



3 | THE CITY COMMUNITY: BUILDING BRIDGES TO SUSTAINABILITY

Akhtar Badshah
Sheila McNamee
Jane Seiling

“Living in cities is an art, and we need the vocabulary of art, of style, to describe the peculiar relationship between man and material that exists in the continual creative play of urban living. The city as we imagine it, the soft city of illusion, myth, aspiration, nightmare, is as real, maybe more real, than the hard core city one can locate on maps in statistics, in monographs on urban sociology and demography and architecture. Yet the hard facts of cities tend to be large, clear and brutal.”¹

The Challenge for Cities

Cities in Asia and the Pacific Rim are growing at a staggering rate to a magnitude not contemplated by most planners not all that long ago. The rapid investment in commerce, tourism and industry in the context of infrastructure, globalization, in-migration, and environmental impact has created challenges in Asia and the Pacific Rim. These challenges, if left unapprised, will have politically and socially destabilizing effects as well as lead to an unsatisfactory quality of life. Despite impressive economic growth statistics, there are more poor families in Asia than in the rest of the world combined.

The consequences of poorly managed urbanization have become clear. Cities in the region face shortages of housing, water and power; inadequate transportation; lack of public safety; unemployment and underemployment; increasing traffic; uncollected garbage; and concentrated smog. This phenomenon is even more significant considering the disproportionate concentration of economic activity that is centered in and around cities. Underlying the more obvious causes for this lag are excessive government intervention, lack of investment in infrastructure and skill building, and fundamental problems in the decisioning processes that shape the contours of the local political economy. These challenges include:

- mistrust and the lack of a common perspective shared by key stakeholders;
- absence of a clear methodology to engage the stakeholders in a purposeful and substantive interchange;
- unclear mapping out of strategies;
- lack of leadership to lead and manage the urban decisioning process;
- poor transformation of ideas into solutions and solutions into results; and
- lack of a mechanism to exchange and leverage relevant global experience, thereby increasing the perceived costs—financial and cultural—of locally adapting and implementing solutions tried and tested elsewhere.

*Akhtar Badshah is an architect and urban planner. He is the executive director of the Asia-Pacific Cities Forum (APCF). He is the author of *Our Urban Future: New Paradigms for Equity and Sustainability*, London: Zed Books.*

*Sheila McNamee is Professor and Chair of the Department of Communication, the University of New Hampshire. Her publications include *Therapy as Social Construction*, Relational Responsibility.*

*Jane Seiling is an organization development consultant, author, and speaker based in northwestern Ohio. She is the author of *The Membership Organization: Achieving Top Performance in the New Workplace Community* (Palo Alto, CA: Davies-Black Publishing).*

The economic, political and social context in which the city operates is also changing rapidly. The high rate of growth is creating problems that far surpass government resources to solve (generally based on tax and tariff models). The ability to draw foreign direct investment to a city is predicated significantly on government's ability to improve the infrastructure and create opportunities to support new economic activity. Politicians are increasingly being held accountable for their performance by better informed and more demanding constituencies, and central government intervention is disappearing, being replaced by decentralization and devolution policies and creating a need for a new development framework for cities.

Four Major Trends

1. 4.2 billion of the world's 7 billion population in the year 2010 is projected to be in the Asia and Pacific region².
2. About half (45%) of all GDP growth globally will take place in Asia. By 2010, it has been suggested, eight out of the world's ten largest economies measured by GDP at purchasing power parity—China, Japan, India, Indonesia, the Republic of Korea, Thailand, Taiwan, and United States of America—will belong to the Asia-Pacific region. The other two will be Germany and France.
3. By 2010, 43 percent of the population in Asia will live in cities³.
4. 33 cities in Asia and Pacific region will have populations greater than 5 million (compared to only six European cities)⁴. Mexico City, Mumbai, Shanghai and Tokyo will each have 20 million people. Beijing, Dhaka, Jakarta, Manila, Tianjin, Calcutta, and Delhi will have more than 15 million.

In contrast to this bleak picture, local, state and national leaders in Asia and the Pacific Rim are beginning to take up the challenge. Bold moves are being made by some municipal and national leaders to recognize and address issues in ways departing from those that have proven ineffective. The needs for leadership, reorganization of resources, and structural changes to the urban vision are being accepted in cities in Asia and the Pacific Rim. Refocussed initiatives are appearing in city after city, giving rise, not only to hope, but to tangible results.

Mayors and city managers are transcending their traditional roles and embracing new and innovative ways of governing by:

- encouraging partnerships and creatively harnessing the private sector, both domestic and international, NGOs and private voluntary organizations;
- mobilizing and leading the city residents, not only as consumers of services, but as advisors, facilitators and implementors of change; and
- adopting an active procedure for achieving desired consensus in shaping the city's future, as opposed to the current reactive and passive stance.

Multiple Roles of Mayors and City Managers

Mayors and city managers are now invited to see themselves in new, more diverse roles of leadership. These roles involve "gesturing for involvement" of all members of the city community in creating a city that is envisioned and designed by all who are excited about the possibilities of a future not seen as possible in the past. The mayors and managers are now playing multiple roles of entrepreneur, conductor, cook, magician, doctor, inventor and partner.⁵ As entrepreneurs, the managers and mayors are working with the private sector to develop both the formal and informal economies. As conductors, they are developing a good ear to discern silent majorities from noisy minorities. As cooks, they are seeking out different ingredients and trying new recipes, creating new possibilities for the future. As magicians, they are balancing multiple complaints and needs against an inadequate budget while hearing and seeing new ways of expanding already stretched resources. As doctors, they are always on the alert for common urban planning "diseases" while seeking the input and involvement of their city-partners in addressing these diseases and refiguring them as potential opportunities—or to avoid them altogether. As inventors, they are creating new processes, partnerships and alliances to seek solutions for old problems and issues that have in the past been accepted as formidable and impenetrable.

The Challenge

The future of our cities could define the future of human development. Our challenge is not to tame cities, but to use every resolve and human ingenuity to make them functional within the limits of nature. Making it happen is a priority challenge facing all governments, city administrations, private sectors and communities at all levels.

The challenge is to leverage carefully targeted education, research and practice to help mayors and city managers to understand and outline their evolving roles, encourage potential partners to step forward, and accelerate the overall process of change. In 1996, mayors from 135 cities around the world declared that it was necessary to bring together all civic leaders to review the social development situation in their city; develop commitment to a common plan of action and review, and, if necessary to improve mechanisms for:

- inter-sectoral coordination of social services at the city level to support communities and families at risk;
- the representation and full participation of poor and minority groups through democratic processes in the governance of the city and particularly in the planning and management of programs which affect them; and
- mobilization and coordination of support from private and informal sector businesses and civil society organizations of all kinds, including training and support for community organizations.⁶

To date, no regional network is bringing together as partners government, business, civic organizations, academia, and media leaders to address the challenge of growth and sustainability in cities of Asia and the Pacific Rim.

Moving to Action—APCF as a Catalyst for Change

To address this need, the *Asia-Pacific Cities Forum (APCF)* has become a reality. The APCF has accepted the challenge to create an action-oriented partnership linking business, government, civic organizations, academia, and media leaders in Asia and the Pacific Rim region. Its mission is to act as a catalyst whereby the partners are able to leverage their respective resources collectively to a degree not achievable individually. APCF's initial role is to assist cities and communities by facilitating the establishment of an activist network among all stakeholders in urban development. In doing so, the optimal assembly of resources will be enhanced to the end of supporting cities in the achievement of their respective sustainable development goals.

A Vision of Citizenship

We would like to outline a vision of citizenship where people are part of the decision-making process in cities and where all members are responsible for actively contributing to the well-being of the city and in achieving an ascending spiral of living standards. APCF sees cities developing through the empowerment of its people so that they can create their own identities and their own institutions. This vision is people-centered, gender conscious and seeks a development strategy that nurtures sustainable and equitable growth. It is based on our experience that people and communities all over the world struggle against civic decay and constantly seek to develop new ways of solving their urban problems.

Amidst all of the gloom one sees in cities there are rays of hope, most visible through an outpouring of promising new development programs. *Underlying the majority of these programs is the conviction that no amount of government or private money will make much of a difference unless the people who now live in squatter settlements and other blighted areas take the lead in improving the living conditions in their settlements.*⁷

We embarked on this journey to develop the notion of a "city community" years ago, differently in our own careers, as educators, researchers and professionals.

The visions of the "city community" were first explored in the book *Our Urban Future: New Paradigms for Sustainability and Equity*¹⁵ (Akhtar Badshah, 1996). During this exploration, by talking to residents, community leaders, local organizations, city authorities and business leaders, it was learned that a vast resource of human vitality and creativity exists that is largely untapped.

It was also observed how, with a little help, civic life regenerates itself and the community is revitalized. However, the conventional solutions that most urbanists develop are missing three vital elements: creativity, energy and, oftentimes, urgency. This is because the most prevalent approach to address the local concerns is a "problem-solving"

approach. This problem orientation has its limitations. By the time the problem is identified, the causes analyzed, and the plan of action formulated and implemented, the original problem is often no longer the problem. The community's needs have changed. The community remains in a catch-up mode of solving problems that are based on past needs and complications—not focusing on what needs to be done to make a better future.

Inquiry as a Catalyst

New approaches have begun to emerge particularly in the organizational development field. These can allow us to re-evaluate the "problem-solving" approach with an "inquiry" approach and make it possible to expand beyond past limitations to new visions and possibilities of the future. Inquiry focuses on:

- *Discovering*, understanding and valuing unique strengths and weaknesses, and opportunities and threats about their cities, their communities and their work.
- *Challenging* the status quo and thinking outside of conventional boundaries to implement innovative solutions.
- *Creating* social infrastructure, that embodies common values and that are responsive to both internal and external aspirations.
- *Constructing* the future with all of the stakeholders through continuous learning, adjustment and improvisation in the service of shared ideals.

The City Community⁸

The shift in Government's role as providing all functions and services, to empowering citizens to take ownership in the community is the ultimate objective of the City Community theory.

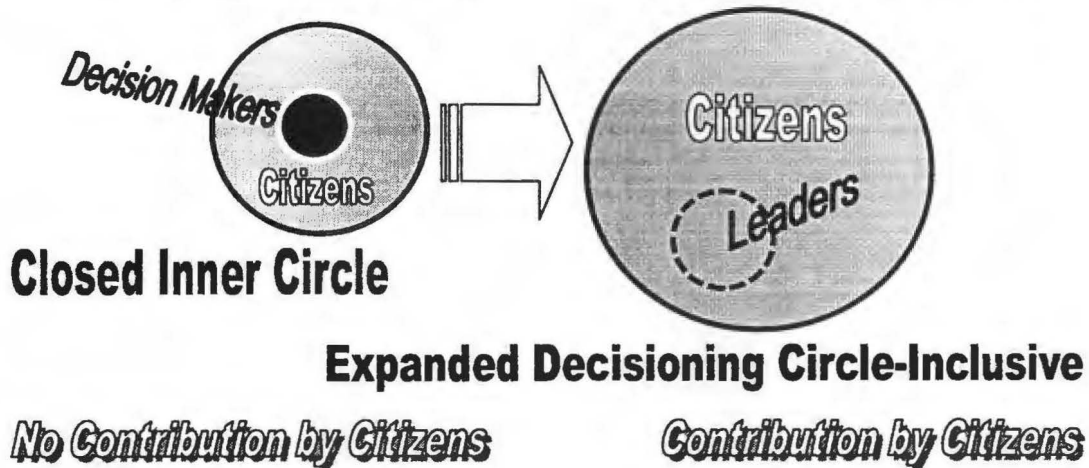
The idea of a "city community" is quite simple. The term "community" has represented connections across groups for centuries. In the context of the city, the term simply calls for the expansion of the decisioning circle to the edges of the community; creating a circle of inclusion that makes it possible for all stakeholders to, first, recognize and be acknowledged as stakeholders and second, actively choose to participate and contribute to the development of their city. The power pyramid of the past is replaced with a circle where leaders still lead but they are not necessarily located in the center of the circle. These leaders knowingly seek the information and involvement of city community members across the circle and extend their invitation to the edges of the circle to include all citizens willing to participate. It is understood that it is through these actions of interdependence across the circle of involvement and inclusion that the successful city community of the future is possible.

The City Community is purposeful and evolutionary with several interrelated and inseparable tasks:

The City Community

Centralized Decisioning Process

Open Decisioning Process



- the development of an administrative system, an environmental system and a relational system that tie to the future vision of the city;
- the development of a communal awareness and understanding of the urgency of the individual and collective role in increasing the livability of the city community;
- develop an awareness and expectation of socially responsible behavior that integrates the logic of the moral city in which all people in spirit and harmony can be hopeful, define their humanity, fulfill their potential and gain the ultimate pride, worthiness, and self respect; and
- the development of larger partnerships and connections, both internally and externally, which impact the common good of the city, the nation, the region, and the world.

Cities are evolving to a comprehension of the "nested nature" of systems. The reality is that the above four developmental tasks are essential to the involvement and empowerment of the citizenry in addressing future challenges. In doing so citizens can achieve higher levels of livability and survivability for themselves individually and the city community as a system.

Like other points in history which cause certain approaches and issues to rise to popularity in our attention cycles and on our agendas, there is a confluence of ideas now occurring which Patricia McCarney has described as an "Assembly of Ideas."⁹ This confluence of ideas is partly, but not exclusively, a response to the forces emerging at the global, national and

local levels. For example, in the scholarly community we now observe a consideration of new directions in development thinking; within the community of international donor agencies we see a review of experiences and a shift in emphasis; and governments and practitioners alike demonstrate instinctive inward examination to contemplate the re-engineering processes at work around them.

As national and local governments around the world are forced to reduce spending on infrastructure and municipal services, partnerships between government, the private sector and community-based organizations increasingly are seen as crucial to urban development and management. By inviting diverse constituencies to sit at the same table and collectively inquire into possibilities, a shared vision can be formulated and innovative solutions can be found making possible cities that are more economically vibrant, socially stable and healthy with an enhanced and engaged citizenry.

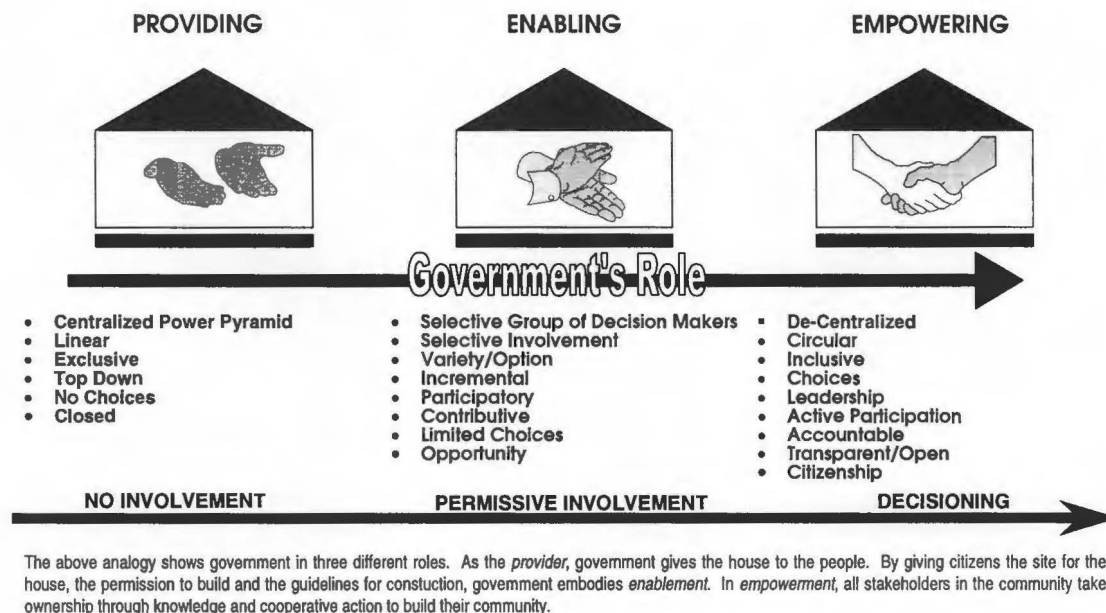
Urban-Decisioning: Enablement to Empowerment

Through empowerment, new citizens may well lead the way to an economically and environmentally sustainable city.

The urban-decisioning framework in the city community is based on the concept of empowerment of all stakeholders to actively engage in making their cities and communities livable. The concept of empowerment is based on the understanding that most human investments, activities and choices, all of which influence the achievement of

New Urban Decisioning Paradigm

The Shift from Providing to Enabling to Empowering



development goals and the extent of environmental impacts, take place outside 'government.'¹⁰ The emphases on "empowerment policies" rather than enablement has received support from the growing recognition that democratic and participatory government structures are not only important goals of development but also play an integral role in the achievement of such development.

Empowerment policies give governments and the people they serve a shared role in setting the framework for urban development while emphasizing a lesser government role in providing the investment. Government has the central role of leadership, creating the environment where change is seen as possible in an atmosphere of openness and urgency. Through empowerment, the people support and expand the multiplicity of large and small initiatives, recognizing that the investments and expenditures of individuals, households, communities, businesses and voluntary organizations are imperative to the achievement of the envisioned city community.

Participation and empowerment are inseparable since popular priorities and demands will exercise major influence on the development of effective and flexible growth-oriented policies. In an empowered environment "citizens" actively pursue the expansion and growth of their broader community context together through alignment, assumption of leadership, and advocacy (promotion) of their welfare and progress.

Sharing a Common Purpose of Livability

People need only be empowered to offer their contributions and creativity to the growth and vitality of the city.

The envisioned city community offers an environment where partnerships are promoted among different stakeholders and advocacy groups. In this new city community pride and commitment are expanded through shared and understood responsibility, trust and accountability. The new city community relationship is based on acceptance and acknowledgment as well as belief in and commitment to the concepts of community. Here the concept of community embraces feelings of respect, concern, connection, responsibility, self-worth, capability, and ownership. Acceptance of city community citizenship generates involvement and increases the spirit of volunteerism to stretch across the circle of inclusion.

According to Gerard Pinchot, "community is a phenomenon that occurs most easily when free people with some sense of equal worth join together voluntarily for a common enterprise."¹¹ The creation of a process by which diverse groups of participants and communities can pursue their common purpose of livability can become the central theme in the new "city community." This process makes a sense of equal worth possible. Through the process of empowerment and participative implementation, citizens learn that a positive, self-vitalizing civic culture can be created and mobilized to transform a city. *Partners for Livable Communities*¹² identifies five steps which a community can undertake in a

comprehensive urban decisioning process:

- Step One: Develop a Community Vision through Public Participation
- Step Two: Set Community Benchmarks and Performance Indicators
- Step Three: Undertake Comprehensive Action Strategies
- Step Four: Adopt a Regional Perspective
- Step Five: Establish a Stewardship Body

It is obvious that a rethinking in the way cities are structured and managed will not transform existing city organizations. Rethinking how people think and the language they use to redesign their own thought processes about their cities may begin the transformation. In the end, action must be taken. Creation of an empowering environment in cities through open communication systems connects all stakeholders and partners among the different urban actors.

This will generate action and lead to measurable accomplishments. Partnerships and alliances that will make it possible for advocates to promote the possibility of "cultures of excellence" in our cities.

It is via advocates as "agents of change" that we will be able to eliminate poverty; increase livelihood opportunities for all; develop open systems of urban governance; protect and regenerate the urban environment; and empower women and other disenfranchised groups as valued partners in bringing change to our city community.

Principles of City Community Citizen

The empowered citizen:

- is inclusive, flexible and integrative
- invites social cohesion through collaborative partnerships
- asserts cultural, religious and ethnic identity in cities
- increases social capital by valuing trust, norms, and networks
- encourages women, children, the elderly, and other disadvantaged groups to participate in urban decisioning processes
- is committed to the welfare of the community even in the face of overwhelming challenges
- participates in the setting and realization of goals for the common good
- portrays their city community as an ascending spiral of living standards

Every Citizen is a Change-Agent and a Potential Leader

Working Well in the Circle of Inclusion

It is through actions of city community citizens and the willingness to be change-agents that the circle of inclusion occurs, making it possible to identify new ways of working well together. Within the circle of inclusion, the city community is faced with identifying new ways of working well together. It is through establishing new ways of being together in the city community that partnering becomes

possible. Whether they are intra- or inter-city partnerships, there are strong needs for openness, new possibilities, shared opportunities, and the realization that there will be times of confusion and complexity. Within the city community, citizen willingness to participate is seen as imperative to the achievement of citizen-visioned goals.

For this reason, openness will require information and understanding of past strengths, current opportunities and shared visions of the future. Leaders and citizens alike will see the benefits and drawbacks of what is seen as possible; challenges will be seen as opportunities to work together toward the envisioned new cities; and confusion and complexity will be seen through the lens of "working toward a moving target."

To make it possible to deal with a moving target, relationships and multiple partnerships must happen across the city community circle. Partnerships across blurred lines of status and power are possible when all voices are heard and all contingencies actively participate in the governance and revitalization of the city. Behaviors that make effective partnerships possible are based on the following assumptions.

Assumptions for Effective Partnerships¹³

Contribution: All citizens contribute to (or take away) from the well-being of their city community, wherever they are within the circle of inclusion.

Motivation: Positive citizenship behaviors happen when citizens feel significant (important) to the achievement of a better city. To feel significant, citizens 1) are challenged (invited) to perform as contributing partners in bringing change to their city; 2) accept opportunities to be personally empowered to take action from where they stand; 3) feel competent to take action to improve their community. Significance is important wherever the citizen stands in the citywide circle of inclusion.

Decisioning: Citizens understand the need for considering the human, societal and financial elements of making decisions based on consideration of short and long term outcomes for the betterment of the city community.

Relationship: Establishing connecting relationships that work is the responsibility of all citizens. Positive relationships add energy to partnerships at the individual, group, local and global community level.

Leadership: Chosen, assigned leaders still lead, while it is understood that leadership happens at every point in the community circle. Every citizen

has the potential of being a catalyst for betterment and an agent for change.

Accountability: Citizens are willingly and individually responsible and accountable for the process of achievement of the city community vision of the future.

Advocacy: Citizens willingly influence others by promoting their city and their urban partners in the process of change. Advocacy is a catalyst for creating positive economic and societal opportunities that transcend past realities while actively inviting the participation of all citizens into the process of achieving change for their city community.

Good Corporate Citizenship as a Win-Win Proposition

It is evident that governments and municipal agencies alone will never be able to cope with the growing demands. A partnership with the private sector, at least in the urban areas, is no longer an option but a necessity. It is only with the assistance and participation of the private sector that most developing countries will be able to meet the growing needs of urban dwellers and, in the process, address the most pressing sustainable development challenges of the 21st century.

One sector of society that needs to be motivated to become a contributing stakeholder in the urban decisioning process is the corporate sector. Until recently, corporations were not interested in participating in urban reinvestment efforts. Now, however, many are joining with government and community groups as partners in revitalization strategies. In part, this is an acknowledgment that business is a stakeholder in the success or failure of the entire urban region. A corporation's headquarters can be jeopardized by the deterioration of surrounding neighborhoods, and the productivity of its work force threatened when the locale's quality of education is poor and its youth are drawn into criminal activity. Conversely, a community can fall into economic despair if a significant industry experiences financial troubles. For example, many cities have felt tremendous economic impacts after the closure of a factory that employed a large number of citizens or provided crucial income to the city's tax base.

While corporations cannot replace government or community organizations as funders or policy designers, they possess a focused energy and goal orientation that can help galvanize government and community efforts. Where a clear, long-term benefit to all stakeholders is identified, corporate partnerships based on trust, accountability, transparency, and a sense of shared purpose, can be a powerful tool in support of sustainable urban development. Increasingly, they are becoming partners and contributors in efforts to create

sustainable cities. How does the private sector play a responsible role in the urbanization process and serve the interest of the community? What kinds of partnerships need to be formed to ensure equitable and sustainable urban environments?

Surprisingly there is also another movement that is taking place. Since the Rio Earth Summit, there has probably been greater and more fundamental change by the business sector's approach to environmental issues than in any other sector. While there are far too many companies—major players as well as millions of small-scale enterprises—that are adding to the planet's environmental problems with little thought of their consequences, a growing number of corporations and small businesses have made a genuine and substantive commitment to managing and improving their environmental impacts. For many it is a commitment which recognizes not only the responsibilities, but also the business advantage of environmental leadership.



The Potential Roles of the Private Sector

The private sector has a critical role to play in the drive towards environmental sustainability. It is a role that is threefold. The three greatest sources of environmental problems are poverty, unsustainable production and consumption patterns, and a lack of innovative green technologies. The private sector has a major contribution to make in tackling all three of these issues. They can promote environmental sustainability by:

- Investing in cleaner production and promoting more sustainable consumption patterns.
- Developing products that are "green", consume less energy and materials, and have fewer environmental impacts than conventional technologies and methods.
- Helping to tackle poverty through its contribution to economic and human development.

It is important to note that business can play other roles in addition to generating revenues and seeking profits. They can widen economic opportunity and participation, invest in human capital, promote environmental sustainability and enhance social cohesion. By investing in stakeholder partnerships, with both primary and secondary stakeholders, they can play a valuable role in enhancing a company's reputation, competitiveness, productivity, efficiency, risk

management, innovativeness and long-term survival. Such partnerships can range from:

- Commercially-driven alliances and joint ventures
- Socially-driven alliances and joint ventures
- Ventures which combine both commercial and social objectives

The Societal Benefits of Stakeholder Partnership Increasing Efficiency, Effectiveness and Equity

Public-private partnership can help to achieve greater efficiency by:

- Eliminating duplication of cost and effort
- Pooling scarce financial, managerial and technical resources
- Optimizing "division of labor" and burden sharing
- Decreasing costs associated with conflict resolution and societal disagreement on policies and priorities
- Creating economies of scale
- Promoting technology co-operation
- Facilitating the sharing of information
- Overcoming institutional rigidities and bottlenecks

They can also help to improve effectiveness by:

- Leveraging greater amounts and a wider variety of skills and resources than can be achieved by different groups and sectors acting alone
- Accommodating broader perspectives and more creative approaches to problem-solving
- Addressing complex and interdependent problems in a more integrated and comprehensive manner
- Shifting away from "command and control" to more informed joint goal-setting
- Obtaining the "buy-in" of beneficiaries and local "ownership" of proposed solutions, thereby ensuring greater sustainability of outcomes
- Offering more flexible and tailored solutions
- Speeding the development and implementation of solutions

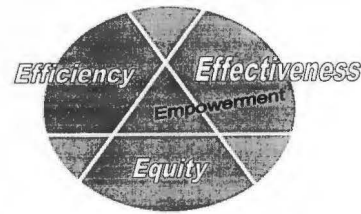
They can facilitate increased equity by:

- Improving the level and quality of consultation with other stakeholders in society
- Facilitating broader participation in goal-setting and problem solving
- Building the mutual trust needed to work through diverse, often conflicting interests, towards shared responsibilities and mutual benefit

Source: Business As Partners In Development, Prince of Wales Business Leaders Forum, 1996

The possibilities of the types of partnerships and alliances are as yet being explored. The sustainable benefits from these partnerships are untested. A number of recent partnership-based projects have led to some innovative projects with measurable impacts. These global partnerships have provided

The "4 E's" of Stakeholder Partnerships



City Community "Sustainable Cities"

inspiration and tangible proof that innovation in strategic decisioning and collective efforts can have positive and significant impacts on communities.

Several case studies have been compiled in short synopsis and are included in the appendix of this document.

The potential for social, economic and environmental progress is open to ongoing and constructive interaction by those capable of exercising a positive impact on urban societies. The cities in Asia and the Pacific Rim are expressing an increased and demonstrated interest in pursuing these efforts.

Assumptions about the Private Sector

In order for the private sector to become an ally, contributor, and partner in the task of sustainable development, several myths must be eliminated from the discourse of policy-makers, development practitioners, and business people. Some of the most entrenched myths include:¹⁴

- Subsidies that distort the economy, preempt a proper role for the private sector, and contribute to unsustainable development strategies occur exclusively in developing countries.
- The potential role of the private sector is difficult to realize in many countries because of people's traditional views regarding what areas are the responsibility of governments and what areas should be left to the private sector.
- Investing in sustainable projects is risky, unprofitable business.
- Market mechanisms alone, if left free to act, will ensure that financial flows become environmentally and socially sensitive.
- Given the right market mechanisms, financial markets will automatically work in support of sustainable development.
- The private sector is, for the most part reluctant to adopt sustainable development practices and is not in favor of economic instruments and environmental standards.

These and other myths highlighted by Luis Gomez-Echeverri represent some of the serious obstacles to a greater and more positive collaboration of private sector in sustainable urban

development. Debunking these myths would be an open way for a more realistic and fruitful interchange. It will also help bring down to reality those who think that the private sector can do everything, as well as those who think that the private sector can never be trusted. As long as these views prevail, the proper role of the private sector will never be fully realized.

The *Asia-Pacific Cities Forum* (APCF) is an attempt to facilitate an ongoing constructive interchange that will hopefully result in a change of attitude that will make governments, communities, international organizations and others more open to the private sector and its potential role in sustainable development.

Conclusion

"The worrisome issues arising from urbanization are within our collective capacities provided we do not shrink from the challenge."

We would like to highlight four messages within the city community framework. There are four main themes that we have developed for your consideration. We hope these will become the framework for APCF and its work.

- First Message:* To achieve the "city community," government leaders will have to open up the process of decisioning and expand the inner circle to include all of the stakeholders and the citizens.
- Second Message:* We are moving towards a new development paradigm of empowerment, which includes the expansion of men and women's capabilities and choices, and increases their ability to exercise those choices free of hunger, want and deprivation. It also increases their opportunity to participate in, or endorse, decisions affecting their lives and the resources to implement them.
- Third Message:* The corporate sector will have to play its role and view cities as their investment and thereby participate in its well being. A healthy city is a healthy workforce, and an educated city provides an educated and trained workforce, leading to increased productivity and possibilities.
- Fourth Message:* To achieve empowerment and an improved and sustainable quality of life in cities there must be stakeholder partnerships. These partnerships achieve greater efficiency, improve effectiveness and increase enrollment and equity.

It is not being suggested that "city community" status will be attainable in the short term. The suggestion is that multi-stakeholder partnerships can help promote the status of the city community. This is an effort to transcend traditional roles

while seeking previously unseen possibilities in the future and is significant to the purpose of the establishment of the *Asia Pacific Cities Forum*. Moving away from the problem-solving mode of managing our cities and making it possible for new partnerships and alliances to be established both within the circle of inclusion and across city and country boundaries creates opportunities for propositions of a future that is hopeful.

This is an extraordinary time in cities. It is increasingly clear that neither governments nor communities can meaningfully solve their "urban problems" independent of one another. Establishing global network linkages of people, institutions, resources, and information to nurture a sustainable, city community is now possible. The *Asia Pacific Cities Forum* invites you to explore with us the myriad opportunities for creating new visions of accelerated change processes for the cities of the Asia and the Pacific Rim.

Case Study I:

*The Orangi Pilot Project, Karachi, Pakistan*¹⁵

For well over a decade, a nongovernmental organization (NGO) called the Orangi Pilot Project (OPP) has demonstrated that, when community interest and resources are mobilized, low-income settlements can greatly improve their own access to environmental services, health care, and employment. Located on the northwest periphery of Karachi, Orangi is the largest of the city's approximately 650 low-income settlements known as *katchi abadi*. Orangi was first developed in 1963 as a government township of 500 hectares, but it has since swelled to 3,200 hectares with an estimated population of about 800,000 living in 94,000 houses.

OPP's approach is based on the conviction that people organized in small groups can help themselves, and that if social and economic organizations within a community are strengthened, services and material conditions such as sanitation, schools, clinics, and job training will begin to improve, as will employment opportunities.

OPP started its work in Orangi in 1980 with a low-cost sanitation program, and spent the next four years working with all segments of the community one lane at a time organizing residents into groups of 20 to 40 families to build trust and confidence that OPP was going to be a permanent part of the community. With this approach, between 1981 and 1993 Orangi residents under OPP guidance installed sewers serving 72,070 of the 94,122 houses. To achieve this, community members spent more than US \$2 million of their own money and OPP invested about US \$150,000 in research and extension technologies.

After the initial success of the low-cost sanitation project, OPP staff undertook other projects that included: health and family planning for low-income women where OPP introduced mobile health training teams to train local women to become health activists for the neighborhood. Through

this approach 3,000 low-income families benefited and more than 95% of these children are immunized, 44% of the families practice birth control and infant mortality fell from 130 per live births in 1982 to 37 in 1991.

In 1984, OPP introduced the Women's Work Centers (WWC) to provide support and training for women stitchers and to eliminate the male contractors that paid the women substandard wages, often mistreating and sexually harassing them. The WWCs were set to deal directly with the suppliers and customers and OPP lent them machinery and supplies and assisted them in contacting clients.

In 1986, the home improvement program was introduced where the quality of bricks and roofing material manufactured by the local building material suppliers was improved by providing them with training, new machinery, and new appropriate technology. In this program also the local masons were trained to properly use these new materials. The end result being that most local building material manufacturers have been trained and most of the bricks and roofing material being sold to the community is very high quality.

OPP's approach to community development offers a model of how communities can assume responsibility for services formerly considered the responsibility of government. In none of these programs did OPP see its role as the provider of a particular service. Rather, the approach was that of empowerment of the community through effective partnerships, offering education and technical support.

Case Study 2:

*The Citra Niaga Urban Development Project, Samarinda, Indonesia*¹⁶

The Citra Niaga Urban Development Project is a successful land-sharing and urban renewal project involving government, a private developer and community partnership. The project redeveloped a slum in the city center located next to the port into a commercial complex with kiosks and stalls for the pavement traders who were living in the slum, new shop-houses, and a shopping complex. The owners of the shop-houses who had legal rights and the pavement traders who did not, were both accommodated in this project. The project has become the focal point of the city, where people gather in the evenings for shopping and entertainment. The project also provides a mix of commercial activity in keeping with traditional Asian markets.

The project was developed by the city authorities in order to solve the problem of rural migration and the resulting street hawkers that were choking the city streets. Utilizing land-sharing, the city authorities were able to address the issue of slum consolidation and urban renewal of central city land.

The formation of a cooperative and their participation in all aspects of the scheme was important in its success. The innovative aspect of this scheme was two fold: the

involvement of the local government, the central government, and the private sector; and the process undertaken to ensure the participation of families who occupied the area and had been selected to be part of the new scheme. The NGO worked closely with the community in identifying what their needs were, explaining the scheme to them, and showing them how they would improve their economic conditions at a cost no greater than what they had been paying to the local slumlords for water and other services. The project design reflects the traditional goteng royand, or mutual aid lifestyle, with cluster development for the commercial street hawkers and shop-houses. The scheme was planned as a self-cost recovery, self-sustaining and profit-making venture.

Citra Niaga serves as a model for successful land sharing, with people of all income levels accommodated, while ensuring the rights of the payment traders. In reclaiming prime land for public use, it not only managed to upgrade a crowded squatter settlement, but also developed a public plaza and shopping center in the heart of the city, and reestablished the link between the harbor and the city. It was financially viable, creating a profitable business venture while including the usually ignored social and ecological aspects. Citra Niaga demonstrates that even in small towns profits can be made if projects are well thought out and if innovative financing schemes, through a mixture of cross-subsidy and self-finance, are used.

This combination of creative land-sharing and urban renewal has produced a scheme which is not only financially successful, but has also provided that mix of commercial activity which is in keeping with the traditional Asian commercial fabric. Citra Niaga has therefore achieved a truly Asian urban development, and its relevance to other developing countries in terms of creating a shopping complex, a city center, squatter upgrading and an appropriate environment cannot be underestimated.

Case Study 3:

*Ecological Waste Management, City of Manila, Philippines*¹⁷

This is an innovative community participation and advocacy program to transform attitudes towards refuse disposal in crowded markets in low-income neighborhoods. This process was facilitated through extensive community organizing and financial incentives and with support of a wide range of stakeholders, including local government and private enterprise.

Metro Manila is a region of contrasts that in many ways epitomizes environment and development issues of urban centers in the developing world. The metropolis generates over 6300 tons of solid waste daily, but its sanitary landfills can accommodate just over half that amount.

In the ecological waste management approach being introduced in Manila, composting and recycling generate

income from what is normally considered "waste." This income helps make the approach attractive to communities, and sustainable as a waste management scheme. The reduced volume of waste decreases the cost of collection and disposal, thereby saving money for national and local governments and the local community.

Ecological waste management is currently being implemented in one of the municipalities (Sta. Maria). Here one of the local businessmen set up a company called Assorted Wastes and Recycling Enterprises Inc. (AWARE) which entered into an agreement with the local government to process the biodegradable wastes coming from the public market (which accounts for about 40% of the town's solid waste) into organic fertilizer. A local ordinance was passed mandating the segregation of wastes within the market. The market master enforces this. The town also allowed free use of a part of their dumpsite as the processing area. One of the town's compactor trucks brings the segregated wastes to the processing area where the employees of AWARE then mix them with other wastes (such as pig manure, burned rice hulls and sawdust) to make them into organic fertilizer (within 45 days).

The Sta. Maria Economic Development Foundation, an NGO, assists with the IEC. (They now sell their fertilizer (which has been tested by the Bureau of Soils and Water Management and certified by the Fertilizer and Pesticide Authority) to farmers' cooperatives at P155.00 per 50 kilo bag. Recovery is about 50%. Recyclables are also received and sold. The residuals are dumped in an open dumpsite.

The project in Sta. Maria has been very successful and AWARE has been hired as the project consultant for other sites in Metro Manila. The main role of AWARE is to transfer the technology used and identify buyers of the organic fertilizers that will be produced by the plant.

Case Study 4:

*Environmental Management Project in the City of Ilo, Peru*¹⁸

This is an exciting story of formerly antagonistic industry-community relations becoming constructive through pragmatic negotiation and fair play. Situated on the southern coast of Peru, Ilo has grown rapidly, increasing from a population of 4,000 in the 1950s to 70,000 in the 1990s. This has led to a chaotic development due to the lack of planning by the city authorities. Further problems include air pollution and seawater contamination leading to a depletion of traditional fishing activities. There has also been a depletion of drinking and irrigation water due to the use of excessive amounts of water and control of the water source by the refining industry. Moreover, the population growth has encroached on the land used by the mining industry creating tensions all around. Over time these problems were exacerbated leading to dangerous levels of animosity between the community and the industry.

In the late 1980s an Environmental Management Committee was set up to diffuse this tension and develop a comprehensive plan to correct the problems and develop workable solutions. This committee included representatives of Southern Peru Ltd. (the mining company), the fishing industry, universities, the municipality, the community, and the health department. One of the first aims of the committee was to set up clear pollution norms. Working with all of the stakeholders the committee was able to get central government recognition and persuade the industry to accept its responsibility and agree to undertake environmental clean up. In return the community agreed to channel its protest through municipal proposals. Both sides agreed to enter into negotiations with transparency and pragmatism.

This process of negotiation was slow and faced many obstacles. However, by acknowledging that all the negotiating parties were responsible for the solution, the obstacles were slowly overcome and a number of solutions proposed. The two most important were:

1. An Environmental Plan for Southern Peru Ltd., including a basic agreement whereby the company invested \$100 million in partnership with the government in projects for environmental protection. This included the development of two industrial and urban wastewater treatment plants, a plant for sulfuric acid, an installation of refuse disposal site and sanitary fill, a reforestation program for the region, and controls to stop sea pollution were established.
2. An Urban Development Commission established to reorganize the General Plan of the city, with the task of: reconfiguring the mining rights of the land; restructuring the urban space and integrating the railway tracks by developing more pedestrian crossings, and building vehicular overpasses; and building parks and playgrounds.

One of the major successes of this partnership has been the development of a city vision for the future that takes into account the rights of all of the stakeholders. The Ilo project shows that all players involved can change a situation of confrontation if there is frank recognition of different interests and a willingness to accept responsibility.

Case Study 5:

*Comprehensive Community Development – The Atlanta Project, Atlanta (TAP)*¹⁹

One of the most ambitious community projects ever undertaken by the corporate sector, The Atlanta Project (TAP), was initiated in 1991 in the U.S. city of Atlanta, Georgia by former President Jimmy Carter. TAP matches 20 "cluster" neighborhoods in the city with corporate partners. The project's goal is to empower citizens to solve problems that they identify in their neighborhoods and to foster lasting connections between neighborhoods and government agencies, non-profit service organizations, and the business

community.

TAP's comprehensive approach focuses on six major areas: community development, economic development, education, housing, health, and public safety. Several local and national philanthropic organizations have stepped forward to support the project, as have more than 3,000 individuals and organizations representing 100,000 potential volunteers. TAP hired "cluster coordinators," residents of the cluster neighborhoods, to encourage a true "bottom-up" approach to problem solving. In addition 22 corporations with local offices agreed to provide an executive, each of whom is paired with the cluster coordinator and neighborhood steering committee for five years. Some corporate partners have provided additional in-kind donations and other support.

The corporate sector partner in each neighborhood is responsible for helping the community prepare a strategic development plan that reflects the community's priorities and capitalizes on its assets. The long-term commitment and intense level of involvement expected of the corporate partners are essential features of the project.

Notable success stories include the collaboration of TAP, the Atlanta Chamber of Commerce and seven area financial institutions in the creation of a US \$11.5 million loan fund to help newly formed and start-up businesses receive funding and support. Over 70 loans have been made, creating 130 new jobs and helping to retain 233 existing jobs in TAP neighborhoods. Volunteers from Arthur Anderson, a multinational management consulting firm, helped convert a vacant store in their TAP neighborhood to an "Insiders' Teen Center," which provides a constructive and supervised environment for neighborhood children to spend their free time. Arthur Anderson staff also participated in a massive immunization campaign, knocking on doors, handing out information, and helping to administer vaccinations to nearly 1,000 children.

TAP's innovative approach to community development has been noted as far away as South Africa. More than 100 international delegations have visited the Carter Collaboration Center in Atlanta to learn about the TAP model and its many community-based success stories.

Case Study 6:

*Broadway Triangle Urban Renewal Project at Williamsburg-Brooklyn, New York City*²⁰

An exciting corporate urban renewal project has been initiated and supported by Pfizer Inc. as part of their ongoing commitment to the Williamsburg community. Williamsburg was the site of the original Pfizer plant, however, over the years the community has fallen prey to urban decay, blight, and loss of jobs. Rather than abandon Brooklyn in the face of urban decay, Pfizer used its resources and talents to improve the neighborhood around its plant. In 1984, they started a four-phased urban renewal project in collaboration with the New York City's Public Development Corporation.

Pfizer began working with the city and local community groups to develop an urban renewal plan that would be sensitive to the neighborhood's needs while maintaining its traditional residential/industrial mix. In 1984, in partnership with the city's Public Development Corporation, Pfizer announced the Broadway Triangle Urban Renewal Project. With Pfizer's support, 300 units for lower- and middle-families earning \$25,000 to \$53,000 a year will eventually cover the site, under a program sponsored by the New York City Department of Housing and Preservation and the New York City Housing Partnership.

Education is another critical focus of the plan. Through the New York City Join A-School Program, Pfizer's Brooklyn plant became a corporate partner of nearby Eastern District High School. Company volunteers work one-on-one with students as mentors. In 1992, a new bilingual public elementary school was opened in a former Pfizer administration building. Started with the Beginning with Children Foundation, this school is becoming an important model of a public-private partnership aimed at improving public education. One of the innovative aspects of this program has been Pfizer's concern to bring other corporations and businesses to relocate to this area. Arlington Press Inc. became the first tenant in the industrial park, investing \$1.8 million to renovate a Pfizer owned building and employing more than 80 people.

A sustainable feature of this project is that other organizations have joined the renewal effort. The New York City Partnership has designated the Broadway Triangle a "pilot site," eligible for special assistance in housing, schools, job creation and public safety. The Enterprise Foundation has agreed to rehabilitate 200 city-owned, low income housing units within a 14 block radius of the plant. And along with Pfizer, other companies such as: Brooklyn Union Gas Company, American Express Company and the Federal National Mortgage Association have provided financial support.

By 1998, Pfizer's total investment in the Williamsburg community will amount to \$50 million. There will be 300 units of affordable housing, a bilingual public elementary school, and the completed industrial park will have 400,000 square feet of low-rise space for light industry, creating as many as 500 permanent jobs.

Recently fifty trees were planted each honoring a child from the neighborhood. Pfizer's vision is that 20 years from now, when the trees are strong and beautiful, the children will be mature and successful and the neighborhood will be well established as an example of how a corporation and its people can work with a community to make a difference.

References:

- ¹ Raban, Jonathan, *The Soft City*, Harvill: London, p. 10. 1988.
- ² Population in Asia: Statistics, Urban Management

Programme, February 1996.

³ Ibid.

⁴ United Nations Center for Housing and Human Settlements Report, 1995.

⁵ Rabinovitch, Jonas. "The New Role of Mayors in a Changing Global Context," *The Urban Age*, The World Bank, Vol. 4, No. 3, December 1996

⁶ "Mayors Declaration on Social Development and Sustainable Human Settlements" in *Enhancing Choices for Sustainable Human Settlement Development*, Inter-regional Symposium of Mayors, Local Authorities and Local Partners, UNDP, Special Unit for Technical Cooperation Among Developing Countries (TCDC), Istanbul, June 11, 1996.

⁷ The Best Practice Leadership Programme of UNCHS has identified and documented over 500 examples of best practices involving partnerships all over the world. This information is now available on the Internet.

⁸ Some of the ideas discussed in this paper of the city community are based on conversations with Jane Seiling and her work which has been recently published in *The Membership Organization: Achieving top performance through the new workplace community*.

⁹ McCarney, Patricia. (ed.) 1996. *The Changing Nature of Local Government in Developing Countries*. Center for Urban and Community Studies, University of Toronto, pp. 13-26.

¹⁰ Hardoy, Jorge E. and David Satterthwaite. 1989. *Squatter Citizen: Life in the Urban Third World*, Earthscan Publications: London.

¹¹ Pinchot, Gifford, 1996. "Creating Organizations with Many Leaders," in *Leaders of the Future*. Frances Hasselbein, Marshall Goldsmith and Richard Beckhard, eds., pp. 25-39. San Francisco, CA: Jossey-Bass.

¹² See, *Cooperating for Change: Steps to Strategic Action*, Special supplement sponsored by Partners for Livable Communities, Washington D.C., 1997.

¹³ The Membership Organization, op. cit.

¹⁴ Gomez-Echeverri, Luis, "The Private Sector as a Panacea and other Myths," in *Bridges to Sustainability: Business and Government Working Together for a Better Environment*. Yale University: New Haven, CT., 1997, pp. 177-182.

¹⁵ Badshah, Akhtar. 1996 *Our Urban Future: New Paradigms for Equity and Sustainability*. Zed Books: London and New Jersey.

¹⁶ Ibid.

¹⁷ Excerpted from ICLEI case study, "City of Manila, Philippines: Ecological Waste Management." Study # 46 January 1997.

¹⁸ Excerpted from an unpublished report "Building Consensus on Environmental Management in the City of Ilo, Peru," presented at the Bremen Conference, March 1997.

¹⁹ Excerpted from "Corporations as Partners in Strengthening Urban Communities," The Conference Board, Inc. Research Report Number 1079-94-RR, 1994, pp. 21-23.

²⁰ For further information see, *Pfizer in Brooklyn: A Redevelopment Story*, Pfizer Inc.

