Cities tackling climate change: the case of the International Building Exhibition (IBA) Hamburg
CASE STUDY

Cities tackling climate change: the case of the International Building Exhibition (IBA) Hamburg
This case study is part of a bigger capitalisation initiative set by the URBACT programme for 2014–2015 with the objective to present to cities local good practices about:

- **New urban economies**
- **Jobs for young people in cities**
- **Social innovation in cities**
- **Sustainable regeneration in urban areas**

These four topics have been explored by four URBACT working groups (workstreams), composed of multidisciplinary stakeholders across Europe such as urban practitioners and experts from URBACT, representatives from European universities, European programmes and international organisations working on these issues.

The case study on Hamburg (Germany) is one of the concrete results of the URBACT workstream ‘Sustainable regeneration in urban areas’, after collection of data, a study visit, and interviews with local stakeholders.

It explores environmental measures for regenerating urban areas the city put in place, achievements and challenges, success factors, and conditions for transfer to other cities. The first part of the case study summarises the key points of the practice, while the second part (analytical template) provides more details for those interested in transferring the practice to their local context.

*We hope this shall be an inspiration for you and your city!*

*The URBACT Secretariat*
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CITIES TACKLING CLIMATE CHANGE: THE CASE OF THE INTERNATIONAL BUILDING EXHIBITION (IBA) HAMBURG

By Nils Scheffler*

IBA HAMBURG: BEGINNING OF A JOURNEY

Hamburg, with its large port (the second largest in Europe), is situated on the river Elbe at its confluence with the Alster and Bille. This location makes Hamburg and its Elbe Islands flood-prone and potentially affected by a rise of the sea level. In addition, Hamburg is a growing city with the urgent need for additional land for housing, adding to global CO₂ emissions. For these reasons climate change has become an issue of paramount importance for the city of Hamburg.

In 2011, Hamburg was the Green Capital of Europe, showcasing its strategy to become a greener, more environmentally-friendly place. In addition, in the period 2007–2013, Hamburg implemented the International Building Exhibition (IBA) (see Box 1).

The IBA Hamburg intended to trigger-off the comprehensive transformation of the deprived neighbourhood of Wilhelmsburg into ‘the city of tomorrow’. Amongst the main reasons to focus on the neighbourhood of Wilhelmsburg was the urgent need for additional land for housing in Hamburg as the city is growing. Wilhelmsburg, located between the city centre on the north bank of the Elbe and Hamburg-Harburg on the south, has a low population density compared to the central districts on the north bank. It also had land available for further housing developments in very close proximity.

BOX 1. THE IBA MODEL

Eight International Building Exhibitions1 (IBA) have been held in Germany since 1901. They represent a treasure trove of more than a hundred years’ experience in finding innovative solutions for the most pressing problems of urban regeneration and community life. Many ideas still live on today. Each exhibition was an inspiration to innovators. All of the IBAs have developed new, innovative solutions addressing urgent local challenges and tested them within a given time period and a given area to shape the future of urban life. Thereby solutions have been developed which are transferable and valid internationally.

The IBA Hamburg stands in this context. Its overall objective was to trigger within seven years (2007–2013) the comprehensive transformation of the deprived neighbourhood of Wilhelmsburg into ‘the city of tomorrow’. The IBA Hamburg aimed to plan and implement new, innovative and transferable concepts and projects as well as governance approaches. To follow the IBA approach, the IBA Hamburg pursued five key elements:

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to the city centre. The low population density is rooted in the departure of residents from the area after the great flood of 1962. Afterwards, people did not move back to Wilhelmsburg and it turned into a deprived, multi-ethnic neighbourhood with an urgent need to improve the living conditions of the residents and to uplift the image of the area. Among the causes of this negative perception of Wilhelmsburg was the nearby waste dump, where dioxin was detected in 1984. As a result, people from Hamburg did not want to live there and investors refused to invest in the construction of new dwellings.

A further reason to focus on regenerating Wilhelmsburg was Hamburg’s bid for the Olympic games, in which the neighbourhood would have had an important role. Hence, Wilhelmsburg has been a problem and offered great potential for the city of Hamburg.

A series of citizen protests added to the pressures. In 2001, about 100 committed Wilhelmsburg residents became vocal about the problems facing their area and received funding from the Hamburg authorities to organise the ‘Wilhelmsburg Future Conference’. The citizens worked in conjunction with the authorities on creating a vision for Wilhelmsburg. In 2002, they produced a White Paper that called for better schools and prospects for children and young people, high quality and family-friendly new residential buildings, the relocation of the Reichsstraße, the elimination of brownfield sites and improved transport connections. As a result, in 2004 the City of Hamburg outlined its ‘Leap across the Elbe’ campaign, and in 2005 it drafted the Memorandum for the International Building Exhibition Hamburg 2013 (IBA Hamburg).

The intention of the IBA Hamburg was to plan and implement new, innovative and transferable concepts and projects to address the issues raised in the White Paper and other pressing issues the growing city of Hamburg was facing. The latter included different cultures living together, providing space for growth, offering short distances between residential and working areas and growing in a climate-friendly way. These issues were assembled under the three main themes of ‘Cosmopolis’, ‘Metrozones’ and ‘Cities and Climate Change’, respectively.

Under the key theme of ‘Cosmopolis’, the IBA Hamburg demonstrated what living together in a multi-ethnic community could look like and which forms of co-operation might be nurtured in the future. The theme ‘Metrozones’ showed how to provide space for growth within the city and how to better connect living and working places. Under the theme ‘Cities and Climate Change’ the IBA Hamburg aimed to demonstrate how to combine growth and sustainability for a climate-compatible future. The vision it offered was for a climate-neutral district as a model for the future of the metropolis. To this end a strategy and a set of concrete projects for the deprived neighbourhood of Wilhelmsburg were developed and tested. The main goal was to change energy supply, moving away from fossil fuels to renewable energy sources sited within and around the neighbourhood for a self-sufficient supply.

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1. Planning and design of a holistic and strategic development framework dealing with the main social, economic and environmental challenges and opportunities of Wilhelmsburg from a local and citywide perspective.
2. Development and implementation of transferable, integrated model, pilot and demonstration projects, meeting the seven IBA Excellence Criteria.
3. Implementation of governance structures allowing new ways of thinking, planning and implementing projects.
4. Involvement of residents in the transformation process.
5. Public relation to inform and present projects to the (international) public and make citizens aware about the changes in Wilhelmsburg.

At the beginning of the climate-friendly transformation of the neighbourhood of Wihelmsburg, the IBA Hamburg elaborated for its first years a comprehensive climate protection concept: ‘Energy Atlas: Future Concept Renewable Wihelmsburg’. The concept presents spatial-strategic approaches for future energy requirements of the neighbourhood. Future energy scenarios for Wihelmsburg were described; costs and benefits of the future concept calculated; sociological aspects of climate change analysed and a road map and a spatial energy action plan was elaborated for the neighbourhood. The analytical method used formed the basis for urban action and demonstrated how the neighbourhood could become a pioneer of climate protection and resource conservation for the wider city.

As a result of this comprehensive analysis, the chosen objectives for Wihelmsburg’s climate change strategy were:

- to change energy sources, moving away from fossil fuels to 100% renewable energies in the long term (100% renewable Wihelmsburg);
- to change from centralised energy systems to decentralised systems, in which the required energy is generated directly by consumers or nearby in the area (local energy supply);
- to implement high standards of energy-efficiency in existing and future buildings (climate-friendly buildings);
- to encourage residents to share and to commit to these policy-related measures (climate change as a common task).

**IMPLEMENTATION AND TESTING OF PROJECTS**

Based on this strategy model, pilot and demonstration projects for new energy efficient buildings, renovation of existing buildings and renewable energy generation were developed and implemented.

Via iconic projects such as the ‘Energy Bunker’ and the ‘Georgswerder Energy hill’ the use of local renewable energies was made highly visible and tangible for the citizens. The ‘Energy Bunker’ was a former air raid bunker converted into a power plant providing renewable forms of energy (a combination of solar energy, biogas, wood chips, and waste heat from a nearby industrial plant) with a large heat reservoir. It supplies 3,000 households in the neighbourhood with climate-friendly heat while feeding sufficient renewably-generated electricity for around 1,000 households into the Hamburg distribution grid. In addition, on top of the bunker at a height of 30 meters there is a terrace with a café offering a unique view over Hamburg, the city’s harbour and across to the ‘Georgswerder Energy hill’. This 40 m grass-covered hill, a former toxic waste dump, has been transformed into a renewable energy hill. It supplies around 4,000 households with electricity using wind power and solar energy and is accessible to the public as a viewing point.

New buildings (1,217 residential units), constructed during the IBA period 2007–2013 and financially supported by the IBA, were all built to the passive house standard and a third of the new apartments were reserved for social housing. A project named ‘Open House’ saw the construction of 44 new residential units consuming less than 15 kWh/m² in a year for heating requirements. This low energy concept comprises a biogas fuelled combined heat

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and power plant serving a residential block. The heat provides space heating and hot water. The electricity generated is in part used by the residents and in part fed into the local power grid. Thus, the 64 tonnes per annum of CO₂ emission from the heat supply for a conventional block of this size can be reduced to a maximum of 10 t/y. Furthermore, a photovoltaic system with a performance of 70 kilowatt-peak is installed on the flat roof. The 56 megawatt hours per annum of electricity this generates is partially used in the apartments and partially fed into the local power grid, saving about 29 tonnes of CO₂ emissions per annum.

Retrofitted houses, which received financial support by the IBA, had to outperform the national energy standard and remain as social housing for 25 years. All former inhabitants were allowed to move back after the retrofitting and rents were increased only slightly. Another important project was the ‘Top Climate Plan’. This was a campaign which involved planning, issuing of energy passes, implementing quality assurance and three-yearly monitoring to check that energy saving renovation work remains effective. A key target group were homeowners, who were offered financial support and expert advice for energy-efficient renovation of their buildings.

In the plan’s first phase, a total of 65 applicants were granted the special ‘IBA Excellence’ Hamburg Energy Pass. This provided information about the energy saving potential of the inspected building. Most homeowners also received a thermal imaging scan of their roof and façade. The plan was also good news money-wise. In its second phase, participants were eligible to receive financial support for their renovation work of up to €10,000 per property. Homeowners needed to meet certain criteria/standards for the renovation in order to qualify.

The integrated character of these climate change projects is illustrated by the fact that they often served multiple objectives in support of the three main IBA themes. For example, the energetic retrofitting of buildings was linked with construction sector training for the unemployed/youth of the neighbourhood and with adapting the floor plans of the apartments to the needs of the tenants. The construction of new private homes (to passive house standard) was used to increase the provision of new social housing. One third of the new apartments were reserved for social housing.
But not only physical actions were implemented to reduce CO₂ emissions. The ‘Hamburg Energy Partnerships’ involved residents in reducing their household energy consumption by explaining and clarifying opportunities for energy savings and concrete actions to realise them. To this end, an inventory of the energy and water consumption per household was drawn up. In co-operation with the residents, students then developed appropriate action plans to reduce energy consumption including energy conscious behaviour. So-called smart meters for energy consumption have been installed as aids for energy consultation and success monitoring. The results of the project were published in the project newspaper ‘Die Wilhelmsburger Energiefreunde’ to disseminate the results and experience to other residents.

**ACHIEVEMENTS AND CRITICAL ISSUES**

It could be said that the city of Hamburg started to think about and deal with climate change with the IBA Hamburg. In parallel to the development of the Energy Atlas for Wilhelmsburg, policy guidelines on climate change and climate adaptation at the citywide level were developed in 2009. This was followed in 2013 by the master plan for climate protection of the city of Hamburg.

The IBA Hamburg has been an instrument of visionary urban development, an ‘urban laboratory’ for a seven-year period. The lab situation made it possible to think out of the box, to develop, test and implement new ways of sustainable urban regeneration and to involve a multitude of stakeholders in different ways. When it officially ended in 2013, the IBA Hamburg had implemented 23 projects under the theme of Cosmopolis, 33 projects under the theme of Metrozones and 14 projects within the theme of ‘Cities and Climate Change’. Further IBA Hamburg projects covering energy issues and action groups such as the ‘Renewable Wilhelmsburg’ climate protection concept continue their work.

The ‘Cities and Climate Change’ strategy has shown the importance of linking energy modernisation of buildings with neighbourhood energy strategy. Spheres of action such as the use of local renewable energy, the energy modernisation of buildings, the construction of new buildings to passive (plus) house standard, energy-efficient households and CO₂-low mobility have been linked with each other. The

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**Figure 4. Neighbourhood infrastructure provided by the IBA in Wilhelmsburg**

Energy Atlas has demonstrated that it is possible to use renewable and locally produced energy to meet the demand for electricity of buildings by 2015 as well as almost the entire thermal energy requirement by 2050. Legal national energy standards in housing projects have been outperformed. More cycling tracks were installed and the connection with public transport to the northern city centre improved.

The IBA has also significantly improved social and technical infrastructure and housing conditions in many areas of Wilhelmsburg. Furthermore, the range of support and advisory/guidance opportunities for inhabitants has been improved as have youth education and training opportunities. Social monitoring for the west part of Wilhelmsburg, a focal area for the projects, indicates a positive dynamic.

The IBA has changed the perception of Wilhelmsburg significantly. People are now choosing to live in Wilhelmsburg and investors have started to build new apartments there. The IBA Hamburg pushed the residential construction that is urgently required by the city. In addition, it has provided 100,000 m² of commercial space, eight educational establishments, two senior citizens’ homes (one of them being the first intercultural senior citizens’ home in Hamburg), three day-nurseries, four sports facilities, a commercial park, a centre for artists and creative workers, an extension of the Assmannkanal and over 70 hectares of green space.

Officially, the IBA Hamburg ended in 2013, but the process of urban redevelopment that it initiated is still ongoing and is expected to continue. The IBAs seven-year timeframe is considered too short to be able to deal with all relevant issues and solve all problems that have been identified. Some projects are still being realised and have yet to be completed.
Nonetheless, while the technical merits of the ‘Cities and Climate Change’ strategy have been widely acknowledged both in Hamburg and beyond, critical considerations remain regarding the continuity and impact of these projects and approaches to a wider urban scope. Some critics remark that the city seems to have ‘run out of steam’ in extending these pioneering models to the wider city level. More generally, there is a sense amongst community leaders that the original ‘impulse’ of the IBA has been lost or diffused once the exhibition period was over in 2014 (see, for example, interview with Manuel Humburg in this publication). This highlights the need for technically innovative solutions to be accompanied by sound institutional arrangements and permanent dialogue with local stakeholders to ensure their continuity and sustained positive impact once the inception phase is over.

**TRANSFERRING THE IBA APPROACH TO OTHER CONTEXTS**

The IBA Hamburg approach to commencing the sustainable regeneration of urban neighbourhoods can be transferred to other areas and contexts in Europe. Unlike World Exhibitions or Cultural Capitals, for example, the IBA approach does not have any fixed schedule and can be developed without any prefixed regulations, particular laws, legislation or policies. The experience with IBAs in Germany has proven that this approach can be replicated in different urban contexts, while themes and standards are adapted to the specific local context. Nevertheless, IBAs are characterised by the high quality standards of its projects and governance system. When replicating the IBA approach this aspect has to be kept up, ensuring high standards and the essential elements of the IBA approach as mentioned in Box 1 to guarantee its quality.

As the IBA is an ‘informal’ approach based on agreements between the main stakeholders, it requires the will and creativity by all concerned to transform an area in an innovative and sustainable way, together with the residents. It is crucial to provide a governance structure that allows for creativity and for thinking and acting ‘outside the box’, to get the multitude of stakeholders with their different resources together and gain their support for the sustainable urban regeneration process.

The realisation of the IBA Hamburg and its projects did not require the city to raise any additional funds beyond those obtained from the regular city budget. The distinctive feature was that each city department had to provide a certain amount of its regular budget for the IBA and its projects. Thus, the city funds could be brought together from various city departments and channelled to Wilhelmsburg. This concentration of funds for Wilhelmsburg also attracted politicians’ attention and made them aware of the situation in Wilhelmsburg. Furthermore, the public funds helped to activate private funds and investments.

To conclude, a city that wants to adopt this approach should meet the following conditions:

- The area and the topics for the urban regeneration have to be of high interest for decision makers engaged in city development. Wilhelmsburg did not only present local problems but also provided an opportunity for the development of the entire city.
- Active residents that want a change for the better campaign for this and develop project ideas from the bottom-up. The development of the future concept by the inhabitants of Wilhelmsburg was the starting point and a crucial milestone for the regeneration of Wilhelmsburg.
- Engagement of the city administration in improving the situation of the area and recognition of a local need for action, also from a citywide perspective.
- The city council giving freedom of action and allocating financial resources to the city administration to set up an exceptional framework that allows the development of exemplary and innovative solutions.
- People keen on experimenting being allowed to fail with a project!
ANALYTICAL TEMPLATE OF THE CASE STUDY
## BACKGROUND INFORMATION

<table>
<thead>
<tr>
<th>NAME OF CITY</th>
<th>Hamburg, 1.8 m inhabitants, 755 km²</th>
</tr>
</thead>
<tbody>
<tr>
<td>REGION AND COUNTRY</td>
<td>Germany</td>
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<tr>
<td>GEOGRAPHIC SIZE</td>
<td>Europe's largest river island, Wilhelmsburg together with the small neighbouring island of Veddel and the ‘Harburg Upriver Port’ formed the 35-km² project area for the International Building Exhibition 2006-2013 (IBA Hamburg), accommodating 50,000 residents. The area lies in the middle of Hamburg and sits in the River Elbe between the Hamburg city centre on the north bank and Harburg on the south. Bordered by the north and south Elbe, the ports of Hamburg and Harburg, and intersected by numerous canals and oxbow lakes, the area's defining element is water. The population density of this area is very low compared to the central districts on the north bank of the Elbe. Three main types of residential areas can be identified: one-family housing, high-rise buildings from the 60s and multi-storey apartment buildings (4-5 storeys). Large parts of Wilhelmsburg are decidedly green: marshes, paddocks, agriculture and alluvial forests define the landscape. People representing more than 75 different nationalities live in Wilhelmsburg.</td>
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## 1. PRACTICE DESCRIPTION

<table>
<thead>
<tr>
<th>ONE-LINER DESCRIPTION OF THE PRACTICE</th>
<th>The IBA Hamburg devised and implemented seventy projects, aimed at creating an impulse for sustainable, environmentally friendly, and socially balanced urban development in the deprived neighbourhood of Wilhelmsburg.</th>
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</thead>
<tbody>
<tr>
<td>MAIN REASON FOR HIGHLIGHTING THIS CASE</td>
<td>The IBA Hamburg in general and the projects realised under the theme ‘Cities and Climate Change’ in particular represent an innovative and progressive approach to deal with environmental regeneration from an integrated perspective. The city of Hamburg begun to think about and deal with climate change with the implementation of the IBA Hamburg with the IBA approach. This was done by setting up a local strategy for the deprived neighbourhood of Wilhelmsburg where new and transferable concepts and projects were tested to show that it is possible for cities to grow in a climate-friendly way while giving a stimulus for a sustainable neighbourhood redevelopment at the same time.</td>
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The overall objective of the IBA Hamburg was to trigger-off the comprehensive transformation of the deprived neighbourhood of Wilhelmsburg into ‘the city of tomorrow’, in response to the needs of the citizens, documented in the White Paper produced by the residents of Wilhelmsburg.

Under the theme ‘Cities and Climate Change’ the aim was to prove that it is possible for cities to grow in a climate-friendly way by producing renewable and decentralised energy, using its own resources more efficiently (video). Climate change is a particularly important issue in Wilhelmsburg as the area is flood-prone.

The objectives of ‘Cities and climate change’ theme were:
• to change the energy sources, moving away from fossil fuels to 100% renewable energies in the long term (100% renewable Wilhelmsburg);
• to move away from centralised energy systems towards decentralised systems, in which the needed energy is generated directly by the consumers or nearby in the area (local energy supply);
• to implement high standards of energy-saving buildings within existing buildings and in those to be constructed (climate-friendly buildings);
• to encourage the residents to share and to commit to the policy-related measures (climate change as a common task).

The first step was to develop the vision on how to tackle climate change in Wilhelmsburg, namely ‘to be a climate-neutral neighbourhood as a model for the future of Hamburg.’ To this end, a strategy and a set of concrete projects for Wilhelmsburg were developed and tested.

The activities to achieve the objectives, following the IBA approach, can be divided in three main groups:
3. Involvement of residents and stakeholders (i.e. Hamburg Energy Partnerships, Top Climate Plan – ‘Auf der Höhe).

All the projects had to meet the 7 IBA Excellence Criteria.

Based on the strategy model, pilot and demonstration projects for new energy efficient buildings, for renovation of existing buildings and for the generation of renewable energies were developed and implemented.
Via iconic projects such as the ‘Energy Bunker’ and the ‘Georgswerder Energy hill’ the use of local renewable energies was made highly visible and tangible for the citizens. The ‘Energy Bunker’ was a former air raid bunker. It was converted into a power plant using renewable forms of energy (a combination of solar energy, biogas, wood chips, and waste heat from a nearby industrial plant) with a large heat reservoir. This supplies 3,000 households in the neighbourhood with climate-friendly heat, while feeding renewable power for around 1,000 households into the Hamburg distribution grid. In addition, on the top of the bunker at 30 meters there is terrace with a café offering a unique view over Hamburg, the city’s harbour, and across to the ‘Georgswerder Energy hill’. This 40 m high grass-covered hill was a former toxic waste dump, transformed into a renewable energy hill. It supplies around 4000 households with electricity using wind power and solar energy on its site. The site is accessible to the public as a viewing point.
1. PRACTICE DESCRIPTION (CONT'D)

New buildings (1,217 residential units) constructed during the IBA period 2007-2013 and financially supported by the IBA were all built in passive house standard. One third of the new apartments were reserved for social housing. Within the project ‘Open House’ 44 new residential units have been constructed, which consume less than 15 Kwh/m² in a year for heating requirements. The energy concept comprises a combined block heat and power plant, operated with (bio)gas. The power is used to heat the rooms and water. The electricity generated is in part used by the residents and in part fed into the local power grid. Thus, the CO₂ emission from the heat supply of 64 t can be reduced to max. 10 t/y. Furthermore, a photovoltaic system with a performance of 70 Kilowatt-peak was installed on the flat roof. The generated electricity of approx. 56 megawatt hours is partially used in the house, and partially fed into the local power grid, whereby it will be possible to save around 29 tonnes of CO₂.

Retrofitted houses, which received financial support by the IBA, had to outperform the energetic standard of the national law, and will remain social housing for the upcoming 25 years. All former inhabitants were allowed to move back after the retrofitting and rents were only slightly increased.

The initiative ‘Top Climate Plan’ was a campaign involving planning, issuing of energy passes, implementing quality assurance, and three-yearly monitoring to check that energy saving renovation work remains effective. A key target group were homeowners, who were offered financial support and expert advice as encouragement to renovate their buildings, to make them more energy-efficient. In the first phase, a total of 65 applicants were granted the special ‘IBA Excellence’ Hamburg Energy Pass. This provided information about the energy saving potential of the inspected building. Most homeowners also received a thermal imaging scan of their roof and façade. The plan was also good news money-wise. In the second phase, the participants were eligible to receive financial support for their renovation work, up to € 10,000 per property. Homeowners needed to meet certain criteria/standards for the renovation in order to qualify.

But not only physical actions were implemented to reduce CO₂-emissions. The ‘Hamburg Energy Partnerships’ involved residents to contribute to the reduction of energy consumption in households. This was done by explaining and clarifying opportunities of energy savings and concrete actions to realise them. To this end, an inventory of the energy and water consumption per household was first drawn up. In cooperation with the residents, students then developed appropriate action plans to reduce the previous rate of consumption – this included the practising of energy conscious behaviour. So-called smart meters for energy consumption had been installed as aids towards energy consultation and success monitoring. The results of the project were published in the project newspaper ‘Die Wilhelmsburger Energiefreunde’ to disseminate the results and experience to other residents.
### 1. PRACTICE DESCRIPTION (CONT’D)

#### INTEGRATED APPROACH

With the IBA Hamburg key themes ‘Cities and Climate Change’, ‘Cosmopolis’ and ‘Metrozones’ a comprehensive regeneration of Wilhelmsburg was in focus. The regeneration approach dealt with the main challenges and opportunities of Wilhelmsburg from a local and citywide perspective.

Under the theme ‘Cities and Climate Change’ the IBA Hamburg aimed at demonstrating how to combine growth and sustainability for a climate-compatible future. Under the key theme ‘Cosmopolis’ the IBA Hamburg intended to demonstrate how living together in a multi-ethnic community could look like and which forms of cooperation might be nurtured in the future (video). Within the theme ‘Metrozones’ it had the intention to show how to provide space for growth in the city and how to better connect living and working places (video).

The integrated character of the ‘Cities and Climate Change’ projects is illustrated by the fact that they often served multiple objectives in support of the three main IBA themes. For example, the energetic retrofitting of buildings was linked with training in the construction sector for the unemployed / the youth of the neighbourhood and with adapting the floor plans of the apartments to the needs of the tenants. The construction of private buildings (in passive house standard) was used to increase the provision of new social housing. One third of the new apartments were reserved for social housing.

#### TARGET AUDIENCE

There have been a variety of target audiences, including investors to plan and implement projects, which meet the 7 IBA Excellence Criteria; inhabitants to improve their living conditions (social and physical infrastructure) and local businesses/start-ups to improve entrepreneurship and business development/opportunities.

#### TIMEFRAME OF THE PRACTICE IMPLEMENTED

The IBA Hamburg had three main phases:
1. 2006 to 2009: planning and design of the projects and activities (i.e. invitation to international architectural competitions, master plan for Wilhelmsburg) and realisation of first projects.
2. 2010 to 2012: events, exhibitions, and tours to present first completed projects to the public and realisation of further projects.
3. 2013: final presentation and exhibitions of the projects with a nationwide campaign ‘Discover the IBA 2013’.
2. POLITICAL AND STRATEGIC CONTEXT

2.1 NATIONAL, REGIONAL AND CITY FRAMEWORK

The global framework of the IBA Hamburg was the 4th IPCC report on climate change. Climate change was vital for the project due to the vulnerable topography of the Elbe Islands (flood-prone) and the fact that major cities all over the world are both the main causes of climate change and its chief potential victims.

The city framework of the project is, on the one hand, the urgent need for additional land for housing in Hamburg as the city is growing, while accounting to the global CO₂ emissions. Wilhelmsburg, having a low population density due to the leaving of residents after the great flood of 1962, has available land for further housing developments in very close proximity to the city centre. Further by that time Hamburg bid for the Olympic games, for which Wilhelmsburg would have had an important role.

On the other hand, Wilhelmsburg is a deprived, multi-ethnic neighbourhood with an urgent need to improve the living conditions of the residents and to uplift the image of the area. The negative image comes, among others, from the waste dump, where dioxin was detected in 1984. As a result, people from Hamburg did not want to move and live in Wilhelmsburg and investors refused to invest in the construction of new dwellings.

Hence, Wilhelmsburg has not only been seen as a problem but also as an opportunity for the city of Hamburg.

2.2 THE PLANNING CONTEXT

In 2001, after a series of protests, about 100 committed Wilhelmsburg’s residents became vocal about the problems facing their area and received funding from the Hamburg authorities to organise the ‘Wilhelmsburg Future Conference’. The citizens worked in conjunction with the authorities on creating a vision for Wilhelmsburg. In 2002, they produced a White Paper that called for better schools and prospects for children and young people, high quality and family-friendly new residential buildings, the relocation of the Reichsstrasse, the elimination of brownfield sites and improved transport connections.

As a result, in 2004 the City of Hamburg outlined its ‘Leap across the Elbe’ campaign, and in 2005 drafted the Memorandum for the International Building Exhibition Hamburg 2013 (IBA Hamburg).
# 3. Design & Implementation

## 3.1 Practice Design and Planning

At the beginning of the climate-friendly transformation of the neighbourhood of Wilhelmsburg, the IBA Hamburg elaborated the comprehensive climate protection concept ‘Energy Atlas: Future Concept Renewable Wilhelmsburg’. The concept presents spatial-strategic approaches for future energy requirements of Wilhelmsburg. Future energy scenarios for Wilhelmsburg were described; costs and gains of the future concept calculated; sociological aspects of climate change analysed and a road map and a spatial energy action plan elaborated for the area. The analytical method used formed the basis for urban action and demonstrated how the area could become a pioneer of climate protection and resource conservation for the wider city.

The elaboration of the concept was accompanied in 2008 and 2009 by two so-called IBA laboratories on ‘Architecture and Climate change’ and ‘Climate change management: Challenge Water’. In the IBA laboratories experts, responsible institutions of the city and interested people came together and discussed strategies, solutions and actions for the climate-friendly transformation of Wilhelmsburg.

To develop projects the IBA issued calls for ideas in which inhabitants could also participate. In addition, cooperation partners were directly contacted to develop project ideas for the IBA themes and the IBA entered into close contact with experts from all over the world i.e. by inviting them to international architectural competitions.

In parallel, to draw the attention to the neighbourhood of Wilhelmsburg as part of the overall picture of Hamburg, the IBA Summer of Art and Culture was held during the opening presentation year 2007, which attracted more than 50,000 people. In the same year, the first MS Dockville Festival of Art and Music was held and the international garden show took place in Wilhelmsburg.

## 3.2 Management

For the management of the IBA, in 2006 the IBA Hamburg GmbH was established as a full subsidiary of the City of Hamburg, but outside the official city administration structure. It had the task to prepare the IBA and its projects, to define standards for IBA projects and to coordinate their realisation. Tasks varied from project development for new and used property as well as undeveloped areas, to the clarification of financial and legal issues and material support for projects.

The team of the IBA Hamburg GmbH established contact between diverse stakeholders around the building exhibition and informed the public. During the presentation year 2013, they organised, among others, exhibitions, guided tours, congresses, including numerous events that encouraged visiting the IBA and Wilhelmsburg.

## 3.3 Monitoring and Evaluation System

To supervise the energy production and consumption in the IBA area and of the IBA projects, an energy monitoring was installed by a university.

To evaluate the IBA a ‘structure monitoring’ was commissioned to determine the effects of the IBA and its subsequent activities and to identify further needs for action.

In addition, every year the city of Hamburg conducts a social monitoring to identify socially sensitive areas and to track their development. In this context, the social situation of Wilhelmsburg is continuously monitored.
3. DESIGN & IMPLEMENTATION (CONT’D)

3.4 GOVERNANCE: PARTNERSHIP, PARTICIPATION, MOBILISATION AND EMPOWERMENT

The IBA Hamburg GmbH was supervised by the Ministry for Urban Development and Environment of the city of Hamburg with a Board of Directors. It set up an inter-institutional and -authority Coordinating Committee for implementation of IBA projects. The committee brought together the main decision-makers to discuss projects and speed up decision-making processes.

To support the IBA Hamburg GmbH with expert advice, the IBA Advisory Panel was founded. It contained 9 specialists from all over the world and from many subject areas, which met 13 times during the IBA Hamburg period. They agreed on 7 IBA Excellence Criteria to rate the projects and discussed all fundamental concepts to sharpen the themes and objectives of the IBA. Another important function of the panel was the political support in times of senate-political changes and tactical election ‘discussions’.

In support of the key theme ‘Cities and Climate Change’ a consulting committee on climate and energy, composed of 6 experts from the fields of science, politics and practical application was formed. They met three to four times a year and assumed a consulting role in expert discussions on long-term strategic decisions.

The implementation of projects was financed to a great extend by investors. Thus, on the one hand they were involved in the development of ideas and concepts for the use of new and old real estate and undeveloped areas. On the other hand, the IBA Hamburg GmbH accompanied the investors both in planning and technical matters and in dealing with public authorities, also to secure the compliance with the IBA criteria for projects.

The implementation of the IBA required the involvement of a broad group of people. Thus, the IBA Hamburg GmbH signed cooperation agreements with its key partners and stakeholders (private and public companies, unions, chambers, institutions and individuals). This ‘IBA convention’ contained guiding principles, common objectives, strategies and measures, forming the basis for the IBA’s collaborative work. Beyond that, the partners brought in their expert and helpful advice. The regular information exchange at quarterly partner breakfast meetings during 2007 and 2013 consolidated the network and the cooperative working relationship.

To involve the residents of the IBA area a committee for civic participation was established. The committee consisted of 24 residents and 8 politicians. To become a member it was required to live or work on the Elbe island. Membership was restricted to two years to ensure that more citizens could take an active part in the participation council. Until the end of 2012, the committee held meetings every month, giving to each of the 70 IBA projects a statement, to which the IBA Hamburg had to respond on how they would deal with the statement. In addition, the participation council wrote 10 petitions to the IBA Hamburg. At the beginning of each meeting the IBA Hamburg informed on the state of the planning and implementation of projects. As a rule, all meetings were open to the public. For supporting and counselling services the IBA Hamburg provided a certain amount of funds to the participation council. The participation council was supplemented by various citizens’ dialogue events under the slogan ‘Planning, having a say, and helping to shape your neighbourhood’, presenting the projects.

A further involvement of residents took place in the context of the preparation of individual projects.

To discuss with interested people and institutions single aspects and topics of the IBA, IBA Laboratories were organised.

To make citizens aware about the change in Wilhelmsburg and to inform them about the projects, the IBA organised events, exhibitions, and tours.
4. FUNDING

With €190 m of public funds from the regular city budget of Hamburg over a 7-year period (€90 m for the IBA, €100 m for public infrastructure in Wilhelmsburg) the IBA provided a framework for investments. The funds mobilised private and other public investments. The private investment that the IBA finally attracted amounts to €700 m. In addition, it has received a total of €300 m of public investment. Public funds mobilised for the implementation of individual projects came also from ESF and ERDF funds via the federal state of Hamburg and the climate fund from the EU.

Private projects were financially supported, when – besides complying with the 7 IBA Excellence Criteria – the project offered innovative technical solutions, new ideas for real estate development or other inspirations. In this case, IBA Hamburg GmbH shared the cost of construction and completion, offering a special funding for high quality.

5. PROJECT ASSESSMENT

5.1 PROJECT OUTPUTS & RESULTS

When the IBA Hamburg officially came to an end in 2013, 70 projects had been implemented, 14 within the theme of ‘Cities and Climate Change’, 23 for ‘Cosmopolis’ and 33 for ‘Metrozones’.

The ‘cities and climate change’ strategy has shown the importance of linking the energetic modernisation of buildings with the energy neighbourhood strategy to be effective. Field of actions such as the use of local renewable energies, the energetic modernisation of buildings, the construction of buildings in passive (plus) house standard, energy-efficient households and CO2-low mobility have been linked with each other. The energy atlas has demonstrated that it is possible to use renewable and locally-produced energy to meet the demand for electricity of buildings by 2015 as well as almost the entire thermal energy requirement by 2050. Legal national energy standards in housing projects have been outperformed. More cycling tracks were installed and the connection with public transport to the northern city centre improved.

The IBA has also significantly improved the social and technical infrastructure and the housing conditions in many areas of Wilhelmsburg. Also the range of support and advisory/guidance opportunities for the inhabitants has been improved as has the education and training opportunities for the youth. The social monitoring for the west part of Wilhelmsburg, a focal area of the projects, indicates a positive dynamic.

The IBA has changed the perception of Wilhelmsburg significantly. People are now choosing to live in Wilhelmsburg and investors have started to build new apartments there. The IBA Hamburg pushed the residential construction that is urgently required by the city. In 2013, the IBA Hamburg comprised a total of 1,733 residential units, either built or being built, of which 516 were modernised apartments. In addition, it has 100,000 m² of commercial space, eight educational establishments, two senior citizens’ homes (one is the first intercultural senior citizens’ home of Hamburg), three day nurseries, four sports facilities, a commercial park, a centre for artists and creative workers, an extension of the Assmannkanal, and over 70 hectares of green space.

More than 420,000 people have visited the IBA exhibitions, tours, and events.
5. PROJECT ASSESSMENT (CONT’D)

### 5.2. FINANCIAL SUSTAINABILITY

Officially, the IBA Hamburg has ended in 2013, but the initiated process of urban redevelopment is still ongoing and has got to continue. Some of the projects are still being realised and have to be completed. Further projects dealing with energy issues and action groups as the ‘Renewable Wilhelmsburg’ Climate Protection Concept continue their work.

The IBA Hamburg will remain as a state-owned enterprise supporting the city of Hamburg in the sustainable development of sites for housing development based on the experience of the IBA.

### 5.3 INNOVATIVE ELEMENTS AND NOVEL APPROACHES

The IBA Hamburg has been an instrument of visionary urban development, an ‘urban laboratory’ for a seven-year period. The lab situation made it possible to think out of the box, to develop, test and implement new ways of sustainable urban regeneration and to involve a multitude of stakeholders in different ways. Also the IBA approach allows to work on experiments and also to fail with a project.

The IBA Hamburg GmbH functioned as an external ‘Think-Do-Tank’ outside the official city administration structure. That allowed a certain independency and new ways of thinking, planning and implementing projects. It allowed thinking in innovative ways: they could reflect and discuss certain issues out loud, which city officials could not have done. They could approach stakeholders and investors differently and develop projects in a different way. For example, potentially ‘conflictive’ project ideas, which the city administration could not have started or develop further, could become mature project ideas involving relevant stakeholders within the IBA framework (working out solutions for the conflicts) before they were presented and coordinated with city officials.

**Integrated approach and public relations**

Issues of renewable energies, local energy production and energy efficiency were linked with the urban regeneration of Wilhelmsburg. Via iconic projects as the Energy Bunker and the Georgswerder Energy Mountain the use of local renewable energies was made highly visible and tangible.

New buildings constructed and financially supported by the IBA had to be built in passive house standard (i.e. Open House, New Port Railway Building, Low-Energy Housing in Haulander Weg) and at the same time a 1/3 of the new apartments were reserved for social housing. Retrofitted houses, which received financial support, had to outperform the energetic standard of the national law, and stayed social housing for the upcoming 25 years. Also all former inhabitants were allowed to move back after the retrofitting and rents were only slightly increased.

The physical interventions were linked with the integration of migrants and educational objectives as well: improving the educational infrastructure and training unemployed/young people along the IBA projects.

The planning and implementation of the IBA projects have been accompanied by exhibitions, tours, and events (extensive public relations and information). That has paved the way on the one hand to transform the negative image of Wilhelmsburg and to attract investors and change the perception of the public about Wilhelmsburg, and on the other hand to make the public aware about new solutions for the sustainable urban regeneration.
5. PROJECT ASSESSMENT (CONT’D)

5.3 INNOVATIVE ELEMENTS AND NOVEL APPROACHES (CONT’D)

Funding

For the IBA and its projects the city did not raise any additional funds than the ones from the regular city budget. The distinctive feature was that each city department had to provide a certain amount of its regular budget for the IBA and its projects. Thus, the city funds could be brought together from various city departments and channelled to Wilhelmsburg.

This concentration of funds for Wilhelmsburg also arose the attention of politicians and made them aware of the situation in Wilhelmsburg. Furthermore, the public funds helped to activate private funds and investments. Public grants for private projects were tied to the condition of the projects meeting the 7 IBA Excellence Criteria. In addition, support was not only given in terms of funds, but also as know-how and consulting services.

Project development, selection and requirements

IBA projects came about in a number of different ways: calls for project ideas were implemented, at which any kind of stakeholder (investor, organisation, citizens, etc.) could take part. Project ideas also came from projects suggested at the 2001/2002 Future Conference. The IBA also approached directly stakeholders to develop projects and attract further (financial) resources. Laboratories were another way of involving different stakeholders in the preparation of themes and projects.

Every IBA project had to meet in the end the 7 IBA Excellence Criteria, which were drawn up by the IBA Board in 2007. In many cases a jury decided on the recognition of a project as IBA project. Furthermore, quality agreements formed the legal basis for all IBA projects, monitoring their IBA Excellence.

Local economy

With responsible persons / organisation of the projects it was officially agreed that local trades people would be involved in the tendering (Elbe Islands Bidders’ Register), and young people would be offered employment opportunities to support local business development and employment.

Furthermore, commercial space was provided at affordable rents, which could be used by people meeting at least one of the three criteria: being a start-up, living in Wilhelmsburg, and/or having a migrant background.

Participation / governance

The development of the future concept by the inhabitants of Wilhelmsburg was a crucial milestone and starting point for the regeneration of Wilhelmsburg.

The involvement of the inhabitants in the definition of demands for the retrofitting of the apartments of the Global Neighbourhood (i.e. demands on floor plan) became part of the tender notice for the architectural competition.

The inter-institution and -authority Coordinating Committee for implementation of IBA projects brought the main decision-makers together to discuss projects and speed up decision-making processes.
Cities and Climate Change:

While the technical merits of the ‘Cities and Climate Change’ strategy have been widely acknowledged both in Hamburg and beyond, critical considerations remain regarding the continuity and impact of these projects and approaches to a wider urban scope. Some critics remark that the city seems to have ‘run out of steam’ to extend these pioneering models to the wider city level. More generally, there is a sense amongst community leaders that the original ‘impulse’ of the IBA has been lost or diffused once the exhibition period was over in 2014.

Attracting private investments

Despite an intensive campaign to attract investors and project developers, involving numerous talks and presentations, no private partners had been found by the end of 2008. Wilhelmsburg was not considered a suitable location for private housing investment. Only the municipal housing company SAGA GWG was prepared to implement a model project, renovating old buildings in the ‘Global Neighbourhood’. Due to the lack of interest among investors, the IBA Hamburg targeted private end-users, such as construction companies, resulting in the ‘Open House’ and ‘New Hamburg Terraces’ projects, and focused on public clients. The tone was set by infrastructure projects such as the ‘New Building of the State Ministry for Urban Development and Environment’, the ‘Gateway to the World Education Centre’, the ‘House of Projects’, the ‘Centre of Language and Exercise’, and separate construction projects such as the ‘IBA DOCK’, the ‘Energy Bunker’, and the ‘Pavilion in Weimarer Platz’. The political support received by the IBA and these public investments finally aroused the interest of private developers.

Gentrification

The regeneration of Wilhelmsburg has taken pace. The flip side of the transformation is the fear of the displacement of the original residents as rents are increasing (as in general in Hamburg) and new people are moving in (gentrification process). Thus, the development has to be monitored closely so that timely intervention is possible.

Participation

The inhabitants of Wilhelmsburg set the idea to redevelop Wilhelmsburg into motion, but in the development of the IBA’s themes and objectives they were barely involved. Their needs, described in the White book, have only partly been taken into account. That had the effect that for the residents it seemed that the IBA Wilhelmsburg concentrated more on solving citywide problems (as e.g. the housing shortage) than on solving the various problems of Wilhelmsburg and its residents. However, when it came to the development of concrete projects, the citizens’ involvement was pursued more strongly by the IBA.

For the most part, immigrants were underrepresented in the participation actions. To counteract this, the IBA sought dialogue with representatives from Muslim societies and organisations, who acted as gateways into these communities. One important way of encouraging participation was used for the ‘Global Neighbourhood’ redevelopment project.

Inter-departmental cooperation

Despite the governance approach of the IBA, the interaction, coordination and cooperation of the different city departments has been recognised as challenging due to their different interests. Some departments have been more flexible than others to seek new solutions.
5. PROJECT ASSESSMENT (CONT'D)

5.4 ISSUES AND PROBLEMS (CONT'D)

Political hurdles
The IBA was not able to overcome every political or administrative hurdle. One example was the traffic plan devised in 2011 by the Urban Development Department of the Ministry for the Economy, Transport, and Innovation. The lack of overall transport planning was detrimental to the IBA's urban development plans due to public transport policy decisions.

Economic feasibility of projects
Some of the IBA projects only have been economically feasible due to the financial support of the IBA. Certain pilot and demonstration projects are barely economic feasible.

Time constraints
The IBA has initiated the regeneration of Wilhelmsburg, but the 7-year timeframe of the IBA is too short to be able to deal with all relevant issues and solve all problems identified in the White Paper of the residents of Wilhelmsburg. As the IBA was limited to a 7-year time period, project ideas that were subject to heated debates (for instance, with the harbour authority because of their diametrically different interests) were not pursued. Thus, certain topics and challenges raised in the White paper were left aside by the IBA. Therefore the sustainable urban regeneration of Wilhelmsburg has to continue looking for answers on important questions such as:

- How to provide affordable housing?
- How to make the ‘education offensive’ a success?
- How to organise a good partnership between the Port and living on the Elbe island?
- How to organise a transport system without more motor highways through residential areas in the middle of Hamburg?

Furthermore, housing estates are still neglected and need to be modernised, as it was demonstrated with some IBA projects.

6. SUCCESS FACTORS, LESSONS LEARNED AND CONDITIONS

6.1 SUCCESS FACTORS

There have been five key factors for the success of the IBA:

1. Active citizens in the neighbourhood, who rallied for the improvement of their living conditions. With the Future Conference and the White Paper they started the idea for the IBA Wilhelmsburg and made a strong case for the (sustainable) development of the area.

2. The City planning department, which took the White Paper seriously and understood the necessity to improve the living conditions in Wilhelmsburg.

3. The IBA as an external ‘Think-Do-Tank’ (IBA = transformation lab) outside the official city administration structure, allowing to think and prepare projects differently, and to approach stakeholders differently (‘friendly hacking’). Thus, they could draw attention to Wilhelmsburg, to its problems and its potential and push its sustainable regeneration - although being an ‘outside player’ made it difficult in the beginning to be accepted.

4. Political interest in Wilhelmsburg due to the bid for the Olympic games at that time, for which Wilhelmsburg would have had an important role, and due to its potential for housing development.

5. The funds for the IBA could trigger further private investments and increase the quality (sustainability) of the projects.
## 6. SUCCESS FACTORS, LESSONS LEARNED AND CONDITIONS (CONT'D)

### 6.2 LESSONS LEARNT

Implementing a successful urban regeneration process requires active citizens interested in the improvement of their living conditions; a city administration, which recognises the local need for action, also from a citywide perspective (the need of local improvement and the potential for citywide development), and politicians that support the regeneration approach by allocating and focusing the financial resources for it. The challenge is to align the interests of these groups. This was a major task of the IBA.

Also, officials have to be ready to listen to the people – joining together and searching for the best solution, which can save a lot of confrontation when it comes to implementation.

To be able to get the needed public funding together, it was important that each city department had to provide a certain amount of its budget for the improvement of the neighbourhood.

### 6.3 TRANSFERABILITY

The IBA Hamburg approach to sustainable regeneration of urban neighbourhoods can be transferred to other areas and contexts in Europe. Unlike World Exhibitions or Cultural Capitals, for example, the IBA approach does not have any fixed schedule and can be developed without any prefixed regulations, particular laws, legislation or policies. The experience with IBAs in Germany has proven that this approach can be replicated in different urban contexts, while themes and standards are adapted to the specific local context. Nevertheless, IBAs are characterised by the high quality standards of their projects and governance system. When replicating the IBA approach this aspect has to be kept up, ensuring high standards and the essential elements of the IBA approach to guarantee its quality.

As the IBA is an ‘informal’ approach based on agreements between the main stakeholders, it requires the will and creativity by all concerned to transform an area in an innovative and sustainable way, together with the residents. It is crucial to provide an adequate governance structure that allows to be creative, to think and act ‘outside the box’, to get the multitude of stakeholders with their different resources together and gain their support for the sustainable urban regeneration process.

But to be effective it needs the following circumstances:

- The area and the topics for the urban regeneration have to be of high interest by decision makers for the development of the city. Wilhelmsburg did not only present local problems, but also provided an opportunity for the development of the entire city.
- Active residents that want a change for the better, campaign for it and develop project ideas from the bottom-up. The development of the future concept by the inhabitants of Wilhelmsburg was the starting point and a crucial milestone for the regeneration of Wilhelmsburg.
- Interest of the city administration to improve the situation of the area and the recognition of a local need for action, also from a citywide perspective.
- City council gives the freedom of action and allocates financial resources to the city administration to set up an exceptional framework which allows to develop exemplary and innovative solutions.
- People keen on experimenting, being allowed to fail with a project!
- Project ideas also have to come from the bottom-up.
## ANNEX

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<td><strong>Green Capital Hamburg</strong>: <a href="http://hamburggreencapital.eu/">http://hamburggreencapital.eu/</a></td>
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### CITY CONTACT

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<tr>
<th><strong>Kai Michael Dietrich</strong></th>
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<tr>
<td><a href="http://www.hamburg.de/bsu/">http://www.hamburg.de/bsu/</a></td>
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### NAME AND CONTACT OF EXPERT WHO DID THE ‘CASE STUDY’

<table>
<thead>
<tr>
<th><strong>Nils Scheffler</strong></th>
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<td><a href="mailto:scheffler@urbanexpert.net">scheffler@urbanexpert.net</a></td>
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## URBACT II Projects

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<td>Economic strategies and innovation in medium sized cities</td>
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*Fast Track Label
URBACT is a European exchange and learning programme promoting integrated sustainable urban development.

It enables cities to work together to develop solutions to major urban challenges, re-affirming the key role they play in facing increasingly complex societal changes. URBACT helps cities to develop pragmatic solutions that are new and sustainable, and that integrate economic, social and environmental dimensions. It enables cities to share good practices and lessons learned with all professionals involved in urban policy throughout Europe. URBACT II comprises 550 different sized cities and their Local Support Groups, 61 projects, 29 countries, and 7,000 active local stakeholders. URBACT is jointly financed by the ERDF and the Member States.

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