



BUILDING CITIES FOR THE FUTURE

An exploration of possibilities for an Internationale Bauausstellung (IBA) in Africa

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Foreword

We are living at a decisive turning point.

Urbanisation is developing at a historically unprecedented speed and scale, especially in Africa and Asia. The growing need for affordable housing caused by the processes of rural-urban migration and endogenous growth will be a huge challenge for the decision-makers at various levels of government.

The current decade will decide whether we will manage to set global and local development on a just and sustainable track or whether we will continue to follow fossil development paths that will make social, economic and ecological life unviable.

The need for investments and infrastructure to meet the rising demands of rapid urban growth in Africa and other parts of the world, alongside the imperative to retrofit existing cities, is pressing and considerable. Whether these will be integrated into effective and future-oriented urban planning and provide new perspectives for the largely poor and informal urban population is, however, uncertain.

This close-to-emergency situation is nowhere more urgent than in the fast-growing cities of the Global South, where populations double in a matter of years; where built environments, which will determine the living of urban dwellers for decades will have to be constructed faster, and be of higher environmental, low-carbon quality than ever before. There, engines for economic prosperity can be set into motion. There, societies can find new forms of coexistence in a spirit of solidarity and peace. There, public actors can prove their responsiveness and willingness to act, strengthening the overall state-citizen relationships.

A paralysis or failure to manage urbanisation sustainably from an economic, social and ecological point of view would have serious consequences such as a continued rise in urban poverty, inequality, fragility, conflicts and informality. Within the next 25 years, 500 million more urban dwellers will live in African cities, all hoping for a better life.

African government leaders and urban experts need access to integrative, participatory models that can demonstrate how the complex challenges of urban transformation in Africa can be solved and implemented through new models of service delivery.

This is where our joint work in the “International Building Exhibition (IBA) Africa” project started, which takes an important step forward with this document on building cities for the future by leaning on the concept of Internationale BauAusstellungen (IBA – International Building Exhibition). Looking at the enormous challenges of rapid urbanisation in many countries, we started to look for approaches that might fit the general demands, but are also fully adaptive to local contexts. The IBA approach holds the potential of stimulating cross-sectoral planning approaches with the implementation of innovative urban regeneration on the ground.

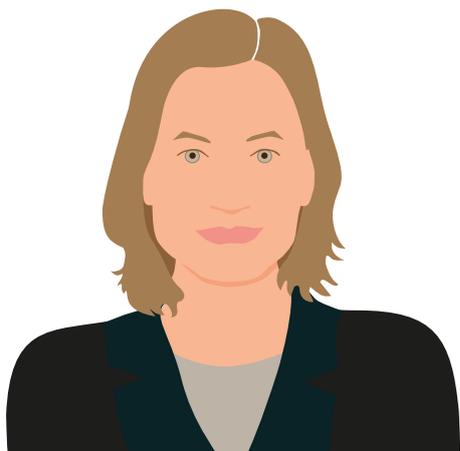
For over 100 years, new, innovative solutions to urgent local development challenges have been developed, tested and implemented by IBAs in Germany, and lately also in Europe. In this process, decision-makers commit to producing tangible results. With a given timeframe, their words are ultimately measured against concrete projects. All activities are considered as trials, not proven

measures, which creates room for innovation. The IBA format has proven itself also for influencing national urban policies, and it constantly reinvents itself. A simple transfer of the IBA approach to the Global South is, of course, not possible. Nevertheless, it is worthwhile to get to the bottom of its potentials.

This has been the goal of the GIZ self-financed “IBA Africa” initiative since 2019 in partnership with the African Centre for Cities (ACC): to explore the opportunities of an IBA in the context of international cooperation, to research applications in urbanising Africa and to formulate recommendations for future projects. In this context, we would like to express our sincere gratitude for the support and guidance received by the IBA Advisory Board (IBA Expertenrat).

This guide represents a milestone in our work as it summarizes key results and findings from the project. The work on a possible IBA in Africa does not end here. But it should be able to build on it in the future and, if possible, enable and promote even more exchange among interested parties.

We hope that you will find this kind of IBA guide both revealing and inspiring. We invite you all to take the ideas from this booklet to your own work. Like an IBA, in our work we are trying to find next practices and we should keep an open mind in doing so. With this, we can still set development on the right track. Let us experiment, allowing the key features of an IBA to guide our tactics.



Kathrin Lorenz,
Director Governance & Conflict, GIZ



Edgar Pieterse,
Director African Centre for Cities



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1. Context: Urbanisation in Africa

Urbanisation in Africa is developing fast. According to UN-Habitat, the urban population on the continent will double by 2040, putting one billion people in need of infrastructure, public services and employment.

The total global floor area of buildings is expected to double in the next 30 years and will most likely triple on the African continent: an equivalent of about 130 cities the size of Berlin will need to be built as a result.

Especially the ever-growing need for affordable and adequate housing caused by rural-urban migration and population growth will be a huge challenge for the decision-makers at various levels of government.

This is combined with an increased "urbanisation of poverty": today, more than half of Africa's urban population lives in informal settlements under inhumane conditions and largely without access to basic services and formal employment.

Against this backdrop, the continent's opportunity is to become a role-model of how to build cities for the future in an entirely new way. In order to achieve this, government leaders and local urban experts need access to integrative, participatory models to

figure out how the complex challenges of urban transformation in Africa can be solved and implemented by new models of service delivery. While some approaches and technologies to deal with this task exist, they are still emerging and receive only limited attention. The IBA approach holds the potential of stimulating cross-sectoral planning approaches with the implementation of innovative urban regeneration on the ground.

One of the key characteristics of urbanisation in Africa is the co-existence of formal and informal systems of service delivery, economic life and the ways in which people create and continuously upgrade their shelter and living conditions. The reality of informal or hybrid systems of urbanisation means that there is no solution that can be devised and implemented from the top down. There is no neatly designed overarching policy that can solve the complexities of uneven and unequal urbanisation.

Instead, solutions need to be negotiated by all actors in the system, and interventions need to be 'acupuncture' in order to demonstrate how alternatives might work at a precinct level in a given neighbourhood, in a specific city. The flexibility and openness of the IBA methodology is therefore especially relevant in the African urban context.



2. What Is an International Building Exhibition (IBA)? What can it achieve?

An IBA is an innovation generator for sustainable urbanisation. When facing pressing societal and structural transformation, German federal states and cities have successfully employed the “IBA” experimental development approach, for over a hundred years.

An Internationale BauAusstellung (German for International Building Exhibition) can be an instrument to plan, implement and demonstrate the vision of sustainable urban or regional development in tangible projects. Guided by an overarching question or topic that is derived from local contexts and challenges, IBAs explore and test innovative forms of cooperation between public and private stakeholders to implement transformative projects.

An IBA is set for a period of up to ten years but aims for an impact that exceeds far beyond this time

frame. An IBA's impact falls into two categories: 'soft' impact, such as strategic visions, new participatory processes and innovative policy instruments; and 'hard' impact, namely buildings and the built environments that apply next-generation technological or innovative practices and represent the core of the building exhibition itself. Hence, an IBA always passes on both to the city: the changed built environment as well as adapted urban development processes.

While the implementation aims for local solutions, an IBA always addresses an international audience, as is represented by the “I” in “IBA”. Throughout history, IBAs have gained significant relevance in moments of great transformation and shifting social demands, linking local demands with overarching global challenges like climate change, population movements and economic transformation.



Rapid urban growth.

Credits: IBA Hamburg GmbH / moka Studios



Climate change + Green building.

Credits: IBA Hamburg GmbH / Martin Kunze



Economic transformation.

Credits:
Stiftung Zollverein / Jochen Tack

Projects are the heart of every IBA. They generate the answers to the key question or topic and are therefore its key results. IBAs combine a strategic top-down with a participatory bottom-up approach. This taps into and mobilizes the energies of diverse actors and cultural communities in the territory considered (see "IBA in a Nutshell", next page).

The proclamation and organization of any IBA depend on its initiators from local and regional government

level, civil society and the private sector. So far, there is no committee or similar body that decides whether or not an IBA may take place. Therefore, there are no explicit funds made available to an IBA. As of yet, initiators who desire to set up an IBA must acquire the funds to finance it. The financial contributions usually come from various public and private funds, which are pooled by an IBA agency.



Unconventional multi-stakeholder methods. IBA Hamburg relies on early participation processes in the procedures.

Credits:
IBA Hamburg GmbH / Bente Stachowske



International audience. More than 400 participants attended the IBA kick-off event.

Credits:
IBA Wien / Ludwig Schedl



Exhibition. Visitors were able to gather information at the IBA Hamburg model.

Credits:
IBA Hamburg GmbH / Johannes Artl

2.1 IBA in a Nutshell – The IBA Principles

An IBA is an instrument to plan, realise and present a vision of a sustainable city in concrete projects. Through a guided question or topic, IBAs explore and

test new forms of cooperation between public and private stakeholders to implement transformative projects in a specific district, city or region.



Limited timespan: An IBA has a fixed term (6-10 years) that guarantees results – with the pressure to exhibit in the final year.



Focused theme: An IBA focuses resources and capacities on a precise core topic or spatial question that is key for the future of the district, city or region.



Project-based: At the heart of an IBA are its projects. Projects give tangible 'answers' to the core question that reflects the ambition for the future of the city.



Multi-stakeholder: An IBA is fully owned by key stakeholders and funders (with the city government always involved). The process is usually carried by experimental and unconventional multi-stakeholder partnerships and co-creational methods to break through rigid and siloed working structures, to mobilise innovation and funding.



Next practice and excellency: An IBA offers 'controlled experiments', and flexibility in finding solutions, reducing the risk of failure. The results of an IBA are tangible and the quality of the projects reflects the ambitions for the future of the city. With this, it sets and upholds quality benchmarks that are necessary for excellent and transferable results.



IBA Agency as pacesetter: In order to drive the process and to promote integration as well as mobilise various funding sources, a temporary IBA agency outside the existing administration and structures is established. This IBA agency is the engine of the IBA.



Communication: Progress in an IBA is fuelled by communication. Communication channels between the different sectors and actors (government, business, academia, public) involved are established for the acquisition of resources, the management of projects, raising awareness, the 'festivalisation' of projects and the marketing.



Celebration: IBA 'festivalises' the overall process to create an identity for the projects amongst citizens by mobilising local energy and creating visibility. An IBA is a happening in the city.



International: An IBA addresses the international public with exemplary and trend-setting projects and innovations of global relevance. The built results of an IBA are presented to an international audience both during and at the end of its term.

2.2 IBAs' Tangible Impact on the Built Environment

IBAs have been regularly held in Germany since the beginning of the 20th century. At the beginning, with the first IBAs, the architectural community presented itself with contributions to contemporary building and industrial design (c.f. IBA Darmstadt 1901 in: IBA Wien 2017, p. 15). In 1957, the character of the IBA changed. At that time, still, the IBA reflected the prevailing attitude towards current modern urban planning and design - presented in the Hansaviertel in West Berlin (IBA Interbau). A mix of high- and low-rise buildings was erected in the Hansaviertel, completely erasing memories of the old pattern of the urban quarter, which was badly damaged by bombings during World War II, (ibid., p. 16). The old

housing stock was cleared and deconstructed. It was not until the West Berlin IBA in 1984/1987 and the IBA Emscher Park in 1999 that IBAs developed to become places of change and transformation. Modern architecture was to go hand in hand with the preservation and renewal of the historical heritage. New forms of urban development with a larger number of projects were realised. Participation as well as co-creation became the standard. Over and above, IBAs had a significant impact on modifications of the regulatory framework for urban development in Germany, such as mandatory processes, cooperation standards, supportive financial instruments etc. (see Ch. 2.3).

IBA Berlin: Inner City as Living Space (1979 - 1984/87)

The 1984/87 IBA Berlin worked on the rediscovery of the historic city centre of Berlin in two ways: 'critical reconstruction' - New IBA development - and 'careful urban renewal' ("behutsame Stadterneuerung") both as an alternative to clearance strategies and the de-

construction of old building stock. At that time 'careful urban renewal' was still an experiment. Today, the instruments and solutions developed are now part of the standards of modern urban development such as citizen participation, ecological building, new forms of housing or the conversion of buildings.



Block 70 on Fraenkelufer is an expressive new-built architecture combined with innovative, socially oriented modernisation of old buildings.

Credits:
FHXB Friedrichshain-Kreuzberg Museum,
S.T.E.R.N. GmbH



The residential and office building at Checkpoint Charlie symbolises a new building that has a critical relationship to the history of its location.

Landesarchiv Berlin, F Rep. 290 Nr. 0284765 /
Photo: Günter Schneider



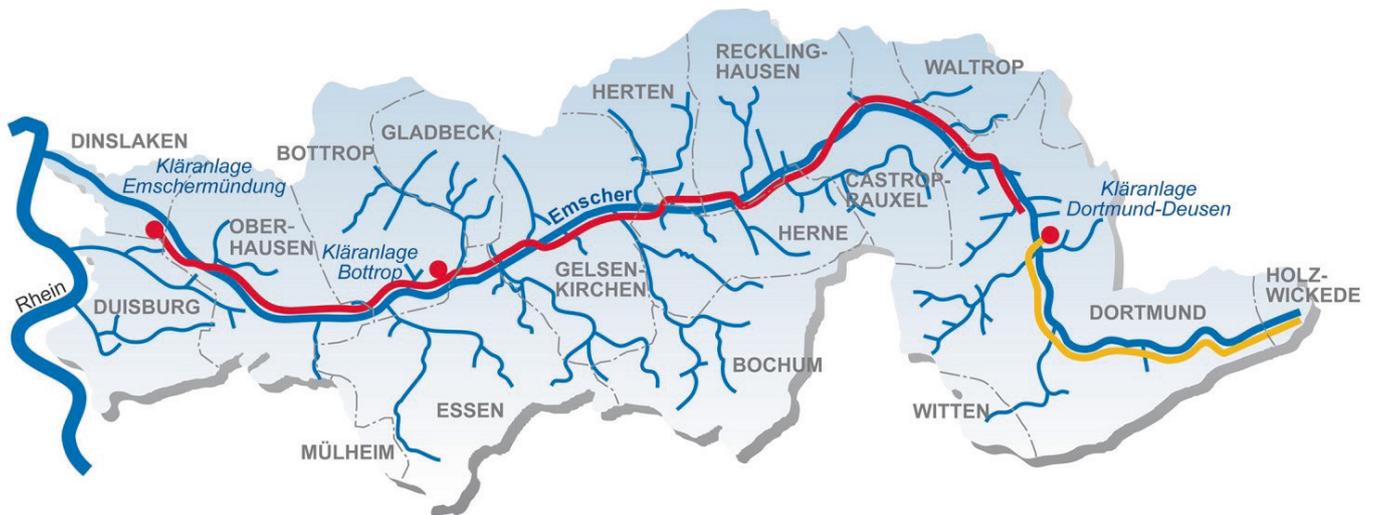
Instead of tearing down and setting up a new structure, a car park was repurposed and converted into a daycare centre for 136 children.

Credits:
FHXB Friedrichshain-Kreuzberg Museum,
S.T.E.R.N. GmbH

IBA Emscher Park: The Future of an Industrial Region (1989–1999)

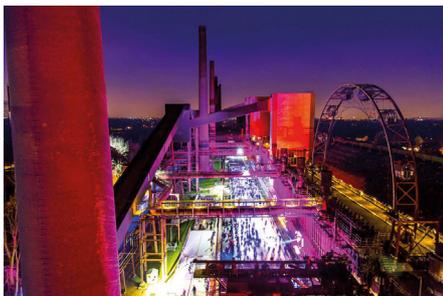
The IBA Emscher Park in the Federal State of North Rhine-Westphalia along the Ruhr River followed the approach of the IBA Berlin with its locally well adapted course of action. The IBA Emscher Park is regarded as a globally acclaimed example of a successful

strategy for the renewal of a former, scarred industrial region. It included nature-based solutions combining re-cultivating lake and river ecosystems and water management. Coal mines were transformed into modern cultural sites. The region also gained quality through trendsetting contemporary housing.



The Future of an Industrial Region: 10 years to recover a scarred industrial landscape, involving 17 cities along a 70 km route.

Credits: Emschergenossenschaft



The former Zollverein coal mine was redesigned as a cultural and economic venue for the future.

Credits:
Stiftung Zollverein / Jochen Tack



The Duisburg-Nord Landscape Park project is an example of a new type of industrial park. It shows how spaces for green areas, working and living can be reclaimed from wasteland with a high recreational value.

Credits:
EGLV / Klaus Baumers



The Duisburg-Nord Landscape Park hosts an annual summer cinema.

Credits:
Landschaftspark Duisburg-Nord / Thomas Berns

IBA Basel: 'Au-delà des frontières, ensemble – Growing together across borders' (2010-2020)

IBA Basel was the first IBA to transfer the German format to other states and to cross national borders, taking place simultaneously in Germany, France and Switzerland. 'The IBA strives to bring together stakeholders from the private and public sector in a core urban area, and establish binding project partnerships across national, cantonal and municipal borders (...). One goal is to promote a sense of belong-

ing to the joint metropolitan region of Basel among the population. Moreover, the cross-border culture of cooperation is to be improved and the international halo effect of the entire IBA environment is to be strengthened.' (BBSR, n.d.-a) The project demonstrated the ability of IBA approaches to tackle administrative and jurisdictional frontiers and to foster collaboration using innovative governance models like the trinational future conference/council ("Zukunftswerkstatt").



Today, 32 IBA projects showcase visions for a common future of the three countries.

Credits:
IBA Basel / LIN



The Franco-Swiss Rhine bank path from St. Johann, Basel to Huingue was the first IBA Project to earn the IBA Basel label (BBSR).

Credits:
IBA Basel / Daniel Spehr



The IBA Parc des Carrières transformed the border landscape between Basel, Allschwil (CH), Hégenheim (FR) and Saint-Louis (FR) into a recreational and natural space for the metropolitan area.

Credits:
IBA Basel / Les Ateliers Paysagistes

IBA Thüringen: URBANRURAL (2012-2023)

With its rural character and the focus on urban-rural linkages ("STADTLAND" = URBANRURAL) as the central theme, IBA Thüringen aims to stimulate a transformation process in the region and to rethink the Federal State of Thuringia as a region of progress and an experimentation for the future. By developing

and supporting common good-oriented and resource-efficient model projects, it addresses qualities beyond the consumption-oriented lifestyle ("How little is enough?") without losing sight of a "building culture". Furthermore, the IBA aims to create regional value and raise international awareness for Thuringia (see also GIZ, 2021).



Michaeliskirche:

As part of the IBA Thuringia, the idea and concept of the first hostel church in the Thuringian Forest was born.

Credits:
IBA Thüringen / René Zieger



Gesundheitskioske:

20-25sqm large, decentralised "health kiosks" made of wood serve as healthcare facilities in the surrounding communities. They replace the existing bus stops and have a waiting area, a public toilet and a versatile room where medical consultation hours can be held.

Credits:
IBA Thüringen / Pasel-K Architects



Timber prototype house:

A solid wood box with 15sqm of interior space to test the practicality of this construction method.

Credits:
IBA Thüringen / Thomas Müller

IBA Hamburg: Leap Across the Elbe (2006-2013)

The IBA Hamburg turned neglected districts of the city into laboratories, under international spotlight. The Building Exhibition focused on the spatial, social, and cultural development of the Wilhelmsburg Islands in the River Elbe – an area characterised by spatial isolation, sensitivity to climatic conditions

and challenging socio-economic conditions. Besides showing several innovative architectural approaches (e.g. “active” buildings using construction methods and materials to generate energy), the IBA and its partners aimed, in their 70 projects, to improve local conditions through housing, living environments and so-called ‘educational landscapes’.



Hamburg Spreehafenviertel:
A mixed-use and housing development project with a relatively high density in Germany.

Credits:
IBA Hamburg GmbH / moka Studios



Hamburg Elbinselquartier:
A mixed-use neighbourhood with multiple types of housing solutions. The design was chosen by a professional jury and the community.

Credits:
IBA Hamburg GmbH / Hosoya Schaefer Architects



Hamburg Wilhelmsburg Mitte:
New types of housing: ‘Smart Material Houses’, ‘Smart Price Houses’, ‘Hybrid Houses’, ‘Water Houses’.

Credits:
IBA Hamburg GmbH / Johannes Arlt

IBA Wien (Austria): New Social Housing (2016-2022)

Based on social changes, new lifestyles and the increase in cultural diversity, IBA Vienna is dedicated to social sustainability in neighbourhoods and affordable housing. Urban succession processes are to be initiated, designed and supported in order to create new, socially inclusive neighbourhoods. Answers to

the differentiation of lifestyles, new forms of work and employment opportunities as well as mobility needs are to be provided. Within the framework of the IBA's theme of New Social Housing, innovative projects are being developed in the field of new construction, re-development of existing housing and mixed housing ('living together'). (IBA Wien, 2017; BBSR, n.d.-b)



The Biotope City for the renaturation of the city.

Credits:
ÖSW, Rüdiger Lainer + Partner / SchreinerKastler



The Sonnwendviertel includes 5.500 flats for about 13.000 residents, 20.000 jobs, a school campus, office buildings, shops and a park of about 7 ha.

Credits:
ÖBB / Aldinger + Wolf



The Sonnwendviertel is largely traffic-free, has small-scale, diverse building structures, offers various uses and open space design.

Credits:
Stadt Wien, MA18 / Christian Fürthner

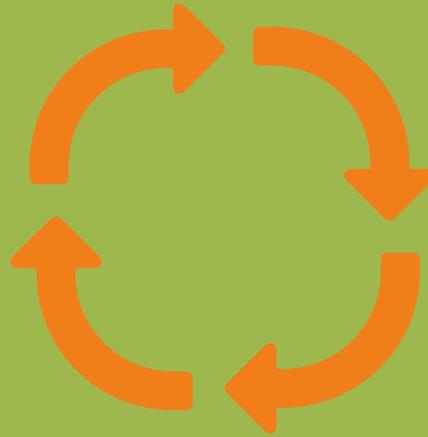
2.3 IBAs' Influence on Urban Policies

Besides the effects IBAs had on the built environment, they had significant influence on national, federal and municipal policies. There are different examples how IBAs in Germany have initiated a reform of legal, administrative, or financial systems (e.g. national grant programmes). Those reforms addressed a sophisticated system of planning, implementation and construction rules, which has been established as parts of a differentiated system of responsibilities in the federal organization of the country, the financing of public tasks and the regulation of private activities such as investment in buildings etc. Some administrative procedures even go back deep into the 19th century.

This rather elaborated system of roles and responsibilities provides a very high standard of transparent and rather fair procedures throughout the country and a high level of legal security. Still, these procedures may turn out to be insufficient or even counterproductive in certain historic moments. This is the case in times of crisis (e.g., flooding), or any time where there is a demand for fast action, where new forms of cooperation between different actors become necessary (e.g., for innovative projects/new technologies), or if there is a demand for temporal support, all challenges overstraining regular procedures. These are times for a controlled experiment.

IBAs have turned out to be experimental spaces for the generation of urban practitioners daring political decision making for appropriate solutions by changing mandatory processes, cooperation standards, financial instruments etc. In Germany, a system of multi-level financial support by the federal government and the provincial/regional governments for municipal activities in urban renewal and regeneration has been established and constantly expanded during the past 25 years as a result of the experiences gained from implemented IBAs, e.g., IBA Berlin, IBA Emscherpark and IBA Hamburg. In some cases, development agencies founded for an IBA (e.g., Hamburg) turned out to be successful in adopting new projects after the end of the IBA.

Hence, one result of an IBA might be a change in parts of the legal, administrative or financial system of urban policies in a country. For the adoption of the IBA idea in an African country, this means to also analyse the systemic framework of urban policies in the country besides the challenges the cities are facing. This will form a good basis for identifying appropriate (experimental) solutions for a limited temporal and spatial arena. Part of the outcome of an IBA might be a different regulatory framework.





3. IBA Africa: An Innovation Generator for Sustainable Urbanisation in Africa?

Pressing challenges and needs that come from rapid, unplanned urbanisation in Africa urgently call for employing new approaches and instruments. Thus, examining the potential contributions of the German IBA approach and its principles in the African context seems useful and appropriate, although the historical development of European cities has been very different from the territorial development of cities on the African continent. There is a global consen-

sus that in an increasingly complex social, political, economic and environmental context, African urbanisation is a chance and a challenge that cannot be met with top-down strategies, master plans or algorithms alone. Integrated strategies, managerial capabilities in city administrations, attracting a continuous citizens-oriented participation and applying new, creative technical solutions in the urban landscape are pivotal for finding the right urban answers.

3.1 Methodology and Partners

The objective of the GIZ project IBA Africa was to jointly with the ACC explore opportunities, preconditions and themes for the application of the IBA approach or at least IBA-principles (see page 11) to urban development in Africa. For this purpose, it cooperated with the cities of Addis Ababa and Cape Town as selected partners.

In Addis Ababa, the IBA Africa project joined forces with the [Addis Ababa Urban Age Task Force \(UATF\)](#), which consists of the Addis Ababa Municipality, the London School of Economics (LSE) Cities, the Alfred Herrhausen Gesellschaft and GIZ. The publication series of the UATF includes the articles *International Building Exhibitions (IBA) – an approach to innovative city making in Addis Ababa?*, and a sustainable building materials study for a housing project (block of flats) in Addis Ababa. In Cape Town, the [African](#)

[Centre for Cities \(ACC\)](#) was the main partner. Leaders and other stakeholders from Cape Town as well as German IBA experts and practitioners were continuously involved in the process, amongst others through an intense workshop series in 2021.

Based on the fruitful exchange with local partners, new potential partner cities have already been identified as well. Thus, work continues with an expert report that examines the prerequisites for a possible IBA-related process in Rwanda.

Selected formats at international conferences as well as among African and German actors are employed to further disseminate the results from the exploration process and elaborate on possible next steps or new cases.

3.2 Results of the Exploration Process

3.2.1 Exploration With the Addis Ababa Urban Age Task Force

In Addis Ababa it became evident that the provision of urban infrastructure for basic services is the most pressing challenge.

On-site discussions with experts confirmed the challenge of a weak and sector-oriented, partly uncoordinated administration with regards to infrastructure provision. At the same time, the city and its administration face the challenges of a fast-growing population. Besides insufficient access to basic services like drinking water, sanitation, waste disposal and energy supply in particular, there is also a weak public transport system with a poor design and performance of streets and roads, (also for pedestrians) resulting in a 'vicious circle' of progressing densification and insufficient mobility infrastructure in addition to disconnected and widely lacking green areas and public spaces in the city.

Related problems of planning and implementation are:

- Lack of inter-sectoral coordination (water, wastewater, mobility)
- Weak technical project preparation of infrastructure projects
- Lack of consistent coordination and implementation e.g. of Local Development Plans (LDP)
- Issues of resettlement and participation in land redevelopment

The policy briefs of the UATF show those challenges and at the same time inspire solutions on all of those topics (<https://urbanagetaskforce.net/addisababa/>).

IBAs in recent decades have linked local concerns with global themes such as climate change, movement of people and economic transformation. For a major African city such as Addis Ababa, an IBA can be a way to mobilise resources to tackle big challenges even while facing time pressures and difficult trade-offs. It is also a way to become a hub for innovation, a pioneer in cutting-edge urban design.

However, for delivering an IBA-like format the institutional coordination mechanisms for such integrated urban investments would have to be in place. Any experimental urban development format would have to address the related problems of planning and implementation, first.

An initial assessment by the Urban Age Task Force indicates that the City is open to considering an IBA, though several issues would need to be addressed, such as how to create supporting infrastructure for the IBA site (if demonstration projects were to be built); how to design participation formats for transforming traditional settlements; and how to develop a political narrative for more sustainable urban development, and, thus, strong public awareness as part of an international presentation. A debate about an appropriate organisational structure for the management of a possible IBA project would also have to be part of its preparation, for example in the form of an IBA development agency, as in the European examples. However, in the case of Addis Ababa an

IBA agency might not be the best option for implementing an IBA format. Instead, the inter-sectoral cooperation within the city administration could be improved for this purpose (e.g., by an IBA-team) with a positive effect. Still, backing this up with project funding and activities to motivate and initiate inter-sectoral cooperation in the administration would be necessary. Strong international support would help the city build the necessary capacities. Special attention should be paid to the question of how to ensure the transfer of experiences between the IBA project and the city administration.

There are certainly many relevant topics that an IBA could raise, such as social housing, creating a 'walkable Addis', improving the environmental performance of buildings, and stakeholder engagement in the Neighbourhood Development Plans (NDP) for creating an inclusive city.

The Ethiopian land-use legislation gives the city administration a strong role in land allocation, with much room of manoeuvre. Land for an IBA could be made available relatively easily.

An IBA-like format in Addis Ababa could have the following transformational effect:

- A key benefit of an IBA could lie in strengthening the currently rather weak multi-stakeholder coordination mechanisms of the city administration by implementing integrated IBA projects. This might include institutional reorganisation within the city administration, altered governance mechanisms, and strengthened planning processes.
- The benefit of an IBA could lie in new architectural solutions, the application of local and low-carbon construction materials, new designs

of public spaces, and generally in the improved connection between urban function and identity.

- An IBA would build – and build on – trusting multi-actor partnerships, provide daring new paths of technology and cooperation, if the parties involved are willing to do so.
- Land governance could be improved by strengthening the land allocation mechanisms, which need special attention in the course of an IBA project, based on the enabling land legislation, which already exists.
- Prevailing top-down planning mechanisms might be altered to more inclusive ones in an IBA-Project.
- Weak communication mechanisms (poor cross-sectoral communication, little dialogue with citizens) might be altered by putting a special focus on participation and co-creation.
- Limited expertise for next practice experimentation might be enhanced by a board of international counsellors/advisors.
- Needed capacity development within the city administration might be identified and addressed at a wider scale.

3.2.2 Exploration in Cape Town With the African Centre for Cities

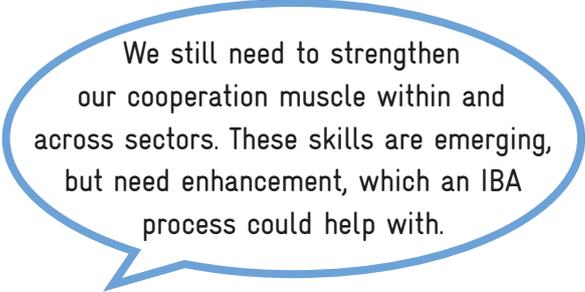
The evaluation of the viability of an IBA format in Cape Town, South Africa, shows a widespread appreciation of the 9 IBA Principles by the curated stakeholder groups (urban practitioners, public entities, civil society organization, investors, academia). At the same time, doubts remain as to whether the present institutional setting allows for a successful delivery of an IBA. A further careful exploration process on institutional parameters for an IBA would be needed.

All five workshops held highlighted the value of an IBA type process as an implementation vehicle to address spatial inequality in Cape Town. The vision of an 'equal city' as a potential topic for an IBA is very well received. In this context, an IBA format could foster more spatial equity in the city, including new forms of collective living and social housing, also taking the use of alternative construction materials into consideration.

However, several challenges have been identified: South Africa is currently characterized by a low-trust environment (especially between the private sector, civil society and government institutions) with restrictive regulatory instruments which undermine innovation in urban development. Furthermore, there is no planning culture in which ideas about past or future developments would be shared with a broader audience. Consequently, there is no shared understanding of the approaches and interests of different sectors, such as the private sector and civil society. Therefore, the cooperation within and across sectors needs to be strengthened. The public sector has never had a delivery mechanism with an own balance sheet that can deliver projects and bring together the disparate interests of the various

line departments, which has been a historic obstacle. Cape Town therefore needs to learn from existing delivery vehicles in the Western Cape and South Africa, as well as international examples.¹

Given the uncertainty of trust in public institutions, the proposed conversion of the IBA format – starting with a real-life exhibition of existing neighbourhoods plus having a final exhibition of the newly built projects as well (see Ch. 3.3.) – offers a very generative departure point and an important step in translating the IBA method. Stakeholders from academia, the public and private sectors in Cape Town all show interest in an exhibition that addresses developmental and housing themes and brings together diverse stakeholders and processes through progressive on-site formats as well as virtual and social media formats. Hence, before taking the usual steps preparing an IBA (feasibility study, memorandum of understanding, founding of a board of trustees, creating an IBA agency, call for projects etc.) the exhibition could be the start. An exhibition on on-going projects could be the starting point for a government-citizen dialogue on the most urgent questions in urban development to be addressed. The characteristics of a future experimental consortium who should address those questions could be determined and current projects could be improved.



We still need to strengthen our cooperation muscle within and across sectors. These skills are emerging, but need enhancement, which an IBA process could help with.

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1 ■ ACC (2021): IBA Africa Summary Report, page 24

3.3 International Viability of the IBA Principles

As a result of the exploration in Addis Ababa and Cape Town the following remarks may complement the 9 IBA principles concerning international viability:

The IBA Principles Compare Ch. 2.1

European Experiences		International Viability
<p>Limited timespan</p> 	<p>An IBA has a fixed term (6-10 years) that guarantees results – with the pressure to exhibit in the final year.</p>	<ul style="list-style-type: none"> • Create transparency on ongoing projects in the city or region and enter into dialogues with the citizens. Projects that have already been implemented can be presented within a very short time at the beginning of an IBA. They can then be developed further through international peer-to-peer learning, and in the international spotlight.
<p>Focused theme:</p> 	<p>An IBA focuses resources and capacities on a precise core thematic or spatial question that is key for the future of the district, city or region.</p>	<ul style="list-style-type: none"> • Potential themes: new centrality, new forms of collective housing and living, social housing, sustainable building/green construction, urban mobility, urban resilience/risk management/new (digital) urban economies, urban identity/neighbourhood affiliation.
<p>Project-based:</p> 	<p>At the heart of an IBA are its projects. They give tangible 'answers' to the core question that reflects the ambition for the future of the city.</p>	<ul style="list-style-type: none"> • The IBA theme does not have to be spatially represented at only one location, several locations could be selected (as done in European IBAs, too). • Changing living environments also by implementing projects on a smaller scale, involving citizens and increasing people's trust.
<p>Multi-stakeholder:</p> 	<p>An IBA is fully owned by key stakeholders and funders (with the city government always involved). The process is usually carried by experimental and unconventional multi-stakeholder partnerships and co-creational methods to break through rigid and siloed working structures, to mobilise innovation and funding.</p>	<ul style="list-style-type: none"> • Identify and work with reliable and trustworthy stakeholders to ensure that building projects are delivered successfully. • Municipality and/or the regional government might eventually consider a regulatory sabbatical: temporary suspension of planning regulation/supportive instruments for a specific project area. • Civil society should be strongly involved. • Sub-national governments above the local municipalities could play a key role as champions, and giving basic funding.

European Experiences

International Viability

<p>Multi-stakeholder:</p> 		<ul style="list-style-type: none"> • Include the private sector to foster innovation (e.g. building with alternative construction materials in the housing sector). • Pooling of funds of neighbouring cities and of different levels/sectors of government along investment timelines. • A dedicated budget is required at the beginning of an IBA. Public funding requires a financial framework for the IBA. This budget does not finance the project, it is a fund that enables the overall IBA process to run. A stable budget is necessary for key actors from the private or public sectors.
<p>Next practice and excellence:</p> 	<p>An IBA offers 'controlled experiments' and the flexibility in finding solutions, reducing the risk of failure. The results of an IBA are tangible and the quality of the projects reflect the ambitions for the future of the city. With this, it sets and upholds quality benchmarks that are necessary for excellent and transferable results.</p>	<ul style="list-style-type: none"> • Use/mix local and international knowhow at the beginning, when designing the projects (example: UATF Addis Ababa). • Visualise and present next practice projects (at the beginning of the IBA) already implemented in the city that fit the chosen main theme. • There is a high potential for innovation e.g. in Cape Town. However, such projects are difficult to calculate in the beginning. A certain amount of seed money for experimentation needs to be available for both the private and the public sector.
<p>IBA Agency as pace-setter:</p> 	<p>In order to drive the process and to promote integration as well as mobilise various funding sources, a temporary IBA agency outside the existing administration and structures is established. This IBA agency is the engine of the IBA.</p>	<ul style="list-style-type: none"> • Identify champions for the backbone funding. • Promote an internal implementation unit within the administration instead, if trust in an additional institution is low. • An enabling regulatory framework for municipal decision-making power needs to be in place in the country (which is the case in South Africa and in Ethiopia). • Civil society or the private sector could play a strong role in setting-up such an IBA agency in Africa. • See international examples on Urban Development/ IBA Agencies by GIZ 2022.²

2 ■ GIZ (2022): [Urban Development Agencies: Potentials for the Sustainable Management of Cities in the Global South](#).

European Experiences

International Viability

<p>Communi- cation:</p> 	<p>Progress in an IBA is fuelled by communication. Communication channels between the different sectors and actors (government, business, academia, public) involved are established for the acquisition of resources, the management of projects, raising awareness, the 'festivalisation' of projects, and the marketing.</p>	<ul style="list-style-type: none"> • Setting up pop-up exhibitions such as flying pavilions or painted fire walls at different locations in the city to raise awareness, festivalise existing projects, build trust and transparency and promote dialogue. • Use virtual/digital formats. • Focus on the aim of finding a common language and understanding among the different stakeholders.
<p>Cele- bration:</p> 	<p>IBA 'festivalises' the overall process to create an identity for projects amongst citizens by mobilising local energy and creating visibility. An IBA is a happening in the city.</p>	<ul style="list-style-type: none"> • Setting up an exhibition at the beginning of the IBA to present (sustainable) projects that have already been successfully implemented using pop-up or virtual exhibitions to create a collective identity, to create transparency on running projects, and link matching projects to the IBA from the beginning. • Already small-scale events can have an impact. • Strongly involve the youth and young professionals. • Conduct an exhibition at the end of the IBA, celebrating the results achieved (lighthouse character).
<p>Inter- national:</p> 	<p>An IBA addresses the international public with exemplary and trend-setting projects and innovations of global relevance. The built results of an IBA are presented to an international audience both during and at the end of its term.</p>	<ul style="list-style-type: none"> • Conducting a global IBA, going beyond Africa and addressing urgent issues of global relevance which demand rapid action such as climate change and green construction in several countries at the same time could give a new meaning to the word "international", and might be a perspective as well.



4. Conclusions – What the IBA Approach May Hold for Africa

The IBA methodology can induce innovation in rigid institutional settings through its new, experimental modes of implementation and financing to leverage inventive urban projects.

The benefit of an IBA for African cities lies in the showcase effect: how can sustainable urban transformation succeed, even while facing time pressure, enormous complexity and difficult trade-offs? IBAs thereby aim at delivering future-oriented “next” best practices. This objective can be adapted to various urban contexts across the African continent and the results can be visible to a wide audience.

In the African context, this may entail solutions of how to spatially integrate and structurally enhance informal urban neighbourhoods, promote energy-efficient and job-intensive construction methods, use local and low-carbon building materials, decarbonise urban transport, test agile participation methods as well as deliver new mechanisms for integrated project implementation and financing.

Through its powerful platform, an IBA can contribute to a new, future-oriented planning and building cul-

ture in targeted cities. An IBA may serve as a vehicle for new modes of innovative urban projects with long-term impacts and scale-up effects. An IBA might also contribute to building trust in local and regional institutions as it focuses on projects which are determined to deliver results from cooperative, collaborative and bottom-up co-creative forms of planning and implementation.

An exploration of possible stakeholders and a promising legal, financial and administrative framework is always part of the preparatory phase of an IBA. For this, it is useful to identify successful examples of comparable developments (national, regional or local), structures (i.e. grants, financial support) and successes of administrative bodies (i.e. development corporations). To find encouraging examples, a city could start the exploration process with an exhibition, creating transparency on ongoing sustainable showcase projects in the city and its surrounding region, thereby entering into a dialogue with the citizens.

There is undoubtedly a need for an IBA-type process and delivery mechanism in Africa. However, the context in many African cities is characterized by low trust between public entities, citizens and investors with restrictive regulatory instruments, which undermines innovation. Showcasing projects that arise from a powerful innovation ecosystem like an IBA make it possible to foster trust and credibility in alternative approaches.

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4.1 Let's Dare an IBA Format in Africa!

The IBA format is appealing for cities on the African continent. Why? Because an IBA creates an extraordinary environment for new modes of planning and a new building culture. It offers the opportunity to realise a set of concrete projects with lighthouse character based on the mobilization of local and international expertise. IBAs could be an influential instrument for innovative urban development in those African urban agglomerations, where the enabling conditions – powers, mandates and capacities as well as a trustful relationship between public entities and citizens – are right. This is said against the backdrop of the experience that, over time, the integrative aspects of projects became increasingly important (cross-sectoral cooperation) in IBAs, which makes an IBA a powerful tool, irrespective of the complexity of the task.

Currently, the attractiveness of the IBA format is growing, because it is associated with the expectation of finding appropriate solutions for the management of multiple crisis developments that all cities are confronted with. The dynamics and acceleration of crisis phenomena such as climate change, declining economies, rapid population growth or rising cost of housing in urban and peri-urban areas are also visible in sub-Saharan Africa.

However, imported templates and blueprints will not work to address the challenges of vibrant, growing cities. Instead, city managers and leaders need to create an enabling context for intentional experimentation to foster an ecosystem of innovation. Demonstration projects that arise from such an innovation ecosystem are the only way to foster trust and credibility and show that an alternative approach is possible. The characteristics of an IBA process are helpful to forge a methodology and implementation agenda for participatory planning and implementation.

Thus, the question arose for us to what extent the IBA format in an adapted form can make a meaningful contribution to sustainable urban development strategies in the African context. Together with the international ACC and the Addis Ababa Urban Age Task Force as partners, the GIZ exploration therefore investigated challenges and opportunities for an IBA-like format in Addis Ababa and Cape Town.

As a central result, it can be stated that the major themes and therefore an IBA-like format in urban Africa would potentially be the just provision of infrastructure and basic services as well as building trust in the political administration. The overarching goal of an African IBA format would be to accelerate delivery and find new ways, forms and concepts for the implementation of integrated urban infrastructure. This would show the benefits for the people on the one hand and promise political gains for the city/regional/national government on the other.

In this context, the two urban metropolitan areas examined differ considerably. Addis Ababa is struggling in particular with the lack of resources to cope with the strong population growth. Striking is the non-simultaneity, with which on the one hand the densification of the inner city including housing construction, and on the other hand the provision of appropriate technical infrastructure takes place. A combination of integrated infrastructure planning and provision with creative housing projects could be a focus of project planning, and the same is likely also true for many other cities on the continent.

According to the local actors, the particular challenge in Cape Town lies in the historically conditioned social and spatial segregation of the society and the lack of trust in the ability and integrity of the political-administrative actors to perform. Therefore, the recommendation of local actors and academics of the

Western Cape in South Africa is to make examples of complex transformation the subject of an urban exhibition. Showing on-going projects to the public could serve as the beginning of a discourse about a possible IBA.

The meaningfulness, even necessity, of such a format of urban development and delivery mechanism was underlined by the local experts in both cities. However, a contextualised process needs to honour what has come before and acknowledge and work through the prevailing constraints and suspicions. This requires an IBA process that draws on the IBA spirit

but initially focuses on building trust and identifying the conditions for success. Once this is done, an IBA process can be formalised, working with either one site or a series of intervention points in the city.

We therefore recommend pursuing the idea of an IBA in an urban area in sub-Saharan Africa. Special attention should be given, however, to the national, regional and local conditions being favourable for such integrative processes and projects. Also, the recommendations in chapter 3.3 on the international viability of the IBA format can be considered.

The value an IBA offers is the 'spatial imagination' of (parts) of the city, and a 'temporary showcase of the exceptional'.



4.2 Let's Deepen Mutual Learning Between Africa and Germany

The large differences in development and in particular the different historical development paths between the African metropolitan areas and German cities/metropolitan areas prohibit a simple transfer of conventional development models and development strategies. The IBA format, in contrast is always linked to local challenges in architectural urban design and urban/regional planning, usually translated into a memorandum that brings people together for specific projects. An IBA promotes finding the context-specific strategies and models currently lacking in many cities in Africa. The IBA format offers the opportunity for in-depth knowledge exchange between German and African cities on several topics.

Decarbonisation and resilience are important topics for cities all over the world and require an integrated approach that simultaneously addresses the transformation of the built environment, mobility, and the implementation of a circular economy. The building sector in particular has become a game changer for climate cooling. For instance, if the future urban neighbourhoods worldwide are built with traditional carbon-intensive building materials such as cement and steel, the construction alone would eat up 80% of the CO₂ emission budget for the 1,5 °C goal according to the German Advisory Council on Global Change.

Therefore, new approaches to urban transformation processes need to be tested. The IBA format could lay the foundation and set examples for the development of low-carbon housing solutions that are socially accepted by the urban population and create markets for sustainable building materials. This requires reinventing the entire value chain of building materials which also offer large potentials for local job creation. Such an IBA would even be adequate

at a global scale, given the urgency of the matter. Mutual learning on this innovative topic can benefit both African and German partners.

In addition, a learning exchange on the abovementioned issues between African and German cities will be valuable with or without an IBA, and is currently far too limited.

We should take advantage of such mutual exchange.

Future steps could be:

- Establishing a network between German and African cities and organising an exchange of experiences of cities/countries and projects on current urban challenges and experimental formats like an IBA.
- Follow-up of the IBA Africa project in Cape Town and Addis Ababa; evaluation and dissemination of the experiences made with Cape Town/South Africa and the participation of other African countries/cities.
- The German Development Cooperation can increasingly support their African partner countries in developing such new and agile formats including Service Delivery Vehicles for urban development (e.g. through urban labs). In addition, direct support to municipal and national partners on governance, capacity development and policy advice must be continued and strengthened.



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Memorandum on the Future of International Building Exhibitions

The IBA meets IBA Network has agreed on a Memorandum on the future of International Building Exhibitions. In 2009, the common features that underlie all IBA processes and unite them at high standard were set out in ten recommendations for the implementation of an IBA. Since the IBA have no fixed rules or regulations, the importance of building culture and urban development in the regional, national and international context must be reviewed time and again. In 2017, the **IBA Expert Council** (also called the IBA Advisory Board at the BMI) revised the memorandum and added guidelines on important topics such as organisation, financing and projects.

The full version of the IBA Memorandum and the accompanying guidelines can be downloaded here: https://www.internationale-bauausstellungen.de/wp-content/uploads/2020/02/IBA_Memorandum_en.pdf

1

Every IBA focuses on pressing challenges in architecture, urban and regional planning that arise from local and regional problems. IBA are characterised by concentrating future questions of social change on aspects that trigger regional developments and can be influenced by the design of spaces in urban and rural contexts.

2

IBA are more than just architecture exhibitions. They propose social blueprints for future ways of living and provide **answers to social problems**, not just through the design of buildings, but also through new ways of appropriating urban and rural spaces. It is through the experience of memorable places that the messages of an IBA are made manifest.

3

IBA arise from specific challenges facing urban society: While the central themes of an IBA necessarily are based on occasion and location, their relevance extends far beyond the local context. Every IBA originates from locally or regionally focused initiatives and events that served as stimuli for further programmes, which the IBA in turn refines and formulates as courses of action. Preparatory formal and informal discussions among experts and with the public serve as important tools to help identify and define the topics.

4

IBA strive to develop model solutions for current or future problems in building culture, economy, ecology and society. By demonstrating the relevance of their topics, challenges and concepts at an international scale, they influence the ongoing debate on the future of our cities and regions in the context of wider social developments.

5

All IBA are first and foremost known for their buildings and projects. However, **IBA draw attention not only to the buildings, but also to the conditions in which they were created and the quality of the processes that contributed to them.** Through the development of instruments and formats, every IBA aims to contribute to a new culture of planning and building that manifests itself in a spirit of cooperation and in the interplay of the quality of the process and its result.

6

IBA must be created in an **international dimension** from the outset. A building exhibition is made international by the international **relevance** of its central topics and the resulting model projects, by the **involvement of external experts and outstanding contributions from abroad**, as well as through international public relations and networking.

7

The **concentration of intellectual, artistic and financial resources** over a limited period of time makes IBA a unique temporary microcosm. The vehicles are **experimental** research and development **laboratories in which intense collaboration** between experts and those affected as well as with their experiences and successes can encourage projects elsewhere, have a **lasting impact** on local planning practices and stimulate personal involvement.

8

IBA require the courage to take risks. They are experiments with open outcomes and, at times, **new ideas are generated through the means of provocation**, which may cause contradiction. Contentious issues and productive controversies are important aspects of planning culture. All stakeholders – especially administration and policy-makers as well as the public – must be made aware of this from the outset to enable initiatives to step outside the realms of standard practice and to generate widespread interest in their projects.

9

Every IBA needs sufficient autonomy and appropriate organisational structures to bring about exemplary and generalisable solutions that have the potential to be compelling models. In place of established processes and proven courses of action, IBA need imaginative programmes, designs and organisational approaches coupled with a degree of improvisation and the agility to respond quickly to unforeseen events.

10

IBA need to share their themes, ideas, projects and images of their built results. They are a forum and a stage for their participants to present their contributions and commitment to a national and international audience. Modern communication and presentation strategies are essential for their success. Each IBA must **use and develop the latest, most effective communication forms, formats and channels**.

IMPRINT

Published by:

Deutsche Gesellschaft für
Internationale Zusammenarbeit (GIZ) GmbH

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Design/Layout:

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Printing:

Braun & Sohn, Frankfurt

GIZ is responsible for the content of this publication.

Printed on 100% recycled paper, certified to FSC standards.

Eschborn, 2022



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Internationale Zusammenarbeit (GIZ) GmbH

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