals, and a tot-lot for children. Residents worked together, had fun together and celebrated together, engaging in old rituals and creating new ones.

The larger lesson to be drawn from Slocan Park is an understanding of the process through which strangers become neighbours by transcending ethnic and other differences. However, initiatives like the Slocan Park project don't automatically become sites of social inclusion. They need organisational and discursive strategies that are designed to build voice, to foster a sense of common benefit, to develop confidence among disempowered groups, and to arbitrate when disputes arise, which has been the role of the Collingwood Neighbourhood House. Perhaps the secret to successfully designing with diversity is knowing how to design a participatory process that includes as many people as possible, collectively finding solutions and uncovering their own resources while building friendships.

This is innovative and transformative work in the building of a more inclusive and pluralist society, "where difference matters and is respected, but doesn't matter as much as finding a common ground" (Leonie Sandercock, University of British Columbia.)

Collingwood is one of Vancouver's most ethnically diverse and economically stressed neighbourhoods

Local planners and designers need to heighten their cultural knowledge base

PROMOTING CULTURAL LITERACY: LESSONS FROM LEWISHAM, LONDON

Lewisham is one of London's 32 municipal boroughs and has always had a history of embracing new communities. Here, established Irish and Caribbean communities have recently been joined by Vietnamese and African communities.

The municipality's Social Inclusion Strategy aims to "ensure that the barriers that prevent residents from participating in social, cultural, community and economic activities are removed". While this strategy is conceived as a social policy to address inequality and exclusion, "it may also resonate with intercultural planning and design principles", according to urban designer, Richard Brecknock. An intercultural response will, however, require addressing three critical challenges. First, local planners and designers need to heighten their cultural knowledge base. Second, planning and design proposals need to be reviewed through an intercultural lens, and third, professional mindsets need to be broadened.

CHALLENGE ONE: GAINING KNOWLEDGE

One of the most important challenges for the local authority is to gain deeper, broader and richer knowledge of Lewisham's diverse cultures. This entails going beyond traditional community consultation processes by embracing a four step approach proposed by Brecknock.

Step 1: Facilitate listening and learning circles with different cultural groups so that participants may express how their cultural lives are played out in the built environment. However, prior to any community discussions it is important to establish, with community advisors, culturally appropriate ways in which questions should be presented. Indicative discussion with different community groups might evolve around talking about:

- The size and composition of average families and what their physical space requirements are.
- The appropriateness of current and proposed housing layouts.
- Rituals and needs associated with cultural, religious and/or family celebrations, and how such celebrations might inform the design of private and public spaces.
- Daily routines that take place outside of the home, including shopping, working, worshipping and socialising patterns.
- Cultural, gender or generational sensitivities associated with public life.
- Appropriateness of local parks in meeting the needs of diverse residents.
- Streets and public places that feel safe and welcoming.

Step 2: Establish inter-disciplinary workshops with professional designers, planners, community advisors and other relevant service providers to discuss lessons learned from Step 1. The

key purpose of this step is to expand the professional team's thinking and knowledge about residents' diverse needs and aspirations, and to establish conflicts that may arise.

Step 3: Facilitate workshops with key municipal officials responsible for new developments or regeneration projects, to consider all the issues raised during Steps 1 and 2, and to assess the implications of these issues for the planning, design, maintenance and management of proposed projects. During this step, existing regulations and bylaws need to be considered and opportunities for new and innovative approaches within existing regulatory frameworks should be explored. Existing regulatory frameworks may need to be amended to accommodate innovative approaches based on findings from Steps 1 and 2.

Step 4: Facilitate report-back sessions with community groups to establish how their issues might be considered in future planning and design implementations. If there are sound reasons that prevent changes to existing planning approaches, these also need to be debated. This step should include refining outcomes through ongoing learning loops based on pre-planning knowledge and post implementation evaluations. Project evaluations should entail working with diverse community groups to ensure that completed projects meet their aims and objectives.



CHALLENGE 2: REVIEWING PLANNING AND DESIGN PROPOSALS THROUGH AN INTERCULTURAL LENS

A lack of public meeting spaces and public seating in Lewisham means that there is nowhere for residents to gather, rest or experience a chance encounter. A number of 'people nodes' need to be created by providing gathering spaces and seating clusters in front of the market square and the public library. The provision of seating should be based on careful consideration of residents' needs, especially the needs of the elderly and the youth.

'Listening and learning circles' with Lewisham's youth reveal a need to provide safe 'jamming spaces' where they may gather and interact in close proximity to street life activities. The public library is identified by residents as an important civic institution where cultural exchanges take place but the public space in front of the library is currently deserted and its frontage onto this space is uninviting. Transparent, safe and welcoming entries to civic buildings need to 'send a message' that these places are exciting community spaces to be used by everyone. Designers need to understand the cultural nuances associated with passing through a threshold into civic buildings and, from an intercultural perspective, the entry to a civic building is perhaps its most critical design element.

The municipality also needs to ensure that regeneration projects and new de-

velopments refrain from destroying the diverse, rich and vibrant, but fragile cultural life along Lewisham's High Street. Proposed developments need to reflect the existing 'fine grain' of the built form while supporting diverse retail activities. Another opportunity exists to redesign the public space between the Council Chambers and surrounding buildings by reclaiming this space from traffic so that it may become a major civic node for public events, exhibitions and celebrations.

CHALLENGE 3: BROADENING PROFESSIONAL THINKING

This challenge involves embracing a 'cultural literacy' approach to planning and urban design practices by learning how to attribute cultural meanings to development proposals without resorting to simplistic, paternalistic or de-meaning outcomes. A culturally literate planner or designer will have the skills to create public spaces and new developments that simultaneously draw inspiration from local cultures while being responsive to and supportive of diverse needs and aspirations. To this end, planners and designers need to listen to, learn from, and design with diverse community groups, who are purveyors of local knowledge. By facilitating a collaborative process of listening to, learning from, and designing with residents, unique architectural and public realm solutions may be developed to provide an open and equitable city for all.

Most municipalities fail to identify and abandon discriminatory practices in the provision of diverse services and facilities



MIGRATION AND SPATIAL PLANNING

Developing inclusive South African cities

South African municipalities are increasingly recognising spatial factors of planning around land, infrastructure, and service delivery. While nothing reshapes the social landscape as rapidly as moving people, debates around migration and development remain largely the preserve of national policy makers.

Rather than mainstream migration as a key factor in urban development, many local officials across South Africa continue to shy away from it. This is a mistake, as the effects of both domestic and international migration are most obvious at the local level, particularly in urban centres (as events in Johannesburg and Cape Town in May 2008 so violently illustrate). Moreover, only through local stakeholder action, especially that of local government, can human mobility generate positive developmental outcomes.

While some officials within local government have seen urban growth and

diversification as a positive sign of transformation, it is evident that many of our leaders and citizens feel overwhelmed and possibly threatened by migration, especially migration south from the rest of the continent. Metropolitan authorities (Metros) have a responsibility to respond to growing communities of domestic and international migrants. The Constitution requires government to protect the lives and rights of all South African residents and, according to the Local Government White Paper of 1998, municipalities must work with groups in the community to find sustainable ways to meet their social, economic, and material needs and improve the quality of their lives. More pragmatically, excluding new arrivals from safe accommodation, jobs, and social services undermines everyone's economic and physical security.

Most of South Africa's Metros are now accepting that new arrivals are part of their city's population. Part of the shift in policy comes from the slow recog-

nition that cities can do little to alter regional migration dynamics. Those wishing to incorporate new, often poor and vulnerable populations, still face considerable challenges in determining how to do so.

This article outlines some of the problems of exclusion related to inadequate understanding of migration patterns and the rights of migrants. It also highlights a series of specific challenges in mainstreaming migration into local government planning. The data used is intended to be illustrative and does not represent the experience of all migrants in South Africa (impossible given how little we know about movements within and into the country). The data comes largely from smaller research projects including 2003 and 2006 surveys, in Central Johannesburg, of both foreign and South African residents, and an ongoing national service access survey of foreign migrants at Refugee Reception Offices and non-governmental service provider organisations.

EVIDENCE OF EXCLUSION AND FRAGMENTATION

The continued exclusion of migrant populations is evidenced across a range of critical indicators: health, education, and physical security. The consequences, discussed in more detail below, include economic losses, threats to security and health, low degrees of social capital and less liveable cities. The exclusion of migrants from public services also highlights more general institutional weaknesses in service provision, which are of concern for all urban residents. Such weaknesses include police corruption, inadequate understanding of public health effects in health care institutions, and insufficient focus on child rights in educational institutions.

MARKETS AND FINANCIAL SERVICES

Ready access to informal and formal markets for exchanging goods and services is critical to successful urban economies. Non-nationals are often systematically excluded from employment and income-generating opportunities in both formal and informal mechanisms. Many foreign citizens without the right to work, but with the skills and willingness to do so, accept positions where they are paid below the minimum wage or work in inhumane conditions. As recently confirmed by the Johannesburg Labour Courts, basic labour standards and rights apply even to undocumented workers yet, in practice, there are few avenues for exploited foreign workers to claim these rights. Even those with the right to work report being turned away by employers who do not recognise their papers or their professional qualifications. Without funds to have their qualifications recognised by the South African Qualifications Authority (SAQA), these workers have little choice but to seek other ways to generate income.

Patterns of exclusion are also evident in private sector industries where poor

foreigners are typically unable to access even the most rudimentary banking services. Although not strictly a local government concern, the effects are that migrant populations are unable to access credit and are unable to safely deposit their income, making them targets for police corruption and crime.

SOCIAL SERVICES

A cocktail of inadequate documentation, ignorance, and outright discrimination prevents many non-nationals, who are legally in South Africa, from accessing critical social services. Despite legal provisions guaranteeing access to educational services, many migrants face severe obstacles. Extremely high percentages of children of documented asylum seekers (38%) and children of documented refugees (35%) are not attending school. Apart from the contravention of a basic right, this has long-term consequences for migrant families' ability to integrate socially in South Africa.

A similar pattern of exclusion is reflected in access to health service. The inability or unwillingness of many hospital staff members to distinguish between different classes of migrants (coupled with xenophobia) often means that migrants, including refugees, are denied access to basic and emergency health services or are charged inappropriate fees. Recent research on migrant access to anti-retroviral treatment in Johannesburg, for example, shows that public hospitals and clinics are creating a two-tier health system by not providing access to ART and instead referring foreign patients to NGOs for treatment. Such action ignores an explicit directive by the Department of Health. Parallel health systems are against the institutional interests of accessible health provision for all in South Africa, and the wider patterns of exclusion pose public health dangers for city residents in general.



Nothing reshapes the social landscape as rapidly as moving people

Tensions and incidents of anti-foreigner violence have increased dramatically in South Africa

INVESTIGATIONS, DETENTION, AND ARRESTS

Throughout the country, police officers are exploiting immigrants' vulnerabilities to supplement their income. Although legally mandated to respect non-nationals' rights, police often refuse to recognise work permits or refugee identity cards. Survey respondents report having their identity papers confiscated or destroyed in order to justify an arrest. Non-South Africans living or working in Johannesburg also report being stopped by the police far more frequently than South Africans, despite generally having lived in the city for a shorter period. This is not part of ongoing immigration regulation or law enforcement. A recent *Mail & Guardian* article quotes police who openly admit seeing immigrants as ATMs and report going to 'that bank' whenever they are short of cash. While recently urbanised South Africans are not targeted as frequently, they too suffer from these actions. Apart from being wrongfully arrested, they suffer from a police force distracted by the profits to be made off non-citizens.

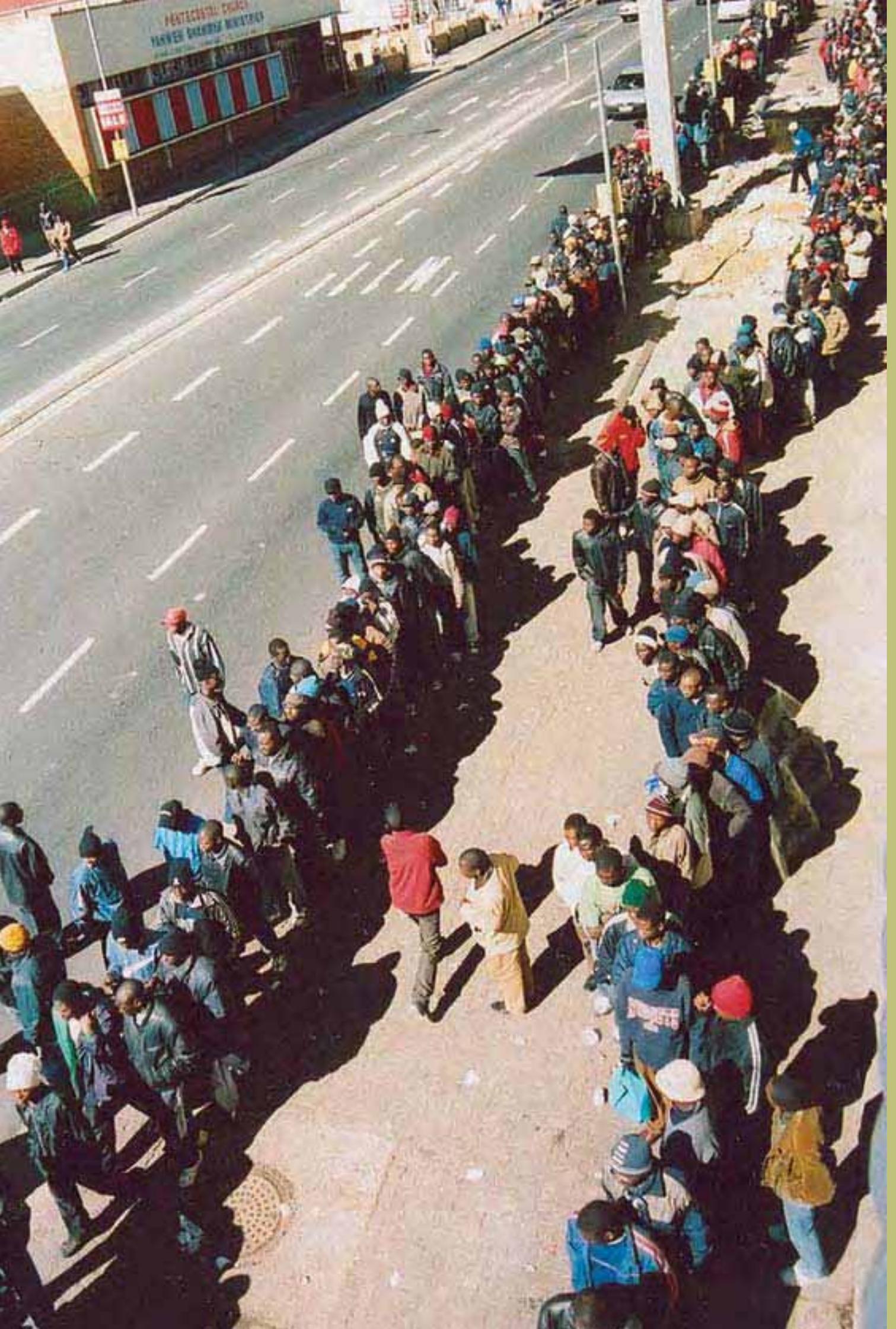
VIGILANTISM, VIOLENCE, AND (NON-)POLICING

Over the past year, the perceived threats posed by migrants - to values, jobs and security - are used to justify extraordinary and often illegal

responses by both police and citizens. Despite state agents deporting almost 250 000 people in 2007, many South Africans are not content to leave the regulation of migration in government hands.

Tensions and incidents of anti-foreigner violence have increased dramatically in South Africa. In addition to daily harassment, non-nationals have been killed, beaten, had their homes and goods stolen or burnt, and been unable to return to their places of residence. While the country's political leadership has condemned the killings, there are few conflict resolution and prevention mechanisms in place to prevent the violence. In many instances, the national and metropolitan police are complicit in the attacks rather than helping to prevent them. The national organisations charged with preventing such violence, most notably the Human Rights Commission and the Department of Justice, have taken only preliminary steps to do so. It is not only migrants' lives and livelihoods that are at stake, but also government's ability to promote long-term social and economic investment in communities. Every violent attack puts these goals at risk. Without a strong response from local government, the violence is likely to continue unabated. A case in point is this year's 'contagious' violence that began in Alexandra informal settlement and within days spread to Diepsloot and the East Rand, and then to Cape Town.





Cities are struggling to find ways to engage with migrant populations

MAINSTREAMING MIGRATION

Although there are clear benefits from planning for both foreign and South African mobile populations, there are acute challenges too. These include, among others, lack of knowledge, fragmented government responses and the challenge of facilitating political participation among all urban residents. Only by recognising and addressing these challenges can we hope to develop more inclusive cities.

LACK OF KNOWLEDGE

National governments have the relative luxury of developing generalised policy frameworks, while local governments and service providers must channel resources to those in need, and translate broad objectives into socially-embedded initiatives. One of the primary challenges Metros face, in responding to migration, relates to how little they know about the people living in the cities.

Recent efforts to map 'poverty pockets' and review both national and localised migration data represent some of the first concerted efforts to understand the dynamics of South Africa's urban systems. However, many of these studies are based on incomplete census data (particularly for foreign-born populations) and are often purely descriptive. While the Department of Provincial and Local Government now recognises a need for improving cross-border and multi-nodal planning, including greater consideration of population mobility, planners remain effectively unable to understand the "functional economic geography of the city and its region [and] how the different components relate to each other" (SACN 2006).

The inability to effectively understand and predict movements poses significant risks to local governments' ability to meet its obligations and developmental objectives. The invisibility of large segments of the urban population can result in much greater demand for services than predicted, reducing service quality and outstripping budgetary allocations. In many instances, these are hidden costs to public and private infrastructure, water, and other services that are not accessed individually. The degradation of building stock, due to extremely high-population densities, is a consequence of new migrants minimising costs while maximising centrality, and has long-term cost implications for cities that collect taxes on the bases of building values.

LACK OF COORDINATION

While local government must lead the response to migration and urbanisation, its effectiveness depends on support from other government agencies. Little has been done to ensure that relevant local, provincial, and national departments work together to develop appropriate developmental responses. This is most obvious in budget allocations. Since the promulgation of the new constitution in 1996, the Treasury has distributed money to the Provinces (and subsequently to the Metros) based almost exclusively on population estimates. Such practices are problematic for at least three reasons. Firstly, population estimates often significantly misrepresent where people actually live. A person may own a house and vote in a rural community but live elsewhere for

eleven months of the year. Secondly, a person's presence in a particular locality is not necessarily a good predictor of cost to local or provincial government. Thirdly, population registers often include citizens only, leaving local governments ignorant when addressing international migrant issues in their cities.

The lack of coordination among government departments further exaggerates the partial and often ill-informed responses to human mobility. Local government officials repeatedly express frustration with their efforts to foster collaboration within local government departments and between the two governmental tiers. Such breakdowns are visible in a variety of potentially critical areas. The Department of Home Affairs (DHA) has been either reluctant or unable to share population data with city planners. Data includes the number of foreigners legally entering the country, registered moves, deaths and births. The most probable cause is a lack of capacity within the DHA, although there is often a sense of proprietary rights to data that prevents the free sharing of information. However, lack of capacity does not explain the Department's reluctance to inform local government officials when they plan to open new refugee reception offices, change regulations, or engage in other activities that directly affect the functions of local government and other service providers.

FORUMS FOR PARTICIPATION

Efforts to build unified communities require a means for groups to interact, develop shared understanding and



respect, and plan for their collective future. People's orientation towards sites other than those in which they live, greatly hinders such efforts, making it almost impossible to incorporate migrants into participatory planning processes. In Cape Town, Durban and Johannesburg, advocacy organisations have struggled to mobilise recognised refugees to claim their statutory rights to services. When they do organise, it is usually to provide for immediate needs and not for sustained and collaborative planning.

While there are more opportunities for domestic migrants to participate, many migrants remain invested in their communities of origin in ways that preclude systematic participation in local, urban politics. As with international migrants, they frequently see their time in the cities as temporary (even though it may be decades) and actively resist material

and political commitments in their communities of residence.

When viewed from the objective of building inclusive cities, this sense of isolation and transience is deeply problematic as it limits immigrants' interest in investing in the cities where they live. People preparing for onward journeys do not dedicate themselves to acquiring fixed assets and may maximise immediate profits at the expense of long-term planning. For these and other reasons, cities are struggling to find ways to engage with migrant populations, to evaluate their needs and enlist their support for collective endeavours.

LOCALISING MIGRATION POLICY RESPONSES

While citizenship and asylum laws must remain national, there is a heightened

need for sub-national actors to include migration as a key component of their spatial planning. Cities and provinces need to recognise that they can, and should be encouraged, to actively advocate for an immigration regime that helps legalise, rather than marginalise, their residents.

There is also a need to build research and monitoring mechanisms to help understand how people are moving: where from, where they are settling, and how long they are likely to stay. More specifically, we need to understand the sources of exclusion and violence that prevent migrants from participating fully in social, economic, and political life in cities.

*Loren B. Landau and Tara Polzer,
Forced Migration and Studies
Programme, University of
Witwatersrand*



THE EXPANDED PUBLIC WORKS PROGRAMME

Mid-term report

In 2003, the South African government launched an Expanded Public Works Programme (EPWP) aimed at drawing significant numbers of the unemployed into productive work, transferring skills and increasing the capacity of the marginalised to earn an income.

The EPWP is a strategic intervention designed to make a significant contribution to reducing unemployment and

providing livelihoods for the poor, women, youth and people with disabilities. The EPWP is also considered a viable mechanism to bridge the gap between the first and the second economies of the country.

This nationwide programme involves government intervention in the infrastructure, economic, social, environmental and cultural sectors. In order to implement the EPWP, all public sector institutions are required to prepare

EPWP plans and demonstrate how they will increase the participation of the unemployed and the marginalised in their respective areas of jurisdiction.

The following is extracted from a summary report (dated March 2007) of findings of the implementation of the EPWP in the nine cities that are part of the South African Cities Network. The report highlights logistical challenges and summarises lessons, problems and constraints.



INSTITUTIONAL ARRANGEMENTS AND COORDINATION SUPPORT

Programme Management Units

At the time of reporting, eight of the nine SACN member cities had established EPWP Programme Management Units. Tshwane municipality was the only municipality without a Programme Management Unit (PMU) in place. Of the eight municipalities with a PMU, Ekurhuleni was the only municipality without a functional PMU structure. Mangaung municipality had indicated that it is in the process of reviewing its PMU structure in the wake of the departure of one of its key staff and the final structure had not yet been finalised.

Ethekwini and Nelson Mandela municipalities appeared to be well-positioned in terms of their institutional structures since all the necessary organisational structures are in place.

Steering committees

All the cities, except Tshwane and Mangaung, had established EPWP Steering Committees. Of the established Steering Committees, only those of Nelson Mandela, Johannesburg and eThekweni were reported to be functional, while those of Ekurhuleni, Msunduzi, Buffalo City and Cape Town were reported to be dysfunctional.

Political champions

Feedback from the municipalities confirmed that only four member cities had appointed political champions, namely: Tshwane, eThekweni, Buffalo City and Nelson Mandela.

EPWP Learnerships

The enabling environment to help cities achieve their job creation, training and placement targets across the four sectors of the EPWP have been well-developed by the national Department of Public Works EPWP Unit. The EPWP Unit, together with other key stakeholders such as the Business Trust and the Construction Education Training Authority (CETA) are in a position to mobilise any additional programme management capacity required to augment the existing municipal capacity to implement the EPWP. Training supported by the Department of Labour, however, remains problematic.

Tender documentation

One of the conditions of allocation of infrastructure budgets for the municipalities is that they adhere to the labour-intensive construction methods in terms of the EPWP guidelines for low-volume roads, sidewalks, storm-water drainage and trenching for electricity projects.

At the reporting date, only Ekurhuleni had realigned its procurement documentation to incorporate the EPWP requirements, although it had not yet utilised the realigned documentation. Johannesburg had not yet realigned its tender documentation to meet the EPWP requirements. All the other seven member cities have since reported that they have realigned their tender documentation and incorporated the EPWP requirements.

The EPWP is considered a viable mechanism to bridge the gap between the first and the second economies

MEDIUM-TERM CAPITAL WORKS BUDGETS

Basis of municipal capital works budgets

A study was conducted to assess the readiness of member cities to implement the EPWP. The study included a review of the proposed capital works budgets for the 2004/05 financial year, to help identify works that could be readily carried out through labour-intensive means. The budgeting process of municipalities was informed by Integrated Development Plans. These are strategic planning instruments that guide and inform all planning for infrastructure investment in the municipalities.

The readiness assessment study revealed that the eight member cities of the SACN

had a combined budget of approximately R8.479 billion for the 2004/2005 financial year (Table 1). The sources of funding for the municipalities included the national allocations as per the Division of Revenue Act (DORA) and the municipal budgets (from rates and taxes).

2005/06 Financial Year

A budget of R973 million was allocated for EPWP projects for 2005/06 for the member cities. This was approximately 10% of the total infrastructure budget for the same financial year. Of the EPWP budget, approximately 70% was allocated for the infrastructure sector, 24% for the environmental and cultural sector,

and 5% for the social sector. There was no allocation for the economic sector. Approximately 49% of the budget had been spent at the end of the 2005/06 financial year.

2006/07 Financial Year

A budget of R477 million was allocated for EPWP projects for the 2006/07 financial year. Of this, approximately 70% was for the infrastructure sector, 24% for the environmental and cultural sector, and 6% for the social sector. No budget was allocated for the economic sector. The available data reflects a 125% potential overspending by the various member cities of the SACN.

Table 1: Summary of budget commitments for SACN member cities

Municipality	2004/05 MIG Allocations	2004/05 Capital Works Budget	2005/06 Capital Works Budget	2006/07 Capital Works Budget
eThekweni Metro	R0.220 bn (R220 000 000)	R2.2792 bn	R2.4249 bn	R2.3672 bn
Nelson Mandela Metro	R0.063 bn (R63 000 000)	R0.566 bn (R566 164 320)	R0.883 bn (R883 562 480)	R0.829 bn (R829 239 000)
Ekurhuleni Metro	R0.189 bn (R189 000 000)	R0.213 bn (R213 000 000)	R0.22 bn (R220 000.00)	R0.23 bn (R230 000 000)
City of Cape Town	R0.141 bn (R141 000 000)	R4.2 bn	R4.25 bn	R4.3 bn
Msunduzi Municipality	R0.036 bn (R36 000 000)	R0.042 bn (R42 000 000)	R0.047bn	R0.049 bn
Buffalo City Municipality	R0.069 bn (R69 000 000)	R0.382 bn (R382 657 093)	R0.346 bn (R346 023 712)	R0.319 bn (R319 112 853)
Mangaung Municipality	(R0.060 bn) R60 000 000	R0.07 bn (R70 000 000)	R0.075 bn	R0.078 bn
City of Tshwane	R0.148 bn (R148 000 000)	R1.224 bn (R1 224 407 000)	R1.3 bn (R1 300 749 153)	R1.369 bn (R1 369 243 000)
City of Johannesburg	R0.212 bn (R212 000 000)	R0	R0	R0
Total	R1.138 bn (R1 138 000 000)	R8.479 bn	R9.546 bn	R9.541 bn



Figure 3: Budget and expenditure trends for 2005/06

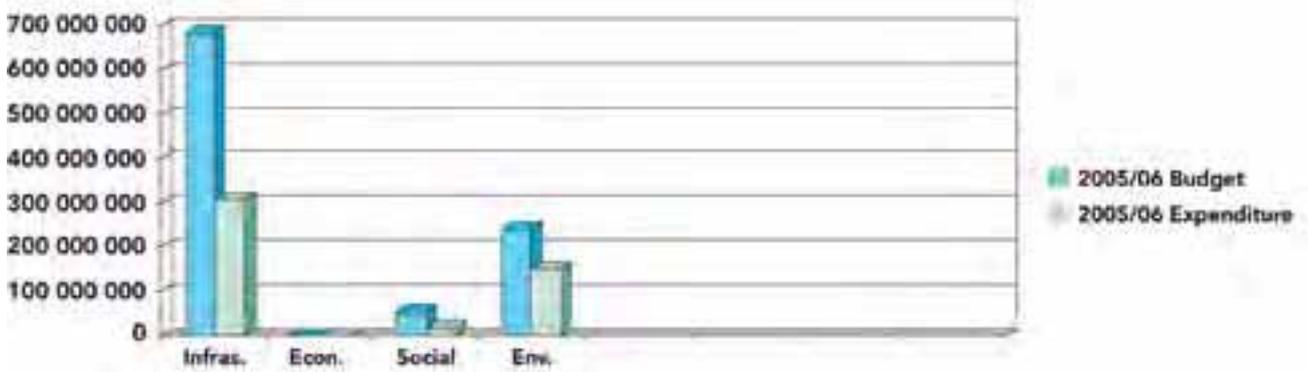
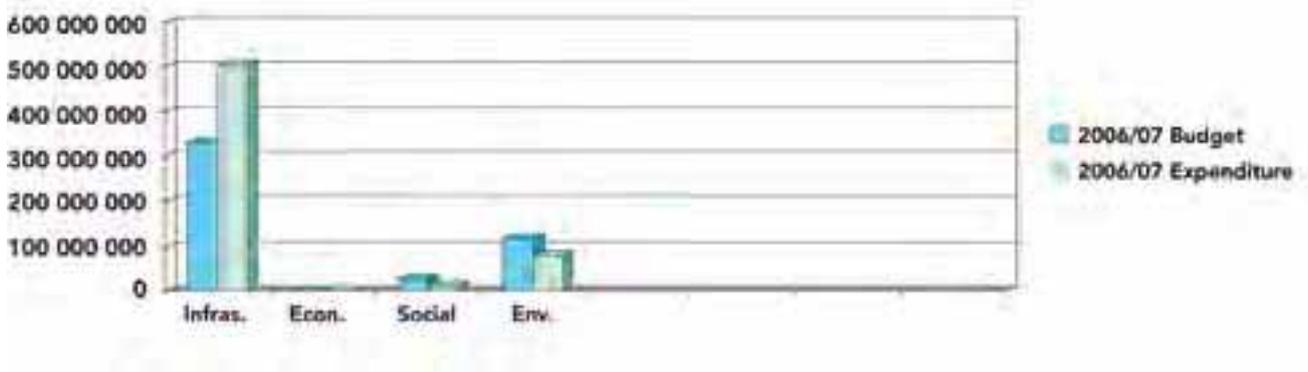


Figure 4: Budget and expenditure trends for 2006/07



JOB CREATION POTENTIAL OF EPWP PROJECTS

Readiness assessment targets

The readiness assessment study, released during August 2004, confirmed that the SACN member cities were in a position to create approximately 107 670 jobs during the first year of EPWP implementation. If the MIG budget had been included in the municipal budgets, the job creation potential could have increased by 7% to 115 000 jobs, for the first year of implementation (2004/05).

Projects implemented from 2004/05 to 2006/07

Over the period, the municipalities managed to implement a total of 203 projects. Of these, six (3%) were economic, 82 (40%) infrastructural, 115 (57%) environmental and cultural. No social sector projects were implemented.

There was a 258% increase in the number of EPWP projects from 2004/05 to 2005/06, and a decline of 63% from

2005/06 to 2006/07. Since the 2006/07 figures are based on the second quarter reports, it is expected that these figures could change once the third and the fourth quarter figures are submitted (see Table 3).

Number of jobs created

A total of 1 195 projects were implemented from 2004/05 to 2006/07 and a total of 69 421 jobs were created. For



Table 3: EPWP projects implemented for the SACN EPWP Reference Group

Sector	2004/05	2005/06	2006/07	Sub-total
Infrastructure	82	303	145	530
Economic	06	02	00	08
Social	0	151	62	213
Environmental & Cultural	115	271	58	444
Total	203	727	265	1 195

Table 4: Job creation data for the SACN EPWP Reference Group

Sector	2004/05	2005/06	2006/07	Sub-total
Infrastructure	3 404	23 062	7 474	33 940
Economic	2 509	00	00	2 509
Social	00	4 407	2 394	6 801
Environmental & Cultural	5 143	15 672	5 356	26 171
Total	11 056	43 141	15 224	69 421

The majority of jobs are attributed to the infrastructure sector, followed by the environmental and cultural, and social sectors. The economic sector shows poor results compared with the other sectors.

Table 5: Demographic job creation data for the SACN EPWP Reference Group

Financial year	Youth	Women	People with disabilities
2004/05	(2 133) 19.30%	3 735 (33.78%)	187 (1.70%)
2005/06	(16 769) 40.75%	17 295 (42.03%)	202 (0.50%)
2006/07	(5 663) 37.20%	8 236 (54.10%)	85 (0.56%)
Total	24 565	29 266	474

2004/05, 11 056 (16% of the total to date) jobs were created and the figure increased to 43 141 (62% of the total to date) for 2005/06. There was an increase of 260% between the 2004/05 and 2005/06 reporting periods. The 2006/07 figures are based on the second quarter reports only and are expected to change once the third and the fourth quarter reports are submitted (see Table 4).

The majority of jobs are attributed to

the infrastructure sector, followed by the environmental and cultural, and social sectors. The economic sector shows poor results compared with the other sectors.

Demographic dimension of job creation

Of the total 11 056 jobs created during the 2004/05 financial year, a total of 3 735 (33.8%) were for women, 2 133 (19.3%) for youth and 187 (1.7%) for people with

disabilities (see Table 5). These targets are lower than the national targets suggested in the code of good practice for special public works programmes as published by the Department of Labour.

A review of the job opportunities for youth in the 2004/05 to 2006/07 financial years, reveals a year-on-year increase in the number of jobs created. The youth figures for the 2006/07 financial year are for the first two quarters only.

TRAINING AND SKILLS DEVELOPMENT

Under the EPWP, target groups are required to undergo either accredited or non-accredited training. Table 6 summarises the training and orientation sessions for member cities of the SACN.

Presentations to municipal politicians

In addition to the training, formal workshops and presentations were made to the political office bearers (councillors and mayoral committee members) for the purpose of raising awareness and soliciting political buy-in and support for the EPWP. The workshops were conducted by the EPWP Unit of the national Department of Public Works and the Programme Management Units of the municipalities (where such units were in place).

Training and orientation of steering committees

Only Johannesburg and eThekweni had orientated their EPWP Steering Committees. Four cities, namely Mangaung, Tshwane, Nelson Mandela and eThekweni had conducted some NQF Levels 2 and 4 training for contractors and supervisors. Only Mangaung and Nelson Mandela reported on the training of professional consultants in their respective areas of jurisdiction. Only Johannesburg and eThekweni carried out presentations and orientation sessions for municipal politicians.

Training of municipal project managers

To date, a total of 439 municipal project managers received training at

NQF Levels 5 and 7. The infrastructure sector received the most training sessions.

Training of EPWP beneficiaries

Seven of the nine member cities offered training such as basic life skills, technical skills and NQF Levels 2 and 4. These are Nelson Mandela, eThekweni, Msunduzi, Ekurhuleni, Tshwane, Buffalo City and Cape Town. In total, 7 946 individuals received either accredited or non-accredited training at different levels.

Poor knowledge of training programmes

The Department of Labour's training linkage was reported to be problematic. The municipalities felt that the regional personnel of the Department of Labour knew very little or nothing about the EPWP and, as a result, could not add much value to the work of the municipalities.

Disjointed timeframes

Problems were also reported regarding timeframes of training implementation. The Department of Labour favours training that is provided at the beginning of a project to ensure that allocated funds are spent during the financial year in which they are allocated. This created a problem for the project implementing bodies as it is almost impossible to complete training before the projects are implemented.

Delays in contract arrangements

The study shows there were delays in finalising the contracting arrangements with the Department of Labour. Bureau-

cratic processes and subsequent turnaround times did not necessarily coincide with the implementation timelines of the project implementing bodies. This delayed implementation of EPWP projects or led to training not being carried out.

Limited course catalogue

In some cases, the courses required by the member cities were not in the course catalogue of the Department of Labour. This issue requires urgent attention.

Lack of accredited training

Another issue, related to the shortage of courses on the official course catalogue, is the lack of adequate accredited training providers in the respective provinces. The consequence of this tended to be the provision of non-accredited training, which was not accepted by the EPWP Unit of the national Department of Public Works. The Department of Public Works needs to engage the Department of Labour and the Department of Education to mobilise the resources of FET Colleges and ABET Schools to supplement the existing number of training institutions.

Contractor learnerships

Nearly all the member cities of the SACN Reference Group signed up for labour-intensive contractor learnership programmes, with the exception of the City of Cape Town. Even though a number of emerging contractors were given an opportunity to develop and grow, progress has been slow. There is an urgent need to re-engineer the Learnership Programme.

Table 6: Summary of training and orientation sessions for SACN member cities

Member city	Target group	Nature of training & NQF level	Responsibility	Number of trainees	Sector
TSHWANE	Municipal Politicians	Presentations	EPWP Unit	-	
	Municipal Project Managers	NQF 5 & 7	Construction Managers	43	Infrastructure
	EPWP Steering Committee	-	-	-	
	Professional Consultants	No data avail.	-	-	
	Contractors & Supervisors	NQF 2 & 4	Learner Contractor & Sub-Contractors	12	Infrastructure
	EPWP Beneficiaries	Basic Life Skills	Labourers	24	Infrastructure
MANGAUNG	Municipal Politicians	Presentations	EPWP Unit	-	
	Municipal Project Managers	NQF 5	-	3	Infrastructure
	EPWP Steering Committee	-	-	-	
	Professional Consultants	NQF 5	-	10	Infrastructure
	Contractors & Supervisors	NQF 5	-	10	Infrastructure
	EPWP Beneficiaries	-	-	-	
BUFFALO CITY	Municipal Politicians	Presentations	EPWP Unit	-	
	EPWP Steering Committee	NQF 5 & 7	-	5 & 4	
	Professional Consultants	To be determined	-	-	
	Contractors & Supervisors	-	To be determined	-	
	EPWP Beneficiaries	-	-	-	
NELSON MANDELA	Municipal Politicians	Presentations	EPWP Unit		
	Municipal Project Managers	NQF 5	CETA	33	All sectors
	EPWP Steering Committee	-	CETA	Unknown	Various sectors
	Professional Consultants	NQF 5 & 7	-	Unknown	-
	Contractors & Supervisors	NQF 2 & 4	CETA	Unknown	Various sectors
	EPWP Beneficiaries	Life SKILLS & Technical Skills	DoL & Consultants	937 non-accredited & 625 accredited	Infrastructure & Social
ETHEKWINI	Municipal Politicians	Presentations	PMU	All political caucuses	
	Municipal Project Managers	NQF 5 & 7	PMU	133	All sectors
	EPWP Steering Committee	Presentations	PMU	50	All sectors
	Professional Consultants	-			
	Contractors and Supervisors	NQF 2 & 4			
	EPWP Beneficiaries	-	Training PMU		

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Member city	Target group	Nature of training & NQF level	Responsibility	Number of trainees	Sector	
MSUNDUZI	Municipal Politicians	No formal training				
	Municipal Project Managers	NQF 5 & 7	Project Managers	30 & 10		
	EPWP Steering Committee	Nil				
	Professional Consultants	NQF 7				
	Contractors & Supervisors	Own Responsibility				
	EPWP Beneficiaries	Approx. 50			50	
CAPE TOWN	Municipal Politicians	No Formal Training				
	Municipal Project Managers	NQF 5 & 7	Project Planning & Implementation	122 & 122	Infrastructure	
	EPWP Steering Committee	-	-	-	-	
	Professional Consultants	-	-	-	-	
	Contractors and Supervisors	-	-	-	-	
	EPWP Beneficiaries	Life skills & Technical skills	Accredited & Non-Accredited		2 852	Infrastructure
		Life Skills	Non-Accredited		2 609	Environmental
Life Skills		Non-Accredited		73	Social	
EKURHULENI	Municipal Politicians	No formal training	-	-	-	
	Municipal Project Managers	NQF 5 & 7	CETA	32	Infrastructure	
	EPWP Steering Committee	-	-	-	-	
	Professional Consultants	-	-	-	-	
	Contractors and Supervisors	NQF 2 & 4	CETA	19 & 27	Infrastructure	
	EPWP Beneficiaries	N/A	N/A	N/A	N/A	
JOHANNESBURG	Municipal Politicians	No formal training		Documentation not ready		
	Municipal Project Managers	NQF 5 & 7	Sector Coordinators	2	Infrastructure & Environmental	
	EPWP Steering Committee	-	-	-	-	
	Professional Consultants	N/A	N/A	N/A	N/A	
	Contractors and Supervisors	No information	-	-	-	
	EPWP Beneficiaries	No information	-	-	-	

Source: Submissions from SACN member cities of the Inclusive Cities Reference Group



MONITORING AND REPORTING

Monitoring indicators

The EPWP Unit has developed six standard indicators to be used in the collection of monitoring data across the four sectors:

- Job opportunities
- Person-years of employment
- Person-days of training
- Demographic data (for women, youth and people with disabilities)
- Project wage rate
- Project budget and expenditure

Reporting challenges

The municipalities are expected to monitor the implementation of EPWP projects on a continuous basis. The study reveals concerns that the quality of reporting by each of the municipalities varies. This is attributed to:

- Lack of commitment
- Lack of capacity within the implementing municipalities/bodies
- Difficulties regarding the definition of EPWP projects
- EPWP considered as an *ad hoc* responsibility and not part of core business
- EPWP not linked to performance agreements within the municipality

Human resource constraints

The study shows that municipalities do not submit reports on time. Some of the

reasons cited by the member cities are capacity constraints. It is reported that the preparation of the EPWP reports takes more time and needs more people than envisaged and this makes it difficult for municipalities to concentrate on core business. The municipalities claim they need approximately two to three additional, full-time project technicians to monitor, report and coordinate EPWP projects.

Perception of the EPWP as an unfunded mandate

Another concern is that the EPWP is viewed as an unfunded mandate, meaning it is not funded by the national Department of Public Works. This is a misinterpretation on the part of the municipalities. The municipalities indicate they are limited in their institutional arrangements and cannot assume additional responsibilities without being compensated with additional human resources.

It can be argued that the EPWP is a funded mandate. It is a presidential priority programme that seeks to challenge the manner in which public bodies plan, design, implement and manage projects to maximise the job creation potential of their programmes across the four sectors. At the same time, it imparts skills to the unskilled and cre-

ates opportunities for the unemployed to experience and ultimately enter the workplace.

Like their provincial counterparts, the municipalities need to realistically assess their capacity requirements and review their institutional arrangements to raise their capacity for the additional responsibility of implementing the EPWP. The EPWP cannot be seen as a burden, but an opportunity for public bodies to plan, design, manage and implement programmes that create a sustainable bridge between the first and the second economies.

Complex and time-consuming reporting requirements

EPWP reporting requirements are perceived as complex and time-consuming. This is partly linked to a lack of understanding of the existing EPWP reporting template. A number of training and orientation sessions were held with the municipalities, by the EPWP Unit personnel of the National Department of Public Works, but there are still short-comings. There is a need for a thorough understanding of the issues contributing to the reporting challenges and problems within the municipalities and this must be addressed if the impact of the programme is to be maximised.

The impact of the EPWP needs to be measured by the extent to which people are able to move from the informal economy to the formal economy

Inability to measure movement between the first and second economies

The impact of the EPWP needs to be measured by the extent to which people are able to move from the informal economy to the formal economy. A number of municipalities note that the monitoring tools of the EPWP must enable them to assess if there is any difference or improvement in the conditions of EPWP beneficiaries. One such measurement is the number of people moving from the informal economy to the formal economy in each of the municipalities where EPWP interventions are implemented.

A concern raised is that, since most of the EPWP interventions have a transitory impact, the EPWP does not have the ability to create permanent jobs. As a result, its ability to create a meaningful bridge between the formal and informal economies is questionable. The question posed is whether the funds being spent on EPWP interventions are enough to have the desired long-term impact.

Problems with data compilation and reporting

Quality of reports from municipalities

The quality of reports from the municipalities varies, with some municipalities citing a lack of capacity to collect, collate and verify data before consolidating it into the quarterly reports.

To ensure accountability, it is recommended that the municipal managers of each of the member cities of the SACN EPWP Reference Group sign-off their respective quarterly EPWP reports before they are submitted to the EPWP Unit for consolidation. In this way the municipal managers, as accounting officers for the respective municipalities, will be forced to take responsibility for the quality of reports that are forwarded to the EPWP Unit.

Clarity on the definition of a job opportunity

A concern raised by member cities is the definition of a job opportunity. It appears there is no agreement on the definition of a job. This issue needs addressing as a matter of urgency as it impacts on the data recorded and monitored by member cities.

Non-accredited training

A further indicator reported to be problematic is non-accredited training. Much non-accredited training is provided to beneficiaries but the National Department of Public Works does not consider the non-accredited training figures. This poses the question of why this indicator is included under training if it is not taken into account.

Technical capacity limitations

An issue impacting on the quality of reporting from member cities, is the lack of adequate technical capacity to collect and collate data and, more importantly, to verify the collected data before it is forwarded to the national Department of Public Works' EPWP Unit.

Under-reporting

Significant amounts of data are not reported by the member cities because of uncertainty regarding the definition of an EPWP project. There appears to be no clear definition of what constitutes an EPWP project. The implication is the exclusion of many projects with the potential to be considered as EPWP projects.

FUTURE COORDINATION AND SUPPORT REQUIREMENTS

The review shows an overwhelming need for further support for the member cities of the SACN EPWP Reference Group. It is indicated that the nature of support should include funding for the management of the

programme, as EPWP is perceived as an unfunded mandate. Also indicated, is a need for more support in the economic sector, as food security is a significant problem and has the potential to create more job opportu-

nities in a number of municipalities.

The municipalities expressed the need for regular meetings with other member cities, to share knowledge, inspire and support each other, and help roll out the EPWP at a faster pace.

FUTURE POTENTIAL FOR THE EPWP

Inclusion of other initiatives

The review indicates that member cities have a number of projects being implemented outside of the EPWP framework, for example, the Agricultural/Rural Regeneration Programme and the Incubator Contractor Programme. Most of the member cities want to see these included in the EPWP as special public works projects.

Expansion of the sectors

Infrastructure

A number of municipalities see a need to increase their capital budgets' EPWP contribution by approximately 5% per annum. Also suggested, is the introduction of large contractor mentorship programmes to accelerate SMME development and service delivery.

Social

It is indicated that member cities need additional dedicated support from the Department of Social Welfare to fund the Early Childhood Development Programme (ECDP) and the Home-Based Care Programme (HBCP).

Environmental and cultural

Member cities did not show a clear programme of implementation of the environmental and cultural sector. An exception is eThekweni Municipality, which has a clearly-developed agricultural model focussing on food security, home grower development, community growers, contract growers and high level technologies like hydroponics.

Economic sector

The review shows that the economic sector learnerships are treated in isolation from the other sectors and there is a need to consider the integration of these learnerships into the other sectors.

SUMMARY AND CONCLUSIONS

A review of the EPWP to date, raises a number issues, summarised below:

- The EPWP is perceived as an unfunded mandate, confirming a lack of understanding for its strategic importance.
- Municipalities have not fully mobilised the various sectors to maximise EPWP interventions.
- Some municipalities have not yet finalised their programme implementation of organisational structures. This has the potential of delaying the implementation of EPWP projects.
- Some municipalities have not yet re-aligned their tender documentation in accordance with the EPWP guidelines. (The EPWP Unit has developed guidelines for the preparation of tender documents and associated training can be provided by the EPWP Unit).
- There are disparities between sector activities, with other sectors significantly lagging behind the infrastructure sector.
- Budget commitments are skewed in favour of the infrastructure and the environmental and cultural sectors, with few grants for the economic and social sectors.
- Regional personnel often lack the necessary knowledge and expertise to handle issues pertaining to the EPWP. Labour officials often do not understand their roles or the value they are expected to add, especially when assisting municipalities with implementation of projects.
- Certain courses are excluded from the course catalogue of the Department of Labour, resulting in

the provision of non-accredited training that is not accounted for in quarterly reports.

- There is a shortage of training providers accredited within the national qualifications framework.
- SETAs face budget challenges, undermining the ability to meet commitments and targets for learnerships.
- A job creation bias exists between the sectors, with more jobs being created in the infrastructure and the environmental sectors and few created in the other two sectors.
- Jobs created in the infrastructure sector tend to be short-term, while jobs in the other sectors tend to be reasonably long-term.
- The EPWP is not showing significant success in moving people from the informal economy to the formal economy. The focus is on job quantity, not quality, and it is doubtful whether the infrastructure sector projects are creating long-term sustainable employment.
- Quality of reporting is poor and there is possible duplication in cases with multiple funding sources.

The review reveals that, over the past three years, much work has been accomplished, with assistance from the national Department of Public Works' EPWP Unit, the CETA and other SETAs. However, as the programme approaches a halfway point on its five-year horizon, more and new challenges are emerging. These challenges point to potential areas for expansion and improvement of the EPWP over the next cycle.

(Note: An updated SACN EPWP report will be published in 2008)



MEASURING THE INCLUSIVITY OF CITIES



As defined at the beginning of this report, an inclusive city is one that provides all its citizens with decent public services, protects freedoms and citizen's rights and fosters economic, social and environmental well-being of its citizens. It strives to produce a beneficial framework for inclusive economic growth and improves the quality of urban living. An inclusive city cares for social development in its communities and celebrates their diversity.

The following pages show a table-in-progress that attempts to group and describe various indicators and measurements relating to inclusivity. The table takes into account the discussions and findings of the Inclusive African Cities conference, referred to earlier in this report. Work currently being undertaken will extend the table to include data collection processes.



INCLUSIVE CITY INDICATORS

PUBLIC SERVICE ACCESS

- Key urban services
- Social services and facilities
- Civil protection
- Housing and land
- Public transportation

POLITICAL REPRESENTATION & GOVERNANCE

- Lawful conduct of the administration
- Citizen's participation
- Voter's participation
- Strategic planning and foresight
- Access to public information
- Accountability and transparency
- Civic associations
- Inclusion policies
- Responsiveness to citizen concerns

HUMAN AND ECONOMIC DEVELOPMENT

- Employment opportunities
- Business opportunities
- Informal employment
- Business formalisation hurdles
- Unemployment
- Household income disparities
- Household structures
- Gender equality/school enrolment
- Primary and secondary education/school enrolment
- Further education
- Literacy/illiteracy
- Career guidance and employment services

HEALTH

- Immunisations, malnutrition and physical fitness
- Sanitary living conditions and food safety
- Morbidity levels
- Environmental quality
- HIV/Aids prevalence in informal vs formal settlements

CULTURE AND IDENTITY

- Safeguarding of human rights
- Public policy and cultural programmes
- Tolerance, acceptance and integration of marginalised groups
- Cultural facilities

SPATIAL COHESION

- Land use patterns and densities
- Commuting time and cost disparities
- Porousness/permeability of public and semi-private spaces
- Polarisation vs connectivity between different land use types and densities

COMPOSITE INDICATORS

- Gini coefficient (income inequality)
- Living standard measure (LSM)
- City Development Index (CDI)
- Human development indicator (HDI)
- Quality of life

INDICATOR	RATIONALE	DEFINITION
PUBLIC SERVICE ACCESS		
SAFE WATER	A supply of clean water is necessary for life and health, yet almost two billion people lack access to adequate water or can only obtain it at high prices. In many cities, households in informal settlements are rarely connected to the network and can only rely on water from vendors at up to 200 times the tap price. Improving access to safe water implies less burden on people, mostly women, to collect water from available sources. It also means reducing the global burden of water-related diseases and improving quality of life.	Ratio of the number of urban population who use piped water, public tap, borehole or pump, protected well, protected spring or rainwater, to the total urban population, expressed as a percentage.
ELECTRICITY	Even though improved access to electricity increases resource pressure and the ecological footprints of cities (as they draw electricity from further and further away), formal service provision is more sustainable than no service provision. An absence of electricity often means that residents are forced to use wood and paraffin for cooking and heating. This causes localised outdoor air pollution and indoor air pollution with its associated health risks. The provision of electricity to households does not necessarily mean that households will abandon other types of fuel.	<ul style="list-style-type: none"> - Number and percentage of households not using electricity for lighting. - Affordability to various income groups, measured by cost of electricity (kw/h) as a percentage of household income. - Quality of service provision per spatial unit, measured by number of power outages/year.
WASTE REMOVAL	Lack of proper waste removal has serious implications for environmental sustainability, as waste and pollution have negative health impacts and compromise the environmental quality of neighbourhoods. Key policy strategies emphasise numerical, time-bound targets and tend to ignore questions of quality.	<ul style="list-style-type: none"> - Number and percentage of households without adequate refuse removal (adequate = 1 collection per week/household). - Average proximity of recycling station to street address/spatial unit.
SANITATION	Lack of sanitation is a major public health problem that causes disease, sickness and death. Highly infectious, excreta-related diseases such as cholera still affect whole communities in developing countries. Diarrhoea, which is spread easily in an environment of poor hygiene and inadequate sanitation, kills about 2.2 million people each year - most of them children under five. Inadequate sanitation, through its impact on health and environment, has considerable implications for economic development.	Ratio of the number of people in urban areas with access to improved excreta-disposal facilities, to the total urban population, expressed as a percentage.
SOCIAL SERVICES	Access to social services is essential for the health and general well-being of citizens. Social services and facilities are provided locally and are closest to the daily life of people. Parks, sports and recreational facilities, as well as furnished public space encourage exercise, communal activity and a sense of place. Most cities have an uneven distribution of such facilities, which can be attributed to the age of a neighbourhood, availability and cost of land, political power structures that influenced the location of facilities, and the presence of certain income or age groups that necessitate certain facilities (e.g. welfare centres, crèches, old age homes).	<p>Access to social services and facilities (i.e. clinics, parks, libraries, sports and recreation facilities, social welfare). Proposed indicators for a comparison of spatial units:</p> <ul style="list-style-type: none"> - Ratio of essential facilities/resident. - Ratio of square meters of parks or sports/recreational facilities per resident. - Average distance to the next social service facility (e.g. health clinic) from each street address.



INDICATOR	RATIONALE	DEFINITION
CIVIL PROTECTION	<p>Civil protection is an essential service for all citizens. In order to raise a child, to leave home for work, to enjoy the public space or to run a business, citizens need to feel and be safe and secure. Municipalities encounter great difficulties in ensuring an equal service provision in this field - crime hot spots are likely to be unevenly distributed and low-income communities are usually more affected by crime that affluent neighbourhoods where residents can afford to install security systems in addition to the security provided by the police. Hazards, accidents and fires require a similarly quick response but happen ad hoc which means that adequate response times rely on an appropriate spatial location of the related civil service stations. In reality response times vary and the quality of services that can be provided also differs drastically.</p>	<p>Access to police, fire, ambulance, building safety, disaster prevention and disaster mitigation services. Proposed indicators:</p> <ul style="list-style-type: none"> - Response times to citizens emergency calls/spatial units. - Ratio of non-administrative staff of civil service station/number of residents in service area. - Ratio of emergency response vehicles (of same type) available/civil service station. - Ratio of criminal acts (selected types) committed/spatial unit. - Ratio of home fires or natural disasters (e.g. mudslides, flood incidents)/spatial unit.
HOUSING AND LAND	<p>The availability of adequate shelter or land for the construction of housing is crucial in societies that have a growing population. In-migration from rural areas and from abroad, as well as natural growth in urban areas, pose a major challenge to government. Economic growth and rapid urbanisation are accompanied by increasing housing and land costs that exclude low income groups from the gentrifying areas of the city. Discrimination in the rental housing market against people with certain ethnic backgrounds, genders or lifestyles, or the location of social housing units can contribute to the polarisation of the urban social fabric. Informal housing arrangements that are characterised by insecure tenure, unsafe and/or unhealthy living conditions can be found in various forms and locations in growing cities. Most of these settlements are located at the urban fringes and leave the residents with little or no formal employment opportunities. Therefore the provision of adequate public housing or an upgrade/formalisation of their shelter/land can dramatically better living conditions and enable an integration of previously excluded residents.</p>	<ul style="list-style-type: none"> - Change in access to formal housing (numbers and percentages). - Percentages of households with and without formal shelter (i.e. per spatial unit and overall). - Location of social housing units and their distance to quality employment opportunities with a minimum number of employees. - Existence of public outreach services for the homeless (e.g. temporary shelters, employment services, social integration). If existent, performance can be measured by public expenditure/beneficiary. - Location of social housing units and their distance to shopping opportunities that offer a satisfactory variety of goods. - Existence of upgrading/formalisation programmes for informal areas. - Duration of the procedure to get access to public housing for a household qualifying for a housing subsidy.

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INDICATOR	RATIONALE	DEFINITION
PUBLIC TRANSPORTATION	<p>Transport can play a determining role in the economy and quality of life in cities. Effective and environmentally-friendly transportation systems are revealed through measures of the different travel modes used for work trips. Transportation systems should be adequately balanced for the several uses required. While transport should be as efficient as possible to ensure the movement of goods and people, as a major consumer of non-renewable energy and a major contributor to pollution, congestion and accidents, an adequate mix of modes is necessary to ensure its sustainability and reduced impacts on the environment. While private motorised transport (cars, motorcycles) has become the major mode in cities at the end of this century, public transport and non-motorised modes of transport should be encouraged, since they are generally affordable, efficient and energy-saving.</p>	<ul style="list-style-type: none"> - Access to affordable public transportation, measured by average distance from each street address in spatial unit to the closest stop (i.e. bus/train/tram/ferry stop), weighted with an indicator measuring the availability of minibus service. - Access to transportation nodes, measured by average distance from each street address in spatial unit to the closest node (i.e. train/tram/ferry station, (mini) bus terminal, with line interchange options). - Comparison between spatial units of the modal split correlated with: a) average household income b) ethnic groups c) average commuting distance d) average commuting time and e) costs.
POLITICAL REPRESENTATION & GOVERNANCE		
LAWFUL CONDUCT OF THE ADMINISTRATION	<p>A city that wants its citizens to abide by the law needs to act accordingly. Wilful and unintentional infringements of the law by the public administration are common. In many cases action is taken out of urgency and/or without consulting the proper stakeholders and subsequent conflicts dealt with in court.</p>	<ul style="list-style-type: none"> - Number of court cases lost in court over the past years. - Existence of self-control measures (e.g. standard ex-ante legal evaluation). - Provision of legal assistance for the indigenous (i.e. non-partisan, third party legal counsel).
CITIZEN PARTICIPATION	<p>To encourage and support participation, civic engagement and the fulfillment of government responsibilities, national governments, local authorities and/or civil society organisations should put into effect, at appropriate levels, institutional and legal frameworks that facilitate and enable the broad-based participation of all people in decision-making and in the implementation and monitoring of human settlements strategies, policies and programmes (Habitat Agenda). Participatory mechanisms should ensure that all voices are heard in identifying problems and priorities, setting goals and implementing programmes and projects.</p>	<p>Level of citizens' participation checked in the following questions:</p> <ul style="list-style-type: none"> - Is the Mayor elected by the citizens? - Is the Mayor nominated? - Is the city involving civil society in a formal participatory process prior to: a) new major roads and highway proposals b) alteration in zoning c) major public projects?
VOTER PARTICIPATION	<p>Citizen participation in local government is an important part of democracy and self-determination, as well a base from which government is better able to monitor citizen needs, maintain a watchful eye over operations, and represent the wishes of the citizenry. This indicator measures the degree of interest and involvement of the public in local government. Low participation in representative democracy may be balanced by higher levels of participatory democracy.</p>	<p>Percentage of adult (male and female) population (having reached voting age) who voted in the last municipal election.</p>

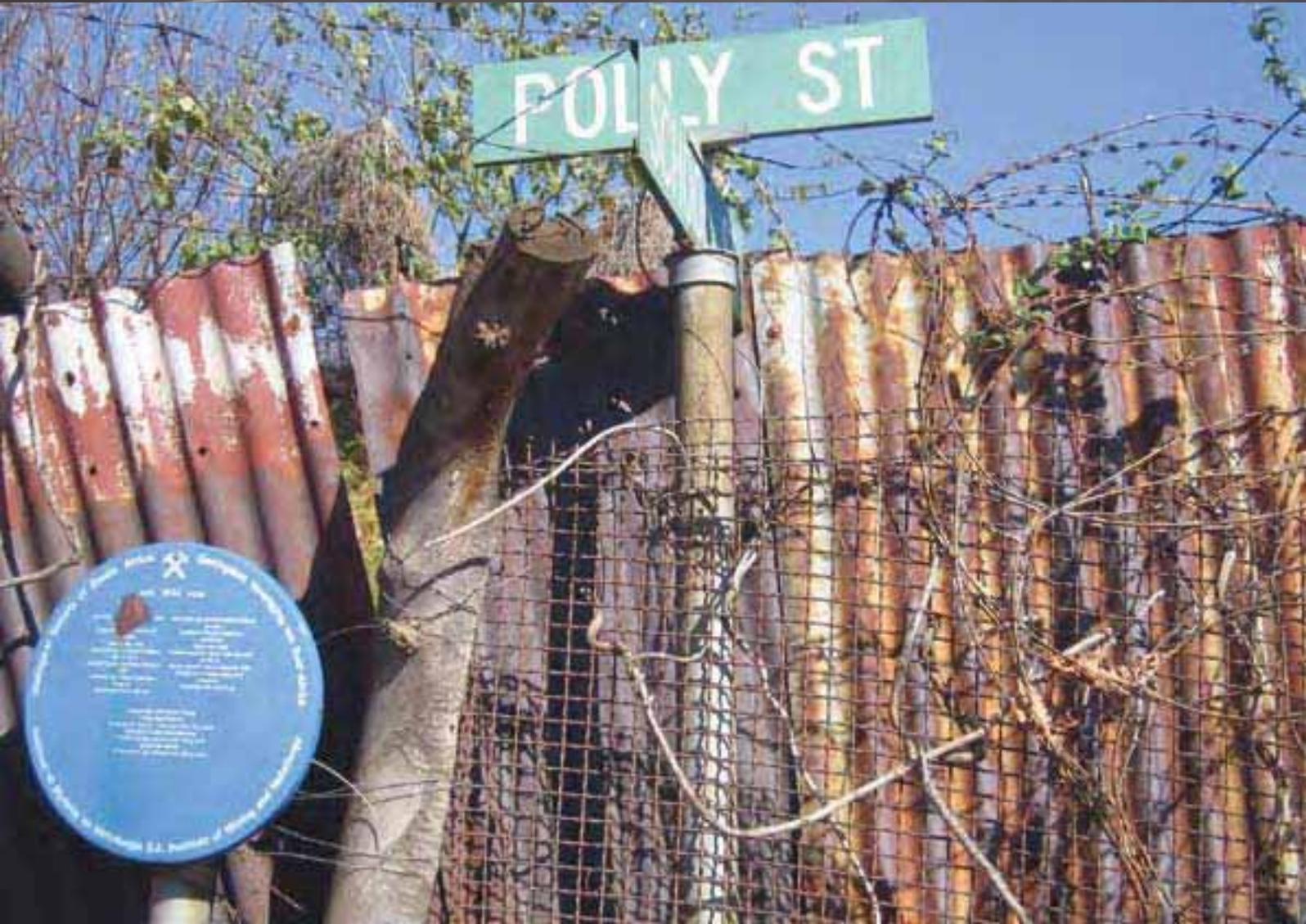
INDICATOR	RATIONALE	DEFINITION
STRATEGIC PLANNING AND FORESIGHT	<p>Strategic planning is an essential tool that supports subsequent decision-making processes and implementation. By adhering to principles and strategic plans set in place with foresight and special attention to sustainability, strategic planning can address inclusivity issues. Spatial divisions among parts of the city, the polarisation of social groups and the distribution of infrastructures (with their connected public services) should be addressed by long-term interventions guided by strategy.</p>	<ul style="list-style-type: none"> - Existence of a valid City Development Strategy (CDS) with a minimum five-year time span that addresses inclusivity. - Attention given to inclusivity in the CDS (e.g. qualitative: number of issues covered, status quo assessment, clear objectives, etc.).
ACCESS TO PUBLIC INFORMATION	<p>While information or data have become marketable and are bought by market researchers, real estate brokers and other professions that can afford to pay for it, many residents neither have the required funds for hiring professionals to provide information nor do they know how to access the information gathered by public bodies. All non-confidential information gathered by public bodies should be accessible to the public as it is gathered using public expenditure. Making information available to the public helps to make the 'playing fields' more level between powerful stakeholders and the concerned public.</p>	<ul style="list-style-type: none"> - Access to public information granted to all citizens (i.e. legal provisions in place). - Existence of a service centre/dedicated personnel to respond to information inquiries, assist and guide processes (i.e. contact and follow-up with responsible departments, assembling of data). - Qualitative assessment of a standard procedure: cost, duration of disclosure, barriers (i.e. written requests, forms, number of people to contact), quality/depth of data provided, etc..
ACCOUNTABILITY AND TRANSPARENCY (POLITICAL)	<p>The accountability of politicians to their constituents and likewise that of public administration to the politicians is one of the pillars of democracy. Politicians and public officials have to justify their performance over a political term, as well as all their actions and decisions. A functioning free press ensures a certain transparency through reporting, but improved accountability can be achieved by the policy-makers themselves, by making the appropriate technical and communicative provisions to support transparency. Transparent decision-making procedures can be conducive to the inclusion of previously disadvantaged groups as they are able to gain further insight into structures that were previously "off-limits". Nepotism and corruption that benefit those who already have considerable powers can be addressed by making procedures more transparent and holding abusers accountable.</p>	<ul style="list-style-type: none"> - Transparency of procedures (e.g. availability of tours and visits at public institutions, public meetings, up-to-date publication of news on city websites). - Transparency of organisational setup (e.g. publication of organisational charts on websites). - Local offices of elected representatives (e.g. ward office) and liaison offices of public service providers with permanent staffing offering regular (at least weekly) meetings between the politician/company representative and local constituencies. - Public relations activities of public service providers for various target groups (assessment of quality/resources spent, frequency, reach within each target group, etc.).
CIVIC ASSOCIATIONS	<p>Voluntary organisations of all kinds provide avenues for the citizenry to act collectively and independently of government, for mutual benefit, and provide a measure of the plurality of society. Organised groups are vital for effective participation. Civic organisations can help ensure the accountability of local government, through the mobilisation of people behind the issues that affect them. Large numbers of associations may facilitate the formation of partnerships for the delivery and/or maintenance of services.</p>	<p>Number of voluntary non-profit organisations, including NGOs, political, sporting or social organisations, registered or with premises in the city, per 10 000 population.</p>

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INDICATOR	RATIONALE	DEFINITION
TRANSPARENCY AND ACCOUNTABILITY (MUNICIPAL)	<p>Ensuring transparent and accountable governments is part of the general goal of enablement and participation. Governments are committed to the strategy of enabling all key actors in the public, private and community sectors to play an effective role in human settlements and shelter development (Habitat Agenda). In order to do so, they have committed themselves to the objectives of enabling local leadership, promoting democratic rule, exercising public authority and using public resources in order to ensure transparent and accountable governance of towns, cities and metropolitan areas. Indications of transparency and accountability are the existence of regular independent auditing and municipal accounts, publication of contracts and tenders for municipal services, sanctions against faults of civil servants, laws on disclosure of potential conflicts of interest (UN-HABITAT).</p>	<p>Level of transparency and accountability as measured by the positive or negative answers to the following question (UN-HABITAT): Are the following processes followed by the local authorities?</p> <ul style="list-style-type: none"> - Regular independent auditing of municipal accounts. - Formal publication of contracts and tenders for municipal services. - Formal publication of budgets and accounts. - Sanctions against faults of civil servants. - A local hotline to receive complaints and information on corruption. - A local agency to investigate and report cases of corruption.
INCLUSION POLICIES (GENDER, MINORITIES, DISABILITIES,	<p>Gender and minority discrimination in local administration and government can be encountered within the internal structure as well as in the provision of services. It takes a conscious effort to battle prejudice and to ensure equal access, and pro-active staff to uncover discrimination and harassment.</p> <p>People with disabilities, who are also poor, experience the same challenges of poverty and inequality as all city residents. However people with disabilities are extremely vulnerable to social and economic exclusion. One of the largest minority groups is that of internal or cross-border migrants. Social exclusion experienced by migrants is a global phenomenon. Migrants may find themselves living in particular areas of the city that are stigmatised and may even become stigmatised by their presence, which can lead to social and economic exclusion as well as contribute to poverty.</p>	<ul style="list-style-type: none"> - Existence of an inclusion/anti-discrimination/empowerment policy. - Level of implementation of existing inclusion policy (addressing gender, minority, disability, migrant' concerns): - Are there outreach activities? - Are policies implemented in a pro-active fashion? - Does the city engage in regular discussion with representatives from the target groups?
RESPONSIVENESS TO CITIZEN CONCERNS	<p>The structures of city administrations are large bodies that can be difficult to communicate with. Citizens struggle to find the right contact person in order to make a complaint, to raise a concern or to suggest an intervention. In an effort to improve responsiveness, city administrations have set up special call-centres and/or decentralised service points that handle citizen inquiries/requests. Call centres receive communications, follow up with the responsible department, give a response and ask for feedback. Structures and procedures can be tested and improved, as the manager of the citizen inquiry/request reports back to the responsible person on the efficiency of the process.</p>	<ul style="list-style-type: none"> - Existence of a structure that assists the communication and responsiveness of public administration (e.g. ombudsman, service points, call-centres) or elected representatives to citizen concerns. - Level of follow-up activities by such structures? Are citizens satisfied with the extent to which public administration/their elected representatives respond to their concerns?

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INDICATOR	RATIONALE	DEFINITION
HUMAN AND ECONOMIC DEVELOPMENT		
EMPLOYMENT OPPORTUNITIES	<p>The availability of employment opportunities is heavily influenced by the general state of the economy as growing economies provide opportunities for skilled and unskilled labour. City governments have little influence on the broader macro-economic environment. To some extent, public investment geared towards creating employment and skill-development opportunities, can have a short- to mid-term effect. In the long run, the city, together with other spheres of government needs to provide the right business environment, through ordinances and by-laws, that fosters economic growth and the creation of new employment opportunities.</p>	<ul style="list-style-type: none"> - Access to employment opportunities, mapping the match/mismatch of employment opportunities in the city and the location of the residents registered as seeking work. - Number of new jobs created and filled with previously unemployed persons/year, through public investment.
BUSINESS OPPORTUNITIES	<p>As mentioned above, public investment can have short- to mid-term effects on the local economy and can provide business opportunities for local SMEs and larger companies. When addressing inclusivity issues, the target group for creating business opportunities are the small businesses and start-up companies that need special attention in order to successfully compete in the market. Discrimination against service providers, on the basis of ethnic/religious backgrounds or on the experience/age of a company, can be addressed and inversed through the preferential treatment of such service providers in public tenders.</p>	<ul style="list-style-type: none"> - Preferential treatment of start-up companies or companies in the ownership of a certain minority/ethnic group, in public tender processes. - Existence of support schemes for business start-ups and entrepreneurs, measured by public investment in the programme and success in fostering such enterprises (e.g. turn-over, profits, generated employment).
INFORMAL EMPLOYMENT	<p>The increasing role of the informal sector in a number of economies is a consequence of growth in the labour force without matching growth in formal employment opportunities. The informal sector may generate substantial activity and may constitute a basis for the development of urban economies if adequate policies are in place to enable the sector to perform and expand productively. The informal sector has played an increasing role in the expansion of production in rapidly growing cities in developing countries. The informal sector has great freedom of action, being, by definition, free of government interference, and will tend to deliver labour resources to productive areas of the economy.</p>	<p>Percentage of the employed population, men and women, whose activity is part of the informal sector.</p>
BUSINESS FORMALISATION HURDLES	<p>Informal sector enterprises that are willing to formalise and participate in the urban economy can encounter great difficulties in formalisation procedures such as registration, certifications and adaptation of their premises to meet building and hygiene codes. Such businesses often lack professional capacity and need assistance to navigate the legal procedures of formalisation. Most city administrations have potential to ease the procedures and regulations for small businesses by reviewing outdated or unnecessary ordinances and by-laws.</p>	<p>Number of days a business registration takes, for a sample of business types, in comparison with other cities, nationally and internationally.</p>

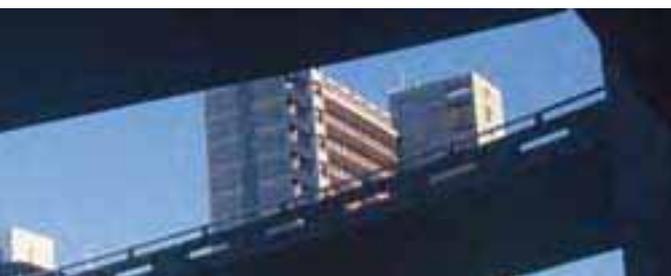
INDICATOR	RATIONALE	DEFINITION
UNEMPLOYMENT	<p>Urban economies are integral to the process of economic transformation and development. They are the prerequisite for the creation of a diversified economic base capable of generating employment opportunities. Stimulating productive employment opportunities are also part of the general goal of social development. Employment should generate income sufficient to achieve an adequate standard of living for all people - men and women (Habitat Agenda). In industrialised countries, unemployment rates are the best-known labour market measures and probably the most familiar indicators to express the health of the economy and the success of government economic policy (UN-HABITAT).</p>	<p>Average proportion of unemployed (men and women) during the year, as a fraction of the (formal) workforce.</p>
GENDER EQUALITY/	<p>By measuring equality of educational opportunity in terms of school enrolment, this indicator addresses the issue of gender equality in human settlements development. Education is one of the most important aspects of human development. Eliminating gender disparity at all levels of education will help to increase the status and capabilities of women.</p>	<p>Percentage of females and males enrolled at primary, secondary and tertiary levels in public and private schools.</p>
LITERACY/ILLITERACY	<p>During the course of history, urbanisation has been associated with economic and social progress, the promotion of literacy and education, the improvement of the general state of health, greater access to social services, and cultural, political and religious participation (Habitat Agenda). As a measure of the effectiveness of the primary education system, literacy is often seen as a proxy measure of social progress and economic achievement. By measuring the difference between male and female literacy in a particular city or country, the level of gender equality in human settlements can also be evaluated. Adult literacy is a significant indicator of the meaningfulness of public participation and therefore an important indicator of governance. The capacity to understand and communicate local issues is vital to influence the outcome of decision-making processes (UN-HABITAT).</p>	<p>Percentage of the (male and female) population, 15 years and older, who can both read and write with understanding, a short, simple statement on everyday life (UN-HABITAT).</p>
HEALTH		
HIV/AIDS PREVALENCE	<p>HIV infection leads to AIDS. Without treatment, average survival from the time of infection is about nine years. Access to treatment is uneven and no vaccine is currently available. About half of all new HIV cases are among people 24 years or younger. In generalised epidemics, the infection rate for pregnant women is similar to the overall rate for the adult population. Therefore, this indicator is a measure of the spread of the epidemic. In low-level and concentrated epidemics, HIV prevalence is monitored in groups with high risk behaviour (because prevalence among pregnant women is low). High HIV prevalence usually has heavy socio-economic implications in countries affected by the pandemic.</p>	<p>Percentage of women aged 15–49 whose blood samples test positive for HIV relative to all pregnant women in that age group whose blood is tested (UN-HABITAT).</p>

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INDICATOR	RATIONALE	DEFINITION
SPATIAL COHESION		
LAND USE PATTERNS AND DENSITIES	<p>A loose settlement pattern, with great distances between residences, has a disintegrating effect on the local community. Social integration of newcomers to such settlements takes much longer than in a dense settlement. In urban areas of this kind, where there has been little change of population, a sense of community often developed over time and can be as strong as elsewhere. But in those that have a high transition due to in- and out-migration, this sense of community is under-developed. Settlements that allow for daily interaction between residents are more conducive to integration of newcomers. Very high densities also can be problematic, as overcrowding can spur conflicts. Inclusivity is best served by a settlement pattern that allows for high interaction and sufficient space for individuals to enjoy personal freedom without affecting others negatively.</p>	<ul style="list-style-type: none"> - Concentrations of mono-use commercial and industrial zones within the city in relation to poor communities. - Comparative population densities of sub-areas. - New building permits issued (single-use, mixed-use) for large scale developments (minimum size to be determined).
COMMUTING TIME AND COST DISPARITIES	<p>The spatial distribution of employment, commerce and shopping opportunities can exclude the poor, as commuting times and costs determine access for those with limited resources. Private sector employment in businesses and in private households is generated mostly in the wealthy parts of the city, while few private sector jobs are available in the poorer neighbourhoods. Travel-to-work costs can dramatically reduce the incomes of low-wage earners, making it impossible to seek jobs in far-fetched areas of town. Similar difficulties are experienced by traders that have to travel great distances to buy their products for resale. Shoppers looking to buy products that are not offered in their areas or who want to enjoy the comforts of the city centre or a shopping mall, are also excluded when commuting times are long and costs high.</p>	<ul style="list-style-type: none"> - Comparison of average travel-to-work/product-sourcing times in sub-areas. - Comparison of average travel-to-work/product-sourcing costs in sub-areas. - Comparison of average travel times to the closest shopping district/shopping mall (minimum number of shops to be determined) in sub-areas. - Comparison of average travel costs to the closest shopping district/shopping mall (minimum number of shops to be determined) in sub-areas.



INDICATOR	RATIONALE	DEFINITION
POROUSNESS/PERMEABILITY OF PUBLIC AND SEMI-PRIVATE SPACES	<p>Due to safety concerns, or under an umbrella of exclusivity, an increasing number of public spaces are being closed off and access regulated to exclude individuals not fitting the desired profile. The rules according to which access is granted are often not transparent and decisions are rarely questioned. The mere existence of access controls deters and thereby excludes portions of the population. As public spaces are, by definition, open for the public, closures and access controls are highly questionable and convincing justification should be made in every case.</p>	<ul style="list-style-type: none"> - Percentage of public parks, sports facilities, plazas/squares that have restrictions on admission/access (door policies: e.g. appropriate clothing). Extent to which access is limited. - Percentage of shopping malls, sports clubs, Business Improvement Districts (BIDs) with limited access (door policies). Extent to which access is limited.
COMPOSITE INDICATORS		
GINI COEFFICIENT AND LIVING STANDARD MEAS-	...	<ul style="list-style-type: none"> - The Gini Coefficient ranges from 0, which signifies perfect equality where every household has the same income, to 1, which signifies absolute concentration (where one household earns all the income and other households earn nothing). - The Living Standard Measure (LSM) is a composite index consisting primarily of a set of indicators relating to the ownership of household durable goods. The LSM segments households into ten categories, with LSM1 being the most deprived and LSM10 being the least deprived.
HUMAN DEVELOPMENT INDICATOR (HDI)	...	<p>HDI is a composite index of economic and social well-being based on life expectancy, educational attainment and a decent standard of living. The index is measured on a scale of 0 to 1, with 0 being the lowest level of development and 1 the highest level.</p>
QUALITY OF LIFE	<p>In the two years since the release of the State of the Cities Report 2004 (SACN), there has been an interest in producing quality of life studies at the municipal level. These are important instruments helping municipal decision-makers get a better understanding of their residents.</p>	...







AFTERWORD

This report is published at time when South Africa is experiencing, first hand, the consequences of rapid urban growth combined with in migration and poverty.

Xenophobic clashes are a clear reminder of the need to place inclusivity high on the agenda of city governments.

Throughout this report, there are accounts of both inclusivity and exclusivity in cities. The African metropolis is a place of coming together and tearing down. We have seen how colonial histories, traditional practices and contemporary lifestyles bring with them opportunities and constraints. We have discovered ways to balance, grow and support our urban environments – sometimes planned and other times organic. This interplay between the abstract and

the concrete demonstrates the importance of the mutually reinforcing relationship between the different stakeholders who play in the two spaces.

One of the key points that emerged from the Inclusive African Cities conference is that the boundary between exclusion and inclusion is not always clear, and it's not always possible to know when an inclusive city has been realised. The work presented here is a vital step forward, as it defines an inclusive city and develops a set of indicators to measure inclusivity.

However, we have also learned that the notion of inclusivity is not a static one – new inclusivities and exclusivities show themselves every day. SACN's Inclusive Cities programme will continue to play an important role in enriching this knowledge base.



ACKNOWLEDGEMENTS

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Inclusive African cities: challenges and opportunities in contemporary urban Africa is compiled from discussions and papers presented at the Inclusive African Cities Conference. Speakers and papers presented at the conference include the following:

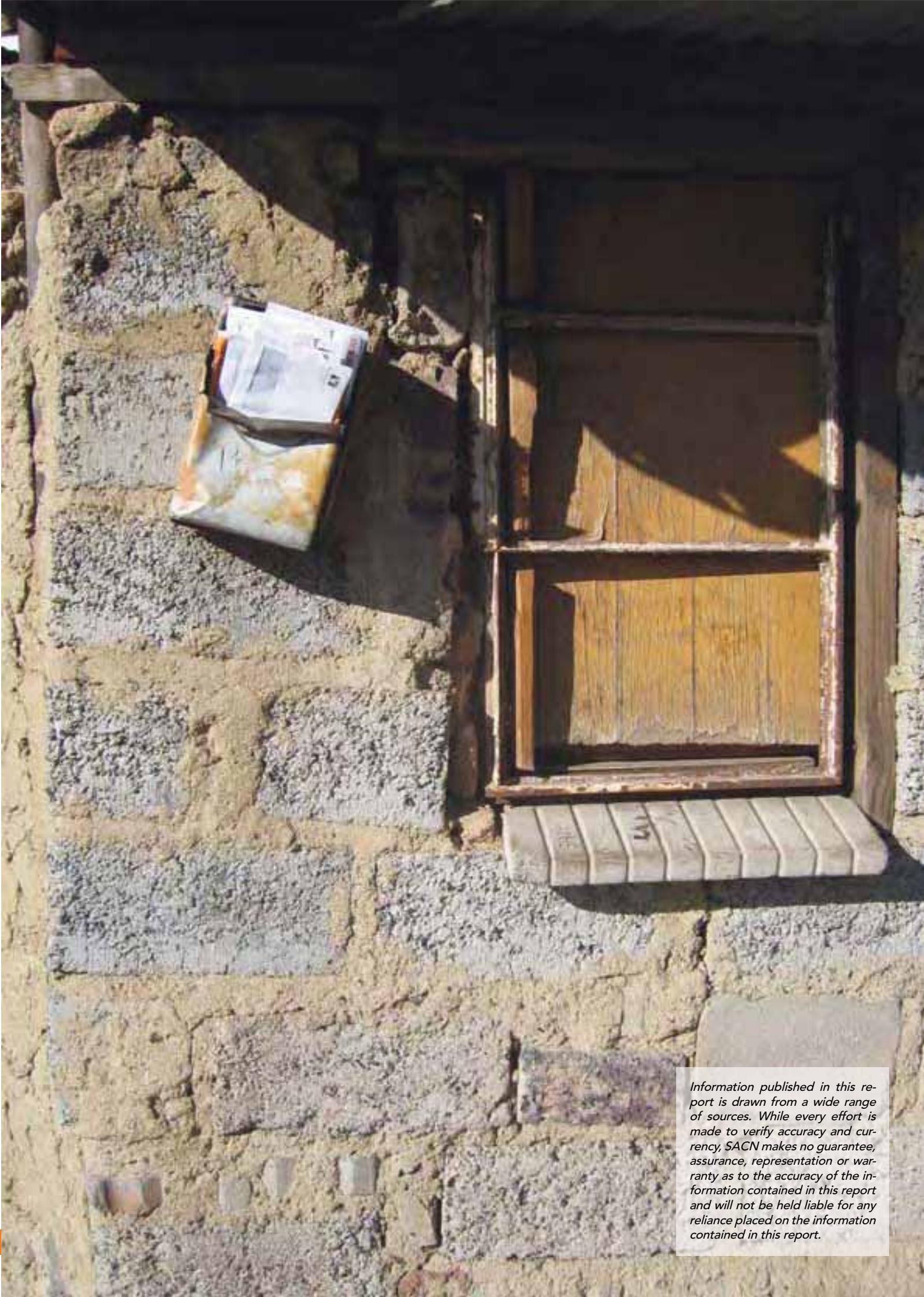
Gbemisola Adeoti: *"People of the city: politics and the urban experience in contemporary Nigerian literature"*
 Rufus Akinyele: *"Access to land and urban experience in Lagos: the White Cap Chiefs, the land grabbers and the victims"*
 Cecile Ambert: *"HIV, Aids and urban development issues in sub-Saharan Africa- beyond sex and meds: why getting the basics right is part of the response!"*
 Richard Ballard: *"From nominal to substantial participation/achieving inclusion in the context of exclusion, gated communities in SA"*
 Belinda Bozzoli: Deputy Vice Chancellor Research, University of the Witwatersrand
 Sarah Charlton: *"Inclusion through housing: limitations of the South African housing programme in the current urban context"*
 Catherine Cross: *"Formal and informal settlement dynamics of the post apartheid city: some possible lessons for international practice"*
 ESD Fomin: *"Cultural spaces where diverse groups interact and speak to each other: The case of Douala City in Cameroon"*
 Steven Friedman: Research Associate IDASA
 Lea Wambura Kimati: *"Widening the democratic space: struggles by the urban poor of Nairobi, Kenya"*
 Wilbard Kombe: *"Informal urbanisation and infrastructure provision in Dar es Salaam: challenges and opportunities for development of an inclusive city"*

Detlev Krige: *"Citizens or consumers? The everyday construction of identities in contemporary Soweto"*

Alan Mabin: Head of School, Architecture and Planning, University of the Witwatersrand
 Colin Marx: *"Conceptualising the economy to make urban land markets work for the poor"*
 Councillor Nandi Mayathula-Khoza: Member of the Mayoral Committee for Community Development in the City of Johannesburg
 Winnie Mitullah: *"Socio-economic engagement in 'illegal' city spaces: the case of street vending and informal trade in Nairobi"*
 Christopher Sama Molem: *"Negotiating livelihood in African cities: innovative responses by the youth in Douala-Cameroon"*
 Anna Muller and a member of the Shack Dwellers Federation of Namibia: *"Securing inclusion: strategies for community empowerment and state redistribution"*
 Catherine Ndinda: *"Housing conditions of AIDS orphans in KwaZulu-Natal: implications for inclusion in local government housing plans"*
 Laury Lawrence Ocen: *"Cosmopolitan verses homogeneity: emerging opposites in the global African cities"*
 Udesh Pillay: Executive Director Urban, Rural and Economic Development, Human Sciences Research Council, Pretoria
 Lone Poulsen: *"A room in the city: strategies for affordable accommodation"*
 François Roubaud & Jean-Michel Wachsbarger: *"Democratic citizenship in the poorest neighborhoods of Antananarivo (Madagascar)"*
 Lauren Royston: *"Land market exclusion? Local land access and transfer institutions"*
 Abdou Maliq Simone: Sociology, Goldsmiths College University of London
 Janet Prest Talbot: *"Children as participating citizens in a child-friendly city"*
 Melanie Samson: *"Expanding the delivery of waste management services, creating new forms of exclusion"*
 Alison Todes: *"Including women*

(dis)junctures between voice, policy and implementation in integrated development planning"

Jo Veary: *"Hidden spaces: lessons learnt from an innovative research-informed public health intervention for a population of domestic migrants residing in the inner city of Johannesburg"*
 Dominique Vidal, presented by Aurelia wa Kabwe Segatti: *"Living in, out of and between two cities: the migrants from Maputo in Johannesburg"*
 Tunde Williams: *"Spatial distribution of Freetown: A post-colonial city-state"*
The intercultural city yet to come: Lessons from Liverpool case studies based on: Film Presentation by Leonie Sandercock, Professor of Urban Planning, University of British Columbia, Vancouver Canada; presentation by Richard Brecknock, urban designer. Reference: Department of Arts and Culture, Republic of South Africa, 'Draft Position Paper: the DAC's Approach to the Creation of Sustainable Human Settlements', 4 April, 2008: available at www.dac.gov.za.
Measuring the Inclusivity of Cities: table adapted from draft paper *Inclusive Cities/Inclusivity Indicators* (2007) by Arndt Husar, with the following sources noted:
 - UN-HABITAT (2002): *The Global Campaign on Urban Governance: Concept Paper (Second edition)*
 - UN-HABITAT (2004): *Urban Indicators Guidelines. Monitoring the Habitat Agenda and the Millennium Development Goals. United Nations Human Settlements Programme. Nairobi*
 - UN-HABITAT (2006): *A Guide to Setting Up an Urban Observatory. UN-HABITAT. Nairobi*
 - UN-HABITAT (2006a): *Disaggregating Governance Indicators. Why Local Governance is Important and how it can be Measured. Paper by Shipra Narang, Urban Governance Section, United Nations Human Settlements Programme.*



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