

# **THE CARING CITIES BAROMETER**

A 'caring city' - what matters every day to ordinary people in the city

A new way for assessing the performance of cities across the world

Research report

May 2017

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## 1 INTRODUCTION

Do cities ‘care’ about their citizens? Can cities be regarded as caring and is such a measure necessary for assessing the performance of cities? This report is an attempt to answer these questions which seem so pertinent to urban societies and city administrations of this day and age. City administrations across the world are normally pre-occupied with delivery of services and amenities. This task often becomes the central measure of success recorded on government’s and city officials’ performance scorecards. Yet for ordinary people on the street, successful city or municipal administration does not appear so much to be about what is received or accessed. In the words of the former mayor of Johannesburg, ‘it is fish in the water’, that is, it is normal that cities ought to be providing services in any case. Rather, it is more and more about the manner in which these services are delivered, the way cities value their own people, and the level of care people perceive as coming from their local administration and or their fellow citizens.

The report takes its premise from the point of view that cities are reformulating the way urban planning is conducted, and that urban subjects are similarly reorienting the way they navigate the urban space, experience service delivery and engage with their local administration. These everyday experiences and engagements profoundly shape city residents’ feelings of belonging and inclusion and hence impact on the way citizens participate in urban society. This report also considers the idea of a “caring city” as one that offers denizens the possibility of experiencing a good quality of life. This approach is a fundamental shift in the way cities perceive their functions and responsibilities, particularly in the context of modernisation, smart city, and depersonalised urban planning practices.

While the concept of caring has been embraced by member cities of Metropolis, there was very little consensus on how this could be rationalized across all cities. No tool existed on how to measure city on the basis of caring and there was common understanding of what caring would entail for individual cities in different parts of the world. The City of Johannesburg in South Africa, took the lead in developing a Caring Cities Barometer, a tool that can be used by any city to assess its performance and that of its citizens using the caring. Working with a major research institute, Gauteng City-Region Observatory, based at the University of the Witwatersrand, the City of Johannesburg has successfully designed a tool for assessing city

performance using the ‘caring’ lens. The report introduces the concept of a “caring city” with the sole aim of orienting urban planning practices towards what matters most in everyday for ordinary people that live in cities.

This report is structured as follows. Section 2 gives the background to the project, Section 3 analyses the initial thoughts around the concept of a caring city, and Section 4 gives an in-depth literature review that explores the concept of caring globally. Section 5 outlines the methodology that was used in generating the Caring Cities Barometer. Section 6 gives results of Caring Cities Survey conducted for City of Johannesburg and the resultant Caring Cities, index and barometer. Section 7 concludes and gives direction of how the barometer can be adapted for other cities.

## **2 BACKGROUND**

In October, 2013, at a Metropolis Congress in Hyderabad, India, the City of Johannesburg was awarded the right to host a Metropolis initiative known as the Caring Cities Initiative (CCI). The City was awarded the rights on the basis that the project sat well with the City's existing long-term growth and development vision known as *GDS 2040*. This vision is formulated around five fundamental rights to the city and each right supports the establishment of a qualitatively different society from the one that was shaped by South Africa's history of racial segregation and separate development. On a practical level, the intention of the CCI was to establish a comparative approach for measuring and monitoring the various member cities in terms of progress towards becoming a caring city. This process was to culminate into the crafting of a Caring Cities Barometer and a Caring Cities Index that incorporate those elements that reflect a caring city. The initiative was meant to explore the idea that a caring city is also about the more personal experience of a city. As such, the Caring Cities Barometer and the index would include both objective (hard) and subjective (soft) measures of city experience. The project was to be carried out over a period of two year period during which the Barometer and the Index would developed and tested prior to their adoption by adoption by member cities of Metropolis. Several sessions were held, notably Johannesburg (South Africa) and Buenos Aires (Argentina) during which the caring cities work underwent extensive review by the Caring Cities Team comprising representatives from Berlin, Buenos Aires, Johannesburg, Ramallah, Mashhad, Mexico City, and Sao Paulo. An external team of experts acting as the reference group also gave invaluable input on how to think about caring in the context of city planning across the Metropolis network.

### **2.1 The 2013 Johannesburg meeting**

The initials phases of the initiative involved heated discussions of what this new concept of caring would mean or imply for cities. What new ideas about city planning would this concept bring to the table? In July 2013, the Metropolis Annual Meeting was held in Johannesburg under the theme of 'caring cities'. This meeting provided an opportunity for member cities to reflect on the challenges faced by cities across the globe. During this meeting, many of the more economically developed cities raised issues on the complexities associated with ageing populations, resource scarcities, the effects of climate change, congestion, slowing economic growth and rising unemployment levels. In-migration and growing levels of diversity were also highlighted, with the latter necessitating the promotion of inclusivity, acceptance and equitable access. These cities have taken initiatives to address some of these, challenges such as adjusting

their established infrastructure arrangements and changing the nature and functioning of their urban form to enhance the quality of life experienced by their residents. It was reported that these adjustments have led to interventions that frequently involve waste minimisation, greening, establishment of better public spaces, promotion of public and non-motorised transport, and enhanced use of technology. Focus is also being placed on implementing improvements in the processes and platforms employed for citizen engagement and city governance.

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

## 2.2 Initial ideas about a caring city

Against this background, the theme ‘caring cities’ was tabled for an open discussion. The ideas tabled for discussion at that time reflected the varied perspectives of what were initially felt to be elements of a ‘caring city’. Table 1 below, shows the several themes that emerged at the inception of the initiative to mark what the caring city concept would imply:

**Table 1:** Initial ideas on what constitutes a caring city

What constitute a caring city?
<ul style="list-style-type: none"> <li>• A traditional view of cities and the role of local government.</li> <li>• A set of complex challenges our cities are currently confronted with and worry about.</li> <li>• A new look on the role of the city that forces city leaders and officials to think differently how and what should cities deliver.</li> <li>• A city that delivers on its mandate (very much in with traditional view)</li> <li>• A safe environment and facilitation of good quality of life (e.g. provision of green spaces, recreational areas and facilities, support for residents in their efforts to live and prosper.</li> <li>• Uphold the African concept of Ubuntu (this concept was seen as both relevant and symbolic to the overarching theme of a caring city).</li> </ul>

Given these varied perspectives, and equally pressing challenges presented within these themes, it was also acknowledged that a consideration of caring cities could not be addressed through existing Human Development Indexes or similar approaches. Instead, there had to be a more “personal” reflection of the quality of life within a city, which in turn would include both ‘hard’ and ‘soft’ measures examples of which are shown in Table 2 below.

**Table 2:** Hard and soft measures of caring

Hard measures	Soft measures
<ul style="list-style-type: none"> <li>• The nature and distribution of access to various goods and services, technology and facilities that support city life,</li> <li>• The reliability of services received</li> <li>• The variety and type of innovations implemented to ensure services or city amenities are delivered in a sustainable manner that counters resource scarcity.</li> </ul>	<ul style="list-style-type: none"> <li>• The quality of the relationship between city leadership, residents, business, community based organisations, non-profit entities and other role-players,</li> <li>• The extent to which all who live, work and play within an urban environment feel that they have been granted ‘citizenship’, and</li> <li>• The propensity and possibility for honest citizen engagement.</li> </ul>

At the Johannesburg meeting, the notion of ‘caring cities’ was thus posited as a way of measuring both the tangible and intangible characteristics of urban management and experience which together were assumed to create quality urban social existences and simultaneously responding to the challenges of urbanisation. Caring cities initiative became a call for city administrators and officials to do things differently, in a way that truly placed the dignity of its denizens at the centre while addressing the basic provisions of city governments in a way that recognizes the intrinsic value of people. The kind of city that was envisioned within a caring city context became the rationale of this project.

The view was that in order to support this shift towards the establishment of a caring city, city governments need to address some of the necessary conditions for practicing ‘care’. One of the chief enablers discussed was funding. It was argued at the meeting that a city cannot demonstrate any level of care without a sound and sustainable financial base to run and maintain its efforts at delivery. The Metropolis initiative on urban development financing was noted as aligning to this aspect of the caring city concept. Drawing further on existing Metropolis Initiatives, the 2013 Metropolis Annual Meeting also saw the Circles of



Sustainability Initiative as further advancing the discussion of what it means to be a ‘caring city’. Emphasis was placed on the role of holistic planning and development in enabling cities to achieve a balance between four inter-related dimensions namely: economy, ecology, politics and culture. This balance was viewed as the key for enabling cities to accommodate all who live within them, and in laying the foundation for long-term sustainability. As discussed later, ideas around circles of sustainability presented at the Buenos Aires meeting in 2015 contributed significantly to the formation of the Caring Cities Barometer.

### 2.3 Caring city – A City of Johannesburg perspective

During the 2013 Johannesburg meeting a vision for a caring city was put forward with the City of Johannesburg taking the lead. It was argued that in this current social, political and economic conjuncture, mayors, city officials and administrators alike are called upon to take the lead in facilitating new solutions for urban management and oversight. This is about working towards a different type of urban environment, one that in essence demonstrates care. In this context, the Mayor of the City of Johannesburg presented a caring city as one that adheres to the principles shown in Table 3 below.

**Table 3:** Caring elements from the Johannesburg perspective

City of Johannesburg perspective of caring
<ul style="list-style-type: none"> <li>• Gives all people within the city a sense of ‘ownership’ – regardless of each person’s origin, age, race, gender, physical or mental ability, language, class, education level, belief system, or any other differentiating factor,</li> <li>• Takes the lead in sharing a message of our common humanity – reflecting this in all aspects of the city government’s work,</li> <li>• Is able to listen to, engage with and respond to the needs of people, providing the space for all to participate in and shape responsible decision-making and the necessary conditions for good governance,</li> <li>• Provides the platform for socio-economic development and growth, in this way establishing opportunities for an improved quality of life for all – while balancing this with a focus on sustainable service delivery,</li> <li>• Fosters the responsible use of resources in a way that promotes sustainability for future generations,</li> <li>• Proactively anticipates, mitigates and responds to risks, with particular emphasis placed on those who are marginalised and vulnerable, such as the urban poor, and</li> <li>• Promotes partnerships, collaboration and alternative methods of delivery, acknowledging the necessity of these in ensuring meaningful outcomes for all, and</li> <li>• Cities are also tasked with being more responsive to mitigating and dealing with the rising challenges of urbanization.</li> <li>• As such, cities should take care, in order to provide a better quality of life, facilitating access to opportunities and creating opportunities to ease the plight of the vulnerable, whilst sustaining high-levels of productivity and delivery.</li> </ul>

### **3 THE CONCEPT OF ‘CARING’**

The English Oxford dictionary gives two main definitions for care. Firstly it defines care as the provision of what is necessary for the health, welfare, maintenance, and protection of someone or something; and secondly it defines care as a serious attention or consideration applied to doing something correctly or to avoid damage or risk. Relating these definitions to the concept of caring cities, it would refer to cities that are able to provide citizens with what is necessary for health, welfare, maintenance and protection may be regarded as caring cities. Therefore this definition brings to mind the range of public goods and services that city governments are responsible for which include inter alia; roads, parks, water, electricity, refuse removal which are all critical for the health and well-being of all people. The maintenance of these services is an essential as part of the mandate of cities in general. Protection is also critical, where cities are expected to providing general policing, traffic safety management as well as providing a range of services that protect citizens from any perceived threat or physical danger related to the built environment.

Turning attention to the second definition, a caring city is not just one that provides services central to the health and well-being of society but also pays particular attention or consideration to doing something correctly to avoid damage or risk. This speaks to the entire process of planning and the actual process of delivering services. Considerable thought and attention in the policy making process is needed by city governments if they are to mitigate risk and ensure that plans are designed and implemented correctly. Therefore, there emerge two main areas of concern for cities seeking to follow the caring city agenda. The first is to be able to provide services by ensuring that citizens receive the services commensurate with what they pay for, and the second is related to the planning processes required to deliver these services in the first instance.

#### **3.1 Caring and citizenship**

These two definitions are important as they relate to the primary function of cities in service delivery (more operation functions of city administration) but also in the need to ensure effective planning and policy crafting which are the strategic functions of city governments. However, beyond these definitions there arises a need to consider the political elements cities and city governments. As such all people in cities are viewed not just as consumers, customers or clients of city services but are fundamentally citizens of the city. What is implied in this is that political leadership of city governments are elected by the people and therefore carry the

needs and aspirations of the people. In effect they are representatives of the citizens who elected them into power. Consequently, a caring city becomes one that is deeply connected to the voice of the electorate. It is not only concerned with what citizens are saying but also responds to their concerns by valuing the voice of citizens and constantly worry about public opinion. In other words, public opinion matters and is taken seriously by a caring city.

However, these definitions are quite broad serving only to arrive at some practical measure. In reality, individual cities may need to generate their own definitions of caring. Such is the approach taken in the theoretical framework of this report. However, care has generally been viewed as taking responsibility and possessing the capacity to act where action and responsibility are intertwined.

### **3.2 *Ubuntu* as caring**

Following the Johannesburg 2013 meeting, the concept of *Ubuntu* took a central role in defining care elements of a city. Extending a helping hand, bringing citizens and city government together in a mutual bound of responsibility, accountability, enforceability and participatory action were viewed as critical elements of caring. The *Ubuntu* concept extended the concept of care further by bringing society together to work towards collective goals. Hence care responsibilities are not left to city governments alone but become the responsibility of all city dwellers. As such, the principle of *Ubuntu* also incorporates the issues of dignity and respect for each person while mutually affirming and enhancing relationships in society. A caring city becomes a social pact between city-dwellers and its administration reflecting both considerate and responsive attitudes by city administration, provision of excellent amenities and services that enhance good quality of life. It also provides space for citizens to reflect and engage amongst themselves and or with city administration, participate freely in urban and civic life in ways that enhance the quality of life of themselves as well as others around them.

It is therefore clear that, when thinking about a caring city, there is a general consensus that it needs to be distinguished from the normal functional city. Rather, a caring city needs to be thought of as one that provides and demonstrates care, kindness and concern in the everyday work of city government while displaying a considerable measure of responsiveness, respect and ethics.

## 4 THEORETICAL FRAMEWORK

In building a theoretical framework we began from the premise that any attempt to consider the nature of a caring city must first start with the prior question – should a city be caring? And if so, what do is mean by the city – is it the administration or the residents of the city. In terms of how the project was initially conceptualized, the object of study here is the city administration, and as a result, the kind of society enabled through the provisions and manner of provisioning of the state. However, as shown in Section 3, there are other elements of care that ought to be taken into account which are beyond the city administration realm. To answer these fundamental questions we considered why, and by what logic a city should be caring. This is not a normative discussion asserting that a city ought to be caring, but by looking at the existing manner of what can be seen as caring in the context of a city.

This section discusses the spectrum of state-society relationships spanning marketist to welfarist, with a view to caricature these opposing rationalities so that the nature of care is made apparent. In doing so, we are aware that this exercise may be seen as reductionist or dualist, but the intention here is to acknowledge that while there may well be elements of each in current day politics, the rationality of care is best seen if these are made discrete.

### 4.1 The welfare city?

The approach of considering the city as an outcome of the broader state system is drawn from Albertsen and Diken<sup>1</sup> who argue in their article *Welfare City* that “the concept of the welfare city refers to urban built environments and urban ways of living, which have developed under the influence of the welfare state” (2004:13). Thus, while they and we recognize that city governments often have particular modes of operation, these operations function within a broader choice of ideology.

Broadly speaking, the spectrum of state-society relationships spans those that are drawn from ideologies from socialist on the one hand, and marketist on the other. Scholars note that the welfarist models occur along this spectrum, “most of them with a focus on the state-market distinction”<sup>2</sup>, ranging from societies embracing economic or liberal, to social democratic welfarist models.<sup>3</sup> Epsing Andersen argues that “the liberal welfare regime is committed to

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<sup>1</sup> Much of the review of regime typologies – or the spectrum as terms in the paper – is drawn from Albertsen and Diken (2004).

<sup>2</sup> Albertsen and Diken, (2004) P 10.

<sup>3</sup> See typologies and discussion by Epsing-Andersen, (1990).

minimize the role of the state [...] and to promote market solutions”. Within this broad rationality, the state is concerned with making the market work to the potential benefit of all citizens, and individualized responsibility for taking care of needs. The state assumes that individual, rational and market-allowable choice will fulfill the basic necessities of life, and unless there is a clear and catastrophic breakdown of these modes of existence, it will not step in. The larger necessities such as water, education and transport – or collective consumption of goods and services as Castells famously framed it<sup>4</sup> - are provisioned, as a means of supporting the labour basis of the city. Framed within a notion of utilitarianism, this ideological framework considers those provisions which are useful for the existence of the urban subject as an earner to be able to sustain a good quality of life. In other words, the bare minimum infrastructural provisions, which are consumed by the collective, are provided for, with the intention that these provisions create the support structure for the urban workforce to survive, and (potentially) thrive by their individual economic capacities. The liberal welfare city would sit closely alongside this marketist version of social existence where the market allows denizens to take care of themselves, and welfare is targeted at specifically identified poor groups who ‘fall between the cracks’ of the economic system.

#### **4.2 Social democratic model**

The other end of the spectrum is the social democratic model of the welfare city where social good is determined on the basis of citizenship, as a given, and not as a stop gap measure of extra welfare provision if there are catastrophic circumstance, nor as the means to support the labour system, but as a series of rights. Under the concept of universalism, these necessities are provided by the state beyond the basic necessities of survival, and included such provisions as public housing, hospitals and schools as well as leisure and care facilities for citizens and the aged. Within this context, the idea of social vulnerability is irrelevant, since the social protections afforded to those who in a marketist system might ‘fall between the cracks’, are in this context the common denominator of all citizens. The social provisions are also geared toward creating citizens as active, democratic participants. The political system, then also takes shape within this framework, which creates strong alliances and incentives to support the model, but more importantly, it creates a system of practice which is based on a principled version of citizenship.

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<sup>4</sup> Castells, M. , ‘Is there an Urban Sociology?’ (1976), Pickvance, C . G . (ed.) *Urban Sociology: Critical Essays*, London : Tavistock Publications, pp. 33-59.

Indeed there are eclectic variations along this spectrum, and actual practice is rarely as ideologically discrete as I have suggested. The point here is to caricature these models of state-society relations which either prioritise the role of the state or the role of the market. This is not meant to be a normative conversation, as Albertsen and Diken caution against, where the deregulated marketist system is seen as ‘bad’ and the social democratic system is seen as ‘good’, but to understand what ‘care’ might mean along this spectrum of ideological state models. What we see, to risk a reductionist reading of these two framings, is that the market is sovereign in the first and the state in the second. To borrow the Foucauldian notion of ‘to make live or let die’, what we see here is that everyday life, the necessities and externalities in the first caricature while being state facilitated, is an indirect, distant relationship between the state and society, mediated by the market. In the second caricature, the citizen-centric model means that while the state may function as paternalistic sovereign, the intention is the citizenship right to a good quality of life.

In the marketist version, the bare provisions of a good life are provided for, the economic gain of the individual covers the extraneous, non-essential requirements for a good life, and the state assists those at risk. “Care”, then, may be considered the bare minimum, and enabling economic environment for individual well-being, and measures to assist the vulnerable. Here the focus is on the *structures* that make a good life possible. In the social democratic version the necessities of a good life are not confined to those who are ‘better off’, since there are few who are significantly better off than the rest. “Care”, in this version, may be considered all the provisions for a good life, but increasingly implies budgetary pressure for the state.

Indeed these ‘models’ do not occur in vacuums, and there are constant changes which affect the nature of the possibilities of a caring society. In the edited collection by Schneider-Sliwa<sup>5</sup>, the changing nature of the urban oversight of metropolitan governments, strongly relates to the changing social, political, geo-spatial and economic ‘local’ and ‘global’ contexts. Schneider-Sliwa argues that in fact city governments are thrust into periods of adaptation when faced with these large-scale transitions. These transitions may include political change or indeed the collapse of the existing system; the increase of migrants or refugees; changes in global economic pressures; or changes in ideology between marketist and welfarist (or any other ideological combination). Also, she argues, using examples from cases in the book, that

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<sup>5</sup> Schneider-Sliwa, R., (2006) ‘Synopsis’, in R. Schneider-Sliwa (ed), *Cities in Transition Globalization, Political Change and Urban Development*, (Springer: Netherlands).

metropolitan governments transition because they progressively develop stronger regulatory frameworks or strengthening of the liberal impulses, which has an impact on the participation of its denizens, and the evolving nature of the state. Hanging ideological positions, or political choices profoundly impact on the type of urban sociality produced, since the manner of urban governance and oversight makes a particular urban life possible. Thus both ideological leaning and the type of regulatory environment that takes shape have implications for the rationale of ‘care’ by metropolitan governments in these spaces.

### **4.3 Contextual rationale of care in the metropolis**

This is not a new debate, of course: what is at issue here is the extent of oversight of states and metropolitan governments over urban social and civic life. Conservative apologists bemoan the critique received from liberal scholars for high levels of oversight suggesting that the former do not care about autonomous freedoms. They also critique the assumption that the provision of liberal social goods and valuing economic markets are the purvey of liberal governments, pointing to a much more complex set of rationalities. Similarly liberal scholars, who hold to the central ethos of individual rationality, debate the limits of state involvement in the current global milieu, and recognize its value. Thus, there are few practices which are discrete in this neat conservative-liberal view as it comes to state oversight. Even the idea of a ‘Nanny State’ has been given a fresh coat of virtue as it comes to the duties and responsibilities of the state in liberal democracies. For instance a column in the Guardian, UK on debates on the National Health Service in the United Kingdom stated

Most of the factors that influence our health - such as the air we breathe, the state of the drains, levels of crime, quality of education and the spread of infectious diseases – are largely out of our hands. And even when it comes to smoking, diet and exercise, individuals' capacity to choose varies widely, depending on social and economic conditions that are well beyond their control. Only government interference can create equal opportunities for everyone to make healthy choices, regardless of their background or circumstances.<sup>6</sup>

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<sup>6</sup> A. Coote. (2004) ‘Nanny Madness: What’s so bad about the nanny state anyway?’, *The Guardian*, 26 May 2004. Available at <http://www.theguardian.com/society/2004/may/26/guardiansocietysupplement.politics1>

While there is criticism about the management of choices by metropolitan governments or states, this oversight is not seen as a veritable ‘bad thing’, instead, scholars recognize the value of such oversight casting it as stewardship<sup>7</sup> or even moral responsibility<sup>8</sup>.

So we see, despite ideological leanings, there are arguments that sit alongside the earlier caricature drawn out – whether care is considered a provision by which to create equal opportunities for the attainment for a good quality of life, or it is defined as the duty and moral obligation of the state as a right itself, the concept of care is present. In the *Nanny* sense ‘care’ is seen as the regulation offered by the state to make the means available for an equitable urban existence. Yet this too does not always happen evenly. In India, for instance, Bagchi argues that while there is a measure of state care or oversight, it only functions as tacit protection for capital, and that the general populace is confined to battle out their urban and social lives in a fierce and unkind economic environment.<sup>9</sup>

To recall the argument by Schneider-Sliwa that the ideological configuration profoundly influences the particular form of the state, particularly in terms of how social responsibility is rationalized or perceived. She argues that as states redefine and debate their own roles and the political ethos at play, “metropolises have been placed in the unique situation that they can activate their endogenic potential more than usual”.<sup>10</sup> In this way there are varied configurations in how states perceive care, and social responsibility.

In addition to ideological leaning and the consequent unique articulations of social responsibility or care *within* metropolitan areas, there are obvious contextual differences between metropolitan areas in the way in which modalities of urban life are configured. As Castells illustrates, there are ‘constellations’ of particular urban inequalities that define difference cities,<sup>11</sup> and this shapes typologies of cities, modes of urban sociality, governance and everyday urban life. How this links with the earlier discussion is that not only is ‘care’ perceived or rationalized in particularly ideological ways, but that there is also a contextual particularity as regards to the constellations of inequalities in that city. Care, or state

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<sup>7</sup> See for instance Jochelson, K., (2006) ‘Nanny or steward? The role of government in public health’, *Public Health*, 120, 1149–1155.

<sup>8</sup> See Okeke, T., (2015), ‘Moral Obligation and Social Rationality of Government: The Affordable Care Act’, *Forum on Public Policy* 2011(2). Available at <http://forumonpublicpolicy.com/vol2011.no2/archivevol2011.no2/okeke.rev.pdf>

<sup>9</sup> Bagchi, A.K., (2004), ‘Nanny state for capital and Social Darwinism for the workers’, *The Indian Journal of Labour Economics*, 47(1), p. 69-79.

<sup>10</sup> Schneider-Sliwa, ‘Introduction’, p 4.

<sup>11</sup> Castells, M., ‘Is there an Urban Sociology?’



responsibility, thus has to respond in different ways to the contextual concerns of that place, where for instance public health care may be seen as more pressing than urban public transportation systems in one place, and another may require urgent attention to the basic basket of social provisions for the majority of people. Indeed within this is the assumption that when the state or city ‘cares’, it cares equally for all its denizens, which is not always the case.

When framing a notion of caring cities, then, it is important to take the ideological leaning, the nature of political and societal transition and endemic constellations of inequalities or demands of that particular place into consideration. These frame the rationalization of care in that society or metropolitan area. Care, in other words is taken as a proxy for the regulatory environment for denizens to experience a good quality of life, whether through the market – their own volition – or through direct intervention where there dire circumstances. In the first sense of creating an enabling environment or as a package of urban rights available to all denizens, the object of care is the entire populace, irrespective of access to economic opportunity, and in the second, the object of care are those who cannot meet their needs through other means. It is the particular context – ideological and geo-political, social and economic – that will determine the nature of care in urban environments.

The next section frames care as addressing the constellations of urban challenges within a broad urban rights framework, which allows for various combinations of ideological, obligatory, political, enabling and interventionist policies but with a strong moral imagination underpinning it. The central rationale is informed by Andrew Sayer, a scholar focusing on moral philosophy, who argues that concern or care for the citizenry is important beyond political reasons – it is important because this is what matters to people.

#### **4.4 Care: What matters**

Andrew Sayer, chiding those academics and policy-makers who assume that normative accounts of governance and ways of being in the world ought not to be morally prescriptive, argues instead that

We are normative beings, in the sense that we are concerned about the world and the well-being of what we value in it, including ourselves. The most important questions and concerns people tend to face in their everyday lives are normative ones of how to act, what to do for the

best, what is good or bad about what is happening, including how others are treating them and things which they care about.<sup>12</sup>

Seen in the context of the discussion in this paper, the role of the state and city authorities as it relates to the provisions – direct or indirect – for denizens are not merely technical or procedural. Instead it is fundamentally about care – care is not just inferred from meta-ideological or economic standpoints. This view suggests that the expectation and provision of care is not only fundamental, but also unapologetically normative. In a similar vein, urban geographer David Harvey argues that:

The question of what kind of city we want cannot be divorced from the questions of what kind of people we want to be, what kinds of social relations we seek, what relations to nature we cherish, what style of daily life we desire, what kinds of technologies we deem appropriate, what aesthetic values we hold.<sup>13</sup>

The way the city is managed, the way interventions and technologies are delivered and the way the economic environment becomes enabling or inhibiting to the everyday attempts of individuals and groups for a good life and meaning, is not an accidental outcome of liberal modes of consumption in urban space. It is the intention of the state and city governors. Thus while people's experience of whether a city is caring or not, is related to their subjective experiences or expectations, it also part of their objective well-being. As Sayer puts it

While normativity embraces the [...] functional valuation of things, for example regarding the efficiency of a piece of technology, it is the moral dimension of lay normativity that I want to emphasize. By this I mean simply matters of how people should treat others and be treated by them, which of course is crucial for their subjective and objective well-being.<sup>14</sup>

In addition to care being an unalienable and normative right, that cities should be caring spaces have to do with the recognition of urban experience of need, lack, social isolation and anomie, and the provisions to address those social challenges. Increasingly evident social trends in urban areas have to do with alienation, anomie and a general disengagement from social life,

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<sup>12</sup> Sayer, A., (2005), 'Class, Moral Worth and Recognition', *Sociology*, 39, pp1-14, p. 3.

<sup>13</sup> Harvey, D., (2013), *Rebel Cities: From the Right to the City to Urban Revolution*, (Verso: London), p 4.

<sup>14</sup> Sayer, A. 'Class, Moral Worth and Recognition', p. 4.

where cities are not seen as spaces of conviviality but of angst, competition and loneliness. There are also profound experiences of ‘distance’ between politics and society, where increasingly bureaucratized city management often leaves its residents antagonistic toward its officials, which causes mistrust of the state apparatus in general. This is even more pronounced where there is political contestation over resources or the equal distribution of services.

In short, the deliverables or services of city governments are not a technical measure to address a quantified and categorized need. Instead, these are the just responses to the rights of individuals and groups to meaningful recognition of their needs. Characterised in this way, care is less an outcome of technical ways of managing space, which are either welfarist or marketist in nature, but a prior moral consideration or obligation that shapes state-society interaction, and places recognition as the central focus – it is a matter of dignity and equality of recognition.

In his book entitled *Why Things Matter to People* (2011), Sayer argues that ‘[t]reatment that fails to allow us autonomy and respect our vulnerabilities is all the more undignifying if others with whom we compare ourselves do not have to endure such treatment’ (Sayer, 2011:242). He continues that “expressions of equality of recognition which are not backed up by equality of treatment and distribution of resources and opportunities are likely to appear hypocritical” (Sayer, 2011:244). Yet although Sayer and Harvey’s arguments suggest that these are concerns to ‘remind’ academics and policy-makers about, these views are contained in the lay, vernacular or everyday logic of urban societies. The Africanist concept of *Ubuntu* – recognising the personhood of the self only through the recognition and value of the collective – is one such vernacular logic.

Simone argues, with his central focus on African cities, that within metropolitan areas (although he does not specifically frame cities as metros) in Africa, urban sociality is a product of ‘independent’ or individualized action or responsibility together with social interdependency.<sup>15</sup> He contrasts this with cities – and thus modes of urban governance – in Europe and North America as “pull[ing] apart interdependency and autonomy, responsibilities and rights, and community and individuality, rendering them as parallel, not intersecting conditions”.

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<sup>15</sup> Simone, A. (2004) *For the City Yet to Come* (Duke University Press: Durham), p. 232.

As mentioned in the rationale of this paper, when the Metropolis Conference was held for the first time on African soil in 2013, the vernacular expression of *Ubuntu*, this enmeshing of individual rights with interdependency and broad social responsibility, toward the collective good, was seen to be a useful framing concept for the Caring Cities Initiative. The hallmarks of Ubuntu are trust, fairness, shared understanding and dignity and harmony in relationships. It is also about the desire to build caring, sustainable and just responses to societal needs. As it relates to metropolitan oversight, it would expand the technical, marketist or rights-based provisions by city governments to the *manner* in which these provisions are made, and the measure of dignity associated with the recognition of the collective and their needs.

Care, then is not just about the efficient regulatory framework, which enables the conditions for a good quality of life, nor the bundle of provisions necessary for a comfortable existence, but also the recognition of meaning, the agencies of individuals and collectives and to fully participate in the society in which they are a part, and the desires of all who make up and govern the city to remake it according to their desires. As Harvey argues:

It is not merely a right of access to what already exists, but a right to change it after our heart's desire. [...] The right to remake ourselves by creating a qualitatively different kind of urban sociality is one of the most precious of all human rights.<sup>16</sup>

#### 4.5 A caring city

Having considered the various theoretical views and approached, we conclude that the concept of a caring city includes the following elements:

- **Quality of life:** The materialities to facilitate a just, and equitable quality of life;
- **Economic inclusion:** The enabling, reliable, economic environment for access to opportunities;
- **Humanity and Sharing:** A culture of community, which recognize people's needs *and* the unalienable right to find meaning in their social existence; and
- **Civic Affairs:** The recognition of the agency of the collective and individuals to determine the quality of their lives.

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<sup>16</sup> Harvey, D, 'Rebel Cities', p 3-4.

Within this framework, and with the vision of a caring city outlined above, recognizing that they may be a variance in various city contexts, the rest of the paper offers a research design and methodology for developing a caring cities index. This index will be a standardized tool of measurement that can be used within various contexts.

## **5 RESEARCH DESIGN**

### **5.1 Caring Cities working group**

The Caring Cities project has evolved through a series of meetings, consultations and reviews. With no concrete precedence set on this concept, these processes helped to shape the research design of the project. Metropolis assembled a team of young experts from seven cities across the world to caring cities initiative. Contact Session 1 was held in Johannesburg from the 31<sup>st</sup> of January to the 1<sup>st</sup> February 2015 and Contact Session 2 was held in Buenos Aires on 17 May 2015 as per the agreed ‘Collaboration Agreement’ with Metropolis. The identified working group for this initiative endorsed the project and reiterated its importance. These representatives had been identified prior to the initiative proposal being discussed, and became the driving force for the initiative throughout the life cycle of the project. The identified working group member cities were: Berlin (Germany), Buenos Aires (Argentina), Johannesburg (South Africa), Mashhad (Iran), Mexico City (Mexico), Ramallah (Palestine) , Sao Paulo and (Brazil). As the project lead, the City of Johannesburg played an active role in coordinating the activities of the working group.

At the January/February 2015 meeting in Johannesburg discussions were held around the practical measures that can be introduced to make cities more inclusive and welcoming. A conceptual framework with brief proposals on the content was drafted containing 9 specific dimensions for a caring city. Following consultations with Gauteng City Region Observatory (GCRO) – a research centre which is a partnership of the University of the Witwatersrand, University of Johannesburg, and the Gauteng Province – the caring dimensions were revised upwards to 10. GCRO’s earlier work on Government Barometer was used as the basis for formulating ideas for the Caring Cities Barometer<sup>17</sup>.

### **5.2 Buenos Aires**

The second contact session held in Buenos Aires, Argentina during May of 2015 was a major milestone in the life of the initiative. The framework developed by City of Johannesburg in collaboration with the GCRO was presented to the caring cities team for the first time. A review panel was called in to suggest comments on how the ideas of the initiative could be modified and improved. While most comments focused on the specific indicators, the contribution by Prof. Paul James led to a whole new thinking on how these indicators could be grouped and presented. Without recommending any fundamental changes to individual indicators, Professor

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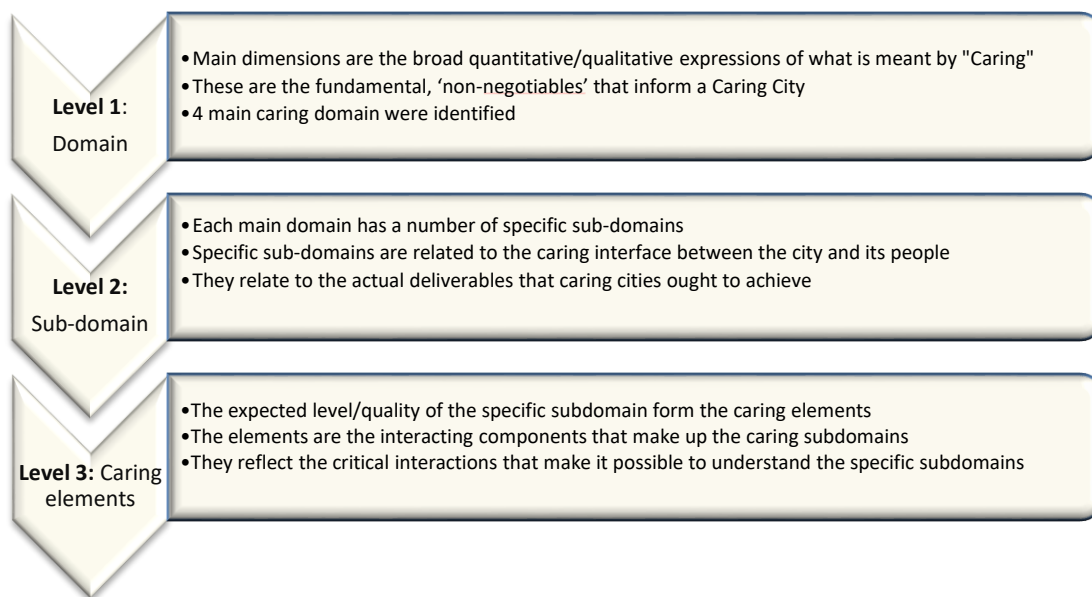
<sup>17</sup> GCRO work on the Barometer can be found on <http://www.gcro.ac.za/barometer>

James’s classification based on his groundbreaking work on Circles of Sustainability provided a more appealing contribution to viewing the idea of a caring city and was unanimously agreed upon and adopted. Rather than having ten main dimensions, Professor James recommended that these be reduced to four domains namely, Quality of Life, Humanity and Sharing, Civic Affairs, and Economic Inclusion. These dimensions derive directly from our theoretical framework developed in Section 4 above. Given the generic nature of the 4 domains dimensions, a decision was taken to further break them down into specific subdomains as illustrated in Table 2 below.

**Table 4: Caring City: Typology of domains and subdomains**

Domain 1	Domain 2	Domain 3	Domain 4
<b>QUALITY OF LIFE</b>	<b>HUMANITY &amp; SHARING</b>	<b>CIVIC AFFAIRS</b>	<b>ECONOMIC INCLUSION</b>
<ul style="list-style-type: none"> <li>• Materialities</li> <li>• Mobility</li> <li>• Protection &amp; safety</li> <li>• Vulnerability</li> <li>• Environment</li> </ul>	<ul style="list-style-type: none"> <li>• Ubuntu</li> <li>• Culture</li> <li>• Tolerance</li> <li>• Diversity</li> <li>• Social inclusion</li> </ul>	<ul style="list-style-type: none"> <li>• Capacity</li> <li>• Participation</li> <li>• Voice</li> <li>• Decision</li> <li>• Communication</li> </ul>	<ul style="list-style-type: none"> <li>• Technology</li> <li>• Innovation</li> <li>• Youth employment</li> <li>• Access</li> <li>• Inclusion</li> </ul>

In order to enable measurement each of the 5 subdomains we further reduced into what we termed as caring elements. It was on the basis of these caring elements that a questionnaire was developed and data collected for the pilot city, Johannesburg. Therefore in formulating the Caring Cities Barometer, a three-state process was following in which a first level classification into domains was agreed upon involving the 4 domains in Table 1. This was followed by level two process in the domain were expanded in more specific but relevant sub-domains with each domain having 5 sub-domains. Finally, at Level 3, the specific and measurable caring elements were identified. These three levels are summarized in Figure 2 below.



**Figure 1: Caring domains, sub-domains and elements**

It must be noted that arriving at the final listing of the domains, sub-domains and elements was not easy. It involved an iterative process, show casing and piloting. As such the final listing was a product of extensive consultation and testing. It was on the basis of these processes that the final Caring Cities Questionnaire was developed.

### **5.3 The Questionnaire**

This section presents the structure of the questionnaire. Rather than rely on existing data, which was obviously insufficient in addressing the concept of caring, we moved to look at how we can best represent the caring domains. A test run of the initial questionnaire raised several points that we did not anticipate. These points eventually led us to opt for a survey as the concept of caring proved to be very subjective for most people. As elaborated in the theoretical section, the concept of care has a number of dimensions for defining it, which also depend on context and location on the globe. Judging from the sentiments of members from participating cities, there is wide variation in terms of development, which render the use of pre-existing data difficult from a comparative analysis perspective. For example the time standards for public transport in Johannesburg and Berlin are fundamentally different. As such we designed the questionnaire in such a way that respondents in different cities answer the same question but in their own context. This question was piloted in order to refine the questions and the plan is to have each of the cities members in the team to conduct the survey. A benchmarking report was compiled on the basis of the survey results from participating cities.



Following a pilot of the initial questionnaire there was a realization that many respondents a confused interpretation of what was implied by the term Caring. As such we decided to provide a guiding question the final version. The following 4 panels show how these guiding questions were framed for each domain and the caring elements identified for each subdomains.

## Panel 1

### DOMAIN 1: QUALITY OF LIFE

*General Question:* Does your quality of life reflect “caring” by the city?

Rating scale 1 to 10, where 1 is bad and 10 is excellent.

#### 1. Basic services and infrastructure

Your experience of provision of basic services and infrastructure i.e. settlement, water, electricity, sanitation, waste removal

- Access
- Quality
- Regularity
- Affordability
- Customer care

#### 2. Mobility

Your experience of transport service in the city

- Affordability
- Proximity (how far do you have to walk to find nearest public transport)
- Travel time
- Choice e.g. walkability, cyclability
- Quality & Safety

#### 3. Safety and civic protection

Your experience of safety and civic protection in city

- Protection against crime, violence and other threats
- Walking in your area during the day
- Walking in your area at night
- Police responsiveness
- Trust in the police force and/or law enforcement

#### 4. Environment

Your experience of the condition of the environment

- Air quality
- Quality of open water bodies
- Quality of public and green spaces
- Recycling services
- Availability of alternative sources of energy

#### 5. Caring for the Vulnerable

Care for the vulnerable by the city

- The aged
- The physically and mentally challenged
- Other vulnerable groups e.g. migrants, refugees, children
- Public health care
- Vulnerability in terms of disasters

## Panel 2

### DOMAIN 2: HUMANITY AND COMMUNITY

*General Question:* To what extent do experiences of humanity and sharing reflect “caring” in your city?

Rating scale 1 to 10, where 1 is bad and 10 is excellent.

1. Ubuntu

Sense of solidarity between people in the city

- The tendency to put people first in your city's administration
- The tendency to prioritise the needs of the poor and vulnerable
- Culture of respect
- Acts of kindness to those less fortunate
- People fighting for a cause which does not directly affect them

2. Culture

Cultural vibrancy

- Ability of city dwellers to express/celebrate their culture(s)
- Public celebrations of cultural days or special events
- Art, Music, Theatre events or Spaces
- Heritage, Exhibition and Museum Spaces
- Celebration of cultural events of those considered to be different from one's self.

3. Urban life and socialising

Urban life

- Public space (squares, parks, pedestrian zones)
- Urban Culture (City life - cafes, urban markets, urban sporting events)
- Space for expression of urban sub-cultures (graffiti, street artists, hipster movements)
- Inclusive events hosted by your city
- Quality of public amenities (walkways, toilets, water fountains)

4. Diversity

- Expressions of diversity
- Recognition of difference in the city (Gender, Orientation, Cultural, Ethnic, Age)
- Respect for difference
- Celebration of difference
- Spaces for expression of diversity
- Sensitivity of civic leaders to difference

5. Social cohesion

Reflections of social inclusivity and cohesiveness

- Sense of being included to take part in the social life of the city
- Sense of belonging
- Sense of ownership and responsibility: Having an active role to play
- Feeling of being included in decisions that affect you
- Having regular contact with people different to you in your city

### Panel 3

#### DOMAIN 3: CIVIC AFFAIRS

*General Question:* To what extent do civic affairs reflect "caring" by the city?

Rating scale 1 to 10, where 1 is bad and 10 is excellent.

1. Administrative capacity for civic affairs

Capacity of city administration

- Accessibility of civil servants
- Responsiveness to service delivery interruptions
- Customer service
- Access to information
- Resolution of problems/concerns

2. Participation

Extent of public participation

- Platforms or structures for dialogue and deliberation
- Budgeting processes
- Community engagements/forums
- Charity
- Social/sport clubs

3. Voice/Agency

Ability to effect change in your city

- Through organised public demonstration
- Effective and timeous communication
- Civic activism - appropriate channels for participating for/in social change
- Instrumental and cultural action
- Economic upliftment

4. Political interaction

Experience with politics and political interaction

- Engagement with politicians
- Resolving matters of corruption
- Political deliberation
- Policy making at local government level
- Implementing policy

5. Communication

Experiences of communication and communication platforms

- Appropriateness of communication
- Responsiveness and timeliness
- Customer Care
- Access to appropriate languages of communication
- User friendly smart platforms

## Panel 4

### DOMAIN 4: ECONOMIC INCLUSION

*General Question:* To what extent does level of economic inclusion reflects “caring” by the city?

Rating scale 1 to 10, where 1 is bad and 10 is excellent.

#### 1. Technology and innovation

Experiences

- Access to broadband
- Affordability of mobile and data tariffs
- Affordability of
- Access to vending machines
- Access to appropriate banking facilities of technology and innovation

#### 2. Youth

Experiences of youth

- Access to education (Bursaries and Scholarship)
- Empowerment (access to FET)
- Participation in the economy
- Voice
- Spaces of recreation and creativity

#### 3. Employment

Experiences of employment

- Opportunities for employment
- Job choice
- Quality of jobs
- Entrepreneurship
- Economic mobility

#### 4. Access to opportunities

Experiences of access to opportunities that enhance livelihood

- Access to economic information
- Proximity to employment opportunities
- Access to start-up capital
- Access to appropriate financial institutions
- Access to markets

#### 5. Inclusion

Experiences of economy inclusivity

- Decent work (incl. pensions, training and development)
- Provision of grants and social welfare
- Equal economic opportunities (by race, gender and age)
- Diversity (acceptance by race, gender, nationality)
- Transformation (in work, business)

### 5.4 Online questionnaire

The development of the questionnaire was taken a step further after a decision was taken by City of Johannesburg to develop an online version of the questionnaire. That way, the questionnaire would be available to a wide circle of citizens and also to various member cities of Metropolis. Consultations were held at a University of the Witwatersrand unit specializing in software engineering, JCCI. With input from the GCRO, JCCI was contracted to develop an online questionnaire that would be accessible on a variety of platforms ranging from a desktop, laptop and tablet to a smart phone. This too, was an interactive process involving several pilots.

The key of the online questionnaire is that it allows citizens to rate their cities in the various elements and upon completion, the caring cities index is generated based on average scores of respondents that will have completed the questionnaire at that point. The questionnaire also has functionalities that automatically generate descriptive statistics and charts. It is envisaged that member cities of metropolis will have tool on their websites and in their own language, to enable their citizens to participate in this initiative.

Figure 2 below shows some of the functionalities of the online questionnaire. So far the questionnaire has been translated into Spanish and French. It is on the basis of these responses that both the caring cities index and the barometer are generated.

### 5.5 The Caring Cities Index

Following on from the method of data collection, the group came up with the idea of a Caring Cities Index. The index would be universally comparable and can easily be adjusted to any scale i.e. city, municipality, province or country. The basis for calculating the index followed a multi-stage process given that each domain has four subdomains and the each of the four subdomains has 5 elements on which respondents much score. The idea was to ensure that the mean score for each element was computed, followed by the mean score for each subdomain, then the mean score for each domain and finally the total average score which becomes our index.

#### 5.5.1 Stage 1

The first stage involves the calculation of the mean (average) rating for each element. In total there are 80 elements, 4 in each of the 20 subdomains. Our sample  $n = 510$ . If we let  $x$  be element 1 in subdomain 1, the mean for that element will be represented as  $\bar{x}_j$  where  $j = 1$  up to 5, the number of elements constituting each subdomain.

$$\bar{x}_j = \frac{1}{n} * (\sum_{i=1}^n x_i) \dots\dots\dots 1$$

where  $n=510$

### 5.5.2 Stage 2: Mean of subdomain

Next is the calculation of the mean for the subdomains which pulls together the means,  $\bar{x}$  of each of the elements. Given that we have 5 elements in each subdomains which are represent here by  $j$  the mean for each subdomain  $\bar{y}_i$  is given by,

$$\bar{y}_i = \frac{1}{5} (\sum_{j=1}^5 \bar{x}_j) \dots\dots\dots 2$$

Where  $i=4$

### 5.5.3 Stage 3: Domain mean

Taking the results from equation two we are able to generate the mean rating for each domain.

$$\bar{X}_j = \frac{1}{4} (\sum_{i=1}^4 \bar{y}_i) \dots\dots\dots 3$$

Where  $j=1$  up to 4, representing total number of domains.

### 5.5.4 Stage 4: The Caring Cities Index, *CCI*.

Finally we calculate the caring cities index which is essentially the mean score of the 4 domains. This represented by equation 4,

$$CCI = \frac{1}{4} (\sum_{i=1}^4 \bar{X}_j) \dots\dots\dots 4$$

where *CCI* is the caring cities index.

It was possible to arrive at the *CCI* without having to go through this multistage process. However, this was done with specific purpose in mine, that the results will be used later to construct the Caring Cities Barometer adaptable for use by any government albeit local, provincial or national. There the individual means for elements, subdomain, domains, and domains are required for constructing the barometer tool. On much high level, it necessary that city do not lose sight of what is happening to individual elements. Cities need to be able to identify with ease those elements and or subdomains are driving the Caring Cities either down or up and devise appropriate and targeted interventions. As such the tools developed are useful

for cities as diagnostic tools that assist in monitoring the pulse of city development and socio-economic trends in relation to their citizens.

It must be noted that all elements in the calculated are equally weighted interns of importance. However, this does not ignore the factor there are indicators that may matter most to citizens than other but practical reasons and ease of calculation were took a decision to equality weight the elements. However, individual cities may experiment with weights and observe if there are any changes to the index. Other possibilities include the redundancy test where one can test where a particular element has impact on the index or not. This technique is however beyond the scope of this undertaking.

It was envisaged that this Caring Cities Index will allow us to develop a new way of addressing the challenging of urban governance and sociality, which will go beyond mere function or provisions and also an expression of intentionality to produce the kind of urbanity that has a positive impact on people's quality of life. Figure 5 below show the average rating for the various subdomains in the 4 domains. On the basis of this analysis, cities using this tool can quickly identify areas that need urgent attention. As shown in Figure 10, the subdomain are ranked according to mean and it has is very clear that Johannesburg has a challenge in the area of employment.

### **5.6 The Caring Cities Barometer**

Unlike the Caring cities index, the Barometer allow cities to display of the caring elements in a single graphic alongside the average and the benchmark figure. Figure 3 below show the Barometer for Johannesburg. It is easy to note those elements that fall below the average as well as the actual index. This way, cities are able to focus more directly on those elements by investigating while they are scoring so low and recommend appropriate interventions. It is this characteristic of the Barometer that gives it an urge over the index, it provides information on all the elements in a specific as well as comparative way simultaneously. In order the construct the Barometer, we standardized the subdomain means to 10 instead of 5, for ease of plotting (See Figure 11 below).

In terms of the standardized mean, 0 to 10, a score of 10 would imply outstandingly caring city, and 0 would be no care at all. The Caring Cities Barometer is adaptable to any scale of analysis.

An excel sheet with the relevant formula was developed with allow cities to customize the analysis to suit their contexts while generating similar results.

Section 6 shows how these tools look like in the case of Johannesburg where the Caring Cities questionnaire developed here was applied to sample 510 citizens in the city and what the results were for each of the calculations outlined above.



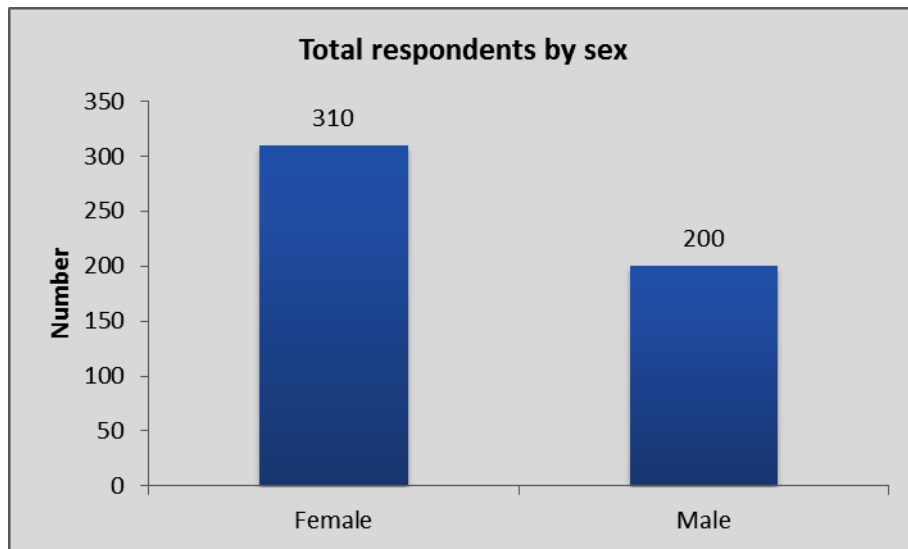
## **6 RESULTS FOR JOHANNESBURG**

The response rate to the online questionnaire was very disappointing. With many people Johannesburg have access to internet it was worrying that we got a response rate of a paltry 32. However, there are lessons to learn from the Johannesburg experience. The first is the cities need to go on public awareness campaign that will inform the public about the initiative, what it implies and why it is important for citizens to participate. This may involve radio and television, print media and roadshows. As the experience of Johannesburg has shown, this awareness is essential if citizens are to participate in the survey. This did not happen in the case of Johannesburg, small wonder then that we had so few respondents. Secondly, there were sentiments that were raised over the length of the questionnaire. A suggestion can be made to cut down on either the number of elements in each subdomain or cut on the subdomains themselves. This decision rests squarely on the individual cities. Our suggestion is to pilot the questionnaire as is and make changes based on response rated as necessary. Lastly, there was very little time. The results were needed in a hurry and there was no way a voluntary online survey would attract many people within a short time where there is not incentive to complete the questionnaire.

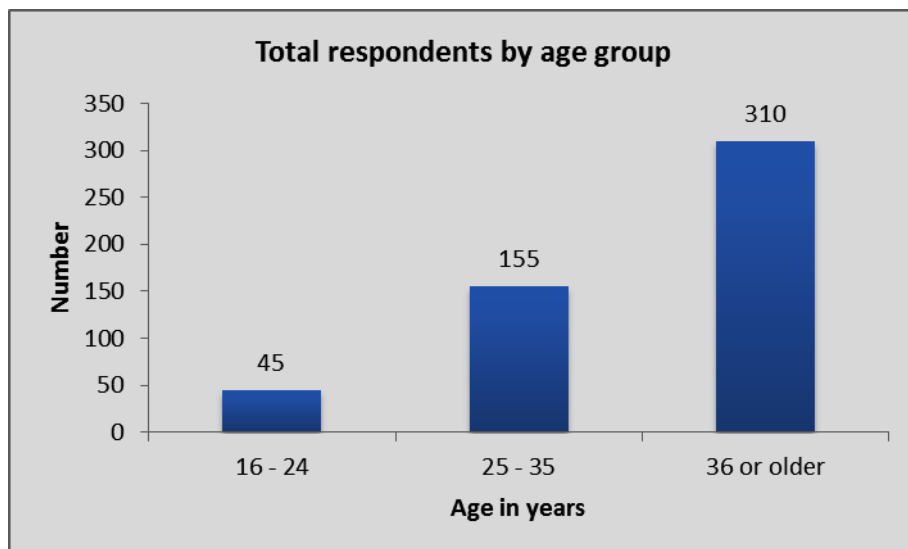
To counter this drawback a decision was made to hire a survey company to collect data from at least 500 respondents. Bureau of Marketing Research (BMR) from the University of South Africa, was awarded a contract to collect data from 500 respondents in this City of Johannesburg. Arguably, 500 is a very small sample size for a city with more than 4 million inhabitants. However, the sample was collected for purposes of demonstrating the practicality of generating a caring cities index and the caring cities barometer. BMR succeeds in collecting responses from 510 respondents in Johannesburg.

### **6.1 Descriptive statistics**

Figures 3 through to 5 show the profile of the 510 respondents that were invited and accepted to participate in the survey. These were randomly selected from across Johannesburg. 61 percent of these were female and 39 were male. The majority (61 percent) were 36 years or above while only 9% were younger than 25 years. In terms of the employment status, 49 percent were employed albeit formal or informally, 46 percent were unemployed and 5 percent were students.



**Figure 2: Sex distribution of respondents**



**Figure 3: Age distribution of respondents**

The majority of respondents were 36 years and over as shown in Figure 3. However, it was ideal to obtain an even spread of respondents for the three categories in order to obtain a more representative picture. As discussed further, these kinds of surveys offer very little incentive that will encourage participation and cities need to plan ahead in order to ensure that more of their citizens participate in the survey. More respondents are required covering evenly the different age groups.

Figure 4 below shows an even worrying picture that no doubt has influenced the results to some degree. There is a very large number of unemployed people (46 percent). However, as seen by

the results even from other surveys such as the General Household Survey, the GCRO Quality of Life Survey, unemployment is an issue. Many people are without jobs.

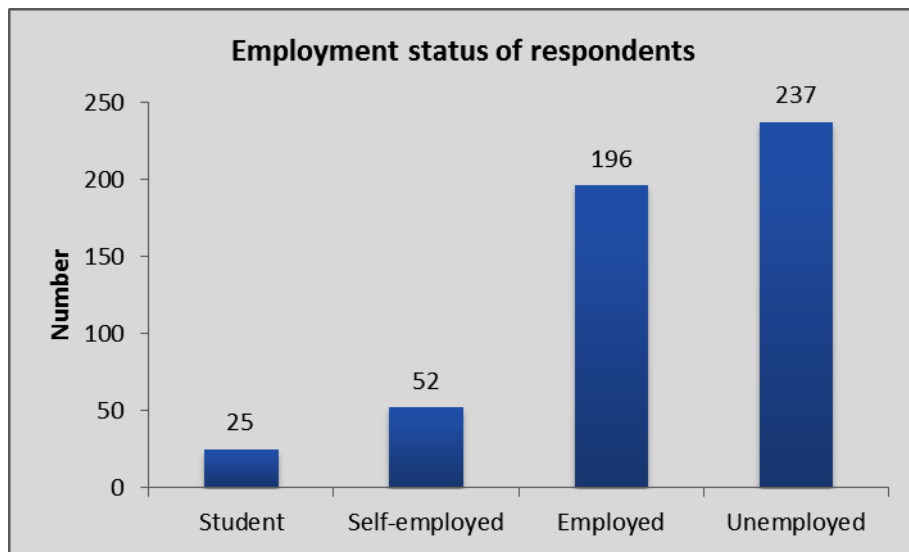


Figure 4: Respondents distribution by employment status

## 6.2 Average rating

Figure 5 gives the average rating for the entire 20 subdomains identified as constituting caring.

These results are based a calculation in equation 2 above.

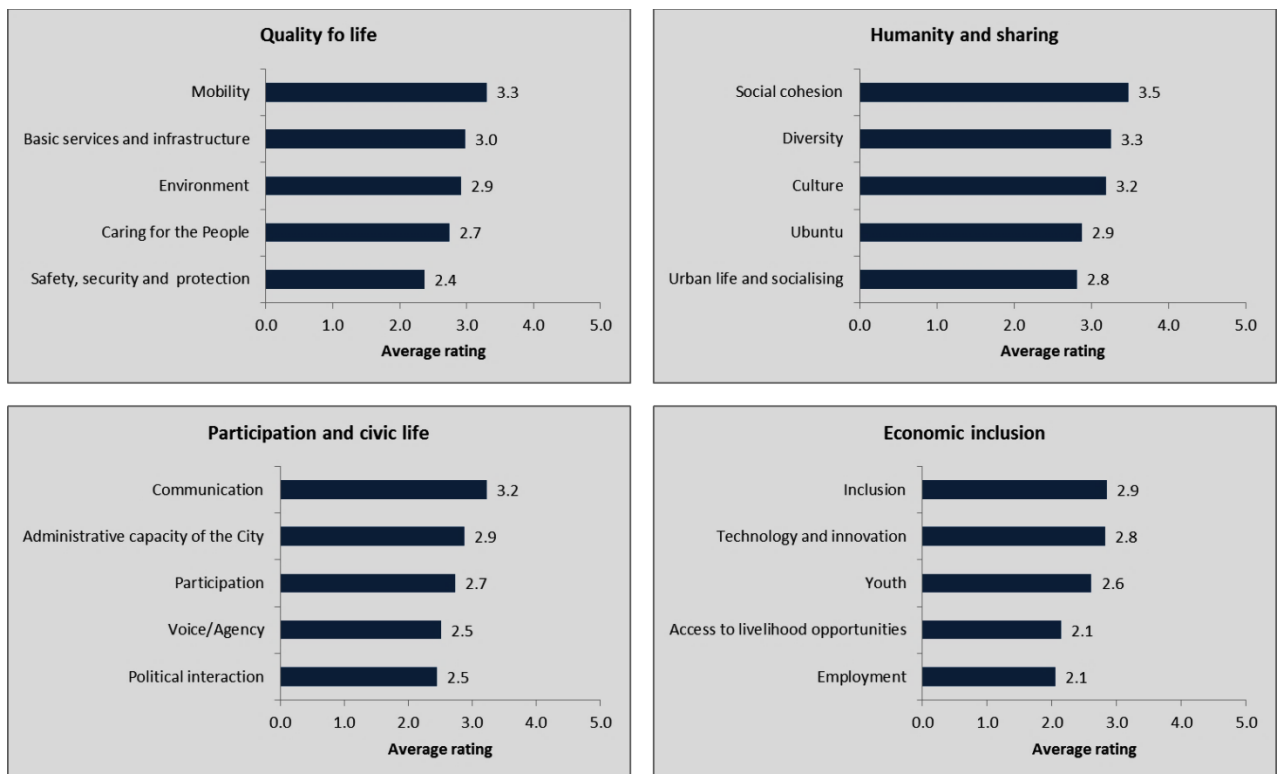


Figure 5: Mean rating per subdomain

It is evident that the in terms of Quality of Life, mobility scored highly. The City of Johannesburg together with both national and provincial governments has in the last ten year worked on number of projects to ease mobility. The projects include the freeway improvement project which not only benefited Johannesburg but the entire province of Gauteng. This project saw the expansion of major highways to accommodate more cars. The Rea Vaya Bus Rapid Transport which also was a major milestone in improvement mobility for commuters. The local metrobus company in Johannesburg has also undergone changes with more and improved bus fleets being introduced on the roads of Johannesburg. The Gautrain (electric train) introduced during the 2010 world cup has become very popular with Johannesburg commuters as well and lately there have been introduction of cycle lanes to cater for cyclists. There has been increased use of Uber in the cities allowing citizens to move from one point to another within the city.

While citizens in Johannesburg appear to enjoy improved mobility, there is concern over safety and security which mars their quality of life. Johannesburg is traditionally renowned for its high rate of crime and while there has been significant improvement in particular areas and increase visibility of people, crime is still a huge area of concern in the City that deserved focused attention.

The domain of Humanity and Sharing seems to be doing very considering that South Africa is such racially fragmented society. It also suffered some the works xenophobic experiences in 2008. Yet, inspite of all this there was a sense among the respondents that the city hare in this respect. Urban life and socialising score low most likely due to crime (this could be tested through further research).

An area that definitely needs attention based on this survey is the domain of Economic Inclusion. Citizens of Johannesburg are concerns about lack of job and lack of access to livelihood opportunities. This may not be a surprising result given that most are unemployment. However, lack of jobs itself is a hindrance to access to livelihood opportunity and can further worsen this lack of access.

### **6.3 Averaging rating by sex**

Figure 6 below shows the results by sex. Women see more social cohesion than men but both think the city is doing well in this regard. Both man and women agree that mobility situation in the city displays high level of care and so is communication and economic inclusion.

However, employment remains an issue in the city. According to the respondents, the city has not taken much care in dealing with unemployment. The results for basic infrastructure signify care by the city. Indeed, there general household survey for Johannesburg has shown that access has improved. It would be necessary for the city to find out the concerns for the other citizens that feel uncared for. Other factor considered here included frequency of access, how quick the city attends to faults and breakdown in delivery, the quality of the service and so on. Care as defined here is not just about access, but the manner in which that access is provided.



Figure 6: Mean rating by sex

#### 6.4 Average rating by age

Similar trends are observed when results are arranged by age group.

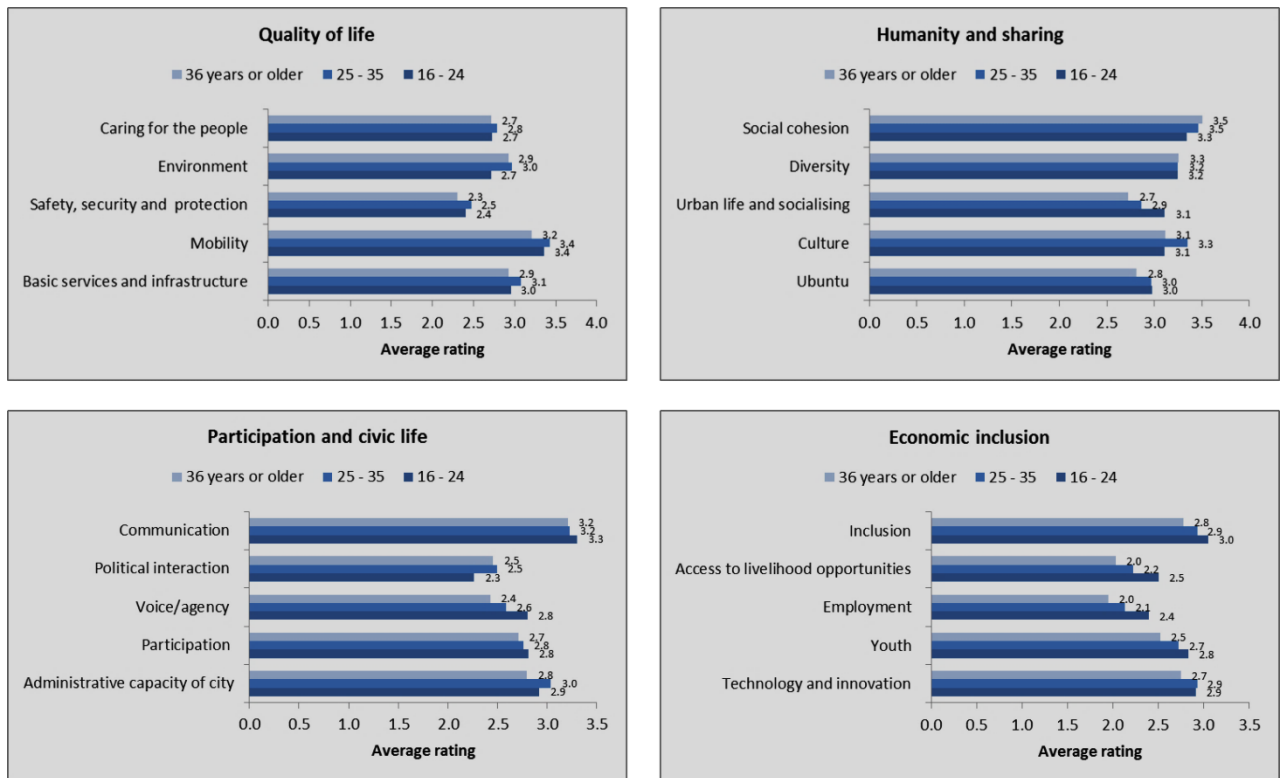


Figure 7: Mean rating by age

### 6.5 Average rating by employment status

The employed seem to view the city as caring in many respects. This is because having a job opens access to certain opportunity that the unemployed may be unable to access. Safety and security, employment, livelihoods access and youth are all areas that the city has been found wanting by all age classes of the city.



**Figure 8: Mean rating by employment status**

Based on these charts, it is possible for the city to carry out further investigations. These results point to this further need where factors behind these responses need to be uncovered. However, it is observable for example that the self-employed feel that the city cares less about unemployment in the city, which explains why they are self-employed. A score of 1.8 is quite low to raise alarm for the city of Johannesburg.

## 7 THE CARING CITIES BAROMETER

One of the key objectives of this project was to develop a Caring Cities Barometer. This barometer is a tool that will not just serve current and further analytical and diagnostic purposes but will also be available for wider circulation and use among member cities of Metropolis. The tool is also not just user friendly but can also be adjusted to use the different contexts of cities. The indicators can be changed, adjusted, added removed without the toll suffering in terms of its diagnostic power. Given that it is web based there is very little cost incurred in conducting survey as citizens can and may complete the survey when they visit their city's website for other purposes.

### 7.1 Mean per subdomain

In building the Barometer, we also undertook a stage process. For practical reasons, we have taken the means or averages of the subdomain. We have 20 subdomains and the results are produced in Figure below. From this initial analysis, the result are plotted in descending order and we observed that for Johannesburg, the city is rated as caring in the area of social cohesion, mobility and diversity respectively. However, there is less care regarding employment, access to livelihood opportunities as well as safety and security. All these areas that fall within the mandate of the city and therefore the city is called on to act and remedy the situation.

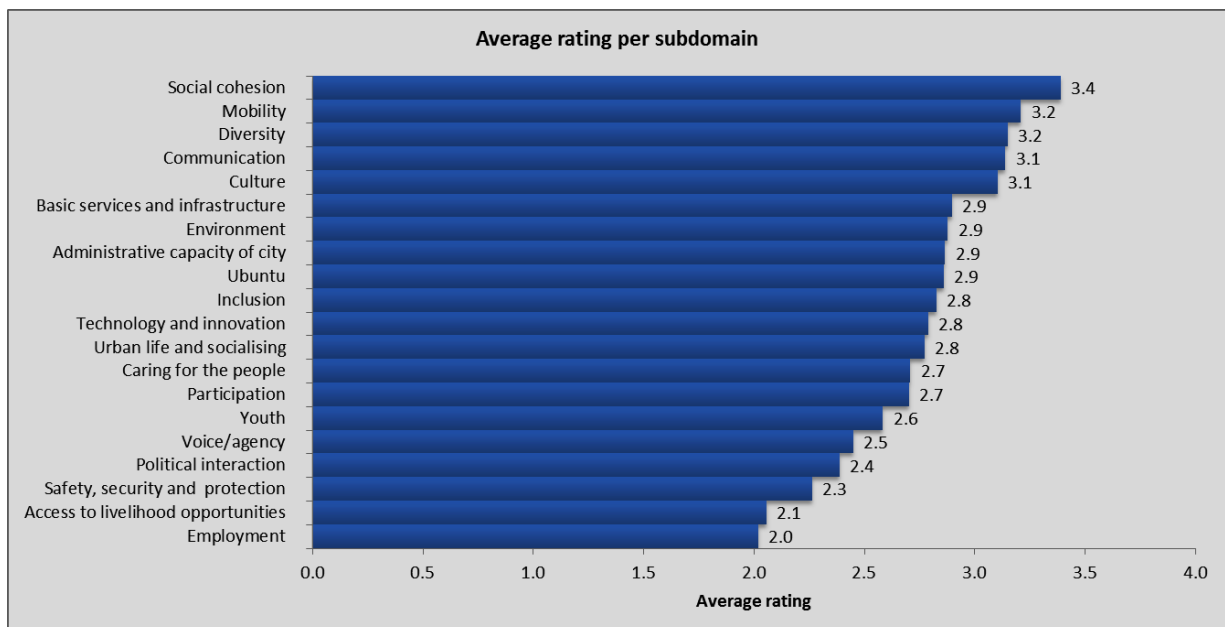


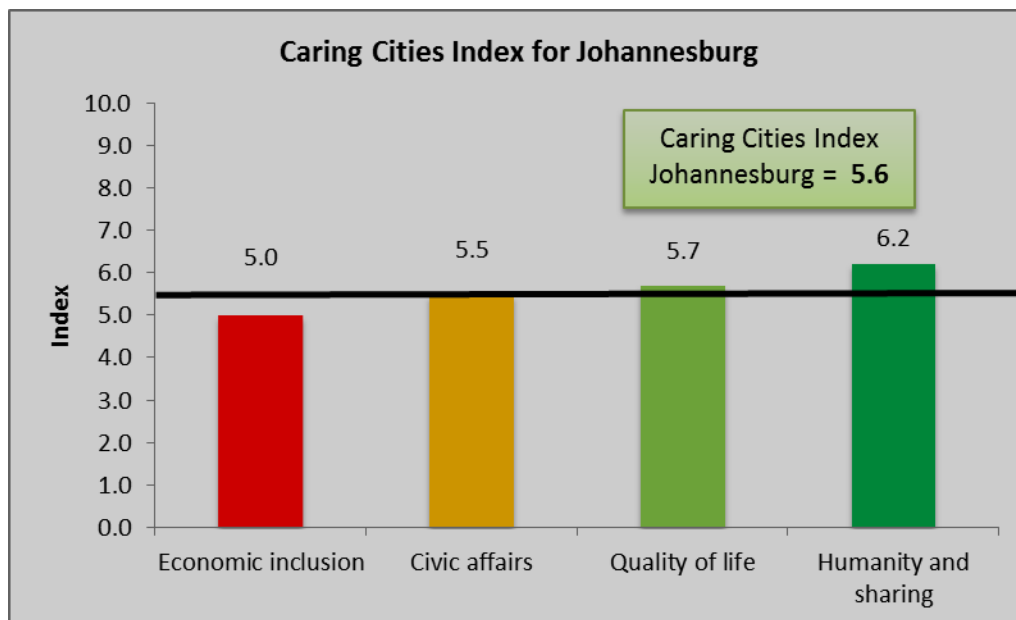
Figure 9: Meaning rating per subdomain



This first serves to providing a listing of the various indicators to be included in the Barometer, the chart is not in itself the Barometer. A further step is need, the calculation of the caring cities index.

## 7.2 The Caring Cities Index

Based on these results we calculated the Caring Cities Index based on equation 3. The results are plotted in Figure 10 below where the bars show the caring city indexes for each domain while the horizontal plot show the overall index for all elements, combined. As noted earlier, we standardized the results from a score of 5 to one of 10 for ease of plotting and this given a much wider range.



**Figure 10:** Caring Cities' index for Johannesburg

As shown in Figure 10, the City of Johannesburg is rated as highly caring in the domain of Humanity and Sharing with mean rating of 6.2. Economic inclusion is certainly an area of huge concerns and the results resonates with the level of income inequality and poverty prevalent in South Africa generally. However, based on this survey and from a caring perspective, the City of Johannesburg is being called upon to care more for its citizens. A caring city index, of 5.6 on a scale of 1 to 10 is nor impressive. It would really interesting how on the same basis Johannesburg will compare to other cities in the network e.g. Berlin, Sao Paulo, Mexico City, Buenos Aires and so on.

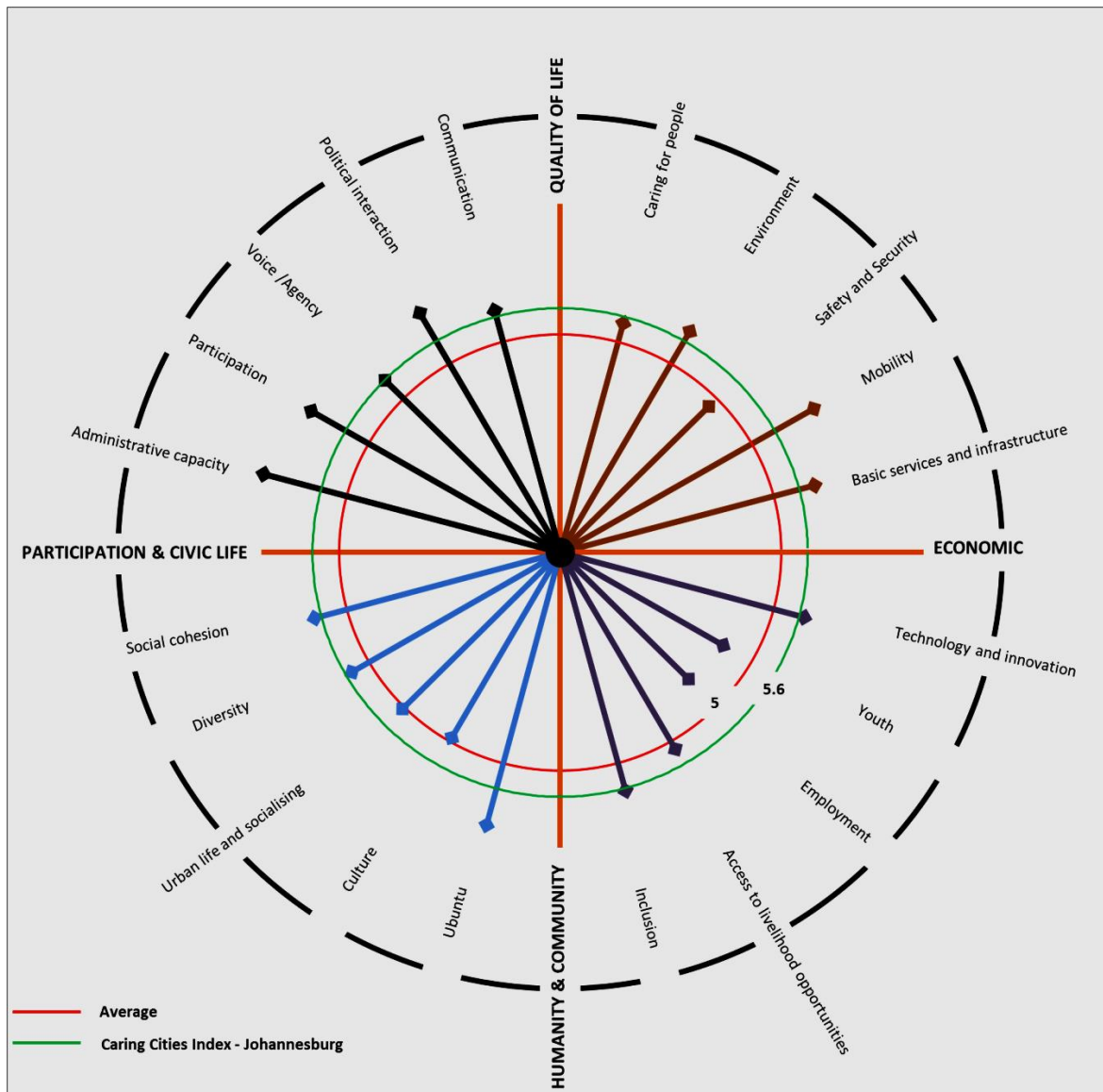
### **7.3 The Caring Cities Barometer**

And finally to the most important and exciting feature, the Caring Cities Barometer tool. Having laid down the building block, we introduce here the tool for assessing care by cities. The Barometer has the following as its components.

1. The 20 subdomains
2. The means scores for each of the subdomains,
3. The mean score for each of the four domains and the
4. The Caring Cities Index.

We have also added a fifth element which is the benchmark score. This will become more relevant in the future as more cities participate in generating a caring cities barometer. The benchmark score could be one of two things. First, it could be the average score that the city achieves in the first instance upon which any future assessments will be measured against to observe improvements or decline. Second, it could be an average score for all Cities within Metropolis. However, this can be difficult since it is highly unlikely that results can be available at the same time. This makes the first option an easy workable option to start with. However, since Metropolis provides a platform for cities to share experiences it seems a noble idea to have all cities participating so that a basis for benchmarking cities can be available that offers member cities an opportunity to observe what other cities are doing better.

Figure 11 below, shows a fixed image of the Caring Cities Barometer. What is more appealing about the Barometer is that all subdomains can be viewed simultaneously. It is also possible to add a functionality that allows to display the contents of each subdomain.



**Figure 11: The Caring Cities Barometer**

Divided into 4 quadrants, each one for domain, the Barometer displays all the subdomains that fall therein. We have ensure that each domain has 5 subdomain so that there are equality weighted, however, depending on the city, the Barometer can be altered to either add more subdomains or elements, change the subdomains or elements, and or weight the various elements, domains, subdomains and so on.

In terms of the analysis, Figure 11 shows how the Johannesburg results look like. The red circle represents the average score, which is essentially the midpoint. Any mean score that falls below represents uncaring and score that stretch outwards beyond the red circle represent some degree of care. The green circle is the caring cities index for Johannesburg, which were already seen

in Figure 10. This could service the as the future benchmark for the city when it assess itself in another period, say after a year or two.

From the Barometer it observable the respondents score the city as high caring in a number of areas. However, the same problem areas remain highlighted, employment, safety and security, and access to livelihood opportunities.

The Caring Cities Barometer tool is currently available as an excel spreadsheet, how cities can be able to create a web based application that links to the questionnaire which has been designed for this project so that results can be updated in real time as more and people complete survey.

## **8 CONCLUSION AND RECOMMENDATIONS**

In this brief section we provide some recommendations and conclusion. Our recommendations are twofold, first they relate to the tool and process and second its focused on Johannesburg in light of the result of this preliminary survey.

### **8.1 Recommendations – the tool and process**

As noted earlier generating a Caring Cities Index and Barometer is multistage process and significant amount of time needs to be allocated to ensure that a city using the tool has satisfied itself of what to include and what not. This may involve man hours of which a budget must allocation to ensure that the Barometer is kept running. Most of all, cities need to develop own ways of ensuring that the results emerging from the Barometer are given due consideration and attention in ways that will inform city planning processes. The Barometer should be taken as one of those surveys because it represents how the people actually experience what the city of offering on daily basis vis-à-vis their expectations.

The following are recommendations regarding the tool based on the experience in Johannesburg

- Cities must ensure that the tool is made public so that citizens have a greater awareness not just of the concept but also the reasons why such survey is important for both the city and the citizens.
- Make the concept more accessible and marketable. In a highly unequal and multicultural and multilingual country like South Africa, it is critical that cities put mechanisms in place to ensure that all citizens are reach. This means the survey questionnaire can if necessary be translated into other local languages, distributed in both electronically and prints or other means that will a wider circle of citizens.
- More time is required to generate more responses. A quality analysis depends on more responses with longer lead times. Since the Johannesburg was done in rush, we were unable to generate responses we needed electronically. It does take time for people to get to know and use a tool like this. In any case there is no immediate incentive to entice citizens to complete the survey. For example, using the electronic questionnaire we only received 32 responses. It is possible to go the route that we took of hiring a survey company to do the survey for us. However, this requires a budget which other cities may not afford and besides it alters the

mood of the survey when people have to face someone asking them questions. Therefore more time may be required for citizens to get to know the survey and be induced to provide response through outreach campaigns.

- More cities need to come on board for greater comparative analysis. More data allows for an improvement of the questionnaire. The questionnaire was design by a group of people from just a handful of cities within Metropolis. We expect all cities to embrace the idea, test the Barometer in their own cities and come back with feedback on the efficacy of the tool as well as suggestions on how it can be improved, used and popularised among citizens.
- Tool can be used as a diagnostic for further investigation. It must strictly note that the tool is purely diagnostic, identifying areas that are stressed and those that are performing well. Hence, the Barometer must be completed by follow up surveys or investigations into areas identified as failing.

## **8.2 Recommendations – Johannesburg specific results**

As a diagnostic tool, the Caring Cities Barometer shed some light for Johannesburg as to what is urgent.

- The survey has shown that economic issues need more prominence. There is an urgent need to look at the youth in relation to unemployment and access to livelihood opportunities. This result has been confirmed by other survey and is here repeated. More in-depth studies are needed to uncover what factors are driving youth unemployment and what strategies does the city have currently to deal with this and if these strategies are making any significant impact.
- The city needs to identify the cohort of people that feel that the ‘City does not care about them’ and investigate why. There are number of vulnerable groups to which attention can be directed e.g. youth, unemployed, and the elderly. Greater spaces for engagement with these groups are needed in order to understanding what exactly the plight of these people is.

## **8.3 Conclusion**

The results of this survey complement other surveys giving confidence that even though the sample was small, it still reflect the general trends of the socio-economy. This perspective of thinking about cities and there is very critical as it bring into question the conduct of cities not just as institutions but as individuals, how do they conduct their day to day work.

Citizens form impressions at the point of contact with city administration e.g. paying a billing, driving on the road, at the water tap, when stopped by a traffic cop while driving. All these encounters with the state may well go unreported if concepts such as ‘caring’ do not constitute the vocabulary of city administration as guiding principles for service delivery of services physical may well be the duty of city administrations but if these service not provided in a dignified and honourable manner, the quality of life of citizens is rated low by citizens. In addition, as noted in our literature section, there those peculiar issues that matter most to citizens e.g. being treated with respect, recognised and cared for in time of need, all these are critical and cities need to be moving quite quickly in that direction. Cities cannot be praised for doing what they are supposed to, but doing that in caring ways earn more respect for city administrations.

However, caring is not just about the city providing services. Citizens need to come to the party as well by ensuring taking responsibility for others around that. Social cohesion, sharing and above all the *Ubuntu* spirit needs to be cultivated to ensure social sustainable cities. Issues such crime may die a natural death in cities where the spirit of *Ubuntu* reigns.

We hope that this report will trigger constructive debate on a vision of a caring city, a new way of assessing the performance of cities that take into account what most for citizens in everyday life. The method asks a simple question – Does your city care about you?

## 9 APPENDIX 1: QUESTIONNAIRE

### Domain 1: Quality of Life

General Question: Does your quality of life reflect "caring" by the city?

Please rate your experiences of each of the measures listed in each subdomain on a scale of 1 to 10, where 1 is bad and 10 is excellent.

#### Basic services and infrastructure

Your experience of provision of basic services and infrastructure i.e. settlement, water, electricity, sanitation, waste removal

Measure	Your rating?									
	1	2	3	4	5	6	7	8	9	10
Access										
Quality										
Regularity										
Affordability										
Customer care										
Average rating (Do not fill)										

#### Mobility

Your experience of transport service in the city

Measure	1	2	3	4	5	6	7	8	9	10
Affordability										
Proximity (how far do you have to walk to find nearest public transport)										
Travel time										
Choice eg., walkability, cyclability										
Quality & Safety										
Average rating (Do not fill)										

#### Safety and civic protection

Your experience of safety and civic protection in city

Measure	1	2	3	4	5	6	7	8	9	10
Protection against crime, violence and other threats										
Walking in your area during the day										
Walking in your area at night										
Police responsiveness										
Trust in the police force and/or law enforcement										
Average rating (Do not fill)										

#### Environment

Your experience of the condition of the environment

Measure	1	2	3	4	5	6	7	8	9	10
Air quality										
Quality of open water bodies										
Quality of public and green spaces										
Recycling services										
Availability of alternative sources of energy										
Average rating (Do not fill)										

#### Caring for the Vulnerable

Care for the vulnerable by the city

Measure	1	2	3	4	5	6	7	8	9	10
1. The aged										
2. The physically and mentally challenged										
3. Other vulnerable groups e.g. migrants, refugees, children										
4. Public health care										
5. Vulnerability in terms of disasters										
Average rating (Do not fill)										



## Domain 2: Humanity and community

*General Question:* To what extent do experiences of humanity and sharing reflect “caring” in your city?

Please rate your experiences of each of the measures listed in each subdomain on a scale of 1 to 10, where 1 is bad and 10 is excellent.

### Ubuntu

Sense of solidarity between people in the city

Measure	1	2	3	4	5	6	7	8	9	10
The tendency to put people first in your city’s administration										
The tendency to prioritise the needs of the poor and vulnerable										
Culture of respect										
Acts of kindness to those less fortunate										
People fighting for a cause which does not directly affect them										
Average rating (Do not fill)										

### Culture

Cultural vibrancy

Measure	1	2	3	4	5	6	7	8	9	10
Ability of city dwellers to express/celebrate their culture(s)										
Public celebrations of cultural days or special events										
Art, Music, Theatre events or Spaces										
Heritage, Exhibition and Museum Spaces										
Celebration of cultural events of those considered to be different from one’s self.										
Average rating (Do not fill)										

### Urban life and socialising

Urban life

Measure	1	2	3	4	5	6	7	8	9	10
Public space (squares, parks, pedestrian zones)										
Urban Culture (City life - cafes, urban markets, urban sporting events)										
Space for expression of urban sub-cultures (graffiti, street artists, hipster movements)										
Inclusive events hosted by your city										
Quality of public amenities (walkways, toilets, water fountains)										
Average rating (Do not fill)										

### Diversity

Expressions of diversity

Measure	1	2	3	4	5	6	7	8	9	10
Recognition of difference in the city (Gender, Orientation, Cultural, Ethnic, Age)										
Respect for difference										
Celebration of difference										
Spaces for expression of diversity										
Sensitivity of civic leaders to difference										
Average rating (Do not fill)										

### Social cohesion

Reflections of social inclusivity and cohesiveness

Measure	1	2	3	4	5	6	7	8	9	10
Sense of being included to take part in the social life of the city										
Sense of belonging										
Sense of ownership and responsibility: Having an active role to play										
Feeling of being included in decisions that affect you										
Having regular contact with people different to you in your city										
Average rating (Do not fill)										

### Domain 3: Civic affairs

General Question: To what extent do civic affairs reflect "caring" by the city?

Please rate your experiences of each of the measures listed in each subdomain on a scale of 1 to 10, where 1 is bad and 10 is excellent.

#### Administrative capacity for civic affairs

##### Capacity of city administration

Measure	1	2	3	4	5	6	7	8	9	10
Accessibility of civil servants										
Responsiveness to service delivery interruptions										
Customer service										
Access to information										
Resolution of problems/concerns										
Average rating (Do not fill)										

#### Participation

##### Extent of public participation

Measure	1	2	3	4	5	6	7	8	9	10
Platforms or structures for dialogue and deliberation										
Budgeting processes										
Community engagements/forums										
Charity										
Social/sport clubs										
Average rating (Do not fill)										

#### Voice/Agency

##### Ability to effect change in your city

Measure	1	2	3	4	5	6	7	8	9	10
Through organised public demonstration										
Effective and timely communication										
Civic activism - appropriate channels for participating for/in social change										
Instrumental and cultural action										
Economic upliftment										
Average rating (Do not fill)										

#### Political interaction

##### Experience with politics and political interaction

Measure	1	2	3	4	5	6	7	8	9	10
Engagement with politicians										
Resolving matters of corruption										
Political deliberation										
Policy making at local government level										
Implementing policy										
Average rating (Do not fill)										

#### Communication

##### Experiences of communication and communication platforms

Measure	1	2	3	4	5	6	7	8	9	10
Appropriateness of communication										
Responsiveness and timeliness										
Customer Care										
Access to appropriate languages of communication										
User friendly smart platforms										
Average rating (Do not fill)										

## Domain 4: Economic inclusion

General Question: To what extent does level of economic inclusion reflects "caring" by the city?

Please rate your experiences of each of the measures listed in each subdomain on a scale of 1 to 10, where 1 is bad and 10 is excellent.

### Technology and innovation

Experiences of technology and innovation

Measure	1	2	3	4	5	6	7	8	9	10
Access to broadband										
Affordability of mobile and data tariffs										
Affordability of										
Access to vending machines										
Access to appropriate banking facilities										
Average rating (Do not fill)										

### Youth

Experiences of youth

Measure	1	2	3	4	5	6	7	8	9	10
Access to education (Bursaries and Scholarship)										
Empowerment (access to FET)										
Participation in the economy										
Voice										
Spaces of recreation and creativity										
Average rating (Do not fill)										

### Employment

Experiences of employment

Measure	1	2	3	4	5	6	7	8	9	10
Opportunities for employment										
Job choice										
Quality of jobs										
Entrepreneurship										
Economic mobility										
Average rating (Do not fill)										

### Access to opportunities

Experiences of access to opportunities that enhance livelihood

Measure	1	2	3	4	5	6	7	8	9	10
Access to economic information										
Proximity to employment opportunities										
Access to start-up capital										
Access to appropriate financial institutions										
Access to markets										
Average rating (Do not fill)										

### Inclusion

Experiences of economy inclusivity

Measure	1	2	3	4	5	6	7	8	9	10
Decent work (incl. pensions, training and development)										
Provision of grants and social welfare										
Equal economic opportunities (by race, gender and age)										
Diversity (acceptance by race, gender, nationality)										
Transformation (in work, business)										
Average rating (Do not fill)										

## 10 APPENDIX 2: CODING MANUAL



### CARING CITIES BAROMETER

#### CITY OF JOHANNESBURG CODING MANUAL

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2016 City of Johannesburg Caring Cities Barometer Survey

**Country:** South Africa

**City:** Johannesburg

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A. **Scale anchor**

1	2	3	4	5	6
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Where:

- 1 = bad
- 5 = excellent
- 6 = Don't know

B. **Domains**

- Quality of Life
- Community and Humanity
- Participation and Civic Life
- Economic Inclusion

C. **Main areas**

<u>Domain</u>	<u>Main area</u>
<b>Quality of Life:</b>	Basic services and infrastructure Mobility Safety, security and protection Environment Caring for the People
<b>Humanity: and sharing</b>	Ubuntu Culture Urban life and socialising Diversity Social cohesion
<b>Participation and Civic Life:</b>	Administrative capacity of the City Participation Voice/Agency Political interaction Communication
<b>Economic Inclusion:</b>	Technology and innovation Youth Employment Access to livelihood opportunities Inclusion

D. **Item codes by (i) Domain, (ii) Main area and (iii) item**

q_1_1_1	Quality of Life: Basic services and infrastructure - Access to services
q_1_1_2	Quality of Life: Basic services and infrastructure - Quality of services
q_1_1_3	Quality of Life: Basic services and infrastructure - Regularity of delivery of services
q_1_1_4	Quality of Life: Basic services and infrastructure - Affordability of services
q_1_1_5	Quality of Life: Basic services and infrastructure - Customer care by your city
q_1_2_1	Quality of Life: Mobility - Affordability
q_1_2_2	Quality of Life: Mobility - Proximity (how far do you have to walk to find nearest public transport)
q_1_2_3	Quality of Life: Mobility - Travel time
q_1_2_4	Quality of Life: Mobility - Choice e.g., walkability, cyclability
q_1_2_5	Quality of Life: Mobility - Quality & Safety
q_1_3_1	Quality of Life: Safety, security and protection - Protection against crime, violence and other threats
q_1_3_2	Quality of Life: Safety, security and protection - Walking in your area during the day
q_1_3_3	Quality of Life: Safety, security and protection - Walking in your area at night
q_1_3_4	Quality of Life: Safety, security and protection - Police responsiveness
q_1_3_5	Quality of Life: Safety, security and protection - Trust in the police force and/or law enforcement
q_1_4_1	Quality of Life: Environment - Air quality
q_1_4_2	Quality of Life: Environment - Quality of open water bodies e.g. rivers, streams
q_1_4_3	Quality of Life: Environment - Quality of public and green spaces
q_1_4_4	Quality of Life: Environment - Recycling services
q_1_4_5	Quality of Life: Environment - Availability of alternative sources of energy
q_1_5_1	Quality of Life: Caring for the People - The aged
q_1_5_2	Quality of Life: Caring for the People - The physically and mentally challenged
q_1_5_3	Quality of Life: Caring for the People - Migrants and Refugees
q_1_5_4	Quality of Life: Caring for the People - The Sick
q_1_5_5	Quality of Life: Caring for the People - Children
q_2_1_1	Humanity and community: Ubuntu - People first in your city's administration
q_2_1_2	Humanity and community: Ubuntu - Prioritise the needs of the poor and vulnerable
q_2_1_3	Humanity and community: Ubuntu - Respect
q_2_1_4	Humanity and community: Ubuntu - Kindness
q_2_1_5	Humanity and community: Ubuntu - Assisting others
q_2_2_1	Humanity and community: Culture - Celebrating culture
q_2_2_2	Humanity and community: Culture - Cultural days or special events
q_2_2_3	Humanity and community: Culture - Art, Music, Theatre
q_2_2_4	Humanity and community: Culture - Heritage, Exhibition and Museum Spaces
q_2_2_5	Humanity and community: Culture - Tolerance of other cultures
q_2_3_1	Humanity and community: Urban life and socialising - Public space (squares, parks, pedestrian zones)
q_2_3_2	Humanity and community: Urban life and socialising - Urban Culture (City life - cafes, urban markets, urban sporting events)
q_2_3_3	Humanity and community: Urban life and socialising - Space for expression of urban sub-cultures (graffiti, street artists, hipster movements)
q_2_3_4	Humanity and community: Urban life and socialising - Inclusive events hosted by your city
q_2_3_5	Humanity and community: Urban life and socialising - Quality of public amenities (walkways, toilets, water fountains)
q_2_4_1	Humanity and community: Diversity - Recognition of difference in the city (Gender, Orientation, Cultural, Ethnic, Age)
q_2_4_2	Humanity and community: Diversity - Respect for difference
q_2_4_3	Humanity and community: Diversity - Celebration of difference
q_2_4_4	Humanity and community: Diversity - Diverse spaces
q_2_4_5	Humanity and community: Diversity - Xenophobic and racist attitudes

q_2_5_1	Humanity and community: Social cohesion - Sense of being included as a citizen
q_2_5_2	Humanity and community: Social cohesion - Sense of belonging
q_2_5_3	Humanity and community: Social cohesion - Having an active role to play
q_2_5_4	Humanity and community: Social cohesion - Being included in decisions that affect you
q_2_5_5	Humanity and community: Social cohesion - Social Mixing
q_3_1_1	Participation and Civic Life: Administrative capacity of the City - Accessibility to city offices
q_3_1_2	Participation and Civic Life: Administrative capacity of the City - Responsiveness to service delivery interruptions
q_3_1_3	Participation and Civic Life: Administrative capacity of the City - Customer service
q_3_1_4	Participation and Civic Life: Administrative capacity of the City - Access to information
q_3_1_5	Participation and Civic Life: Administrative capacity of the City - Resolution of problems/concerns
q_3_2_1	Participation and Civic Life: Participation - Public meetings organised by the City
q_3_2_2	Participation and Civic Life: Participation - Budgeting processes by local government
q_3_2_3	Participation and Civic Life: Participation - Community engagements/forums
q_3_2_4	Participation and Civic Life: Participation - Charities
q_3_2_5	Participation and Civic Life: Participation - Social/sport clubs
q_3_3_1	Participation and Civic Life: Voice/Agency - Local Councillor/Elected representative
q_3_3_2	Participation and Civic Life: Voice/Agency - Social media
q_3_3_3	Participation and Civic Life: Voice/Agency - Organised demonstrations
q_3_3_4	Participation and Civic Life: Voice/Agency - Public participation forums
q_3_3_5	Participation and Civic Life: Voice/Agency - Access to your Mayor
q_3_4_1	Participation and Civic Life: Political interaction - Awareness of political representatives
q_3_4_2	Participation and Civic Life: Political interaction - Consultation with politicians
q_3_4_3	Participation and Civic Life: Political interaction - Right to assemble
q_3_4_4	Participation and Civic Life: Political interaction - Policy making at local government level
q_3_4_5	Participation and Civic Life: Political interaction - Trust in political representatives
q_3_5_1	Participation and Civic Life: Communication - Appropriateness of communication
q_3_5_2	Participation and Civic Life: Communication - Responsiveness from your City
q_3_5_3	Participation and Civic Life: Communication - Politeness of officials
q_3_5_4	Participation and Civic Life: Communication - Access to appropriate languages of communication
q_3_5_5	Participation and Civic Life: Communication - Social media
q_4_1_1	Economic inclusion: Technology and innovation - Access to broadband and wifi
q_4_1_2	Economic inclusion: Technology and innovation - Affordability of mobile technology
q_4_1_3	Economic inclusion: Technology and innovation - Knowledge of new innovations
q_4_1_4	Economic inclusion: Technology and innovation - Mobile pay points
q_4_1_5	Economic inclusion: Technology and innovation - Mobile banking
q_4_2_1	Economic inclusion: Youth - Access to basic education
q_4_2_2	Economic inclusion: Youth - Access to tertiary education (Bursaries and Scholarship)
q_4_2_3	Economic inclusion: Youth - Ability to be employed
q_4_2_4	Economic inclusion: Youth - Ability to effect change
q_4_2_5	Economic inclusion: Youth - Ability to access capital
q_4_3_1	Economic inclusion: Employment - Opportunities for employment
q_4_3_2	Economic inclusion: Employment - Job choice
q_4_3_3	Economic inclusion: Employment - Quality of jobs
q_4_3_4	Economic inclusion: Employment - Entrepreneurship
q_4_3_5	Economic inclusion: Employment - Job flexibility
q_4_4_1	Economic inclusion: Access to livelihood opportunities - Access to economic information

q_4_4_2	Economic inclusion: Access to livelihood opportunities - Proximity to employment opportunities
q_4_4_3	Economic inclusion: Access to livelihood opportunities - Access to start-up capital
q_4_4_4	Economic inclusion: Access to livelihood opportunities - Access to appropriate financial institutions
q_4_4_5	Economic inclusion: Access to livelihood opportunities - Access to markets
q_4_5_1	Economic inclusion: Inclusion - Decent work (incl. pensions, training and development)
q_4_5_2	Economic inclusion: Inclusion - Provision of grants and social welfare
q_4_5_3	Economic inclusion: Inclusion - Equal economic opportunities (by race, gender and age)
q_4_5_4	Economic inclusion: Inclusion - Diversity (acceptance by race, gender, nationality)
q_4_5_5	Economic inclusion: Inclusion - Employment equity and fair practices

E. **DEMOGRAPHICS**

**Gender**

- Female = 1
- Male = 2

**Age**

- 1 = Younger than 15 years
- 2 = 16 - 24 years
- 3 = 25 to 35 years
- 4 = 36 years or older

**Employment**

- 1 = Employed
- 2 = Unemployed
- 3 = Student
- 4 = Self-employed