



On 18<sup>th</sup> and 19<sup>th</sup> September 2017, a group of experts on urban development joined a multistakeholder meeting in Utrecht, the Netherlands to discuss new ways to optimise the link between land issues and inclusive urbanisation in Jakarta, Indonesia and Manila, the Philippines. In an era where vast amounts of capital are being directed towards making cities inclusive, safe, resilient, and sustainable, this coalition came together to reflect on the role of Dutch actors in facilitating and enabling community engagement abroad and to design an agenda for action in the two cities. This report outlines some of the key findings from the meeting, and the future priorities for action.

### Background

It is projected that by 2050, almost two-thirds of the world’s population will be living in cities. Rapid urbanisation – and how to make it inclusive, safe, resilient and sustainable – is one of the greatest challenges of our time.

Population growth means that more people will be competing for less land. As a consequence, land scarcity and speculation as well as infrastructure development and the imperative to create “world class cities” have caused an unprecedented surge of investments related to land in urban and peri-urban areas. In many of these cases, local people and communities are only consulted *after* plans have been made, if at all.

Jakarta and Manila are two of the largest cities in the world, each with populations of over 14 million. In both cities, millions of inhabitants live in persistent poverty. Global climate change combined with their geographical locations in river deltas results in hazardous environmental degradation, chronic land subsidence and frequent flooding. This complex and unique set of challenges requires innovative integrated solutions which take into account all stakeholders, particularly the most vulnerable groups who are often most severely impacted.

### Organisers

- LANDac  
[www.landgovernance.org](http://www.landgovernance.org)
- Utrecht University  
[www.uu.nl/en](http://www.uu.nl/en)
- Shared Value Foundation  
[www.sharedvaluefoundation.com](http://www.sharedvaluefoundation.com)
- VNG International  
[www.vng-international.nl](http://www.vng-international.nl)
- ITC University of Twente  
[www.itc.nl](http://www.itc.nl)
- Human Cities Coalition  
[www.humancities.co](http://www.humancities.co)

### Organising committee

- Annelies Zoomers, Utrecht University and LANDac
- Griet Steel, Utrecht University and LANDac
- Irene Oostveen, VNG International
- Lucy Oates, LANDac
- Richard Sliuzas, ITC Twente
- Romy Santpoort, Shared Value Foundation
- Ruud Bosch, Shared Value Foundation and Utrecht University

## Objective

A group of 45 scholars, practitioners, and policy makers based in Indonesia, the Philippines and the Netherlands came together for one and a half days to better understand local realities in the cities of Jakarta and Manila. The group used their expertise in urbanisation, land governance, and participatory development, as well as their city-specific knowledge, to map the land-related issues citizens are facing, and to move in the direction of inclusive solutions.

The coalition and other actors will meet again in future and continue to work together, providing a platform to share experiences, bridging the gap between sectors, and facilitating both intra- and inter-city learning in relation to land-related issues, focussing on the adequate involvement of diverse communities in decision-making processes, as well as the role of different stakeholders in making Jakarta and Manila inclusive, safe, resilient, and sustainable cities.

## Setting the scene

The group began by collectively setting the agenda for the coming days (including producing the below word cloud of the key issues to focus on in both cities). It was agreed that specific attention should be paid to finding ways to engage local communities and ensure they will be active players in shaping their own cities. Thanks in part to the Sustainable Development Goals and the New Urban Agenda, urbanisation has become a hot topic – this revitalised interest in urban areas coupled with rapid population growth means a huge number of projects (such as real estate development and infrastructure expansion) are underway in Jakarta and Manila. These cities, like many others, are also at grave risk from climate change, but are simultaneously uniquely positioned to address the challenge; thus, vast swathes of capital being made available for adaptation and mitigation are ending up in urban



centres. Yet this money rarely reaches the most vulnerable groups in the cities, and the very communities who are most severely impacted by such projects are often not included in their design or even informed about their implementation.

Such interventions often come from outside, and so it was also considered important to reflect on the roles and responsibilities of Dutch actors abroad. This is especially timely considering ongoing Dutch involvement in major development projects in each city. In Jakarta, a consortium of Dutch engineering firms and consultancy companies designed the Master Plan for the National Capital Integrated Coastal Development programme (NCICD), and the Dutch government have been supportive of these efforts. Research conducted by Dutch NGOs SOMO, Both ENDS and TNI, however, shows that this project is likely to threaten the livelihoods of tens of thousands of people and cause damage to the environment. Now, a “Dutch Expert Team” has been invited to ensure the Manila Bay Sustainable Development Master Plan (MBSDMP) is suitable for private investments. Civil society are already beginning to raise concerns. We should not disconnect from business, it was agreed, but how can we ensure that (Dutch) businesses act responsibly?



## Key themes

Based on the morning's plenary discussions, the group identified six key themes to be explored in greater depth, breaking out into a World Café style setting to first map each issue, then brainstorm possible pathways of change, and finally to identify some relevant best practices from which we can learn or propose concrete activities which the CITYforum group could take on as follow up.

### Community (pre-)engagement

Huge infrastructure plans in Jakarta and Manila currently threaten to displace millions of residents – thousands have already been forcibly evicted. Despite increasing attention being paid to the importance of participation and consultation of all stakeholders in decision-making processes, many community members are only informed too late, or are simply told they must leave their homes. In this session, participants discussed how to ensure that communities are not neglected – as well as how to make communities partners in the development process.

In Manila, the concept of the People's Plan has been embraced, whereby community members themselves can generate their own ideas about the best way to develop their neighbourhoods. This is working in some instances, particularly where a community can propose a solution for a specific problem, but according to Angelina Neo of UNDP-Manila, the plans are not yet integrated into larger citywide plans, nor is the information in these plans built upon or taken further.

“Who owns the city? Who has a right to the city?”

Smruti Jukur, Slum Dwellers International

Participants suggested the CITYforum group could task itself with designing an inclusion protocol. Such a tool, based on existing best practices from NGOs and governments, could serve as a framework for citizen's participation. However, participants also warned against romanticising the concept of “the community” – asking who really is the community? It is important, said Smruti Jukur of Slum Dwellers International, that the community is also organised and that whoever represents them is a legitimate spokesperson.

### Integration

Challenges such as inadequate service provision, persistent poverty, and environmental degradation do not adhere to administrative boundaries and cannot



be addressed in isolation. Urban development is complex and requires interaction between and across different scales, sectors, and procedures – CITYforum participants thus called for a comprehensive, cross-sectoral plan which addresses and incorporates the needs of informal communities.

Richard Sliuzas of the University of Twente highlighted the importance of strong leadership built around a narrative of integration. This narrative considers both vertical and horizontal coordination amongst public agencies and sectors but also with civil society and the private sector. One of the key issues in facilitating integration is to ensure that data and information is shared amongst stakeholders, as a shared understanding of the current situation is essential for integrated actions. This will include harmonising definitions of concepts necessary for establishing baselines and monitoring change: the word “slum”, for example, is most used to compare slum dwellings across countries, and is understood differently to the local level definition which is more often used to monitor levels of concentrated urban poverty within cities; likewise, informality is understood differently by city planners than by city residents.

It was also proposed that research highlighting the financial benefits of integration be conducted, so as to further incentivise actors to work more closely together. Other suggestions included participatory budgeting, whereby community members and other stakeholders could jointly decide on how to spend funds.

### Power imbalances

Participation and community engagement were threads running through all discussions. Participatory approaches, by definition, bring different actors together, but the group questioned to what extent power relations might still prioritise the interests of some stakeholders above the needs of others.

Empowering stakeholders to reach negotiated solutions is the answer, said Griet Steel of LANDac and Utrecht University. Here, land sharing – in which you give up some of your land in favour of securing tenure on the rest – was suggested as a potential solution: in Jakarta and Manila where the price of land is soaring, it is unrealistic to expect things to stay as they are but there may be merit in the compromise, advised Emiel Wegelin of UrbAct. In such scenarios, it was suggested that the CITYforum alliance could act as a neutral broker, facilitating community engagement and linking stakeholders who might not otherwise meet.

When considering the issue of the communities' ability to influence and partake in decision-making, Nico de Keijzer of Slum Dwellers International urged the CITYforum group to forgo *participation* in favour of *partnership*. Ruud Bosch of Shared Value Foundation elaborated on this: developers might ask a community to participate in their plan – rather developers should be designing plans at the communities' request and together with the community as equal partners.

### Insecurity of tenure and informality

It is estimated that more than 4 million people live in slums in Manila; in Jakarta, more than 5 million people call the *kampung*s their home. In the majority of cases this means that people do not have security of tenure for their land, and this in turn prohibits them from being able to (formally) access basic services such as water or electricity.

In Manila, water companies are forbidden by the government to provide taps in slums, ostensibly because the infrastructure could not be built to an adequate standard due to the settlement, said Phil Torio of IHE-Delft Institute for Water Education. Yet this is not just due to environmental constraint, but is also a policy restriction: since the government does not recognise the informal settlements as legitimate



residential areas, it will not allow water companies to provide services there.

“We must take care that everything informal is not pushed aside”

Annelies Zoomers, Utrecht University and LANDac

In order to address such issues, it was agreed that we have to search for *sustainable short-term solutions*. This may sound like an oxymoron but the situation requires urgent action – planning for a longer-term solution is also important but should not come at the expense of addressing the issues immediately. Such ideas will likely be found by looking for existing local, community-led initiatives; this could be an idea for further fact-finding.

### Environmental risks

Frequent flooding is a major problem in both cities; groundwater extraction – necessary for millions of residents who do not have access to piped water in their homes, and exacerbated by the increasing construction of resource-intensive office buildings and hotel complexes – is depleting shallow aquifers and causing unprecedented levels of land subsidence (in some places, Jakarta is sinking at a rate of up to 25cm per year). Deforestation upstream in the river basin is increasing surface run-off and further exacerbates flooding.

It is crucial to understand that the city exists as part of a wider landscape, said Frank Hoffman of Wetlands International. Again, integration is key – solutions that are unconnected to administrative boundaries must be sought, and a combination of hard and soft infrastructure should be used. Participants also suggested that project developers should be required to explicitly address land subsidence when submitting tenders – of course this is also a subject on which the Netherlands is considered an expert, so this expertise should be better utilised.

### Financing

It is nowadays widely accepted that governments alone cannot afford to meet the demands placed upon them by their citizens in terms of infrastructure development and service provision – this is particularly evident in both cities: the *kampung*s of Jakarta lack access to good quality, affordable drinking water, while in Manila informal settlements tend to have limited or no electricity supply.

Participants considered how financial mechanisms influence infrastructure projects. They questioned

whether private finance should ever be allowed to pay for rights such as water, but agreed that if so, certain standards should be met. To regulate this, third party monitoring – perhaps by the CITYforum group or members thereof. Another suggestion was to incorporate inclusiveness into tender processes, for example by designing an inclusive tender protocol which would ensure that businesses could only be granted development rights if they have adequately addressed inclusivity in their project plan.

## Cases on the ground

On the second day of the CITYforum, the group discussed some specific cases that the HCC have encountered on the ground in Jakarta and Manila. For example, participants brainstormed possible solutions for a case in which slum dwellers in Manila were able to access finance to purchase land through the Community Mortgage Programme – but then could not afford the materials or labour to construct a home on their land. The HCC asked for ideas on how to bridge this finance gap. Participants suggested testing a “Sweat Equity” model, where beneficiaries contribute physical labour rather than cash to the project, or a rental scheme where community members lease a space in their newly constructed home to cover some of the costs incurred in development.

“Let’s move from just participation to *partnerships* – development should be community-led”

Niko Keijzer, Slum Dwellers International

In Jakarta access to affordable and quality drinking water is a huge issue. Participants questioned the role of the middlemen who currently have a monopoly on water distribution in informal settlements and are thus free to charge exorbitant prices for what should be a basic human right.

## Follow up

Based on the days’ discussions, priority topics were identified to be given follow-up in local meetings in Jakarta and Manila.

### ♦ Community engagement

Huge infrastructure plans in Jakarta and Manila currently threaten to displace millions of residents – thousands have already been forcibly evicted. Despite increasing attention being paid to the importance of participation and consultation of all

stakeholders in decision-making processes, many community members are only informed too late, or are simply told they must leave their homes.

→ ***How can local people – particularly those who do not have a formal right to land – be engaged and informed in an authentic and meaningful way, that also takes into account diversity within the communities themselves?***

### ♦ Integrated solutions

Challenges such as inadequate service provision, persistent poverty, and environmental degradation do not adhere to administrative boundaries and cannot be addressed in isolation. Urban development is complex and requires interaction and cooperation between and across different governance units, scales, sectors, and temporalities.

→ ***How can solutions and future city planning be integrated so that they are comprehensive, cross-sectoral, and support multi-tier governance structures?***

### ♦ Flooding and environmental risks

Frequent flooding is a major problem in both cities; excessive groundwater extraction is depleting shallow aquifers and causing unprecedented levels of land subsidence. These problems are amplified by global climate change and the cities’ locations in river deltas – and the most vulnerable populations, especially those living on environmentally hazardous land and/or in informal settlements, are disproportionately impacted.

→ ***What are examples of integrated and community-driven solutions for such issues, and how can these be upscaled?***

### ♦ Financing

It seems that there is no lack of public or private money being made available for urban development (as is evident from the corporate plazas, modern shopping malls and high-rise condominiums springing up all over both Jakarta and Manila). There is, however, a lack of access to and availability of that money for the people who need it most – currently, funding rarely reaches the most vulnerable populations, particularly those whose livelihoods or homes are considered informal. And it is not only an issue of making money available to those who need it; perversely, living in slums can be disproportionately expensive. In Manila, accessing electricity is often too costly for slum dwellers – in Jakarta, the same can be said of water. There is also,

therefore, the issue of affordability and willingness of informal residents to pay extortionate prices to live.

- **How is it possible to ensure finance is made available for the most urgent projects, and reaches those populations who need it most?**



◆ **Service delivery in informal settings**

It is estimated that more than 4 million people live in slums in Manila; in Jakarta, more than 5 million people call the *kampungs* their home. Residents of informal settlements frequently do not have security of land tenure in the form of legally recognised or documented property rights, and this in turn prohibits them from being able to (formally) access basic services such as water or electricity. In Manila, for example, the government will often not allow water companies to pipe water into informal settlements, ostensibly because the infrastructure provision would be inadequate and the water would therefore be of poor quality.

- **What are the short- and long-term solutions for providing slum dwellers with services such as water and electricity in instances where tenure is insecure?**

◆ **Gentrification**

The worldwide imperative to create “world class cities” and the emerging middle class in developing countries is stimulating extensive urban regeneration in Jakarta and Manila. Though praised for bringing prosperity and improvement, for those currently living in the cities’ abundant informal settlements, it means an influx of speculative investors, the loss of neighbourhood authenticity, and ultimately, the displacement of the poor. Despite mounting resistance in both cities, people are being pushed out – and it is usually the city administration that decides who stays and who leaves.

- **Who should decide who stays – and who should compensate or be responsible for those who are pushed aside by gentrification?**

◆ **On-site resettlement**

In cases where informal settlements are upgraded, the density – and thus the availability of housing for those who are currently living there – is vastly reduced. In Manila, Brenda Pérez-Castro of Habitat for Humanity gave an example of one particular slum which comprises 6.000 households in an area of 6 hectares. For these people to all be accommodated within the same 6 hectares would require 50 to 60 storey buildings.

- **To what extent can people be resettled on site, who gets to stay, and who decides?**

◆ **Off-site relocation**

Displacement and resettlement are sometimes considered necessary in order to accommodate the development or improvement of public services, or in cases where residents are occupying environmentally hazardous land. In both cities, many residents of informal settlements live in contact fear of forced evictions; people are rarely consulted or even sufficiently informed prior to their removal. When residents are moved away from their current homes, or businesses are forced to relocate their premises, there is frequently a negative impact on livelihoods, social networks and city services.

- **Is displacement really necessary, and if so, how can it be done in a way where the displaced are partners in the decision-making process?**

◆ **Inwards migration and the right to the city**

An ever-growing number of migrants to Jakarta and Manila – particularly from rural areas – is putting increasing pressure on land and services, exacerbating congestion in already overcrowded slums and leading to the formation of new informal settlements. Yet municipal governments often neglect new arrivals to their cities. In Jakarta, for example, citizens who are still registered in their place of origin are not entitled to benefits from the Jakarta city government.

- **Where can newcomers go, who should be responsible for ensuring they are looked after, and who ultimately has a right to the city?**

---

For more information contact Lucy Oates at

[l.e.oates@uu.nl](mailto:l.e.oates@uu.nl) or visit [www.landgovernance.org](http://www.landgovernance.org)

---

## Actions

Throughout the day, participants reflected on the role of the Dutch. Giacomo Galli of Both ENDS reminded the group that since so many Dutch players *are* active in Jakarta and Manila, the Netherlands is responsible for ensuring their actions are sustainable. What part should researchers, businesses and civil society from the Netherlands play, then? Participants identified some concrete actions which could be taken up:

- ♦ **Filling knowledge gaps**  
New topics for research were suggested, including on the advantages of integration, on highlighting what works and what doesn't work in public private partnerships so that future PPPs can be improved, and on learning better how best to benefit from blended finance.
- ♦ **Guidelines and protocols**  
Though guidelines should not be seen as an end in themselves, they can be useful for. Participants suggested, for example: developing inclusion guidelines that companies can follow to ensure they meet at least minimum inclusivity requirements; or an inclusive tender protocol, an idea being explored by the HCC.
- ♦ **Third-party monitoring**  
The CITYforum group could create or serve as an independent, autonomous and objective watchdog, perhaps conducting an independent evaluation of Dutch-funded projects in developing countries.

## Participants

Abigail Friendly	Utrecht University	Jana Kleibert	Goethe-Universität Frankfurt
Angelina Neo	UNDP-Manila	Jofelle Tesorio	Shared Value Foundation
Annelies Zoomers	Utrecht University/LANDac	Kadek Artha	University of Indonesia
Annisa Triyanti	University of Amsterdam	Karen Arnon	Ministry of Foreign Affairs
Brenda Perez Castro	Habitat for Humanity	Lucy Oates	LANDac
Cynthia Bejeno	Erasmus University Rotterdam	Margiet Hartman	Royal HaskoningDHV
D. Delphine	Utrecht University	Marijn Boll	Ministry of Infrastructure and Environment
Danielle Hirsch	Both ENDS		Utrecht University
Deepshikha Purwar	ITC University of Twente	Murtah Read	Slum Dwellers International
Du Juan	TU Dortmund	Nico Keijzer	Erasmus University Rotterdam
Edwin Sutanudjaja	Utrecht University	Paul Rabe	VNG International
Emiel Wegelin	UrbAct	Peter Jongkind	IHE-UNESCO
Erda Rindrasih	Utrecht University	Phil Torio	RVO/Shared Value Foundation
Erlis Saputra	Utrecht University	Rebecca Groot	ITC University of Twente
Erna Dyah Kusumawati	University of Groningen	Richard Sliuzas	Netherlands Commission for EIA
Esther Bosgra	Human Cities Coalition	Rob Verheem	Ministry of Foreign Affairs
Esther Stouthamer	Utrecht University/Future Deltas	Roel Martens	Human Cities Coalition
Femke van Noorloos	Utrecht University	Ronald Lenz	Shared Value Foundation
Fleur Henderson	Human Cities Coalition	Ruud Bosch	Slum Dwellers International
Frank Hoffman	Wetlands International	Smruti Jukur	TU Dortmund
Giacomo Galli	Both ENDS	Stefan Greiving	Erasmus University Rotterdam
Griet Steel	Utrecht University/LANDac	Theresa Audrey O. Esteban	Shared Value Foundation
Hugo de Vries	RVO	Vince Gebert	TU Dortmund
Irene Oostveen	VNG International	Wolfgang Scholz	
Iwan Surharyanto	Utrecht University		