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THE LONDON SCHOOL  
OF ECONOMICS AND  
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Deutsche Gesellschaft  
für Internationale  
Zusammenarbeit (GIZ) GmbH

## Technical Report 4.3 | Urban Governance and Planning

# International Building Exhibitions (IBA)

An approach to innovative city making in Addis Ababa?

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A Technical Report commissioned by the Addis Ababa Urban Age Task Force



# URBAN AGE

## Addis Ababa Urban Age Task Force

The purpose of the Addis Ababa Urban Age Task Force (AAUATF) is to support the City of Addis Ababa in advancing its strategic development agenda. The Task Force's work builds upon the Addis Ababa City Structure Plan (2017–2027), exploring opportunities for compact and well-connected urban growth that can be delivered through integrated city governance.

In addition to advisory activities and capacity building, it identifies strategic pilot projects to address complex urban challenges around housing, urban accessibility, green and blue infrastructure, and urban governance.

The AAUATF is a partnership between the Addis Ababa City Plan and Development Commission (AACPDC), LSE Cities at the London School of Economics and Political Science, the Alfred Herrhausen Gesellschaft, and the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH.

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# 1. Introduction

The purpose of this report is to present International Building Exhibitions (IBAs)<sup>1</sup>, as an instrument for establishing a new building and planning culture for future-oriented urban development, and to analyse its possible transferability to African cities, using Addis Ababa as an example. At the end, the aim is to produce a set of guiding questions for the city administration of Addis Ababa to further explore the implementation of an IBA-style transformation process in the future.

Based on the question posed in the title of this article, firstly, the IBA approach is explained. For this purpose, its principles and quality requirements as well as its goals are presented. The constructional and social transformative effect of an IBA will be shown on the basis of the practical examples of IBA Berlin, IBA Emscher Park, IBA Hamburg, IBA Thüringen, IBA Basel and IBA Wien (IBA Wien, 2017). So, this introduction serves to explain and argue what the IBA approach could mean for a sustainable development of African cities.

The second chapter briefly explores how the existing urban governance mechanisms in Addis Ababa fit with an IBA approach. To this end, a rough analysis was conducted on managing urban development and the administrative capacities for urban governance in Addis Ababa. The political and administrative environment, land legislation and land tenure system, project planning and implementation processes and past experiences of integrated planning were delineated. Stakeholders and actors within urban planning and development were considered. Experiences with co-creation and participation were shared. Furthermore, the prerequisites of skills and institutional capacities were illuminated. All these topics are discussed based on a summary of the findings from interviews conducted with members of the Addis Ababa Urban Age Task Force (AAUATF) in 2019, the city administration of Addis Ababa in particular, and on previous work by Efreem Amdework at the University of Addis Ababa (see the excursus in Appendix 2).

Finally, the authors list what preconditions exist and the transformative impact an IBA format could have in Addis Ababa.

The paper concludes with an outlook consisting of a series of questions that could guide the Addis Ababa municipality in further exploring an IBA for the city.

<sup>1</sup> IBA refers to the German term Internationale Bauausstellung. In a sense, it is a trademark. IBAs in Germany and in Europe are advised by a national IBA expert council, which is convened by the Federal Ministry of the Interior, Building and Community in Germany. For further information see Appendix 1.



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

### 2.1 IBA – an innovation generator for sustainable urbanisation

When facing pressing societal and structural transformation, Germany and other European countries have successfully employed the experimental urban development approach “IBA” for more than one 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 new innovative forms of cooperation between public and private stakeholders to implement transformative projects.

An IBA is set for a period of up to 10 years but aims for an impact that exceeds far beyond its own time. An IBA’s impact falls into two categories: “soft,” such as strategic visions, new participatory processes and innovative policy instruments; and “hard,” namely buildings and the built environments that apply next technological or innovative practices and represent the core of the building exhibitions itself. Hence, an IBA always passes on both to the city: the changed built environment as well as adapted urban development processes. While implementation aims for local solutions, an IBA always addresses an international audience, as it is stated 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.

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

The proclamation and organisation 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 means made available to an IBA. So far, the initiators who desire to set up an IBA must acquire the means to finance it. The financial contributions usually come from various public and private funds, which are pooled by an IBA agency.



**Rapid urban growth**

(Credits: IBA Hamburg GmbH / moka Studios)



**Climate change and green building**

(Credits: IBA Hamburg GmbH / Martin Kunze)



**Economic transformation**

(Credits: Stiftung Zollverein / Jochen Tack)





### 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 Wien kick-off event.  
(Credits: IBA Wien / Ludwig Schedl)



### Exhibition

Visitors could inform themselves at the IBA Hamburg model.  
(Credits: IBA Hamburg GmbH / Johannes Arlt)



### 3. The Historical context, with examples

The IBAs have been carried out regularly in Germany since the beginning of the twentieth century. With the first IBAs, the architectural community presented itself as contributions to contemporary building, industrial culture and industrial design (eg, compare IBA Darmstadt 1901 to IBA Wien 2017, p. 15). In 1957, the character of the IBA changed. At that time, still, the IBA mirrored the prevailing attitude towards modern urban planning and design at the time — presented in the Hansaviertel in West Berlin (IBA Interbau). A mix of high-rise and low buildings was erected in the Hansaviertel completely erasing memories of the old pattern of the urban quarter, which was badly damaged by bombings in the Second World War (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 the IBAs developed into 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 standard. Over and above, IBAs had significant impact on modifications of the regulatory framework for urban development in Germany, such as mandatory processes, cooperation standards, supportive financial instruments, etc.

#### 3.1 IBA Berlin: inner city as living space (1979 - 1984/87)

The IBA Berlin 1984/87 worked on the rediscovery of the historic city center of Berlin in two groups through “critical reconstruction” — new IBA development - and “careful urban renewal” (behutsame Stadterneuerung) as an alternative to clearance strategies and deconstruction of old building stock. At that time careful urban renewal was still an experiment. Today, the instruments and solutions developed are part of the standards of modern urban development such as citizen participation, ecological building, new forms of housing and the conversion of buildings.



**Block 70 on Fraenkelufer is 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.**

(Credits: Landesarchiv Berlin, F Rep. 290 Nr. 0284765 / Photographer: Günter Schneider)



**Instead of tearing down and newly constructing, 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)

### 3.2 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 formerly 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 former Zollverein coal mine was redesigned as a cultural and economic venue for the future.**

(Credits: Stiftung Zollverein / Jochen Tack)



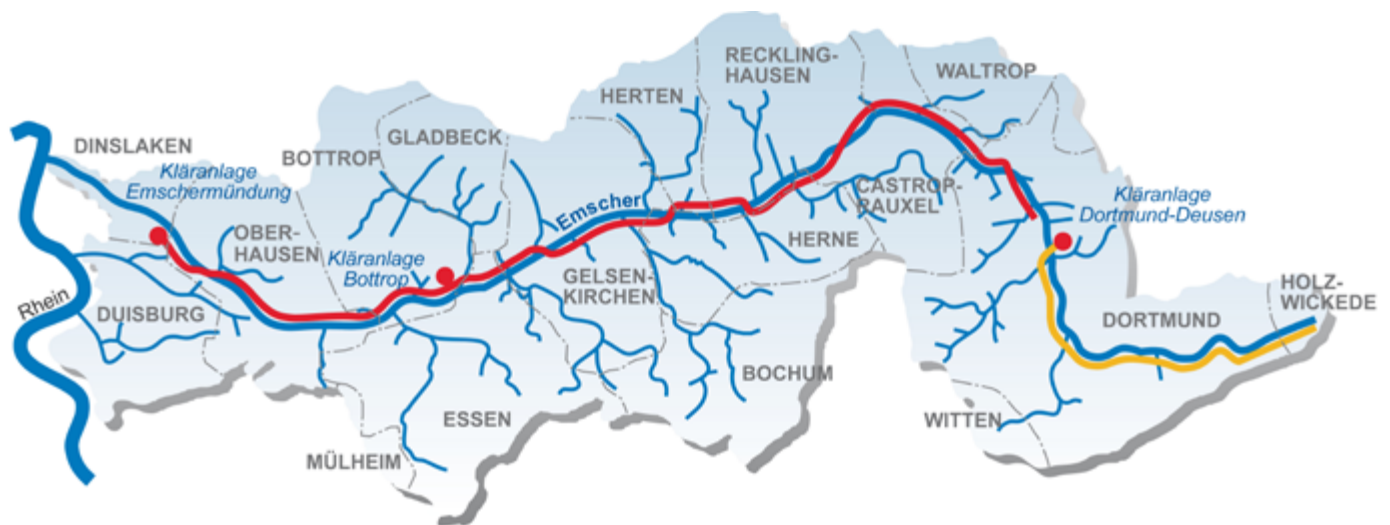
**The Duisburg-Nord Landscape Park project:** an example of a new type of industrial park. It shows how spaces for green areas, working and living can be reclaimed from wasteland with a high recreational value.

(Credits: EGLV / Klaus Baumers)



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

(Credits: Landschaftspark Duisburg-Nord / Thomas Berns)



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



### 3.3 IBA Hamburg: Leap across the Elbe (2006-2013)

The IBA Hamburg turned the most neglected districts of the city into laboratories, under an 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 (eg, “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 comparatively 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)

### 3.4 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 Thuringia as a place 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 of Thuringia. (GIZ, 2021).



**Her(r)bergskirche:** As part of the IBA Thüringen, the idea and concept of the first hostel church in the Thuringian Forest was born. (Credits: IBA Thüringen / René Zieger)



**Gesundheitskioske:** 20-25m<sup>2</sup> large, decentralised “health kiosks” made of wood serve as health care 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 15m<sup>2</sup> of interior space to test the practicality of this construction method. (Credits: IBA Thüringen / Thomas Müller)



## 4. The impact of the IBA outside Germany

### 4.1 IBA Basel: “Au-delà des frontières, ensemble – Growing together across borders” (2010-2020)

The 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 belonging 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, n.d.) (Credits: IBA Basel / Daniel Spehr)



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

(Credits: IBA Basel / Les Ateliers Paysagistes)

## 4.2 IBA Wien (Austria): New social housing (2016-2022)

Based on social changes, the establishment of new lifestyles and the increase in cultural diversity, IBA Vienna is dedicated to social sustainability in neighbourhoods and the affordability of housing. Urban succession processes are to be initiated, designed and accompanied in order to create new social, 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 New Social Housing, innovative projects are being developed in the field of new constructions, redevelopment of existing housing and mixed housing ("living together"). (IBA Wien, 2017; BBSR, n.d.-b)

Although the historical development of European cities has been completely different from the territorial development of Ethiopia, it seems useful to examine the extent to which a transfer of experience from IBAs in Germany could be useful for addressing the challenges of urban development in Addis Ababa. Globally common is the insight that in an increasingly complex social, political, economic and environmental context, urban development is a challenge that can no longer be solved mainly with top-down strategies, master plans and algorithms. Integrated strategies, continuous citizen-oriented monitoring and heuristic methods are pivotal for adapting to the future.



The **Biotope City** for the renaturation of the city

(Credits: ÖSW, Rüdiger Lainer + Partner / SchreinerKastler)



The **Sonnwendviertel** is largely traffic-free, has small-scale, diverse building structures, offers various uses and open space design. (Credits: ÖBB / Aldinger + Wolf)



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)



## 5. IBA in a nutshell

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 (six to 10 years) that guarantees results — with the pressure to exhibit the final year.



### **Focused theme:**

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.



### **Project-based:**

An IBA's heart is 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 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.



### **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 administrations 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, awareness raising, the festivalisation of projects and marketing.



### **Celebration:**

IBA festivalises the overall process to create an identity for the projects among citizens by mobilising local energy to create visibility. An IBA is a happening in the city.



### **International:**

An IBA addresses the international public with exemplary and trendsetting 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.

## 6. What the IBA approach may hold for African cities

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 its demonstration of how sustainable urban transformation can succeed even while facing time pressure, enormous complexity and difficult trade-offs. IBAs aim at delivering future-oriented “next”, not best practice, must be adaptable across the region and “tangible” to a wide audience. In the African context this may entail solutions of how to spatially integrate and structurally enhance informal urban districts, promote energy-efficient and job intensive construction methods, use local and low-emission building materials, and test new participation methods as well as new delivery mechanisms for integrated project implementation and financing. International and regional cooperation increasingly focus on the development and promotion of urgently needed solutions for the urban challenges and opportunities in Africa (eg, managing informality, keeping costs affordable, creating liveable spaces). Through its powerful platform, an IBA can contribute to a new, future-oriented planning and building culture in targeted cities. An IBA may serve as a vehicle for new modes of implementation, leveraging innovative urban projects with long-term impacts and scale-up effects. An IBA might also contribute to build up 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.

If pursued effectively in Addis Ababa, the city could become a beacon across Africa on how sustainable urban transformation (eg, in the fields of integrated governance, social housing, green-based solutions and sustainable urban mobility) can succeed. In the next chapter we explore the potential of an IBA-inspired approach for Addis Ababa. This happens against the backdrop of discussions within the AAUATF in how far an IBA approach could provide a vehicle for a successful future development and implementation of the Task Force’s strategic pilots as well as other potential strategic development pilots in the city.

### 6.1 How does the existing governance of urban development in Addis Ababa fit to an IBA approach?

Within the IBA Africa project our aim was to explore possible key themes, prerequisites, success factors and considerations for a successful implementation of an IBA in Addis Ababa. This exploration was based on the work of Efreem Amdework, who shed light on general dynamics in and around the city as well as its present governance structure (see Appendix 2).

The on-site discussions held during our preparatory trip of the IBA exploration process in Addis Ababa in 2019 essentially confirm the analyses of Efreem Amdework, concerning a rather weak and sector-oriented, partly uncoordinated administration as far as infrastructure is concerned. This administration has to master the problems of a fast-growing population while there is in wide areas:

- Insufficient access to basic services: drinking water, waste disposal and energy supply in particular
- Weak public transport
- Weak performance of streets and roads, and a “vicious circle” of progressing densification and insufficient mobility infrastructure
- Disconnected and widely lacking green areas and landscape.

Related problems of planning and implementation are:

- Lack of infrastructural coordination (eg, water, wastewater, mobility)
- Lack of consistent quality of coordination and implementation (eg, of LDP - Local Development Plans)
- Issues of resettlement and participation in land re-development.

Within the IBA Africa project we have therefore found openness to considerations about an IBA format within the city administration. Elements among these considerations might be:

- Development of a partly decentralised infrastructure in a possible site of an IBA, which does not depend on the provision and availability of the expanded physical infrastructure, to be developed in the long term
- New participation formats in the context of transforming traditional settlements
- Developing a political narrative about a more sustainable urban development, and thus a strong public awareness as part of an international presentation
- A debate about an appropriate organisational form for the management of a possible IBA project. This might be 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 conducting the exhibition. Instead, the inter-sectoral cooperation within the city administration could be improved for this purpose (eg, by an IBA team) with a positive effect. Special attention should be paid to the question of how to ensure the transfer of experience between the IBA project and the city administration.

In conclusion, answering the question at the beginning, the City of Addis Ababa is partly ready for an experimental approach like an IBA.

Rather positive pre-conditions are:

- The urban development is very dynamic, with highly relevant topics which could be addressed by an IBA
- In this connection, potential themes are: environmental performance of buildings; improved cycle-ped infrastructure (Walkable Addis); social housing; and overall: improve stakeholder engagement in Neighborhood Development Plans (participation in NDPs for an inclusive city)
- The Ethiopian land-use legislation gives the city administration a strong role in land allocation, with a wide room for manoeuvre (land could be made available for an IBA relatively easily)
- The local government legislation would allow for setting up an IBA agency.

The transformational impact an IBA in Addis Ababa could have:

- Weak multi-stakeholder coordination might be improved by experiences of an IBA project. This might include institutional re-organisation, altered governance mechanisms and strengthened planning processes
- Weak land allocation mechanisms might attend special attention in the course of an IBA-project
- Prevailing top-down planning mechanisms might be altered to more inclusive ones in an IBA project
- Weak communication mechanisms (eg, less inter-sectoral, little dialogue with citizens) might be altered by 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
- Over and above, the benefit of an IBA could lie in new architectural solutions, the application of new construction materials, new designs of public spaces, and generally in the improved connection between functionalities and identity in the city.

## 7. Guiding questions (starting the exploration)

The proposed questions can guide the city government of Addis Ababa when further exploring an IBA for the city. Below is a first list of relevant questions.

### 7.1 General requirements (culture of governance)

- Who can determine the central theme and question of an IBA?
- Who decides on the project selections?
- Who is the main target group and what is the immediate aim of an IBA in Addis Ababa?
- How can institutional stability and ownership be guaranteed for an IBA project (eg, time, site, actors)?
- Which institutions and who in person will have to delegate or to share responsibility? How can transfer of knowledge between the project and the administration be guaranteed?
- To what extent is there political and institutional readiness for handing over responsibility for the development of an IBA site to a local development corporation/agency?
- To what extent can transparency in the context of IBA projects (eg, quality agreements as a prerequisite for funding etc.) be safeguarded?
- Who are the actors willing and able to support co-creative projects?
- How can the integration of sector divisions in the administration become part of the process (ie, advisory board)?
- What is necessary to reach an agreement on these questions among the possible cooperating partners of an IBA project?

### 7.2 Knowledge transfer, monitoring and evaluation

- How should the relationship between local competence and international advisory be structured?
- How can a system of monitoring and evaluation be established for an IBA?
- Should the knowledge management model for Addis Ababa proposed by Bersisa Berri (Cross Departmental Platform, Multisectoral KS Network, Local Global Knowledge Transfer Platform, Vertical KS Platform) become part of an IBA project?
- In general: To what extent could the outcome of this approach improve governance in Addis Ababa?

### 7.3 Education

- How can education and training of experts in the field of spatial planning and urban design be promoted as part of the project?

### 7.4 Spatial planning and implementation

- To what extent is the IBA format regarded to be a contribution to the solution of problems of the three lines of substantive inquiry of the task force:
  - High density mixed use and affordable housing in inner city areas?
  - Upgrading urban street space without promoting increased car use?
  - Green infrastructure and nature-based solutions for urban intensification?
- To what extent is the format regarded as appropriate by scientific experts, related associations and by administrative experts?

### 7.5 Communication

- To what extent is the format regarded as useful for political communication by political and administrative leaders?
- What difference would such a format make in political communication on urban development?

### 7.6 Funding

- To what extent is the format regarded as useful to generate international funding by administrative and political leaders?
- What sources of funding are there for mobilising and pooling?
- What are the challenges for blending funding sources for projects, currently?
- What difference would an IBA agency make?

### 7.7 Social integration

- Is the format regarded by local experts as useful for promoting social integration and social stability?
- To what extent would an IBA approach improve the participation of citizens in planning and implementation (social integration), and why?

# Appendix 1: 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 underly all IBA processes and unite them at high standard were set out in ten recommendations for the implementation of an IBA. Because the IBAs 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 found in the References section of this report.

1. Every IBA focuses on pressing challenges in architecture, urban and regional planning that arise from local and regional problems. IBAs 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. IBAs 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. IBAs 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. IBAs 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 IBAs are first and foremost known for their buildings and projects. However, IBAs 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. IBAs 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 IBAs a unique temporary microcosm. They 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. IBAs require the courage to take risks. They are experiments with open outcomes and, at times, generate new ideas 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 politics 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 forms 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, IBAs need imaginative programmes, designs and organisational approaches coupled with a degree of improvisation and the agility to respond quickly to unforeseen events.
10. IBAs 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.



## **Appendix 2: Excursus on urban dynamics and governance in Addis Ababa, by Efrem Amdework**

Addis Ababa is home to 25% of the urban population in Ethiopia and is one of the fastest-growing cities in Africa. Its economy is growing annually by 14%. The city alone contributes approximately 50% towards the national GDP, highlighting its strategic role within the overall economic development of the country (World Bank, 2015). Despite the strong economic growth trends, Addis Ababa faces significant development challenges. Addis Ababa is expanding in a sprawling manner, with growth in urban extent outpacing population growth. The result of this growth pattern is an estimated 46% of vacant or underutilised land. At the same time, the city center has extremely high density (up to 30,000 people per km), concentrating around 30% of the population on 8% of the land, generally with poor living conditions (World Bank, 2015).

This reality calls for having a strong urban planning and governance system backed with policy intervention and appropriate strategies.

The governance arrangement of the Federal Democratic Republic of Ethiopia has a three-tier government structure: federal, regional and local. The 1995 Federal Constitution officially promulgated and assigned autonomy and functions to federal authorities and regional states in the country. An exception applies to the cities of Addis Ababa and Dire Dawa, which both are granted the same autonomy level as state governments. Each regional state government is sub-divided into zones which, in turn, are sub-divided into Woredas - semi-independent localities with their own legal status and leadership structure. Woreda council members are independently elected to represent each of the Kebele (the lowest administrative unit of city government) sub-units. Addis Ababa's structural arrangement is thereby formed by the city administration, sub-city, and Woreda. The role and responsibilities of all actors, including the city administration, agencies and Woredas is clearly stipulated in the city charter and subsequent regulations.

The highest power of cities resides in the city council. Council members are elected by the residents of the respective cities for a term of five years. The city government of Addis Ababa has the power to make laws and exercise judicial powers. It may issue and implement policies, proclamations and regulations as well as adopt socio-economic plans concerning the development of the city and has the authority to prepare, approve and administer their budget; determine and collect according to law, taxes, duties and service charges. It has a decentralised system in place which allows it to follow a revenue sharing system with the lower administrative hierarchies in a manner that enhances competitiveness, efficiency and equity. The city has power over its own affairs to issue and implement directives in accordance with national policies, to approve and execute the city development plan, to determine the working conditions of city employees, officials and authorities in accordance

with the law, to establish the executive organs of the city and determine their power and functions, and to establish and demarcate boundaries of sub-cities and Woredas and other city hierarchies as well as define their power and functions and determine and organise the municipal services to be rendered by the city. The city enjoys autonomy to enact policies and strategies, to develop and revise structural and neighbourhood plans, and to define roles and responsibilities of city government agencies. This mandate therefore would allow the city to establish an independent IBA agency.

Under the constitution, land is the property of the state and of the peoples of Ethiopia. The state has total control over land development and provision although there are different acquisition systems in tenure rights of urban and rural lands. The urban land lease holding policy was introduced through land lease proclamation. It states that the transaction of land henceforth is between the government as sole owner of urban land and private individuals under the lease holding system. The purpose of introducing this land tenure system in urban and peri-urban areas is to transfer land use rights to individuals for a specific period. At present, urban land is made available predominantly for investment on a lease basis; the lease price in turn is determined through land auctions held by city administrations. In addition to the auction system, land is being leased out through negotiated locations and prices or is being assigned by the government for selected projects. Investment plots in cities are made available through an auction system for long-term leases, which range from 15 years for urban agriculture to up to 99 years for leases such as housing.

However, currently, incompatible land-uses and land management standards force households to build outside the norms of the structure plan and informally. There is a need for the Addis Ababa city administration to set up an ambitious urban governance strategy for land allocation in order to manage the huge pressure on land, which includes population settlement density to be based on international standards, designing adequate gross population densities.

Creating a functional urban system of places is more important than ever for a city where changes in terms of spatial distribution and economic development continue rapidly. Addis Ababa already exhibits its own unique urban characteristics displayed by the presence of medium density and mixed-use areas. The Addis Ababa Structural Plan 2017-2027 (2017) tries to address vibrant issues in the city through envisaging urban clusters for a better play of the urban system. The hierarchical arrangement of urban centres and their role classification in the city of Addis Ababa are considered as future economic and governance poles. A hierarchy of centres are identified by the city administration and categorised in Main, Secondary and Tertiary City Centres; and Sub-city and Woreda centre administrations. As per the newly enacted 10-year development plan of the country with the motto

“A pathway to prosperity”, it aims to develop a balanced and decentralised system of urbanisation through proper planning tools and citizens’ participation as well as a gradual transition from public to private sector-led growth (FDRE - PDC, 2021).

What experience does Addis Ababa have with experimental integrated projects? The Integrated Housing Development Programme (IHDP) being implemented in the city is a project which aims at spatial and social integration. It is a government-led housing programme launched in 2004 in Addis Ababa for low- and middle-income households. The IHDP aimed to reduce slum areas and address high unemployment rates in the capital. Interested residents register at the project office, start saving at the Commercial Bank of Ethiopia and enter a lottery and, if selected, have the chance to secure a unit with a minimum of 20% down payment. Successful applicants pay only for the construction costs of their unit and the government provides the land for free. 175,000 housing units in multistory condominiums have been completed in more than 100 sites until 2019 and 370,000 jobs were created throughout the city (AAHDA, 2020). A common attribute of each project is that they are condominium multi-storied housing units. The success was measured as informal housing in some areas of the city substantially decreased over the years, for example in the Kazanchis and Lideta areas. However, there are still complaints from households that were relocated from the inner city to the periphery. Some claim that there was insufficient dialogue with government authorities about lost social and economic advantages, because they were forced to live away from city infrastructures.

The pilot project has significance in terms of introducing a large-scale approach to address the housing deficit, poor quality of housing stock and future housing needs of the fast-urbanising country. The adoption of cost-effective construction techniques and systems has reduced construction costs (by up to 30%) compared with conventional systems, improved the speed of construction, and facilitated the development of small and medium enterprises to produce construction elements (UN Habitat, 2010). The city government continues to play a major role in the supply of condominium houses to poor and middle-income households. It does so to address the acute housing shortage in the city. However, hundreds of thousands of residents are still waiting to win the lottery, for years saving money on a monthly basis at the Commercial Bank of Ethiopia hoping to receive a housing unit one day. Those who already got the chance are considered lucky. The winning lot helps them to improve their lives through reduced housing cost.

The programme allowed low- and middle-income households, who were typically in need and lived in precarious housing situations, to access improved housing. It greatly improved living conditions, security of tenure, and access to basic services of beneficiaries through

construction of durable, fully serviced housing units. The programme also has facilitated access to credit for the low-income sector of the population through the Commercial Bank of Ethiopia. Previously there were very limited opportunities for low-income households to secure credit for improved housing. Besides these very positive results, it was not a truly integrated project, as access to transport and to economic opportunities in the area was neglected in the planning.

Neighbourhood planning experience can be considered as an (other) example of integrated planning in Addis Ababa. It is proposed in the structural plan of the city (2017). The city has had experience with NDPs through the urban planning institute, and through the land development and management bureau, the land and urban renewal department and the land and property administration. For example, the Kaliti secondary city center NDP considers the adaptation of principles of transit-oriented development to optimise connectivity and social mix. It was a positive initiative by the MUDC on selecting the Kaliti site for the preparation of a NDP, though discussion of the governance issues of the site remains limited. It seems, the results of the 2015 household survey were not fed into dialogue processes with the local citizens and businesses on the further development of the area.

The NDP survey document (MUDC, 2015) indicated that:

“Observations of settlement patterns in the area reveal that there were about 340 housing units, 200 private business enterprises and 60 manufacturing industries in the neighborhood site. Based on discussions with the partner offices and stakeholders, it was proposed to take a sample of 50% from each of the above three different groups. Accordingly, a house to house survey of systematically selected 175 households was conducted to establish the overall socioeconomic statuses of the residents in the site (whereby age, gender, marriage, education, occupation, combined income, housing and many more variables required to inform local planning were examined). In addition, a separate survey of 100 private business enterprises and of manufacturing industries was conducted.”

Ethiopia’s local authorities in general and even Addis Ababa city continue to face challenges with their institutional capacity, particularly a lack of well-trained personnel capable of implementing urban development policies, strategies and programmes. Different programmes that aimed to enhance urban governance have been taking place in cities and there are indications that initial improvements are being observed in the last decade. However, the implemented actions have not yet brought about the expected high result for urban governance (Cities Alliance, 2016). The prevailing top-down approach in planning seems unpromising especially in the case of NDPs. The rapid growth of Addis Ababa in general and eg, of the Kaliti site is not yet being managed

effectively by appropriate integrated urban planning mechanisms. As one can observe from applied techniques and methodologies, policies and strategies were basically prepared and imposed to specific sites rather adopting a “one size fits all” approach. This bears the risk that neither the proposed developments in a neighbourhood with ongoing infrastructure constructions undertaken by different stakeholders will be properly coordinated, nor the informal sector in the city sub-centres will be considered adequately, nor the environmental performance will improve.

Still, the city of Addis Ababa needs to ensure that its huge and ambitious projects are properly funded and managed. For this, the city administration has enacted a proclamation to the establishment of the Plan and Development Commission (2016). Also, the Addis Ababa Centres and Corridors’ Development Corporation was created in 2017. The Plan and Development Commission was formally established as one of the city administration’s executive public offices which reports to the city mayor. Its basic purpose is to oversee and ensure the implementation of approved plans as well as to regulate the preparation, amendment and implementation of city plans in an equitable and transparent manner.

The reason for establishing the Centres and Corridors’ Development Corporation was to better implement local development plans prepared in different neighbourhoods of the city, including some public-private partnership arrangements to be mainly funded by the city government. The aim was to take the activities and authority of the different land-related offices and thus prepare and lease land in the centre. Additional purposes of the centre were a) better revenue-generating mechanism; b) to introduce private business models in public enterprises; c) to better coordinate resources within the local jurisdictions; d) to lead and coordinate the preparation and development of land in the centres and corridors in accordance with the standards of the mixed land use plan.

The corporation was supposed to be coordinated by management board members picked by the mayor. The board examines and approves the organisational structure and human resource plan, and oversees the corporation’s annual performance. This was intended to have a quasi-private structure setup staffed with qualified personnel and to be controlled by the public authorities but managed as a private entity. Autonomy of an institution like the proposed corporation is critically important in the operation of the IBA. The existence of an autonomous corporation between public and private sectors with defined and specific responsibility within a limited time period plays a significant role in ensuring the IBA’s implementation. However, in the supposed corporation, the role of private sector and community-based organisations is not crystal clear. There is not much said about potential stakeholders’ involvement in planning and decision-making processes of a specific project. From field visits and from conducted interviews of former staff of the corporation, it became clear that the agency was not yet allowed to operate

as intended, and the staffing remained inadequate in numbers.

Similarly, the overall Addis Ababa city government, including sub-city and Woreda local administrations are underequipped to execute comprehensive infrastructure investment plans. They lack the capacities for asset management and maintenance, to enforce laws and regulations, as well as to monitor progress and to identify emerging challenges (UN-Habitat, 2017). The absence of skill, revenue-raising, technological and other capacities impacts the ability of urban governments to effectively run their jurisdictions and to deliver basic services efficiently, also easily opening the door to rampant corruption to take root that undermines good governance and the implementation of policies, strategies and programmes (UN-Habitat, 2017). Due to rapid population growth, coupled with unprecedented spatial expansion of Addis Ababa, the city administration could end up shouldering the burden of service delivery, a responsibility beyond its financial and administrative capacity (UN-Habitat, 2017).

As stated in the Ethiopian Cities Report (2015), the city of Addis Ababa has too few employees compared to the number of residents in the city, and many employees lack technical skills in professional planning, project management, monitoring and evaluation, (site) supervision functions as well as applying digital tools such as GIS, CAD, etc. The city continues to face challenges with its institutional capacity. In particular the different divisions of the city administration and their agencies are struggling to work in integrated teams, captured in sectoral traps without inter-sectoral co-creation processes being facilitated.

Recent assessments of the performance of local authorities including the Addis Ababa city administration indicate the need to strengthen participatory implementation capacities and create opportunities and mechanisms for citizen participation and institutional accountability (MUDC, 2015). NDP implementation in the city is said to have disregarded the importance of social network and social capital: less effort in making social network inventory and other social associations, less effort in developing a full package of rehabilitation measures, and less effort in adopting and strengthening a social development model and networks and a value system. This implies that citizen participation is generally weak or less influential, in designing and implementing local development plans and hence this needs to be improved.

As shown in practice, the governance policies have generally been less effective and led to wider implications, including increased congestion, rising house prices and outflows of industrial activity, where cheap labour and land can be guaranteed. Given the limitations in institutional capacity and governance arrangements analysed in this study, the recommendation is to further evaluate the possible contribution of an IBA approach in Addis Ababa including local stakeholders and experts.



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# Addis Ababa Urban Age Task Force Reports

## Theme 1 | Urban Housing and Retrofitting

**Policy Brief 1** | *The Addis Ababa City Block: a high-density, mixed-use and inclusive housing solution for the urban core*

**Technical Report 1.1** | *The Addis Ababa City Block: inclusion and livelihood through the horizontal-above-vertical concept*, by Elias Yitbarek Alemayehu

**Technical Report 1.2** | *Finding Housing Affordability: cost estimates and affordability paths for the Addis Ababa City Block*, by Jacus Pienaar

**Technical Report 1.3** | *Sustainable Building Materials: exploring green construction options for new housing in Addis Ababa*, by Hannah Langmaack, Peter Scheibstock and Thomas Kraubitz (Buro Happold)

## Theme 2 | Transport and Mobility Services

**Policy Brief 2** | *Beyond Car Growth: digital van service as alternative to private car use in Addis Ababa*

**Technical Report 2.1** | *Digital Van Service Demand: gauging interest in mobility alternatives among current and aspiring car owners in Addis Ababa*, by Philipp Rode, Bethany Mickleburgh, Jennifer Chan and Rebecca Flynn

**Technical Report 2.2** | *Digital Van Service for Addis Ababa: understanding the transport landscape and the potential for digital bus aggregation in Ethiopia's capital* by Chris Kost and Gashaw Aberra (Institute for Transportation and Development Policy (ITDP))

## Theme 3 | Green and Blue Infrastructure

**Policy Brief 3** | *Working with Nature: next generation green and blue infrastructure for Addis Ababa*

**Technical Report 3.1** | *Green and Blue Infrastructure in Addis Ababa: a review of challenges and response strategies*, by Hailu Worku

**Technical Report 3.2** | *The Social Functions of Green and Blue Infrastructure: international case studies and insights for Addis Ababa*, by Santiago del Hierro, David Jácome and Tigist Kassahun Temesgen

## Theme 4 | Urban Governance and Planning

**Policy Brief 4** | *Urban Governance and Strategic Planning: how Addis Ababa could benefit from human-centred, inclusive design, participatory pilot projects and improved data management*

**Technical Report 4.1** | *Participatory City Making: polycentric governance and human-centred, inclusive urban design*, by Meinolf Spiekermann and Marc Steinlin

**Technical Report 4.2** | *Urban Knowledge Management: solutions for the Addis Ababa City Administration*, by Bersisa Berri

**Technical Report 4.3** | *International Building Exhibitions (IBA): an approach to innovative city making in Addis Ababa* by Efrem A. Tesfaunegn, Anka Derichs and Michael von der Mühlen

**Technical Report 4.4** | *Addis Ababa Spatial Compendium: mapping and urban analytics for Ethiopia's capital*, by Alexandra Gomes and Philipp Rode (LSE Cities)

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# Addis Ababa Urban Age Task Force

## Founding Partners

The Task Force is a partnership between the Addis Ababa City Administration Plan & Development Commission (AAPDCo), LSE Cities at the London School of Economics and Political Science, the Alfred Herrhausen Gesellschaft, and the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH.

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Addis Ababa City Plan and Development Commission is committed and fully dedicated to preparing research-based city-wide short, medium and long term strategic development plans (both socio-economic and spatial) in order to transform the city to one among the middle-income cities in the world; create a liveable city for the citizen; and make Addis Ababa the best destination for investment in Africa. The commission is accountable to promote urban economy and jobs; deliver urban renewal and housing for citizens; improve urban environment and quality of life; and support policy decisions that will register accelerated, sustainable and equitable economic growth and a climate resilient green economy.

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## LSE Cities

LSE Cities is an international centre at the London School of Economics and Political Science that carries out research, conferences, graduate and executive education and outreach activities in London and abroad. It studies how people and cities interact in a rapidly urbanising world, focusing on how the physical form and design of cities impacts on society, culture and the environment. Extending LSE's century-old commitment to the understanding of urban society, LSE Cities investigates how complex urban systems are responding to the pressures of growth, change and globalisation with new infrastructures of design and governance that both complement and threaten social and environmental equity.

[LSE.ac.uk/cities](http://LSE.ac.uk/cities)

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