

ULI HELLWEG

# IBA Hamburg - An Initial Review

"Temporary Exceptional Circumstances"



The Internationale Bauausstellung IBA (International Building Exhibition) Hamburg began work on 1 September 2006 and will draw to a close on 3 November 2013 following a third and final Presentation Year. Some seven years lie in between, years that have changed Hamburg's Elbe islands, Wilhelmsburg, Veddel, and the "Harburg Upriver Port". Not only have Hamburg's Elbe islands and Harburg undergone a transformation during this time, the IBA itself, its goals and projects, their processes and their procedures – and not least the people working in and with the IBA have changed. Building exhibitions are not only a "set of fixed-term exceptional circumstances" – as it was so nicely put in the memorandum "On the Future of International Building Exhibitions" from 2009, they are, more especially, a balancing act between routine and innovation, between financial dependence and curatorial autonomy, between politics and the public, between pragmatism and creativity, between local anchoring and international charisma. The

expectations placed on an IBA are considerable. On the one hand, it is expected to draw up paradigmatic solutions (and be measured against the yardstick of IBA tradition), while on the other hand achieving visible results locally, results that – last but not least – justify the use of funds; it is intended to contribute to polishing the city in question's image while, at the same time, not overriding those affected. An IBA is a tug-of-war from the first moment of its existence. The initiators within politics and administration want their ideas and expectations implemented on as close to a one-one basis as possible and see the IBA as a kind of executive task force; the public and their initiatives fluctuate between distrust and expectation, some of them seeing the IBA as a means of finally asserting their interests, or at least being able to participate in the "financial bonanza"; others sense the Trojan Horse of gentrification. Precisely because an IBA is not primarily a one-dimensional architectural exhibition but a complex building culture process, it finds itself in an area of conflict between very different interests and expectations that constitutes a brand new challenge for every IBA. Every IBA has to reinvent itself within this area of conflict.

### The IBA Hamburg (Re)invents Itself

The IBA Hamburg derived from the "Leap across the Elbe"<sup>2</sup> idea. The IBA Hamburg's process of preparation lasted about three years and comprised comprehensive participatory, planning, and political decision processes.<sup>3</sup> The "IBA Memorandum"<sup>4</sup> presented to parliament in May 2005 was compiled as an agenda but left scope for further conceptual development<sup>5</sup> of the IBA idea. The IBA was assigned three "issues for the urban development of the future":

- "Managing globalisation productively!"
- "Using the resources of knowledge and culture to create value!", and
- "Creating quality urban neighbourhoods!"

Not only did the title "Future of the Metropolis", which was also the motto of the IBA Hamburg between 2007 and 2010, subsume these central







urban development issues, it also covered the new theme of “Cities and Climate Change” added in 2007. The presentation of the IPCC’s 4th report in February 2007 made it abundantly clear that an IBA on Hamburg’s Elbe islands, the place with the most victims in the flood of 1962, cannot ignore the issue of climate change. This problem did not feature in the “Memorandum” but it was nevertheless obvious for an IBA that, given the fact that the world’s cities are not only the main cause but also potentially the main victims of climate change, there was no avoiding this new focus.

The content and topic pre-runs of the pre-IBA phase were a great help in clarifying the IBA’s thematic focus while some of the planning legacies for the actual IBA process tended to be stumbling blocks instead. Consequently, development goals such as “Waterside Living” or projects like the “IBA Lake” in the centre of Wilhelmsburg placed major expectations on the newly founded IBA, expectations that could not be met given the actual circumstances and the realities of city politics. It very soon became clear that a strategic focus in the “Leap across the Elbe” on specific peripheral areas of Wilhelmsburg, namely on the harbour periphery to the west (Reiherstieg) and north (Kleiner Grasbrook), as well as the landscape area in the east (Kirchdorfer Wiesen), would lead to insurmountable conflicts with the harbour management on the one side and the island population and environmental associations on the other, conflicts that were not resolvable within the seven IBA years.

The future potential did and does indeed lie at the heart Hamburg’s Elbe islands, in the inner city peripheries blocked by major traffic arteries and logistics uses. Here, where the international garden show hamburg 2013 (igs) is taking place at the same time as the IBA, was where the new “Metrozones” theme was able to steer the Memorandum topic of “Quality Urban Neighbourhoods” in a more concrete conceptual direction. For the first time, the city’s desolate inner peripheries that for decades had been overshadowed by inner-city urban renewal and living environment improvement, were

defined as a new and independent urban design and spatial planning task. Never in the history of building exhibitions has there been so close an institutional and content link between an IBA and a garden show. Open spaces in particular do indeed play a key role in the upgrading of a city’s metrozones.

It is no wonder that not only the public but also the experts had trouble with the cumbersome term “metrozones” in the beginning because, in addition to the issues of conversion and urban renewal, expert discussion at the turn of the decade was characterised by “trans-urban” in particular. Although “metrozones” and “transurban” exhibit historical parallels and formative similarities, the fundamental difference is that the latter represents the lost paradise of suburbanisation and the former the heterotopias of urban industrialisation. Both urban typologies are spatial productions of industrial modernism, of planning and building in the “either/or” category.

The IBA Hamburg set itself the goal of a paradigm shift from the “either/or” of function separation to the “as well as” of a new urban compatibility. The classic usage conflicts between living and working, or more concretely in Wilhelmsburg between harbour and urban development, were to be solved with the new methods of urban conversion. The “Metrozones” theme also developed out of the realisation that the potential and the infrastructure of the growing city of Hamburg – “Metropolitan Hamburg – Growing City” was the city’s official motto from 2003 until the black-green government of 2009 – were not on the peripheries but in the centre. It was here that the strategies and methods of a new coexistence between living and working needed to be developed, and not least because major cities need space to grow.<sup>6</sup> The third theme, “Cosmopolis”, developed out of the social and cultural dimension of the Wilhelmsburg and Veddel metrozone. The stigmatising of the Elbe islands as a “foreigner and problem district” had led to an “exodus” of the educationally aware, mostly middle-class population and to a social monostructure that was heavily criticised by the Elbe island



The poster campaign for the IBA Hamburg Presentation Year 2013 uses word play to convey the IBA themes, also making deliberate reference to the questions that appeared on the IBA posters at the outset: "What can Wilhelmsburg do for Eppendorf?" or "How many gods can an Elbe island cope with?".

residents themselves in the participatory processes of the 1990s and in particular at the Future Conference 2001/2002<sup>7</sup>. The third theme "Cosmopolis", established during the course of 2007, derived from the contemplation of countering the rather neutral term "international urban society" or even the random "multicultural" with a normative term. Leaning on the definitions by Ulrich Beck and Kwame Anthony Appia, this term was intended to make it clear that the theme of a new, cosmopolitan urban society is based not on the - illusory - ideal of common values among all urban citizens, as is often implied in the term integration, but rather on the common rules of the game of coexistence<sup>8</sup>, namely on civilised conduct. Civil society - according to the basic premise of the "Cosmopolis" theme - is based on diversity and mutual acceptance within the parameters of a constitutional and democratic consensus. For the motto "Diversity is Our Strength"<sup>9</sup> to be taken seriously, therefore, new infrastructural, urban design, and architectural solutions need to be found that counter the consolidation of spatial and social ghettos. The key conceptual terms here are education and employment. An "Education Drive" had already been called for by the residents during the Future Conference with key educational areas such as language learning, school-leaving certificates, and the transition to working life, as well as intercultural training, being highlighted. These initiatives and activities were boosted, bundled, and coordinated by the IBA. The "Cosmopolis" theme also addressed other demands from residents such as the promotion of local economies, the improvement of the housing situation in the Reiherstieg district, the establishment of integrative infrastructure projects, and the promotion of the creative milieu. All of the themes became more and more concrete in terms of their content over the course of time and this is reflected in the IBA Hamburg's series of publications focussing on "Resources", "Education", "Metrozones", "Cosmopolis", or "Civil Society". The discussions within the board of trustees as well as the IBA LABORATORIES made a major contribution to

clarifying the themes. The high-calibre board of trustees was set up in 2007 and met a total of 13 times. It established not only the IBA criteria of excellence used to evaluate the projects, it also discussed the fundamental concepts such as the "Education Drive" or the concept of "Renewable Wilhelmsburg", as well as the most important projects. The board of trustees did not pass any formal resolutions but, instead, its specialist discussions made a key contribution to raising the profile of the issues and goals of the IBA. A further important function of the board of trustees also lay in the political support during times of political change in the Senate and "discussions" of a tactical electoral nature. The IBA LABORATORIES, held between 2007 and 2011 in particular, were the key expert qualifiers for the IBA projects and concepts.<sup>10</sup> The goal of the laboratories was to discuss the issues and leitmotifs of the IBA in an international context not only at "state of the art" level but also to pick up on seminal trends and strategies that could become relevant to these themes. The IBA LABORATORY "Energy & Climate" in 2008, for instance, brought about the turnaround from individual innovative flagship projects in the "Cities and Climate Change" theme to the strategic "Renewable Wilhelmsburg Future Concept"<sup>11</sup>. The *Energy Atlas* showed for the first time how an entire city district within a metropolis can supply its private households, tradesmen, and small businesses as well as its service facilities with its own energy resources on a climate-neutral basis in the medium- to long-term. Key issues such as the "Elbe Islands Education Drive", "logistics", "climate management", "intercultural spaces", the "Smart Price" and "Smart Material Houses", the "Water" and "Hybrid Houses" were also concretised at an expert level with international specialist events.<sup>12</sup> The IBA Hamburg's process of self-discovery with regard to content was supported by numerous universities and research institutions from an early stage<sup>13</sup>. In addition to the classical formats of scientific expertise, consultancy, and evaluation, this also saw the development of new forms of cooperation as in the "University of Neighbourhoods" project, for example.



## Hamburg's Other Side

While the cooperation among experts proved to be interesting and exciting from the outset, the relationship with Hamburg's public was at times complicated. In the development phase in particular, the lustrous projects north of the Elbe cast long shadows over the Elbe islands and Harburg. This situation was not a new one because the mental divide between northern – for many “real” – Hamburg and the south of Hamburg was something of a tradition in the Free Hanseatic City. Hamburg's Elbe islands of Wilhelmsburg and Veddel in particular were considered problematic neighbourhoods at the turn of the decade, which is why the Future Conference 2001/2002 made an urgent call for an image transformation.

As early as 2007 the IBA Hamburg targeted the “North Elbians” with its opening campaign for its first Presentation Year in order to counter the scandalised perception propagated by the media in particular. Slogans like “What can Wilhelmsburg do for Eppendorf?” or “How many gods can an Elbe island cope with?” were provocative and made many Hamburg residents stop and listen, especially young people. The “IBA Art and Culture Summer” 2007 drew more than 50,000 people to the Elbe islands. Hamburg's largest open air festival, the “MS Dockville Festival of Art and Music”, was staged for the first time that year; it has now developed a sustainable format that has long been functioning even without the IBA support.

The introduction of the IBA Convention 2007 also played an important role in the Elbe islands' gradual image change. The idea behind the IBA Convention was to incorporate the key urban society protagonists in the IBA process and to win them over as important disseminators and “ambassadors” for the Elbe islands and the IBA. The IBA Convention was signed in a ceremony on 8 May 2007 by the former Mayor of Hamburg, Ole von Beust, together with 46 key organisations such as the Chamber of Commerce, SAGA/GWG, the Hamburger Sparkasse, as well as





Während des IBA LABOR Energie & Klima 2008 wurde der Energiebeirat der IBA Hamburg berufen. Auf dem Bild zu sehen sind die Mitglieder Prof. DI MAAS Peter Droege und Stefan Schurig (v.l.n.r.). The IBA Hamburg's Energy Advisory Board was set up during the IBA's Energy & Climate Laboratory in 2008. Pictured here (from left to right) are members Professor DI MAAS Peter Droege and Stefan Schurig.

high profile individuals such as the well-known art collector Dr. Harald Falkenberg. The signatories committed their support to the IBA and – as far as possible – to cooperate with the projects. Expert working groups and the popular quarterly IBA Partner Breakfasts were established in order to breathe life into the IBA Convention. The latter are hosted by the individual partners on an alternating basis, enabling the development of a regular flow of information. Most of the more than 60 IBA projects were implemented with partners from within this circle. What developed was a network of activists and IBA ambassadors, a network that has come to be held in high regard by the participating institutions and individuals over and above the IBA context. By the end of the IBA the circle of partners numbered more than 140 private and public enterprises and institutions.<sup>14</sup>

Seven years after the founding of the IBA, the spirit of “knuckling down and rebuilding” invoked at the Future Conference has gripped the Elbe islands. Not only have new, younger citizens discovered the islands, many people wanting to return to the city from the surrounding single family home areas to the south have discovered the islands, as have people from other areas of Germany and from abroad. Wilhelmsburg families who, until recently, were considering moving away when their children reached school age, are now staying. Hamburg's Elbe islands are on the way from being the city's backyard to becoming a particular place of optimism, innovation, and diversity. In addition to these fulfilled expectations, however, recent years have seen the emergence of fears, particularly the (at times deliberately stirred-up politically) fear of gentrification, meaning the fear of displacement through rent increases. These fears are especially evident in the largely nineteenth-century-style west of Wilhelmsburg, the Reiherstieg district, because it is here that the transformation from migrant district to trendy neighbourhood seems most likely. At the moment the social displacement through luxury modernisation and conversion from rented to homeowner properties is

more perceived than proven. Nevertheless, developments do need to be closely watched and the IBA's annual monitoring reports<sup>15</sup> must be continued beyond the IBA time period in order to be able to take planning and legal countermeasures in good time. The long-term success of the “Cosmopolis” theme will largely depend on whether the upgrading of the Elbe islands works without social displacement. “Living means Staying!” and “Upgrading without Displacing!” are the basic maxims of this IBA. The prerequisites for a socially compatible upgrade strategy that benefits the people living here were and are certainly not bad. About two thirds of the apartments are owned by city or cooperative enterprises resistant to speculation. The educational facilities set up by the IBA, such as the “Centre of Language and Exercise” or infrastructure elements such as the “World Commercial Park”, the residents’ “Pavilion in the Global Neighbourhood”, the multicultural senior citizens’ residence “Ver- ingeck”, or the “Veringhöfe”, the future place of work for artists and creative individuals already based locally, are aimed not at a new, moneyed clientele, but are intended to improve the living conditions for the people living here and to signal to them: “This is your home!”

## “We Are Already There!” – The IBA Hamburg's Participation Formats

The Wilhelmsburg activists approached the IBA with great interest and sharp criticism right from the outset. The Elbe Islands Future Association, which celebrated its tenth anniversary in 2012<sup>16</sup>, held an IBA survey on 7 September 2006, during the IBA Hamburg's very first working week. The association organises “Water Levels” at sporadic intervals, these being public meetings, usually of a high calibre, where the key issues and problems of the Elbe islands are discussed. In addition to the Elbe Islands Future Association there are more than 30 other active citizens' associations, community organisations, and initiatives in Wilhelmsburg. All of the organisations have a certain orientation without this amounting to fundamental separat-

ism or rivalry. On the contrary; when it comes to key issues for the Elbe islands, the power of longstanding cooperation and successful joint campaigns is evident.

Reaction to the new IBA institution back then fluctuated between hopeful expectation (“Something is finally being done!”) and defiant “We are already there!” – in response to the politically expedient “Leap across the Elbe”. The IBA projects were presented in countless discussions and meetings in the initial phase. The newly established IBA/igs participation committee played a particular role in this. All of the IBA projects were presented to this committee, comprising 24 members of the public, for deliberation. The participation committee has no binding powers of resolution but the votes were always of great importance to the IBA and igs 2013. This also saw projects being abandoned based on the recommendations of this committee and/or comprehensive mediation procedures, such as the development of the Kirchdorf meadows, for example. The participation committee’s strength also lay in the fact that its composition overcame the milieu boundaries of the citizens’ associations and initiatives. The representatives were residents from the different neighbourhoods of Hamburg’s Elbe islands and Harburg, who largely embodied the social spectrum and not the political majorities. Despite the open application process – in which every Elbe islands resident was able to run for the committee and selection took place at a local political level – migrants were distinctly underrepresented from the outset. It was also the experience of public meetings that migrant residents hardly took part. The IBA Hamburg therefore developed other formats specially aimed at the people in these neighbourhoods. For one, discussions were held with representatives of the Muslim communities, associations, and organisations such as the Turkish Parents’ Association who function as disseminators within the migrant communities. Here the issues were largely general rent development issues and education or job market politics. The doorstep participation in the “Global Neighbourhood” turned out to be an impor-

tant participation format. A new type of public participation took place in the former 1930s dock workers’ housing area in 2008/2009. Specially trained foreign language students from Hamburg’s universities visited people in their homes as a means of reaching the residents from more than 30 nations. It was here that the expectations and hopes for the modernisation of the 830 housing units were addressed. This was accompanied by planning workshops and children’s rallies, which revealed a great deal about peoples’ habits and needs. This elaborate participation process led to unexpected and unusual results such as the building of the “World Commercial Park”<sup>17</sup>, the residents’ Pavilion at Weimarer Platz<sup>18</sup>, or the garden islands in the semi-public open area of the “Global Neighbourhood”<sup>19</sup>, for instance.

Overall the IBA Hamburg has carried out more than a dozen tailored participation formats aimed at specific target groups and the respective projects<sup>20</sup>.

### **“IBA Superfluous” – the IBA Hamburg’s Governance Structure**

In contrast to national and international garden shows, international building exhibitions are not a familiar format – neither for the general public nor for politics and the media. The slogan “We are already there!” therefore had another very different background, relating to institutional politics, during the IBA Hamburg’s starting phase. The Free and Hanseatic City prides itself on self-confident authorities to whom the IBA format was unfamiliar, if not in fact superfluous to requirements. With the exception of a farsighted Senator and a passionate building director with his committed team, only very few authority and district staff members had any idea of what an IBA was about, why it needed an independent body at all, and what rights and competencies it was in fact to have.

The “IBA meets IBA” process<sup>21</sup> initiated in 2007 therefore served two purposes, one being the IBA Hamburg’s self-identification within the building exhibition tradition in Germany, and the other a public discussion process on

the particular features of the “IBA” format. In this regard, the ten recommendations on the future of international building exhibitions were indeed a help in consolidating the autonomy of the curatorial format of an IBA in Hamburg. In order to give this an operational anchor, cooperation agreements were concluded with all important partners and stakeholders during the IBA's set-up phase (end of 2006 to end of 2008). These “IBA contracts”, which were more letters of intent (LOIs) than enforceable contracts, set out the business foundations of the cooperation between the IBA and the respective institution. Contracts were concluded with the (relevant) Districts of Hamburg-Mitte and Harburg, the State Ministry of Finance Property Management, the Hamburg Port Authority (HPA), and other important local partners. The agreements governed the form of reciprocal information, the IBA's participation in approval and decision-making processes, as well as conflict avoidance and arbitration. Primarily, however, the contracts countered uncertainties and fears in dealings with one another and formed a sound basis for the development of a trusting and successful structure of cooperation between the authorities and administration on the one side and the IBA on the other. Despite lengthy negotiations it was, ironically, with the supervisory authority, the State Ministry for Urban Development and Environment, that no agreement on the rules of cooperation came into being, until the then Senator Anja Hajduk established the „Leap across the Elbe“ Coordination Centre (the KSS) by decree, as it were, in 2009. This committee, headed up by building director Jörn Walter, then took on a key coordinating and supervisory function. The great importance of the fortnightly KSS meetings was largely based on the principle of consensus across institutions and authorities. It was only in this way that it was possible to effect decision-making processes within an unusually short period of time, processes that would have taken weeks or months following the usual channels. The KSS was the most senior clearing agent; anything that could not be clarified at this point had to be decided at head

of ministry level, which was only seldom the case. Preparation for KSS decisions was made by operative working groups like the “Project Manager Circle”, in which practical and specialist issues were deliberated, and the “Planning Application Conference” (BauKo), in which the planning applications were discussed between the inspecting authority within the District of Hamburg-Mitte and the IBA and accelerated. In addition, there were further strategic and operational consensus rounds between the IBA and international garden show hamburg igs 2013 bodies with the districts, the financial authorities, the education authorities, the welfare authorities, and the culture authorities, such as the important “Elbe Islands Education Drive” steering committee for example, which held the strings to all of the IBA's education projects. This cooperation on the part of “autonomous” authorities was unique within Hamburg's administrative practice to date and without it the IBA's interdisciplinary educational policy approaches would not have been achievable, for only an educational concept going beyond school level is able to do justice to the complex socio-cultural situation on Hamburg's Elbe islands.

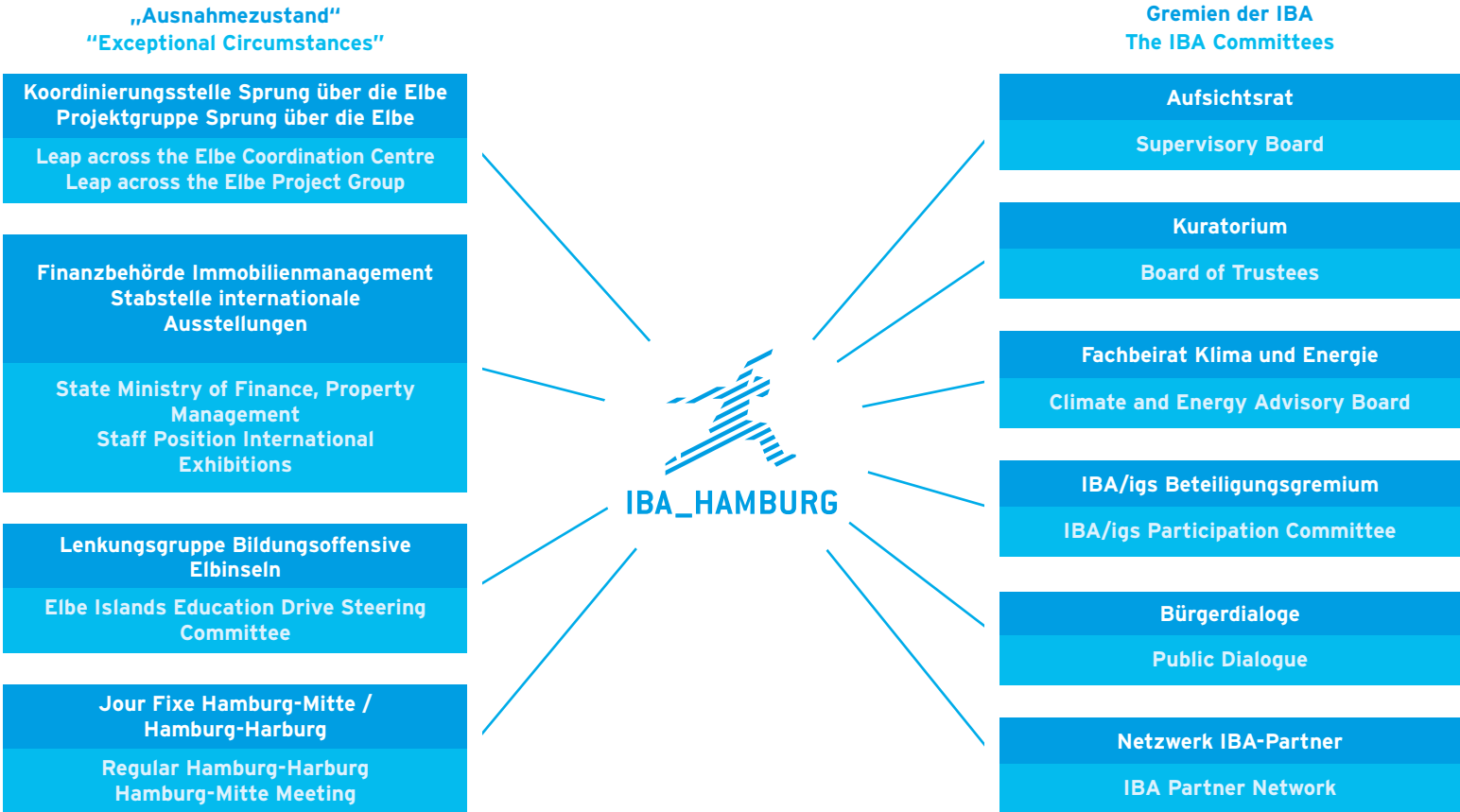
The international exhibitions staff position within the State Ministry of Finance/Property Management was of particular importance for the project development, and through which the plots of land necessary for the IBA were acquired and made available to the IBA. The project development was carried out together with the staff position on the basis of “best offer processes”<sup>22</sup>, replacing the “highest offer processes” that had been the norm up until then. This competent staff position carried out cross-section tasks within the State Ministry of Finance so that decisions could be effected quickly and expertly here too.

In just six years, an IBA-specific governance structure had in fact come into being based on the principles outlined below.

- The creation of IBA-specific coordination centres and the setting up of operational structures in administration and authorities (the „Leap across the Elbe“ Project Group



## Gremien und Netzwerke der IBA Hamburg IBA Hamburg Committees and Networks



(PGS) in the BSU, the International Exhibitions staff position within the State Ministry of Finance, district-level building coordination groups, temporary reinforcement of district personnel capacities).

- Operational, temporal, or content conflicts and problems were solved at decision-making level in committees specially set up for these purposes (KSS, Education Drive Steering Committee, Jour Fixe with the two District offices).
- Rules of cooperation and conflict regulation were agreed contractually.
- The IBA and igs had autonomous concept and budget responsibility.
- Information and voting processes, as well as the overall monitoring of all public budgets

for the IBA and igs building measures were assured by the KSS.

- Overall coordination and regular time-action planning for all projects was carried out by the IBA Hamburg GmbH.
- There are interdisciplinary working structures between the bodies, the administration (districts and authorities), as well as other protagonists (regional departments, service providers, etc.).
- All of the parties involved have the will to work together successfully.



## The Boundaries of the Exceptional Circumstances

The term “exceptional circumstances” is often used to describe the particular working conditions of an IBA. It has indeed been possible to set up functioning structures – as described above – during the course of the IBA Hamburg. On the other hand, there were a number of fundamental hurdles and particularities of Hamburg politics and administration that could not be overcome, even within the scope of an IBA. First and foremost is the inadequate integration of traffic planning within urban development and urban planning. There is no current overall traffic plan in existence to this day; the last traffic development plan compiled in Hamburg dates from the year 2000 and was last updated in 2004. The consequence of this shortcoming, due to be rectified within the current legislative period according to the Senate schedule, was that spatial development concepts such as the “Spatial Model Growing City – The Green

Metropolis on the Water’s Edge” from 2007, for instance, had to remain incomplete and non-binding. The transfer of traffic planning from the State Ministry for Urban Development to the Department of Industry, Traffic, and Innovation in 2011 further hampered integrated planning as the institutional integration of urban development and traffic planning has now also been abandoned. For the IBA, the absence of overall traffic planning meant that all urban development planning stood under the Sword of Damocles in the form of public traffic policy decisions (such as the “cross-port route”) from the outset. Traffic planning remained the Achilles Heel of urban development on Hamburg’s Elbe islands through to the end of the IBA. A further “feature” of Hamburg is the well-nurtured “principle of the largest common denominator”. In order to avoid the risk of legal vulnerability in deliberation processes, the (maximum) demands of the public interest authorities and organisations involved are gathered and gratified – instead of deliberated. This practice leads not only to increased costs but also to senselessly restrictive constraints in building plans (for example the proportion of roof greenery, the number of trees, the degree of encapsulation, and so on) or unexpected demands at the planning permission stage that are diametrically opposed to the requirements of an experimental situation. Public interests that have been privatised can be equally innovation-unfriendly. In Hamburg the recovery of explosives from the Second World War is one such case. The privatisation measures implemented between 2005 and 2007 were intended to save costs and accelerate procedures. The outcome has been not only the largest single market for explosives recovery in Germany but a recovery process that pays very little attention to fauna and flora. The peculiarities of Hamburg’s administrative practices outlined here do not only affect the IBA, of course, but they do show how difficult it in fact is to create a set of “exceptional circumstances” when entrenched and unquestioned structures develop a dynamic of their own. This problem is not particular to Hamburg. Almost every major city has incrusta-

tions in one or other administrative biotope. Not only can the problems of “state law” constitute serious obstacles to the much-touted exceptional circumstances, but, also can the common regulatory framework of building and planning law in Germany. Within the “Metrozones” themes in particular, innovative projects quickly come up against the limits of approval capacity. The core of the metrozone idea is a new “as well as” mixed usage in cities. Current building and planning law, however, is in fact based on use segregation. Not only the Land Use Ordinance (BauNVO) and certain specialist requirements but also a normative jurisdiction demand function segregation in practical terms. Hamburg’s HafenCity<sup>23</sup> may have shown that creative solutions can also be found within current building and planning law but these are isolated solutions that indicate how urgently new legal “as well as” norms need to be found in urban planning.

## We Do Not Want to be Going There!

From the outset, one of the IBA Hamburg’s key objectives was the mobilisation of private and public investment because its own financial means allowed for little building investment of its own. The projects and goals of the IBA Hamburg were presented in countless discussions with investors and project developers, in innumerable presentations to the main housing market associations, as well as at exhibitions, meetings, and congresses between 2006 and 2009. With the exception of a few single family homes, the Elbe islands were not considered an investment location for private housing. Property prices for existing freehold housing in fact dropped by 26.4 per cent in Wilhelmsburg between 2001 and 2006 – while they rose by 9.3 percent in Hamburg during this period and by as much as 24.7 per cent in the fashionable St. Georg district.

In addition to the high “foreigner proportion”, it was the education system that repeatedly played a key role in the rejection of Wilhelmsburg and Veddel. Housing construction in the “Harburg Upriver Port”, on the other hand, was welcomed in principle by the majority of

project developers and investors but was not possible for planning permission reasons due to the Schloßinsel not being decommissioned as harbour territory, the considerable conflicts over emissions, and a number of unclarified financing issues for the necessary renovation of the wharfage by 2010.

In fact, not a single private investor had been found for the IBA area by the end of 2008. Only the city’s housing association Saga/GWG was prepared to undertake a model project in the “Global Neighbourhood”<sup>24</sup> comprising the renovation of existing buildings together with supplementary new buildings. New paths needed to be taken in order to attract the interest of private investors in the IBA and the Elbe islands. The key: special projects for special target groups. With a lack of interest on the part of institutional and institutionalised investors, the IBA Hamburg therefore focussed on private end users at first, such as pioneering construction groups for instance. The initial development was the “Open House”<sup>25</sup> project in the Reiherstieg district, on a piece of land that had been on offer in vain for years as part of the Hamburg housing association’s “housing construction offensive”. The sophisticated and innovative design by the Dutch architects Onix saw a jump in scale with regard to quality and aesthetics that no one would previously have thought possible – not even the construction group itself. In the next step, with the motto “lady builder seeks builder”, the “New Hamburg Terraces” construction group was established with four buildings in an innovative combination of terrace houses and owner-occupied homes. Between 2007 and 2008 project development was largely focussed on public principals. Infrastructure investments such as the new BSU building<sup>26</sup> and education projects like the “Gateway to the World”<sup>27</sup>, the “House of Projects” on Veddel<sup>28</sup>, the “Centre of Language and Exercise”<sup>29</sup>, or the IBA’s own building projects such as the “IBA DOCK”<sup>30</sup>, the “Energy Bunker”<sup>31</sup>, or the “Pavilion at Weimarer Platz” signalled the start. Without doubt, this public investment, supplemented by the igs investments in the new Island Park, as well as the political support for the IBA

Die Entwicklung der IBA-Projekte von den Anfängen 2007 bis zum Präsentationsjahr 2013 und ihre Verteilung auf die drei Leitthemen „Stadt im Klimawandel“, „Metrozonen“ und „Kosmopolis“ Development of the IBA projects from the beginnings in 2007 through to the Presentation Year in 2013 and their distribution across the three themes, “Cities and Climate Change”, “Metrozones”, and “Cosmopolis”



## IBA Hamburg in Numbers (to 2013)

### Construction Projects

- 1217 new housing units
- 516 energy-related modernisations
- 105,000 m<sup>2</sup> office and service industry space

### Open space and green areas

- 100 ha International Garden Show igs
- 71.5 ha parks, harbour areas open to the public
- 2.7 km new waterways

### Infrastructure

- Eight educational facilities, including four training centres
- Senior citizens' facilities with an intercultural focus
- One students' residence, four children's daycare facilities
- One indoor swimming pool, four sports halls
- A centre for artists and creative individuals

on the part of all relevant Mayors and Senators, made a key contribution to arousing the interest of private developers in the Elbe islands as well. Ultimately, the Senate resolution of May 2007 to relocate the BSU to Wilhelmsburg showed that the "Leap across the Elbe" was to be taken seriously. This did not yet create a market but it did bring the attention that the IBA so desperately needed for its project development activities in these early years.

## Paths to the IBA Hamburg

The IBA had 16 projects on its candidate list by the end of 2007, with six each in the thematic highlights "Metrozones" and "Cosmopolis", and four on the theme "Cities and Climate Change". Then there were also the cross-section themes "Elbe Islands Education Drive" and "Elbe Island Creative Quarter". By the end of 2008 this had grown to 39 projects ("Cosmopolis" 11, "Metrozones" 18, "Cities and Climate Change" 10). Of these, 22 were run by public organisations and 17 by private investment interests. By the Interim Presentation Year in 2010 the number of IBA projects had risen to 52. By the end of the IBA, more than 60 projects will be officially recognised as IBA projects, of which – at the time of going to press – 17 are "Cosmopolis", 32 "Metrozones", and 14 "Cities and Climate Change" projects.

The basis for recognition as an IBA project was made up of seven criteria<sup>32</sup> drawn up by the IBA board of trustees in 2007. The paths to becoming an IBA project were varied: calls for projects such as "Ideas for Veddel and the Spreehafen" in October 2007, for example, project proposals from the Future Conference 2001/2002, proposals from initiatives, individuals, associations, and organisations. The IBA process developed in terms of speed and dynamics over time. More and more initiatives, investors, construction principals, members of the public, and politicians turned to the IBA in order to be able to implement projects. This process is still ongoing, even in the closing Presentation Year 2013. Quality agreements (QVs), regulating the project's "IBA Excellence Criteria" and their facilitation

where necessary, the completion date, as well as guarantees and contractual penalties, form the binding basis of all IBA projects. The QVs also contain rules on the involvement of local tradesmen (see above) in tenders ("Elbe Islands Bidders Directory") as well as rules relating to the employment of young people<sup>33</sup>. The first QAs with private investors were concluded in 2009. By this point in time it was also becoming evident that the many paths to becoming an IBA project could lead to a certain arbitrariness of projects. Strategic projects were evident in the area of public infrastructure ("Education Drive") but this was hardly the case in the area of energy-related urban conversions or in housing construction. In its curatorial capacity the IBA therefore drew up two fundamentally new approaches in 2008/2009: the "Renewable Wilhelmsburg" Climate Protection Concept and the "Building Exhibition within the Building Exhibition".

The idea behind the "Renewable Wilhelmsburg" Climate Protection Concept derived from the IBA LABORATORY "Energy & Climate: Renewable Wilhelmsburg" on 6/7 March 2008. The key outcome of the specialist discussion was the acknowledgement that the IBA's innovative individual projects ought to be merged into a strategic concept for the energy-based conversion of Hamburg's Elbe islands. Together with the international Climate and Energy Advisory Board<sup>34</sup> set up in 2008 and a research team from the Nordhausen University of Applied Sciences, the *Energy Atlas - Future Concept for a Renewable Wilhelmsburg*<sup>35</sup> was developed during a process lasting around two years and which, from this point on, formed the strategic and conceptual basis of the projects and campaigns making up the "Cities and Climate Change" theme<sup>36</sup>.

A second decisive conceptual step was taken at the start of 2009. A number of innovative project developers, architects, and academics met with representatives of the IBA Hamburg for a "fireside discussion" on 16 and 17 January in order to discuss sustainable strategies and innovative projects for housing construction. The issue at hand was: how do we want to

live in the future? The result of this discussion was perhaps the greatest “gamble” of this IBA, namely the definition of building typologies intended to provide answers to the housing construction questions of the twenty-first century – and that in Wilhelmsburg of all places. These “model twenty-first century buildings” were intended as a deliberate link to the traditions of the early building exhibitions at the beginning of the twentieth century and the “Case Study Houses” of the late 1940s in the USA. The four themes “Smart Material Houses”, “Smart Price Houses”, “Hybrid Houses”, and “WaterHouses” were intended to provide answers to questions such as those outlined below.

How can the buildings of the future adapt to the changing needs of their residents? How can “hybrid” buildings accommodate multiple usages such as living and working, multi-generation living, single, family, or communal living? How can buildings become highly energy efficient, or “smart”? And this not only in terms of their operation but throughout their life cycle? How can we build good-value buildings again? What role will high-calibre energy, aesthetically sophisticated, and good-value systems and prefabricated techniques play in the future? How significant can structural self-help become in the urban context?

And finally: how can ever larger and more extensive technical infrastructure elements such as dykes, retention areas, or detention reservoirs be integrated at an urban development and landscaping level in times of climate change? The model twenty-first century buildings<sup>37</sup> are today part of the new centre of Wilhelmsburg and are demonstration projects for the building of tomorrow. They are the “Building Exhibition within the Building Exhibition” and refer back to the grand tradition of the IBA not only in Germany but in international building exhibitions worldwide.

## The Results in the IBA Hamburg Presentation Year 2013

The IBA Hamburg starts its Presentation Year 2013 with more than 60 projects. Some of the projects, like “Maritime Housing by the Kaufhauskanal” or the “Georg-Wilhelm Courtyards”, are still under construction in 2013 and will be completed only in 2014 and 2015. Others – like the “Renewable Wilhelmsburg” Climate Protection Concept – are long-term in nature and their implementation still needs another 20 to 30 years. Overall, the IBA Hamburg will have 1733 apartments under construction or completed in 2013, 516 of these being modernisations. In addition to this are the more than 100,000 square metres of commercial space, eight education facilities, two senior citizens’ and care homes, three children’s day care facilities, four sports facilities, a commercial park, a centre for artists and creative individuals, the extension of the Assmannkanal, and over 70 hectares of green space.

The volume of private investment initiated by the IBA amounts to more than 700 million euros, with numerous public investments totaling 300 million euros having been triggered in addition to this. The IBA itself initially had 100 million euros available, this being cut to 90 million in 2011. The IBA Hamburg also obtained around 30 million euros in the form of other budget and programme funding from the EU, the German state, and the Free and Hanseatic City, not planned for initially.

The development of the Wilhelmsburg metro-zone exploited urban development potential, particularly for the housing construction so desperately needed in Hamburg, on a scale that no one could have foreseen at the start of the IBA process. International building exhibitions are urban laboratories. No-one can be sure of all projects being successful and sustainable. The final results of this IBA, too, will become evident only once everyday routine returns to Hamburg’s Elbe islands.

## Notes

- 1 Cf. memorandum "Zur Zukunft Internationaler Bauausstellungen – Zehn Thesen zur Durchführung einer Internationalen Bauausstellung". In: IBA Hamburg GmbH (ed.): *IBA Meets IBA. Zur Zukunft Internationaler Bauausstellungen*. Berlin 2010 (pp. 69ff).
- 2 Cf. article by Jörn Walter in this volume, p. 48ff.
- 3 These included, for example, the Wilhelmsburg Future Conference from May 2001 to January 2002; the resultant *Weißbuch Inseln im Fluss – Brücken in die Zukunft* in 2002, or the international design workshop "Leap across the Elbe" in 2003, as well as the IBA memorandum of 2005, and the Hamburg Regional Parliament Publication 18/3023 of 18.10.2005.
- 4 Cf. "Memorandum für eine Internationale Bauausstellung". In: Freie und Hansestadt Hamburg – Behörde für Stadtentwicklung und Umwelt (ed.): *Sprung über die Elbe – Hamburg auf dem Weg zur internationalen Bauausstellung*. Hamburg 2005.
- 5 This was not the case with every IBA. The IBA Berlin 1984/87 suffered for years with a much too restraining corset of planning, redevelopment, and political specifications. The postponement of the Presentation Year from 1984 to 1987 was partly due to the dispute between the IBA and the administration over the right renewal strategy (cf. Uli Hellweg: "Berlin – Hamburg – Berlin: Eine Annäherung an das Prinzip IBA". In: Sally Below, Moritz Henning, Heike Oevermann (eds): *Die Berliner Bauausstellungen – Wegweiser in die Zukunft?* Berlin 2009.
- 6 Cf. Uli Hellweg: "Metrozonen – auf der anderen Seite der Stadt". In: IBA Hamburg GmbH (ed.): *METROPOLE: METROZONEN*. Berlin 2010 (pp. 8ff).
- 7 "Der Wohnstandort Wilhelmsburg heute". In: Zukunftskonferenz Wilhelmsburg (ed.): *Weißbuch Inseln im Fluss – Brücken in die Zukunft*. Hamburg 2002 (pp. 102ff).
- 8 Cf. Uli Hellweg: "Kosmopolis – eine Annäherung". In: *METROPOLE: KOSMOPOLIS*. Berlin 2011 (pp. 8ff).
- 9 "Diversity is our Strength" is the official motto of the city of Toronto.
- 10 Cf. overview of the participation formats in the project overview, IBA Hamburg GmbH (ed.): *METROPOLE: ZIVILGESELLSCHAFT*. Berlin 2012.
- 11 IBA Hamburg GmbH (ed.): *Energieatlas – Zukunftskonzept erneuerbares Wilhelmsburg*. Berlin 2010.
- 12 Cf. note 10.
- 13 The IBA Hamburg works together with the following academic and research institutions: Universität des Saarlandes, Universität Hamburg, HafenCity Universität Hamburg, TU Braunschweig, FH Nordhausen, Energie-Forschungszentrum Niedersachsen.
- 14 Cf. overview of IBA participants, list of IBA partners, p. 397.
- 15 Cf. structure monitoring of the IBA Hamburg at: [http://www.iba-hamburg.de/fileadmin/Mediathek/Gutachten\\_und\\_Stellungnahmen/IBA\\_Strukturmonitoring\\_2012\\_Kurzfassung\\_Stand\\_19\\_11\\_2012.pdf](http://www.iba-hamburg.de/fileadmin/Mediathek/Gutachten_und_Stellungnahmen/IBA_Strukturmonitoring_2012_Kurzfassung_Stand_19_11_2012.pdf).
- 16 Cf. Zukunft Elbinsel Wilhelmsburg e.V. (ed.): *Eine starke Insel mitten in der Stadt. Bürger-Engagement in Wilhelmsburg und auf der Veddel als Motor der Stadtteilentwicklung*. Hamburg 2012.
- 17 Cf. project description, p. 388.
- 18 Cf. project description, p. 387.
- 19 Cf. project description, p. 386.
- 20 Cf. on the participation formats IBA Hamburg GmbH (ed.): *METROPOLE: ZIVILGESELLSCHAFT*. Berlin 2012; here in particular the article by Daniel Luchterhand: "Großes Beteiligungsräuschen" (pp. 114ff).
- 21 The first "IBA meets IBA" LABORATORY took place in Hamburg on the 25 and 26 May 2007. Cf. IBA Hamburg GmbH (ed.): *IBA meets IBA*. Berlin 2010. Today, with the support of the BMVBS, the "IBA meets IBA" is an installed network of IBA initiatives committed to ensuring the quality standards and the further development of the institution that is the IBA.
- 22 Best offer processes are based on concept tenders. As a rule, the property prices were assessed at a maximum of 1/3 in the offers. Other factors such as conceptual innovation or urban planning and architectural quality were assessed with the same weighting.
- 23 The "HafenCity" window, a special casement window construction, enabled the DIN 18005 noise protection values to be adhered to in the proximity of the harbour.
- 24 Cf. project description, p. 386.
- 25 Cf. project description, p. 378.
- 26 Cf. project description, p. 361.
- 27 Cf. project description, p. 384.
- 28 Cf. project description, p. 386.
- 29 Cf. project description, p. 385.
- 30 Cf. project description, p. 377.
- 31 Cf. project description, p. 372.
- 32 The seven excellence criteria for an IBA project are: distinctiveness, IBA specificity, all-roundness, structural effectiveness, process capability, presentation suitability, feasibility.
- 33 Cf. White Paper, *Einbeziehung Jugendlicher in IBA-Vorhaben*: [http://www.iba-hamburg.de/fileadmin/Mediathek/K10\\_bildungsoffensive/121114\\_White\\_Paper\\_Einbeziehung\\_Jugendlicher\\_final.pdf](http://www.iba-hamburg.de/fileadmin/Mediathek/K10_bildungsoffensive/121114_White_Paper_Einbeziehung_Jugendlicher_final.pdf).
- 34 Cf. article by Stefan Schurig in this volume, p. 176.
- 35 Cf. IBA Hamburg GmbH (ed.): *Energieatlas – Zukunftskonzept erneuerbares Wilhelmsburg*. Berlin 2010.
- 36 Cf. project description, p. 370ff.
- 37 Cf. article by Clans Gefroi in this volume, p. 215.