Sub-Session 1

New Urbanism: Values, City Governance and People Participation

Quality of Life

Auckland
Fukuoka
Guangzhou
Kitakyushu
Kuala Lumpur
Singapore
Vladivostok

AUCKLAND

Dr Bruce Hucker, Deputy Mayor, Auckland City

1.0 Introduction

The Asian Pacific City Summit is an important gathering of leaders, representing major urban areas from throughout the region. The summit recognises the increasing importance of urban areas in the day to day life of growing populations. Our focus is on the quality of life our cities offer their residents. The needs of people have always been the most important thing.

There is an old Maori saying, which goes as follows:

He aha te mea nui o te ao? He tangata. He tangata. He tangata.

What is the most important thing in the world? It is people. It is people. It is people.

Today I shall introduce you to Auckland and Aucklanders. I then wish to focus on the significance of attracting and retaining talented people for the future of Auckland. This is an important issue for cities throughout our region. Finally, I will address the importance of the quality of life our cities offer their residents, and in particular how we measure changes in the quality of life offered by Auckland.

2.0 Auckland and Aucklanders

New Zealand is located in the South Pacific - some 12 hours flying time from Bangkok. While the land area of New Zealand is similar to that of Japan, we have a population of just over 4 million. Auckland is located in the north of the country, on a narrow piece of land between the Pacific Ocean and the Tasman Sea. It is built around many bays, islands and beaches. The sea and the outdoors play a major role in the life of most Aucklanders.

With a population of 1.3 million, the Auckland region is home to almost one in three New Zealanders. Almost a quarter of the population is under 15 years of age, while 10% are over 65 years. Over the next quarter century we expect to have a growing proportion of older Aucklanders. Aucklanders are drawn from diverse peoples. Some 65% are of European ethnicity, with 13% from Asia - in particular China, Korea and India. Almost a quarter of the population is Polynesian, including 10% Maori and 14% Pacific Island. In addition, Auckland plays host to around 2 million overseas tourists each year.

Auckland is New Zealand's major commercial centre. It is home to the headquarters of most large New Zealand firms and a host of other industrial and service companies. The nations major and most eminent universities and technical colleges are located in Auckland. These, together with excellent secondary schools, attract large numbers of students from around the world for study.

3.0 Importance of talented people

New Zealand is best known for its export of food and natural products. For a city such as Auckland, its economic future rests not on primary products, but on the skill and talent of its people. This is especially true as we increasingly rely upon the knowledge and creative industries to generate wealth and income for our people. Business services, personal services, design and technology development (rather than manufacturing) increasingly underpins the Auckland economy. Skilled and talented people who work in such industries are in demand around the world. They can mostly choose where to live and work. If Auckland is to continue to prosper we must continue to work hard in order to retain our talented people and attract others. Our approach to retain and attract skilled people is threefold:

- New Zealanders have always been friendly people. We are working to create a society that is more open, more accepting of change and more tolerant of difference between peoples. Much of this work involves official recognition at a city government level and a range of events celebrating our diversity
- We are also collaborating with the private and public sector to reinforce Auckland as a place of opportunity - opportunity for a variety of careers, and opportunity for a quality education
- Finally, we are working to ensure Aucklanders enjoy a wide range of lifestyle choices. Entertainment and leisure opportunities located in close proximity to the city are important, as is a wide choice of housing.

As an Aucklander you may enjoy snow skiing and surfing on the same day, or a lonely beach and a packed concert. As an Aucklander, you may wish to live in a downtown apartment or on a lifestyle block with a few animals.

4.0 Measuring quality of life

Government in Auckland is focused upon delivering outcomes for our people. This is managed by creating a Long Term Council Community Plan (LTCCP). The LTCCP summarizes the nature of outcomes sought by Aucklanders for their communities, and the role government shall play in achieving those outcomes.

Increasingly our focus is upon sustainable development of the city. Our approach is to highlight the well being of Aucklanders from a range of perspectives:

- a social or community view
- an economic perspective
- the impact on the natural environmental and amenity of the city
- a cultural perspective.

In New Zealand we have termed this approach the 'quadruple bottom line'. All of our major initiatives are considered from each of these perspectives. A judgment call can then be made on what initiatives should be proceeded with and how they may be implemented.

In order to monitor the impacts of change on Aucklanders, a range of quality of life indicators have been developed. Today they are used to track changes not only within Auckland, but also in New Zealand's other major cities of Wellington and Christchurch.

The measures in health include:
- the level of physical activity
- immunization
- trends in suicide
- trends in mental illness
- the number of general practitioners for the population
- infant mortality and trends in birth weights

The measures in housing include:
- the extent of home ownership
- the cost and affordability of housing
- the proportion of crowded households

The measures in education include:
- trends in early childhood education
- trends on pupil suspensions from school
- school docile ratings
- qualification levels across the community

The measures in democracy include:
- the nature of representation on elected agencies for different groups in our communities
- agencies reflecting the Treaty of Waitangi in their decision making
- community involvement in decision making
- the election turnout (ie: the proportion of eligible voters who exercise their right to vote)

The measures in community cohesion include:
- the extent of contact with neighbors
- recognition of community diversity
- trends in volunteer or unpaid work

The measures in urban environment include:

- noise and open space provision
- the look and feel of the city
- air and sea water quality
- mode of travel to work and availability of public transport services
- access to recreation, levels of graffiti

The measures in safety include:

- trends in burglary
- juvenile offending
- unintentional child injuries and notification of dangers to children
- traffic fatalities
- the extent to which people feel safe in their communities

The measures in employment and economy include:

- unemployment, jobs by industry
- food prices and retail sales
- trends in the regional economy
- occupational structure, hourly earnings

Implementing changes to enhance the quality of life of Aucklanders, as measured by these indicators, is a complex and difficult business. Effective change requires collaboration across a range of government and not-for-profit agencies, as well as the private sector. The reduction in traffic fatalities, for example, has involved extensive programs in driver training, enforcement and education, as well as improved designs for roads - which have been managed across a host of agencies. Other issues such as education and health are perhaps even more complex. Auckland has learned a great deal from the benchmarking programs it already carries out across New Zealand. I am sure if such benchmarking was extended internationally, we would all be in a position to learn from each other.

In summary, while we all live in a complex world our focus should not move beyond people. Skilled and talented people are the foundation of our cities. Auckland has developed a range of quality of life indicators that we have been using, together with a host of agencies in New Zealand, to focus upon improving the life of residents in our major cities. Our experience shows that to be effective, we must work together and we must collaborate effectively with agencies serving the needs of our people. This forum offers the prospect of extending that learning internationally.

FUKUOKA

Toward Independent Community Management

Hirotaro Yamasaki, Mayor of the City of Fukuoka.

Today I would like to talk mainly about the initiative that Fukuoka City has been addressing to empower local communities. Relations between the central government and local governments, municipal autonomous systems, and approaches to decentralization differ from country to country. However, decentralization, I believe, is now a global trend in general and has reached the point of forcing national governments to delegate power to local governments. I understand that also in the Kingdom of Thailand, the government is transferring authority to communities called Tesaban (municipalities) and Tambon (sub-districts) administrative organizations. Even in Japan, with a very centralized government and powerful bureaucracy, decentralization has its course and is seriously discussed. The governing system is at a turning point.

Japan's self-governing system is very simple; under the national government, there are 47 prefectures to which municipalities belong. Fukuoka City is one of the 13 largest cities granted special rights by a government ordinance. The number of municipalities is over 3,000. But as smaller municipalities are actively seeking consolidation to form larger and more independent ones, this number is decreasing. Now let's look at the relation between the national government and local governments in Japan. The national government controls two-thirds of the overall tax revenues, while actual services are provided by local governments. Therefore the central government has controlled local governments through so-called grants and subsidies in a uniform manner. However, problems facing each municipality have been considerably diversified, which is probably the case with many other countries. Municipalities had similar problems before, but now they need to deal with their own unique problems. The central government finds this impossible or difficult to manage, or wasteful of its resources if it tries to. Hence, decentralization or transfer of authority and financial resources to the local governments became inevitable. This is the situation as we understand it, and now Japanese municipalities have started thinking that we should go further. Devolvement should not be limited at the municipal level but materialized as much as possible at the community level. Therefore I may say that our ultimate goal is to empower communities so that each of them can independently manage itself with its own responsibility. This is the direction, I believe, in which we are heading.

Now, let me turn to the City of Fukuoka. Fukuoka City embraces two main concepts, which are very simple and easy to understand, to guide its policy decisions. One is to build an active city. And this should be a continuous effort because such quality has to be maintained and enhanced. For this purpose we need to tap the charm of the city and make the maximum use of it.

The other idea is to establish an autonomous city, which is exactly what is much required at present. The city administration is operated based on these two concepts and I think we are seeing considerable results.

Let me take up the first concept. In order to build an active city, the history, geographical location and various inherent conditions of the city should be grasped and utilized to the maximum extent. In this way, we can maximize the city's capability.

First of all, Fukuoka is a city of commerce and distribution, located in the southwest of Japan and in the northern part of Kyushu Island. Please look at its position relative to other cities on this map. Most people still think that Tokyo is the representative city of Japan, but now more people have realized that this is not the case. Shift the focus and bring Fukuoka to the center of the map, and you will find that the distance from Fukuoka to Tokyo is equivalent to that from Fukuoka to Shanghai. Fukuoka is positioned very close to other Asian cities. Additionally, Fukuoka boasts a long history of exchanges with them. These features are of great significance to Fukuoka.

This is the landscape of Fukuoka. As I mentioned, Fukuoka is one of the cities granted special rights by a government ordinance, and accordingly it is required to have wards. There are seven wards in Fukuoka, which means we have a city hall and seven ward offices. Each ward office is given authority to offer public services, but now we are considering devolving authority to smaller units. The current population of Fukuoka City is approximately 1.4 million, but 20 municipalities, including the city, form a strongly united area called Fukuoka Urban Area with a population of 2.3 million. Together we are addressing various issues including the one related to water supply. Furthermore, thanks to the great popularity of the city as well as its highly developed transportation networks including highways, a large number of people visit the city for shopping or business every day and particularly on weekends. This number is estimated to reach 15 million, which is comparable to those of Tokyo, Osaka and Nagaya. Also, as you can see on this map, Fukuoka has another advantage of easy accessibility with ports, an airport, and stations conveniently located close to each other.

Now, let's have a glance at Fukuoka's 2,000-year-long history of exchanges with the Asian continent. The picture on the upper right is of the Gold Seal presented by the emperor of ancient China. It was discovered in Fukuoka 2,050 years ago in A.D.57. The characters engraved on it tell that this seal belonged to the King of Na under the Hang Dynasty of China. Na means present Fukuoka. The picture on the lower left shows the ruins of Korokan which were unearthed several years ago. Korokan served as a guest house, a window for exchanges with China. The ruins are still under excavation but will be reconstructed after the excavation work finishes. I am sure it will make a great tourist attraction.

Although there are many others aspects I'd like to introduce, I won't go into further detail. As you

can see, Fukuoka prospered from trade with Asian countries, and was one of the most flourishing cities of commerce in the 12th and the 13th centuries. Such prosperity gave birth to various festivals, one of which is Hakata Gion Yamakasa shown in this picture. We took this festival to Shanghai last year and people there enjoyed watching a decorated float racing through the main street. There are many other enticing festivals in Fukuoka. Here let me reiterate that our first concept is to build an active city by tapping its heritage, historical, geographical and other assets and enhancing them.

Here, please allow me to give you one example. Direct air routes connect Fukuoka to major Asian cities as well as Japanese cities. I'm proud to say that this pleases and attracts many people to Fukuoka. Thanks to its accessibility, Fukuoka has hosted and will host many international conventions. To name just a few, the 2004 JCI (Junior Chamber International) World Congress was held last November, the 56th International Astronautical Congress 2005 is scheduled next year and a meeting of International Political Science Association the following year. In addition, Fukuoka also serves as a gateway to Kyushu as a tourist destination. We are determined to get the maximum out of and make full use of the city's attractions.

Well now, I'd like to move on to today's main theme: an autonomous city on which we need to place great emphasis from now on. Autonomy requires more empowerment and involvement of citizens and private enterprises. Historically, Fukuoka has commissioned private businesses to undertake various government services such as the management of kindergartens and nursery schools, waste collection and part of its incineration operations and bus services. This approach is highly recognized as very efficient, and we intend to expand the scope of such commissions. It is part of a collaborative effort among citizens, industry and government, and we are determined to further promote such collaborations.

The greatest challenge in promoting collaboration is to change the mindset of government employees. I don't know about the situation of other countries, but in Japan people speak ill of public servants, saying, unlike workers in the private sector, they do not work hard or efficiently. Red tape is the phrase generally associated with them. Collaboration with citizens and private companies can only be built upon mutual trust between them and the government. Therefore predispositions of public servants or the city hall itself have to change, and this is what I have been committed to under the DNA Campaign. DNA, as you know, carries all genetic information of mankind and other animals. Thus the campaign bears DNA in its name because it is designed to fundamentally change the DNA or inherent characteristics of government employees. Generally they tend to say "no" to a request from citizens on the grounds that it is impossible or there is no budget allocated to fulfill the request. They can bring forward many reasons. This is not the way it should be. To correct such an attitude, we are encouraging them to say, "Yes. Yes, we will try." We emphasize that such a positive attitude is important, helps us win trust from the public and private businesses, and leads us to collaborate with them. Also, the City of Fukuoka

introduced the notion of New Public Management (NPM) to learn from management approaches in the private sector. In general, Japanese municipalities are trying to adopt NPM in order to establish autonomy and enhance their power, two themes we are striving for. I believe each local community is a building block for self-governing.

Then what is the definition of community? Let me expand on this. Fukuoka City has 144 elementary school districts, and various events are often organized by each district. Therefore we consider a school district, usually with a population of around 8,000, as one community unit. We are trying to empower each community unit so that its residents can do as much as they can without depending too much on the administration. Asking the local government for everything costs a lot of tax money, and eventually the citizens have to bear the burden. They should understand this fact and do what they can by themselves. Based on this idea, we asked each community to set up a residents' council, which is like a small assembly. Residents or groups of residents used to be involved in activities individually, so we are encouraging them to work together as a unit, and discuss and deal with problems facing their school district or community.

Let me give you some specific examples. Fortunately, each school district has a community center. This means that including rebuilt ones there are 144 community centers of approximately 150 *tsubo*, that is, about 500 square meters in the center of each school district or community. The picture on the upper left is one of these centers where community members are engaged in various activities and deal with issues such as problems concerning senior citizens or children. The next picture gives us a glance at crime prevention efforts extended by a residents' council. Crime prevention is now a major concern for many communities in Japan. This community has a car resembling a police car, and it patrols around the community to prevent purse-snatching and thieving from houses while the occupants are away. This is an example of a disaster prevention initiative, showing people participating in a fire drill. These are activities at the community level.

The lower picture on the left shows people in a rural community collecting waste thrown away illegally. This is also an activity at the community level.

In the picture on the upper right, people are repainting swings and a slide. This is a volunteer activity by local residents. Now community members are taking the initiative to do what they can, and it is proving to be very efficient. If they wait for the government to take action, they do not know how long they would have to wait. On the other hand, if they take the initiative and start acting, the government cannot ignore their effort, but is obliged to respond to it. As a result, whatever task it may be, it is carried out efficiently. People are now beginning to understand this through their own involvement. Based on our belief that it is very important to protect or foster communities in urban areas, we set it as one of the two main concepts for city administration.

Thank you very much for your kind attention.