



Bundesministerium  
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# Urban Energies

Positions of the Policy Board on the  
National Urban Development Policy 2012







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National Urban Development Policy 2012

Berlin, September 2012



# Foreword

Our towns and cities face complex social, economic and ecological challenges. To tackle these challenges, a comprehensive legal and funding apparatus is available with which the Federal Government, federal states and local authorities continuously meet their joint responsibility. Their common objective is to ensure that towns and cities are liveable and fully functioning, thereby creating a productive and socially balanced society. Here, the fundamental principle of cooperation is based on integrated and cross-sectoral thinking and action – and this thinking and action also transcends national borders.

In 2007, a key document on urban development was adopted – the “Leipzig Charter on Sustainable European Cities”. The Leipzig Charter calls for the implementation of integrated urban development policies – with the broad-based involvement of players from industry, academia and civil society. This year sees the fifth anniversary of the adoption of the Leipzig Charter.

As a response to the Leipzig Charter, Germany launched its National Urban Development Policy, and we are marking this anniversary by staging an international conference entitled “Urban Energies”. I am very grateful to the members of the National Urban Development Policy Board for their extremely active and committed involvement in the preparations for this major event. This includes, not least, the articles by the individual members in this brochure, which reflects the entire spectrum of urban development policy issues. The title “Urban Energies” has been chosen to be deliberately ambiguous. On the one hand, it refers to the topical action areas of energy efficiency and climate change mitigation. On the other hand, it refers to the social, economic and cultural energies that emanate from and shape our towns and cities.

Urban development is multi-faceted and involves a large number of different players – this, too, is apparent from the articles in this brochure. These players include – but are not limited to – industry, architects’ associations, churches, foundations, commerce, sport, the housing sector, academia, local authorities and the federal states. And they all have their own perspectives and standpoints. We would be well advised to exploit this valuable knowledge and commitment to make our towns and cities fit to tackle the challenges of the future. Our National Urban Development Policy thrives on the interplay between the different partners that we bring together to develop cross-sectoral strategies for our towns and cities. The articles in this publi-



cation will provide an important impetus for this. I am especially grateful for the “views from abroad”. Because in many cases, it is opinions from outside Germany that open our eyes to what works well in our towns and cities and to where there are ideas about how to do things better. In addition, I have no doubt that this publication will help to further intensify the dialogue within the National Urban Development Policy. On this note, I hope that reading this brochure will provide you with much food for thought and give you a lot of new ideas.

A handwritten signature in black ink, appearing to read 'Peter Ramsauer', written in a cursive style.

Dr. Peter Ramsauer, Member of the Federal Parliament  
Federal Minister for Transport, Building and Urban Development

# Table of Contents

## Foreword

Peter Ramsauer	Federal Minister for Transport, Building and Urban Development	5
----------------	--	---

## Introduction

Oda Scheibelhuber	Highlighting reality, setting the agenda, forming opinions. Putting cooperation into practice and staying on course	9
Peter Zlonicky	Questions to the Board	12

## 1. Cities and Energy

Monika Bachmann	Solving complex tasks with broad social alliances	15
Brigitte Dahlbender	Re-thinking the policies of urban development	16
Thomas Dilger	Urbanity as a form of existence	17
Michael Frielinghaus	Activating urban energies	18
Andrea Gebhard	For an integrative quality of life	20
Harald Herrmann	Cross border thinking and acting	21
Michael Krautzberger	Climate protection and historic cities	22
Thomas Mager	Shape our living conditions	24
Christoph Mäckler	Giving urban space more attention	25
Franz Pesch	Two columns of urban development	26
Josef Sanktjohanser	Trade and urban development	30
Roland Schäfer	Strengthening communities	31
Albert Speer	Let's talk more about strategic urban development	32
Christian Ude	Urban Energies – praise and stimulus at once	37
Julian Wékel	Mobilizing regional energies	40
Peter Zlonicky	New energies in times of change	41
Martin zur Nedden	Leipzig strategies	43

## 2. Infrastructure and Mobility

Klaus Beckmann	The City – an incubator of societal energy	51
Michael Braum	For a culture of mobility	57
Hans Jörg Duppré	Climate protection begins in your head!	58
Hans Hermann Junge	Information can change behavior	59
Jens Karstedt / Jörg Schlaich	We need an energy revolution	63

Barbara Kux	Technologies set the stage	65
August Ortmayr / Tine Fuchs	Smart Cities	66
Holger Schwannecke	Trade – local activation of urban energies	67
Hans Georg Wagner	New building activities for the city	69

### **3. Identity and Integration**

Adolf Bauer	Uniting reliability with future orientation	73
Sebastian Braun	Civic engagement as a resource	74
Eckart Drosse	A look at demographic change	75
Michael Fraas	Energy turnover and economic rationality	76
Paul Gans	Climate protection – a balancing act	78
Axel Gedaschko	City districts in the energy turnover	79
Karl Jüsten	Common values for the city	80
Ralf Meister	Responsibility for the place and for the community of people	84
Elisabeth Merk /Regula Lüscher	Re-thinking the mixed city	89
Sigurd Trommer	The city as resource	95
Michael Vesper	Integration via sports	100
Hans Georg Vogel	More space for social, cultural and aesthetic claims	101

### **4. The View from Abroad**

Hilmar von Lojewski	National Urban Development Policy for Syria	105
Klaus Johannis	Culture as urban energy	109
Emmanuel Moulin	Obtaining community agreement	115
Franz Oswald	Being open for others	120
Ron Shiffman	Investing in people	124

### **5. Messages of the Board**

Peter Zlonicky	The Policy Board – A forum for the city	133
----------------	---	-----

### **6. Perspectives of National Urban Development**

Ulrich Hatzfeld	Thinking further, going further	139
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### **Credit note**

# Introduction



## Oda Scheibelhuber

Head of the Departement Spatial Planning, Urban Development, Housing and Public Building Law

### Highlighting reality, setting the agenda, forming opinions. Putting cooperation into practice and staying on course.

The role of the Board in determining the content and direction of the National Urban Development Policy

The reality of everyday life in our towns and cities is extremely diverse. It is tied to persons who move in many contexts and networks. Difference and diversity stand for the people in urban and rural areas and for the individuality of the townscapes and villagescapes in our country. They tell of numerous realities, of dynamics and stability, which sometimes can even live side by side as neighbours without knowing about each other's existence.

A policy for towns and cities looks for common features and finds individual features. Collaboration is the instrument that draws the energy from both to rise to the challenges and carve out scope for solving the problems. The National Urban Development Policy Board acts as a bridge for moving lifeworlds, realities and the pressure to take action closer to policymakers. The National Urban Development Policy absorbs this information and then integrates it into the implementation of political action.

The Policy Board constitutes a sheltered space in which various standpoints can be discussed. The diversity of its membership, ranging from a provost of the Protestant Church to representatives of the private property sector, means that it can help form opinion and is in a position to discuss issues first in a small group before moving on to the wider context. For policymakers and the Policy Board, it means conducting a permanent dialogue and, despite all the different standpoints and approaches to the subject, cultivating an objective level of exchange and involvement. In addition to the initiative's sponsors – i.e. the Federal Government, federal states and local government associations, which are represented at ministerial and presidential level respectively – the composition of the 40-member Policy Board reflects the major groupings in society. Professional associations, trade associations, churches, unions and numerous individuals from academia and society are involved in defining the tasks and programme of the National Urban Development Policy.

Germany is implementing the Leipzig Charter with its National Urban Development Policy. This initiative, which is jointly sponsored by the Federal Government, federal states and local authorities, is based on a comprehensive apparatus that is used to meet the challenges of urban development and to proactively exploit the opportunities. In this way, the Federal Government, federal states and local authorities are continuously fulfilling their joint responsibility for liveable and fully functioning towns and cities and thus for a society that can meet the challenges of the future.



So is everything fine in Germany? Does the fact that there is virtually no discussion of urban development issues in the mass media mean that there is nothing left to do? Just as the intensive discussions in other countries, for instance in France when, for nights on end, rioters set fire to vehicles and buildings in the banlieues, indicate social deprivation and a need for action? Towns and cities are complex systems, and it is only natural that there are no clear-cut answers to such questions.

In fact, the current situation in German towns and cities is not bad compared with other countries. But here, too, the general framework is becoming more difficult. In Germany, as elsewhere, Europeanization and globalization are resulting in the level at which local government and local society act and the level at which economic operators act drifting further and further apart. The local businessman who gets together with urban policymakers to discuss the challenges that their community will face in the future and who gets involved on a long-term basis beyond any expectations of purely commercial profit is becoming an increasingly rare species.

In Germany, as in other countries, the scope for government action is becoming smaller. The risks that the state has to bear as a result of the Euro crisis and that can very quickly change the entire framework are just one example here.

Of course, the National Urban Development Policy cannot deliver a one-size-fits-all solution to address these challenges. It can attempt to identify ways and means. And it can attempt to forge new alliances for our towns and cities, or to consolidate or redefine existing ones. One key to this lies in the diverse forms of collaboration practised between different partners with similar interests. This is in keeping with its character as a community initiative that is based not on targets and demands but on voluntary participation.

And this is in keeping with the requirements of the Leipzig Charter.

The Federal Minister of Transport, Building and Urban Development, Dr Peter Ramsauer, appointed new members to attend the fourth meeting of the Policy Board in January 2012. Alongside representatives of the chambers and associations, figures from the urban development sphere are now requested to contribute their experience, knowledge and skills to the discussion. In 2012, members of the Architecture and *Baukultur* Initiative were also invited in order to strengthen the competences of the Policy Board. Another objective is to exploit the partners' international contacts for the benefit of the initiative. In return, members of the Policy Board are to be able to present German expertise abroad.

The Policy Board has addressed the tasks at hand and formulated its own mandates for the future direction of the initiative. Thus, it stressed that the challenges of the future can still only be mastered by means of integrated, cross-sectoral thinking and action. As far as the integrated approach is concerned, the Policy Board stated that, in the functional sphere, more consideration should be given to the quality of urban design and, in the policy sphere, there should be an even greater focus on developments in other countries. At this most recent meeting, the Policy Board thus explicitly welcomed the fact that the 2012 annual congress will have a greater international focus than in previous years. To ensure that the initiative is made visible to the wider public, the Policy Board suggests that, in the

future, the National Urban Development Policy should highlight one topic each year. In 2012, the key topic to be addressed is *Urban Energies*.

The 2012 discussion resulted in the Policy Board taking a spontaneous decision during the meeting to produce a new publication to supplement its own 2008 publication entitled *Positions*. This new publication is designed to address the aforementioned questions and suggestions and underscore the active role that the members of the Policy Board wish to play in the preparations for the international *Urban Energies* congress. The Policy Board has also translated this into action in various ways, for instance by actively participating in the drafting of the *Urban Energies* memorandum.

By playing an active role, the Policy Board is able to readjust its professional approach to the social and political tasks at hand. Here, the Policy Board is an important and perfectly qualified body for counteracting too much routine in day-to-day activities. And we hope that its work will constitute another important facet in the implementation of the National Urban Development Policy. Not least, however, its members are first and foremost interlocutors and cooperation partners with whom it will be possible to successfully continue implementing the collaborative venture that is the National Urban Development Policy. Putting cooperation into practice and staying on course.



## Peter Zlonicky

### Questions to the Board

The Policy Board of the National Urban Development Policy has proposed to place a subject at the center of its annual discussion. This year it is – in preparation for the upcoming Congress in October 2012 – the discussion on urban energies. The Board is ready to support the National Urban Development Policy.

The implementation of the energy turnover marks a new dimension for cities and communities in their development. Local urban energies must be mobilized: initiatives of civil society, public as well as private institutions, business and culture, researchers and inventors. This mobilization requires the exchange of experience, even beyond the borders of the Federal Republic. This can make the curators ambassadors of the National Urban Development Policy.

Parallel to this initiative, a group of experts under the leadership of Prof. Dr. Lütke Daldrup has developed a *Memorandum on Urban Energy – Future Tasks of the Cities*. The memorandum deals with the local and regional implementation of the energy policy and identifies the major tasks of urban development: the renewal of neighborhoods, the remodeling of infrastructure, the development of a new mobility and the intensification of social cohesion. The memorandum calls on the urban actors to forge alliances and to support their commitment to develop sustainable cities. This memorandum will also be presented at the National Urban Development Congress in October 2012.

The Ministry of Transport, Building and Urban Development asked me to prepare and document the positions of the members of the Policy Board. They had the opportunity to write a text or convey in an interview their personal, professional and institutional assessments. For structuring the discussions, the first questions were issues of urban policy and personal or institutional contribution to the living conditions in cities and towns. The primary focus, however, went to three key assessments:

- What energies can or should be mobilized for the improvement of living conditions in cities and towns?
- Can the activation of urban players be organized in a better way? What furthers, what hinders the motivation of new partners?
- Can you name a project from your area of work?

In the following sections the positions of curators – 39 out of 40 members of the Policy Board took part – are documented. We were highly interested to document some positions in the international discussion on sustainable cities and energy turnover as well. Scientists, planners and policy-makers from Europe and the U.S. have agreed to detailed discussions in a view from the outside.

### Acknowledgement

The interviews were edited in consultation with its authors. For translations I have to thank Michael Cullen, for the careful text editing Elke Wendt-Kummer, for the design of the layout Didier Vancutsem.

This document was created in dialogue with Dr. Hatzfeld, Ministry of Transport, Building and Urban Development. For numerous discussions, I am particularly grateful to Dr. Oliver Weigel and his colleagues in the department of Urban Development. The work was also supported by Stephan Willinger at the Federal Institute for Research on Building, Urban Affairs and Spatial Development in Bonn.

Special thanks, however, to the members of the Policy Board and to our interview partners abroad. They took time from their office work, especially for in-depth discussions. I very much hope that their positions will stimulate the further development of the National Urban Policy.

Munich, September 2012



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**1**

# **Cities and Energy**

## Monika Bachmann

Minister of the Interior and Sport of the Saarland, Chairman of the Conference of Ministers of Construction

### Solving complex tasks with broad social alliances

As the current chair of the Conference of Ministers of Construction, I see from the perspective of the *Länder* many problems in our cities and regions. One of the most pressing issues that the Policy Board of the National Urban Development Policy has taken on this year is climate change.

*The city is changing the climate – the climate is changing the city* – this sentence illustrates the importance of climate change on-site. Climate protection and adaptation to climate change have therefore become fixed terms in urban and regional planning.

On the one hand, the *Länder* stand in an area of conflict between local and regional initiatives as well as civic interests; on the other hand between stipulations and guidelines that are global, European and national. The phasing out of nuclear energy and the enacted transition to a new energy policy will force a shift to renewable energy sources.

Not only the technical infrastructure but also our city and landscape images will change. Against the background of demographic change, we will have to deal more severely than before with urban restructuring, with intelligent conversions and with the renovation, energy-wise, of existing buildings.

### The city is changing the climate – the climate is changing the city.

In the Saarland we have been concerned for many years with the structural change in the mining industry, and currently with the consequences of phasing out coal mining. The last coal mine, Ensdorf, closed its gates in late June 2012. This marks the end of an era, which put its stamp on the economy, culture, nature, and people in the region. If one understands the mining sites as energy sites of the past – after all, fossil fuels were mined here for decades – we will, in the context of restructuring our economy, have to deal with the post-mining landscapes of our region; this will require mobilizing regional and urban energy.

When it comes to the areas which lack a specific perspective on how they will be used, we will have to have the courage to understand the urban landscape as a resource for development for future generations. The planning processes must be flexible and individual, transparent and integrated, and will require broad social alliances. In the sustainable transformation of our cities, the public sector has a key role to play. Politics and



administration will have to set in motion appropriate processes; they will have to bring together players in business, science, culture, planning, organizations and citizens in order to develop and implement integrated sustainable urban development strategies. Programs and projects should be flexible and long term and provide room for strategic corrections after evaluation.

In transparent processes, the public dialogue will play an increasingly important role; citizens must become active designers in these processes.

We must strengthen the public's awareness for a responsible use of scarce resources.

Integrated planning concepts, reinforced at the level of regional planning, are being created at different levels in all cities, communities and regions. But are these concepts truly integrated? It can happen, for instance, that *integrated* tourism concepts are developed next to *integrated* energy concepts, which are not in a network with *integrated* location concepts of commercial companies or even run counter to one.

Which structures and instruments, which methods and energies will be needed to overcome the sectoral division of urban development, transport development and infrastructure planning, and establish truly coordinated and cross-thematic concepts for the future, concepts that are consensual and affordable?

### We must strengthen the public's awareness for a responsible use of scarce resources.

In planning, interdisciplinary collaboration has had long standing – it requires mutual respect and understanding, but also a willingness to compromise, think and act in a complex way. The number of disciplines involved is increasing, the levels are overlapping.

The subjects of protecting our climate and adapting measures to it are developing from a technical discipline to a cross-section theme, which at first was anchored only reluctantly, but is now of course firmly anchored in the minds of the players.

From the perspective of the *Länder*, I would like to say a heartfelt *thank you* to the Policy Board *Urban Development* for bringing its personal energies into this discourse.

**Not only the technical infrastructure, but also our city and landscape images will change.**

### **Dr. Brigitte Dahlbender**

Chairman of the Federation for Environment and Nature Conservation Germany (BUND)

#### **Re-thinking the policies of urban development**

Building a sustainable energy supply is a key challenge for society as a whole, but especially for cities and towns. While in densely populated areas the capacities for the production of renewable energy are so far low, energy consumption is high. On the subject of *Urban Energy* the focus must not only be on energy supply; it is equally important to reduce energy consumption and to use the consumed energy as efficiently as possible.

In Europe, buildings consume about 40% of total final energy, i.e. heating, hot water and lighting. Most buildings in Germany were built before the first heat protection ordinance. The potential energy savings alone through the retrofitting of the building exteriors on low-energy or passive house standards are therefore enormous. Here also the politics of urban development should start to significantly increase the rate of refurbishment. Where required, also a demolition, when combined with energy-efficient new construction which corresponds to current standards and requirements is the better version. This has to be decided on an individual basis.

If whole neighborhoods are even built or rehabilitated in accordance with the *Passive House Energy Standard Plus*, object-based solutions for the regenerative production of energy for the provision of hot water and electricity should be sufficient. In particular, solar panels on roofs and façades could be used here, while for larger residential and commercial units another electricity plant or a small wind turbine could be added. Proceeding from such single projects we have to develop guides for city-wide redevelopment, in which we involve the partners in housing and in the real-estate sector. Examples of these are socially acceptable rehabilitation models in rental housing that can be implemented with housing associations and investors.

**Building a sustainable energy supply is a key challenge for society.**



Also, because of global warming, new demands will be placed on the planning of neighborhoods. To avoid expensive air conditioning, we should aim for systems such as shading, the construction of arcades and fresh air corridors, creating green spaces and planting trees – wherever possible, these should be reinforced. In the future, we will need use solar power to cool.

**The potentials offered by the existing system of rules are now being exploited far too seldom.**

As far as supplying energy for urban space is concerned, solar energy will play a much greater role – think solar heating and photovoltaic installations. In addition to the classic, post-construction alterations it will be necessary to integrate roof and façade elements and use semi-transparent building elements in stairwells. Innovative projects such as small pumped storage power plants for drinking water systems or heat recovery from wastewater are more applications; today they are pilot projects, but they will increasingly find wide application. In the guide of the *Association for the Environment and Nature Conservation of Germany (BUND)*, the instruments are outlined; there is much scope for action on climate change in municipal planning. A compact checklist allows planners



and interested citizens to undertake a rapid assessment of plans. The potentials offered by the existing system of rules are now being exploited far too seldom, although municipalities could give special weight to the interests of climate protection as part of the evaluation of building plans.

In addition to building renovation, urban development policy and environment-friendly mobility – walking and cycling and public transport – should seriously give priority to improving its infrastructure. In a further step, offers to share a car or bike rental systems can establish incentives for switching to energy-saving versions. Housing associations can offer similar partner stations for large residential projects. But even large companies and

governments could be involved or even develop their own operational mobility concepts so that their employees can make the way to work environmentally friendly.

Many citizens are committed to a local energy revolution by investing on their own roofs, through the establishment of people's energy co-ops, or participation in agenda-groups and other initiatives. Urban players have quasi a large pool of experts on call, and they can include them in the planning and design processes. Critical to success is that this must be a real opportunity for participation. Last but not least, the model that the city administration itself sets works as a major motivation factor to successfully form the local energy turnover.

**Last but not least, the model that the city administration itself sets works as a major motivation factor, enabling it to successfully form the energy transition.**

### **Prof. Thomas Dilger**

Dipl. Ing. Architect, Central Association Property Committee, Senior Managing Director of the Nassauische Heimstätte/Wohnstadt group

#### **Urbanity as a form of existence**

2008 was the year of urban change; for the first time in world history, more people are living in cities than in rural areas. By 2030, the United Nations Population Fund expects five billion city dwellers.

The city has now advanced to a model of human social life. It is considered the best form of organization and as an ideal case of density – both in terms of resource conservation and energy efficiency as well as in its role as the epicenter of intellectual, economic and cultural energy that radiates far into the hinterland.

It originated as epicenter. From the very beginning, the limited physical space required a special form of coexistence. It is exactly this high density of interaction found only in a city, and the energy coming from it, that defines and characterizes the concept of urbanity. It was said in the middle ages that *City air makes you free*, but it was only valid for serfs, who could be freed from bondage by living in a city for a whole year. Today, city life has far greater implications.

By 2070 70% of the world's population will be living in



cities, and they will generate some 60% of the gross global product. The future of our planet will be determined by cities and megacities.

**Urbanity needs to be redefined – as a positive catalyst of innovative energy.**

## Cities decide on the climate

City planners, architects, politicians and economists around the world face enormous challenges. The climate battle will be decided in the cities. 80% of CO<sub>2</sub> emissions come from cities, they result from three-quarters of global energy consumption.

As part of the negotiations on the Kyoto Protocol, the federal government has declared its intention to reduce CO<sub>2</sub> emissions by 2050 by 80%.

Long term, however, the energy-modernization of buildings is only effective if they are embedded in a legitimate entrepreneurial, economic and social context.

Today we consider, and increasingly so, that when speaking of energy balance we cannot speak of individual buildings in isolation from the urban context, but of whole neighborhoods.

The successful facilitation and cooperation of all private and public investors and local actors plays a crucial role.

## Concentrated interaction: Resources, humanity, urbanity

In the future, activating citizens and generating private commitment will be crucial for the success of the city. Thus, new opportunities will be generated and social cohesion maintained. Basically, the modern challenge of urban development is to arrange space for civil society.

Whether individual or businessman, the citizen recognizes himself as a responsible and ongoing actor and designer of urban life. His energy must be integrated in all aspects of contemporary and community-based urban development. His active participation in forums and working groups will always be needed.

In parallel, it will be necessary to demand energies of national and international investors and provide them with the expected final win-win situations. Whether in the dialogue of competition or during energy-efficient district management: aspects of humanity, urbanity and economy here make sense when combined. Urban energy is a continuous newly designed multi-faceted interplay of the most variegated actors and components.

Urbanity needs to be redefined – as a catalyst of innovative energy.

**Urban energy is a continuous newly designed multi-faceted interplay of the most variegated actors and components.**

## Michael Frielinghaus

Dipl.Ing. Architect, President of the Association of German Architects (BDA)

### Activating urban energies

Rising energy costs, depopulated villages, social tension and displacement in urban areas make it clear that our cities and communities face major challenges. Buildings, infrastructure and public spaces cannot cope any longer with the requirements of our ageing society and with the migration movements in many places.

Too many of our buildings consume too much energy. The zeal in insulating buildings threatens to make cities, which have grown in different ways, become uniform.

In many ways, however, cities are heterogeneous – socially, culturally, functionally, artistically. Only in forward thinking of this complexity we can engender integrated planning strategies, which meet the challenges of the future. Far-sighted urban development policy assumes an overarching perspective; it considers, for example, the energy efficiency at community level or urban redevelopment while cities are shrinking as a regional task.



In addition to the social challenges, diverse potentials and energies are concentrated in our cities. Activating these *urban energies*, corresponding to the current theme of the trustees, is of central importance in urban development. The efforts necessary to accomplish this are visible in the

conceptually oriented parallels to the policies of energy transformation, i.e. in the conversion of the energy market to renewable energy sources.

*Urban Energies* are almost as unlimited as wind and solar energies. We must, however, understand how to use them. We will need to sensitize industry, universities, foundations, research institutes, and especially the citizens to be aware of the common goals and increase their participation in the creative design of their future environment.

In order to capture these energies, however, we will need to develop, similar to wind turbines and photovoltaic panels, suitable methods and make them continuously more efficient by research as well as the appropriate funding instruments. Moreover, we need to expand the networks for bundling and transporting the energy we generate.

**'Urban Energies' are almost as unlimited as wind and solar energies. We must, however, understand how to use them.**

This is where the expertise of architects and urban planners plays a key role. Politics and administration should demand and make greater use of their abilities to merge different approaches in integrating holistic and well-designed solutions. It is not enough to improve cities as gigantic technical structures in their functional processes; they must be developed as livable and attractive sensual places. In this sense, the actual challenges can give impulses to architectural expression in new concepts and planning.

An essential tool for detecting appropriate planning ideas is a planning competition. We should expect the public sector to set a good example in promoting such competitions: competitions should be advertised fairly, transparently, and openly in order to activate the creative energies of young architectural practices.

**Competitions should be advertised fairly, transparently, and openly in order to activate the creative energies of young architectural practices.**

The Federation of German Architects (BDA) is vigorously helping to build the network for the *Urban Energies*, and building alliances at various levels with related disciplines, with politics and the building owners.

A number of BDA thematic publications and events illustrate this:

- the symposium *New life in the city-housing concepts and forms of housing for the future* in collaboration with the Ministry of Building and Transportation,
- the conference *City region – space for new ideas* on the future direction of urban renewal (in eastern Germany),
- the manifesto on climate change *Reason for the World*, which, together with engineering associations and societies of landscape- and interior-designers focused follow-up events.

All of them have given important impulses to the expert discourse. In recent years, the primary focus was on climate-friendly building themes for the city. Other formats, such as exhibitions, competitions and prizes – for example, the *German Developers' Award* – have the goal of communicating these issues to a wider audience, of helping people to better understand design quality.

To this aim, the German Center for Architecture, DAZ, which is supported by the BDA, plays an important role as a think tank: its interdisciplinary approach brings together different actors in the fields of architecture, urban and regional planning, art and participatory planning.

In the coming two years, the BDA will prioritize the integrated analyses of the challenges facing cities. We wish, by thematic networking, to set up new perspectives and incentives for an overall responsibility for further developing our cities.

## Andrea Gebhard

Dipl.Ing. Freelance Landscape architect, President of the German Federation of Landscape Architects

### Plea for an integrative quality of life

The current debate on urban energy – be it over energy production or civic commitment – contains the great opportunity to develop and stabilize the oft invoked impetus for an interdisciplinary collaboration of various disciplines. Only when the various departmental claims are balanced holistically and cross-section oriented in terms of sustainability will it be possible for cities and communities to solve their problems.

The model of the European city has the greatest potentials to save and produce energy. The biggest challenge to developing cities and municipalities is to strengthen existing centers essential for all basic functions of life. Making centers denser will find public acceptance only when it is possible to maintain and develop adequate quantitative, functional and well-designed open spaces for private and public use. In deciding all matters of development, it is necessary to pose the question of meaningful, equitable orders of magnitude of energy requirements.

The validity of the current yardstick of development, the gross domestic product, is meanwhile being questioned even by some leading economists. If the destruction of structures, for example, is considered positive for the GDP, it cannot be generally accepted as a benchmark for the success of urban development.

My expectations of the *German National Urban Development Policy* therefore relate primarily to quality standards for structures and plans in terms of a holistic quality of life. Let me use as an example a new trend in the U.S. in judging the quality of life. The question is as follows: can a child buy an ice cream cone alone and eat it on the spot? This means the following:

Is the public space organized safe for children to move safely in it? Are there stores within short distances? Is public space suitable for hanging out? Public space here is a crucial yardstick for assessing the quality of cities. Regulations on open space design, such as those adopted by Munich, are an instrument of enforcing such quality.

And don't forget Fritz Schumacher's saying from 1932: *Building sites 'happen,' even if one does not plan for them. Open spaces disappear if one does not care for them.*

**The current debate on urban energy provides a great opportunity to develop cooperation of different disciplines.**



Energies to design future living conditions can be the financial resources generated by a city, but also the energies of the citizenry which designs its urban environment.

To demonstrate the possibilities of producing physical energy we should develop energy-use plans for each area of a city. These, embedded in new landscape planning, can serve as a basis for the further development of cities and municipalities.

**The model of the European city has the greatest potential for energy production such as energy savings.**

Financial resources for the design of the city can be raised with the production of energy and also with revenue from the compensatory measures from the environmental protection law (see Berlin) and from the socially equitable terrain laws (see Munich).

Since questions are not limited to the production and consumption of energy and their impact on the communal areas, regional plans should be developed as a predictive tool to control the developments. It is useful to develop new concepts related to major projects of urban development, because such events concentrate economic and political energies.

With well-prepared and well-moderated processes, urban actors can be better integrated in the planning. An example which showed how different actors worked together and used their energy in a combine way was the Federal Garden Show in Munich in 2005.

## Prof. Harald Herrmann

Head of the Federal Institute of Building, Urban Affairs and Spatial Development (BBSR)

### Cross-Border thinking and acting

Our cities and towns will only be able to face the future and develop sustainably if they are able to use scarce resources creatively and profitably for everybody. To achieve this goal we have to integrate our strategies and activities. Cities and towns depend upon the region or the areas surrounding them, as well as upon strong inner-city centers; the basics are new forms of partnership between city and country. Not only must our cities and communities promote social cohesion, but above all they have to master the energy transition. Efficiency and environmental friendliness are at the top of the list. In order to succeed, the various players, individuals and private initiatives, will have to become the bearers of this development – and not only in a national context. Thinking and acting across borders and in a European context are indispensable for the future development of our cities and towns, whereby the cooperation of local authorities on either side of our borders is already a reality.

### Thinking and acting across borders and in a European context are essential for the future development of our cities and towns.

I expect that the National Urban Development Policy will continue to innovate and further develop advising politicians with the help of an integrated approach. Further development should be embedded in the European context. Only this way will it be possible for communities and cities to learn, and only this way will our federal research institute be able to support them in this learning process. It is we who can mobilize the energies needed to design our cities and communities and make them more livable, whereby we especially support best practice-examples on the local and regional levels and arrange for their findings to be made known to the scientific community; we see ourselves as an information broker.

In this context, the notion of energy has two complementary meanings. On the one hand, it has to do with rebuilding our cities and towns in a climate-friendly and energy-efficient way. On the other hand, it is important to enlist social energy and citizen-dynamics in a rational manner, to harmonize them rationally, so that our cities and communities can develop sustainably and be viable for the future.

What we need are urban players, and these can only be motivated if they can engage as part of a larger movement.

### It has to do with rebuilding our cities and towns in a climate-friendly and energy-efficient way and to enlist social energy and citizen-dynamics in a rational manner.



In order to further these processes, for further reflection and action, we support the Federal Ministry of Transport, Building and Urban Development in the preparation of this year's international conference on *Urban Energies*. We will support the dialogue of mayors, and the exchange with the states, our neighbors and our European and international partners in civil society with our technical expertise.

This expertise is fed by high-profile research projects and is anchored in the research programs of the Federation (Experimental Housing and Urban Projects/ExWoSt, Model Projects of Spatial Planning/MORO, National City Development Politic/NSP and Departmental Research). We are continuously integrating new results of our projects. And – to take up the European thread – we will shape with our player-related research findings the urban dimension in the next period of structural funding in the European Union from 2014 onwards.

Here are two examples: For one, we encourage the city of Leutkirch to develop, in dialogue with the local utility, a *mission statement* by means of citizen participation. With the help of an interactive knowledge-platform, a binding political decision of the City Council will be prepared, which formulates those areas of climate protection and energy efficiency which are capable of being influenced by the city and its citizens.

In the second project *Innovative developments in the new building area of Munich-Freiham*, the city of Munich is implementing together with the local citizens of Freiham an integrated settlement concept for energy-friendly urban development.

## Prof. Dr. Michael Krautzberger

President of the German Academy for Urban and Regional Planning (DASL), Deputy Chairman of the German Foundation for Monument Protection

### Climate protection and historic cities

#### Climate protection only for new buildings?

In its infancy, the primary reference point for European climate policies led to a climate change policy which referred only to the construction of new buildings. This is changing, but because of strong lobbying interests, only gradually. To make historical buildings, monuments and townscape buildings sustainable, we require comprehensive strategies and plans for a climate friendly city.

While the energy requirements for new construction in the foreseeable future will lead to *passive, zero energy* or even *plus-energy* houses, the vast majority of old buildings will remain; that means that they will remain behind the new standards.

In the end, the call could sound for demolition of old building substance, and that could lead to a dramatic loss of European tradition and urban heritage. The danger of such scenarios should not be underestimated. In the late 1960's planners, architects, interested parties and, initially, the general public hoped for a modernization of building standards for redevelopment areas.

Despite the possibilities of energy refurbishment, existing buildings cannot, considering attractiveness, costs, rentability and general marketability, be brought about with current technology. Over the medium and long term this can lead to a devaluation of these buildings.

#### Perspectives

On the one hand, this can lead in cities and communities to undesirable changes in the urban landscape, with social and economic consequences. One day, perhaps, we will even see awards being presented for demolition to replace old buildings with *plus-energy* houses.

On the other hand, there are many energy measures that can be taken on individual buildings beyond such limits: area based measures for some quarters, local energy plants, solar panels in municipalities, district heating plants. This can often require finding common solutions.

It may therefore lead to regeneration strategies of our cities, which balance the use of energy that cannot be stored in individual buildings through common equipment of the energy supply for the neighborhood.



#### Significance of climate change for the cities

Even after a successful reduction of carbon dioxide, climate change is leading to global warming. Therefore, in addition to reducing greenhouse energies, strategies must be developed to adapt to climate change. Difficulties arise from the pace and the necessary changes to systems and investments.

On account of their building density and the intensity of their economic activity, urban agglomerations react extra sensitively to individual elements of climate change. Heavy rain and floods for example occur frequently, but also mid-summer heat waves.

#### Whichever buildings cannot be retrofitted for energy concerns can be offset by common installations of area energy supply.

The cities heat up by the heat-storage capacity of their buildings and their own heat production more than the surrounding countryside. It is therefore important to minimize heat absorption and maximize shade. Certain regions and sites need to adjust better to future risks. This is especially true for built-up areas and infrastructures in flood basins, on slopes, at sites with a high water table or in danger of damned-up water.

Moreover, in times of drought, higher summer temperatures and longer heat waves, it will be necessary to adapt more strongly with increased cooling requirements. Increasingly, we will also have to deal with extreme climate events such as severe heat waves in summer and increases in storms or side effects such as hail and strong wind gusts.

### Proven and new *Leitbild* - models for urban development

Planning foresight is therefore indispensable. For a successful and sustainable political handling of climate change, integrated concepts are necessary, which keep in mind individual buildings as well as the comprehensive development of the city and its districts. As far as climate protection is concerned, progress has been made by the cities. It is now necessary to strengthen the resistance against the inevitable consequences of climate change. It's not just about technical measures but also about urban planning concepts: moderate climate optimized densifying, networking of *green* systems to reduce heat stress through fresh air corridors and extensive green areas as islands of cold. Thus not only health burdens and risks can be reduced, but also additional energy consumption and CO<sub>2</sub> emissions from air conditioners can be avoided.

### Compact structures and more green urban structures are not contradictory, they are complementary.

German urban development policy aims at an ecologically, economically and socially sustainable city. Translated into spatial models, this goal corresponds to a model of a compact city of short distances, which in city traffic contributes to saving primary energy and can therefore relieve the environment. To this end, the districts of abundant empty

sites should be included in the circulation of lots and used in a new manner. The politics of urban development is a pilot program for the future, it contributes significantly to strengthening internal development.

### Tasks of urban development

Given the climate crisis, the guiding principle of a *compact city* must be filled with new content. Compact structures of greenery and urban infrastructure are not mutually exclusive, they complement each other. Especially needed for a long-term care and adaptation are concepts with which cities can be made more resilient to the inevitable consequences of climate change. Green systems, for example, should be set in a network so that heat stress can be minimized by fresh air-corridors and major green areas used as islands of cold.

Whatever cannot be attained in historic neighborhoods on single buildings can be attained through area-based measures such as local-area dual power-heating plants and use of geothermal and wind energy in an urban context. The practice of urban design must be further prepared for this. This is also the hour of research, of urban development experiments and model urban layout programs, to generate knowledge and to further spread experience.

**This is the hour of research, experimentation and urban pilot projects to generate knowledge and further spread experience.**



## Thomas J. Mager

Dipl. Geographer, Chairman of the German Association of Urban, Regional and National Planning (SRL)

### Shape our living conditions

The challenges for the development of cities in Germany are the simultaneity of shrinkage and growth as well as securing social cohesion within a strongly differentiated urban society – spatially located in areas with differently equipped infrastructures, in cities as islands of growth as well as within the cities.

The conservation of the European city, the (re-)definition of density and proximity and the development of architectural cultures and their identities are still on the planning agenda.

While the impact of social changes in cities and in rural areas is manifest in different inequality, the reversal of traffic, with people's growing demands on mobility, must be as well thought-out and organized as the transformation of the energy scene, with their demands on climate change and climate adaptation. Here, the room for independent municipal planning and organization of living conditions is permanently limited due to the parlous financial situation of the cities.

The challenges, however, can be met with integrated inter-agency planning at all levels as a pillar of sustainable urban development policy. The aim is to rebuild the financial strength of municipalities so that they can once again be able to act, and also to pursue a sustainable, steering policy of land supply. The citizens' abilities to shape the conditions of life should be strengthened. State and civil society should respect each other in mutual cooperation and responsibility, and always strive for good common urban coexistence.

### The conservation of the European city and the development of architectural culture are still on the planning agenda.

For urban actors to be bound up in the design of a city and its habitats, it requires a spirit of optimism and realistic images of life in the not-too-distant future, a spirit and images which can answer the challenges. Urban actors need real scope for participation with tangible, timely success. In areas of urban development, particularly those of the



social city, there exist positive experiences with integrated planning and with the activation and stabilization of civic engagement. Also, cooperation and communication can positively contribute to shape the living conditions as well as to secure quality in urban and transport planning, urban development, in the open spaces and the supply structure.

The National Urban Development should initiate a structure policy that enables cities and communities to further develop the qualities of the European City together with the challenges of social upheaval. It should evaluate, communicate, and bring polarizing conditions into balance. Since its founding in 1969, the SRL, as the professional association of all planners, has stood for planning culture in social responsibility in both training and practice. It should feel responsible for the principles of integrated urban development and structural policies, social cohesion and be committed to a comprehensive planning in cities and regions. It must include the planning requirements arising from the evolution of our transport and energy systems.

With nearly 2,000 members the SRL makes an active contribution to the advancement of the planning culture in Germany as well as an indispensable contribution through responsibly implemented spatial planning to make to our environmental future more secure. The members of the SRL see in the design of the environment and responsible implementation of spatial planning a contribution to make the future safe and a basis for a *good life* of future generations.

### The National Urban Development Policy should initiate an integrative structure policy that enables cities and communities to bring polarizing conditions into balance.



## Prof. Christoph Mäckler

Dipl. Ing. Architect, Professor at the Technical University Dortmund, German Institute of Urban Building Culture

### Giving urban space more attention

In the future, the development of cities and towns in Germany must focus more strongly on the principles of urban architecture. In planning we must take account of the inner beauty of urban spaces, which can only arise if we think of urban units instead of individual buildings.

This requires that we not only ensure a mix of urban functions – housing, work, shopping, etc. – but also promote that mix. We have to pay more attention again to the design of urban space. Of great importance is the question of closed courtyards, allowing family-friendly urban living. Also, playing a key role is the perception of the history and culture of a place – this is necessary to guarantee urbanity. The perception of history and culture of the place as a basis for the preservation of urban life plays another key role.

#### We have to pay more attention to the design of urban space.

At the German Institute of Urban Building Culture in Dortmund, we look at these issues in a variety of ways. The Institute wants to merge again the disciplines of architecture, urban planning, land use planning, green planning, transport planning and civil engineering which have drifted apart in the last few decades. Every year representatives of many disciplines and professional fields meet at a *Conference on the Beauty and Vitality of the City*, to discuss architecture and the city. This exchange of architects, urban planners, engineers and representatives from industry, academia and government is what the city needs, where it can serve future generations as a space for life and culture.

In practical terms, we implement these desiderata in research projects, which deal with both historic structures and typologies as well as with current requirements for design and energy efficiency. We are building, for example, together with a local housing company, three model houses in a residential area of Dortmund from around 1950. With a comprehensive view of the project, we are modernizing the old buildings, and complementing them with new buildings with different types of wall construction, of which we



will test and evaluate the energy efficiency over three years. We want to learn if the energy saving metrics, currently specified by industry, are right.

In a similar manner, we are proceeding with the Riederwald housing estate in Frankfurt/Main, where we are revitalizing some of the original town planning ideas of Ernst May. We are enlarging the houses that are too small for current requirements of the real estate market by building extensions. At the same time we are developing more energy efficient facades. In this way we are improving the quality of housing, urban space and architecture of the building. Such multi-disciplinary model projects may be in many ways incentives for the future development of our cities.

#### Such multi-disciplinary model projects may be in many ways incentives for the future development of our cities.

We can achieve these goals only by changes at the political level, such as a land use ordinance that meets the present day needs of the city by allowing mixed uses and higher density. I expect of urban policy the promotion of architecture which does not destroy cities, but rather complements and strengthens them.

#### I expect of urban policy the promotion of architecture which does not destroy cities, but rather complements and strengthens them.

## Prof. Dr.-Ing. Franz Pesch

Dipl.Ing. City Planner and Architect, Professor of Urban Planning and Design at the University of Stuttgart, in conversation with Peter Zlonicky and Elke Wendt-Kummer

### Two columns of urban development

What do you understand under 'Urban Energies'?

The concept of urban energies is of stimulating ambiguity. On one hand it opens new dimensions and areas of action to the topic of the energy transition – not the previously dominant sectoral and technological perspectives are important, but an integrated perspective, grounded in the city culturally and challenging us to ask new questions applying to the bioclimatic reconstruction of the cities. How, for example, do technological processes of adaptation affect city life? How can I prevent the rise of costs of thermal renovation burdening households and threatening even further social balance? How can we succeed in introducing new technologies into a city and a landscape so that the beauty of the European urban landscape is preserved?

On the other hand, the term *Urban Energies* stands for the social and mental drive of the urban society.

European history has taught us how the city was designed, built and defended with great skill by free citizens. Today cities and citizens seem to have drifted apart, as Helmut Böhme once put it. There seems to be less and less of civic virtues such as responsibility for town and community. Accustomed to delegated responsibilities and total care in the community, we tend to call for the authorities to resolve every disturbance, every conflict. Whether it is cleanliness in public spaces, the redevelopment of a pedestrian zone or social care in the neighborhood – while citizens demand maximum individuality for themselves, they impose community projects entirely on communal or social institutions. To regain civic identity and responsibility for the community project city, would be for me the second interpretation of the concept of *Urban Energy*.

**Civic attachment and responsibility for community projects are key parts of the concept of urban energy.**

*'Defending the city, winning it back' is a beautiful thought, and it raises a question that moves us today: How do we protect the European city against active destruction – whether by the sprawl of shopping centers outside the city, or through gentrification or by surrendering urban qualities that we once highly valued? What must happen to keep destructive forces from the city and win it back?*

Let me take Stuttgart as an example: When the urban development project was drafted, it was revealed that many a disruptive conflict could have been solved if the citizens had been involved in a discussion with perspectives and identified themselves with the agreed goals. In projects



which were incompatible, the Mayor could have said, with public backing: *In my city there is no acceptance for such a project.* Even such a succinct statement would have taken the discussion off economics and questions of technical investment and lifted it to the level of urban identity and urban culture.

**We need an awareness of urban culture to recognize danger on time, and not run after each investor.**

There is, however, much more involved than preventing counter-productive projects. In a city with an extremely tense housing market and tendencies to gentrification, it's all about securing affordable housing and a social mix.

This goal can only be achieved if all construction projects – including the new inner-city neighborhoods – are reserved for publicly subsidized rental housing or land for new beginner homes or building groups. The market can't be trusted.

For me, the main theme of urban planning today is the agreement on goals for sustainable urban development: to create a broad-based awareness of urban culture to recognize danger on time, and not run after each investor.

*The Mayor is telling investors: 'You can't do here what you want to; for this our people are now too sensitized'. But what mobilizes people? Are there certain groups, certain institutions who give a signal when it comes to urban compatibility?*

Everywhere I go I can observe a growing awareness of urban design decisions, but I miss a broad perspective reflection on the city. It is extremely difficult to get the majority of the people to deal with long-term trends. This requires considerable efforts of policy and professional town planning.

What is visible everywhere is a rising awareness for urban design developments. *Stuttgart 21* is only one example among others. The petitions for the Heidelberg town hall and about a third runway for the Munich airport, the current protests against shopping centers in Gotha and Kaiserslautern are following a new continuity of citizen protests. However, there is still a large gap between the commitment to projects that go awry or are perceived as threatening, and regular participation on future issues.

*Why is that?*

We urban planners have the experience that it is more difficult to create interest in issues of long-term urban development than protests against large-scale projects, the way we experience them now and around the country.

There are reasons for this. The first obstacle involves the timelines for negotiations and the technical language. Technical terms, such as *urbanity* or *urban space*, are familiar to specialists, but these and the world of planning law and procedures offer people few starting points with which they can begin to participate. When I ask myself how we can inspire people for designing the urban future, I come to the seemingly contradictory conclusion that urban development would have to become more descriptive, that the meaning of the objectives formulated for residential districts, open spaces and basic services should be clearer. I think people can be mobilized for urban development as soon as they can picture the projects. Urban development must also become more open; public awareness can only be won back if the simple formulation of development goals is already open to participation.

*What should a National Urban Development Policy do to promote open public participation?*

As a federal program, the National Urban Development Policy is relatively far removed from the citizens. It is directed at state and local governments, at business and social organizations, at professional associations, universities and initiatives. On a local level, the political initiatives of the federal government can, with their model projects, trigger something and create new standards. Currently, there are important initiatives to promote a culture of participation that go beyond service, which is given by *the book* and relies on shared responsibility.

The call for projects on public participation resulted in 230 (!) applications, of which 15 are now pilot projects. This was an important decision; it can help eliminate the visible deficits in participation. We can expect from these projects many impetuses for opening the planning process. In classic processes of planning and participation, planners tend to present the public with final plans. At the most planners speak of such procedures when they want to *bring citizens* along. The alternative, to develop projects with the citizens, has been tried too rarely.

With the initiatives of the National Urban Development Policy there is a better chance to overcome the dilemma of legally formalized participation with more transparency, but also with more finality in the results and decisions.

*The dilemma is due probably to the fact that local authorities do not always appreciate the active participation of citizens. How can this be changed?*

I can imagine a two-column model. The first would be the classical method according to the building code. It would be necessary here to insert alternatives in participation. Alongside this there should be a second column of cooperative decision-making, open to ideas from the people. How to get these two columns together in a correlation is, after the increasing mistrust of planning processes, a pressing problem to be solved, but it will be necessary if – when the next large infrastructure projects are on the table, for instance overland power transmission lines for solar power – we don't wish to risk being shipwrecked again.

**Cities should develop a two-pronged model. The first would be the classical method according to the building code; the of cooperative decision-making, open to ideas from the people.**

The new media – the internet, special formats such as Facebook or Twitter – contain manifold offers to keep communication going.

*This goes far beyond formal citizen participation.*

Nation-wide deadlocked planning processes show that formalized participation is not enough to bring about broad consensus for important state and local policy decisions. Relevant conflicts have already advanced to the last stage – it now has to revolve around opening this last part of the debate on civic responsibility in the municipalities, as proposed by Volker Hassemer and the Berlin Foundation.

*What you're describing as a necessary mobilization of local societies is even harder to achieve on the regional level. How would it be possible to obtain the necessary cooperation for regional projects?*

General data do not adequately reflect how the lines of development in Germany are diverging. Prosperous areas, such as Munich, Hamburg or the Rhine valley and strong upper- and middle-centers are faced with large areas in the new Länder which are stagnating or shrinking – as well in the Ruhr, in the Saarland or in the Upper Palatinate.

The internal structure of the regions, however, can be characterized as well as having great spatial disparities. The

**How do we introduce the Internet in forming public opinion in the planning process?**

historic center of Günzburg for example was successfully restored over several decades, but today it is surrounded by an inner suburban area three times as large; there, investments failed to materialize and all the capital either went to the core or into the periphery.

Or take the Ruhr for example: Although the centers and sub-centers there, given the relatively low purchasing power, have it hard enough, one shopping center after another has been built, while the traditional structures for supplying basic services and providing for basic needs have been left in the lurch.

### The almost invisible changes in the cities must have more attention.

I am convinced that the problems associated with the trend of depopulation – both regionally and locally – cannot be resolved alone through the efforts of local actors and the mobilization of endogenous potentials. Only a strengthening of interregional cooperation and regional planning will enable solutions. These decisions will provide a crucial test for inter-communal solidarity. In the end, it will be impossible to politically skirt a commitment to regional differences – spatial priorities, support regions, shrinking regions.

*But can't something new emerge even if one doesn't count on growth anymore?*

The International Building Exhibitions of the last decades – from the IBA Emscher Park to the IBA Fürst-Pückler-Land and the IBA Urban Redevelopment Saxony-Anhalt – provide a variety of suggestions for change without growth. Precondition is a realistic perception of the potentials for change.

I gave a lecture once on military conversion just as the next parcels of military property came on the market. Even though much of the land is located on the peripheries and the communities of this size have no need of them, they want to market this land for construction. The automatic reflex to build on peripheral conversion parcels could be stopped with more openness to the perspectives and a test of their suitability.

A change in perspective could make these areas key properties of sustainable urban development – be it gentle regional tourism, urban agriculture, renewable energy, the construction of solar power plants, or as areas for compensation and nature conservation. This means that we have to develop our imagination rather than generate additional growth processes – which, as Karl Ganser in connection with the IBA Emscher Park showed many years ago – are always at the expense of the next generation.

Apparently, in the area around Mannheim, Heidelberg and Schwetzingen people are changing their minds. They are

realizing that with about 1,000 hectares of vacant military space it is possible to retain these as empty spaces and thus improve their city climate.

*This insight does not seem to be very widespread. Who can promote it? Can the universities do that?*

In recent years, the universities have been busy introducing programs for bachelors' and masters' degrees. This has unquestionably limited their influence. Nevertheless, they have had some influence in the communities with hands-on studies and research projects.

At the University of Stuttgart we tried to position ourselves in the subject of urban development. In the foreground there are two lines of discussion. In the case of the new city district *Stuttgart 21* we are campaigning for more urbanity. We want to expose the inherent tendency toward large mono-structures and promote social diversity, diversity of use and vibrant public spaces.

Equally important to us is the re-urbanization of the Vaihingen University campus of the 1960's and 70's. Even the downtown campus has many shortcomings. The faculty is bringing its architectural and urban knowledge to the development of these two sites. Moreover, the symbiotic relationship between the city and university is a research topic of the faculty. Furthermore, faculty professors, from the perspective of an independent university, take positions on current issues of urban development in order to gain a larger public. The faculty is broadly well-positioned to conduct research – the emphasis here is on resource-conscious planning and construction.

My impression is that the new technologies for climate protection, energy supply and mobility are poorly connected with each other and do not cross certain lines.

There is a great opportunity for architecture and urban planning faculties to focus attention on those matters in context and consider the urban area as a place where issues of the various disciplines can be linked to integrated approaches. They should also accept the challenge to further develop thought on urban society and the constructed city: How will we continue to live in cities? Can living together be designed? What will the districts of the future look like? More than anything, it has to do with questions not perceived by politics, and which therefore do not yet appear in the classical research grants. With their potential of students and academic staff, the university can use its independence to make a difference.

*One of the major concerns of the National Urban Development Policy is cooperation with the universities, the mobilization of which is manifested once a year at the Conference of Schools of Higher Education. What were your impressions this time? Is the subject 'National Urban Development Policy' present in the universities, especially among the students?*

The positive course of the third Conference motivated many of us to keep on with the project. I was very pleased that for the first time it had a large number of students. We could therefore credibly take up the perspectives of all groups of students, young researchers and upcoming scientists.

**That is what makes the space so special, that it combines all urban aspects and forces networked thinking.**

My position on the future of the Conference is clear: we have more than sixty such schools in Germany, all dealing with city or urban planning and urban development; it therefore makes sense for the universities to meet annually, to exchange views on future tasks and research topics and the question of how to support urban planning practices through research.

Firstly it has to lure city research out of the corner of the cultural sections of newspapers and of the specialized periodicals and to place it in the public media. As far as the discussion about the future tasks of the next ten or twenty years is concerned, the voice of the universities is essential, not only about urban development, but also in the general political debate.

*In Berlin, we had the impression that the mobilization of students has borne fruit, especially in their lively presentation of their integrating project on the resource-efficient city. How can we reinforce this?*

The presentation of the summer school was the highlight of the event. As a reflection of the current urban development debate, it could be, with a different theme, locations and departments, an important format of future conferences.

*Do you have a recommendation for the priorities of the National Urban Development Policy?*

Some of the problems of communities are burning issues, but they do not get as much attention as the climate-

friendly rebuilding of cities and towns. For example, the future of housing in historic city centers, the broken-down city edges, the eroding outskirts of the shopping areas, but also the development of peripheral residential areas, whether village locations in the drainage areas or detached house areas from the 1950's and 60's, the continued existence of which, far from the light of changing location preferences, is not a foregone conclusion.

*As you put it years ago, Urban renewal is an ongoing task with no permanent solution. In my view, one of the foremost tasks of the National Urban Development Policy would be to explore new approaches in research and experimental practice and transport them into the communities.*

*Franz, may your thoughts strengthen the cooperation between politics and academia and stir new energy in the cities! Thank you.*



**We have to develop our imagination rather than generate additional growth processes, which are always at the expense of the next generation.**

## Josef Sanktjohanser

Diplom-Merchant, President of the German Association of Commerce

### Trade and urban development

The diversity of the city guarantees the *National Urban Development Policy* perpetual actuality. Cities, after all, are different by their geography, their history, their social and demographic indicators, the structure of their maps and elevations, their political majorities and also their character.

But one thing all cities have in common: they continually face the challenge to meet with structures, which have grown in hundreds of years, the new demands and claims of their citizens and their guests, ergo of those who use them.

This is even more difficult, since a city cannot always be planned from scratch in view of changing values or technical innovations. You cannot just remove a city like a no-longer marketable product from inventory because it is unprofitable. Urban planning decisions have a long and binding effect and therefore should not lightly be taken or made for special interests or fads.

#### German retail companies are already investing in pioneering projects such as CO<sub>2</sub> neutral supermarkets.

There are many instances of cities being adjusted for innovation, of them being enlarged by adding new buildings, but founding new cities is now rather the exception. In fact it belongs to the basic nature of central European cities to further evolve from its stock over time and adapt themselves in each case to new exigencies.

New challenges are today's climate-friendly urban renewal and integrated urban development. These policies are all in demand, because the emissions are to be found everywhere in the city, such as in transport, in telecommunications, in manufacturing and at home as well.

More recently, making buildings more energy efficient and building more climate friendly new ones have caught the public eye. The proper weighting of measures – for thermal insulation, for example – and a sense of reasonable proportion are becoming increasingly important; we otherwise run the risk that our cities will disappear because of excessive well-meant activism behind a veneer and high-modern energy paneling. Do we want to stand there, in the future, as the generation that brought about the downfall of building culture because we subordinated all the other facets of urban development to climate change?

The National Urban Development Policy will have to meet significant challenges if it wishes to secure the future viability of the central European city. Cities with atmosphere are consid-

#### Urban planning decisions have a long and binding effect and therefore should not lightly be taken or made for special interests or fads.



ered to be better able to cope with the future, also because of the residential qualities coming along with a good ambience; this we have not only to preserve, but to develop appropriately.

Today we are experiencing that new technologies – both for generating and for consuming power – are being dynamically researched and made available. Traditionally, commerce does not always face technical progress openly. It is actually a part of its character to develop steadily and, from the point of view of being competitive to claim for itself new trends and innovations. In the food trade 44% of the cost of electricity is for cooling and around 28% is for lighting. In the other commercial areas around 65% of the cost of electricity is for lighting of the locations and 21% for air conditioning. Thus, the development of electricity prices almost forces us to reduce energy consumption. Each optimization is therefore not only an improvement in operating costs, but also a reduction in CO<sub>2</sub> emissions. In German retailing, environmental protection and cost reduction go hand in hand.

German retail companies are already investing in pioneering projects such as CO<sub>2</sub>-neutral supermarkets and developing ways to get renewable energy to cover the largest possible part of the energy supply of their locations. Several large retailers are intensifying the construction of solar panels on the roofs of their locations. For their commitment, environmental organizations such as the German Sustainable Building Council (DNGB) are awarding a prize to them, and the EU Commission even nominated them for the *Sustainable Energy Europe Award 2010*. Not accidentally Germany's largest user of green power is a commercial enterprise.

Climate protection has become something of a management issue, and, next to monetary aspects, it will shape more of a company's image in the future. Thus, trade remains as always a strong partner for the National Urban Development Policy.

## Roland Schäfer

Mayor of the City of Bergkamen, President of the German Association of Cities and Municipalities (DStGB)

### Strengthening Communities

Not only challenges to society but also their solutions are concentrated in German cities and towns much as in a magnifying glass. Future demographic development, which predicts that the Germans will be *fewer, older and more colorful* can be felt in most cities and communities. This is evident in the necessary changes to the technical infrastructure (sewage, water, transport, etc.), but also by changes in the social and health sectors, and central to our future in education. Local authorities must shape the demographic development, and use *new potential*, such as the activation of older people, for the common good.

The second challenge is to protect our resources and climate and implement the energy transition in the cities and towns. Two important elements in the energy transition are decentrality and the expansion of renewables – without these elements, the success of the energy transition is impossible. In this respect we say: *Think globally, act locally!*

**Citizen responsibility is a pre-condition for a stronger opening by politics and administration for innovative forms of dialogue.**

A third challenge for cities and communities is to strengthen social cohesion and to activate local civil society. Left on their own, cities and municipalities are overburdened in dealing with the future. In addition to adequate financial support from federal and state governments, with which municipalities can carry out their creative tasks, the citizenry has to assume more responsibility for the common good. Citizen responsibility is a pre-condition for a stronger opening by politics and administration for innovative forms of dialogue.

The National Urban Development policy of the federal government is not feasible without local authorities. The municipalities' demand on the federal government, therefore, is the implementation of the final appeal of the Charter of Leipzig: *Europe needs strong cities*. As the main actors in urban development, the communities must be strengthened and their design capacity increased.

Through its member associations, the German Association of Towns and Municipalities represents the interests of

**The municipalities' demand on the federal government is the implementation of the final appeal of the 'Charter of Leipzig': 'Europe needs strong cities.'**



about 11,000 cities and communities in Germany. The current challenges and possible solutions are therefore being demanded and discussed by the association in constant dialogue with the members of corresponding responsible levels in Europe and Germany. The basic requirement is that the possibilities of the cities and communities be strengthened, especially those in conjunction with the energy turnover, also by an adequate funding by the federal government in urban development and with the programs connected with energy renewal. Strong, flexible, beautiful cities and towns are impossible without the active involvement of the citizenry and local business. Only together can we achieve social, economic, ecological, technological and cultural progress.

**The necessary expansion of renewables can only succeed if there is some kind of 'profit' for the local communities and their citizens.**

In small and medium-sized towns, easily observed, active participation by citizens and other private actors can lead to a stronger identification and therefore to implementation of broadly accepted decisions. Urban actors can be best motivated if that is all connected to a greater value for all. In that regard the necessary expansion of renewable energies (wind power, photovoltaics, biomass) can only succeed if there is some kind of *profit* for the local communities and their citizens. The activation of private initiatives can also be an exemplary strategy for other areas of urban development.

**Prof. Albert Speer, Frankfurt/Main**

Dipl.Ing. City planner and Architect, em. Professor at the University of Kaiserslautern in conversation with Peter Zlonicky and Elke Wendt-Kummer

### Let's talk more about strategic urban development

*On urban energy: What do you think are the forces and policies which move the cities? What do we have to mobilize in order to get new energy to be effective in cities?*

The main question is: How can we make the subject not only one of urban planning, but also one of social consequence? If we begin with the social question, then we are indeed in a rapid change of lifestyles and future expectations. It all is connected intensively with the new media along with the internet and other communication facilities. This is of course connected also with the changing age structure. These are giant areas, which we need to see differently in the city if we want to occupy ourselves with the future. These include, among other things, urban infrastructure, energy and mobility.

### How can we make the subject non only one of urban planning, but also one of social consequence?

*How can we make these issues public?*

We should put much greater emphasis on this within the framework of the National Urban Development program. Right now, everything is under discussion and everything is very confused. If the Board wants to set annual priorities, they should not be discussed only once at the beginning – we meet only once a year – but have to be made public once again, in whatever form, during the year. In Germany there are good examples of how cities make do with less room to grow, as they no longer build in the open countryside and deal with environmentally sustainable approaches, but that's actually not very well known. Sure, we know Freiburg, for instance, but we don't know exactly what they are doing in Freiburg.

*For your office you have developed certain principles – as you worked a lot in Frankfurt, how did you manage to put them into practice?*

I think it is crucial that we talk again more of strategic urban development, city planning and a lot less of urban design. This is not something architects generally like to do. Over the years, Frankfurt has sought the advice from many – from us for 35 years now – and the city has fared quite well, always open to ideas from outside the box. I'm not talking here about engineering, or technical matters, it has as much to do with society and primarily economics. In Frankfurt, we succeeded over and over in getting the private sector to work with us, to finance ideas and reflections. We are all aware that strategic urban development, involving the general public and the interested citizenry,



costs money and time, both of which have to be organized over a longer period.

The Cologne Master Plan, for example, was adopted in 2008, there is a steering group. We are constantly on deck reviewing the project and moving it along. This is quite laborious, and we don't expect to win heaps of praise, but it is necessary.

### We should put much greater emphasis on this within the framework of the National Urban Development program.

*The Cologne Master Plan is an initiative of business associations, which thought that a vision, an integrating concept for the development of their city was lacking.*

Yes, exactly.

*And now you have set a process in motion, with broad public process facilitation. You were able to arouse the interest of the Cologne citizens and make them active.*

Meanwhile, everybody is cooperating, and the master plan has been accepted politically. The plan is not set in stone, it is more like a director's script, which you can and must work with. Thereby different solutions emerge. In Cologne, we achieved that from the very outset the citizens as well as interested associations, clubs, churches, trade unions took part. Of course we left decisions to the City Council, where they belong.

*A good example of mobilization of urban energy.*

And how!

*That's because these groups know the conditions on the*



ground, the forces and actors which make up the social fabric and which can develop the city further.

*You said it is advisable to set the agenda somewhat narrowly with some key aspects and not let the discussion become too broad. But every situation is somewhat different. Mustn't different cities or communities have different strategies? Shouldn't they adapt their strategies to their resources?*

Yes, that is for each city an individual process. Every city is different; every city has a different society. We are currently developing a master plan for the southern German town of Tuttlingen, where the world leader in medical technology is based, something nobody knows. Of course we have a completely different public structure there.

When I talk about setting the main subject, I'm referring to the Policy Board and the national urban development policy. It should set priorities and then present them in public.

*What are, in your opinion, the most urgent priorities in Germany?*

The issue of energy change and everything that goes with it – mobility, lifestyles – those are definitely in the foreground. And secondly, we are acting – our courts confirm this every day for the worst – still as if the Charter of Athens were our model. We now have the Charter of Leipzig, which, however, has not been able to become the basis of lawmaking. There are now tentative changes in the land use ordinances, but they are certainly not enough. The radically changed circumstances have to become transformed into laws. On the one hand, I think that it's important to base our planning in law, because we live in a state governed by a constitution, a polity of laws. On the other hand, planning law no longer corresponds to our current social, economic, emotional conditions.

*Lawyers always look at precedents, the historical-legal facts, but they cannot always assess what is current and what needs to be done in the future. How can we wait until the Charter of Leipzig, which was signed by all 27 nations of Europe, is finally honored, namely by promoting integrated urban development?*

Internal development yes, but it is not for external consumption. This continues, for instance because of higher gasoline prices, the government is discussing raising the tax deduction for gasoline. That's exactly the opposite of what the Federal Republic needs to do for urban development!

*This is of course a question for an inclusive politics of BMVBS within its departments.*

It's not just about the coordination within the ministry; it also goes beyond the different ministries coordinating with each other. This is not only true for domestic policy, it is particularly true for foreign countries. We are now engaged

in a Chinese research project on traffic together with the German Space Agency in Munich. Coordination lies within the Ministry of Research, while the Ministry of Construction is also somewhat involved – but truly interdisciplinary coordination would be needed.

The same applies to the planning administration. In Cologne, we saw in our first talks on the Master Plan, the various department heads met for the first time. That's the way it is. But our various technological means of communication make personal contact even more essential. Many thought that we could have achieved the same thing on the phone, but that's exactly the wrong thing. The way the public authorities work together today is a throw-back to the middle ages!

**It is crucial that we talk again more of a strategic urban development and a lot less of urban design.**

*Should the authorities appoint people outside the government, experts who can advise by supporting communication that is inter-departmental?*

No, in a functioning administration and planning operation, as in Munich, it's o.k. It is a human problem, a personal problem, an issue of prestige, of power.

This is especially true in developing countries, but even here one can hear the words: *Information is power, and I will not give it away!*



*In Munich, the various fractions and the security departments of urban development generally arrive at a reasonable professional consensus! How was that accomplished?*

There is of course a difference if you speak to an urban population in southern Germany or the Ruhr area, which simply have different characters. In Cologne, for instance, the residents are at once 200% enthusiastic for all proposals, but then nothing happens.

*This is also my experience in Cologne. (Laughs)*

Open, yes, oh great! And then everything goes up in smoke.

*In Cologne you have founded with your project new partnerships. Not only have companies collaborated with the city, but also churches and associations. How do you manage to move such engines of urban development?*

*Here in Frankfurt, you have mobilized new partnerships as well by managing in collaboration with the Mayor to coordinate developments that do not function in other cities. You have also committed yourself here with a foundation. How do you do it?*

To a large degree I think this is a matter of personal commitment and personal curiosity. I see our team more and more as political consultants and less and less as planners, though we certainly do not dislike it. I think that many of our colleagues are still far too apolitical and think that nothing else concerns them, that those matters should be handled by others – *I'm only an expert who puts the ideas of others on paper - which are pretty intelligent and sustainable.* But whether or not they have any effect is an open question. Anyone can make plans, even very nice plans. But: from even the most beautiful plans nothing will occur if they are



not presented over and over again, continually, over a long time, with great persistence in large and small discussions. Networks are important. Architects learn nothing about communication in higher education. This is also a very important topic.

*Communication, continuity in dialogue, building trust...*

Yes ... you can build trust, even for unusual procedures. We prepared the Munich competition for the new headquarters of Siemens. I had the idea to invite all twelve architects one evening to introduce themselves and publicly talk about their work, not about Munich. If you had been there at the meeting and had seen how some of these international architects presented themselves very differently, from primitive to outstanding. There were some great architects, who stood in front of their plans and related: Here you see this and there you see that, without saying what the gist of their talk was. The others exaggerated in another direction. Excellent!

**Planning law no longer corresponds to our current social, economic, emotional conditions.**

*I would like to ask you about your experience abroad. If you look at this country from a global point of view: What is good and bad here and what needs to change?*

Honestly, compared to the rest of the world, we in Germany live on a blessed island. We are living so well that we engage in a great deal of nonsense. This includes our planning laws, which produce an oversized bureaucracy that doesn't cooperate well. Europe and Germany especially have unparalleled wealth. Whether you take China or Africa or Egypt – where we are currently working with great difficulty – when you see how necessary principles are, as we have described them in our book – sustainability, energy efficiency, mixed use and density – you come quickly to fundamental issues that have nothing to do with city planning, for example: Who owns the land? Who decides who does what there? Those are the planners at the least, but also certain state-sponsored investors and different ministries. In many countries there are still high levels of corruption (which does not concern us, because the little we ask for expertise will not make a big difference). But everything around real estate transactions goes into the millions. It is better organized in China because in China the State is everything. The communities there live mostly from the fact that they let land on long leases. Ultimately, they keep it in the hands of the State, but with rights of use of 60 or 80 years.

I think we as Germans, as Europeans, could do much more if we would be more present in those countries. There are

**I think that many of our colleagues are still far too apolitical.**

almost no offices in Germany like mine. There are major architectural firms that build and build well. We must face up to the problems more firmly. We Germans are present in the industrial sector, and it's not for nothing that we are the world's leader there, but only on the hardware sector. In the field of ideas, innovations, and intelligent solutions, we are not a world leader.

*If you talk about 'being present', do you mean, you should have an office in China too?*

Not necessarily, it's about the general willingness to work in these countries. This is associated with risk. We have been working abroad for over 45 years, it's become a tradition. We are one of those who people know and invite. With German knowledge on sustainable urban development, energy technologies and the adaptation of technologies, we are intelligent enough to adapt to the region. I am convinced that a much larger commitment would be necessary, also a commitment of the ministries.

*I miss that too. The willingness to engage in foreign countries is, in Germany, limited and relatively underdeveloped.*

And that's what we live from!

*Yes, from the export of our ideas and innovations. I always value, vice versa, importing experience. After I return from work abroad I see the things I do here in a different light. We make many luxury projects here compared to what should be done there. This balance of experience in Germany on the one and abroad on the other side for me is a personal gain.*

In many countries there is now a dynamism – not only because the population growth forces them – a dynamism that involves the speed of changes. In Germany, I always feel as if we're stepping on the brakes. Here, development and change are subjects about which we all talk endlessly, but the talk avoids as much as possible that it has anything to do with reality.

This is incredibly clumsy; it takes ages to get something coordinated anywhere. No wonder that after fifteen years, nobody can hear the words *Stuttgart 21* any more. Something like that must not take 15 years. I once made the suggestion, not entirely un-ironic, that if a major project is not approved and started after five years you should cancel it, wait for a generation and see if you can't get it going again then.

*Absolutely correct. The Swiss have a sensible approach: ahead of a decision in principle, they initiate broad participation, and only then decide whether and how to proceed with the project.*

Such basic decisions, however, must be prepared. You cannot expect, as many now believe, citizen participation just by asking people what they would like – that is not

citizen participation. Questions have to be formulated and discussed, and only then can there be a responsible discussion. That's how we did it in Cologne. From the outset we introduced all those involved systematically to the central themes. Then we really could talk with them about it.

*With support of the City Council. This interaction is important: to first have the principle of a Council decision, then to talk with the people, to bring the results back to the Council, discuss them again, and then begin to refine the results...*

And in between we had elections ... well, this is just that part of it.

*In your manifesto you describe the correlation of theories on the one hand and the concrete implementation on the other hand as something, that is typical and necessary for our profession but is found much less in other disciplines. How do you assess the contribution of higher education to the mobilization of energy in science and research?*

**In the field of ideas, innovations, and intelligent solutions, we are not a world leader.**

Since I haven't been active in teaching since 1997, I cannot assess recent developments at the universities very concretely.





I am of the general opinion that the universities do not sufficiently deal with the social effects of plans. Furthermore, the close interdependence between developments in Germany and the big countries like China or the Arab world is not discussed enough.

Planning in other regions of the world must become an integral part of the training of architects and architect-planners, because that is where the jobs of the future will be found.

*Mister Speer, we sincerely wish that your thoughts on National Urban Development Politics are taken up by the cities and at the universities. We thank you for this interview.*

**Planning in other regions of the world must become an integral part of the training of architects and architect-planners.**



## Christian Ude

Lord Mayor of Munich, President of the German Association of Cities (DST)

### Urban Energies – praise and stimulus at once

With the *Urban Energies* occurred to the congress-organizers a really telling play on words - no city will be able to refuse the inherent praise and plaudit every city will feel confirmed that it is the source and goal of urban energies. It is the cities, which are the place where a large part of the energy transition is taking place and must continue to do so. Many like to call the cities responsible for the greenhouse-problem, even though they are, relative to rural areas, in a pretty good position. It is however frequently overlooked that they return a good deal to the economy: the 15 largest cities in Germany make up about 25% of Germany's BNP, and the 110 independent cities almost 50% of Germany's BNP. It is only via and with the cities that the energy transition will be successful.

The conference title embracing the praise of the cities energies obstructs however, the view that its own praise of urban energies can block the view that cities need for their impetus, in addition to their own strengths, energy from the outside in order to transform it into societal and economic surplus. This occasion should prompt us, therefore, to shine a short but realistic spotlight on how the cities are presently constituted from the point of view of their social structure, environmental and housing situations.

#### Urban society is participatory society

There can be no doubt that cities remain the definitive platform for all kinds of social negotiation processes.

Without weakening local bodies, local democracy is being strengthened by improved public participation. We must always ask ourselves whether we should make better use of existing instruments and provide additional tools. This includes earlier and better information actually reaching all target groups of the population, the production of openness in issues involving the future and a readiness for dialogue before decisions are made.

*Cohesion and the Future – Only with Strong Cities!* was the device of the general conference of the Association of German Cities 2011 in Stuttgart. The consensus on the issue *Daring more Democracy* in the assembly of more than 1000 elected municipal officers was overwhelming. But stronger citizen participation must not lead to a paralysis of the work of the elected representatives and political com-

**All urban work requires careful preparation of politics and administration, transparency in communication and citizen participation as well as clarity of the reasons for the decisions.**



mittees. Volunteer city councilors, democratically elected and experienced over years, will still have to make many thousands of decisions in order to meet the basic needs of the population with new pre-school offers and school enlargements, housing and administration buildings, public transportation, social services and cultural offerings. They should be able to work with self-confidence.

**We must always ask ourselves whether we should make better use of existing instruments and provide additional tools.**

#### Energy transition only with and in the cities

As local authorities have clearly demonstrated, the energy transition is feasible at the local level. The cities have shown this predominantly in planning conceptually and structurally. Many are already implementing local climate programs, outstanding energetic upgrades in municipal housing, education and administration buildings and a number of measures, initiatives and new contract and support-forms of energy management. To their own financial exhaustion, many cities promote public transportation, give e-mobility a privileged status, initiate reform measures to increase energy efficiency in industry and commerce, reform procurement policies, and even promote a second flowering of the Agenda-21 commitments among the citizens. One or another successful re-communalization of generating and distributing energy completes the picture.

Without question, the offer of credit-financed funding is a major step on the long road to reaching the climate goals of the Federal Republic of Germany. Nevertheless, without a meaningful *transfer of energy* by the federal government in the form of grants, it will not succeed. That sounds ambitious, but is not less so than furthering the total energy

transition without a coherent self-contained financing and implementation plan.

Local authorities have already demonstrated that they know how to deal with grants they have at their disposal for a limited period of time, and that they can manage and deliver results relevant to climate policy. The municipal investment program of the second federal economic stimulus package was successful, and we must build on it if the ambitious climate targets are to achieve sustainability. The cities will use all their energies to put the Federal Republic in a position to meet the requirements of climate change.

The *status quo* for that is very encouraging. The German *green cities* are leaders in Europe, they consume today on average 20% less energy than their European neighbors. Even in terms of energy efficiency, German cities are ahead. When it comes to mobility, however, there is still some work to do. German cities do have a better cycling network and also a more dense public transportation network than the European average, but almost half of the work-force still uses their own cars to get to work. German cities are unbeatable when it comes to using less water and separating waste – here the rate is three times higher than the European average.

### Dialogue and trialogue should be cultivated as primary virtues of municipal politics.

Where, in terms of climate politics and policies, are the biggest challenges for German cities? The most problematic are CO<sub>2</sub> emissions, compared with the rest of Europe, they are in Germany the highest. This is due to the still too-small proportion of renewable energies; local authorities are already contributing to this significantly with communal businesses, energy and climate policies: this fact is encouraging still more efforts in re-municipalizing many sectors.



### Housing for all income groups

Low cost housing in cities demands a significant increase in *energy inflow*. After years of stagnation on the housing front, in many cities apartments are again becoming rarer and more expensive – rents are getting higher, especially in the large cities. In 2011, the increase vis-à-vis the previous year was, in many prospering cities, 5 to 10%, and 2012 we count on further increase. In the five most expensive cities the square meter rental price for housing is between 9 and 12 euros. This is the case when analyzing the cities as a whole – downtown location rents are considerably more expensive. The rising rents get primarily low-income people and -families into trouble. Low-income households have increasing problems in providing themselves with adequate housing. Therefore, the supply of affordable housing has to be improved.

### Low-income households can barely find adequate housing. The supply of affordable housing needs to be improved.

The situation is also difficult because the stock of social housing has declined since 2002 by about a third. The proportion of social housing in the total stock is currently only a little over 7%. At the same time, the number of claimants is growing. In some member cities of the German Association of Cities, judged by their income, up to 50% of households would be qualified for social housing.

The cities have pulled out all the stops: they have increased the acreage upon which it is allowed to build, they have permitted a higher land use, socially just land use, urban development agreements, binding use of space after renovation, support of housing co-ops and, punctually also high stakes, to enlarge with communal money the pool of locally owned dwellings, by buying federally owned dwellings which until now without alteration are following the more than dubious primacy of maximizing profits.

It remains the goal of the cities to keep housing affordable for low-income households – despite rising rents and a decline in the availability of social housing. Municipalities, however, are only in the position to maintain affordable housing when the *Länder* have financially adequate housing finance programs and there is reasonable financial compensation by the federal government. Such programs are even more important, because in addition to housing construction considerable investments are needed in existing buildings. Of essence here: the energy efficiency of buildings, the retrofitting of the stock for older people and the desired mix of different income groups in the neighborhoods.

### It remains the goal of the cities to keep housing affordable for low-income households

After the federalism reform in 2006, the *Länder* receive compensation payments from the federal government for its withdrawal from the financing-responsibility of publicly financed social housing. The payments are dedicated until 2013. The German Association of Cities, with an eye on the current developments in the housing market, thinks that a continuation of this practice is necessary beyond 2013 at the current level and for the same purposes. We are talking

about 518 million euros – the equivalent of 20 kilometers of *autobahn*. These funds, at least until 2019 and together with extra funds from the *Länder*, are the most important lever in promoting the most neuralgic sectors in housing programs.

This is an input of energy of the federal and state governments, which most directly affects the demand for decent housing at affordable prices in all cities.

**The municipalities have demonstrated clearly that the energy transition is feasible at the local level. Without a significant energy transfer, however, in the form of government grants it will not function.**



**Prof. Julian Wékel**

Dipl.Ing. City Planner, Professor at the Technical University Darmstadt

### Mobilizing regional energies

There is general consensus that the current challenges of sustainable urban development – from climate change to energy policy, to social integration and the upheavals in economy and demographics – can only be met with broad coalitions of social actors' groups. Less in focus here is a differentiation of the framework of the spatial reference which could achieve an optimal effect in urban and social energies.

The level of political and civic action of quarters and neighborhoods may have spread throughout the whole city by successful municipal social programs and programs of social reconstruction. The systematic expansion of the traditional municipal arena in the metropolitan area and so on through municipal cooperation and civic activities beyond administrative divisions will continue to be an underestimated option of their potential.

#### Transfer of urban energies to metropolitan areas.

It should be obvious that under the premise of creating small-scale functional relationships, the distance between the sites of generation of renewables – be they wind or solar – and the point of their consumption will only be overcome by neighboring communities acting jointly. The same can be said of the relevance of the regional framework for the effects of changing patterns of transportation – from the increasing number of commuters to the political and planning influence on the development of remote large distribution centers. Therefore my plea for the urban energy transfer on metropolitan regions.



In many places it may be helpful to open the newly awakened interest of urban society in regional identity to new perspectives of common action policies beyond frozen communal political limitation, a limitation which, beyond the horizons of local communities, is normally brought about by cultural quality and landscape.

#### The mobilization of urban energy will only have sustainable effects when it is understood on a regional scale.

To take up again the above-mentioned strategic planning approach: however the partially spatial strategies and projects of the Social City and the renovation of the city need the classification into integrated overall city development plans, the mobilization of urban energy will only have sustainable effects when it is understood on a regional scale as a chance to form new relationships.

**In many places it may be helpful to open the newly awakened interest of urban society in regional identity to new perspectives.**





## Prof. Peter Zlonicky

City Planner and Architect, Prof. em. University Dortmund, Office of City Planning and Urban Research in Munich

### New energies in times of change

The biggest challenge facing cities is to structure the energy turnover locally – since post World-War II-reconstruction, since ‘Saving Broken Cities’ in the 1980’s and since reunification 1989-90.

The production and distribution of renewable energy will change our cities and countryside as well as our way of life more than the images that we had in mind until now might make us expect. Intervention in open landscape areas and existing urban structures have already come up against the limits of cultural acceptance. The technical upgrading of the infrastructure will be less visible than effective: everywhere in our daily life, we will come across *Smart Infrastructures*, new intelligent networks which will affect our lives. New forms of mobility will change our behavior, and intelligent solutions will multiply the interfaces of individual and public transport.

The energy turnover requires a radical re-thinking at all levels. And it will cost money. With the limited public budgets alone, climate change cannot be overcome nor can energy policy be effective. The scope of action of the local authorities is already extremely tight. The rising cost of energy and conversion will weigh differently on private households – low-income neighborhoods are always the most affected. Discussions about the equitable distribution of public resources and its costs are getting sharper.

### The energy revolution requires a radical change on all levels.

#### Searching for orientation

Players, affected parties, all those who assume responsibility and therefore – willingly or perforce – are trying to orient themselves, have to face a multitude of new and urgent questions.

What is the role of the local players in the energy turnover? How can we mobilize other forms of energy? How can we foster a good working relationship between business and the city?

What has to happen for the people’s creativity to produce energy? How does one create attractive urban milieus for young people? What pre-conditions do older urban residents require so that they can turn their experiences into local energy?

Which cities have so far succeeded in coming to terms with the finance and economic crises and are developing new planning strategies? Which cities offer, in addition to



a functional mix also a social one? How can cities achieve a good working relationship between different ethnicities? Which cities secure their social housing stock and develop it even further?

What can be done to limit the gentrification of neighborhoods, which is taking place at the expense of older residents and small tradesmen? Can the energy turnover be fair if developments in such neighborhoods are not realized in the context of the Social City?

If no generally accepted practice exists until now, which experimental fields in urban development will enable cities to learn from each other?

#### Experimental Urban Development

In Germany there is a tradition of experimental urban development. In most cases, crises gave occasion to experimentation. Which regional strategies, which urban development projects are making a contribution to solving societal problems?

An example from the Ruhr area: Proceedings from the International Building Exhibition EmscherPark, experiences in crisis management – as incomplete and challenging as they always are – firmly rooted in the self-understanding of the region. *Start digging where you’re standing* was the call for historical self-understanding and citizens’ cultural mobilization. *Energy instead of coal* was the message for the conversion of the old coal mining region. The industrial wasteland and its cultural heritage became, with the motto *Only we have that*, European Capital of Culture.

### The discussion on the cost and equitable distribution of public resources is coming into sharp focus.

Today, the IBA model has been transferred to the REGIONALE, regional activities, which, going beyond all local and regional boundaries, put collaboration into effect. They realize projects locally, which can mobilize an entire region, for example in science and research, environment and culture, for example with the conversion of a large garbage dump near Cologne into a center for raw materials and energy.

**Experimental fields of urban development have generated energy, which goes far beyond previous expectations.**

Or let's look at Hamburg, which, with its International Building Exhibition 2013, is setting new standards. In the long-neglected area of the Elbe island, central urban issues are being tackled which extend beyond the city of Hamburg: conversion of technical infrastructures, integration of a colorful urban society through new ways of living, new jobs and an open, multi-cultural school. These urban energies and the production of renewable energy through solar and geothermal technologies can let us expect that in 2013 the district of Hamburg-Wilhelmsburg will be the most important experimental field of German urban development.

Experiments in urban development have mobilized energies far beyond previous expectations. They also exemplify how the local energy turnover can be formed. The required objectives can no longer be attained by single disciplines,

but only by integrated urban development policies.

### **Cultivating procedures**

Urban energies are becoming an indispensable part of the local energy turnover. The point is to think about the connection of energy turnover, economic and social policies in a new way, to unleash new energies in cooperation. Cultural and creative industries create new free spaces. Churches get involved as civil society actors in the social, cultural and ecological networks of urban development, such as with *Kirche findet Stadt*. Universities take responsibility for their location. Interdepartmental municipal planning mobilizes local engagement with open procedures.

But no experiment in urban development can succeed without intellectual freedom, without departing from the previously usual or habitual, without participation. This means that the renewal of cities in a time of energy turnover requires much more planning than usual – more creativity, better qualities of procedures, more formation of trust and participation.

Cities are places of learning. It will only be possible to implement new challenges in policy and planning if there is dialogue. This also applies to the mobilization of urban energies. In dealing with crises we must learn on all levels. In this, it is less important what cities do than how they do it.

**The rebuilding of the cities at a time of energy turnover requires much more planning, more creativity, better process quality, more participation and more confidence building.**



## Martin zur Nedden

Dipl.Ing. City Planner, Mayor of Leipzig and Deputy Mayor for Urban Development and Construction in conversation with Peter Zlonicky and Elke Wendt-Kummer

### Leipzig Strategies

*It is amazing, what has taken place here during the last twenty years, including the energies, which contributed to the city suddenly becoming a model for the development of other large cities. What in your opinion are the main urban strengths, which move Leipzig and which contributed to its success?*

Leipzig truly exemplifies the qualities of a European city. It is a compact city, with over 500,000 inhabitants truly a city of short distances. We still have a very good mix, both in social structures and in functions.

We have – and here we have urban energy in its double meaning – very dedicated citizens who contribute in manifold ways. Their participation is a tradition in Leipzig, after the *velvet revolution* of 1989/90 taken up by Niels Gormsen and Engelbert Lütke Daldrup. We are continuing this in a modified way.

If we didn't have people in this town who sometimes say, *I'll do it now, I'll try it now!* – even to the point of self-exploitation – then we would not be as far along as we are.

Considering Leipzig's building structure, we face a huge challenge – and that brings me to the second sense of urban energy: we must further develop those for the city determining existing buildings in terms of climate change. This can only be done in a comprehensive manner. But for essential parts of Leipzig it is – given the already existing buildings, which are very valuable – completely unthinkable to paste, object-related, some kind of insulation on the walls, to pursue energy-saving goals, even if customized. For the city, for the quarters we need integrated schemes in order to be fit for the future.

*Concretely, how do you set that in motion, if you want to work neighborhood-related and not only building-related?*

We are still at the very beginning. We have chosen now two pilot areas, Schönefeld and an area in Grünau, where we have all the residential market players sitting at the table. They have joined forces with the public utility company to joint action. Together, we are developing a concept to arrive at common solutions on the neighborhood level. Since the funding situation concerning energetic retrofitting is relatively favorable now, we utilized it quickly.

**The matter is more complex and is even among professionals it is sometimes barely seen through. It is a real challenge to make citizens understand this.**



*With Leipzig in its recent history we associate a breakup, the time of a turning point and civic engagement. The demonstrations in Leipzig heralded the velvet revolution.*

*This mobilization by civic engagement – how do you deal today with these urban energies?*

**If we hadn't so many people in town who sometimes say, I'll do that now, I'll try that now, even to the point of self-exploitation, we would still have a long way to go.**

It is important to initiate the momenta of development again and again; that's always been one of Leipzig's hallmarks. At the moment we sometimes witness the tendency to say: *Well, what we have now, we have – all we have to do now is to change it a little bit, and then it's finished.* But this is the wrong way. It is about continuous and careful development. For me continuity in city development is a very central moment, but there must also be real progress.

We are trying to make this clear with such projects as the new urban quarter at the Lindenauer harbor. We were already asked why we're investing here when we should be urgently renovating schools. We answer by stating that renovating schools is certainly a central task, but we also have to make sure that in the long run these schools have pupils to attend them. For that I need such new projects. I have to check now and then how I adjust the city to the changing basic conditions and maintain the dynamics of development.

*You are promoting new forms of mobility and combining them with a process of participation – this is new. How do you set this process in motion? And how do you develop awareness for a different approach to traffic?*

Citizen participation has always played a large part in Leipzig. The *Volksbau* Conference 1990 was organized by citizens and was a landmark event.

The city development plan for traffic and public space is still valid, and it was developed with public participation. Nevertheless today we have to develop new ways of bringing in the expertise of citizens in order to achieve greater transparency in making decisions. With the current process we enter uncharted territory.

Now we have for example a citizens' competition. Whoever has ideas about how he imagines certain transportation developments in his neighborhood is welcome. The ideas will be judged by a jury, which then gives recommendations as to which of the proposals should be pursued. Parallel to that, there is a traffic *round-table* now moderated by Erhart Pfothner. Its job is to form the discussion, but not to make decisions. We then want to generate – always going along with the round table – a line of commission reports on single core issues. All this we want to discuss then with the citizenry, before – in 2014 – we let it flow into a new city development plan.

These intensive forms of participation are worthwhile, even if they won't help to cope with all conflicts. We are always trying to make clear to politicians, that – although on a different basis – they have still to make decisions that are sometimes not easy.

*Will mobility be an integral part of the city's development plan in 2014?*



In the urban development plan we have twelve topics, traffic is one of them.

*Citizen participation binds. Does it also block?*

It takes time. Many years ago, a mayor told me: *Before taking a decision, one never has enough time, but as soon as a citizens' initiative comes along, all of a sudden you have lots of time.* There's some truth in that. Today our decisions are often questioned. We then have to ensure transparency and explain why. Because some final decisions can sometimes go against a citizen initiative; in some cases, they even have to.

You have to get clear then, that you take their advice and criticism seriously, that you deal with it yourself, intensely, but that you have specific reasons for coming to a conclusion different from the one they desire. I hope, at least, that we can, from such openness, come to a different culture of discussion.

*How is the cooperation with the private sector, from small businesses to large companies?*

The contact with entrepreneurs is of vital importance to the city. As a result of economic-structural interruptions of the 1990's we must reassemble sound structures. We try to encourage this also within the framework of the urban restructuring.

It started with the Urban II-process. There we operated a specific economic development in a broad spectrum in order to strengthen local companies and to support smaller companies as well as new initiatives. At the time, the process either secured or created approximately 1,000 jobs.

We take this issue very seriously, because urban development, of course, does not function without economic development. Also here we have to care for transparency and explain why we do certain things. Why we release for example a retail trade ordinance, which regulates also on behalf of the investors, but sometimes gives the investor the impression of being bossed around. We try then to make clear that it ultimately serves positive economic development, if we establish a concept and provide information as to the direction the city is taking and where we expect retail trade to take place.

*This is probably especially difficult in a city that has such tough competition with large, non-integrated centers in the surrounding region. How does this affect the city? Can retailers survive in the center?*

Over the last twenty years the inner city has developed in a positive manner, even though we still have deficiencies compared to western German cities with the same functionality. On the purchasing-power index we hover around 100, which is unsatisfactory for a regional center. I

note with great concern the rise again of large scale factory outlet centers; they offer almost exclusively textiles, and textiles are key products for our city. If this weakens the city, it hurts us.

Because of this danger it is fully incomprehensible to me that the political entities of the Land and the region don't intervene more, because this harms not only Leipzig, this harms the entire region. Regionally millions in subsidies have flowed into the strengthening of the inner cities – which threaten to become obsolete.

We are doing a lot to get the city more attractive and much is succeeding, for example with the passages, which are a special feature of Leipzig; especially my department does much to secure their quality and make people more aware of them.

**We must develop our resources in relation to climate change. That, in view of our very significant old buildings, can only happen comprehensively.**

When we open the Leipzig city center tunnel we will improve considerably the accessibility of Leipzig's inner city from the region. But with all this success – the Leipzig city center has quite an incomparable atmosphere for shopping – we must continue working to ensure that the city of Leipzig gains in importance.

*Concerning the other energies that move the city: What does Leipzig stand for? For us as visitors, the city first of all stands for art and culture, which have significantly contributed to Leipzig being once again so attractive. Both sectors are most likely to expect budget cuts. How do you assess the prospects of using culture as a catalyst, as energy for the development of the city?*

In our budget we have the second highest per capita sum for culture in the entire Federal Republic – that shows how highly we value it. Let me name our major institutions: first of all the Gewandhaus and the opera. The Gewandhaus Orchestra and St. Thomas Choir, which celebrates its 800th anniversary this year, are very important ambassadors of Leipzig. And the city council decided recently to spend 5% of the total culture budget for so-called basic culture.

There is yet another important field for us: that the famous creatives also are players in urban development, not only as an economic factor but also as active contributors, idea givers.

This can, of course, lead to conflicts, for instance in the Leipzig discussions of whether artists are provoking gentrification. Naturally we want to avoid that the process of displacement gets out of hand. Through new forms of acquiring real estate and low level renewal we are trying to attract and keep people of low income long term.

Formerly, Plagwitz had Europe's largest cotton mill. Closed down in the mid 1990's, it was, and for many years, it lay fallow, until at the beginning of this millennium, an investor discovered and developed it with a good sense of proportion. Today, many galleries and well-known artists like Neo Rauch have their studios there, but also others who haven't yet made it. Plagwitz was a first impulse. When I came to Leipzig in 2006, the Karl-Heine-Street was still pretty much dead. It now has developed quite well. Both, the street itself and the areas to the left and right of it, are growing, and that is where the creative classes with their business and diverse start-ups are playing a central role.

Also in the east of Leipzig more and more beneficial activities are unfolding. But also here a long-term displacement process cannot be excluded. We have to deal with this in time, how we can counteract it.

In the creative sector by the way it is not about a homogenous group, they are all very different people. If I am a retailer, a gallery owner, an artist, I want to sell something on the market. For that I need customers with appropriate incomes. But there are other groups as well who have low incomes and develop activities, but then worry that, after a couple of years of being pioneers, they are ultimately the losers.

*Shouldn't we differentiate? Established artists are more mobile than older craftsmen, they have their regular clientele. What about people with low income?*



There is more than one side to this. We have also to ensure social integration. The elderly with lower incomes must not be expelled from their neighborhoods, it's important to avoid segregation. The demographic change plays an important role here – the higher proportion of the elderly with different income levels and housing needs.

**We need to develop new forms of citizen participation in the development process and achieve greater transparency in decisions.**

*Do you use new instruments for this?*

We have among other things developed in our working group of the housing market players a position paper, titled: *Age-friendly accommodation*. It contains a list of measures which we agreed to and which carries our signatures. I see the position paper as a new approach. A co-council of senior citizens participated in doing so; furthermore we also involved the general public. This instrument also opened us up to new possibilities in the development of accommodation. Now we have also in the inner city age-friendly living.

*I would like to remain with social integration. What about foreigners? A significant number of Vietnamese residents were assimilated in the GDR-tradition; they have developed a life of their own here and made initiatives and investments. Is there a willingness to deal with them positively and accept this group really as a part of the city?*

As we have – compared to western German cities – a very low proportion of foreigners, about 8%, this is not an issue in most neighborhoods; rather in the eastern parts of Leipzig

with its relatively high concentration of about 30%. As I see it, the Vietnamese people are to a large extent accepted. Particularly in the east of Leipzig we started integration projects with the help of the EU. They must continue and be part of our local urban renewal strategies.

*Don't foreigners, besides in retail trade, bring other impulses for the development of the city and its districts? In the Ruhr entire neighborhoods live on their investments.*

We notice first signs that in eastern Leipzig more and more migrants are buying and restoring housing. This is a positive development, but it hasn't the significance as it has in the west of Germany.

*On the subject of universities: Leipzig also stands for the sciences, and students are an integral part of what moves a city and is depicted in scenes of culture. Is there cooperation between the university and the city? Are they generating energy, energy that brings the city forward?*

The mere spatial advantage, that the university is located in the center of the city, helps a great deal. Leipzig has about 40,000 students, or 8% of the population, and they are a very important factor for a vibrant downtown.

**Regionally, the reinforcement of the inner cities cost millions; now, these, are threatened with obsolescence due to counter-productive investments in the periphery.**

We attach great importance to the cooperation with the University and the other training schools. A special depart-



ment for contacts with science has been established in the Mayor's office. The heads of the administration have joint meetings with the heads of the university. For the advancement of an integrated urban development concept, we organized a city workshop, brought all the schools to the same table and discussed how we could launch joint initiatives. This is now being implemented step by step. The Economic Development fund also maintains close contacts. The University of Leipzig has strong faculties in medicine and biology, and we take great pains to provide good starting conditions, for example at the old Leipzig Fair for spin-offs from university graduates and employees.

Furthermore we have a school of Engineering, Business and Culture, and we in the building department maintain contacts and have exchanges with the students and professors. In terms of urban and economic development this is a key factor. Significant is naturally as well the School of Visual Arts and Book Art.

There cannot be enough contacts with the vocational schools, because we wish to keep in Leipzig those who complete their studies – so that they can apply here what they learned here, or find a job or establish a start-up. Especially in the urban renewal districts, we try to promote start-ups.

**The famous 'creative' types are players of our urban development; they are not only an economic factor, but also participants who bring new ideas.**

Leipzig stands for the Leipzig Fair. But how does the development of the Fair affect the town now? There have been repeated displacements, migrations, but also gains in the

activities of the Fair. To what extent is the fair an important source of energy for the development of the city?

With regard to important conferences and exhibitions and as an ambassador it is naturally a very important factor. You have to see, soberly, however, that the competition is merciless. We learned that the hard way with the computer trade fair; after it had grown up and become successful, it was lured away from us by the city of Cologne. But in general, the Fair is of central importance to Leipzig. In order to expand its capabilities, we have now restructured the convention hall near the zoo to be able to provide a supplementary location in the inner city for certain events. Still, it's a constant challenge to build on the great times Leipzig once experienced.

**It is difficult to latch on to the great days of the Fair. It still draws, for example, many congresses to the city. But the competition is fierce.**

*Which, after World War II, were lost to Hannover.*

That's what is always omitted in the discussion about the merits of the solidarity tax (*Soli*) levied to help the East develop, that West German cities were able to profit by the fact that East German cities lay behind the Iron Curtain.

*What subjects are closest to your heart when you think about the further development of the city?*

An important ongoing task is to continuously improve our urban renewal districts. In terms of the energy transition this means reversal of energy together with government,



business and culture. An important sector that we have not discussed is building culture, which in a city like Leipzig is of central importance. As everywhere, we are sometimes more and sometimes less successful.

*What are your most exciting projects currently? What kind of new energy projects can be mobilized for urban development in partnership with Leipzig institutions and citizens?*



I think that the *Urban Development Plan for Transport and Public Space* is very important, because it's a great opportunity for us to develop sustainable mobility and now – to reactivate new developments. For example, the Lindenauer harbor is a major project because it offers new opportunities for urban development.

The project of the Bavarian Railway Station offers besides other chances with respect to the development of expansion space a possibility to join the inner city with the recreational areas in the city's Southeast and connect the South of Leipzig to an urban space in its entirety.

Leipzig has a special fascination: in its compactness the city is a *Gesamtkunstwerk*, a total work of art, a body of work second to none. There are so many potentials, from object design to integrated urban development. The conditions are not always easy. But the opportunities are considerable. We want and must utilize them.

*Mr. zur Nedden, we wish you and your city further such excellent results! Thank you for the conversation.*

**In the re-direction of energy policies, the development of the neighborhoods and the strengthening of their social integration are as important to me as the co-operation of politics, business and culture.**





**2**

# **Infrastructure and Mobility**

## Prof. Dr.-Ing. Klaus J. Beckmann

Head of the German Institute of Urban Affairs (DIFU)

in conversation with Peter Zlonicky and Elke Wendt-Kummer

### The city – an incubator of societal energy

*What are the most important energies, which move cities when faced with new challenges? Which partnerships can bring about needed changes better than the classic single-player kind?*

For me, the decisive factors when it comes to *Urban Energy* are the citizens and the political level with their perspective on a future vision, commitment and the resulting innovation. These doors have recently been opened by a relatively large change in the range of options and constraints. On the one hand we have those in the demographic: what do ageing and a partly strong decrease in population mean for urban development? On the other hand we have the energy turnover: What are its implications for cities and their inhabitants?

Cities are increasingly facing new challenges; this means they have to be ready for change. The spatial structures and infrastructures have to be thought anew, energy and infrastructure requirements of the urban area will have to be merged. The consequent change in constraints also triggers forces and potentials for change.

Many people now dabble in *urban energy*. I deliberately mention these facts by name, especially because large companies – whether in the automotive industry or in the information and communication technologies – have noticed that they have substantial new markets. They understand the city only in a very limited, at best technical way, but not in terms of space, and not at all structurally and socially. Some companies do not even understand cities economically; they only see cities through their special compartmentalized tinted glasses. That's where momentum is created. Siemens, for example, operates, not without reason, an entire department dealing with *Smart Cities*, while the Guggenheim-BMW-Lab is based on the belief that cities have big changes ahead of them.

In addition to energy, climate and demographics I would add another facet with significant activation-energy, namely civic engagement. How will citizens engage after *Stuttgart 21*, i.e. after the citizens' effort to force a change of plans of the Stuttgart railway station? Moreover, community foundations are becoming increasingly and more intensely involved; they embody a new quality.

*What must be done to modernize the infrastructures?*

In principle we must rethink our infrastructure from scratch. Existing systems follow a very central pattern, for



instance by looking at water supply, sewage and energy. This is similar with traffic.

With water supply there are enormous sources from which we broadly distribute water. All waste-water flows into one or two main sewage treatment plants. We produce energy in gigantic power plants, and, if they are modern, they combine the production of power with the production of heat, but mostly in large, central plants. We need to think about the systems in the future, more decentralized or semi-centralized and ask how individual buildings can become both consumer and producer, and so a neutral energy element.

**Many now dabble in 'urban energy'. Large companies have noticed that they have substantial new markets. They understand the city only in a very limited, at best technically way, but not in terms of space, and not at all structurally and socially.**

If, for instance you wish to combine an energy-producing house with an electricity-producing car (as a temporary store) outside, then, no matter how isolated it is, you have to think completely outside the box, think a completely new network. Such a network will strongly affect both the physical structure of cities as well as their organizational structures. Local utility companies, for obvious reasons, are managing to draw much attention to themselves. What are the benefits, what are the disadvantages of returning these companies to their cities? Should one that has been privatized be bought back? The change has many facets.

*Connecting with the social situation seems quite important. How can citizens access new energy sources? How do we manage to balance the cost of energy production and energy*

*savings with what an individual citizen can afford in Kreuzberg or Neukölln?*

It is essential to control the following: What are the side effects of such concepts. Technically I can solve a lot, I can also solve a lot with a lot of money. But when I use it to exclude whole groups of the population from participating, then it becomes a big problem, not only inside cities but beyond them as well.

**We need to think about the systems in the future, more decentralized or semi-centralized and ask how individual buildings can become both consumer and producer.**

Those mostly affected are so often the poorer people in already underprivileged neighborhoods. This is why we need to teach the new players that the city is a living organism and not a single company. Above all, the city is a social organism. When discussing, for example, the National Platform for Electric Mobility on vehicle costs, which can cost 30-40,000 euros for the simplest models, only *those completely convinced* and perhaps some businesses will buy them, but not the average citizen. So I ask myself: How can we make transportation in the city more energy-efficient, climate-friendly and socially acceptable?

*This brings us to one of the areas of your expertise, traffic. Which energies have to be released now in order to develop a new level of mobility?*



We have some evidence that a change is taking place. For instance, young people are beginning to lose interest in private vehicles as a status symbol; it's still high, but it's going down. This will bring about a smaller percentage of those using cars, it will cause people to think and live a more multi-modal mobility i.e. using different modes of transport for different situations and specific tasks: there are rails, there are other tasks which are best accomplished on foot or by non-motorized two-wheelers. There is also communal use, such as car-sharing or *car-2-go*, and they are finding more and more acceptance. This works along with the technologies in information and communication. In Ulm, for example, I can now start walking with my phone and detect the next available *Smart*. I can use it and then let it stand somewhere. The fee will be charged automatically. These are very different forms of mobility that will bring about a radical change in travel behavior and transport system.

*We must also see how to create as many different interfaces between public transport and personal services.*

Speaking of mobility I like to show a scene from Berlin-Friedrichstrasse: Overhead are the trains, while on the street we see trams, cars, pedestrians and cyclists. Moreover: there is a subway line below and rent-a-bike stands. This is a real mobility node, and it is in the city center. Wouldn't it be useful if, at the city's peripheries, people could also change from one mode of transportation to another, and also offer electrically driven vehicles.

*Can you transfer what goes on at the Friedrichstrasse to a smaller scale, to the scale of small individual districts?*

There are now many different initiatives and ideas. Here in Berlin we are developing designs for electric vehicles with a project that is motivated completely differently. The Möckernstrasse neighborhood is actually a co-op housing project. The cooperative sees residential building as an integrative effort and this means to offer mobility-services with collectively used vehicles, in this case electric vehicles. This offer continues to services for older residents. There are building associations in which the apartments offer integrated service for the residents: nursing services, food supply and the like.

**A relatively large change in the range of options and constraints can also produce change that we welcome.**

*If nowadays long-haul trucks are allowed to use the highways, will it ever be possible to arrive at a point where freight transportation can be organized in a sustainable way?*

Sometimes driving specifications and limitations can lead to the development of more efficient solutions. If, for instance some cities make it difficult for such trucks to drive, for example in environmental zones or by tonnage limits,

business and commerce are forced to develop other logistics systems in order to transport goods to the individual user. This is perhaps how we can introduce the use of small trucks with electric motors or hybrid engines.

*With a strong upward trend...*

We have quite a contradictory development. On the one hand we have very strong demand for individualization in each area, in freight transport no less than in other areas. Now we think, for instance: *In the evening I sit at my laptop, order what I need and expect it to be here within 24 hours.* This results in very significant flows, and they need to be organized, for example, with smaller vehicles to distribute the freight from commercial transport and distribution centers into the city. But there are also pioneering companies that are changing their large scale logistics to organize them around railways. These developments owe their introduction to energy conservation, climate change, noise reduction, insufficient road capacity; they lead to changes in production and ways of working and to innovative logistics.

*What would new partnerships, that could move more in the city, look like? I'm thinking of the economy, retail shops, etc. Will we have to change or re-evaluate existing conditions?*

What triggers economic activity? The economy works well with forms that allow us, on the one hand to use energy efficiently, and proceeds, on the other hand, even when combined with neighboring residential uses: How do I make my excess energy available for the neighborhood? How do I collaborate with others? Cascade thinking, in energy as in water, will shape the infrastructure. It's thereby possible to save much energy and resources, inducing business to cooperate, because it brings clear financial advantages. Cascade utilization means using low-pollution domestic sewage for industrial purposes, or the energy flow in channels for the production of power with the help of micro turbines.

*Just like the plastics recycling cascade.*

Exactly, the complete waste cascade functions the same way. You can also think about energy in canals. Wherever water flows, there is the energy of movement. There are even trials to make canals drive turbines to produce electricity. There is a lot of energy potential there, you can get heat from it. Water has a great potential for storing heat. Industry and commerce are quite interested in making and using these things differently and better.

*How do you see the opportunities to mobilize more urban energies through new areas of cooperation?*

For cooperation, there is currently an open time slot, i.e. much is happening and much more can still happen. I am afraid that this time window isn't recognized in time, and that it will close again.

Changed circumstances compel that what has been discussed frequently in the sectoral ministries will be discussed in future between the ministries and within ministries across departmental boundaries and across sectors. The considerations of energy, energy flows, climate, even on social and economic developments are forcing more to work and act together. Even in cities, the various trade ministers sit together and it's possible that the various specialized departments achieve fruitful cooperation. If they do not understand each other – and that also happens everywhere – it doesn't work.

*As in the universities...*

... This is something else again, because many professors act as if they were princes of the realm. I say this with complete conviction: there is nothing so consuming and difficult as getting colleagues in higher education to cooperate. For the last ten years I've been in Aachen as professor-spokesman for the faculty in the Department of Civil Engineering – I've learned how difficult it is...

*To get universities as partners to move something in cities: What is your impression of the Berlin scene?*

Of course, universities have a large potential of social, scientific and creative energy. The relationship between universities and cities is always tense, because both have different cultures of thinking and working. For them to act together, they have to overcome barriers. Nevertheless, we must seize and use these different cultures. Politics has necessarily a different culture than the administration, and the universities are completely different here again.



*What about culture? What is the situation with initiatives in the cities? How can the potential of citizens be used for urban development? Which would be the right coalitions or partnerships in order to make a difference?*

The town is an incubator for social energy. Community foundations have very different orientations in the social and cultural fields, but have high stakes and much energy. If you accept this, some foundations supply fertile contributions to urban development.

**This requires that we learn at lot from each other.**

In recent years, civic engagement has grown rapidly. This is energy on a very high level. When we talk about urban energy, it is all about human energy, social energy. Of this there is much more than is reported; a lot is happening, especially in the unprivileged neighborhoods. Again and again we see individuals, committed to improving the neighborhoods, see entrepreneurs who come from homes of migrants and recognize that the neighborhood can be an important site for them and they can do something for the education of young people there.

Even young people who have previously failed in their formation may show important potential. But how do you get them from primary to secondary school, and then on to vocational training? Schools with a bad reputation have their reputations *made over*, they get positive: a work, supported by concerned citizens. This is extremely important for the neighborhood.

*How can we expand civic engagement? And how can we influence public consciousness so that it discovers enrichment in different cultures?*

An essential pre-condition is that today many more people live in a period of their lives in which they can still develop many activities and have much more time. Many stop working at an early age, often they take their pensions or annuities while they can still earn and be active. There are many initiatives that support people who are alone at a stage of life in which they need attention.



*The idea of citizen groups at the ministry's urban development conference in Cassel was impressive, as was the presentation of the initiatives at the award-ceremony of the communal social housing industry. Isn't what has come about admirable?*

Yes, I think it is essential to commend such a public display – it is very motivating. We frequently have such competitions, for example in the field of health care. People come from the smallest communities, with photographers and reporters, and they all report high identification. We have it also in climate protection. Such things create identification.

*How is it with foreigners? I don't really know any action, which makes identification similarly visible.*

They exist as well, especially in the *Social City* there are such initiatives – by migrants. Essentially, however, you're right: we seldom look at them, we have less access to them, less information, and they align themselves in a different socio-cultural milieu.

Among our immigrant citizens, families are as closely tied as they were in Germany 50 or 60 years ago, when we Germans were not as mobile as we are today, when the family played a major role. Today, energy and engagement are closely bound up with the family and social structure – family bonds, by the way, have very strong energy.

*How do you deal with older immigrants? What services do they need?*

The question is not new, but is only just beginning to be addressed. People of Islamic faith have, in part, very different requirements for facilities such as nursing home. Who cares for them? How is that care provided? How do the sanitary facilities look? What food is offered? You cannot take the normal nursing-home caterer, who prepares and delivers German food and who pays no attention to cultural differences. You have to think of something new and that is only coming now.

*I have heard of an innovative project in Ulm. Young unemployed foreigners are trained there to deal with old migrants and care for them according to their customs. Thus two problems are solved simultaneously.*

Right. Why shouldn't migrants themselves, with their micro-economic approach, ensure more appropriate care for their own? This is true for artisans as well as for the grocer, small shop owners and nursing services. You also reduce youth unemployment with it.

*From practice to your work: How do you introduce innovations to the DIFU?*

To a certain extent we have an institutionalized process that relies upon the creativity of many individuals. First

of all, our staff numbers 120, more than half working in research – they, of course, are not running *blindfolded* through the landscape. They are professionally competent and interested and perceive the situation in our cities in the social and economic sphere, in the environment, in the infrastructure, etc. We have an internal process that is always on the lookout for major themes. The staff and I sit on many commissions of the German Federation of Cities and we are constantly exchanging our views with each other as with municipal employees and professional politicians. Thus we raise questions and find out which problems affect only certain cities and which are relevant to many cities. Our exchanges also have another benefit. We have a Scientific Advisory Board, half scientists, half practitioners. There we have broad discussions. Which questions are relevant? Which research themes are relevant? Which further training content is important for practice? We are also engaged in training. From these discussions and investigations we develop frameworks and impulses for our research program, and from this we develop new themes. For the same reason we are on the advisory boards of many ministries – that way we can gain support for solving important problems. That's why it is so important to have interaction between politics, administrative practice at the federal, state and local level and research institutions.

*Do the innovations in your institute happen just as suddenly as creative ideas happen with artists?*

Our tasks are always implementation-related and thus require direct contact with reality and practice. But when, for example, I speak on decentralized infrastructures and the necessarily related changed perspectives and principles of operation, it's about ideas that have emerged not from practice. We had to allow practice to ask us: *What shall we do with decentralized solutions?* At the time, decentralization still seemed rather disturbing. At best, one left these works to the municipal utilities, or everything that was municipal was simply sold to large providers in the energy, water - supply and sewage sectors. The emergence of the questions however, whether or not these solutions are viable for the future, that was the innovation. Just by asking such questions we unleashed changes that propel us today.

Again and again, innovative elements appear, while we try to qualify our own issues to work again in a completely open process. Employees should also articulate and name the things that seem unusual to them. If we can manage to keep the friction between colleagues based on the subject at hand, we have a good prerequisite for innovation.

*What are your current most important innovative projects?*

Most important are the projects in the area of local climate change, from strategic planning, concepts of climate protection of cities and implementing them in districts or on individual buildings. We consult and communicate knowledge on many different levels. Climate protection is only

one side, dealing with the consequences of climate change the other side of the coin. We put a lot of work into managing administrative structures, because to the degree that the framework and conditions change, administrations and bureaucracies also must change their ways of working. When, for example, we think about citizens' services: An ageing population has different demands than a young, mobile society – administrations have to think over how these requirements can be met in the service offices. The same is true when it comes to approaching the different attitudes to and modes of information and communication technologies for administrations as well as for citizens.

What also strongly concerns us and is claiming more public attention is health as a municipal theme. For example, there is much social injustice in the way certain groups are exposed to environmental stress. Some districts are more strongly affected by emissions than others, and these are districts with social problems. People live in them who are more exposed to work stress and who can least afford adequate health services. How do we organize health care in such a social-spatial context, especially where the conditions are so problematic?

Another issue is mobility. We are exploring new forms of mobility such as the shared use of cars and bicycles to the organization of mediation. In Germany we operate a *traveling bicycle academy*, which promotes and trains cities to demand more bicycle transportation. We further exchange our experiences internationally in a project that is funded by the Federal Minister of Transport. Meanwhile we are succeeding in preparing the National Cycling Plan, collaborating federal, state and local authorities.

How to deal with municipal or communal businesses to learn if they should be privatized or re-communalized is a legal and a financial issue, but also a problem of governance. Just when it comes to this question, the subject of energy is assuming more weight and additional relevance. We are dealing with important projects such as the question of which impact political programs, such as urban redevelopment (east), urban renewal (west), social city or electric mobility have in cities.

We evaluate these programs so that they can be optionally improved. We therefore ask: What has been done? How was it done? What are the effects of these programs? How have the processes worked out? What impact have they achieved? The evaluation of processes in our work over the last few years has gained in importance.

In our institute the issue of safety in the cities is playing a more and more important role, and on different levels; safety in public spaces as well as the security of infrastructures, anything that goes under the term resilience. We recently held a major seminar on resilience. There, sitting at the same table, side by side, were people who had to work together in their cities in order to solve problems: the pub-

lic affairs office staff, city planners, urban designers, infrastructure planners, even policemen.

*Does the DIFU have research interfaces with the universities?*

Yes, we cooperate with universities and other research institutions, even with large research facilities. We also cooperate closely in practice; our method is not only interdisciplinary, but also trans-disciplinary in nature, we have an application-oriented approach. Where we lack professional expertise, we complement each other and cooperate. We have to make sure that everything works together, and that is succeeding quite well.

### **The town is an incubator for social energy.**

*How will these new demands on cities – in the entire infrastructure, in cross-section-thinking, in forms of cooperation and participation – affect training at the universities? What new kinds of courses are needed so that people in the administrations and in institutions and the business/private sector will be enabled to think things together?*

Training has become increasingly more difficult. Programs

leading to a master's degree are very demanding – sometimes they have unfavorable differentiations – and pose conditions that make cooperation and integration increasingly difficult. After all, professional cultures can be very different from one another, and one cannot reproach individuals for some of the effects. We should rather ask, more fundamentally, more emphatically, how we can foster and attain cooperation and cross-section-thinking.

This also applies to others, whether they be industrial engineers, whose focus is the direction of spatial development, or geographers, who approach matters more analytically, but who must be qualified to the extent that they can understand what others are doing when they implement their creative designs. They have to rely much more on each other.

*Can the interdisciplinary DIFU be a model?*

Internally of course our interdisciplinary approach sometimes means communication problems; our cultures are different. Geographers have a different culture than urban designers and city planners; engineers, economists and lawyers also have their own culture, but in the projects they are working together every day. This requires that we learn a lot from each other. We actually work together in everyday life, almost always in an interdisciplinary way, and we supply each of the partners with the necessary structures, processes and methods. All of our seminars have a wide range of participants who are close to the theme. We only expect success when everybody is open. Openness is decisive for solving the future tasks of the cities.

*Mr. Beckmann, with its research, the DIFU is acting as an incubator of urban energies. Thank you for this interview!*



**Those mostly affected are so often the poorer people in already underprivileged neighborhoods. This is why we need to teach the new players that the city is a living organism.**



## Prof. Michael Braum

Dipl. Ing. City planner and Architect, CEO of the Federal Foundation for Building Culture

### For a culture of mobility

Although Germany is leading in the manufacture of sophisticatedly designed vehicles, from cars to high-speed trains, it is average in the design of contemporary mobility. Public space degenerates into a conveyor belt for the staging of automobiles. Sub-confortable and only averagely designed streetcars, which run on dedicated tracks protected by railings, shape the image of our cities. We have bicycle lanes together with signs, lots of signs, which contribute the rest to greatly damage the infrastructural qualities of our mobility, although it would be easy to use the changes which actually occur to our mobility as a chance for quality in urban restructuring.

In order to set the course for mobility in a more sophisticated urban environment, we need to make many adjustments, in different dimensions:

*Culture:* Mobility is today seen as a given and not as a cultural achievement. A culture of mobility, however, requires consideration of others, different social behavior and slowing down. Only by intelligently adjusting different claims will we be able to measure the cultural value of urban mobility.

#### A culture of mobility requires consideration of others, different social behavior and slowing down.

*Systems:* Moving people and goods – short traffic – must be rethought. It has to become truly multi-modal and inter-modal. Real urban mobility means we have to stress the priority of short distances, which can be best accomplished by making cycling and local public transportation more attractive; these can be augmented spontaneously by increasing the availability of car-sharing and similar offers.

*Administration:* At present, testing and approval procedures often lead to loose administrative responsibilities. Transportation structures and spaces are rarely seen as a contribution to designing the built environment, we often misunderstand them as standardized functional buildings. Building culturally developed transportation facilities requires personalities in public administration who can organize approval methods inter-departmentally.

*Funding:* Traffic in Europe is responsible for nearly 30% of CO2 emissions, of which nearly three quarters are produced on the road. In order to ensure mobility while protecting the environment, we must shift the awareness in society to accompany a fundamental re-orientation of transport policy in favor of combined climate-friendly modes of transportation.



*Programs:* Narrow term-financing programs and budgetary rules actually determine how transportation projects finally look. A culture of architectural quality, on the other hand, requires that we combine all decisions essential to the commitment to ensure quality of form, which, in order to play a major role, must be integrated into future financing and regulations.

*Procedures:* As a rule, transportation projects are implemented on minimum standards, and design requirements only play a negligible role. We must, however, establish a culture of building not only in exceptional technical buildings such as bridges and train stations, but also in everyday life. This can be done by launching well in advance of procurement, interdisciplinary competitions or appropriate peer-review processes; that way we get quality in design and quality in engineering.

*Concept:* In order to develop a transportation infrastructure of spaces and places of good design, they must be approached as part of an integrated design for each site-specific situation. Only if we cooperate with neighboring houses will we make the space we use for traffic into truly public space.

*Interdisciplinarity:* We face many challenges: in demographics; in making sustainable the transition to a post-fossil-fuel mobility, of a change in urban structures. In order to meet them, we need solutions which can only be realized in an interactive process in the design and technical disciplines. In order to accomplish that, we have to adjust the *curriculae* in educational and training institutions to allow engineers, architects and planners to return to an interdisciplinary understanding of design.

*Participation:* In order to achieve a culture of interaction between society, politics and administration, we have to finally

bridge the gulf between the sovereign, the people, politics and the administration. This means strengthening civic responsi-

bility and participation not after, but before the first decisions are made.

**Participation means strengthening civic responsibility and participation not after, but before the first decisions are made.**

## Hans Jörg Duppré

District Administrator of the Southwest Palatinate, President of the German Association of Rural Districts

### Climate protection begins in your head!

The local implementation of the energy transition poses new tasks for the future of cities, counties and municipalities in metropolitan regions as well as in rural areas. Where else but here are the crucial courses set for realizing our ambitious goals in climate politics. This requires the mobilization of all *communal energies*.

Climate protection begins in your head. We need intelligent solutions to finally realize the enormous potential of possibilities to save energy. Energy-plus buildings – buildings which provide more energy than they consume – are not a utopia, but a reality. Still more important than constructing such buildings is raising the energy efficiency of existing buildings. It is for instance now possible to operate water treatment plants, whose energy consumption can equal that of a large neighborhood, as completely self-sufficient energy-wise. The use of LED lamps and their further developments in the lighting of roads and tunnels can be refinanced in a relatively short time by the savings in electricity costs; LED lamps also make a significant contribution to climate protection.

**The central task of sustainable urban development must be to minimize the distances between work and housing.**

We will also have to change our thinking about mobility. The central task of sustainable urban development must be to balance the allocation of housing, workplaces and institutions of private and public infrastructure and to thereby minimize the distances between them. The implementation of this goal can come up against limits in rural areas. There, as in the cities, we have to make and keep public transportation attractive by creating intelligent services while at the same time promoting the development of an infrastructure for the use of vehicles with alternative energy sources. Although this is not always reflected in the selection of projects supported by federal government pilot projects, the use of electric vehicles is already at a stage where they can even be used for rural areas, where they meet most favorable conditions. In the Bavarian Forest, for instance, the climate-friendly use of leased electric vehicles (cars and pedelecs – pedal electric vehicles) is already a reality in the tourism sector.



For the energy revolution to succeed, people have to be enthused. The first requirement – at all levels – is a coherent communications strategy – the lack of same is deplored by many players today. Whoever is or has been convinced that there is no sustainable alternative to using renewables or savings in energy conservation will have more understanding for unavoidable interventions in the city and countryside, for example for laying electricity transmission lines.

In general, it is our job to render social energies for sustainable urban development more fruitful. This includes reviewing the previous forms of citizen participation in the planning and approval process with the goal of supplementing and updating them in the age of electronic media.

There are people in Germany known as *Wutbürger* (enraged citizens) who feel left out and passed over, and they frequently impede implementing urgent measures needed for the energy turnover. We have to mobilize such people and bring them into the creative – and especially the decision-making – process.

Only if we can achieve real civic participation, which must be more than what some decision makers see as an irritating ritual, only then will there be wide social acceptance for the realization of measures necessary for the energy turnover.

**Only if we can achieve real civic participation, which must be more what some decision makers see as an irritating ritual ... will there be wide social acceptance for the realization of necessary measures.**

## Hans Hermann Junge

Dipl.Ing, Branch manager of IBM Munich, Smarter Planet & Solution Development Leader in conversation with Peter Zlonicky and Elke Wendt-Kunmmer

### Information can change behavior

*IBM Munich – Mr. Junge, what is your business model?*

IBM has continuously transformed itself from a leading hardware company to a provider of solutions. That means we are more and more partners to our customers in meeting their business objectives. Services and business solutions are the core of our business.

*What kind of services?*

We say *High Value Services*. They are consulting and integration services for all our industrial customers. We help them optimize their business models and create operational models that focus on the efficient use of all resources, and we also implement this in technical solutions. These include operational concepts in information technology – including services that are used for the management of entire process chains.

When we discuss the mobility of the future, the energy-requirements of tomorrow, or the linking of ecological values with mobility – these are topics of our initiative *Smarter Planet and Smarter Cities*. The addressing of these fields and their implementation depends on software and its integration into existing processes. The tasks deriving from it would be impossible to be managed without strong service competence.

For example, we can point to a specific challenge: ecologically-oriented mobility and energy management requires the combination of ecology-sensor-technology with the traffic control systems and the energy providers. If we want to be able to act ecologically demand-oriented, then it will be necessary to understand the interaction of these systems and steer them with the lessons learned. All data that come out of these three fields must be processed so intelligently that control mechanisms will result. Continuous monitoring of supply and demand, forecasting of availability, attainment of limits and the stringent application of objective target systems will be success factors for continuous improvement in managing our resources. The promotion of electric vehicles, which we are pursuing, will have a significant share of the need to understand and manage the relationship between ecology, enhanced mobility and energy supply. Certainly, such complex processes are controlled by software. The expertise to connect and operate these aspects is what makes our employees outstanding.

*Your website deals with thinking the city and innovative technologies together, but only two projects in Germany can be found there: Why only in Aachen and Mannheim?*



In Germany, the awareness of environmental issues and their management in the context of mobility and energy is very high. Compared to many other countries we have a high awareness of environmental issues in the public and political debate. City, state and federal governments have a strong interest in these topics and also provide large sums of funding for innovation initiatives.

**Everyone must have the opportunity at all times to obtain energy, but within an availability framework and ecologically balanced.**

In these types of projects, a very long-term strategy is required. They are addressed generally in the form of pilot projects, in which we participate. Various initiatives – for example, cluster initiatives in Baden-Wuerttemberg, energy initiatives at the National Platform for Electric Mobility or EU-wide activities – are important milestones for other pioneering projects.

Different segments of industry have focused intensely on these issues. Mobility, for example, is currently dominated heavily by the automotive and transportation industries. The public sector leaves this field largely to private industry, which specializes in developing and offering service-oriented models. This is done in close cooperation with the IT industry. The automotive industry is working on integrated mobility systems to ensure the connection between the different modes of mobility. Ultimately, the objective to optimize the desired individual traffic in connection with public transportation and other forms of mobility is what ensures the automotive industry business and also provides opportunities to expand, while at the same time meeting the environmental challenges.

We need good, reliable information, which we can provide the users of highways and city roads. Only in this way can

there be reliable early travel planning. This again is a skill that IBM offers: We build scenarios for the optimization of forecasting and its reliability. Our researchers, in our labs, are developing and constantly improving optimization algorithms that achieve a high level of reliability and generate confidence.

**It's about being able to save time, save resources, save energy and fuel. It has thus shown tremendous potential, not only financially, but also from an ecological point of view. Good reliable information can change behavior!**

*Such as?*

For the Bavarian State Government we developed a pilot project on the ring of highways around Munich. We predict how the traffic will develop – in half an hour, in an hour, in two hours. Then we look at whether and how our predictions match the actual circumstances – it was 95% percent correct every half-hour cycle! Even more interesting is however, that the prognosis for the two-hour interval was still 85% correct; this means that two hours before I get into my car I will know how traffic at specific locations will develop; I can thus adjust my travel planning accordingly. It's about being able to save time, save resources, save energy and fuel. It has thus shown tremendous potential, not only financially, but also from an ecological point of view. Good reliable information can change behavior!

*What about the links between public and other transportation: Are you involved in such projects?*

Yes. You're addressing a fundamental point. Cooperation with mobility providers of every persuasion is very important. It is also a major challenge for planning and operations for the city. In order to treat the issue from every side, cooperation scenarios can be created that bring together different skills and solution expertise. Any company that deals with challenges of the future must be aware of this. Working together with the public sector, with infrastructure and software providers, with city and medium businesses very much determines the success of projects. It is and always will be more of a collaborative matter, which makes the overall complexity greater. At the same time, however, this development is essential. We do various projects and our experiences with it are mostly good.

*The municipalities have no money. When you are researching and developing, you need money. Are there better conditions in Public Private Partnerships?*

We see that Public Private Partnerships are a good way to generate efficiencies in the city ecosystem. It needs innovative minds in our towns; minds which personally recognize and drive it. In a figurative sense the City (Mayor) must drive these issues forward actively with all stakeholders.

There are some good examples where, apart from road and highway construction, discussions on management issues and control issues have actively started. The longevity of such projects also requires increased funding, which, in consensus, actually bring potential savings to realization.

*This is an important interface. You have spoken mainly of software and the development of appropriate programs; now it's the cities which must implement these programs to modernize or redesign their infrastructure. What challenges do you see for the cities?*

We distinguish between two issues. For one: How do I deal with the existing infrastructure? Secondly: How do I deal with new neighborhoods to be planned? How do I provide this infrastructure with the technology to be able to process the collected data? These questions relate to the field of sensors, the application of communication technology, the collection in dispatch centers and the efficient transformation of data into information.

Let me give as an example the intelligent lantern. A lantern, as it exists today is relatively stupid – it gives light. Some lanterns are already so equipped that they can be switched on and off with a cell phone; their number is growing. They save energy by providing light only when it is actually needed. Let's think ahead. It is possible to install in such a lantern a sensor that also intelligently helps regulate parking: Where are parking spaces available? How can the driver learn of an empty parking space? It could also be integrated sensors that measure air particles and also triangulate the velocity and flow of traffic. Lanterns could provide even entire neighborhoods with wireless technology to ensure broadband access to the Internet.

**All data that come out of these three fields must be processed so intelligently that control mechanisms will result.**

The prospects in 10 years will focus on the accommodation of electro-mobility. The street lanterns might turn out to be the point at which we connect a car to electricity. Right now I'm not thinking of plugging a car into an electric socket, but more of getting power through induction.

Identifying and positioning cars – the moment a car passes through an induction coil, it is recognized, it registers itself and initializes calculation systems; after the driver stays there for half an hour, he has filled up with three kilowatts and gets a bill for 57 cents.

*The modernization of the existing infrastructure could help cities save in that they would not need to build major new systems.*

Yes, the upgrade can happen together with the replacement of the filament of a lamppost, which has to happen anyway on a regular basis. But how can you use information and

data that come with modernization target-oriented for steering?

We still think too much in concrete and asphalt. But we know very well – here I willingly come back to mobility – that the way we move in the future will require other methods of steering. I cannot simply assume that energy in abundance will be available in the future.

### **We still think too much about concrete and asphalt.**

*As far as renewable energies are concerned, the problem is that supra-regional transport is not assured. Everything you describe for the steering of intelligent ideas will take place locally. With which kind of energy will you henceforth be able to work locally?*

I think a large part of the supply, not only of the electric mobility, will develop via decentralized systems.

*Is there a next step to even connect to the positive-energy buildings and neighborhoods, to be able to use the energy produced by this also for mobility?*

We now come to scenarios of foreseeability. How is energy available? When is it available? Can I be sure? Whether it now comes from wind power or photovoltaic systems is still absolutely irrelevant. If, however – as in the traffic forecast – we are able to say with 95% certainty how much energy we need and when, we can control what additional resources need to be fed into the grid or can be switched off much more accurately.

The decentralized control of supply will play a major role. For a large industrial company to be energy-self-sufficient also requires the optimization of energy in relatively small units, that is, here the granularity is similar to a micro-grid and the implementation in form of *smart buildings* would have already been one of these optimization steps. Consider a number of major industrial complexes or public buildings – it could be an exposition park, or an airport, or a large railway station – and consider them as separate systems – I refer to them as micro-grids. At these micro-grids you can then try to manage the energy budget. Which energy resource should I purchase to feed my CHP block heating works? How much photovoltaic power is there? Do I have my own wind turbines? Another important issue is the management of energy use. When do you need which energy units? When do I use it and when do I feed it into the system?

*Does your Mannheim project achieve this?*

In the Mannheim model this is exactly applicable, and our office is part of the experiment: We no longer have stationary PCs. The staff all have laptops and communicate with the 430,000 people working for us worldwide. We've written apps that give our employees during the use of their

PCs instructions on how to optimize their computer interaction: *Must run the PC at the moment or Can't you close it? or does the screen in this room have to be on stand-by or can it be turned off?* In other words: How does one operate when one is an agent for the optimization of consumption?

A topic for us is how to deal with the demographic change. I see this with my children, how they use their smartphones as if they had never learned anything else. Our kids are *digital natives*. When I walk up the stairs to the top demographic, middle-aged people are the *digital immigrants*, they are able to selectively receive and process information for themselves. But then there are the *digital illiterates*.

How can we better promote the process of everybody's participation? For those who are familiar with communications technology, one can establish participation schemes. The big challenge is the early involvement of people on subjects of the future. We can not allow changes we expect to be decided on price, we have to be wiser. Are our homes properly insulated? When can I turn off the heater, when not? Must I drive my own car? How much do one hundred kilometers of other modes of transportation cost? Where is the nearest doctor, who takes care of me, how do I get help as quickly as possible?

*How should cities change, how should the awareness of the city and federal policies change so they accept what is necessary in the future?*

### **We can not allow changes we expect to be decided on price, we have to be wiser.**

In cities, I think it is necessary to establish a hierarchical staff, which is directly responsible to the mayor and which concerns itself with the management of innovation. How does innovation look for this city? In Karlsruhe, the first mayor made the future her personal agenda. She sees herself as the cities agent of change, and has said: We have innovators, industry, science, a trade fair organization, we are well positioned politically and a recognized city. Karlsruhe has set examples of how to integrate players and management in the process of urban development. There is an innovation group and a steering unit, and they deal with the future prospects of all possible questions. In these bodies, great emphasis is placed on urban development – be it transport systems, healthcare systems of the future, nursing homes, kindergartens and so on. Thus, what a city needs is introduced relatively early in the policy debate.

Here, the different areas fit into the *Smart* concept: Services for older people, accessible and optimized planning of kindergarten places, trivial things that you can use information technology to optimize.

*Such thinking is difficult in public administration, because it is organized sectorally and cross-cutting issues are barely perceived.*

Absolutely.

*I see that at the local and at the federal levels. In the BMVBS we have the connection between transport and urban development under one roof, but in two separate departments. When it comes to coordinating programs and projects with other departments of the federal government, it remains difficult to include environment, research, energy, economic and social affairs. What do you expect from the federal government?*

The Ministry (BMVBS) is doing a good job by asking questions and conducting discussions on urban development, transportation and systems of the future. When I think about *Toll Collect* or congestion-charging systems, these issues must be wired with colleagues for the environment, education and research; they must be concerted actions of the ministries involved, must be treated as a path to progress. Basically, it comes down to innovation management, thus the integration of many different functions, for which I need investment management: What do we perceive as important for our country?

**It would be very good if there were also a bit of innovation management in the federal government which would cross the bounds of ministerial responsibility.**

Of course it would be very good if there were also a bit of innovation management in the federal government which would cross the bounds of ministerial responsibility. Sometimes I have the feeling that there is too much fighting over who is competent for what: who's responsible for that? Who does what funding? Under whose umbrella is that project? At the end, who comes up smelling roses?

The *Memorandum on Urban Energy* is a good thing, but we have to manage the next steps well. This includes permanent collaboration. I've personally decided to participate in this group and be persistent when it comes to incorporating information technology. I like doing that, I feel that we owe it to our country and to our state.

*Which cities in the Republic are on the way to reasonably addressing integrated work methods?*

The city of Dortmund is also thinking along with IBM about skill management: what training, what expertise in public administration do we need in future? How should the management of expertise look today? What kind of people will we need in the future, who know the link between urban planning, energy and health inside out? Those are frequently people who think outside the box. In Dortmund, the question has come up: how do we deal with the knowledge that those who are now working in our organizations and will not be at our disposal in four years? We cannot pretend as if this knowledge were obsolete. How

can this knowledge be structured? The City of Dortmund has applied to IBM for the so-called *Smarter Cities Challenge*; it has discussed the question of how to obtain the management expertise needed in the future.

*Does the fact that Mayor Sierau is a spatial planner and has worked extensively in research play a role in this context?*

Yes, you can see that the topic is important to him. Basically he has, because Dortmund applied so brilliantly, won the award for his city. Another good example for me is the *InnovationCity Ruhr*.

*Bottrop ...*

Yes, Bottrop is trying with many industry partners and public funding to comprehensively develop a mature city center, including information on control; the city is trying to think of the future and the supply of the city in micro-grids. This is a mammoth project; what they have begun is fantastic. *InnovationCity Ruhr* is doing a good job. These examples are all getting international attention and will lead to successors, so-called *followers*, will say: *We want that too!*

*Can't such projects do more for urban development than the popular 'festivalisation'?*

It's still easier to make an attractive building than to discuss how to bring a city completely to a higher level of energy efficiency. That's not easy and requires expertise, an innovative group of people who get involved beyond the usual level.

*We're back to the topics: forming awareness and learning by examples. In Munich, the various parties usually find agreement quite well when it comes to their town; if a proposal is reasonable, it generally gets accepted; in Berlin, for example, there's a lot more friction.*

Yes, absolutely.

*What future developments for Munich do you expect?*

Munich may set a good example. We have discussed the *Green City Index*: How green is the city? What are they doing to embed environmental issues? In Munich, the first micro-grid projects are being developed: the public utilities are building, together with Siemens, an ecological-economic model for the integration of renewable energies. Munich should be able to afford to become a smart city, defined as a controlled system of networks in an ecological and economic sense. There are a lot of smart and very progressive people in Munich. I would like to give Munich really good grades, I think the city is on a good path.

*How should cooperation with universities, science and research develop further?*



The Technical University of Munich is doing a lot on electric mobility. What BMW in Munich is doing with the various scientific functions works very well. We work closely with the Leibniz Computing Center. The Board of Building discusses with us openly about *prediction scenarios*. I think if Munich would place even more value on an innovation-management circle, it could all go even faster.

*Does innovative collaboration also work on a European level?*

There's the *Covenant of Mayors*, representing the mayors of approximately 200 cities, and all of them are occupied with innovative topics. The courage to translate concepts into reality is largest with the Spanish, they simply do it. Even with the Italians, we see some very good projects. The French are slowly but surely beginning, even where it hurts. The attitude of the Nordic citizens to the issues of the future is very open, they are well informed.

We in Germany play a prominent role in technology. With us, it is especially the middle class which has been dominated by the energy discussion. We're at the head of the class when it comes to technical concepts and technological solutions – that's because of our engineering mentality.

To draw a conclusion: What IBM sees in *Smarter Planet* and *Smarter Cities* comes down to a fairly simple formula. National urban planning policy is more concerned about the supply links, the ecology of mobility, of health care, the demographic change and educational opportunities. Information technology will have, after concrete and buildings, a much greater value in order to master the challenges of the future far more efficiently and with much friendlier service.

*Smarter policies for smarter Cities! Mr. Junge, we thank you for this talk.*

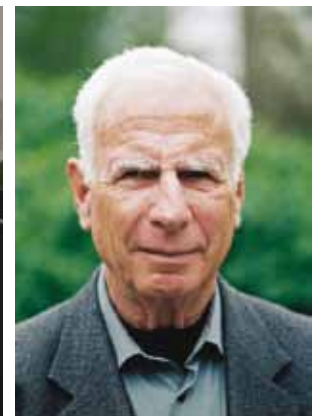
**We need people who know the link between urban planning, energy and health inside out. Those are frequently people who think outside the box.**

### **Dr.-Ing. Jens Karstedt**

President of the Federal Chamber of Engineers, together with **Prof. Dr.-Ing., Drs.h.c. Jörg Schlaich, em.** Professor University Stuttgart, Office Schlaich Berger und Partner (SBP), Stuttgart/Berlin

### **We need an energy revolution**

The Berlin Building Chamber and I personally as curator are extremely pleased that Professor Schlaich is, with his paper *Prosperity For All With Electricity From The Desert*, making a valuable contribution to the discussion about the current debate on the future of energy in our cities. This idea, represented by Prof. Schlaich for many years, up to now has not been disproved and for that exact reason, it is highly up-to-date precisely because of the necessity recognized by the policy of turning to new sources of energy. We are therefore very interested, that this concept of energy supply, which enriches the public discussion, is getting increased attention.



## **Prof. Dr. -Ing. Jörg Schlaich Prosperity For All With Electricity From The Desert**

By far the largest challenges of our time are poverty and hunger in the *poor countries* of the earth. According to the aid organization Care, alone in the West African Sahara more than ten million people face a hunger crisis, in Nigeria 5.4 million people are directly threatened by hunger.

*The scenario gets even much bleaker if we take into account population growth. Today there are 7 billion people on the earth, only one billion of whom live in prosperity. By 2050 the world population will have grown to between 9 to 10 billion people. If we aspire to prosperity for all, we need several times as much energy as today. We not only need an energy turnover, we need an energy revolution. Only when we think of something quite different than what we know today, will there be prosperity for all. (Prof. F. J. Radermacher).*

Those responsible in the *poor countries* should experience that they have an unbeatable advantage: infinite desert areas with intense radiation of the sun, at least twice as strong as ours, a vast inexhaustible source of clean energy.

**It really works and it works immediately: prosperity for all with electricity from the desert. We can if we want. And we must!**

We – and especially our energy supply utilities – must urgently seek to collaborate with these sunny countries and develop solar power plants, which they can most possibly build with their own resources and manpower and thereby double their advantage: they get cheap solar power and countless jobs, which is exactly what they now lack for a decent life.

When they have met their own energy needs, they can – together with our energy utilities – turn to exporting solar electricity on high-voltage direct current lines to the North with low loss. It requires only a small part of the desert areas of the world to meet world energy demand.

We too benefit by importing clean, cheap and inexhaustible solar energy and simultaneously from a new market for our products in these countries, which they can afford thanks to their new and stable income.

With this power from the desert our current tiresome debate about to which of our own renewable energy sources belongs the future, should come to an end:

**We – and especially our energy supply utilities – must urgently seek to collaborate with these sunny countries, develop solar power plants, which they can most possibly build with their own resources and manpower.**

There exist, of course, hydropower plants, geothermal energy and – at least until the power arrives here from the desert – the wind. Photovoltaic power will have to return where it really makes sovereign sense, to the decentralized supply of small units.

We need large solar power plants, which can be built and operated – as possible – indigenous in the desert countries. In addition to multiplex proven mirror power plants, especially the wind power plant offers best possibilities in combining three well-known techniques in a new way.

Under a large glass or roofing membrane, the air is heated by sun-radiation. It flows in the middle of the roof into a chimney-shaft which is open below and is drawn upward. This updraft is converted by means of turbines and generators at the base of the shaft into electricity. The wind power plant with a simple storage guarantees a 24-hour operation.

A few percentages of the Sahara are sufficient to meet the energy needs of Europe and Africa. From the meteorological point of view there is no negative impact on the climate. The wind power plant, comparable to the hydroelectric plant, is sturdy, easy to maintain and has a long life. After the plant has been depreciated, the electricity it produces is almost free. Its building materials are, instead of glass and concrete, mainly sand and stone, which in the deserts are practically inexhaustible.

A small 50 kW prototype demonstrated in 1980-1989 the functionality of the chimney power plant. What is now urgently needed is a larger prototype to demonstrate that the future energy supply of the poor desert countries is just as possible as in the northern industrialized countries with the help of the sun.

It really works and it works immediately: prosperity for all with electricity from the desert. We can if we want! And we must!

*HP. Allow me to point out that the idea, under the name Desertec providing Europe with solar power from the Sahara is, while important and right, not new (see my posting How much desert does a car need in the Festschrift Bulling, Stuttgart Aug. 1989, and How much desert does a car need, in the proceedings of the IABSE, May 1990 and even earlier, New and renewable sources of energy in Concrete and Steel Concrete Construction, April 1982).*



**Barbara Kux**  
Member of the Managing Board of Siemens AG

### **Sustainable cities are the future – Technologies set the stage**

Already more than half of humanity lives in cities, and the tendency is rising. Growing cities offer opportunities for development, employment and prosperity. We are, however, forced by limited natural resources and climate change to organize urban life in the future so that development is sustainable. The renewal of urban infrastructure has a key role to play. The cities of the future require energy efficient buildings and mobility, the use of renewable energies and intelligent transmission, distribution and storage of electricity. The technologies for this are already available.

#### **The cleanest energy is always energy not consumed.**

In designing basically new urban energy systems, it is advisable at the outset to keep a simple rule in mind: the cleanest energy is always energy not consumed.

In the future, cities will have to deal with energy more efficiently. Buildings consume 40% of world energy. By automating heating, ventilation, air-conditioning, lighting and cooling systems and using shade it is possible to achieve great energy savings. The energy-optimizing of an individual building can bring immediate savings of 15 to 30%. Good thermal insulation is also very important. A study in England showed that the largest single effect can be realized by renovating the façade.

When it comes to mobility, the greatest energy savings can be realized by better coordinating private and public transportation. In a sustainable city, the growing number of vehicles will no longer fill-up at conventional gas stations, but will be recharged at an electric outlet. More and more people will be on the go in modern hybrid or electric buses or in subways with extremely low power consumption.

The cities of the future will set their transportation network increasingly on the use of renewable energies. Medium term, these energies will manage without public support. This goal has nearly been reached with respect to wind energy. Industry-led innovations at the present will make a kilowatt - hour of wind-power as cheap as one from coal.

In addition, it will be possible to have intelligent networks for electricity transmission and distribution, thus enabling two way communication. These so called smart grids improve the efficiency, reliability and security of electricity supply. They also offer the consumer the ability to actively participate in the energy market and to make a contribution to climate protection. The town of Wildpoldsried in the



Allgäu region of Germany is one example. Here the residents produce with photovoltaic, biomass and wind power technology twice as much electricity as they consume. Surveys show that more than one billion tons of CO<sub>2</sub> could be saved with smart grids by 2020.

An important addition to smart grids are the energy storage silos, which can store surplus energy for hours, days and even weeks. A particularly advanced development here is the conversion of electricity into hydrogen via electrolysis. The hydrogen thus produced can be distributed and used via the existing infrastructure for natural gas.

#### **Industry-led innovations at the present will make a kilowatt-hour of wind power as cheap as one from coal.**

These are all examples of the technologies for sustainable cities already being provided by industry. The public sector is equally on call. Intelligent urban planning and sustainability oriented building requirements and regulatory burdens are actions that cities can take themselves. In addition, the business sector here may help with financing concepts. An example is energy saving contracting for building techniques. This is a combination of consulting, installation, service and financing.

In the framework of an energy-savings contract, Siemens has analyzed and optimized 186 public buildings in Berlin – museums, university buildings, swimming pools. Total annual cost savings of almost 2 million euros could be realized.

Through the combined efforts of business and politics, sustainable cities could soon be a reality. The first steps require only a change in thinking. We should move to an integrated process of urban planning and urban energy supply, in which, in the initial phase of sustainability, experts and

representatives of stakeholder groups are already involved. Regulations are needed to pave the way for the implementation of the necessary technologies.

Siemens is ready for this task as a reliable partner with a variety of products, services and consulting offers. The technologies and know how are available. The course has been set.

**Surveys show that more than one billion tons of CO<sub>2</sub> could be saved with smart grids by 2020.**

**Dr. August Ortmeier**, German Chamber of Industry and Commerce, Director of Services, Infrastructure and Regional Policy and Legal Assessor **and Ass. iur. Tine Fuchs**, Head of Urban Development, zoning, planning, law, national consumer policy German Industry and Chambers of Commerce, DIHK.

### Smart Cities – new circuits require new networks

The term *Smart Cities* stands for intelligent, integrated and networked cities. In an intelligent city, digital technology facilitates the organization of processes, because digital networks provide significantly better control of processes as well as a faster absorption and dissemination of information.

The city of the future must face the challenge of demographic change, find new solutions for energy and water supply, for environmental and climate issues and last but not least for supply and waste disposal.

In the networked city new communication technologies offer reliable and secure information as a basis for efficient municipal services to citizens, businesses and the city.

With new communication technologies digital network infrastructures can be constructed. They help better cope with these challenges. Thus, data about the particular needs in rural areas or densely built neighborhoods can be collected, analyzed and integrated, for example, to meet the challenge of water supply coverage to provide good quality drinking water and create new energy circuits.

Integrated planning processes in the city can take advantage of these benefits. That is, the overall urban development can be planned across departmental boundaries within the administration and in cooperation with citizens and business. Thus, targeted areas for the establishment of businesses are provided and aligned accordingly with the technical and social infrastructure.

**Energy cycles in the neighborhood should be organized so that using the house to generate energy and feed excess energy into the network while connecting to private mobility.**



The development of *smart cities* is relevant to the economy for two main reasons: as a leading market of intelligent technologies for efficient and networked infrastructures and for the mediation of information and knowledge. Besides, with information and communication technology, energy efficiency can also be considerably improved.

It requires, however, much more communication, cooperation and community spirit than in the past, because the organization of smart cities has a direct impact on individual lives. This is most evident in the reorganization of district energy circuits. They work for example by generating solar energy via solar panels on private houses, using the house as a storage facility and feeding excess energy into the network while connecting to private mobility, to the car battery.

Urban development is not only -- since the phasing out of nuclear power -- faced with the challenge of combining civic, economic and urban policy commitments with each other. To enhance business streets or squares, citizens, city and business cooperate in various ways – as advertising and trade associations and neighborhood communities. As in the north American model of urban development of the Busi-

ness Improvement Districts (BIDs) they developed together a set of measures and financing concepts to design public space for trade and services, a site for craft and commerce, and to make it more attractive not least as a place for culture, politics and public also finance this together. Wherever possible, barrier-free sidewalks lead into shops, new benches and greenery make for a more pleasant urban climate.

The Organization of Chambers of Commerce initiates the organization of local networks and is moderating the player processes. Traditional associations, such as mercantile or industrial associations, facilitate the individual approach of most different partners.

Professional managers of communication, process and planning are the right go-to-people for the creation of networks

of information and knowledge transfer and organization of participatory processes. They usually have the methodological competence to select the most appropriate communication platform and to organize these open dialogue processes. An example is the organization of the communication process for the construction of the pump storage station in Atdorf (Baden) by the Schluchseewerk Corp.

Experience shows that the right way to approach the partners in the administrations, citizens, stakeholders, business, media and urban policy is crucial to the personal and financial commitment in an urban development project. Attracting with public budgets right away has not proved helpful. First one's commitment and willingness are required to participate personally and financially, indeed from all participants on site; only then can the start-up funding of certain project components be effective.

**First one's commitment and willingness are required to participate personally and financially from all participants.**

## Holger Schwannecke

Secretary General of the Confederation of German Trades

### Trade – local activation of urban energies

#### Mobilizing energy through proximity and networks

It is necessary for German cities, as livable and diverse communities and places, to retain their economic prosperity. Currently cities and communities and also their commerce face significant challenges: the energy turnover, ensuring social cohesion, improving integration, demographic change. In addressing these societal tasks, cities can play a major role if they consider their strengths. Cities are places of diversity and density, for intensive and productive exchange. Societal and economic actors in the cities can mobilize considerable energy and innovation forces if they are provided with the necessary framework.

From the perspective of the local craftsmen, the *city of short distances* is not a model of the past, it is also a key to solving future challenges. Especially the management of demographic change requires communication, services and supplies close to home. Also a successful policy of integration must begin in the neighborhoods – starting with



good schools and developing into on-the-job-training for apprenticeships and jobs in the enterprises. The energy turnover in particular is going to require local experts, people who can mobilize precisely the potentials of real estate and urban districts. Energy can be used more efficiently, in particular by providing networks. Depending on the condition

of existing buildings, each city and each district will need customized solutions.

Although the trend to the city's renaissance is welcome, it is accompanied by many enterprises establishing themselves in the peripheries.

**Social and economic actors in the cities can mobilize considerable energy and innovation forces if they are provided with the necessary framework.**

An intelligent policy for the protection of the use of land and sites could counteract this tendency towards displacement. Cities need providers and suppliers of quality products and service, they need creative and innovative *next door* types in the shopping districts, courtyards and commercial areas. The municipalities are dependent on local entrepreneurs, dedicated in clubs and diverse societal and social institutions on people who exchange ideas and network extensively with their customers, their neighbors and their partners in society, industry, commerce and science. This is the mixture from which urban energies result.

#### **Updating the National Urban Development Policy**

The National Urban Development Policy should ensure a continuous application of the best federal programs and

stable long term funding of urban development.

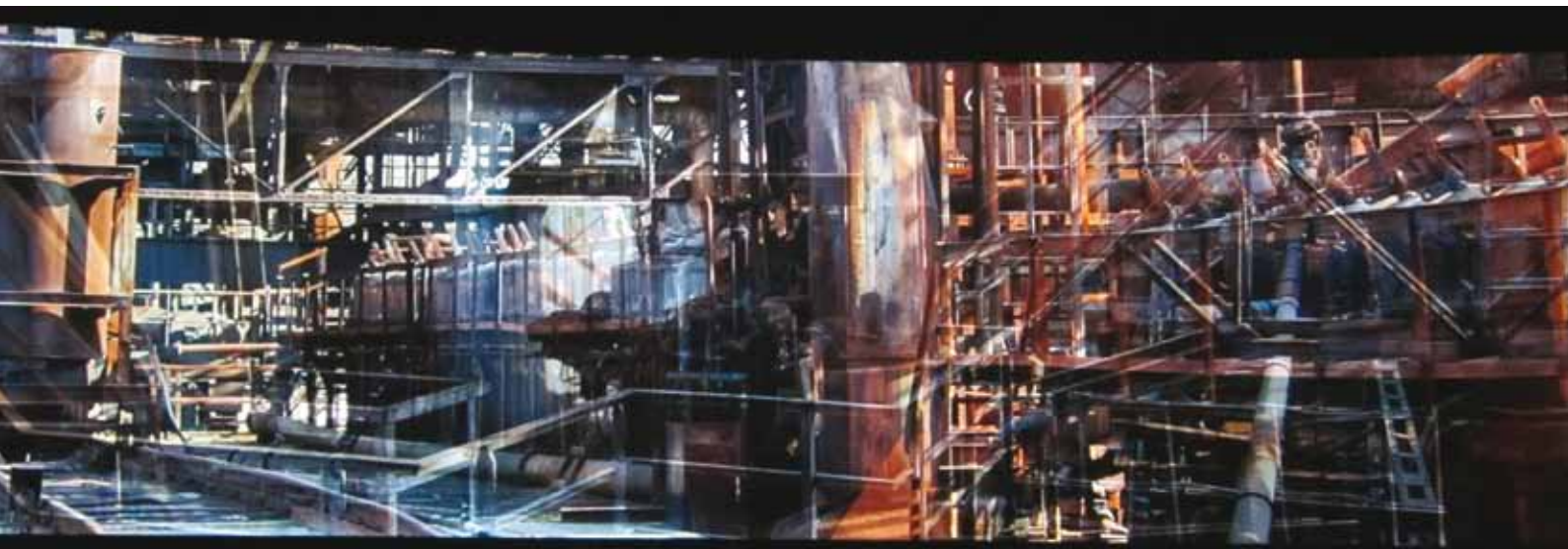
The Urban Development federal programs and the accompanying discussion forums already offer an important platform for developing and sharing innovative ideas. It has been shown that in the past, programs on the local level could be initiated which would have otherwise hardly been implemented in small and medium-sized cities. Future urban development policy should aim to include players *on site*.

Entrepreneurs need to be involved on issues that affect their daily work: integration in the district has to do directly with securing the best specialists and professionals: improving the appearance of public space can be a contribution to attracting customers.

In the framework of the National Urban Development Policy we should intensify discussions to secure a good urban mix. Desirable is for example to secure and further develop the support of urban programs for small-scale businesses.

Trades in the inner cities, especially the crafts, are not only a historical reminiscence. More than ever, these small and mid-sized businesses are essential for a modern city. Only with them can urban energies be comprehensively activated. They should, therefore, at an early stage, be involved in the development, concretization and realization of local initiatives.

**More than ever, these small and mid-sized businesses are essential for a modern city. Only with them can urban energies be comprehensively developed.**



## Hans Georg Wagner

Dipl.Ing., President of the Federation of German Builders, Architects and Engineers BDB

### New building activities for the city

The *Urban Century* challenges Europe in terms of town planning with a new dimension. If the 20th century was characterized by the necessity to provide adequate and affordable housing for the population, the years up to 2100 will be determined by the urgently needed adaptation of existing buildings. To optimize our buildings for the climate and to adapt them for an ageing and shrinking population are the core tasks. They are closely linked with each other and can only be adequately resolved in social consensus.

In recent years it has been shown that to govern by *bypassing* the citizens' expectations and legitimate aspirations doesn't bring forth the desired results. Neither one can encourage energetic refurbishment measures by ethical appeals nor is the perspective realistic to activate investments in existing buildings by promising high profit within the time-horizon of human life.

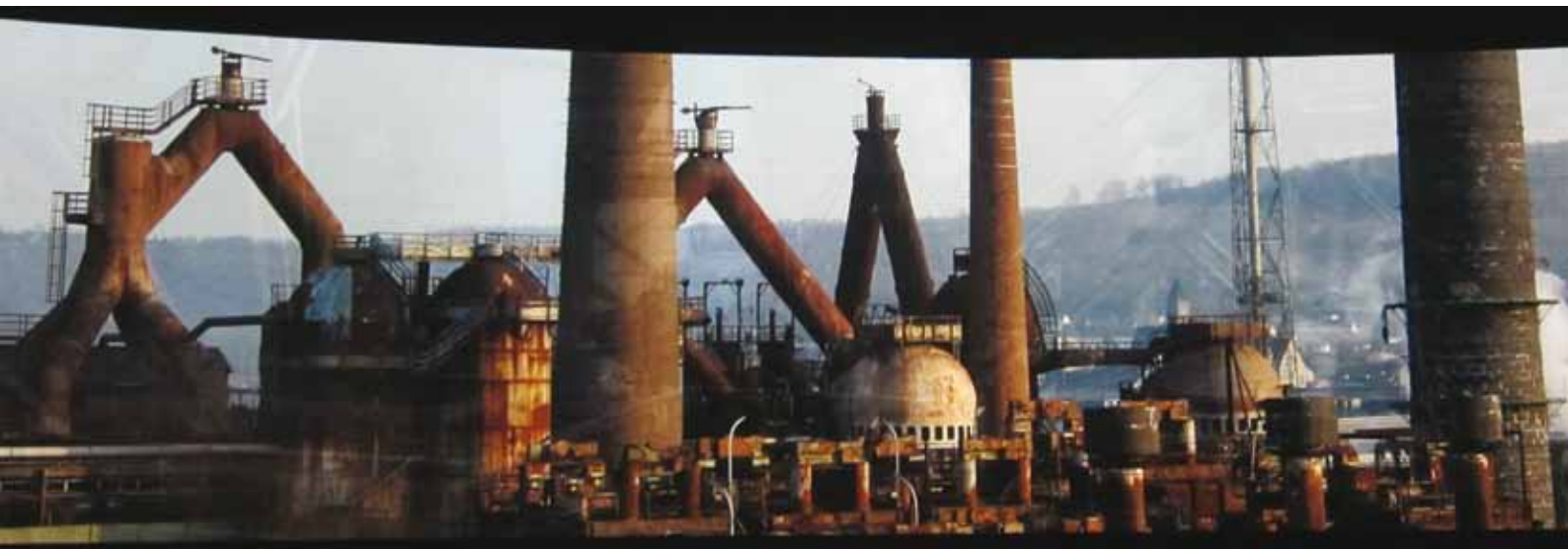
New energies for the city! What we need are three elements that can be implemented through policy-making at the federal and state levels.

**If we want to make the city a living space of new energy sources, we must also recover the outdoors and landscape areas to be included in promotional concepts.**



### Building needs trust

It may sound banal, but especially in the German tradition, the design and construction of buildings are still seen as a project in time, even for a lifetime. That has given us indeed – compared to the rest of Europe – until today a rather low rate of home ownership, but has brought us the great advantage of residential buildings that are the result of good planning and quality construction. It is therefore a realistic project to comprehensively and sustainably put the energy efficiency of existing buildings and the necessary demographic adjustment process on the right path. To do this it is necessary that the private investor feel secure, that his



investment today will profit him tomorrow – both from the emotional home value as from the financial point of view. I would therefore wish for a national program for saving energy to communicate a clear idea of how our homes (and other non-residential buildings) can be developed in the next thirty years. Such a program should be developed and communicated on a broad political consensus; in doing so it should be unequivocally taught that a support program from today will endure for decades. Housing policy is not suitable for short-term political positioning effects. Whoever really wishes to implement the energy policy objectives, which federal government and all provincial governments have formulated in recent years with great ambition, will have to communicate that the goals are serious suggestions.

### **Investing with profit**

Whoever invests in his building will only do so if he expects clear profit. To focus on energy-saving modernization methods is thereby not enough. The current discussion on society getting older, on care and dementia, is bringing challenges to the consciousness of a large audience, which come along with the high life-expectancy of this and future generations. It is encouraging that these issues are no longer tabu. The basic quality of an apartment or a private home is to enable the residents to have the longest possible period of life within them.

A foresightful policy for building new homes must seize and strengthen this impulse for example by making the creation of a barrier-free environment eligible for investments. A concrete contribution would be to allow tax deductions for appropriate structural measures. If we wish to give new energies to the city as a place to live, it will be

necessary to include measures of demolition and replacement of buildings as well as the reclamation of open spaces and landscape areas.

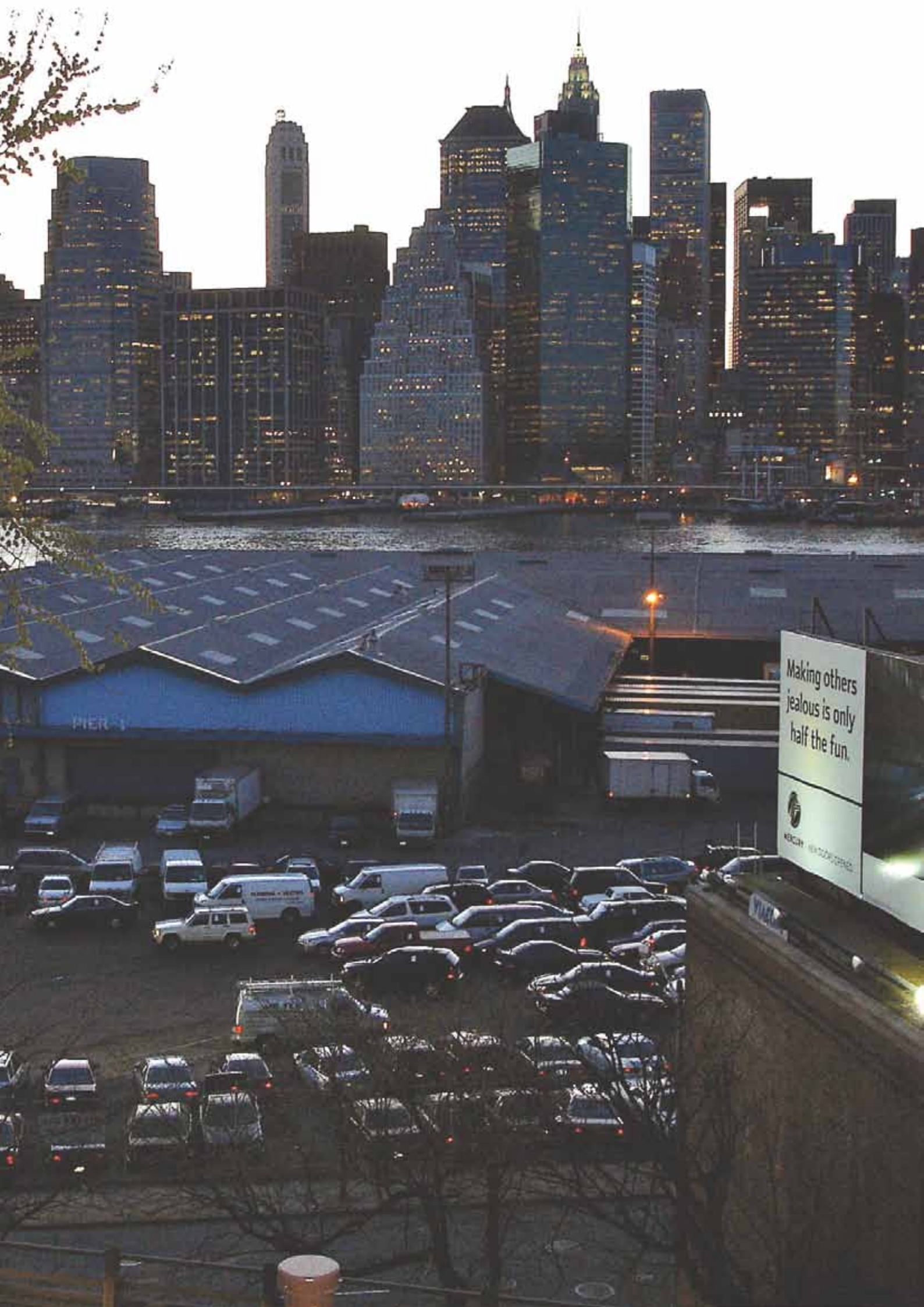
### **Competence and Communication**

Political framework requirements have to be actively communicated and applied. This implies that the federal government leads by exemplary measures, promotes courageous pilot projects and in policy statements refers continuously to the need for energetic renewal of existing buildings and on the *demography-proof* transformation of our homes and living environment by designating positive examples. In order to accomplish this, the Federation of German Builders conducts regular competitions and student workshops, which initiate and discuss concretely experienced building projects on site. In this context it is important that in architectural competitions the best solutions vie with each other and that citizens are brought into the public discussion of such projects as early as possible. The example of *Stuttgart 21* showed impressively that neither the will of an institution acting in an authoritarian manner nor the media-oriented protests of a minority which feels isolated can lead to constructive results. It is high time that we learn a lesson from this process.

We professionals are challenged to continuously communicate our findings.

The construction of our cities to meet the future firmly demands the combination of competence, conciliation and communication. If we wish to reach our ambitious social and environmental goals, we cannot do this without acting in a concerted way.

**The construction of our cities to meet the future firmly demands that we combine competence, conciliation and communication.**



Making others  
jealous is only  
half the fun.

  
KELCOY

PIER 11

# 3

## Identity and Integration



## Adolf Bauer

President of the German Social Union (SoVD)

### Uniting reliability and future orientation

As president of the German Social Union I have, of course, a special perspective on the roles and functions of National Urban Development Policies. I review and evaluate all construction activities according to whether and to what extent they are capable of improving the living conditions of each individual and therefore of the entire society.

In my view, each project must first be critically examined to see if it is suitable for strengthening the cohesion of our society and whether and how well individual urban development plans meet this important requirement, and not only if it is based solely on financial considerations.

To my way of thinking, good urban development policy has the potential to create more than just beautiful exteriors: With good urban development policy – if it is well thought-out – the foundation stone can be laid for a better social environment.

**Only those who combine continuity, maintaining values, reliability and forward looking thinking can further develop living space for individuals and their environment permanently and sensibly.**

Especially with the discussion of *new energy sources and their integration into cities*, social factors must be strictly observed, so that, for example, new ecologically valuable and sustainable neighborhood concepts will be really well-accepted. What help is a beautiful wind farm if it has to be shut down because of the noise? Only those who combine continuity, maintaining values, reliability, and forward-looking thinking can further develop living space for individuals and their environment permanently and sensibly.

This requires more detailed analyses of the situation. Not only must we know the social, economic and historical backgrounds of each project, we must also see if the project has the ability to be integrated into the local context.

Only those projects – it doesn't matter if they're in urban



design or in politics – are widely accepted when they orient themselves to local conditions and take cognizance of the people's needs and let them participate. It begins in the planning stage and continues through all the other phases of building living space.

We from the social union have already experienced this. As a member of a large German housing company we decided last year on a project, which should result in a more than positive attitude to life and a good social climate: We call it Zero-E (for emissions): it will reflect our vision of building and living with a positive outlook for the future. Many years have already been invested by the project-partners in planning and development.

Our concept is based on a durable carbon-neutral settlement, covering among other things, heat recovery ventilation systems and an extremely low residual energy requirement, based on water power.

The project has been completed. It has residential units and the necessary infrastructure, which is tailored to varying needs. It fulfills all our wishes for climate-neutral construction and housing, and has been – also thanks to an extensive analysis of the situation as it was when the project was begun – very well received.

**Only those projects – it doesn't matter if they're in urban design or in politics – are widely accepted when they orient themselves to local conditions and take cognizance of the people's needs and let them participate.**

## Prof. Dr. Sebastian Braun

Head of the Research Center for Civic Engagement at the Humboldt University of Berlin

### Civic engagement as a resource

In a time of financial crisis of cities and towns, the question whether *the welfare state has a future* in Germany is the nucleus of urban development policy debates. One aspect is unmistakable: Beyond state-fixed and market-liberal approaches, civic engagement is noted in clubs, projects and initiatives as an alternative monitoring-resource to address the welfare state crisis-phenomena. This shift is also due to the popularity of politically pluralistic welfare models of the *activating or guaranteeing state*, they favor a mix of different management tools, network- and process-like forms of control and the involvement of civil society actors in the production of welfare-related goods and services. While the state previously held the responsibility for guaranteeing, financing and enforcing the rules affecting the production of public goods, it is now – this is one of the key demands – limited to the guarantee function, assigning the enforcement and funding responsibilities to civil society players and with it the opportunity to create structures for citizen commitment.

### Co-operation and co-production by governmental and civil society actors

In view of these developments from an urban policy perspective, there is a fundamental question, which, for a future pluralistic welfare arrangement in the cities, is no less important than the role of *active citizens* in a democratic society: if, and to what extent, do privileged players, such as parties, bureaucracies, parliaments or influential associations really engage themselves in a new division and transfer of power, and thus renounce, to a large extent, in favor of the citizens, their structural advantages in the political process? The ingenuity of the *concerned* citizen cannot be a guarantor or co-maker for a reduction in welfare benefits.

On the contrary: if there is just a sneaking suspicion that voluntary engagement was being instrumentalized for the purposes of the state, then municipal civic commitment would quickly learn that it has become a democratization of powerlessness, which, in the long run, must disappoint and reduce the willingness for people to get involved. Just because a proper sense of civic engagement – with features of voluntariness, autonomy and practical orientation – reflects a certain direction, it has to revolve around co-production and cooperation between state and civil society actors, rather than exploiting this commitment for government purposes.

**The fundamental question of active citizen participation is moving into the foreground.**



### Active participation of citizens in the community

To a certain extent it is obvious that the current debate on citizenship is gaining momentum and that the fundamental question of active citizen participation is moving into the foreground. Especially in the discussion of the *civic society* – keeping in mind urban development policies – such accents are being increasingly placed. Key words are the institutionally sponsored citizen-participation, open government institutions and strengthening the subsidiarity or communalization of policy tasks. A fundamental reassessment of *active citizenship* would force state and administration to reconsider and possibly abandon familiar positions. In all probability, the question of the future of civic engagement, especially in the politics of urban development, will likely move back and forth for some time between two extremes: the exploitation of citizens for public purposes versus social control of public affairs by the citizens.

### Urban development policy as management of state and civil society interaction

In this negotiation process, a central challenge to urban development politics could be to support the sophisticated management of the interaction between state actors and citizens in a complex institutional structure of urban society. The work in inter-organizational networks requires that cooperative relationships are newly developed between the various actors, attaining the coherence of public and private activities, a coherence which orients itself more on effects and less on short-term outputs.

### Research – Consulting – Impulses

Against this background we at the Research-Center for Civic Engagement at the Humboldt University of Berlin are discussing the many questions on the development of the

civic engagement of individuals and organizations, especially in modern urban societies, by carrying out research projects, consulting organizations and giving public impulses through meetings, conferences and publishing papers.

In this way the knowledge transfer and dialogue between science, politics, non-profit organizations, companies and government institutions on civic engagement are constructively supported and encouraged.

**A reassessment of *active citizenship* would force state and administration to reconsider and possibly abandon familiar positions.**

### Attorney Eckart Drosse

Chief Executive of the Construction Industry Association Hesse-Thuringia, Executive Director of the Ettersburg Castle Foundation

### A look at demographic change

The change in demographics is shaping our present and future more decisively than many parallel developments. Although the process is not reversible, it is designable in that it involves all levels of political and social life. How do the local players deal with this? Do they recognize the challenges and opportunities with which an explicit design of the demographic development is connected?

To accompany Thuringian players in politics and society actively in this process, the *Service Agency Demographic Change* started a joint project in March 2011, which is called *Ettersburg Castle Foundation – Designing the Demographic Change*; this foundation works closely with the Thuringian Ministry of Construction, Regional Development and Transport.

Under the stewardship of the Foundation's CEO, Prof. Dr. Klaus Töpfer (since July 2012, Petra Roth) and Minister Christian Carius, the agency serves as a center for information, counseling, service and competence for the varied questions of Thuringia's demographic change. The institution's service character and the implementation in partnership with administrative and civil society structures are still unique in Germany.

It was advisable that both partners cooperate with one another. In addition to the fields of construction and traffic, one of the main tasks of the Ministry is the strategic planning of Thuringia's development with special emphasis on demographic and ecological changes. The Ettersburg Castle Foundation deals with the interdisciplinary implications of demographic change to our built environment, urban



development, structure of settlement and infrastructure as well as their economic interactions.

The agency intends to serve Thuringian municipalities, administration employees, business, churches, clubs and associations and provide them with tailor-made information; this is because regional differences in trends require increasingly smaller spatial analyses and the development of individual strategies. In order to achieve this, the agency employees prepare statistics, provide regional expertise and access to successful and transferable examples via an idea exchange, give lectures and organize other information events.

**Regional differences in trends require increasingly smaller spatial analysis and the development of individual strategies.**

The content of the work is based on annual demographics. For example 2012 has *local economy* as its theme. It is expected that options for adaptation of our water systems and the potentials of communal production of energy will be studied. Special consideration will be given to the instruments of a farsighted management of demography and inter-municipal cooperation. The aim of the service agency is to develop solution-oriented and transferable recommendations for the local players.

In 2012 Thuringia's *Innovation Award* will be presented for the first time; it will single out measures, concepts and projects, which make a sustainable and innovate contribution to the designing of the demographic change in Thuringia. A

wide variety of projects has been submitted; they span the range of family-friendly companies to inner-city housing and building-projects as well as health care to models of urban development.

The service agency *Demographic Change* lives from the dedication and creative will of a handful of employees of the Ettersburg Castle Foundation and the Thuringian Ministry for Construction, Regional Development and Transport, who have integrated this project in their working day and their structures. A deliberate decision has been made to not create any parallel institution. Rather, the synergetic effects, which derive from the knowledge and experience of both partners in their co-operation will be used precisely.

**The aim is to develop solution-oriented and transferable recommendations for the local players.**

## **Dr. Michael Fraas**

Deputy Mayor for Economic Affairs, Nuremberg

### **Sustainability, innovation, citizen participation and urban economic rationality**

Cities face many challenges, be it climate change or demographic trends, the financial situation of public budgets, the economic restructuring or the transformation of large areas formerly used for industry. Urban infrastructure, land development and housing have to be adjusted to new requirements of a society based on service and knowledge. The active participation of all stakeholders, all citizens, is an expression of a living community, developing an active urbanity, a creative, innovative, tolerant, inclusive ambience in the cities. The coexistence of ethnic groups, different generations and economic uses changes the neighborhoods, confronts them with heretofore unknown challenges, but also offers new opportunities.

The German National Urban Development Policy is faced with these same challenges. By expanding stipends and the exchange of experience, by reducing bureaucracy and by honoring practical examples, these policies can *tackle* such challenges and help perpetuate the success of such processes.

The necessary energies for the active forming of future living conditions arise from the fact that they are considered being a joint task, which has to be tackled by all players. Interdisciplinary participation is a prerequisite for successful and sustainable urban development. Successful participation requires an understanding of communicative planning. All stakeholders in the common goal of urban development must bring to bear their knowledge and experience. Future urban development tasks also often requi-



re participation beyond the prescribed amount. The basis has to be respectful treatment, the means has to be cooperative and innovative procedures. Sustainability, innovation, social inclusion and urban economic rationality are the decisive criteria in solving the multitude of challenges of urban development.

The aim is to strive for an integrated co-operation of management, institutions and players, which makes possible coordinated action, synergies and a more efficient use of resources.

**The active participation of all stakeholders is an expression of all citizens, developing an active community-developed urbanity, a creative, innovative, tolerant, inclusive urban environment.**

With the *Urban Development Forum*, for example, we have created a new level of integrated urban development, which on the one hand keeps the specialized autonomy of departments, but on the other hand integrates all groups of society, the specialized milieus and the general public as a joint responsibility on all levels.

Factors for the success of these types of work are

- communicating urban development by means of concrete projects,
- innovative, efficient methods and instruments,
- down-to-earth practicality,
- Clarity of strategic objectives and roles,
- Openness to different groupings of actors and their interests,
- Time and resources for development of ideas as well as for resolving potential conflicts.

Among the negative factors are

- Too broad conceptual approaches and too limited time frames,
- Pressure on time and legitimation,

- Lack of openness between departments and professional cultures.

In the field of urban development, our project *koopstadt* (Co-op City) is creating new energies: Bremen, Leipzig and Nuremberg are working together on a joint project, although these three cities are in no spatial way related to each other and all have different structures.

What they have in common is the size of their built-up area and population, a variety in their social classes and cultural activities, and a similarity in the history of their trade and industry.

With this project we are opening up an exchange of information and experience that goes beyond borders.

The thus facilitated comparison of different urban development processes can provide cities with innovative solutions and new energies, sharpen the public awareness for urban development and offer space for the involvement of citizens and business. This collaborative project gives important impulses to the ongoing process of our urban development work.

**Sustainability, innovation, social inclusion and urban economic rationality are the decisive criteria in solving the multitude of challenges of urban development.**



**Prof. Dr. Paul Gans**

Department of Economic Geography, University of Mannheim

### **Climate protection – a balancing act between economic possibilities and social responsibility**

Cities are distinguished by a concentration and diversity of people, economic activities and knowledge. They are nodes of communication, of the flow of capital and trade. On these features are based their different functions of local, regional and global scale, which are the quality- and quantity-basis for the prosperity of its people and their local areas. The main task of the National Urban Development Policy is to make sure that cities function optimally, achieving a balance between economic performance, social responsibility and environmental protection.

**Overall, urban development policy on a local level should proceed from holistic and integrative approaches and integrate policies about the infrastructure as well as of society.**

The differences between cities, however, are getting greater in terms of growth, employment, unemployment, population-development and financial situation. And these trends will continue into the future, according to their historical background, their economic and social structure, their culture and tradition. Furthermore, a lack of competitiveness can lead to a downward development spiral of cities and their surroundings. In such cases, the National Urban Development Policy should create conditions so that cities can develop new options on their own responsibility.

More recently, as a result of changes in political leadership at the local level, many challenges have arisen – resulting especially from the demand for and the supply of housing; in the mid-term, these challenges may threaten social cohesion:

- In the past few years, a smaller number of completed dwellings, especially in large cities with a growing population and number of households, has led to substantial rent increases;
- This trend is exacerbated by the necessary investments in energy efficiency and modernization of housing required in the course of demographic change.
- Fewer and fewer older rent-controlled apartments are available.

**National Urban Development Policy should create conditions so that cities can develop new options on their own responsibility.**



On one hand, the construction of social housing is subject to temporary rent-controls and the right to rent, on the other hand, less attractive financing conditions with simultaneous shifting of the financing from object to subject rarely provide incentives to build new units in this segment of the market.

As many communal social housing projects have been privatized, cities have less and less access to social housing and the right to decide how apartments are to be rented and at what price.

In this context, local housing associations are of high strategic importance for housing low-income households. From an urban-development point of view, it becomes more and more important to initiate projects with model character, talking about other issues, such as poor accessibility, family-friendly building.

New forms of group housing gain weight because they can expect follow-up investment by private investors. The housing associations will continue to see the social order as one of their core tasks.

Social-housing programs, however, should include a neighborhood-oriented perspective, also keeping older units, and the local context should become included in the criteria for funding or financing.

Overall, urban development policy on a local level should proceed from comprehensive and integrative approaches and integrate infrastructural as well as social policies.

## Axel Gedaschko

President of the Federal Association of German Housing and Real Estate Companies

### City districts in the energy turnover

Demographic change, energy turnover and the need to protect the climate create a complicated situation cities have to face. Housing which accounts for more than half of the entire real estate portfolio in Germany and all built-up areas plays an essential role.

In the coming years we will see the fundamental renewal of urban areas – at bearable costs as a precondition for affordable housing. A significant number of German households will rely on low-cost housing. Since housing is and will remain a core element of general and local welfare, reliable cooperation by local authorities and housing associations will be more important than ever.

**In the next few years we will see the fundamental renewal of urban areas in affordable or low-cost housing; it will be necessary to keep costs down.**

The renewal process is an even greater challenge, because a renewal jam has arisen in many neighborhoods; this is due to years of under-funding in municipal infrastructure and public space – many already show signs of dilapidation.

Our association supports the core concern of the federal government, to pool all of its activities in urban development in the National Urban Development Policy. We welcome the internationalization of the discussion as well as the variety of local projects and plans. We will encourage our businesses and members to actively participate in the competition *Build the City, Live the City*.

The variety of initiatives should not distract from the pooling contract at the national level, but should strengthen it. We think that inter-departmental federal political action is in the interest of an integrated urban development policy; a lot, of course, remains to be done, and nothing is so good it can't get better.

Urban development funding is the substantive and procedural core of the National Urban Development Policy. The federal budget should take the strategic importance of urban development into account and provide it also in the coming years with funding adequate to accomplish its goals.

Our organization will continue to be a reliable partner in the proposed initiatives of the National Urban Development Policy. The housing companies we represent are im-



portant as designers and organizers of neighborhoods for the immediate living environment. As project developers and renewal authorities but also as real-estate and landed property-owners, they are directly involved and affected in local urban development policy. They have a vested interest in government-wide, sustainable urban development as the basis of long-term planning and investment security.

As building owners we account for half of Germany's annual construction volume. We share, with the BDA and the German Association of Cities, the expectation for cultural quality in housing construction, and we make it public in sponsoring with them the *German Builders' Award*. Both in urban renewal as in building of new housing we are interested in attaining high quality at a reasonable cost.

Our housing construction is significantly contributing to protecting the climate and addressing the change in demographics. Both in terms of energy consumption and of creating low-barrier- or barrier-free housing conditions, our buildings are above national average.

As co-founder of the *Alliance for a Social City* and co-sponsor of the *Social City Award*, we support in the interest of cohesion in the local neighborhoods neighborhood-management and local partnerships – from schools and various social institutions to sports clubs.

As with all our previous successes, much remains to be done. In order for our plan to remain economically viable and to provide affordable housing, we need the support of the public sector, by, among other things, strongly financing public housing and reliably supporting the energy turnover.

**Inter-departmental federal political action is in the interest of an integrated urban development policy; a lot, of course, remains to be done, and nothing is so good it can't get better.**

## Karl Jüsten

Prelate, head of the Commissariat of German Bishops – Catholic Office in Berlin, together with Bettina Locklair in conversation with Peter Zlonicky

### Common values for the city

*There exists something like a model of the European city, where everything we want in cities works: density, contact, mixing, short distances, communication. The European city is widely formed by Christianity, in appearance, but also in the moral standards by which it lives. What is the Church doing today in the face of continuing erosion and new challenges in order to obtain European cities and to develop them further?*

The center of each city is still the spire, whether of a Catholic or a Protestant church. The two major churches in Germany on the one hand invest a great deal in order to preserve the substance of their buildings, which often date from the foundation of a city. On the other hand these buildings must not only be preserved like a museum, but they also have to be filled with life, to make these *City churches* remain or become again spiritual centers, where questions of humans can be discussed with *each other* and the spirit is carried into the city. Churches and their adjacent community-centers are primarily places of worship, but also of cultural exchange, education and of communal coming-together, and they open themselves for not religious purposes in the strict sense, to help people in their search for meaning. For a society to become cohesive, people must be able to develop a common vision, common values and a spirit of cooperation. In short: the church is a living community building, it is, to our way of thinking, a very important player in town.

*The church also assumes responsibilities in the social and cultural fields, which, in a time of cuts in public budgets, are difficult to finance. Being constrained to realize these tasks alone, given the decreasing amount of funds, are you looking for new partnerships?*

**The church is often the only place where people of different social and ethnic origins meet, where people enter them to ask and answer questions of human interaction.**

The situation of the Church differs very widely according region; the cities and towns in eastern Germany are not as close to the church as are those in the west or south of Germany. That's why we have to look for different approaches. In a city like Erfurt, for example, we are trying to reach out to people regardless if they are affiliated with the Catholic Church and offer them what they need in their situation. Those too are spiritual offers, i.e. primary questions, and this the church has to offer.

But you rightly point out the social dimension: the Chris-



tian belief orients people to be there for each other. In this regard, we do different things and support such projects as *Social City* or *Kirche findet Stadt*. We are heavily involved in the migrant ministry and bring people from different cultural backgrounds together. Often the parish hall is the only place where people of different social and ethnic origins meet, in services perhaps, by working in youth groups and associations, perhaps in the choir, perhaps in the women's groups or in the *Kolping society*. All this is important. In addition to that, the local *Caritas* (Catholic charity organization) sees itself as a professional organization for people who are not necessarily able to participate on their own in various fields. There are many projects to strengthen and increase the opportunities for participation and equity.

**For a society to become cohesive, people must be able to develop a common vision, common values and a spirit of cooperation.**

*During the last twenty years in Germany - in North Rhine Westphalia even earlier - the Social City was an important goal for urban development. The task can be defined as: how to develop social life in neighborhoods hit by mass unemployment, poverty, migration and lack of a cultural offers. Now especially the program Social City is endangered by severe budget cuts. What forces can the church mobilize to continue to carry out this crucial function?*

The church succeeds again and again in getting many people to volunteer, but we also have many full-time people on the payroll. There are, however, some things that can only be managed professionally. The strength of the Church lies precisely in this relation between volunteers and full-time employees – they free up forces in a special way. If we complain that financial resources are becoming scarce everywhere, it doesn't mean that we should put our hands



in our lap. On the contrary, we must reflect more creatively on how to cope with a situation.

Another extremely important point for the churches is to be present in the city with our own activities, including buildings. The Caritas charity organization, with all its offices and dependencies and the catholic housing services are located in nearly every large German city. In that way we help insure that neighborhoods do not socially slide down the scale; but wherever necessary adjust the housing space management to countervail such tendencies. Everybody knows how to do it – all that has to be done is to actually do it.

### **The church is, as a living community building, a very important player in town.**

*How is your collaboration with the local Protestant church? Can your cooperation help improve matters?*

We repeatedly see community-situations which are like beacons in the dark; for example, in the Cologne districts of Höhenberg and Vingst where a priest, together with the Protestant church community, organizes the community-building, that goes way beyond the circle of churches. To be more precise: both charitable organizations usually get together and decide jointly which of them can best do a specific job. It's ideal if we don't appear as rivals but complement each other. On the ground this works mostly very well. It is, of course, important for our organizations to be supported by the local authorities. We do, however, also feel the pressure on the local authorities to save money. They withdraw from areas in which they are not necessarily bound by law, and unfortunately these affect mostly projects which are essential for the social life in a neighborhood. We help where we can, but it is becoming increasingly difficult, since our financial and human resources are also finite.

*For the distress of individuals the church is often the only place where a dialogue – also concerning psychic problems – is possible.*

We want to be and to remain present. Of course, we have some of the same problems the municipalities have. I am hopeful, however, when I read that in places from which the church withdraws, new spaces are created; volunteers often take on the tasks of providing assistance or lending an ear – thus the mission of the Gospel can be accomplished.

*What does this mean exactly?*

It occurs for instance, that a family moves into a vacant rectory and takes on the task of being there for the community, for doing what the former residents did; the parsonage becomes a community place, with life, an open place where people can come and talk.

*Let's talk about the issues of climate change and energy. The climate-friendly retrofitting of cities and communities is expensive. Energy is becoming more and more expensive. The passive house, energy-plus house and electrical mobility mean that life in the cities is changing, leading to stress, which increasingly affects the poor. What lies ahead will be realized only under tremendous costs. Can there be a fair balance?*

The question of energy supply at halfway reasonable, affordable prices is a key issue. Energy supply is basic to a city in which everybody must have the opportunity to participate. It must not become a luxury. In the future we will have to deal more carefully with this question and factor it into the construction and renovation of our churches. It is nevertheless inadvisable to look at buildings solely from the point of view of energy. You cannot envelop a Gothic church in heat-insulating material – you ruin the church – there is no other recourse for a cold church except a warm winter coat. Previous generations have managed, and in the era of Goretex and warm blankets we will succeed too.

In housing, however, the question of energy is more pressing, because people feel the cold immediately, as well as in public buildings, shopping centers and commercial structures. Such buildings offer the greatest potential for saving energy. Our own facilities in house-building are quite exemplary, and not just because our residents can only afford to pay the so-called *third rent* (energy costs) if it is reduced by energy saving measures. Law-givers would be well advised to continue supporting measures which help to drive such costs down and to provide new social housing – which is unfortunately becoming ever more the exception than the rule.

### **Energy supply is basic to a city; everybody needs it. It must not become a luxury.**

*I can only second that. On the other hand, the energy-saving potentials are those in existing buildings. We need to span the gap between the developments in the neighborhoods. We can achieve balance here when new structures and a new infrastructure help to produce energy – it is then possible to make a trade-off, to accept that certain structures, for social reasons or because from the point of view of building culture will not produce any savings.*

Another area in which savings are possible is in public transport and indeed in all the traffic within a city. The more effectively and efficiently we organize cities and the transport from A to B, the more we can save as well. The less traffic there is, the more livable the city.

*Your motor scooter contributes to this? (all laugh)*

I would of course prefer an electric scooter!

*In Munich I don't need a car. Public transport is well-orga-*

nized, for the most distances I use my bike.

The magic word for me is folding bike. You can take it with you on public transport and then be completely mobile. The issue of mobility must be considered more fundamentally. It's not just a question of getting from A to B, but also a reflection on the kind of mobility I need for each bit of transportation. What about the mobility requirements? Can I change anything there?

**It is necessary to make urban structures so that motorized individual traffic is less and less necessary.**

Berlin is always a wonderful example. In my neighborhood I can walk to everything I need for everyday life. How can we transfer this to other cities? We have to reduce our dependence on cars, because they are not needed everywhere anymore, because you can get a lot done just by walking; this is also beneficial for children, for the elderly and for families, especially for parents who constantly need to provide chauffeur services.

*This is especially true for mothers. They need a car to bring their children from A to B to C and D, from school to sports, to a club, to the cinema. We could, for instance, solve many problems by having a public transportation card good for all kinds of public conveyances. In addition, we need a mobility that is not dependent on fossil fuels.*

Electric mobility is always discussed as an alternative, but that is not enough. It is necessary to make urban structures so that motorized individual traffic is less and less necessary; it has to be more than just replacing one type of fuel with other energy sources.

In my geography classes during the 70's we discussed this subject a lot. We studied urban development and even then learned about renewable energy, which then was still considered too expensive. It took the oil crisis to remind us that reserves of fossil fuel were finite and that fossil fuels were the more expensive form of energy – it was now worthwhile to think and act from a new juncture.

*The extraction of fossil fuels is becoming more complex, more destructive, for instance in 'fracking', and not only in North America. 'Preserving the earth' was always a guiding principle in my work. How does the church meet this challenge?*

The Church tries it in many different ways. First it completed in May 2011 a report: *Committed to the Creation – Ideas for the Sustainable Use of Energy*. Moreover, the church is a large multiplier. We can make people in the parishes more aware of important topics, more active in youth work and in school, wherever we are bound for as a church. And then of course, by our own actions, by setting a good example, be it in terms of energy-consumption, of using public transportation, or the arrangement of parish festivities. The last Catholic reunion was *carbon neutral*. In addition, we have

the Annunciation, which gives us directions. As the Catholic Church we have a huge advantage to be a world church: whatever we discuss here in Germany we argue as well with partners in America, Asia and Africa. Our strengths are that we can globally come to an integrative concept, and we can influence our respective national governments.

*You mentioned your influence on government action. What do you expect from the National Urban Development Policy? What must the federal government do, if culture and life in the cities are to experience a sustainable development?*

We should continue to complete what has always made German cities strong and continues to do so. For example we need a healthy social mix in the residential areas to avoid building ghettos; we need sufficiently good educational opportunities in the cities, which enable people to participate. In our social policy we must not accept that certain classes are first excluded from development, and are then allowed to crash. In the notion of community is expressed that we live in a community, that nobody is alone. Taking account of demographic change, however, we should then design our cities in a way that all age groups come into their own and can unfold their abilities.

*How can young families who live in the inner city without green spaces find a balance?*

First, there should not be cities without adequate open green spaces. Since the 19th century, we also know the beneficent institution of allotments or cottage gardens. They made it possible for poor families, in particular, in terms of subsistence, to extend their financial horizons. Today, such allotments serve primarily for leisure and recreation. Did you know that the Catholic Church is, second to the German Railroad Corporation, the largest operator of allotment gardens in Germany?

**We express the concept of community in that we live in a community and not each and every person for his or herself alone.**

*No, this is new to me, after the railroads?*

As the railroads in the 19th century were not permitted to build on terrain adjoining the tracks, they placed it at the disposal for gardens. Also the Church gave allotments to the poor population on favorable conditions, thus people of very modest means have benefitted from this practice.

*It seems that the interest in a garden near the city is growing – especially with young people and with migrants.*

Well as part of the change in generations, old allotments are finding more and more new owners.

*Monsignor, what are, in your view, other important areas of action for the design of cities?*

**We must revive the inner cities; they must have shorter distances. They should not only be for the wealthy and the aged.**

We must pay extensive attention to the way people in cities live – whether they are old or whether several generations are living under one roof. We must revive the inner cities, we must allow shorter distances, to make cities again more livable. It cannot be that in the inner cities only the wealthy and the aged still live. Young families must have the opportunity to find affordable housing there; in this way the

cities will stay alive with their inhabitants.

Above all, cultural life dare not become desolate. The city also lives from culture: theater, opera, everything called *high culture*, but also with a culture of citizens' initiatives. Cities must not be reduced to mere zones of consumption, even if a lively commerce is important to the city. But commerce alone does not make a city.

*Monsignor Jüsten, you are communicating values which are central for the constitution of the European city. Thank you, and Mrs. Locklair as well, for your contribution.*

**Taking account of demographic change, however, we should ... design our cities for all age groups.**



## Ralf Meister, Hannover

Bishop of the Evangelical Lutheran Church of Hanover, President of the Confederation of Evangelical Churches in Lower Saxony in conversation with Peter Zlonicky and Elke Wendt-Kummer

### Responsibility for the place and for the community of people

*Bishop Meister, what mean urban energies for you?*

Historically, there is the ancient Greek word *energia*, frequently meaning action, *to set in motion, movement*, a form of flowing, always something dynamic. Energy is closer to religion than to technology.

Under urban energy I also understand basic forms of interaction, dynamics, impulses, forces working so that an urban community of communication is created and remains stable. Behind that there are economic factors, in the foreground there are cultural factors. The first thing I think of when I think of energy is communication, perhaps apart from religion – perhaps I think of the question: *What are the fields of energy from which and in which we live?*

Basically, I believe that religion has a lot to do with energy, with mental and spiritual energy. These are moments of inspiration, dynamics not created with information-processing technology, which surround the body and soul and determine the being of man much more deeply and extensively than any economic and technical possibilities.

#### Under urban energy I understand basic forms of interaction.

*You're referring to the individual. Could you extend that to society, to the communication between different groups? Isn't energy being produced also there?*

Where do we find energy fields in the urban context? I would be very skeptical to say that the whole city itself is a large pool of energy, but we often find these fields of energy delineated along territorial, district or neighborhood lines. Bonding comes about when people identify with the place where they live.

Put in historical perspective, I think that the energetic center of religion has caused this commitment. In rural cultures we see today a great need: *The Church must remain in the village!* It is the radiant aura of historic shaped traditional buildings, which fosters a communal spirit, and this is Church. Sometimes it is even to be found in cities. For example in the supposedly so atheistic city of Berlin because it is segmented in old village structures; in certain

#### Bonding comes about when people identify with the place where they live.



areas, the village structure is still alive and the church is the visible center.

Urban energy often is generated in areas of religious activity to which a community is bound. This may not only happen through prayer or done in worship, but community is also often created by social commitment and community involvement with a professional full-time working staff of experts. Pastors and deacons know their neighborhood and everyone in it, and from this accrues cohesiveness.

But where does this succeed? The old images printed by Merian show clearly how urban silhouettes were marked by church spires, it is to be seen in most different regions all over Germany – from Lübeck to Regensburg. There is always between heaven and earth this figure, the church, and fosters a kind of energy that occurs nowhere else, a source of energy of the city itself.

#### Urban Energy is created often in areas of religious activity in which community is formed.

What role does the Cologne Cathedral play? What is the role of the Frauenkirche in Dresden? What role does St. Michael's Church play for Hamburg? Although quite far removed from Merian's classical cityscapes, we still have there religiously inspiring fields through which people can experience attachment.

Certainly not as reliably and deep as in the past, since we no longer live under a closed religious heaven, but so that we can guess: here we have resources as nowhere else.

One of these influential resources for which religions, not only the Christian one, play a role, is consolation.

Again and again we recall September 11th, 2001, when people flocked to religious sites.

The desire for consolation found its aura of fulfillment especially in churches.

A second dynamic is hope. Which other spaces offer the opportunity to refer the city's existence to another world? The world of which we dream, when we think about cities? A world in which people of different cultures peacefully co-exist, where does this work? Where does hope arise? There are churches, religious places, the traditional urban spaces of our longing. Churches are recreational areas for the soul. We need them.

*In the context of energy policy, we need citizens who are willing to take on responsibility. Does the notion of individual responsibility harmonize with the energy context that you describe?*

A key question is how we can foster a basic sense of common goals in the face of a growing tendency towards individualism and a radical plurality of life styles in our society. How can this be achieved? What connects someone who lives on the brink in the second generation, who has no other aim in life but to claim his welfare check with an orthodoxist, who by the time he's 36 has made his second or third million? We do have legal ways to make connections there, but we need much more.

We need a common ethos, a basic understanding that everyone, according to his or her possibilities, feels responsible for the whole city.

*With the technological energy turnover we now lack the expansion of an infrastructure that would enable a better distribution of renewable energies. The Church is not lacking in infrastructure, it has its own networks. Could it not use them to promote more individual responsibility?*

**The energy revolution has its price, it will cost money. We need to continue to make do with less. We must be more vigilant in our personal behavior.**

For two or three decades the Church has repeatedly called for a concrete energy turnover. The Council of the German Evangelical Church declared in 1987 for the first time, loud and clear: *We need to get out of nuclear energy.* We have, therefore, a 25-year lead on energy turnover. Now we say within the membership of our churches, and hopefully beyond that: The energy turnover has its price, at least fiscally, it will cost money.

But it has its price, especially in our own and in the communities' life, because henceforth we need to continue to make do with less, because we must be more vigilant in our personal behavior: How do we interact with energy? Do we squander it, or do we use it meaningfully? For me this is a

specific task for the Church to accompany the basic social transformation process oriented on the community. That means that everyone has a responsibility for the future of this society and that this responsibility does not mean that you always get more, but that we must learn to manage with less.

*For me, the issue of social balance is associated with central questions: What does this 'less' mean? How do we make it clear to the orthodoxist that the next million will not make him happier? And how do we again give hope to those living on the brink? Hope that becomes evident in his immediate life circumstances, so at least he can pass it on to the next generation. Can the Church contribute to this balance?*

I think we're in a very decisive phase. For the first time we are publicly thinking about what it means to be a society of less, in demographics, in the consumption of resources, and in the basic questions on the axiom of growth. The process inserts itself in a culture that was growing for centuries and which in the 20th century transmuted into an unbelievable drive to a culture of *always more*. That's not to say that more-and-more was consciously cultivated, but it was allowed, it was, as it were, sanctioned by society. People wanted more and more and they could have it.

**We need the culture of *always more* transformed into a culture of *enough*.**

The Church alone cannot change the culture of *always more* into a culture of *having enough*. What the Church perhaps can do is encourage people to see that living a full life as something different from *always more*, that it can be a life of a different quality and substance, a life that gains by sharing and takes part in misery, joy and suffering of others.

Whoever says to himself, *it's enough* is bound to be confronted with a lot of questions: *Why do you torture yourself, you can afford it, can't you?* If you deny yourself something you can easily have or do, this is not yet accepted basically by society. I think that the Church can act as initiator here and accompany people. That's not very easy, because we have to say self-critically that the Church went along with the times: On the one hand we believe that we're spending the money for a good cause, on the other hand we're still a part of the growth dynamic. We have built as many churches as we could; that's why this is not as easy even for the Church.

*Now, the Church has numerous organizations that work directly on site and talk to people. We have heard about the project, Kirche findet Stadt, an ecumenical project. Are new partnerships being created, partnerships, which, one hopes, can move these ideas forward?*

In this concern I think we are – not only as the Church – in a good phase. Even in the Church the traditional separa-

tions between disciplines or fields of action are no longer *in vogue*. We see that the challenges we face also in the world's society only can be mastered when we understand them as common challenges. The issues of demography or the act of changing our energy supplies towards renewables, for example, are processes of change which are not only political, economic or social, but imply a challenge for society as a whole. The Church has to adjust itself to certain new issues.

That means that new alliances are emerging. At the same time more and more people feel that this change is sometimes in danger of becoming somewhat insipid. We are excellent in prognosticating. We have a lot of trend-analysts who tell us exactly where all this is going. We can calculate, show in pie-charts and graphs and curves and PowerPoint presentations, where the world is headed, all of which forces us to act. But I think it would be just a reflex action.

What we need is an ethos, what we need is an inner compass, and it is the job of the Church to develop this compass. It is not only a religious question, it is also a social issue and sometimes one of culture of the intercourse with foreigners. To say *You have to!* and *Be kind to others!* still does not help anyone, that's only part of the job description.

You can answer the question if you let yourself be taken along and you then transmit it with that inner self-confidence. I anyhow experience the Church as paying much, but not primarily, attention to finding new partners; but not because she wants us all to become especially pious but to mentally and theologically accompany in a good way the transformation of our society.

### **We need a common ethos, a basic understanding that everyone feels responsible for the whole city.**

*What can the Church expect of a National Urban Development Policy which is trying to promote and accompany the energy turnover and therefore urgently needs partners?*

One of the questions that we must be asked as Church is: *Can you mediate?* The Church has a high reputation because it is, basically above party lines. On the issue of energy policy we also are moving into new areas of conflict. We are now seeing the issue of new transmission lines with the Federal Network Agency and we don't know where that's going. Who's against it? Here the communication skills of the Church are important.

By the way you can see that in Gorleben, where the role of the Church was not to aggravate, but to act as a mediator. That's what the Church also can do very well in urban societies because, as my experiences in Hamburg and Berlin have taught me, it still has a good reputation. This is the first question we have to ask ourselves as a Church: *Can you help as a mediator?*

Second, the Church can sometimes also be a guide for clubs, big associations and other institutions in society. Since it owns many buildings, it can show, particularly consistent with its own energy needs, how to save energy, even fossil fuels. My Church, in Lower Saxony, owns about 8000 buildings, and not all of them are small. How can we set a good example? That is a second question for the Church to answer: *Are you behaving yourself in a convincing way?*

The third point is not a question that confronts us, but concerns our own mission. We will also ask, permanently in the light of a wise and sustainable urban development policy: *How credible and consistent is the Church in the implementation of goals? In the energy turnover? In the use of new energy systems? I think you can understand that as a task of the Church, to ask attentive, sometimes very insistently.*

*I think the mediating role you addressed is very important. I personally experienced an immense conflict in the brown coal mining region of the Rhineland. Many very old villages had been built on top of the coal deposits, and to get at the coal, the mining companies wanted to 'relocate' the village dwellers and tear down their houses. Most didn't want to leave – heritage, tradition, family ties, etc. In the end, the Church was the only institution which could credibly mediate between the residents, the government and the mining companies.*

*In a certain sense even then a turnover in energy supply was called for, which is now finally coming to a head. Then we experienced the Church as a very helpful, trustworthy and credible institution. I think, however, that the mental claim that you have expressed will have to be explained in contrast to the purely technical questions of energy transmission lines and production and restraint and infrastructure and whatever we are also hearing. What can be done against the one-sidedness of the technical orientation of the energy turnover?*

That's a good reference: the Church also warns. For over half-a-century we have witnessed the peaceful uses of atomic energy; we also have under our belt 150 years in the mining of hard coal and lignite; that means we have sometimes accompanied a disastrous destruction of nature. We are moving out of one phase of the deliberate destruction of nature. It must be said: we have, only with some difficulty, hopefully learned that we need a different approach to the creation if mankind on this planet is to have a future. We need to develop a different sense for those technologies, which heavily damage our world. We will have to assess not only purely technological consequences, but also need to learn how much planning and research can damage the natural environment. We must begin to realize that we are provoking enormous processes of damage. I think to warn is a big challenge for the courage of the Church.

*The Church is a globally represented institution. It not only sees how we in central Europe are affected by global warming, where we're actually quite comfortable, but it also sees*

*the impact of our way of life outside Europe – in Africa, Asia and the Third World. Don't we have, therefore, a heightened global responsibility?*

Yes. To this matter we yield experience in the context of the whole world. It is no coincidence that the political development work in Germany is very closely tied to the Church. You have to say honestly that the folks who suffer from global economic connections have almost no way of influencing their development. The Church assumes to remind us of that.

*Are there any projects of your Church where the energy turnover is already in motion?*

Yes, there are quite practical situations. I was recently pleased by a relatively old project in Seckenhausen, not far from Bremen. The roofs of the church, the pastor's home and the community center are all covered with photovoltaic panels. That's a project started several years ago, when people still turned up their noses at the idea. The Churches were relatively far ahead to think about other forms of energy. Today they are often slowed down by the built heritage conservation.

Where I experience Church as strong, is – regardless of the energy turnover – when it creates its own identity in the market places of small towns and villages, saying: We will stay with you in this place, we will remain a reliable partner for the community that lives here. That to me is so important, because it generates new energies. This is priceless, the Church can't afford it any longer, and politics cannot afford it either. This only happens because people are engaged in volunteer work. To stimulate this field of energy – *I am responsible for this place and for the community of people* – and to motivate people, that is a task for the future. There I experience the Church as wide awake.

I recently met eight or nine mayors in the Harz region. The western Harz is losing its population at an alarming rate, and there is even risk that it might experience a depression. The mayors said about the role of the Church: *You are strong, in that you still believe in things which nobody else believes in.* One said: *When we wanted to renovate the church spire in our town, they told us that we needed a million [euros]. Everybody said: forget about it. But there were a lot of people from the church in the village, who said: We have the energy, we can do it!* They believed in something that others no longer believe. And they did it! They collected the money and restored their church spire. Such a thing is almost more important than photovoltaic panels on the roof. To build up this motivation is one of our central tasks.

Christians believe in a world that is yet to come and that is better than the one in which we live. All major urban utopias are great images.

The heavenly Jerusalem of the Apocalypse in the Bible

is the basic idea of a different urban form, in which everything is good.

*You describe how urban, municipal energy is created by the local work of the Church. For me every European city is primarily shaped by the churches. Church steeples define the images in our heads when we identify ourselves with strong images of the city.*

Yes, these signs engage in the ideas of urban utopia. In altar representations or on ceiling chandeliers in churches one faces again and again the twelve towers of the heavenly Jerusalem.

**I think you can understand it as a task of the Church, attentive, sometimes asking very insistently.**

*In the Aachen Cathedral for example.*

This idea is also in the saying: *We believe there is still another town.* I was incredibly touched in Rio de Janeiro. It was in a poor district where I discovered an initiative by then fourteen-year-old boys, who, playing with little Lego blocks and little walls copied over years their hillside *favelas*. It became a tourist attraction: how do children, how do young people copy their own city after the conflicts and confrontations between drug traffickers and the police? The model has gone on tour. For me it was a very strong image: We do not only live in the city where we live, but we always dream of another city as well.

*The heavenly Jerusalem can do both: put people off or mobilize energies.*



Right, you can reproach the Church for consoling people with the Kingdom of Heaven in the future. But when the Church does it and it alone, it falls short. I am guided by the consolation that there will be another world, right into the middle of this life. If we have enough strength, and God is willing, we can succeed in making visible something of what will be some day.

**We do not live in the city where we live, but we always dream of another city.**

*Bishop Meister, you have appealed to a common ethos. We very much wish that your appeal is heard by politicians and the cities. Thank you for this conversation!*

**I am responsible for this place, for the community of people – and to motivate people, that is a task for the future.**





**Prof. Dr. (I) Elisabeth Merk**, Dipl.Ing. Architect and City planner, Urban Planning Deputy Mayor of the City of Munich in conversation with **Prof. Regula Lüscher**, Dipl. Architect and City Planner, Senate Building Director of Urban Development and Environment in Berlin

## Re-thinking the mixed city

Regula Lüscher and Elisabeth Merk are members of the Board of Trustees of the National Urban Development Policy of the Ministry of Transport, Building and Urban Development. In this role, they declared in 2009 how they understand urban development policy. For the new issue with the Board of Trustees positions we have adapted the following text, which contains excerpts from a public discussion on the topics of citizen participation, design councils, international building exhibitions, mixed city and temporary use and discusses *urban energy* in the best sense.

### The participation process

#### Merk

Berlin is a special turf. Switzerland has different procedures and practices to deal with citizen participation and planning processes. Here in Munich we reflect this very carefully. There are differences how you build, plan, take up and negotiate urban planning in society. What is your impression after four years in Germany?



#### Lüscher

The differences are actually larger than I had imagined. After these four years of experience abroad, I am convinced that every country must continue its culture of participation and its political style as they are rooted in their own culture and history.

First of all: I would never easily recommend direct democracy to Germany or any other country; as in all political systems, it has its advantages and disadvantages. But I believe that there are few democratic forms, which, if they are to work, are so strongly dependent on being rooted in a long tradition and culture.

In Berlin I realized after a few months how much the way I communicate and negotiate things, how I discuss things is shaped by the direct democracy I grew up with. One argues differently when one is trained primarily to find consensus, to find what is common to both sides, and not to look for the disparities; that's a big difference.

I have noticed in Berlin, but not only there, that discussions are perceived to be of interest only if they work out differences: What do I see differently than you? In Switzerland, however, I was used to a style of discussion in which one took the arguments of the other side and tried to find where there was agreement. What topics could I discuss further? There the task was to find out what we had in common, because that is if at all the pre-condition of moving things forward. Of course things are also discussed hotly in Switzerland, but the citizens are well aware that, in the end, they can go to the election booths and vote yes or no, that they have, until the very end, real influence on the outcome of the decision-making process. In Berlin I have often asked myself with what finality I could end such debates, because I realized that the participation actually was no guarantee of direct consequences.



I was also irritated by the experience I had at the beginning of my time in Berlin, when it was agreed that citizens could petition to change rules and laws, i.e. start referendums. I quickly realized, of course, that such items can quickly lead to a general uncertainty, if not to chaos, because, in the end, nobody really knows anymore what actually has been decided and on what level.

#### **Merk**

Yes, we also hear this often from our citizens, when it is difficult to distinguish between an information-event and the actual participation-activity; the participation of citizens is also an important question for Munich. I think that we do many things very well. But in many places we have to integrate new elements and it is sometimes difficult, both in terms of the time-frame for deciding on a certain project or to bring about a specific decision, as well as in terms of the area of those persons whom we wish to participate.

In Munich, the districts have, in certain decisions, the right to conduct hearings or give their vote in the district board as recommendation to the city council. This right is a piece of institutionalized participation, elected and with political legitimacy. We also initiate informal processes if we think they're necessary. They are then chosen freely; sometimes they are fortuitous, sometimes they turn out less well.

I was wondering when public opinion is relevant for the entire city. The most difficult thing is at the moment when we try to open up areas for construction, because the citizens of the surrounding areas also come to the discussions, and they are not those who will later move in.

#### **Lüscher**

Yes, exactly, that I know well. *(Both laugh)*

#### **Merk**

In Munich we have the problem of limited land resources and the issue of infill, probably different from Berlin, is being viewed very critically. While all agree that we should

build more homes more quickly, they don't agree about the gaps between buildings in their district.

#### **Lüscher**

Yes, I know this from Zürich since we had the same *(both laugh)* problem. Zürich is actually almost complete. That makes the informal participatory process somewhat difficult.

#### **While all agree that we should build more homes more quickly, they don't agree to build in the gaps between buildings in their district.**

At city level, the City Council and the parties give a recommendation. As a citizen I receive voting materials at home and can inform myself what it is all about.

#### **Merk**

Nobody in Munich gets our papers to be submitted to the city council! *(laughs)*

#### **Lüscher**

It is both typical and logical that most events are attended primarily by those, who are mostly concerned; nevertheless, the projects are then voted on by the entire city. This has the advantage that the results are often more objective. Those not directly affected as a neighbor often judge a planned construction project quite differently. They decide then whether or not it makes sense for the entire city to increase its density. In this case the result is: if all you do is develop a project with local participation, you should expect stronger resistance.

That is the great difficulty: on the one hand I think participation processes in the surroundings of the concerned people are important, on the other hand, one must always clarify in advance the goal of each process. Is all we want to give pure information? How far should we want the participation to go? It's a balancing act and for the citizens often difficult to understand their role and hard to accept that, despite their participation, decisions turn out differently, because the other side has different arguments. I think, therefore, that participation procedures are in principle more complicated and difficult in what is not a direct democracy.

#### **Design Advisory Boards**

#### **Merk**

Now you have introduced us in Berlin to a Swiss model, a *Baukollegium* – a building council. What are your experiences there? What problems do you give to a panel of experts and professionals to solve? In Munich the urban design commission has a long tradition, working transparently in public.

The Swiss architect Carl Fingerhuth always says that the action of such a design advisory committee is the trustee of the city. But this doesn't always work. *(Lüscher laughs)*



### Lüscher

What I had to think about as opposed to Munich and other cities first: In Berlin, we have the Senate level and district level. In Zürich, we were also the permission-giving authority, so we had direct influence on the planning applications. Coming from Zürich, I had to first think about: How can I bring the districts, the real players, into the system?

Now I do it simply this way: if we have planning requests the building councilor and the respective administration sits with us right on the planning committee. To have the political and administrative people sitting side-by-side sometimes gets quite complicated. I hesitated for several months whether this could work, because some of the district administrators show an absolutely allergic reaction to every intervention. The *Baukollegium*, however, is on a voluntary basis, and its decisions only have the character of a recommendation.

### Merk

In practice, who chooses what subject will be discussed?

### Lüscher

The Senate and the districts choose. The *Baukollegium* has now been written into the coalition agreement, which contains the aims of the present coalition-government. The Senate has recognized that this is an important tool. Originally there was a big discussion about whether or not the *Baukollegium* should meet in public?

In Zürich, the meetings of the *Baukollegium* are not open to the public. There the *Baukollegium* is a decades-old institution; it recommends, but has not the power to decide. In Berlin, I will continue in a similar way as before, that is: still not public. I feel that there is too much of a danger that some people feel singled-out and lectured to. Before I can open the *Baukollegium*, we must establish still more of a foundation of trust.

## International Building Exhibitions

### Merk

We would like to learn more about the IBA, the International Building Exhibition and how far along the process is; it seems to be, at present, quite informal. What are the issues? How will it develop? With an IBA it's possible to develop certain themes that are impossible in the normal planning and building process. What does the IBA 2020 mean to you?

### Lüscher

An IBA is always a great gift. It is a medium that fills the political arena with motivation, but also with partners, be they investors, citizens, universities, and of course the administration. It is an instrument that is not focused on a specific development area or a large project, but with which you can work on relevant topics that cannot be realized on the spot.

The IBA is a rarely seen free-ranging building exercise. It provides space to think and communicate differently. I think it's particularly important for urban development, for we must constantly fight not to succumb to the daily routine of practical planning. You need something to pull you out of that – because you won't or can't unless it's a state of emergency.

I often asked myself: why am I going to all the trouble of that IBA? It is a tremendous amount of work, and the process of searching never ends. It is, however, also a wonderful challenge. It is working under time pressure, which acts as a catalyst in areas for which usually there is never time and space. Therefore, special projects such as an IBA are important.

What is this IBA 2020? Basically, it deals with the question of how the mixed city can continue to exist. In Berlin, of course, the question of how the Berlin mix, which everybody loves so much, can be preserved and expanded.

**I think ultimately that that's the expertise we need to have as professionals: to serve politics and the citizens with long-term strategic plans, in which much can be interwoven.**

### Merk

Here in Munich we have the *Munich mix*. What is the *Berlin mix*?

### Lüscher

It's simple: the European city is our model. This model is often limited to certain districts, mostly in the inner-city ring road, where everyone wants to go, where rents are constantly rising. In reality the city is much more and of course we must take care of the whole city. This is basically the focus of this IBA: How can we succeed to think the mixed city in a different way? How can we further develop



new large scale building structures so that little by little such an area gains better qualities and maintains a good social mixture? How can *outside* become *inside*?

It's about social mix, it's about functional mix, it's about how to achieve a mix at different levels. How can knowledge be coupled with business? These are all questions that concern us when it comes to quality of life, but also to the economic strength of the city. The IBA also has a political goal that is: knowledge, housing and economy, always under the aspect of mixture.

**An IBA is always a great gift. It is a medium that fills the political arena with motivation, but also with partners...**

#### **Merk**

You have created an innovative urban laboratory to find and process the IBA themes. I think ultimately that that's the expertise we need to have as professionals: to serve politics and the citizens with long-term strategic plans, in which much can be interwoven.

#### **Lüscher**

I find it exciting that the IBA – even before it has a specific project – is able to integrate the large land reserves and thus the resources that Berlin has of open spaces and development areas in an overall urban concept. The sites must have at the same time relevance for Berlin as capital as for the different neighborhoods. One must therefore always find a way to bring the metropolitan claim, to be the capital of the Republic and the neighborhood claim, under one roof. And here we are again (laughs) at citizen participation.

#### **Temporary uses**

Concerning the conceptual approach to the spatial city we just had the beautiful event, *The sleeping giants*. It was



**It's about the three W's – knowledge (Wissen), housing (Wohnen), economy (Wirtschaft) – always under the aspect of mixture.**

about XXL-buildings, about huge buildings, which lose their function and *fall asleep* waiting for a new use. For instance the three million square foot airport building of Tempelhof. But there are other buildings, from the 1960's, 70's, 80's, which were often tailored to specific uses and which are now difficult to use unless they are converted. You can find such buildings in all European cities.

First of all: space becomes available, empty space – you can do something with that. It is possible to act quickly with temporary uses – perhaps we can call it pioneering. Now we are back to the participatory processes: perhaps it is possible to advance participation so that we *make* the city together.

I think that this sort of participation is not about projects in which the whole city participates. If we manage to reach a point at which civic responsibility is so strong, that the citizens themselves initiate and support such projects – which often leads to temporary use or temporary interventions – then participation has quite a different aura, a different effect and also has another meaning. Responsibility is really shared. Such projects are difficult and require long periods of time. That's why I tried to involve Berlin's creative capital, the many artists and creative people with their *sometimes crazy ideas* (in the positive sense), in a way that something new can happen between art, actions and urban development.

**How to think the mixed city in a different way?**

#### **Merk**

We also have projects in the city that are very controversial, not because we don't want to have them, but because there is too little space. Again and again we come across that problem which is the contrast between our two cities: How do you regulate temporary use of land? Probably not at all. Or does it just happen? Are there procedures?

For us it is so that the City Council has, after many sessions, desperately to decide: Where can a beach be installed? How can you correctly manage the few spaces that are available?

I think that that is easier in Berlin due to the abundance of available space, but you have also mentioned that artists or actors who make this type of intervention in urban areas, rightly cannot be forced to follow our procedures; they are right, because otherwise they wouldn't be the stimulating people they are. I always try to convince the Munich players that there are also exciting possibilities on the city's fringes...

#### **Lüscher**

Temporary users want to discover new places. Problems

occur only when such places are known and sought after. And of course they become known, because that's the meaning, purpose and intent of such temporary uses. At first the discovered places are known only to *insiders*. As soon as they become generally known, the pioneers are successful; but their success is also their downfall, because in a sense they want to remain insiders. That is a more than difficult spiral.

In addition, many pioneering uses become commercial successes: a good example are the beach bars in Berlin, which are not necessarily about an artistic aspect, but more about appropriation. They are beautiful for life, I also like to sit in a beach bar. But these institutions are beginning to occupy public space and *privatize* it. Why should someone be allowed to run a beach bar for ten years – on a public or private property – to which access without paying an entrance fee has for long been denied? It then becomes difficult, because investors come along who want to gradually develop their property: so we experience conflict and stress. Pioneers explore places and make them economically viable property. I've seen it in Zürich and I'm seeing it now in Berlin - exactly the same, only not as quickly.

It becomes particularly difficult when institutions have grown up. Theaters that have gained some reputation, cultural organizations with a reputation, which have to get out all of a sudden. Exactly this difficulty we have in Berlin, that's why I try, together with the cultural sector, to find other sites for them.

In Berlin up until the end of this legislative session, real estate policy on such projects was not particularly helpful. The philosophy was: the proceeds from the sale of land were to be used to replenish the city's treasuries. There has come about a significant change in thinking about this. It is now recognized that some temporary uses initiate often really good – and over time – economically interesting developments. But therefore good management is needed. At the former Tempelhof Airport, the field and its immense buildings, we are trying to harness this energy. Because we know that the development will go forward there slowly, I very early got some pioneers and artists together in workshops about the question, how temporary pioneering uses could be integrated into the development of the area as a whole.

### **I always try to convince the Munich players that are also exciting possibilities on the city's fringes...**

The development agency has created with designs based on these considerations, the first stage of development by pioneering uses. The former Tempelhof Airport has different use-clusters, from housing to integration, from training to innovative technologies. We have made a call for temporary users and conducted together with the surrounding three districts a competition for a first season of pioneer-users that fits the theme in this cluster. The

pioneers received a contract for a maximum of three years. Following this, a change should take place. Of course there are risks here. But I think it is worthwhile to make such experiments.

### **Pioneers discover places and make them economically viable property. It becomes difficult for the pioneers when they succeed.**

#### **Merk**

How do you get to do things that may disappear again? Letting-go is often a problem for urban development. We, who are entrusted with planning, find it sometimes difficult too, in the play of forces, to let go of something. Conversely, however, we have had the experience that those who act informally, who finally get to use the lot, are the worst offenders, who refuse to leave, they insist on staying, they become institutionalists and refuse to budge, they can't *let go!*

#### **Lüscher**

True!

#### **Merk**

What you describe, a kind of three-field crop rotation, where, after three years you return to the first field and establish a new crop or project, that is, of course, a completely different concept. I think Berlin will succeed here, because Berlin has alternative sites and a large active scene. I think this does not only have to do with the land, but also with the players.

#### **Lüscher**

Absolutely! I must say that I don't always think strictly from the architectural point of view. At some point you have to say then, ok, I cannot expect an intermediate user, who knows he or she has to pull up stakes after three years, to develop the ultimate great work of architecture.



**Merk**

So no asking the *Baukollegium*?

**Lüscher**

This is about building culture in the sense of triggering the pulse of city development through innovation and evidence on the cultural and social level. Initiated and supported by controversial partnerships, we did not want projects that are funded solely by the public, but which should be

innovative also in funding and implementation. I realize that you cannot expect high aesthetic and artistic standards from every intervention.

It depends on the location, it depends on the context, and for this it is necessary to find the right criteria.

**Merk**

But this is exciting!

One argues differently if one is trained primarily to find consensus, to find what is common to both sides and not to look for the disparities.



## Prof. Sigurd Trommer

Dipl.Ing. City planner and Architect, President of the Federal Chamber of Architects Berlin  
Chairman of Montag Foundations Bonn, in conversation with Peter Zlonicky and Elke Wendt-Kummer

### The city as resource

*When it comes to urban energy: what do you think are the most important things that you want to set in motion in the cities?*

First, we need to find all encompassing approach and understanding of urban energy, first and foremost human energies; once people understand that their power is the key focus for the future of their city, urban energy will take effect.

#### Urban energies are first and foremost human energies.

*Does that mean that the different actors – city government, urban society, urban economy – have to become more local?*

The economy, aside from the smaller middle class is no longer localized. Commerce today is a global phenomenon, it avoids giving out a specific address, it doesn't operate locally, and that's wrong. We must demand local responsibility from those who benefit from the city. Everybody has to see that if the city isn't functioning, their business won't function either. The problem is that commerce is thinking short term and sees the city as prey rather than its own future. An ethical approach – we call it today governance – is needed.

People today have a much greater yearning for hometown structures as compensation for their extensively practiced mobility. People, citizens are much more willing to involve themselves in their city if they are directly and specifically addressed. This is primarily the task of politics, of the city government.

#### We need an ethical approach.

The city today requires that we first and foremost turn to the intangible, idealistic nature of a city. Because the city is not only *function*, it is more especially an idea! If we're dealing with material objects and functions, we must adjust our antennas from scratch, because we are in an epochal transformation process. We should look less to the past but rather analyze it and learn from those things that functioned in the past, under much more difficult conditions than today. How can that be used for the future?

Given the epochal transformation we need to understand

#### We should approach anew the intangible, the ideal over-building



the city as a resource. I was recently inspired by the sentence: *There is more copper in cities than in all the mines in the world*; since we have built cities out of raw materials, the city is a resource.

And since cities have many cultured and knowledgeable people, the city is a resource. The city is a material and emotional resource! We, as architects, urban designers and politicians must draw from these resources, we must research them and connect them with one another. We have to work with them, as, for example, geologists. We have to explore the city, perceive it as an organism that is not only structured functionally, but also emotionally.

#### City is idea and city is emotion.

By this I refer here to my first thought: look for urban energy in the minds of men. City is an idea. City is emotion. The world of business knows that major economic decisions are often made on emotions and not on realism. City cannot be grasped sectorally, but comprehensively. If we don't recognize the city in its emotional functions, we are dealing with it in the wrong way.

#### We have to understand as a city resource.

What will be important in the future? What kind of standards will apply? Does our present sense of happiness and satisfaction depend on current prosperity? Or can we learn from history that to reduce these expectations, so that we live not worse, but better, that we are perhaps happier and more satisfied in the reduction?

*This requires a comprehensive view. We can see that questions that move the city cannot be answered from a single tradi-*

onal discipline. How we do it in the face of governments and administrations which are organized in disciplines, where each ministry pays close attention that it gets its own agenda going and doesn't necessarily look to cooperate with others? How, given the extremely discipline-oriented organization of university faculties, do we manage this in matters of training; how can we strengthen cross-faculty and cross-discipline thinking?

Again, the key for such work and thinking here lies probably in the city, in which we have to make the city administration responsible but also support it. A year-and-a-half ago we were told by politicians and businessmen that insulation would solve the energy problem. This has led to discussions, and fortunately to a rapid turn-about – now we are addressing the energy issue in a holistic way. Universities could redesign the epoch-making transformation if they would offer over-arching courses for architects, engineers, chemists, physicists and economists. And, if the government would make generous funding available to the cities it could bring about comprehensive solutions to the energy question.

### The key is communication.

This almost always works: If you throw a financial lure of, for instance an 80%-grant, a number of cities would solve their energy development in the form of a master plan. These then become pilots. This is possible in the form of a balance: on the one hand, we have the urban or better regional consumption – traffic, houses, industry – and on the other hand, the energy potential that can be produced in the region, in the city – solar energy, wind energy, bio-energy, but also production of energy from combined heat- and power-plants, from alternative resources, etc. Two crucial things emerge from this balance: first, everyone recognizes the opportunities he or she has to reduce consumption. Everyone will get involved in different activities in this process: the contractor, the homeowner, traffic-generating citizens. On the other hand, city people know that they



probably will be unable to locally eradicate their energy deficit and will therefore be dependent on external supplies. Entrepreneurs as well as citizens will see the problem of electricity transmission lines and distribution of electricity in a different light.

### National Development Policy must begin a discourse with companies.

*You correctly call it casting bait. Ultimately, such a start-up funding from the relevant ministry has always worked well. How does one communicate, however, that this bait is designed not only for short-term use, but to contribute to long-term sustainable development? How to achieve that not only trade, but also the city's residents assume responsibility to actively participate?*

I think the key lies in communication. We live in an age of communication. We may be well- connected on a sectoral basis, but not at all in our whole way of thinking. When I talk with architects and city planners, I don't necessarily gain much knowledge – we have similar principles and knowledge. But when I talk with doctors, physicists, theologians, philosophers, the knowledge gained is very much greater. This of course applies to the entire citizenry. The discussion must be brought to them in an understandable manner. It's about our future! And it would certainly be helpful to conduct the discussion on the future with more pleasure!

After all, the extent to which citizens are involved in energy conservation and production is quite amazing. Fortunately, many power generation cooperatives have been established. And the industrial sector is doing a great deal. The Audi automobile company is very occupied with the future of the city, as can be seen in their *Audi Urban Future Award*. For selfish reasons, to be sure, but also to contribute to the public discourse. In 2011, Siemens brought together 85,000 employees from different departments to form a business section city. This corresponds to the capacity of several hundred planning offices! Others – for example Daimler Benz, Volkswagen, the German Post AG, Deutsche Telekom – are devoting themselves in a novel way to urban issues. This is done for profit interests. That's fine, it must be so. But what about the common good? Is there a corrective that represents the public interest? A corrective which prevents that the city simply becomes prey for corporate interests by entering with them into a discourse? I think not. What follows is that society, politics, city governments can not simply enter into a kind of alliance with corporations – tackle our traffic questions, create energy, build buildings for us – but they have to conduct a critical dialogue on the preservation of public policy. Moreover, the national development policy must enter into a dialogue with the corporations and say: Siemens, Audi, Telekom, Post – what are you making, what are you producing, what ideas do you have? And then we come together and describe interesting areas of things to do. From this one can derive common



good and profit will come of it. And when and where this is not possible, it has to be regulated.

*We need, therefore, an offer of cooperation, but also strong politics! Mr. Trommer, we are speaking with you as a member of the Board of Trustees and as President of the Chamber of Architects. What in the Chamber moves you?*

With much support I am bringing about a re-formation of our self-understanding in two ways. The most important thing for me is that we orient ourselves on a structure of a higher-level. We mustn't focus on fantastic architecture, great design, design of a beautiful park, the great interior of a cruise ship or a wonderful industrial district, which we as town planners are supposed to rescue – we have to find the common denominator.

The city and the region are our common areas. That all fits very well together; that's we all find ourselves again. It means much commitment to space, to social responsibility. I realize – and that makes me very happy – that this approach is widely accepted. If all I do is care for my architecture, I've done nothing for the city. Aldo Rossi has said: *If you build a house, think of the city.* In other words, deal with the place, learn to understand and form it for its users, for its citizens.

This is a policy I would very much like to strengthen. The federal government, for which the Federal Chamber is an important partner, realizes that it can do something with the profession of architects and engineers because these are socially engaged.

I now come to the issue of ethics. This is contentious. I have to earn money as an architect, but I also have an ethical role and I have to play it. Architectural associations are public bodies. They execute quasi-public functions. This self-image must get stronger. That is, from the point of view of public interest, we want to shape the national and also European city structure and its future.

The second major line of architects and engineers is: I believe that our professions have not fully realized that we are an incredible powerhouse. 30%-40% of Germany's gross domestic products are buildings. And structures always come into existence in the minds of people, of architects and engineers. We must become aware of the fact that one of the strongest parts of the economy is produced by our minds. We have an incredible responsibility for the whole; we have to realize this and we cannot ignore it.

**Without commitment to the space on the social responsibility, we do not come further.**

*Your assessment of responsibility brings me to your role in the Montag Foundation, where you have tried to bring together different areas and re-think them, not the least with cultural performances, art and social activities. Do such foundations compensate for public deficits?*

Nowadays, the state is exhausted from providing too many services; it is retreating from them, and can rely on people, who have economic power, to return something to society. In that way, foundations play a very good role.

**People who have become strong economically are also willing to give something back to society.**

In general the Montag foundations are there for the disadvantaged sections of society. We think about how we can emancipate these sections of society to participate in society as a whole. As the founder of the Montag foundations, Carl Richard Montag has said in the charter: It is for members *to engage with passion and a sense of social, free and equal opportunities in society ... to act and form in social responsibility.* We have instruments for this: the first is the *Montag Foundation for Art and Society.* Art is a force for social change. On and with art, social processes are developed. Second: the *Montag Foundation for Youth and Society;* this helps especially youth who live in difficult situations to find their place in society. Third: the *Montag Foundation for Urban Spaces.* It is dedicated to the design and life in urban areas, which has a major influence on the development of society.



And then – this is my area – there is the already mentioned *Workshop Thinking of the Montag foundations*. It attempts to sense thought processes, such as the singer Udo Lindenberg has said, or rather sung, *things proceed beyond the horizon*. We act as a scout between the visible and next horizon and search: Where and what are hot topics, especially those that are taboo? Which people can deal with it, which people – and this is indeed the source of strength – can, in order to develop these themes, be encouraged to think in a trans-disciplinary way.

*Is there any response from the public?*

For all the thoughtfulness of a very positive thinking person – which I happen to be, otherwise you cannot be an urban planner – I discover time and again that the vast majority of people are ready to think intensively and to talk about the matters we have just touched upon. This willingness should be able to develop better in educational institutions, with community participation in politics and clubs and factories. The Montag foundations have an echo.

Young people should be better equipped to learn than to be taught. To learn independently and the experience of getting an echo and to develop oneself bring about much more pleasure and self-confidence than learning material that is taught. The topic of education is a key aim of the Montag foundations. The founder, Carl Richard Montag, is a model of this commitment.

*Welfare-oriented commitment is the most important urban energy for the development of our cities. Is the claim for social engagement also valid in international cooperation?*

Absolutely.

*What can we learn with our international experience? Can they be used as a resource for the development of our cities?*

Recognizing and experiencing this world is one thing, but looking back from these countries to our world is just as important. This provides many insights, and they in turn can lead to a more successful establishment and alignment of society. I believe that an international network of people and institutions such as architectural chambers or colleges is a pressing task. My greatest wish is that we internationally network young people not only in theory but also through job opportunities. Every student should work half-a-year in a company in, for instance India, China, Saudi Arabia or South America; that way they gain international experience. I did that as a young man.

*I have to make a brief comment on the city as resource. Wasting our resources, we have a city half a world away, in Mumbai, as a winner. With all the things we throw away here, there they have created new economies, new jobs, products and the existential basis for very many people. In Dharawi, reportedly the largest slum in Asia, are new forms of organization of an urban society in the form of the new resources of the city. Can*



*such experiences put our dealings with municipal resources in a different light?*

I think this is one of the greatest challenges!  
Generally speaking: On the one hand, almost insolent wealth, and on the other hand, the miserable lives of hundreds of millions of people in poverty, It is worthwhile to support them, to bring a bit of dignity.

Concretely: There are structures in which many people work and with those they can live; and many things that work, for example small business and transportation. In Delhi, I was in the incredibly virulent old city and heard: A through-road must be urgently constructed. What could that mean? There are perhaps ten thousand people, who perform on their backs or on their carts or by tricycle or animal transport on the narrow roads that are pretty clogged, but they all find their goal. And if I were there to break through a road, I need instead of the ten thousand people only twenty trucks and drivers: I consume much more resources, and I destroy a small universe that works today. We have to deal with these matters wisely. We need skill and have to think inside the local processes. Some organizations, which think they are being helpful, have done many things they shouldn't have. And in dealing with municipal resources and thoughtful features we should be more thoughtful.

50 or 60 years ago, people lived better in hot regions, in terms of indoor climate, than they do today, and with far less energy. Such situations are today being destroyed by inadequate urban structures and architecture. We should insert ourselves there, because we have learned much in our education and from the experiences of the world-wide climatic conditions. We should deal with Arabian, with Asiatic living forms, we should learn to handle heat and cold, we are very familiar with them and can help internationally to reduce problems.

And, conscious of our ethical values, we must show respect for the culture of international partners. This includes putting our historical developments in relation to the situation of others. In Europe, not even two hundred years ago, serfdom was abolished, which was supported by the Christian religion, just as Buddhism supports Karma, and thus supports miserable conditions in some areas of Asia. How did we liberate ourselves from serfdom? It happened because wise people initiated it, people who with the enlightenment contributed to a renewal of society. We should remember that. And we should learn from one another.

*Mr. Trommer, thank you very much for your reflections on the responsibility of architects and city planners!*

**The international networking of the heads and institutions is an urgent priority.**



## Dr. Michael Vesper

Director general of the German Olympic Sports Federation (DOSB)

### Integration via sports

Cities and communities in Germany are faced with manifold challenges: regional differences in population trends and an overall population decline, significant aging trends, socio-spatial polarization, public health problems from increasing life-style-related diseases.

In the face of structural under-funding of municipal budgets, these and other developments endanger the possibilities of local political action.

Despite a large number of studies and policy recommendations, these problems are not becoming smaller, but add up to a bottleneck in urban development. Government intervention alone that relies solely on the known instruments and actors in urban development and its funding will not be able to eliminate these shortcomings. Urban development in Germany needs new energy sources – and those are, more than ever, new partners!

### Urban development in Germany needs new energy sources – and those are new partners.

In light of the findings on the failure of the state and the market, urban development and the corresponding programs on the federal, state and community level would be well advised to include the organization of services and activities of more than 91,000 sports clubs in Germany in their strategies. In the face of accelerating social change, the comprehensive system of sports clubs makes a key contribution to the welfare of Germany. Organized sport, under the auspices of the German Olympic Sports Federation (DOSB), has expanded its offerings greatly, modernized its guiding principles and focused them on a differentiated society, further developed qualifying concepts and introduced quality management.

Sports clubs are increasingly engines of local partnerships and work with health departments, schools, kindergartens, health, youth and social services. They do not only offer a sport, they are also places of day-care and informal learning. Sports clubs provide for more than 18,000 quality-assured health sports offerings to older and very old people and families nationwide – and that's not counting the manifold opportunities for people with disabilities. Special programs are targeted towards women and girls and to people with an immigrant background. An increasing number of associations are committed to nature and climate protection. No other voluntary associations in Germany reach as many children and young people in all social groups as the German sports clubs.



Given these findings, it is more than surprising that the programs, projects and interventions in urban development did not long ago comprehensively consider the German sports clubs and their potential and are still too often losing themselves in isolated projects.

Instead, local and national urban development policy should use the structure of organized sport more systematically.

Sport and local sports clubs make neighborhoods to places with high quality of life. Since 1989 the energies which sports can give to urban development and to its potentials belong for example the national program *Integration through sports* of the DOSB. In this program, more than 750 base clubs in all German Länder make random exchange between people from different backgrounds a goal-oriented process.

They are attempting, for instance with the help of migrant organizations, to connect directly with target groups and make offers that appeal to people of non-German origin physically, language-wise and financially.

### Many small steps are more likely and sustainable as a politically often desired lighthouse project.

Since integration rarely arises alone in a field of action, base clubs – often in networks – make further offers such as language training, help with homework and job counseling. Academic support and training offers complete the DOSB program *Integration through Sport*.

Integration is a delicate process. Many small steps are more likely and sustainable as a politically often desired *lighthouse project* or a so-called *pilot project*.

The DOSB does not only have, in the field of integration, suitable potential, it also can, with its *energies*, provide valuable contributions in order to design or form the described multiple local challenges.

*Organized sport can be a powerful and effective civil society actor for the integration of the City – there is nothing to add to this quote from Prof. Dr. Hartmut Häussermann.*

**Sports clubs are engines of local partnerships; they make communities places with a high quality of life.**

## Hans-Josef Vogel

Mayor of the City of Arnsberg, member of the Committee of the Regions (CoR) of the European Union

### More space for social, cultural and aesthetic claims

We live in times of change: demographic change, globalization, individualization, automation of mental activities, limitation of reckless creation of material wealth, climate change.

The only credible place of actual social organization is the city. Where many people live, work, celebrate and move about, the upheavals assume real form and can be formed. In the city we find the energies for forming – the potential of its citizens. In spite of powerful vested material rights, these potentials can be brought to unfold, in order to make the upheavals more palatable.

This requires that we understand urban development not only as a matter for planners, architects and investors or politics in the narrow sense, but as an issue of civil commitment.

Civil commitment is different from civic participation and *bringing the citizen along*. To be civic-minded is to be player and assume concrete responsibility.

**We live in times of change: climate change, demographic change, globalization, individualization, automation of mental activities, limitation of reckless creating of material wealth, climate change.**

The community must confront the citizenry with the challenges, ask each for their commitment, strengthen it individually and connect it with one another. The community must positively intervene as a center of integration in the formation of ordinary everyday democracy.

If it does, it is equipped in terms of *Citizen Governance Work* for the most important challenges to urban development:



- organizing cities for citizen longevity under an already noticeable long-term decline in population,
- lending cities of highly sophisticated variety a profitable form in which global enterprises can anchor,
- forming cities in a sustainable way, so that we can survive with less resources, less energy, less environmental damage, and generate renewable energy close to where it is consumed,
- building cities that support immaterial wealth increase so that its citizens feel well even with a decline in material wealth.

We can make the city suitable for everyday life of a longevity society. We can design the city so that the state does not have to provide costly bureaucratic services which citizens provide almost incidentally.

We can create shorter distances. We can use public buildings more efficiently, we can implement sustainable transportation conceptions, in about 30 years we can re-design all buildings for sustainability.

We can give more space to the non-economic needs of the citizens by taking account of social, cultural and aesthetic needs. We can strengthen the community potentials of public space.

We can support urban development – as we try it – through agencies for the future, which formulate comprehensive tasks, further citizen engagement, strengthen the citizens' ability to act, regulate spatial- and person-related aspects with each other and we can make building culture a topic.

The National Urban Development Policy can mobilize the potential of cities as engines of social self-organization. It can support the innovative capacity of cities to manage change and contribute to the success of national strategies.

A national demographic strategy, a national integration policy, a national sustainable development strategy and the energy transition will not succeed without the involvement of cities and their citizens, without an integrated urban development supported on all levels.

The National Urban Development Policy can, in a way that joins all departments take on the complex coordination of locally effective tasks and programs. It can join the European Union, the *Länder* and cities with one another and with the citizenry in the sense of a new multi-level way of governance. It can solicit and promote state experimental programs for municipalities to open up search- and learning-processes. It must be given the tools. Times of change are times to face the future.

**Beyond the economy, we can give more space to the non-economic needs of the citizens by taking account of social, cultural and aesthetic needs.**

STADT  
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**4**

# **The View from Abroad**



## Hilmar von Lojewski

Dipl. Ing. Planner, Deputy in the Association of German Cities, Director of the Department Urban Development, Construction, Housing and Transport. Program manager Sustainable Urban Development in Syria for the German Society for International Cooperation (GIZ) GmbH 2007 – 2010

### National Urban Development Policy for Syria

Given the images of violence, death, destruction and chaos in Syria, it seems bizarre, if not quixotic, to direct attention to Germany's national urban policy, yet it does make sense. After the publication of the memorandum in Germany, Syria began to formulate its own National Urban Development Policy. The process *Towards a Syrian Urban Development Policy* was completed in September 2009 with the presentation of the *Memorandum on Sustainable Urban Development in Syria*. Syria's memorandum was adopted at the *First Arab-International Conference on Syrian Cities*, an event especially created for this purpose, along with a catalogue of ten commitments to good governance of cities and 30 demands of towns on the central government. In cooperation with the *Arab Town Organization* and supported by Folkert Kiepe, the German Association of Cities, found imitators in respect of content and methodology to the approach of the German memorandum, who adopted this urban development policy as an integrated political projection, even under diametrically opposite political, societal and administrative conditions.

A fascinating circumstance, which on the one hand allows an external look at the German memorandum, but demands on the other hand, that we critically reflect on the transfer of a political approach tailored for German conditions. The background is the *Program for sustainable urban development in Syria*, short UDP, which the *German Society for International Cooperation* on behalf of the *Federal Ministry for Economic Cooperation and development (BMZ)* conducted between 2007 and the withdrawal of international staff in April 2011. Following up to the internationally well-known project to refurbish the old city of Aleppo, it pursues spatially and politically an unlike broader approach. Working together with the *Cities Alliance* it developed on a local level a stringent participation oriented urban development program for Aleppo, on urban ways of dealing with informal settlements, on the development of the local economy and on urban renewal for the Old Town.

Since the *UDP* in Aleppo was based on more than 15 years of cooperation with the city government, it brought forward a number of issues that functioned as examples to other Syrian cities and regions. The accumulated experience on urban renewal, with the support of Peter Herrle and Sonja Nebel, was bound together in a *tool kit* for integrated urban renewal. A typology of informal settlements and the preparation of an *urban form* of the city development strategy by the Berlin office *Überbau* complemented as a counterpart the objective of the Government Master Plan with innovative approaches to Aleppo.



While working on urban renewal in Damascus, a citizen participation approach enabled the administration as a start to open a dialogue on renewal processes with residents and shop keepers. The main objective was to launch a rescue fund to economically and physically rehabilitate historical Khans and to advise both the administration and the residents of the Old City in technical and organizational restructuring issues.

#### A strategy for Syria: create fair distribution between informal and formal parts of the city.

Based on the experiences in Aleppo, a desperately needed strategy for dealing with informal settlements and urban areas was developed. The strategy contributed to rid informal housing, even in Syria, finally of a stigma. It acknowledged the contribution of the informal to providing shelter to large portions of the urban population and the local economy, and pointed to the instruments that give people in these settlements economic opportunities and education – a strategy to establish equity between informal and formal settlements in the city and make them an active part of urban development. An essential part of the resistance against the regime today comes from these settlements.

The core activity of the *UDP* at the central level was the transfer of the National Urban Development Policy to Syria. Hereby it acceded new ground, because with the exception of the *Sustainable Jordan Declaration* there was at the time neither in the Maghreb nor in the Mashreq an overarching political approach for sustainable urban development.

The German memorandum sort of invited it being adopted – not least because it was available in an English translation. The preamble clearly states the direction: the words *National Urban Development Policy, Urban Development as*

*modern structure and economic policy* and the approach to a *networked Europe* were, in Arabic or English translation, definitely incentives to inform decision-makers of this approach.

At the central level, several deficiencies were obvious: There was no comprehensive analysis of the development conditions of the cities, only selective approaches of decentralized decision-making and implementation -- this means a clear inversion of the principle of subsidiarity. There was no functional representative council and no informal association of the cities opposite the central government; there were sparse contact between city representatives to exchange experiences and learn together using good examples.

There was considerable confusion on notions and definitions between terms like politics, strategy, program, plan, regional planning, urban development etc.; no reliable statistical data base for the urban population (demographics, income levels, densities, etc.).

These weaknesses were aggravated at the local level by the uncertainty about decision-making power: holdup of decision-taking in the cities due to patiently waiting for decisions and financing by the central government; lengthy consultation and approval processes and inadequate staffing by the central government. At the middle level, there

were job competitions between local administration and governors in 13 of the 14 provinces, inadequate cross-sectoral voting and planning mechanisms, lack of vision and lack of informal development planning instruments with a simultaneous blockade of the formal planning processes.

To the strengths unquestionably belonged the political willingness to consider at all a political dialogue and negotiating process for national urban development along with the will to basically introduce a process of change. The forces for reform in the Ministry and most mayors have readily recognized the need. But to the strengths also belonged the physical preconditions of the cities: the historical heritage in the old towns, the high building-density that is not only to be found in the old towns but, also in the urban extension areas during the period when they were mandates, and from the 1950's to the 1970's. Strengths are also the short distances between home and work locations, as far as it still concerns functionally and socially-mixed neighborhoods, and the mixture of functions, which is also not limited to the old towns.

**An analysis of weakness is always accompanied by the development of strengths. Opportunities can only be further developed if the associated risks are seen with a clear look.**

Add to these came urban and architectural qualities in the shape of now-and-then quite economical layouts of the city with high amenity value and building designs with flexible usage possibilities and a good Gestalt-quality. It was important to move these strengths over to the middle against the increasing separation of functions, the copying of urban expansion concepts and satellite planning of complex housing and gated communities as well as the claims of automobile traffic on the streets, and the very eclectic architecture in the middle of such traffic.

### **The objectives**

The memorandum was supposed to give a clearer picture of the status quo of Syrian cities, reveal strengths, weaknesses, opportunities and risks of urban development and denominate the change and reform needs to draw macroeconomic benefits of unbridled urbanization of the country and preserve the strengths of the cities. It was supposed to convey to the cities and the government that Syria has urban structural values that many European cities would like to conserve or regain.

In particular it was about starting a process of cooperative development policy. It was desired to convey to the participants that an analysis of weakness always comes along with the development of strengths and that chances can only be further developed when there is a clear vision of the attendant risks -- in brief, that all the efforts on a central and local level are of little use if the framework for integrated and sustainable urban development is not fundamentally corrected.



## Methods and techniques

The German memorandum was the reference for the Syrian memorandum. Methods and processes for its preparation and of course content differed fundamentally. The method put emphasis on

- a cross-section oriented strength-and-weakness analysis (SWOT) of the cities with a focus on urban planning, urban services, economy, environment, informality and identity;
- an indicator-based analysis of the reference cities with the intention to show how relevant measurability and comparability of urban services are in order to facilitate the prioritization of projects and grants;
- a clarification of the existing administrative capacities and the necessary changes;
- a documentation of the demands of Syrian cities on the government;
- recommendations for the implementation of urban development policy;
- the teaching of the importance of cities for the economic development of the country and a moderately hope-inducing reform process in order to be prepared for the undampened city and population growth to an Urban Age of Syria and to stay respectively to become competitive in the region and globally.

In addition to the thematic and analytical contents of the memorandum as well as the results of the sectoral and the SWOT analysis, i.e. the *what* stood in the foreground the *how* to create the memorandum:

- Syrian consultants edited the sector chapters and had beyond the status quo description and analysis to sketch realizable activities to substantiate the conclusions from the SWOT analysis. For them it was a concrete *learning on the job* and has contributed to the qualification of working methods.
- In the iterative process of producing the memorandum, the partners in the MLA had to perform mediation-work into the level of political decisions. That was supposed to contribute to the ownership of the memorandum, increase the process expertise (*to keep the ball* within a difficult project for months) and identification with the content.
- Representatives from the 16 cities discussed the contents of the different versions of the memorandum. With the intensity of the professional exchange a more intense personal exchange also developed, laying the first – albeit informal – basis for a network between cities which proved to be well fortified in the negotiations on the urban demands.
- A core group of Lord-mayors negotiated and edited together with concerned ministry officials led by the Deputy Minister for Local Government *The Demands of the Cities*, in which the participants sharpened their already existing capabilities of protection of interests in the process of negotiations.
- The memorandum should document Syria's will and capacity for reform also at the international level. Internationally, it was finally presented by the Permanent Secretary of the Ministry of Local Government at the *World Urban*

Despite the fundamentally different Syrian operational framework, the German memorandum has fertilized the genetic coding of the reform ideas and the reform process in Syria.

Forum in Rio de Janeiro in 2009.

## On the effects

Today it would be absolutely wrong to reason about the effects of the activities of the Urban Development Program in Syria and in particular the memorandum. The effect of the current uncertainty over the fate and destiny of Syrian employees who were frequently exposed to observation and questioning already while working on the memorandum is crippling. We are speechless in view of the threatening loss of culture in Syria, that despite most heinous methods of repression

- evil-meaning people say just because of these methods
- has exemplified to the Middle East context a fascinating and functioning co-existence of ethnicities, cultures and religions and in addition again preserved its building cultural identity in many places.

The black-and-white painting by western media shames us. It remains to be seen whether at the end of this reign



of terror in Syria, there is still – or will be again – room for reform, and if there are some points at which the political process of urban development can be taken up again, a process which challenges us in Germany at all levels, even when it doesn't involve existential questions here. Despite Syria's fundamentally different operational framework the German memorandum fertilized the genetic coding of the ideas and processes of reform.

**The threat of cultural loss of the land makes one speechless.**

Despite partially related topics (participation, identity, building culture), it was less about transfer of content and even less about transfer of procedures and methods; the



Syrian memorandum seems, perhaps due to the process of its getting written – iterative and in dialogue – organized even more broadly than in Germany; it is more about the transfer of an idea than the transfer of a format.

The aim was to recognize that a comprehensive integrated urban development policy is required by the entire nation to pull entire societal benefits from the increasing dynamics of *Syrian Urban Age*. And it was finally about creating the basic conditions which allow only the delivery of municipal services and to ensure the services for the public that the townspeople rightly expect.

Idea and format were indeed significantly initiated by the German consultants, but borne by Syrian reformers inside and outside the government apparatus and many mayors and city councils. It should not be concealed, however, that at least as many have opposed the memorandum and changes in the status quo. Nevertheless – the Syrian memorandum has especially prompted municipal decision-makers to reflect on their role, on their duties and their implementation, on expectations of the population and the political conditions generally in need of reform. It has strengthened the city's self-confidence to make demands, to develop a framework with which they could even have begun then to do justice to the tasks they had to solve.

Given the ongoing slaughter in the cities, it remains only to be said that the incumbent government of Syria has rejected the idea and the results of the National Urban Development Policy. All political action for now aims to preserve power in the narrow circle of government and to destroy supposed and actual opponents. The individuals in large parts of the population are only concerned with survival. The tasks people face when the war is over will be of a completely different nature than a Memorandum could measure up to. Syria is going to be set back for decades.

**The tasks at the end of the civil war will be of a different nature than a memorandum could fulfill.**

## Klaus Johannis

Mayor of Sibiu/Hermannstadt, Romania

in conversation with Peter Zlonicky and Elke Wendt-Kummer

### Culture as urban energy

*To save and redesign the city in a situation of change – that was the task you undertook more than ten years ago in Hermannstadt. That was a challenge; although you had to mobilize many different forces to be successful, and this success is visible everywhere now. What do you see today, relative to the whole city, as the main challenges for the next few years?*

Looking back often gives as much enlightenment as looking ahead. When I think back to Hermannstadt 12 years ago, when I was first elected mayor, and when I look at it now, it is easy to see that some things have changed radically, especially how the citizens understand their city and how they treat it. Radically changed are the infrastructure, the number and quality of jobs, the functionality of entire neighborhoods.

#### **The city has obtained a new identity and the people have a new feeling of self-esteem.**

I think all this can be described with the term *identity*. The city has obtained a new identity and the people have a new feeling of self-esteem. Such changes in cities are very seldom, and both even more so. Until 2000, Hermannstadt was a city, which was identical in terms of the buildings we see. But everything was pretty run down and there was absolutely no concept of what should be done with this legacy. The fact that we – sometimes simultaneously, sometimes in succession – have changed much, has given the city not only a new look, but also a new identity.

Hermannstadt is now well-known as a city of culture. The city is living this new identity. It makes her more attractive, so that it has become an important tourist attraction.

Tourism has given us the opportunity to build a whole new industry, one that fits Hermannstadt excellently. This all happened – at least at first glance – paradoxically. In character, the city is essentially industrial. In the main, Hermannstadt still lives from industry, not from tourism, not from culture.

There are, of course, thousands of industrial cities, but industry alone does not make a city attractive. Thanks to our new identity, however, new investors have come to Hermannstadt. Culture and tourism are types of urban energy, and although unexpected, they have a very positive impact on the city.

There are countless projects, from infrastructure to individual cultural projects, but to list them in this context



does not bring much. I just want to show how a city can be changed by seemingly unrelated individual measures.

*Industry and cultural tourism – how do they work together?*

That industry and tourism are not mutually exclusive, you can see in the Ruhr Region – it is not a contradiction. Hermannstadt is only surprising in that the parts in which tourists are interested have absolutely nothing to do with industry. Most tourists in Hermannstadt do not even know where the industrial sites are located; nobody sees that many important companies are still based in Hermannstadt.

*What are the most important facilities you are promoting, so that the culture of the city remains valid beyond 2007?*

#### **Hermannstadt is now well-known as a city of culture. The city is living this new identity. It makes her more attractive, so that it has become an important tourist attraction. Paradoxically, this all happened in an industrial city.**

We have been supporting the culture sector since 1995, and in 2003 we started promoting cultural events on an even bigger scale. We had some very good events even then, such as our International Theater Festival. That started at the beginning of the 1990's as a student theater festival, has gradually grown and is today the world's third largest theater festival. This is a great achievement, something to keep in the town.

We had the idea that from the many projects the most valuable would emerge, and so it has turned out. In 2007 we also had start-ups. For example, we had noticed that there

was a pretty large audience for ballet. Since all guest events were always sold out, we established our own ballet. Up until now, it has functioned very well and has consistently large audiences in Hermannstadt.

The cultural activities are equally diverse. Every year in August the city hosts a huge hard rock festival. A week ago we were watching the closing ceremony of the Romanian-American musical evenings. On the Grand Boulevard we heard a great new interpretation of baroque music with very modern effects, including rocket launchers and dozens of laser projectors in the main square. Such events keep Hermannstadt buzzing; because there is always something new.

### **Culture and tourism are types of urban energy; they have a very positive impact on the city.**

Meanwhile, the town spends an ever larger sum annually to promote culture. It always pays off, because the cultural profile of the city contributes significantly to the city that is known; ergo guests come, and they in turn bring money into the city. It is my firm conviction that subsidizing culture is among the best investments you can make in communities in general; as long as the entire thing is part of a larger concept.

*You began large-scale infrastructure projects with the renewal of the systems of water supply and drainage. What about traffic? Will public transportation be able to bring about a reduction in individual transport? How far have you progressed with the mobilization of bicycling? What are your plans for the next few years in the infrastructure sector?*

I think that a whole complex of measures is needed to keep the city mobile or make it more so, and in a way that is also convenient for the people of Hermannstadt. We often work on different projects simultaneously to ensure good mobi-



lity within the city.

Until two years ago, one of the biggest obstacles was transit traffic, traffic that went through the city and choked it. Thankfully, the problem has now been solved, since there is a new ring road as part of future highway; transit traffic is a thing of the past.

In order for everything to work, we have to adjust the road network as far as possible, and we are working on it practically all the time. None of this is simple; it is expensive and the results are not sensational. But in small steps, we are making progress. Traffic has become at least tolerable, and we have no more traffic jams.

At the same time, we are still trying to convince the people to use alternatives. Hermannstadt is not large, you can virtually go anywhere on foot if you're nimble. But you can definitely get around by bike as long as the weather cooperates. That's why I encourage the people to get their bicycles out of the garage and use them. To this aim, we have selected many kilometers of bike paths – not to show the inhabitants of Hermannstadt where to go, but to ensure some safety in city driving.

Until then, automobile drivers were reckless simply because they were not used to cyclists. In order to make room for bike paths, we had to redesign some of our streets. Meanwhile, we have marked about 40 km of navigable bicycle paths. The lanes are not always marked on the asphalt, but wherever you see a cycle, you can bike reasonably well.

### **It is my firm conviction that subsidizing culture is among the best investments you can make in communities.**

This is one of the variants we are working on. For the time being we have only two kilometers of bike paths that were built as such, the rest are tracks marked on the roads. We want to extend the markings and to go on building more specific bike paths. There is still much work for the next few years.

We have very good public transport. Our system is punctual, reliable and relatively easy to use. Slowly but surely we are convincing many citizens to leave the car in the garage and take the bus.

*Living in the city: Hermannstadt is also impressive in that houses are used predominantly for residential purposes. Has life in the inner city stabilized? Prices are rising – we've heard of home sales that come close to German prices. What are you doing to maintain this quality and create stability?*

Starting in 2000, Hermannstadt witnessed the unpleasant trend that people wanted to move away from the city center. Not because it wasn't pretty, but because everything was working poorly; the infrastructure in the old town

was completely run down. Given increasingly low-income neighborhoods, it was no longer pleasant to live in the inner city. We have – with the help of GTZ (German Technical Cooperation, now GIZ) – managed to show how the town can be restored and what value it has. We were able to convince the citizens to accept it as a living city and it has worked very well.

Meanwhile we have replaced the entire infrastructure. In the old town, everything called *installation* – water, sewers, gas, cable, optical fiber – is new, and these systems offer optimal conditions.

This, however, led to price hikes, some much too high. In 2006/ 2007 it became more expensive to buy a home in Hermannstadt than in a comparable city in Germany. This has been somewhat normalized. In 2003, we started to re-design the city and also to really renew it, at least as far as the public domain is concerned.

*In Germany we have the problem that the gap between rich and poor is continuously expanding. There are many who can no longer afford to live in the city center. Concerning the cost of housing in Hermannstadt: Who, with the very low incomes here, can afford an apartment in the Old Town? How do you ensure social cohesion?*

Due to the ownership structure here our problem is completely different from that in Germany. During and after communism there were some politically conditioned maneuvers: former tenants could buy their apartments for a pittance. Compared to Germany, over 80% of our people own and only 20% rent; in Germany it is completely the opposite, and therefore the problem is quite different. Here the cost of living is defined more by the extra costs – water, gas, wastewater, cable TV, etc. – and they are not cheap. Compared with the average income in Romania they are in fact expensive. But if you can afford to buy an apartment, you can also afford to live in it; it's only a problem if you rent. The rents are not very high, no comparison to German cities, but they are a relevant cost factor.

*Renewable energy production and conservation are becoming increasingly necessary. This is expensive, especially for low-income households. What does this mean to you?*

Although many solutions have been suggested, very few have been put into effect. Many wind farms are in planning, but only few have been built. Once they are all constructed, they will be statistically significant for the Romanian energy market. Many solar energy systems are in planning, even in the surroundings of Hermannstadt, but only a few are working effectively.

More and more people realize, however, that it is worthwhile to insulate their houses. For the most part, the large apartment buildings from communist times are now more or less well-insulated, that's more a question of detail. But people have begun to understand. Many owners of single

family homes now have solar panels on their roofs, most not for producing electricity but for heating water. What we know of German cities, that there are acres of roofs covered with electricity-generating solar panels, that is unknown here.

*In the Old Town that would also be terrible, especially on listed buildings.*

That would be, to put it another way, simply catastrophic.

*You will probably need integrated approaches that relieve the old town through decentralized production of renewable energy elsewhere. The federal government in Germany has opted for an energy turnover, although its local implementation is difficult, mainly because of the expected costs and burdens on low-income households. In Germany, the private sector is also pushing for the change, because energy for industry is a significant cost factor.*



I think there is no coherent energy policy in Romania. For this reason, it's all a bit more chaotic. As long as there is no relevant energy policy, industry simply does not know whom to lobby. This is a problem for us. In recent years, industry ministers have been unable to formulate a sensible energy policy. On the other hand, there are no subsidies for individual consumers; equipment is so expensive that, if they have to pay out of their own pocket, they just don't. Some people do it because they can afford it or because they are enthusiastic about the new energies, but that is not meant to save money.

Here, gas and electricity are expensive, but you pay monthly and that's it. If you want to build a thermal unit, your monthly costs will go down, but you can't get a loan from any bank for the initial investment. Such work is not financed under favorable conditions. If you go in Romania to a bank and apply for a mortgage, you get something, but nothing with which you can begin anything. The interest rates are so high that private loans are unaffordable.

*And public policy today? Is it unrealistic to imagine that a new energy policy will be developed over time?*

**I think the main thing that I attained is that I returned to the inhabitants of Hermannstadt their optimism. If people are motivated, they can also be easily motivated.**

We all expect that at some point a government will take the reins that realizes that it has to formulate a new policy for this sector; to date it hasn't happened.

*In the reports on Hermannstadt's urban development, which were written ten years ago, there are many ideas which now,*



*in Germany, have heightened relevance in terms of the energy turnover: social cohesion, activation and motivation of individuals, interdisciplinary thinking and acting by the players, cooperation in various fields, new partnerships. What does it take to mobilize the society to make the tasks of the next few years their own and to form new partnerships?*

Certainly some areas can be mobilized locally and some others cannot. What you can do is, for example, get people to the point that they realize that a well-maintained house has a higher value than a house that's in bad shape. Time and again we have found – and that's very interesting to observe – that where the city does nothing, where a road is bad, the houses are not kept in good condition. But when the city comes along and begins to fix the road and to replace the lines and give the whole a form, suddenly the owners also begin to fix their homes.

The fact that we have improved the infrastructure of the city massively – we have improved hundreds of roads – very many citizens – I would say perhaps thousands – have started to fix up their homes. This has led to a whole lot more movement in this area. The city works better and looks better. As far as energy is concerned, however, we can't do anything because people can't afford to.

*In the perception of the energy revolution, human energies play a surprisingly large role; more recently it has to do with those energies which emanate from the people. How is it in Hermannstadt?*

At the end of my first term as mayor of Hermannstadt in 2004, I was asked what the most important thing I'd done was. All the journalists expected that I would name a road or a building. But I think the main thing that I attained is that I returned to the inhabitants of Hermannstadt their optimism. It's really amazing how important the attitude of the people is to their town and what they can all move. In the following case this is certainly true: if people are motivated, they can also be easily mobilized. And when they're happy, they also pitch in. It's then that you realize how alive the city is.

There are cities that are asleep, even if they look good. And there are cities that are alive, even if everything doesn't work to everyone's satisfaction. The way people perceive their city and how they deal with it, is, in my opinion, one of the most important location factors. Of course, you can't set your hopes too high in something that is immaterial. One cannot expect people to do things by themselves, which are simply not within their realm. But if we support human energy, then it is truly so that people do more, achieve more. The result is that investors are satisfied with the people they employ. This has many positive effects.

*Shortly before midnight last night we went through the city; the squares and bars were full of young people. It was amazing. Who are these people, are they from Hermannstadt?*



Yes, that's the secret of Hermannstadt: it really is alive. Tourists enjoy days and evenings in the city, but not necessarily late at night – the people of the city come out at night. That was an effect I had hoped for. But I honestly had not expected it to happen so quickly.

After we had developed the concept of pedestrian zone, we thought we had to do something to attract pedestrians. We encouraged innkeepers to create terraces, something unknown until then. In 2003 I suggested that they put outside tables and umbrellas, which they did. At the time, it looked terrible: plastic chairs, plastic tables, colorful umbrellas, a catastrophe! Some even put out plastic tents.

Then we started from one year to the next, to explain to them precisely what we meant. We established regulations and after two years the whole thing was going very well. One could go out and sit up late at night. In Hermannstadt we have, in contrast to most German cities, an almost Mediterranean climate. In any case, all this has grown very quickly. One after the other, terraces were built, almost all look good and are well attended.

*Is there any co-operation with the institutions for education and training in Hermannstadt?*

We are co-operating in practice with the urban planning department of the University; we are not in contact with the public school systems and universities, but the contacts in Hermannstadt work well. Often we have succeeded in establishing special programs, which, for example, have helped us solve problems on the job market. Not all programs have been successful, but mostly we have moved something. In any case we work together. I think that's important.

In terms of content, the universities are independent, and they can tailor their courses to the local market – this is also true of our university. The fact that we have a lot of new industries is also due to the existence of the engineering faculty. It has 5,000 students. There are close contacts with various businesses, scholarship programs, practical training, etc., it works well. So I must say, at least under Romanian conditions, we are doing very well, which includes the city in education and education in the city.

*How do you involve the citizens?*

The citizens are involved in any case. I think it is important that citizens be involved in the elaboration of plans. We do it too, and it is by the way, prescribed by law. But when it comes to technical details, I'd rather not have to think of all the neighbors or the street, because you'll never come to an end. Everyone has a different opinion on where the drains should be installed and what inclination they must have, etc. It is true that the people get involved in the conceptual phase, but the details should still be left to the experts.

*What are your expectations for international cooperation, especially with Germany? Where do you need the most support for your work?*

The greatest need is still in the area of expertise. We often know what we want to do for the city, we can develop concepts, but we don't know how to implement them practically.

For instance: we have decided to build a conference center here with a new in-house theater. We need both, and both together will create synergies. It is, however, something that does not exist anywhere in Romania and nobody knows how to begin. For this reason, in order to avoid becoming dilettantes, we will undoubtedly need lots of help: we have to apply know-how that certainly exists somewhere. It is possible to avoid mistakes, and we were fortunate in that we were able, through the many contacts with Germany, to even avoid many mistakes that were made there.

*Looking at the restored historic center of Hermannstadt, the new corporate building complexes: do you think that it is possible to generalize the good experiences you have had in urban development and transfer them to developments in Eastern Europe?*

**The way people perceive their city and how they deal with it, is in my opinion, one of the most important location factors**

No. I think that, as everyone has a personality that is unique, every city has its own identity, one that is not replicable. Certainly some approaches are transferable, but that's not something we invented here: that we can preserve the old town in a modern way and dressing, which is, no



matter where, surely a good model. If you want to rebuild the city, it is also important and recommended that you have a dialogue with the citizens.

*Mr. Johannis, with your energy and your optimism, we see good opportunities for Hermannstadt. We wish that you furthermore keep on doing so well. Thank you!*

**There are cities that are asleep, even if they look good. And there are cities that are alive, even if everything doesn't work to everyone's satisfaction.**



## Dr. Emmanuel Moulin

Head of the URBACT Secretariat, Paris

in conversation with Peter Zlonicky and Elke Wendt-Kummer.

### Obtaining community agreement

What is France doing in urban development? Is this your question?

*Yes, and how, from a French perspective, do you see the debate about energy policy in Germany?*

As is well known, France has been, for the longest time, highly centralized. This had influence on energy policy, which was determined by the state electricity utility EDF together with the responsible ministry. While German nuclear policies are associated with the outcome of World War II, France regards them as a piece of national self-identity and as the desire for independence.

Energy policy in Germany is operated at the local level, with public utilities for example, which produce their own energy. In France, with few exceptions of Alsace and Lorraine, which date from the German occupation of 1870-1918, this is not the case. From the beginning of the 19th century, local self-government has been a German tradition. In France, the communities only won these competencies and authorities in the early eighties. They are also much smaller than in Germany: France has 37,000 communities, Germany only 8,000. In France, it has only been in the last ten years that local governments can cooperate in inter-municipal associations as part of an integrated urban development, they have grown much stronger since early 2000.

Also: with the rather programmatic function, our regions cannot compare with the German *Länder*. The integration of different political realms, such as planning, transportation and energy, is, on the regional level, weak.

**Three targets of three times twenty percent: reduction of greenhouse gas emissions by 20%, increasing the share of renewable energy to 20% and increasing energy efficiency by 20% by 2020.**

Many ideas still come from the central level. The once very powerful infrastructure ministry (*Ministère de l'Équipement*) was merged with the Ministry of Environment in 2006 with the intention of making sustainable development the center of its activities. The new Ministry of Environment, Sustainable Development, Transport and Housing has at least 65 000 employees, of which 90% are now working in regional and district agencies. These agencies are implementing the policy of the ministry and helping communities in their duties.



I worked for this ministry for many years, but early this year I switched to URBACT and am responsible for the secretariat. URBACT is a European program, whose goal is to connect cities which wish to develop in a sustainable manner.

*What does your current work have to do with urban energies?*

The issue of energy is really high on the agenda of the European Union, with the three known targets of three times twenty percent: reduction of greenhouse gas emissions by 20%, increasing the share of renewable energy to 20% and increasing energy efficiency by 20% by 2020.

An important instrument of the European Union is the structural fund. The Commission is advocating that the states will mobilize a minimum amount of funding for future energy sources – at least 20% in the more developed European regions. This of course depends on the states. One cannot expect from Romania, for example, the same as from Denmark. Each state has its own position.

From the financial point of view, URBACT is only a drop in the bucket; the program only has 69 million Euros for 2007-2013. But it is the only program that is funded by the European Commission and devoted exclusively to the issues of urban development. We are concerned primarily about know-how, that is, we are strengthening the ability to plan and implement development strategies, i.e. capacity building.

*How do these programs affect French urban development policy?*

In France we have the goal of using the funds from the sustainable urban development policy – this is a post of 350 billion euros of the structure fund for 2014-2020 mainly for disadvantaged neighborhoods – of course, the energy question will be considered here.

France has particular difficulties with disadvantaged neighborhoods. This has a lot to do with the way the city developed in the 1960's and 70's, when they built the satellite towns. The middle class has left, the poor people have stayed behind. The *Social city* therefore has a long tradition in France. It started here much earlier – West Germany did not have, at the time, the same problems. The politics of the *Social city* was always intended to integrate. France not only wanted to invest in construction, it also wanted to care about people and use the complete range of instruments.

*That was already the declared policy of President Mitterand. The program 'Banlieue 89' of 1986 also inspired us in the Federal Republic.*

Exactly. There are a total of more than 700 underdeveloped residential areas (*zones urbaines sensibles*) in France, and those are districts with real difficulties. The intention was to do integrated work not only in the neighborhood-, but also on the city-level. There was, for 1998/99 a will to conclude contracts that incorporate everything in municipal action plans (*contrats de ville*). The fragmentation of communities has acted as a brake. Since Baron Haussmann, i.e. since 1860, it has not been possible in France to merge small communities into larger communities!

In this respect, the most important law dates from 1999: When communities of an agglomeration work together and give up powers to an inter-municipal association, they get more money. That has since developed well. More than

half of all investments of the municipalities are now made at the level of inter-municipal associations. The community level is being gradually eroded. In the communal elections of 2014, the representatives of the inter-municipal associations will be elected directly. This will strengthen the legitimacy of their representatives and their elected association presidents vis-à-vis the legitimacy of the mayors.

In 2004, Minister Jean-Louis Borloo performed an about-face in the policies of the Social city: *City politics is good, but I would rather see results and really change the substance of the city.* He was particularly interested in the large new housing estates (*grands ensembles*), for instance La Courneuve north of Paris, where the main parts of four thousand apartments were to be demolished. His ministry then decided, more or less, to let go the smart idea of integrated urban development. Borloo wanted strong national agencies and founded a national agency for urban renewal (*Agence nationale de rénovation urbaine*), the numbers of which are impressive.

### How to reach, for example, that ecological neighborhoods are not to the rich, but are integrated in a sensible urban development policy?

Less than one hundred people work in this agency, which has considerable resources at its disposal. Over ten years, 2004-2014, a total of more than 40 billion euros will have been invested in 400 districts. This powerful program is managed centrally; the mayors themselves, accompanied by the local prefect or his representative in the Paris agency, come to present their projects. The Germans would be really surprised.

In the cities, concrete programs will be established. I take as an example a district I know quite well, Sarcelles, north of Paris. The city has 70,000 inhabitants and most live in neighborhoods, that are in need of renovation or need to be demolished.

*Sarcelles has one of these large housing projects...*

Yes, the area has a program running in excess of approximately 300 million euros, of which the agency contributes a third. We know exactly how many homes should be rehabilitated, how many demolished and how many should be built. There is of course social support and the goal of building a new home for every one turned down. Not such an easy task: to improve the social mix, in districts where poverty is concentrated much the way it is in the north of Paris. In this respect, there was more success outside the Paris region or inside Paris, where the social structure is more balanced.

*Who determines the policies of these agencies?*

The Ministry of Cities (*Ministère de la Ville*), but this is actually a ministry for the *social city*, which determines the



policies of these agencies. It has a cross-section oriented department (*Secretariat Général au Comité à la Ville inter-ministériel*) and two agencies, one for spatial transformation and the other for social support.

*We have learned on the one hand that there are the strong state and the agencies, and that they are reasonably well equipped for the work in disadvantaged neighborhoods (quartiers défavorisés). On the other hand, there are associations of the inter-municipal communities (Communauté d'agglomération urbaine), which are responsible for many small communities.*

*My question: Do you need cooperation for the implementation of such an ambitious program? With the business world? With environmental organizations? With the universities? With the residents, through initiatives?*

This task is performed by the inter-municipal associations. They have the job of integrating the key actors in sustainable urban development and working together with industry. The integrated urban development policy is now everywhere in France.

A special place is the Paris area. 12 million inhabitants, one third of our economic strength, almost half of the scientists – that makes the difference. The Paris region has more than 1,000 municipalities and many in-between associations, which alone are usually not strong.

In addition to the policy of the *social city* there exists a second major national urban policy: the Ministry of Environment supports a policy of sustainable urban development (*développement urbain durable*), which was launched in 2008 with the key concepts sustainable quarters (*éco-quartier*) and sustainable city (*éco-cité*).

These programs operate on the basis of competitions and collect interesting proposals in which way it is often more about the process itself than about the technology. How to reach, for example, that ecological neighborhoods are not only for the rich districts but are integrated in a sensible urban development policy?

*What role do universities play?*

Maybe not as big a role as in Germany. But the universities are becoming increasingly integrated into the process, and scientists are being involved as experts.

*What about the residents? Is citizen participation encouraged?*

The question of direct participation is a key issue in the neighborhoods. How is public participation encouraged? For URBACT this is a major concern, but in France, at the national level, it is not presently an issue, and no special attention is being paid to it. The really important things take place on the level of the communities and the inter-

municipal associations.

To what extent – if any – the population is involved in the process depends on the municipality. In bourgeois neighborhoods, people know of course how to protect their interests. Public participation is particularly important in those areas where the people have little opportunity to actively participate.

*In Germany, we are attempting to mobilize the various local forces so that they can jointly cope with the rebuilding of the city. What do you do specifically in France?*

I have already mentioned *sustainable neighborhoods*, but not yet the *sustainable city*. Within the framework of this important investment program, we have so far been able to mobilize about a billion euros. The aim is to promote a new mobility, new construction methods, new uses and modes of production of energy and further advance the compact city. Thirteen cities have formed consortia, comparable to the lending institutions in Germany, and which have 49% of the capital. The rest will be provided by private investors. It is the mobilization of players from the private sector. Everything revolves around mobilizing the know-how of the private sector.

**Public participation is particularly important in those areas where the people have little opportunity to actively participate.**

Whereas the emphasis for sustainable neighborhoods is on public participation, the city level requires the mobilization of the private sector, new technologies and financial resources: this is to enable French companies to export their know-how. That is partly classical economic policy.



Perhaps I should add that a consensus in society, an agreement such as the *Grenelle de l'environnement*, really mobilized all stakeholders.

**Mobilization of energy revolves around the poorest people.... I emphasize this again, because I am deeply convinced of it: I think the progress is at the expense of the disadvantaged segment of the population.**

*What is the Grenelle?*

After the revolution of 1968, people sought a consensus in society and passed social laws, known as *Les Accords de Grenelle* (the Grenelle agreements). This was an important time in French history, so the term is used today. You know that there are no more paving stones (to throw) around? (laughs). (*The Ministry of Labor is located on the rue de Grenelle; the agreements were signed there; now Grenelle is a generic term for conference agreement*).

I was involved in round table discussions for a year, where all the players came together – civil society, the private sector, planners. All the issues of sustainable urban development were discussed there. For example, there is the issue *trames vertes and trames bleues* (green grids, blue grids), i.e. nature in the city.

*The green and blue infrastructure?*

Yes, that was a very important moment of renewal of planning and mobilizing the entire society. The changes went way beyond the question of urban development, for instance they touched agriculture and many local entities. The *Ile de France* region, for example, launched an initiative to connect sustainable neighborhoods and funded them in the Paris area. This mobilization of the energies has generated many ideas.

*Has the Grenelle been updated or is it finished?*

The *Grenelle* is still in effect. You could say it is still there, but on a central level, the political momentum is weaker than it was a year ago.

*What are the biggest obstacles in France for the mobilization of new urban energy?*

As far as I'm concerned, the critical issue of sustainable development and particularly the mobilization of energy revolves around the poorest people. I emphasize this again, because I am deeply convinced of it: I think the progress is at the expense of the disadvantaged segment of the population. This group must necessarily have priority. I cannot answer that question in any other way.

*Does that affect the 'social city'?*

Yes but not only, it goes much further! This is not just an issue for France or Germany or Europe, it is a global issue because cities outside Europe are growing much larger and faster. So far, we lack the tools to really help people, without whose help we can do nothing for the environment. For this we must mobilize the disadvantaged groups and need other, better systems.

**The critical issue of sustainable development and particularly the mobilization of energy revolves around the poorest people.**

*Do you have an example of how to motivate the population from the Paris suburbs?*

The financial issue is important here: how does one create social balance? How do you achieve cooperation? The second point is behavior. How does one use a house? In Garges, near Sarcelles, in recent years, a large built-up area was transformed into an eco-district. I visited many low-cost apartments, and I must say that it is not enough to just hand over the keys to their dwellers. They must be accompanied. We have to show them how to use a modernized, energy-efficient apartment, where the advantages lie. If you leave that out, you are wasting the advantages of renewal.

*If you were to name the biggest difference between French and German urban planning, what would it be?*

There are several differences. First, it is clear that awareness of environmental issues arose earlier in Germany than it did in France. There is a time advantage and correspon-

**The critical point of the energy mobilization is the poorest sections. The progress at the expense of the disadvantaged. In promoting the group must be a priority.**





dingly in experience. Another big difference is the large number of communities, which makes an integrated urban development in France difficult.

We really needed the agreement of *Grenelle*, much more so than Germany. This is closely related to our culture and history. We need processes, which, such as the Grenelle agreements, strengthen the social consensus.

*National consensus, clear government guidelines, the emphasis on sustainable development, the search for social balance, priority for disadvantaged neighborhoods – French urban policy takes the obligations of the Charter of Leipzig seriously. Mr. Moulin, thank you for your time!*

**We need processes which strengthen the social consensus!**



## Prof. Franz Oswald

Dipl.Ing. Architect and City planner, em. Prof. ETH Zurich, Scientific program director of the Future Cities Laboratory

### Being open for others

*What is the significance of 'urban energy' from your point of view, for the development of cities? Which energies have to be mobilized there?*

By the term *urban energy*, I mean forces which have the ability to bring forth or change or maintain new things – for me effects of related fields of force and energy.

The question I ask myself didactically: Who or what are the main sources of energy? First, it is the people. Let's talk not of buildings but of people. The city is first defined by a high density of people in one place. But there is a correlation. The people are in fact always on the move. We speak of an urban system. And we know that the climate issue and the question of power are two related things that preoccupy and threaten us. Human power and climate change are also in a correlation. Both fields of urban energy efficiency refer to the entire planet today.

*Yes, we destroy our livelihoods by the consumption of resources, by burdening the climate. We know we cannot continue to go on living and working the same way. How can we arrive at a responsible use of energy and how we mobilize new sources of energy?*

**Who or what are the main sources of energy? It's the people. Let's talk not of buildings, but of people.**

By protecting the uniqueness of the planet. We have a reproductive biomass of about 50 to 60 cm humus and we know that it takes centuries to produce humus. Under the humus there is little reproducible material. On top, there is a ten-mile-high layer with moisture. In this zone, approxi-



mately 10 km + 50 cm humus, reproductive life exists. This habitat is the urban area for me. I call it urban space, because there are no more spots on the world that are not yet urbanized and thus belong to a system of urban influences. We have taken over the whole world, each square meter is delimited and belongs to somebody. This is our urban system.

I think that the relationship of the modern city to its hinterland is essential. If we consider not only the city, but its geographically adjacent environment, then the whole planet can be considered a city which is necessary to preserve. Also, despite destructive claims, the partnership between the city and surrounding areas must be maintained.

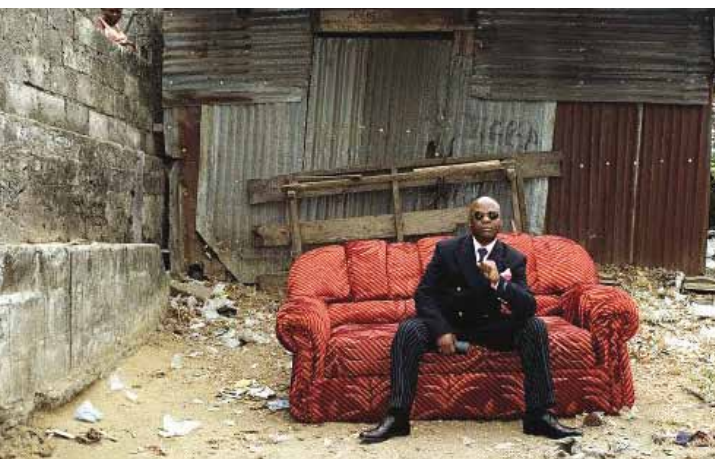
*What must we mobilize in order to achieve sustainability? What must science contribute? What should universities, architects and planners do? What should politics do? What contribution do you expect from our own behavior? How can we assume responsibility for the city?*

I'm inclined to reduce complexities. Sustainability means to me also that a substantial majority of the population supports it, shares certain principles: for example, the principle of interdependence between the public and the private. Or that we, the generations now living, will have to survive on renewable resources...

*... and for all future generations ... keep open their own free choices.*

Exactly. It is possible to create unity on certain principles.

**Not even to touch some resources would certainly have a lasting effect. But how do you achieve that? How do you convince a majority?**





But how do I achieve that we also agree about where these borders begin, or, for example, on the limits of the influence of power or the consumption of resources? One could say that we have now discovered this new oil field, but we can leave it better alone. Not even to touch some resources would certainly have a lasting effect. But how do you achieve that? How do you convince a majority?

*Set boundaries, respect others, set up rules with which one can live collectively and individually – those are principles that have shaped the European city model ....*

Right.

*... and they are relatively successful principles. The cities preserved and developed themselves for centuries. They are constantly changing and yet manage to retain their own identity. They are financially viable, more or less. How does this successful model of the European city look from a distance? How does the sight of what Europe does now, look from the perspective of the outside?*

There is no European urban planning policy yet. I think that's a pity. A debate, which I think is necessary, would also reveal the weaknesses of current European cohesion. But right now we are experiencing the effects of the financial and economic crisis as an opportunity to extract from this constellation such a discussion.

**When we talk about urban policy, we must first identify those factors that keep the city alive. And this is primarily a political question rather than a question of material resources.**

I can completely imagine that the cities, perhaps from their political potential have better chances than the national state, to meet future challenges. I am speaking of the delicate relationship between the federal government and the cities and countries in the federative union. This is difficult, but it is a chance. When it comes to European urban policy, one would have to work out that in a crisis situation of the first magnitude there is an opportunity to develop new lines of thought and action. In my opinion you would have to define what *specifically European* means. About that I learned much last year.

*Through your work in Singapore and Ethiopia, your travels in Asia, your sojourns in the US, you have been able to get some distance from Europe. What do you think is necessary when it comes to sustainable European urban development policy?*

I can distinguish what makes Europe different from most of the areas I've seen over the last ten years, by three main thoughts. I purposely put a political principle at the top: the autonomy of the city. The city as a historically grown entity, changing, but also in terms of geography, territory and numbers comprehensible figure, is typical of Europe. Since every city is a structure consisting of different

**Time and again, we must bring these issues, that are essentially structural, into the political discourse especially given the current situation, where a very small group of billionaires has indeed more money power than the large group of ordinary taxpayers.**

communities, *res publica* and *res privata* at the same time, they must be able to determine their own identity. The self-determination of the cities has been, in recent decades, increasingly restricted, ruined and intentionally destroyed. The idea of neo-liberal policy is to undermine the state. I'm against that. When we talk about urban policy, we must first identify those factors that keep the city alive. And this is primarily a political question rather than a question of material resources.

The second element which makes Europe so unique is the infrastructure. It ensures the material and non-material cohesion of the urban districts and between the cities the national as well as the federal alliance. Even if I speak of autonomy: a city cannot exist on its own; cities exist in networks with other cities the way humans exist in their mutual relationship with society. Where on the planet is there a similar closely-knit system of fresh water and used water to be found? Where can I find a similarly dense network of energy, education and training? Where is there a similar network of diverse forms of mobility, largely linked to each other? This infrastructure is something typically European.

*Given the current questions about climate change, energy and resource consumption we will have to come up with some new solutions. How should we build new networks? How do we manage to get power lines from the open sea to the south? It concerns the construction of completely new infrastructures. How do we manage to link the junctions of rail, public transport and individual non-motorized traffic so that users can freely choose and combine different forms of mobility?*



I consider the question of infrastructure to be eminently political. How did England manage its railway-nets in the last 20 to 30 years? Or what happened with the health care system? And now the debate about energy - time and again, we must bring these issues, that are essentially structural, into the political discourse. They must be present in our understanding of private and public interests, especially given the current situation, where a very small group of billionaires has indeed more money power than the large group of ordinary taxpayers.

The third element is the image projected by Europe itself. How do we present ourselves? What sort of picture do other cultures have today of the European culture of city? How do we wish others to see us, even when they know that we burdened ourselves with guilt in the last four hundred years of colonialism? Whereby the exploitation has only new forms now, such as the sale of land in Ethiopia, where, for example China or Saudi Arabia are buying land on a grand scale in order to secure their own food supply at the expense of what would be needed for the food supply in Africa itself? The external image of European urban planning policy would most likely improve, if Europeans were to present their model of sustainable urban planning in a really self-confident and credible way.

To the European urban culture also belongs the question of beauty. In Singapore, I was invited to discuss the guiding principles for its future development. I finished my talk as follows: *Before you do anything, you must make sure that what you do is loved by the people. You can be sustainable and do that, but if people do not care, you will never get to be sustainable. You have to love first. How do you generate love?* This has something to do with emotions, with grace. That is also European know-how. China wants to build *German cities*.

*The old European city is beautiful, the new cities are not? This is probably so the world over?*



No, that's not the case - I have learned that. I can argue that Singapore has since built some districts that are beautiful. I maintain that that's the case even in some slums: You can go through a slum and see some lovingly designed spaces. Or in Morocco, where much appears completely unbearable when seen from the outside. If, however, you get behind the wall, you see the attempt to create a Garden of Eden.

*I assume that research plays an important role for new energy sources in urban areas. Now you have, with the ETH, developed in Singapore exemplary capabilities for interdisciplinary research. Which benefit do you expect from interdisciplinary research when it comes to creating better living conditions in the cities?*

**The external image of European urban planning policy would be most liked if Europeans were to present their model of sustainable urban planning with more self-confidence and credibility.**

Transdisciplinarity is a very sensitive and difficult issue. It takes patience and time, and one has to be able to listen. But - and this is a critique of the whole academic system - the incentives and systems of incentives for awards work against trans-disciplinary goals. In a system of awards you have to have ranks, levels in a discipline. Measurable are for example publications. In the highly specialized academic activities, this requires that you publish something in a prestigious specialist journal. And that is exactly opposite of transdisciplinarity.

Interestingly, innovative thinking is coming more out of practice than from academies. I would argue that, depending on the discipline, hardly any academic institution can claim to be progressive or innovative. Not when it comes to understanding questions or when it comes to analytical procedures; that's a different matter. What we're talking about, however, is constructing things together and thinking together. Here the computer is a very problematic instrument: how would you manage to bring complexities together? Do you think that you can cope with complex issues by connecting data with data? This is an open question to be discussed; I'd rather leave it open.

*My previous impression of your work was different. In your Ethiopian project you applied trans-disciplinarity in thought and contextual action. In your earlier work on metabolism you broke new ground, which was not possible before interdisciplinary work; and both fields you developed primarily in the groves of academia.*

That's true, relating to observations I've made in the work during the so-called City-Lab with a younger generation in a complex research program in Singapore and also in the

**What European urban culture also includes is the question of beauty.**

Ethiopian project. When I was in Addis Abeba in March, some young Ethiopians said something, which greatly pleased me: What you are trying to do here, is an integrative way of building a town.

An integrated approach, where the planning, building, participating, establishing know-how for agricultural production, marketing, organizing a social structure on the necessary basis of a cooperative are done jointly and correspondingly acted upon. Urban design is like a symphonic poem. There it is possible to see that building a city is not just a question of planning, but that many more or less parallel strands have to be addressed. Not only must they be addressed, they must be turned into action. Whether or not this succeeds, I do not yet know. But it certainly is a product of the collaboration with colleagues at the ETH



**Being open for others. Self-esteem should not be autistic, but coupled with the invitation to others to come to me, coupled with openness to the other.**

and also from trans-disciplinary thinking and your work at the International Building Exhibition Emscher Park.

35 years ago I designed a participatory residential district. We formed a cooperative and involved residents and mixed do-it-yourself with do-it-with-others. Without these experiences and the resulting greater confidence in those processes, I could not have done the project in Ethiopia.

*Now, if you look at the European city and the urban development politics from the outside, what are the most urgent things that need to happen?*

That's a difficult question, because Europe is so rich in variations. We must be steadfast for this diversity and nurse it. I did not say *maintain*, I said *nurse*.

*When you think of Germany?*

What goes through my mind has much to do with people. Encourage people in their esteem, a sense of pride in what they have. The second, equally important, because the only way self-esteem is acceptable: being open for others. Self-esteem should not be autistic, but coupled with the invitation to others to come to me, coupled with openness to the other.

And there are many of *others*. In that way I try to see and grasp the idea of the city from another perspective. Experience has taught me how concrete urban energies can emerge from such a dialectic.

*Dear Franz, your commitment has aroused urban energies, not only in research but also in your work for cities – and in this interview. We thank you!*

## Prof. Ron Shiffman

Architect and, City Planner, FAICP, Hon. AIA Pratt Graduate Center for Planning and the Environment, Professor at Pratt University Brooklyn NY. in conversation with Peter Zlonicky and Elke Wendt-Kummer

### Investing in people

*From your personal view as a committed planner, practitioner and teacher, what do you believe are the urban challenges in the USA, especially in New York?*

Well, my own thoughts are that the nature of the urban challenges we face today has to deal with climate change in the context of the vast social and economic disparities that exist. How we create a society that can address climate change and other sustainable development issues in a very divided political environment is a challenge that we must confront particularly in the US. If we don't address these issues the very survival of our grandchildren and their children will be at stake.

**The next generation of planners will have to think in very creative ways of addressing issues of equity, social justice and climate change. They will have to use far more intelligence than we have used as planners.**

I think the next generation of planners in particular are going to have to think in very creative ways of addressing issues of equity, social justice and climate change. They will have to use far more intelligence than we have used as planners. They're going to have to balance the practices of planning in such a way that they address issues of sustainability, but sustainability in a much broader sense of the word than we have used it in the past. They will have to deal with social sustainability, economic sustainability, and environmental sustainability. They are all interrelated. I think we have to start thinking about this entropic web of issues and how we begin to address them.

In the past we planned primarily for growth. Primarily in the United States we focused on how to make sure that a given geography can accommodate growth properly and in some cases growth is the objective – not qualitative growth but purely quantitative growth. In Europe they talked about growth and shrinkage, but I think what we have to deal with is planning for quality – a quality environment, a quality economy and a qualitative way of life for all of the people.

*What are the experiences in the United States concerning strategies in respect to climate change?*

**In Europe they talked about growth and, shrinkage but what we have to deal with is planning for quality – environment, economy and way of life for all of the people.**



In April 2007, New York City began developing its plan for sustainability – NYC 2030. The Bloomberg Administration began to initiate a series of interrelated strategies to address climate change and to address the quality of life in the City. They focused on a whole set of mitigation measures. They wanted within a distinct period of time to attain measurable results. They undertook an effort to plant a million trees in the streets of the City of New York and turning them into a much more livable environment. Once that was safer, they created more places for walking, less places for cars, more places for bicycles, hundreds of miles of new bicycle paths were introduced into the city. The city is from one or two percent bicycle ridership now to three or four percent, it's really increased dramatically.

The interesting thing is that one of the people, who participated in one of the exchanges that we at Pratt undertook with your cooperation, is now a transportation commissioner. So there's a connection between what we learned from Europe and what is now going on in New York City. And embrace not only bicycles but pedestrians. They have created Piazzas and pedestrian sectors much the same way that Munich and Copenhagen and other cities in Europe.

If you go New York City's Times Square or Herald Square you will find streets once crowded with auto traffic that have been turned over to pedestrian to sit, talk and interact. The City is healthier and more pleasant, it is also cooler and with the introduction of green infrastructure projects throughout the city street system retaining water and reducing the heat island effect.

Cars can still use the streets, but bicycles can use them as well, new pre-paid bus rapid transit systems are being developed so that more people can be accommodated and travel times are reduced. Most importantly the pedestrian has really been given predominance. I believe that's been a

very important step that will lead to a better city.

We also see the introduction by the Mayors office of a whole new way of looking at our infrastructure investment. Instead of relying solely on hard infrastructure we are seeing the introduction of green infrastructure techniques. Wherever we can we are planting permeable and soft pavements so that rainwater can be absorbed. We are trying to substantially reduce the amount of water that needs to go to our water treatment facilities. And so the City has done a lot of work around infrastructure, around greening, around retrofitting buildings to make them more energy efficient and to reduce their carbon footprint.

*How about mobility in the city?*

New York City's mobility because of our subways is relatively good. The Mayor wanted to create a district where you'll have to pay much more money to enter. But unfortunately, the New York State Legislature would not let him do it. What they have done in a very sophisticated way is they restricted entry by reducing the number of streets, creating bus and taxi only lanes, converting some auto lanes into bicycle lanes, some streets have become pedestrianized, others plazas.

By reducing the size of the streets they will be reducing the amount of traffic that will go into the center of the City. They are planting more trees, so it is absorbing a lot of the pollution; these new green areas are acting as environmental sinks, where you capture the pollution in the greenery and not allow it to enter the atmosphere and pollute the area.

**While I applaud Europe for utilizing alternative energy source, seeking as wind, I am concerned that so much of it is not centralized and not distributive.**

*What about energy - energy-consumption, building insulation, alternative green energies - what is the policy of the City?*

To begin with the city is built out in what is an energy efficient form. We have less exterior perimeter per dwelling unit than most other areas in the US thereby reducing our total heat loss. We have an efficient although somewhat noisy and antiquated subway system but its size and the area it covers is impressive as is the number of people that it serves. Our buildings consume more energy than our transportation. On one hand the city is encouraging owners of buildings to retrofit them in order to reduce energy consumption. In some cases the State of New York has provided grants to encourage retrofitting old existing buildings and adoption of using energy including what we call distributive energy. In other words, instead of energy coming from one source it is generated from a multiplicity of sources.

While I applaud Europe for utilizing alternative energy

**What if every new and retrofitted building has to produce energy for its own use and the use of others?**

source, such as wind, I am concerned that so much of it is centralized and not distributive. Centralized systems like wind and solar farms need extensive transmission lines to bring the electricity from the source to the user. What if we had a windmill of a different sort on every building? What if every new and retrofitted building was to reduce its consumption of energy and at the same time produce energy for its own use and the use of others? That would in turn lead to multiple sources of energy that can be distributed to others.

We have been exploring how we get energy from the ground, geothermal energy. We have been exploring how we can get energy from the currents of the rivers that surround Manhattan. So we can utilize tidal energy, because the tides are always there, and unlike wind and the sun they are predictable. So people are experimenting with the tides, to capture the tidal action to produce energy. People are even looking at the energy that we can harvest from



our road surface – streets are hot, because it absorbs a lot of heat. Can you take the heat from there and transform that into a form of energy to serve our needs? We need to be looking at all sorts of innovative technologies. Windmills that are like cork screws that can capture the wind that are silent and could be located in high-density high-rise areas. So people are beginning to use their ingenuity.

**We have been exploring how to utilize tidal energy, because the tides are always there, and unlike wind and the sun they are predictable.**

I think part of the things to do is invest in green energy so that people come forth with new technologies, new ways of creating technologies. We are also looking at connecting the energy systems to what are called smart grids, leading to a smart and sustainable city. The introduction of computers and broadband / digital technologies that allow us to use our technology to achieve greater efficiencies leading to reduction in energy consumption through more efficient use of what is available. So we are beginning to see the use of these smart grid technologies, using electronic devices to really reduce energy consumption in the cities. This coupled with insulation of buildings, better building orientation, smart use of plants and trees, green and planted roofs, which you've been using for decades in Germany. All of those contribute to reducing energy consumption.



The idea is to reduce the energy consumption of the city dramatically by 2030. To Mayor Bloomberg's credit there is much going on in the City of New York and much of it because of the leadership that he has exhibited. Unfortunately, the Mayor's leadership has not yet engaged the citizenry and the inhabitants of the City in a way, that they become part of the whole effort. We really need to look at our social capital and how we educate them, how we energize them to really act in a way to transfer our consumption of energy and start to build a truly sustainable and equitable city. The issue of equity and social and economic integration has not been a focus of the City for far too long and New York is becoming economically segregated with the heaviest price being paid by our low and moderate-income neighbors.

*This is just my question: How you make sure that investment in green infrastructure is in a social balance? How to realize such an infrastructure and renovation of buildings in poor neighborhoods? How to take care that people without access to public or private budgets can participate?*

Well, it's interesting, because in the United States a great deal of the impetus to use clean and safe alternative energy sources to produce energy has come primarily from the low-income communities. The reason is that in the US, we have a history of environmental discrimination and environmental injustice. Whenever a power plant or a garbage facility or petrol or chemical plant needed to be located, it was always where poor people or people of color lived. We found that mostly poor communities, where African Americans, Latinos and many women lived, were the areas in which we were locating the vast majority of these unwanted uses.

In the late 80's and early 90's the US experienced the emergence of the environmental justice movement. Groups in low-income-areas began to demand better and cleaner ways of producing energy. At the same time poor people had to pay a disproportionately higher amount of their income for heat and electricity. Pressure came from lower income communities to find innovative ways of producing clean energy. Opposition by low-income communities to the location of burdensome uses led municipal leaders to locate these burdensome uses in all parts of the City. But then the richer communities did not want them. So they had no place to put them. But they could find a third way, a clean way, a more efficient way and that's what we have been trying to do ever since.

In recent years, my office has been working with low-income groups on these environmental justice issues. Groups like *Nos Quedamos*, meaning *we stay*, which is located on

**People are even looking at the energy we can harvest from our road surface and transform it into energy to serve our needs. So people are beginning to use their ingenuity.**

the South Bronx is typical of this Group. *Nos Quedamos* set the standard that when it comes to energy and sustainability, it was important to always build buildings, that met state of the art standards in terms of reducing the consumption of energy and applying appropriate densities and sound planning principles in the process. If you go to the area today you see solar collectors and wind turbines on the buildings. The buildings are super insulated, some have windmills, they are all LEED certified. That neighborhood demonstrated to the city how to engage in sustainable building.

Sustainability initiatives started with community-based environmental justice groups, community-based housing organizations and many of the local environmental groups. Foremost among them was a citywide group called the *New York Environmental Justice Alliance*.

One of the members of NYEJA is *El Puente*, a community-based organization with a history of working on issues of social justice, education, culture and the environment. In 2009 we worked closely with them, to develop a plan for the Broadway Triangle, a large vacant and underutilized mixed-use zone straddling the communities of Williamsburg and Bedford Stuyvesant. The result of that participatory effort was a comprehensive plan for a zero-carbon, zero-pollution, high-density development district that would serve the needs of the diverse racial and ethnic groups that comprised the area. A key element of that plan was the initiation of a community-owned energy company that would organize and sell the distributive energy generated by the new development and be compensated for any energy saved through retrofitting of existing buildings. That plan while initially rejected by the city, because of some prior petty political agreements, is still the focus of the community's advocacy efforts and is now being litigated in the courts.

**We are looking at connecting the energy systems to what are called smart grids, leading to a smart and sustainable city.**

*El Puente* asked us to assist them in launching what they referred to as a green light district. Not a red light district, but a green light district. And they wanted us to help them develop a green line – a means of measuring whether or not the goals of the green light district were being achieved.

We developed a plan to rehabilitate all the buildings in the area. We proposed that when we were to do an inspection of the building that it would be from the cellar to the roof: what could be done to make the building more sustainable? Could we take a black roof and paint it white? Could we install a planted roof? Could we put a garden on the roof? Does it have the capacity to carry more weight? We worked with a colleague, Paul Mankewicz, who directs the Gaia Institute and is simply a brilliant man. He developed a planting-medium, not using soil, but a combination of soil and

recycled plastics mixed together so that plants would grow in. It's much lighter than normal soil, but it still retains the water. So working with him we were looking at green roofs. In some cases we were investigating whether or not rooftops could be turned into gardens for raising food.

**New York is economically segregated, with the heaviest price being paid by our low and moderate income neighbors while a great deal of the impetus to use alternative energy sources has come primarily from these communities.**

*You have been doing this for more than forty years, how broad is the awareness of these ideas in the citizenry?*

When we started it was scattered here and there. For instance in 1995, a colleague of mine worked on developing a farm out in East New York, he helped the community launch one of the first urban farms in decades. Today there are about two dozens farms in New York City that are community run. They are working with children and training them to be farmers. They are building social capital. They are using it as a way of creating a local economy or a local training for young people.

*This is not only a new challenge for planning, but also a new role for planners, new challenges also for education of planners.*

I think it's really important. We are not the only one school yet. Over thirty years ago they started the green markets



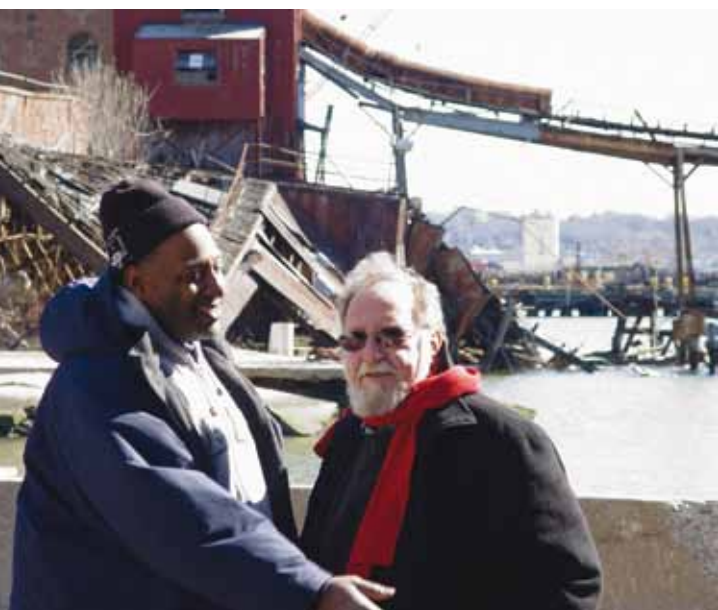
in New York, but now you see them all over the city. Some people have even proposed supermarkets with the roof functioning as a farm. We have got about half a dozen restaurants in New York City, that grow their own food on the roof or buy from nearby growers. Some of them recycle their oil byproducts to run their automobiles.

So people are beginning to experiment and it's like - I don't want to sound like Mao Tse Tung - but *let a hundred flowers blossom* and a revolution will take place. And that's what is happening. One community learns from the other and it's sort of a ground swell of change. I think it's important. The Mayor did it from the top. And people are doing it from the bottom.

**The investment I would make is in people. Invest in our human capital and our social structures, in social innovation and education.**

Somehow we have to figure out how they really come together. We need a national policy. That we don't have yet. The Obama administration is trying but the resistance in Congress is clueless destructive and obstinate and until we purge ourselves of these anti-science ideologues we will be in trouble.

Obama just tried to create what he calls green jobs. But the opposition from the oil companies and well-funded think tanks with vested interests and hidden agendas are hindering moving toward a green economy on a national level. But I think the more we can work on the community level the more it will spread to the point where it becomes inevitable.



*From your point of view, looking from the United States to Europe, how do you think we could learn from each other?*

First of all I think we've learnt a lot. The first trip I led with your cooperation was in the early 90's. That trip brought us to EmscherPark. We brought back many ideas, and a dialogue was established between the US and Germany. Through that back and forth we became more informed concerning alternative ways of reclaiming brownfields. A new entity emerged in the United States called *New Communities*, which grows out of and is actually providing the same kind of technology on how regenerate brownfields - how to turn brownfields into greenfields. To protect greenfields from becoming new developments. And so the ingenuity that we saw in the Emscher region slowly but surely began to influence policy and practice in the US. I don't think you or even I will ever know the impact of that, it is unbelievable! And I say that in full humility and not to make you feel good - but because it's true. Wherever you go people are initiating project based on the principles of what we learned on that trip. So to me the idea of these exchanges becomes very important.

Again after EmscherPark we were working with you in Williamsburg. Peter, remember you came with a score of students and worked in Williamsburg? The area was comprised of residential and industrial areas. The people said we don't want the pollution, but we need the jobs. So we said to ourselves that we can't allow manufacturing and jobs to mean one must surrender clean air and one's health for a job. People needed both clean air and jobs and the paradigm that pitted one against the other had to change. We had to find a third way.

We started coming up with proposals for green clean manufacturing. Out of that grew the *New York Industrial Retention Network [NYIRN]*. And that organization is now 15 years old, has funded and worked with manufacturers, who helped them to become greener, not only in what they produce but in how they produce.

*Is it only in New York or also in other parts of the United States?*

It's also in other parts of the country. Today New York, Chicago and Los Angeles, all talk to each other on how they can improve the quality of their communities, their areas of production and at the same time maintain the vitality of their manufacturers and retain desperately needed jobs.

One of the things that I'm very concerned, even in the *Memorandum Urban Energies* that you shared with me yesterday, is that there is no real emphasis on job creation.

**Financial deficits can be paid back but environmental deficits, natural capital deficits are irreplaceable and can never be repaid.**



We really need to talk about how we create a whole new generation of green jobs.

Where are the areas that will have the greatest concentration of computers and i-phones and handys? They are urban areas. So if we are able to mine urban areas and use these already manufactured components for the next generation of products we no longer will need to plunder our natural capital in pursuit of new raw materials. That means cities become places of de-manufacturing, taking apart, storing and reusing components and then remanufacturing for the next generation. We have to start thinking about green environment, sustainable jobs, sustainable livelihoods as well as a clean and healthy environment. Without a healthy environment and without jobs we will get social and civil unrest. I think that is a part of it: How do we think about this in a holistic way, so that we're building a much better life for people?

*How do you explain that there is such a lot of awareness and such a lot of creativity on the level of the community and the city, but on the national level the US does not sign international agreements when it comes to these concerns?*

Well, we have a schizoid federal government. The administration under Obama has been looking at this in a supportive manner. His Environmental Protection Administration, his Housing Agency and Transportation Agencies have administratively created a very strong interrelationship and administrative coordination around issues of sustainability. What he could do administratively he has been doing. A tremendous amount of money coming from the oil companies and others are stopping anything to do with environmental policy from being adopted. But on the State level and on the city level there's a lot going on.

*If politics continue as you described, do you think that earth-warming tendency can be stopped?*

No, earth-warming cannot be stopped. It is going to take place. Hopefully, we can stop it from getting worse. We can begin to mitigate the adverse impacts overtime. But I think we also have to adapt to the changes that will occur, whether or not we like it. The adaptation is very important. It means, that we have to think about our environment in a way that recreates some of the natural buffers that historically protected our urban areas.

*Have you an idea how to finance all this?*

Yes, that's the point I was going to make, these very expensive things to undertake. The needs of the industrialized nations, the richer nations are difficult enough to finance but not impossible. But we can't forget the needs of the poorer nations. We can't forget the poor within our own nation, but we can't forget the poor around the world as well. I say this from both a humanitarian point and from a self-interest point of view. If we don't then the tensions

around the world will escalate. A lot of the wars we see in Africa and in other places are from a lack of water and hunger and things of that sort. And we need to deal with those issues, particularly water.

One way and I suggest everybody look at it, is a Tobin-tax. I can't even remember the figures that Nobel Prize winner Tobin came up with, when he conceived of this. There are varieties of ways of doing it. One way is through a stock transfer tax. We have an enormous amount of trading that goes on in the world financial markets every day. If we established a very minimal stock transfer tax we could generate significant sums of money for make our countries and the world more secure. For a very small surcharge we could generate an enormous amount of revenue from London, Hong Kong, New York, Frankfurt and other stock exchanges. If all the bourses around the world could contribute merely 0.01 percent of the cost of the transactions that take place we would generate enormous amounts of wealth.

Another way is tax all cross border currency transactions, which are in the neighborhood of 2 trillion dollars per day. A small tax on these transactions could generate in the neighborhood of 500 billion dollars per year, which in turn could be used for underwriting infrastructure needs of both the developed and the underdeveloped nations of the world.

One economist told me, that this kind of tax actually helps reduce unneeded speculation and manipulation of the markets. For that reason alone it may be worth it given the kind of disaster that happened four years ago with the world economy. But more importantly, we could generate billions upon billions of Euros and Dollars, that could be used both in the developing and in the underdeveloped



nations to deal with the infrastructure needs to address the changes that are and will occur.

With that effort we can put people to work, and at the same time address a whole variety of other needs. We can over



time slow down, and hopefully, over a hundred years begin to reverse the warming trend due to human activity.

The other investment I would make is in people. Invest in our human capital and our social structures—in social innovation and education. We have to look at new ways of creating places of work, new ways of looking at money and trading-services, new ways of investing in communities, cooperatives, and new kinds of housing and new forms of living. We should try to create the social structures that can readily adapt to the changes that we will inevitably confront.

To do these things is no longer an option for us as professionals and as citizens, but an obligation – an obligation to our grand children and their grandchildren, an obligation that can't be deferred.

*Dear Ron, once more we are impressed by your engagement! Thank you so much for this interview.*

**To do these things is no longer an option for us as professionals and as citizens but an obligation, that can't be deferred.**



**5**

## **Messages of the Board**

## Prof. Peter Zlonicky

City Planner and Architect, Prof. em. University Dortmund, Office of City Planning and Urban Research in Munich

### The Policy Board – a forum for the city

The National Urban Development Policy is dependent on the involvement of citizens in civil society and politics, culture and religion, business and associations, science and education. Forty representatives of relevant social groups were called to get involved in the urban development policy.

This Board facilitates the exchange of experience. The curators advise the Federal Government's urban development policy, not only with their personal points of view and those of their institutions, they are also ambassadors of the urban development policy of the Federal Government, which they explain and represent beyond the professional community. Above all, the meetings of the trustees and their institutions open up the chance to exchange ideas on current issues and to create new alliances.

With their contributions the curators have taken a commitment to get engaged in national politics. This year they have put the emphasis on *Urban Energies*.

The issue has long belonged to the self-understanding of the cities – each city thrives on the energy of its citizens, its local players and the business relationships beyond its borders. Nevertheless, urban energy is a new issue. In the context of the climate crises, the energy turnover, the European financial crisis and the extreme stress on municipal budgets, it is gaining importance. Especially in these times there is an urgent need besides the saving and producing of renewable energy to also mobilize the urban energies of our civil society.

What promotes the mobilization of new energies? What initiatives can stimulate and intensify further exchanges? What are new orientations of the exchange mediated by European and American counterparts? The positions of the trustees are formulated from different angles, but they often come together in their assessments.

### Energies – opening up new resources

The energy turnover requires radical re-thinking on all levels, especially in its implementation on the ground. Building up a sustainable energy supply – considering all environmental, social, economic and design dimensions – is one of the most difficult tasks. Basically: *The cleanest energy is always the one not used at all!*

Large companies have since long recognized energy, mobility and infrastructure as new, promising fields of business. They offer technologically intelligent solutions for the conversion of cities, new buildings that produce energy for their own use and also for the neighborhood, store energy and are also able to recharge their own motor vehicles. There are communities that meanwhile produce with new

technologies twice as much electricity as they consume themselves. With smart grids by 2020, more than one billion tons of CO<sub>2</sub> could be saved. New renewable sources are waiting to be opened up: for example, solar power stations in sunny countries, or the energy of the tides, which is always available – as long as new power lines can be installed in time.

All this requires trans-disciplinary research and cross-sectoral action on all levels and an innovation-management in cities as on the federal level. Pointedly: *We need not only an energy transition, we need an energy revolution!*

### Economy – perceiving local responsibility

Major technology companies, the automobile industry, research and development companies are working on new forms of energy production – their work is essential to the development of local energies. But more than ever, small and medium enterprises are characterizing the city fabric and are becoming essential where an urban mix should be maintained or created. With these companies, which – unlike global companies – take over local responsibilities, new green manufacturing jobs can be created also in mixed city areas.

The National Urban Development Policy would be well advised to enter into an intensive discourse with companies that provide initiatives for the local energy turnover and which strengthen their readiness to shoulder local responsibility.

### Mobility – facilitating transfer

In addition to the conversion of existing buildings, a conversion of mobility and its infrastructures can achieve the highest savings in energy and at the same time still generate a high proportion of urban energy. Cities should be designed in the future to facilitate a shift to environmentally friendly and less motorized individual transport. This requires above all a change of consciousness, with which we change our behavior, even in our choice of transportation.

### Living – ensuring social balance

The European city's image of itself is that it provides space to all age and all social groups. If urban energies can be aroused, then most likely they will be in urban structures that have a good mix of *living, economy, knowledge* – mixed in the best sense of the European city.

At present the renewal of urban quarters and their energy conversion lead to different difficulties. How can we achieve that the expenses for a local energy turnover do not promote neighborhoods which become affordable then only for rich residents? The energy turnover always hits

hardest the poorer parts of the population in disadvantaged neighborhoods. If the gap between *rich* and *poor* neighborhoods is not to grow larger, social balance has to be at the forefront of the urban policy. The experience of the recent years shows that relying on the market alone is no longer responsible.

New housing policy initiatives are urgently needed. Under the conditions of the local energy turnover, the subject of *new social housing construction* belongs back on the policy agenda.

### **Participation – from the beginning**

For the urban renewal processes strengthening civic participation and societal consensus are necessary. City maintenance, innovation, sustainability and urban economic rationality are criteria of good urban development. The active participation of civil society develops urban environment and thus new energy.

*Involvement from the very beginning, at the first steps of decision-making!* If, as in Switzerland, citizen participation starts with fundamental decisions, the details, in which the devil lies, are easier to deal with later on. A strengthening of civic responsibility can only allow participation in the discussion of goals before the first decisions are taken.

If the participation of the citizenry is taken seriously, state and local governments need to re-think their usual forms of decision making. New forms of communication with the urban actors need new forms of participation and raise new questions, for example: How can citizens' opinions from the Internet can be integrated into the planning process?

### **Urban Energy – raising awareness**

For the implementation of the energy policy at local level, the classic and the new forms of energy supply are not enough. We need an additional mobilization of societal energies. How can we succeed to make urban energy a public issue?

The city itself is an incubator for social energy. Awareness of necessary changes awakens potentials. The citizens' at-

tachment to the joint project of the city is the core of urban energies.

Inform, open up, participate, contribute -- the changes in consciousness are the basis of all urban energies. As a citizen I can initiate change: by a different use of resources, through choice of energy, of transport, of everything I do. A group multiplies the possibilities for creating urban energy: Participation in urban projects awakens new energies. I see the city as a great resource, the doors for the discovery of new energy sources are wide open.

### **National Urban Development Policy – promoting innovation**

Urban development policy should be designed to strengthen integration. Expectations point to a coordination of support programs, which, together with other ministries, are also aimed at developing cities. In order to support the local energy turnover, a new inter-ministerial innovation management should be established. In that way it would be necessary to adapt the planning laws to today's social, economic and environmental conditions.

For example, changes to the Land Use Ordinance which appear to deal with the local energy turnover are urgently required. On convenient projects they could already be implemented in short term as *temporary exceptions* and after evaluation they could be canceled or changed to permanent rules. A program for an *Experimental Urban Design* is urgently desirable in times of the energy turnover - we need cross border thinkers. On a certain level of development we should apply imagination rather than generate additional growth processes, which are always at the expense of the other.

National urban development policy is not an end in itself – it can create pre-conditions so that cities develop new options on their own responsibility. It takes up what was formulated in the final appeal of the Charter of Leipzig: *Europe needs strong cities.*

### **The view from outside – self-reassurance**

Actually, it's mostly a look inward describing situations in



the U.S., in France, in Switzerland (from the perspective of involvement in Africa and Asia), in Syria and in Romania. But ultimately it's the same issues all over: the development of the city in a time of energy turnover, the threat of climate change and social ruptures. And it's about new energies through participation and activation of society – about more awareness, about more responsible behavior, about sensitizing for more humanity.

The discussion partners share the recognition of the German Memorandum on Urban Development Policy – there are many parallels to be found in the various countries. The appeal to the Charter of Leipzig as a common understanding of the development in European cities is also recognized in the United States: The English translation of the first issue of the *Positions of the Board* is more widespread than we perceive it from our German perspective, particularly in New York. In a similar way, this goes for Syria. As absurd as it appears today to speak of a *National Urban Development Policy* in times of war and killing and destruction of cities – it was possible for Syrians to develop an urban self-confidence with the support of the German memorandum, especially its idea and its program, and to put in claims to central government. There is still hope that this awareness can be re-awakened after reconstruction of the country has begun.

Besides favoring the principle of the German Urban Development Policy abroad, there is also some restrained criticism. In Europe, too little is spoken about the quality of urban development, a clean environment and a good life for everybody. If it is recognized that Europe is developing alternative energy sources, it is still critical that this is centralist thinking and not strengthening a necessary decentralized energy supply. A decentralized approach includes the promotion of production and *green jobs* in inner-city neighborhoods. It is critically observed that neighborhoods of the *rich* and the *poor* are drifting apart. To assure social justice, a fair distribution of energy turnover cost between the different parts of the city is required. To mobilize energy, therefore, especially the poorest districts should be promoted. This requires processes that strengthen the social consensus.

Cities should invest in people, in social innovation and in

education. If the next generation of planners is to face issues of social justice and climate change more decisively, it will have to proceed with more intelligence than planners today.

### Values – convey a common ethos

Urban energies are first and foremost human energies. The renewal of cities needs common values and a spirit of cooperation. The energy turnover has its price, also for the life of the community. It's about changing a *Culture of always more* into a *Culture of enough*. A common ethos, the basic understanding that we are all responsible for the city, is essential. In developing urban energies, the central task is to arouse responsibility for the place, for the community.

This responsibility goes beyond normal and is also an obligation to the next generations. They should also be able to develop and realize their life on their own terms and conditions. *We do not just live in the city where we live – we always dream of a different city.*

### What is missing?

To raise urban energies – first and foremost, urban players have to develop the awareness that, given the great upheavals, we have to change our behavior. We can do that. We can set the local energy turnover in motion in new cooperation, with the support of new technologies and integrated urban development policies.

But the view on the energy turnover can block our view of other deficits in urban development related to urban energy. The remaining open issues raise questions:

- Do manufacturing and production belong to the mixed city? The emphasis is on providing support to small and medium enterprises. Why, in the light of changing production techniques, should it not be possible to have living and production side by side? That would bring significant benefits: shorter distances, new jobs, opportunities for lower-skilled workers, possibly also for affordable housing. This would require changes in our planning legislation.
- Which energy sources can be released by the integration



of migrants? It's not just about the greengrocers, restaurant owners and miners – it's much more about skills, making things that are used in Germany but hardly made here. It's about quality-craftsmanship, about repairs. It is also about social work, about care. There are districts in the Ruhr region which would be empty and decayed without the self-help and the investments by migrants.

• Do culture and art summon urban energy? The impact of art should be discussed, art which is not seen in exhibitions. The most different forms of culture have since long been effective as *urban energies*. In special cases, art accompanies political change - remember the fall of the Berlin Wall, also the role of art in changes in Libya and Egypt and Syria. The *Documenta* in Kassel, the Sculpture Projects in Münster, the temporary exhibitions in Eichstätt, the actions of the Urbanauts in Munich – they release more energy in the debates about the city than a good many of other well-meaning

projects could do. Theater too may release in its depictions of human behavior new social conditions of life and fresh energy.

• Do Urban Energies flow from German academies? Not yet enough. But the Academy of Arts in Berlin, for example, has increasingly picked up in recent years actual social discussions and, transformed into artistic visions, returned them to society.

#### **A forum for the city**

The current messages of the Policy Board as well as all future issues are discussed at this unique forum for the development of cities and towns. It is a forum that offers space for the positions of various social groups, institutions and personalities – a forum that with its messages can promote transformation in the cities and in the politics for the cities. Just the same as with the issues of Urban Energies.





**6**

# **Perspectives of the National Urban Development**

## Dr. Ulrich Hatzfeld

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### National Urban Development Policy – think further, go further

With a calculated over-estimation of its own importance, the National Urban Development Policy has exposed itself to the stress of setting high aims. The city and co-existence in cities should be made – as formulated in the first memorandum – a *public issue*. By this they mean to help the specialized approach of urban development to larger, generally political attention and to better connect it with other city-related policies. By what means is such a claim justified?

First by the fact that urban development policy must become more political, because the cities have become more political. Civic involvement and participation requirements have become more specific, more competent and more substantial. Urban issues have become – often reinforced by the media – items of public dispute. Specialized urban development politics have to respond positively to these (actually always welcome) forms of participation: with new offers of cooperation, new methods of communication and with an early and open debate on the future of the region, the city and the neighborhoods. Such public debate belongs, *nota bene*, to the self-understanding of the city and its parts as the smallest unit of democratic formation of opinion and participation.

Second: ever more actual urban development tasks require *comprehensive approaches* in the sense that these tasks can only be solved in a professional comprehensive and societally integrated manner. When it comes to questions on the integration and inclusion of disadvantaged population groups or immigrants, traditional instruments such as directives and construction measures by themselves are no help. The key measures for this lie in the education sector or in the labor market. The energy or the age-appropriate modification of cities is not only a matter of standard-setting and financial support, what is likewise needed is a continuous exchange of experience on the technically right strategy, the evaluation of strategic alternatives and the social implications of restructuring measures. Also topics such as *Living in growth regions* or *Basic needs in rural areas* cannot only be taken care of by funding policy and regulation. They need general political integration. In short, the future of the social and cultural project city comes very much from a public debate about *how it should go forward for now*. The precariously unstable form of urban coexistence develops stability and perspectives from the accompanying self-confidence.

A third reason for a debate at the federal level arises from the need to technically substantiate and strategically connect the urban political activities of the nation in legislation, funding and research. This is especially true for the coordination of national policies with European operations.



If it is true that a public debate at the federal level is helpful for the city and building policies at local and regional level, the question follows about which content and processes such a debate should have. Considering the present situation, there is no shortage in the Federal Republic of such issues:

- If today one in five lives in a one-person household and the number of single households is continuing to grow strongly, it will require a fundamental restructuring of existing housing and the social fabric. Similar adaptation measures end in jerks in the population numbers (simultaneous occurrence of shrinkage and growth of cities, *bleeding* of peripheral regions,...) and the aging of the population (barrier-free-transformation of cities ...).
- If by 2020, greenhouse gas emissions are to be reduced by 40% and by 2050 by at least 80% (relative to 1990 numbers), it will be connected with a basic energy-saving renovation of existing buildings and an equally fundamental renewal of the energy infrastructure in the cities and in rural areas. In addition, there will be the adaptation of the requirements of climate change in the cities.
- If the income situation in the Federal Republic continues to polarize and takes the form of gentrification (in inner-city cores) while poverty is suburbanized (in marginalized districts), urban politics will have to quickly adjust to the conflicts associated with this gap.
- If a company like IBM calls for a technological perspective of *smart cities*, if Siemens sets up a division for *city and infrastructure*, if the automakers Audi and BMW introduce an *Urban Future Initiative* with the *Guggenheim Lab* and other automakers outpace each other with innovative transport concepts, we have strong indications that the cities are about to take a major jump in technological development.
- When rural areas develop, in terms of public and private infrastructure supply, into problem areas, specialized politics has to develop concepts and strategies to accompany the structural transformation emerging in these areas.

These technical challenges (in the narrow sense) are in addition overlaid with general risks, which have been discussed during the past few years within the framework of the resilience debate. On the one hand this can be understood as large security events, cyber attacks and environmental catastrophes; but this includes the concomitant risks of the global financial and currency crises as well. The dependence of local economies on the world wide money market processes and the strategies of global companies is increasing day by day. The financial and economic crisis also has a high impact on public budgets. Municipal revenues decline while transfer payments increase significantly. Cities are simultaneously exposed to an intensification of global competition, an increased risk of susceptibility of national and local economies, an increase of unemployment and intensified competition between municipalities.

### Cross-reading the National Urban Development Policy

For the past five years, the National Urban Development Policy has been a catch-all for various programs, projects, measures and instruments of urban development. In the meanwhile, it has become with its many committees (board of trustees, task force, working group), socially responsible backers (federal states, Deutscher Städtetag, German Association of Cities, Towns and Municipalities), events (the annual national conference, conference of universities, foundation meetings, ...), partners (chambers, associations, ...) and projects (including *Kirche findet Stadt*, *The City and Modern Technology*) indeed, a *round table of urban development*. So we succeeded in raising awareness for an urban policy geared to sustainability.

The main features of the policy field were fixed in connection with the *Charter of Leipzig* in 2007, recorded in the memorandum *Towards a National Urban Development Policy*. On the recommendation of a committee of experts, the NUDP is divided into three blocks:

- In *Good Practice* it is about a continuous discussion on the problem-oriented continuation of support programs, legislative initiatives and research projects. Goals, support articles and methods of *learning* urban support programs require constant adaptation to the demands of practice.
- The *Project Series for City and Urbanity* broadens the practical reference to the National Urban Development Policy. We obtained here from two calls for projects out of more than 700 expressions of interest around 100 innovative, cooperative and exemplary projects.
- By means of many conferences, publications and expert discussions, the National Urban Development Policy develops stimuli for a nation-wide discussion on spatially relevant developments and problems.

The content profile covers six priorities for action:

- Civil society – activating citizens for their city,
- Social City – creating opportunities and preserving cohe-

- sion,
- The innovative city – the driving force of economic development,
- Climate Change and Global Responsibility – Building the city of tomorrow,
- Building culture – designing cities better,
- Regionalization – The future of the city is the region.

The basic construction of the National Urban Development Policy's content has proven to be viable. Nevertheless, and independently of this, it has to address issues of present and already visible future problems.

The following aspects may play a role in the discussion on how a thematic re-adjustment should look:

### 1. Tackle the housing problem

After an extended period in which the housing problem appeared solved, the question of a sufficient housing supply is now back on the political agenda.

In more and more growth regions there are complaints of the consequences of gentrification, the rapid, inconsiderate transformation of existing buildings to such of higher value. Even more problematic is the situation in those urban areas (mostly in the suburban) that need to house people displaced by gentrification. In addition there are groups who cannot afford the rents caused by the reorganization of energy and are compelled to move.

Also growing in the eastern part of Germany is the problem of vacant properties – this imminent second wave of vacant houses might mean, according to experts, that more than one million housing units will be vacant. Similar situations of surplus supply arise in many rural areas.

To be able to respond to these new problems, we need new housing policy initiatives that make sense and should be connected with the energy transformation and age-based urban redevelopment.

### 2. Promote social balance and inclusion

The on-going growing polarization of income can be seen in an increase in socio-spatial segregation. The number of social-urban areas, in which problems of poverty, lack of education and growing social disintegration overlap and are reinforced – all these too are increasing. In addition, these areas are as always the goals of immigrants.

In order to give such areas and the residents living there a realistic medium for long-term development perspectives, we should consider intensifying social networking and better spatially-oriented action approaches.

This includes in particular measures in the education sector and the creation of jobs close to home.

Efforts to network various funding approaches in the areas should be made more consistent.

### 3. Create qualities in building culture

Under the term *building culture* we subsume activities aimed at a meticulous and quality-oriented approach to planning and building. The everyday practice of public and private building is still far away from such an awareness of quality.

In addition, the potentials of an active treatment of the architectural heritage – listed buildings, monument conservation – are hardly used. To neglect the dimensions of building culture means not to use the potentials, which arise from the identity of cities and the identification of their inhabitants.

Long-term, quality-oriented aspects of design and construction need to be taken into account in planning processes. These include qualification procedures and competitions, but also the political, communicative and investment initiatives of the federal government. The assumption of responsibility for building culture should at least receive the quality of voluntary commitments.

### 4. Make energy renewal urban and socially acceptable

Based on the objectives of the federal government and the EU, we are witnessing at present – with enormous financial support – the energetic rehabilitation of existing buildings. Given the potential in the field of building and neighborhood-related energy conservation and efficiency, such measures are urgently needed. The renewal, however, must be oriented on comprehensive manners of thinking. That means: we must bear in mind also the issues of building culture, the social consequences and the aspects of sustainability of the energetic refurbishment. Moreover, we must expand the energy renewal of buildings to the energy renewal of urban neighborhoods. The economic considerations from the perspective of property owners must be balanced with the social acceptability of the measures taken.

### 5. Modernize governmental urban development aid

The programs of urban development are among the cornerstones of urban development policy. In order to secure their acknowledged effectiveness even in the future the instrument needs an intensive debate about content and methods. It can also revolve around the structure of the program, the proceedings arranged by government and *Länder*, and the management of funds on site.

In addition, it is important to further develop good planning strategies such as the International Building Exhibitions and the European Capital of Culture. Even in the field of urban development we need constant innovation and experimentation, for example, to try out new forms of

housing, of commercial development, public communication and their practical application.

### 6. Encourage participation and involvement

Among the most important recent changes in the field of planning and building is the increased participation of the population. Almost all major infrastructure projects are now the subject of local and supra-regional debate over necessity, sustainability and quality of public and private investment.

Urban and regional Planning must improve significantly the methods and tools for early involvement of residents in planning processes – not only for large projects, but also in the everyday planning of smaller projects and concepts. This does not mean to delegate responsibility and accountability. In the end, however, it is the decision of the politically accountable person. In any case, however, the decision must be preceded by an open-ended discourse with real alternatives.

### 7. Seeing cities and regions together

Getting basic public services in rural areas is becoming a widespread problem. This is particularly evident in the new federal states in which the demolition of houses and infrastructure has become an almost ubiquitous phenomenon.

The aim must be to redefine the economic and social function of rural areas – such as an energy landscape, as a cultural landscape, as open space. This must be accompanied by a new spatial distribution of tasks (*Concentration of offers*)



and a modernization of the social and technical infrastructure (*multi-functionality*).

#### **8. Recognize new technologies as an opportunity**

Significant impulses for the future development of the cities and regions will emerge from advances in technolo-



gical development and in control techniques.

The emerging technological leap will probably become visible in many urban functions, such as mobility (alternative propulsion technologies, the convergence of public and individual transport, the reduction of emissions and noise...), housing (supporting technologies ...), basic services (decentralized energy supply ...) and work (international networking...).

The task of an anticipatory urban policy is to organize a communication network that supports technological innovations, but also deals with possible negative implications. If necessary, limits should be set or environmental conditions should be defined.

With these few key words I have indicated aspects, which should play a role in the further development of the National Urban Development Policy. Alongside it will be necessary to continue to search for supporters of a quality-oriented urban and regional planning.

These few considerations should show that in the further development of the National Urban Development Policy many new questions are becoming evident – in the face of the liveliness of the phenomenon *City* that will hardly change in future.







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