



Federal Ministry  
for Economic Cooperation  
and Development

# The Inclusive City

Documentation of a joint networking event  
of the German Federal Ministry for Economic  
Cooperation and Development (BMZ) and  
the Cities Alliance at the World Urban Forum 3  
21 June 2006 in Vancouver





## World Urban Forum 3 in Vancouver (Canada)

Designated by the United Nations (UN) General Assembly as an advisory body, the World Urban Forum (WUF) is a think-tank designed to encourage debate and discussion about the challenges posed by urbanization.

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With some 10,000 participants representing governments, UN agencies, non-governmental organizations (NGOs), urban professionals, local authorities and academia from over 100 countries, the Third Session of the World Urban Forum has paved the way for a new drive forward regarding the international urban agenda in a world of rapidly growing cities. Just as the Habitat I Conference in Vancouver in 1976 placed local community concerns on the international agenda and highlighted the critical importance of inclusiveness, the Forum in Vancouver, 30 years later, lived up to its promise of moving from ideas to action.

Convening under the overarching theme “Sustainable Cities – Turning Ideas into Action”, WUF 3 organized its work into three sub-themes: urban growth and the environment; partnership and finance; and social inclusion and cohesion.

The quest for innovative ideas and practical solutions was underscored in the six dialogues, 13 round tables and more than 160 networking events. Ministers, mayors, academics, community-based organizations, federations of NGOs and the private sector shared their insights and experiences on what would improve quality of life in the world’s growing cities.



Today, local and national strategies of social inclusion have become increasingly important. Indeed, in many cities in Latin America, Asia and Africa, where informal and illegal settlements can accommodate up to 80 per cent of the urban populations, the future of the city will be significantly determined by the effectiveness of social inclusion. Yet, even though the residents of these informal settlements and slums make a significant contribution to urban economic growth, they are often deprived of even the most basic urban services such as water supply, drainage or sewerage systems, personal and tenure security. In short, they are not recognized as citizens of the cities that they are helping to build.

In another sphere, economic, political and social changes since the early 1990s have caused mounting social fragmentation in many so-called industrialized and transformation countries, which is increasingly reflected in urban settlement patterns: poor households are often segregated in impoverished city quarters, and deprived of access to social and technical services.

This networking event was organized by the Cities Alliance and the German Federal Ministry for Economic Cooperation and Development (BMZ), and examined recent and emerging strategies in industrialized, transformation and developing countries in order to counterbalance the widening socio-spatial and economic gap within cities. Egypt and South Africa are utilizing new strategies to support citywide approaches to slum upgrading, while simultaneously taking active steps to prevent the formation of new slums. Key issues are community participation, the promotion of public-private partnerships where appropriate, improved access to infrastructure and services, sustainable financial mechanisms, secure tenure and a whole range of measures designed to improve local governance.

In addition, the experiences of German cities in implementing integrative urban development measures in deprived areas need to be reviewed. Since 1999 the German and federal state governments have extended urban development support by adopting the “Districts with Special Development Needs – The Socially Integrative City” programme. The goal is to stabilize and improve physical housing

conditions, to increase the participation of local communities and to strengthen local identity – in effect, to introduce a new integrative and essentially political approach to urban district development.

THE MAIN QUESTIONS OF THIS NETWORKING EVENT WERE AS FOLLOWS:

**How can the capacity of cities be enhanced to facilitate social inclusion and counteract socio-spatial divisions?**

**How can deprived areas be rehabilitated and the formation of new slums be prevented?**

**What role can local, regional, national and international institutions and networks play to promote good urban practices and policies of inclusion?**

**What kinds of support do local governments need to foster a socially inclusive city?**

The discussion among panellists and network participants helped to highlight innovations relevant to other cities, and pinpointed essential requirements for practical urban and national development policy.



## Documentation of proceedings from the networking event



**Manfred Konukiewitz**, BMZ, welcomed the audience and the panellists.

The aim of this event was to address the capacity of cities to include people, to combat exclusion and to provide opportunities for economic and social improvement in the lives of the citizens of these cities.

In history, this has always been a very important role for cities. Cities in all societies have fostered the creation of better jobs, better living conditions and the provision of safety from strikes and from war. On the other hand, cities in the past have had difficulties discharging these obligations towards their citizens, whether in countries in the industrialized North, such as in Europe and North America, or in the partner countries of development cooperation.

We have seen the emergence of slums, and we have seen the emergence of social ghettos and very distinct social divisions within cities. This tendency is very much linked to issues like economic develop-

ment, political participation and access to political power. We have all been struggling with the challenge of how we can sustainably empower our cities to perform their jobs in the North and the South. At first glance, a comparison between such experiences seems to be inappropriate because of the huge differences in economic, political and social terms. And of course, there are differences. In the North we are familiar with a very different level of basic services. Usually, the water and electricity services work, and exclusion processes from public services take place on a very different level in comparison to cities in the South, where there is often not even decent water and electricity supply.

So, there are definitely differences, but there are also a lot of common issues and challenges. The challenge for this meeting was to explore whether these issues are similar enough to be compared. We would like to know what is going on in the cities, to understand their constraints and to analyse how and what kind of strategies can be employed to overcome those restraints and to restore the traditional functions of cities.

① **Manfred Konukiewitz** is head of the Division “Water, Energy, Urban Development” in the German Federal Ministry for Economic Cooperation and Development (BMZ). He has had responsibilities in international organisations such as OECD, UN Human Settlement Programme (UN HABITAT) and United Nations Environment Programme (UNEP). Manfred Konukiewitz holds a Ph. D. in political science from Free University of Berlin.

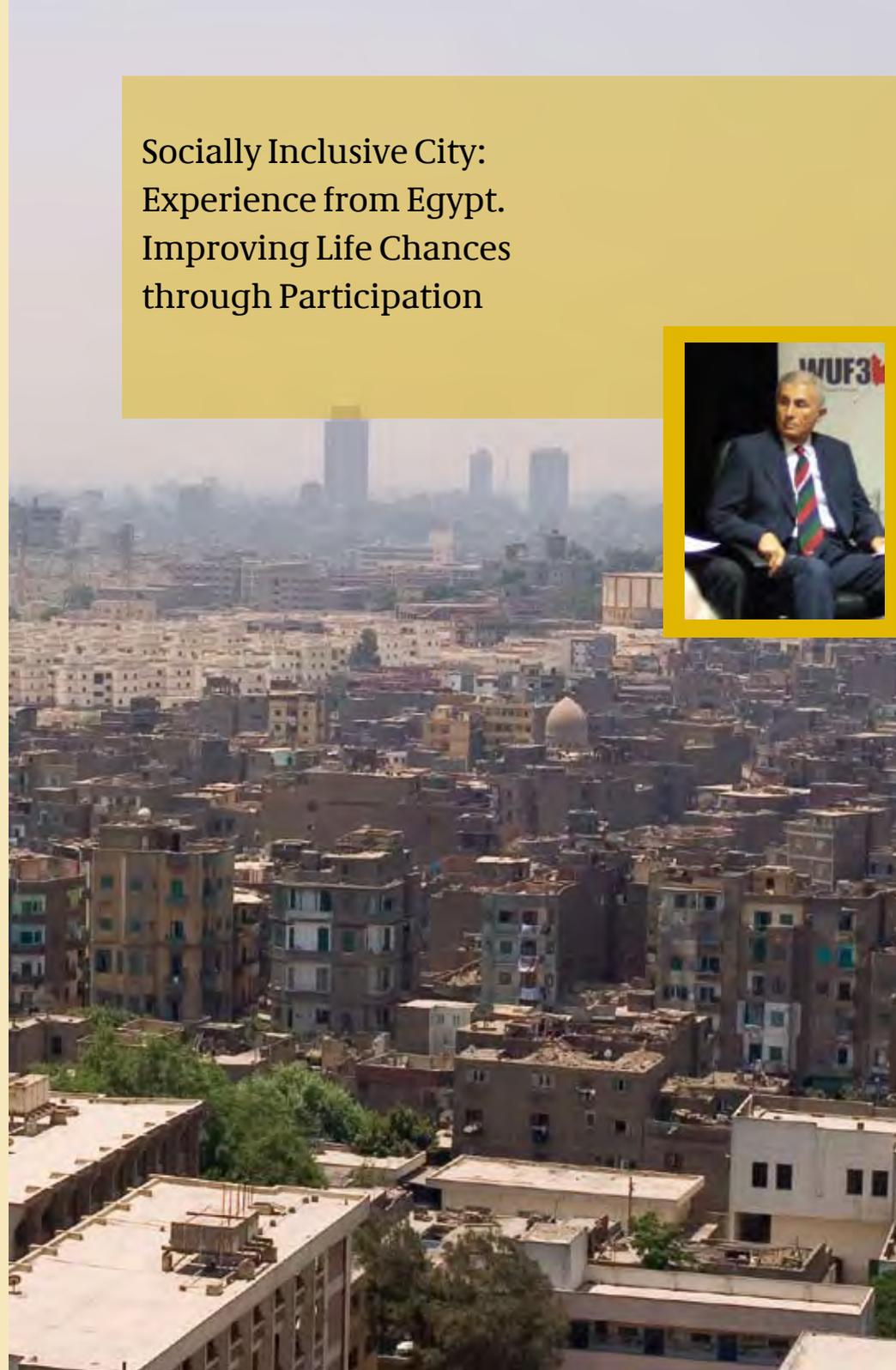
② **Sameh Abdallah El Alaily**, Urban Rehabilitation Professor at Cairo University, has a long career in academia in Egypt and is currently the urban planning advisor to the Governor of Cairo.

③ **Duma Nkosi**, Executive Mayor of Ekurhuleni Metropolitan Municipality, is the mayor of one of the largest urban communities in South Africa, which was formerly known as the East Rand.

④ **Hartmut Häußermann**, Humboldt University Berlin (Germany), is a well-known urban sociologist professor for urban sociology with a long academic career, and has most recently advised the German Government on the evaluation of the German National Federal Government Programme, the “Socially Inclusive City”.

⑤ **William Cobbett**, Manager of the Cities Alliance, is a native South African and expert in housing and urban policies. After his successful career in South Africa as a government advisor, he joined the United Nations Human Settlement Programme (UN HABITAT) and became recently the new manager of the Cities Alliance.

## Socially Inclusive City: Experience from Egypt. Improving Life Chances through Participation



Egypt's cities face multiple problems and challenges: cities are growing fast, mostly without the benefit of governmental or municipal planning. About half of the population of Greater Cairo live in "informal", undersupplied and very densely populated settlements with too little space and inadequate social services. Most of these unplanned settlements are built on valuable farmland. The huge unemployment problem, especially for men, is becoming a severe constraint that could negatively affect the coming generations.

To tackle these challenges and to promote a socially inclusive city, a new culture of participation has been introduced in Egypt. The implemented measures are ordered around five core questions:

**1. What are the interests and capacities of local communities?**

**2. How can trust be built through quick and tangible success?**

**3. How can correct information be shared?**

**4. How can public, private and community investments be planned and agreed?**

**5. How can impact be monitored among the public, private and civil partners?**

As a synthesis of experience in various areas of Egypt, **Sameh Abdallah El Alaily** presented five tools based on these five guiding questions.

#### TOOL 1

"Knowing local communities", includes measures for networking and capacity-building of local stakeholders, and participatory rapid appraisal of community priorities and capacities.

#### TOOL 2

encompasses the promotion of local initiatives that are usually small and quick, and correspond to people's priorities with highly visible

and tangible results. These projects manage to build trust between the public, private and civil sectors, and achieve a extraordinary degree of local mobilization and ownership.

#### TOOL 3

aims at sharing available information within administrative sector departments and between official state bodies and the public. The use of GIS (Geographical Information System)-based tools has been successfully introduced and has turned out to be a suitable interactive visual measure that can be understood by all.

#### TOOL 4

describes "Participatory local action planning" approaches. Through various instruments such as public planning workshops and public days on which local administrations regularly meet residents, plans and budgets can be adjusted to reflect people's priorities. Furthermore, one necessity for effective urban development seems to be the coordination of local plans at the city level.

#### Finally, TOOL 5

suggests that having a participatory budget and impact monitoring allows local stakeholders to follow up implementation of local plans and to report on improvements to their living conditions. These tools have been successfully applied in various areas in the Greater Cairo Region, for example in Manshiyat Nasser, Boulaq El Dakroul and Helwan. According to Sameh Abdallah El Alaily, it is now important that Metropolitan Cairo formulates a plan of action for all informal areas within a comprehensive City Development Strategy for the whole city.



## Ekurhuleni Metropolitan Municipality



The Ekurhuleni Metropolitan Municipality is one of six metropolitan municipalities in South Africa, and is located in the eastern region of Gauteng Province. It is bordered by the metropolitan areas of the City of Johannesburg to the west, and the City of Tshwane to the north-west. Ekurhuleni is one of the third largest municipalities in South Africa, where 284 formal municipalities were actually established in 2000. The municipality is a merger of nine towns, and is home to the largest exports in Africa. It has around 2.5 million inhabitants and over 41,000 businesses. Population growth stands at around 2 per cent.

Duma Nkosi presented the strategic objectives of the sustainable human settlement program in Ekurhuleni. The programme looks at challenges of immigration, how to manage the hierarchy of existing settlements, and the issue of quality and the standard of services that are provided in those areas. The second aim is to use the provision of housing as a tool and as an instrument to influence planning principles and budgets in advance in order to achieve sustainable development.

It is clear that the involvement of communities is obviously linked to development, even though participatory measures can lead to conflict. Duma Nkosi pointed out that elections could have a disruptive influence on the implementation of programmes because political agendas could change. Ekurhuleni has faced such challenges. Despite this, Ekurhuleni has established a municipal housing plan which has sets the following priorities until 2025:

### Municipal Housing 2025 Plan Priorities Informal Settlement Upgrading – Densification

- **Green Field Developments – Densification**
- **Affordable Rental Accommodation / Social Housing (Ekurhuleni Development Company)**
- **Public / Private Partnership Funding (Bridging finance to enable fast-tracking of delivery)**
- **Intervention Projects (Rail / Road Hubs)**

In addition, Ekurhuleni is working with city precinct plans. The city has been divided into five development precincts in order to ensure social, political and infrastructure integration. The precinct plans will impact on budgets and planning at national, provincial and local government level, supporting plans as well as mobilising private sector funding institutions. A typical precinct development framework is build upon a spatial vision of an area, e.g. that of Kwatsaduza, one of the former mining areas of Ekurhuleni:

**“To create a transport-based settlement that will cost-effectively, efficiently and based on sound environmental principles, link Kwatsaduza to the economic core of Gauteng.”**

Duma Nkosi illustrated the need for spatial vision with reference to a chart of Area 5. Area 5 is an former mining area which is now mixed into mining and farming land. In the following map, areas highlighted in orange are development areas, while pink areas indicate informal areas. The dotted areas indicate shallow undermining, so people who have settled in those areas will have to be relocated.

#### Ekurhuleni Housing Department



Duma Nkosi continued by highlighting some priority programmes and key projects. Firstly, there is the Informal Settlement Programme, which includes over 108 informal settlements consisting of 163,000 families. On all 108 settlements, feasibility measures have been completed and 63 projects (planning, design and services phases) are being implemented.

Secondly, the Community Builders Programme focuses on house construction on service projects. This is a successful community-led initiative that has delivered an average of 7,000 houses over the past two financial years.

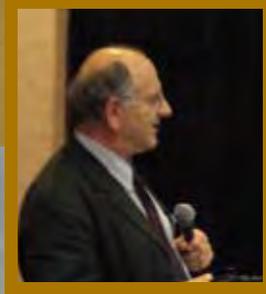
Thirdly, the Mixed Income and Affordable Rental Housing Programme focuses on spatial integration, densification and deracialization of cities and towns in Ekurhuleni. Five projects have been planned so far.

Moreover, Ekurhuleni is undertaking to upgrade initiatives for growth. For this, the municipality has received a grant from the Cities Alliance to design settlement-specific upgrading and intervention programmes. The outcomes aim at upgrading the settlement with a minimum of one income per family or basket of social assistance. These upgrading measures were linked to economic and skills development.

Duma Nkosi ended his presentation by defining key challenges and proposed interventions for upgrading projects. Future programmes should ensure global, national and regional linkages to upgrading and each family should have access to one income or basket of social services. Furthermore, these programmes should be linked to national and provincial skills development.



## Neighbourhoods with special Development Needs – The Socially Inclusive City



In all European industrialized countries, a process of increasing the deindustrialization of big cities is now underway, accompanied by a concentration of social problems in certain city areas. Some studies have described these processes as a “polarization of cities”, the “dual city” or the “fragmentation of cities”. This is the main challenge to be tackled by the German Federal Urban Development Programme entitled “Neighbourhoods with Special Development Needs – The Socially Inclusive City”.

There is a danger of de-coupling marginal neighbourhoods from the mainstream of the city; the programme accordingly aims at preventing this process. There are also similar programmes being implemented in the United States, the United Kingdom, France, the Netherlands and Greece.

The German programme is a joint programme of the national government and the 16 federal states. It started after the national elections in 2000, when a red-green coalition came into office (with some coalitions already in place in certain federal states). Today, there are approximately 400 neighbourhoods involved in about 300 municipalities.

There are two typical programme areas: the first type addresses the new mainly prefabricated housing estates built between 1960 and 1980 in West Germany (and their East German cousins). The second type is found in densely populated areas, often late-19th century, former industrial, in some cases neglected pre-war areas. These neighbourhoods are characterized by a combination of complex and inter-related problems, of which six main ones can be identified.

The main aim of the German Federal Programme is to introduce three new forms of governance. The first characteristic is to pool resources from different departments in the municipalities (also private resources), and to establish new forms of cooperation between private, non-governmental and government institutions. The second characteristic is that beyond the client-oriented, traditional urban policies, integrated action plans should be developed – area-based strategies that hedge the multidimensionality of the problems. This also includes the

institutionalization of neighbourhood management. The third characteristic is new forms of participation and the idea of empowerment.

From the very beginning, the German Federal Programme placed the focus of intervention on social instead of physical issues, in contrast to traditional urban renewal programmes. This therefore stresses that the life chances of the target population are the main interest, not housing conditions.

The new strategic approaches of intervention mean a change in perspective, which I would term a change from a “container” perspective to a “context” perspective.

Theoretical Concepts	Diagnosis	Causes	Interventions
“Container Theory”	Downgrading	Lack of investment	Urban renewal
“Socio-political Theory”	Reduced life chances	Unemployment, education	Labour market policy, education, promotion of the local economy
“Context Theory”	Spatial concentration of disadvantaged households  A lack of social capital	Segregation  Interplay between the physical and social situations	Community development, empowerment, participation



The container theory is the traditional theory used by many urban planners, and plays a major role in urban renewal strategies. It diagnoses a downgrading of housing conditions, caused by a lack of investment. The main method of intervention is urban renewal. Sociologists and social workers have always opposed this perspective.

The social political perspective theory claims that the problems in these areas are the reduced life chances of the population, caused by unemployment and low education. Any intervention based on this theory should include labour market policies, education and promotion of the local economy.

“The Socially inclusive City” Programme follows the third perspective, which can be called the context theory. It diagnoses a spatial concentration of disadvantaged households and a lack of social capital in the neighbourhoods, owing to increasing urban segregation and the interplay between the physical and social situations in each neighbourhood. According to this approach, to intervene in these areas requires more complex measures including community development, empowerment and participation.

Some context theory approaches have been implemented in Germany. For example, a new paragraph in the Book of Building Laws was added last year saying that social issues in such areas should be addressed through urban development interventions. Unfortunately, this change in perspective has not been efficiently implemented into “The Socially Integrative City” Programme.

Hartmut Häußermann highlighted the following key findings of his 2003 interim appraisal of the Federal State Programme:

**1. Integration and cooperation**, which was the major objective of the programme. The evaluation revealed that there was nearly no cooperation at the national and federal state level, and only some hopeful attempts at the local level.

**2. The most dominant** of the new approaches is still the container theory. The researchers found out that too few skills and capacities at the local level were the reason for the lack of adequate analyses and diagnoses.

**3. However, some immediate** successes were recorded by the programme soon after its start in many neighbourhoods. A new spirit in the neighbourhoods, a new climate and feeling have all been reported. New collective action initiatives have been sponsored and promoted by the programme.

To enhance the identification of inhabitants of underprivileged areas with their neighbourhood, Hartmut Häußermann provided two examples of good practices.

**1. Neighbourhood budgets** The neighbourhood budgets are – in the case of Berlin – about 500,000 Euro, and are given directly to community groups within the neighbourhoods. A local jury of inhabitants decides upon the budget and defines the priorities. This money is open for all purposes, i.e. can be used for investment purposes as well as for social and cultural projects. The implementation of the project could start immediately.

Hartmut Häußermann stressed that there should be a short period between decision and implementation. Generally, the communities decide very carefully on how to use public money.

**2. LOS (Local Social Capital):** Another innovative programme is LOS (Local Social Capital), which was set up by the corresponding programme of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, and is designed to achieve the integration, participation and co-production of all area-based stakeholders. This programme promotes so-called micro-projects. The programme is only for those areas within the Federal State Programme “The Socially Integrative City”. The grants on average only amount to 6,500 Euro.

Hartmut Häußermann added that the Federal State Programme cannot immediately reverse the direction of development taken in a deprived neighbourhood, but it can stimulate communication, networking, collective action and self-help. It can change the image of a neighbourhood, and initiate and encourage projects for integration and sustainable development, thereby contributing to the reduction of isolation and apathy within those areas.

Still, one must consider that the approach adopted by the programme, like its predecessors, lies in attempting to address the surface phenomena or symptoms of deprivation, rather than directly targeting the root causes of the problem. The danger of the programme is that you end up fighting the results of general developments in the city. Therefore, the city’s whole economic and socio-spatial development has to be taken into account in order to find the appropriate policies. Moreover, the specific problems of cooperation and coordination can be traced back to the special federal institutional system in Germany. This division of responsibility does not exist at the European Union level. So, for example, the Urban II programme of the European Commission already pools the funds available for all necessary urban district development tasks. One recommendation of the Interim Appraisal of the Federal State Programme has been to follow more of the examples of Urban II.



**William Cobbett** commented on the presentations of the panellists. One of the things that arose from the presentations is the observation that the problem of social exclusion is clearly not only a challenge in cities of the South – this issue is still at the top of the agenda in particular in suburban areas of cities in OECD countries. Another striking point about the presentations on the negative side is the extraordinary contribution that bad policy had made in all three cases, and the high costs of planning without people.

In the case of Ekurhuleni, there is an enormous waste of space as a result of the strategies and exclusion processes conducted by the apartheid regime. The consequences of this will take decades to overcome. Anyone who visits a South African city (and Ekurhuleni in particular) will see how land is wasted, and how in the past land was not planned to bring people together, but rather to keep them apart.

Likewise in Egypt, for many decades the government has been trying to get the population to relocate. Entire new cities have been created with a complete infrastructure, highrise buildings – indeed, everything they need except for living in a vibrant community. There are no successful examples anywhere in the world of preventing urbanization. People stay where they are because they prefer this; they can thus be said to be making economic choices about where they live. People move to where they believe their life chances will be best.

The third example of bad policy is that of mass social housing – particularly in Germany – which was all too common in Europe in the 1960s and 1980s, and has been copied by countries such as Chile. These areas tend to be the slums of tomorrow which will have to be demolished or refurbished 20–30 years after their construction.

Thus, William Cobbett warned against the use of one unique policy that could tackle all of the problems that cities face. One thing that blueprint policies have in common is that they tend to mismanage matters. These are the creations of national bureaucracies that do not try to find local solutions. It does not follow that local solutions are in general invariably better, but it is certainly true that the ability to make really major mistakes is definitely strongest at the national level.

Comments and questions from the audience stressed the forms of participation described within the presentations, how official authorities have fostered the participation of community groups, and how they deal with poor neighbourhoods.

**Duma Nkosi** explained how his municipality works in the neighbourhoods. In general, representatives from the municipalities visit so-called ward committees, which represent the different sectors within the areas and which are closely linked to the communities. These committees have become a platform for engagement and interaction. Moreover, the mayor stressed that many community-based organizations can be usually found within these areas. The municipality therefore has the objective on the one hand of coordinating the issues addressed by the community-based organizations in terms of their relevance to development, and on the other hand of looking at the development plans for those areas.

One challenging issue remains the existence of informal settlements. One driving factor for their existence is the still thriving gold mining industry in the region although many of the gold mines have already closed down. However, despite the fact that many jobs were lost, most immigrants from neighbouring countries choose to remain in South Africa because they feel that they have nothing to go back to in their own country. They are still therefore looking for opportunities to ensure a better quality of life, but in their community and in their informal settlements, not in the mines or in hostels. It is therefore up to the municipality to make sure that basic services are provided in terms of water, sanitation and refuse removal. If the municipality does not react, the city becomes like a time-bomb. It is more expensive to respond to endemic demand for such an environment, than providing basic standards in terms of water, sanitation and refuse removal. In some cases, informal settlements are located in unsafe places, e.g. the already cited example of the mining belt with shallow undermined areas and mining shafts. Owing to geographic or geological conditions, surveys have suggested relocating these housing areas. There are two important factors before this situation can be solved: first, the municipality actually requires land for relocation; and sec-

ond, a prerequisite for this process is the well-organized involvement and consultation of the communities.

**Hartmut Häußermann** observed that a paradoxical change in the discussion about participation in Europe has taken place. In the 1970s and 1980s, participation was demanded by the citizens or inhabitants of urban renewal areas, in many cases objecting to official development plans. Today, it is the administration that is asking for participation. The whole idea of participation has therefore completely changed. Now, the demand of participation contains a request for cooperation, for caring about your own personal situation, and for promoting individual responsibility to public concerns. The problem today is not so much the selectivity of the institutions or of the procedures that exist for participation; this problem was discussed in the 1970s and 1980s for the middle-class, and was based on culture and skills. Most of the inhabitants of underprivileged areas often do not have these skills.

Hartmut Häußermann admitted that despite the existence of a huge variety of elaborated and tested instruments for fostering participation (e.g. planning cells), these instruments fail in Germany to include people who normally would not participate or who normally do not visit official events. This is why the local social capital budgets represent a promising measure that can give people a chance to improve problems that they have suffered from for years. However, one problem that still remains is that of the social structure of the neighbourhoods. In general, active participation is still the domain of the middle-class, but such neighbourhoods are very lucky if they still have middle-class people living there. In areas that are already socially “de-mixed”, there is usually no further persons who want to or are able to participate. So the task of developing social capital still remains.

To deal with the problem of poor neighbourhoods in cities, Hartmut Häußermann he explained that in European countries, different concepts and policies are currently being discussed. One way is

to redistribute the population all over the city. However, this is just an idea: no urban authority is actually doing it, because there are no instruments. The city of Rotterdam in the Netherlands has however produced a measure, whereby in certain neighbourhoods, households are eligible to move in only if they have 20 per cent more than the minimum income. This does however exclude poor neighbourhoods. This is one way of changing the social composition of the population. Another policy attempt is that of the French National Urban Development Programme “Politique de la Ville”, which binds each municipality to provide 20 per cent of its local housing as social housing. If a municipality does not follow this obligation, it will have to pay money to other municipalities who can invest this money. In fact, many of the rich municipalities prefer to pay and do not provide social housing, which means that this attempt is not very effective. Another strategy is that if you cannot change the social composition of the population, you can develop its abilities and capacities. This sort of intervention might be very complex, but this is the only fair and human way to cope with this problem.

The audience posed questions concerning the political culture in the presented examples in terms of the role of national governments with regard to cooperation and participation.

According to **Duma Nkosi**, South Africa as a young democracy has learned from others. It fortunately tried to incorporate a number of very important issues in the constitution of the country. The South African government fosters cooperation within the three spheres of government: the legislature, the judiciary and the executive. Owing to the constitution, everyone is forced to agree on this intergovernmental relationship, which helps to ensure coordination. To include the communities is a salient precondition for development, because

governments are actually more participators and coordinators than producers.

Duma Nkosi believes that some efforts are still to be made in convincing national and provincial governments that all policies should be locally implemented: “There is no provincial and national space, it’s all local”, says the mayor.

For the formulation of local development policies at the national level, the mayor suggested that a system of direct feedback from the communities to the national and provincial governments is needed to ensure the effectiveness and accountability of national policies.

**Hartmut Häußermann** informed participants that one major problem in the underprivileged areas is the low level of political representation. The share of foreign people who are not eligible is high, while those who are eligible are not going to the polls. In many neighbourhoods, only 10 or 20 per cent voter turnout is recorded. Concerning horizontal and vertical cooperation in the German institutional administrative system, Hartmut Häußermann considers that despite the existence of a national urban policy, the local and regional administrations are completely free to participate. Within the Federal State Programme there are different positions. So, for example, the programme seems to be negligible in the two southern states of Germany (Baden-Württemberg and Bavaria), which are among the richest states and are economically booming. Other states, by contrast, are very dependent on this programme. So, you have pluralism in different regions, and more and more pluralistic milieus within the local population in large cities. In this light, it is increasingly impossible to set up any single large programme that can cover the whole city. A coherent development programme for the cities is no longer possible. However, Hartmut Häußermann stressed the importance of a national framework that allows opportunities for local initiatives and let local programmes find a certain standard.

Finally, **William Cobbett** concluded on the outcomes of the networking event. He expressed his belief that there is still insufficient focus placed on local government and jurisdiction. Obviously, there is a mismatch between the jurisdiction of the authority and what it tries to achieve. In other words, cities must often operate on the borders of their jurisdiction. However, planning on the periphery is very difficult. Therefore, there is a massive need for intergovernmental activities at the local level, and for national constitutions to be adjusted correctly to foster these activities. The next problem is that of administrative silos and developmental sectors, which still dominate the way in which we look at development. Whereas national governments usually think in sectoral terms, a city mayor has to think in cross-sectoral and city-wide terms, which is one of the key differences between the different spheres of local and national governments.

Another major issue is that, particularly in the developing world, development policies have to move to scale. Relying on short-term projects cannot respond to the development challenges faced by cities, particularly in Africa and in Asia.

William Cobbett highlighted the importance of setting targets so that the public knows what the public authority in question has committed itself to doing, and then matching those targets in the budget. Nothing is a priority if it is not reflected in the way that each authority spends its money. This is the real test of physical will and finally, of course, of long-term commitment too.

As far as the discussion of urbanization is concerned, one has to recognize that each influx of people into cities drives the national economy, and the positive impact of urbanization should therefore be discussed. Finally, it has also become clear how increasingly global issues are in fact being managed locally, as for example environmental issues, or highly political topics such as migration and social integration. In most cases, these issues are discussed nationally, but mayors and their teams are often in the frontline when it comes to dealing with these issues. So, the emergence of a national policy framework in which cities are working and contributing is very important in order to overcome the challenges of urbanization.

## Organisers

The German Federal Ministry for Economic Cooperation and Development (BMZ) develops the guidelines and the fundamental concepts on which German development policy is based. The BMZ has for many years supported efforts for socially inclusive urban development in a number of programmes and projects. Through its close work with governmental and non-governmental organisations in partner countries, the BMZ has extensive and rich experience on this issue that is worthwhile drawing upon.

The Cities Alliance is a global coalition of cities and their development partners which is committed to scaling up successful approaches to poverty reduction. It brings cities together in a direct dialogue with bilateral and multilateral agencies and financial institutions. Its members promote the developmental role of local governments, and help cities of all sizes to obtain more coherent international support. By promoting the positive impacts of urbanization, the Alliance helps local authorities to plan and prepare for future growth and to develop sustainable financing strategies, as well as to attract long-term capital investment for infrastructure.

For more information, please visit [www.citiesalliance.org](http://www.citiesalliance.org).

**Cities Alliance**  
Cities Without Slums

The documentation is also available online on the website of URBANET: <http://www.urbanet.info/>



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November 2006

