

Dialogues for Change 3.0

A U.S.-German Cities Exchange for Sustainable
and Integrated Urban Development

2016–2018



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GMF's Urban and Regional Policy Program (URP) supports leaders, policymakers, and practitioners in the United States and Europe by facilitating the transatlantic exchange of knowledge for building inclusive, sustainable, and globally engaged cities. URP works in selected cities in the United States and Europe that share a set of common challenges and desire to explore solutions through transatlantic exchange. URP actively stewards transatlantic initiatives that explore key issues through high-impact gatherings, peer exchanges, and applied research. URP has an extensive and successful history of working cooperatively with public, private, and NGO leaders to apply these insights to improve local and regional policies and programs. In addition to supporting policy innovation, URP activities also support individual participants in expanding their transatlantic network, growing their policy expertise, and developing their leadership skills.

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Dialogues for Change 3.0

Dialogues for Change (D4C) is an initiative that grew out of the 2011 joint declaration between the urban development department at the Ministry of Transport, Building and Urban Development (BMVBS), now part of the Federal Ministry of the Interior, Building and Community (BMI), and the U.S. Department of Housing and Urban Development (HUD) to foster transatlantic learning on a variety of urban planning and development topics in support of a shared agenda for integrated sustainable urban development framework. The U.S.-German cooperation is an international initiative of the [German National Urban Development Policy](#).

GMF was commissioned by GIZ to develop and manage D4C, which focuses on connecting U.S. and German city leaders in an innovative and outcome-oriented city learning network. After an initial pilot year in 2012, there have been two cohorts of city networks under the D4C initiative, which are described in greater detail below.

D4C 2.0 – 2013–2015

In 2013 and 2015 [D4C 2.0](#), which included Austin, Texas; Baltimore, Maryland; Flint, Michigan; and Memphis, Tennessee; in the United States, and Bottrop, Leipzig, and Ludwigsburg in Germany – was designed to engage local leaders in U.S. and German cities on strengthening their civic-engagement approaches, testing new ideas on active planning processes in their communities, and ultimately finding integrated solutions to complex urban development challenges.

D4C 3.0 – 2016–2018

The D4C 3.0 project continued to build on this successful model and developed a new transatlantic network of cross-sector participants to explore crosscutting themes critical to successful project implementation. With integrated urban development as the primary focus, the programming of D4C 3.0 focused on developing and strengthening cross-sector partnerships, on a peer-to-peer scale as well as on a local-to-federal scale, with the overall goal of leveraging these relationships to implement successfully catalytic urban sustainability priorities.

Dialogues for Change 3.0 was a project-based initiative consisting of a series of intensive, peer-to-peer dialogue-based workshops that were built on the participants' professional experiences and the common experiences shared among a transatlantic group of leaders. Workshops were held alternately in the United States and Germany in the participating network cities. The process and outcome of D4C 3.0 contributed positively to the evolution of six projects that the city teams from Baltimore, Maryland; Charlotte, North Carolina; Pittsburgh, Pennsylvania; Bottrop, Leipzig, and Karlsruhe were working on as part of the participation in the initiative.



Why Integrated Sustainable Urban Development Matters

Europe and the United States are among the most urbanized regions in the world, with 72 percent and 82 percent of their population living in cities respectively^[1]. The ways in which their cities continue to develop and to manage urbanization will be of great relevance to their citizens, and to us, collectively.

In practical terms, this means mobilizing their energy and resources to ensure an urban development that encourages inclusive growth, promotes a more cohesive society, and has a reduced environmental footprint. Equally important, this means applying a strategic and holistic approach that includes the various levels of government, and which draws the different stakeholders together: city officials, citizens, businesses, academia, and civil society.

This is particularly true in the face of the core challenges cities across the Atlantic are grappling with, most of which have impacts that do not exactly correspond to functional administrative borders, nor can be tackled through single department silos. These range from aging infrastructure, urban disinvestment, rising energy costs, and environmental quality concerns to economic restructuring, changing demographics and social integration.

Against this background, it is no surprise that the concept of “integrated sustainable urban development” has gained visibility and relevance over the last decade for cities to fulfill their role as engines of social progress and drivers of economic growth. This approach recognizes that the various dimensions of urban systems (social, cultural, economic, and environmental) are intertwined and that progress in these areas can only be brought about by an integrated approach.

In the transatlantic context, integrated sustainable urban development has been reflected through two main frameworks at the national and supranational levels:

- **The Leipzig Charter on Sustainable European Cities**, a document drawn up in 2007, under Germany’s presidency of the EU Council, with the broad and transparent participation of European stakeholders to agree upon common principles and strategies for urban development policy. In it, integrated sustainable urban development means “searching for a technically responsible and politically viable equilibrium between the economic, environmental, social and cultural dimensions”.
- **HUD Sustainability Urban Principles**, a partnership established in the United States in 2009 between the Department of Housing and Urban Development (HUD), the Department of Transportation (DOT), and the Environmental Protection Agency (EPA) to coordinate investments and to align policies to support communities’ development in transportation, housing, and the environment. The ultimate goal was to develop “places that balance their economic and natural assets so that the diverse needs of local residents can be met now and in the future”.

In both frameworks, integrated sustainable urban development is characterized by a set of guiding principles that facilitate early co-ordination of housing, economic, infrastructure, and services development; and which ensure the development of sustainable communities (see the Appendix for more).

[1] 68% of the world population projected to live in urban areas by 2050, says UN“ <https://www.un.org/development/desa/en/news/population/2018-revision-of-world-urbanization-prospects.html>



D4C City Projects

Baltimore's Green Network Plan

When fully implemented the Green Network Plan will be a collective vision for Baltimore to revitalize communities by creating an interconnected system of green spaces throughout the city. The planning process brings together City agencies, residents, neighborhood partners, and businesses to transform vacant properties into community assets such as recreation areas, trails, and urban gardens. By targeting resources at areas of blight and underinvestment, the plan will increase opportunity, create safe and healthy spaces, and support economic development. The final plan under implementation represents a vision for vibrant green open spaces and corridors connecting the entire city and laying the foundation for the revitalization of some of its most challenged neighborhoods.



Bottrop's Neighborhood Works Rheinbaben (NachbarschaftsWerk Rheinbaben)

The project Neighborhood Works Rheinbaben in the historic coal miner neighborhood of Rheinbaben combines intelligent measures to increase energy efficiency and climate-friendly energy production with building modernization that maintains the protected exterior architecture of historic homes. The project is implementing a combined heat and power (CHP) based network within the neighborhood while renovating and modernizing the buildings in an energy-efficient way.



The project is part of the broader InnovationCity Ruhr, which seeks measurable reductions in CO₂ emissions and tangible improvements in quality of living as part of a climate-friendly urban-renewal process. InnovationCity Ruhr follows a comprehensive approach that reflects the complexity and interdependencies of the challenges faced. A masterplan has been developed for climate-friendly renewal. It comprises 340 project ideas covering five fields of action: living, working, energy, mobility, and city planning.

Charlotte's North End Smart District

By utilizing Charlotte's record of cooperation, the City intends to hasten a vision for the North End Smart District on a smart city platform and through a triple bottom line (people, profit, planet) sustainability lens. Using a public-private-plus model (government-business-non-profit-education), Charlotte stakeholders will create a smart city ecosystem that minimizes environmental impact, creates economic opportunities for all, and builds social capital for all.



Charlotte is co-creating an innovative community engagement strategy in which residents align goals and efforts, and work together with partners to develop and implement meaningful "smart" projects. These initial projects support the larger vision of improving public services and infrastructure through data, technology, and innovative collaborations for a great quality of life for the community – or, in the words of one community leader: "Create a fuss-free life where basic amenities reflect that of other parts of Charlotte and folks living here have an opportunity to enter the new technology workforce the City is hoping to attract to this area".

Karlsruhe's Northwest District Framework Plan (Rahmenplan Nordweststadt)



The Northwest District Framework Plan in Karlsruhe is a strategic plan being implemented in the northwestern part of the city, where most of the housing was built in the 1970s. The plan derives from the citywide Spatial Agenda (Rahmenplan Nordweststadt). The project seeks to combine the re-densification of housing in the district with a renewal of public spaces as well as an assessment of the social-infrastructure needs of the residents in the area affected. Overall the aim is to strengthen the district in a sustainable way, complementing the reconstruction of buildings as needed, with an increase in healthy living conditions to make the area more livable. The process will engage district residents frequently and in different ways to ensure that the direction of the project and the social-infrastructure development identified derive from and correspond to residents' needs.

Implementation of Leipzig's Housing Policy



City of Leipzig

Leipzig is one of the fastest-growing cities in Germany, with 10,000–15,000 new residents every year and a rising birth rate. This trend is moving Leipzig towards a tighter housing market with increasing scarcity and low-income groups being affected by rising rents. The refugee crisis and the growing population forecasts have made clear that the city needs to prepare to adapt to a new reality, especially in housing.

To address this challenge, Leipzig developed a new housing policy concept. This was a result of a comprehensive participation process involving citizens, stakeholders, politicians, and experts to revise the city's housing policies so that they could address new challenges. The dynamic developments of population growth and the changing housing market mean that the housing policy needs to be implemented without delay, in consensus with major stakeholders, and using effective instruments.

Uptown EcoInnovation District and 100 percent Renewables by 2035

Pittsburgh's Uptown EcoInnovation District is an important part of the city's wider goal of achieving 100 percent renewable energy use in city facilities by 2030 and citywide by 2035. The Uptown EcoInnovation District will use multi-stakeholder analysis of distributed energy, energy efficiency, and renewables, as well as community engagement in the implementation of the substation integration development plans. Through this collaborative multi-stakeholder process, as well as other cross-sector collaborations like the Roundtable on Green Energy, the city will begin implementing the identified priorities for energy use in city facilities and in neighborhoods.



Building a Learning Network

Fostering transatlantic peer-to-peer learning between local-level leaders in the spirit of the joint declaration by the German Federal Ministry and HUD starts with the building of a network in which participants engage meaningfully and make connections that endure beyond the scope of the programmed activities. Doing this successfully requires creating a network in which participants can share, discuss, and learn together, and especially, from each other. The program was designed to leverage the complementarities and contrasts between the U.S. and German local and federal contexts to augment and enrich the reflection and insights from the different learning themes.

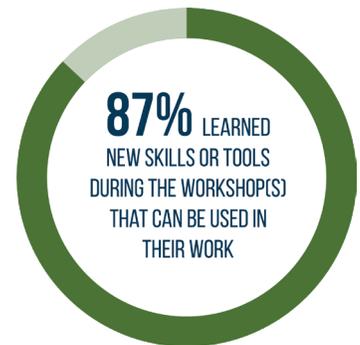
The process was designed and executed in a way that maximized interactions among the cohort and the learning was mainly participant-driven, with occasional expert input and coaching at specific junctures. The iterative process was based on the concepts listed below, all of which were key to building a successful transatlantic peer-to-peer learning network.

Project-based work: Participation in D4C 3.0 was based on a specific project that each city team was currently implementing. This project-specific approach enabled participants to share current challenges and successes with the group, to test out ideas, and to continually update the group on progress made, new challenges, etc.

Cross-sector teams: Cities participating in D4C 3.0 had to identify a cross-sector partner whose position or organization was critical to the successful implementation of the project in question. The diversity of sectors and backgrounds not only benefitted the whole cohort and the peer learning process, but allowed local teams to coordinate more closely by taking part in this learning program together.

Regular workshops: Over the course of two years, participants gathered for five two-and-half-day workshops in the different cities of participating teams. The opportunity for cross-sector city teams to travel together and as a broader group was fundamental to building a cohesive peer learning network. This also provided the opportunity for the cohort to see almost all of the cities and projects that their peers were working on and discussing in the workshops.

Co-created learning: The learning process was designed to be co-created and participant-driven to a large extent. In the initial engagement participants prioritized the learning themes that were most important to their project implementation, and as a group helped determine the ideal timing for broaching these learning themes. The core of the learning was also based on the knowledge, expertise, and experience of the participants; thus, many of the sessions were designed, prepared, and executed in a coordinated manner with the cohort.



D4C Learning Themes



More than a decade has passed since the adoption of the Leipzig Charter and the HUD Sustainability Urban Principles. While there have been changes in priorities at the national level, these principles remain critically important at the local level in guiding planning and implementation.

The points below, jointly developed by D4C participants through a dialogue facilitated by GMF, illustrate the shared understanding of integrated sustainable urban development for cities in Germany and in the United States. In their view, integrated sustainable urban development:

- Goes beyond physical development into creating communities in affordable housing contexts;
- implies the mobilization of strategies for equitable development in deprived neighborhoods;
- develops resilient and resource-efficient infrastructures that take account of demographic trends and are suitable for all segments of population;
- designs and ensures high-quality public spaces and sustainability infrastructure within large-scale development projects;
- enhances an intelligent mix of representative, direct and informal means of civic engagement for the creation of inclusive communities in urban development projects, and;

- requires the increased integration of stakeholders and various sectors of the economy as well as close collaboration between municipalities at the national and international level – it is about being cross-sector, cross-silo and cross-scale.

The resulting vision of integrated sustainable urban development for D4C participants is that of a process that acknowledges the dynamics of change at the neighborhood and city scale. It recognizes the impact that change exerts on the urban fabric from a social, economic and environmental point of view. It also embraces an adaptive approach that takes into account the complex, multi-layered and interlinked challenges of urban development processes, integrating the spatial and non-spatial dimensions.

As D4C cities move forward with the adoption of an integrated sustainable urban development approach, it is imperative to equip them with the necessary tools to make the most of the levers that exist at the city level and to ensure an optimal process.

The following key learning themes support the effective practice and leadership of integrated urban development projects.



Learning Theme 1: Stakeholder Engagement

Every city project affects a diversity of people and groups within the community, each one of which has different needs and may be impacted in different ways. Often, citizens who feel that they might be negatively impacted by a project will oppose or object to its implementation. Integrated urban development projects are distinctive because of their different socio-economic and environmental considerations and objectives. Therefore, if cities want to ensure an adequate engagement strategy, consensual solutions and stakeholder buy-in, it is critical to look at the multiplicity of communities (internal and external), at how they are committed to the project, and at their preferred outcomes, their core values, as well as loyalties and potential losses.

Learning Theme 2: Communication & Storytelling

Integrated urban development projects have multiple dimensions, connect with broader goals, and require the engagement and collaboration of different stakeholders for their approval and implementation. Therefore, the better they can communicate the solution(s) or innovation(s), and describe the decisions, actions and expected results involved in the implementation of the project, the better the likelihood for city representatives to get stakeholders on board.

Compelling storytelling and effective communication strategies can help convey a message that generates interest, channels communities' fears and concerns (e.g. about gentrification, climate change, inequality, etc.), improves communication of the project and empowers the different communities with a stake in the project.

Learning Theme 3: Adaptive Leadership

There are changes at the neighborhood and city level that affect the progress and path of project implementation. Often, experts, practitioners and politicians treat challenges as technical issues to be resolved through predetermined solutions, when in fact these are dynamic and require adaptive solutions. It might also be the case that no solutions are known, and experts or stakeholders do not even agree on what the challenge is. Furthermore, not everyone sees a challenge at the same level of importance or urgency as do city representatives in charge of implementing the project or policy. In these cases, effective leadership needs to be adaptive and allow time and space to develop a shared understanding of a problem or challenge, the level of urgency, and the need to take decisions or to commit and deploy resources.

Learning Theme 4: Equity and Inclusion

Understanding and unpacking the impact of change on the different communities with a stake in integrated projects means striving towards equity and inclusion, removing barriers, and smoothing out social and spatial inequalities. Overall, as defined by **PolicyLink**, a U.S. research and action institute

advancing racial and economic equity, equity means ensuring “a just and fair inclusion in which all can participate, prosper, and reach their full potential”. A definite step to achieving this is the involvement and empowerment of the citizens.

From the planning perspective, equitable development generally refers to a range of approaches for creating communities and regions in which residents of all incomes, races and ethnicities participate in and benefit from decisions that shape the places where they live. Equitable development emphasizes that all residents should be protected from environmental hazards and enjoy access to environmental, health, economic and social necessities such as clean air and water, adequate infrastructure, and job opportunities. To achieve this, equitable-development approaches usually integrate people-focused strategies (efforts that support community residents) with place-focused strategies (efforts that stabilize and improve the neighborhood environment).

Incorporating these principles into the planning process of integrated projects is not enough, however. Equitable outcomes in integrated projects require that strategies are put in place to ensure that everyone can participate in and benefit from decisions that shape their neighborhoods and regions[2].

[2] PolicyLink (2016), “Equitable Development The Path to an All-In Pittsburgh”, http://www.policylink.org/sites/default/files/report_pittsburgh_FINAL_PDF_0.pdf



Insights and Impacts



Through an intentional integration of the learning themes throughout the D4C process, cities have been in a better position to allocate resources, shift positions and strategies towards solutions with a transformative impact on their communities and the urban system.

Below are the main takeaways for the implementation of integrated sustainable urban projects that resulted from the peer-to-peer discussions and exchange in the framework of D4C.

Stakeholder Engagement

Often, stakeholder engagement equates with mapping and identifying who gets impacted by a project, who has influence and who can be leveraged. But stakeholder engagement is more than that. It can be a highly effective tool to access information, gain support and mobilize the resources needed for the implementation of integrated urban development projects.

The D4C network identified the following steps as key to leveraging opportunities in stakeholder engagement.

- Start with developing relationships and trust.
- Engage stakeholders at the very beginning and throughout the whole process. Early engagement in the conception and design phases of projects can help prevent problems in later stages.
- Build structures for engagement and co-creation, develop a timeline, assign responsibilities and obtain firm commitments.
- Be prepared for possible conflicts and address the critical groups and be honest and transparent regardless of the difficulty.
- Understand the history of stakeholders as well as their interests, values, and fears.
- Develop stakeholders' loyalties and have the courage to do something that benefits a larger community as opposed to just one stakeholder group.
- Identify subsets of the group or sub-groups being engaged to help understand values and loyalties.



Story of Impact

Bottrop: Understanding the role of “neighborhood leaders”

Bottrop’s Neighborhood Works Rheinbaben project needed the buy-in and engagement of residents to be implemented, as it is based on groups of neighborhood homeowners agreeing to refurbish their homes and to set up more energy-efficient CHP-based heating networks. The trust building and stakeholder engagement was so critical to the project’s progress and implementation that it was clear there was a need for a dedicated project manager with a strong mandate for stakeholder engagement and management. The recurring workshop sessions on stakeholder engagement and management provided a forum to learn, share and discuss different strategies and methods for mapping, understanding and trust building with the residents of Rheinbaben.

One of the strategies that was extensively discussed and shared in the workshops, and which the Bottrop team used, was to engage and involve an existing neighborhood or community leader not only to facilitate engagement, but also to provide input and get involved in the project’s implementation and management. In Rheinbaben an active local leader was engaged and grew committed to helping the neighborhood become more energy-efficient while maintaining its historic architecture and physical character. The local leader was critical in engaging with the neighborhood and helping build trust around the project by serving as an ambassador in tangible ways – such as allowing his house to be used as an example for the project scope, helping distribute event invitations, coordinating surveys – and in many other intangible ways.

Communication and Storytelling

D4C participants identified communication and storytelling as a valuable skill in the implementation of urban development projects for three main reasons:

1. Messaging the project: Stories can help make sense of your reality and of the people and places that you are trying to change and impact positively, and to share that understanding with others.
2. Communicating the value of the project at the various stages of the implementation process: They can act as a memory tool (helping people remember the project information conveyed) and persuade better than facts sometimes.
3. Inspiring action: People want to get involved in a story and carve out a role for themselves. Communication and storytelling allow them to make it their own.

Table 1 captures the main strategies, methods and tools identified by D4C participants to employ communication and storytelling effectively as urban development projects get implemented:

Table 1. Effective Communication and Storytelling		
Strategies to become a better communicator	Methods for relationship building and co-creation	Tools to become a better listener
<p>Remember the importance of perspective and the meaning of words.</p> <p>Pay important attention to pictures/films to convey the message easier.</p> <p>Adapt speeches to the audience, speaking to their facts, feelings and values.</p> <p>Use examples that challenge the norm and create positive impact to plant ideas.</p> <p>Show the project impact on a larger scale, not just the output.</p>	<p>Start with shared values (mapped out according to relatability relevance). This helps build stronger connections with the listener. It is more engaging and therefore more memorable. Learn the history of the community early in the process.</p> <p>Include people in the stories (as opposed to abstract ideas) to increase their relatability for the audience.</p> <p>Work with the community to create a story for it.</p>	<p>Practice deeper listening: listen for facts, values, and feelings.</p> <p>Apply the principles of transparency, equity, humility, and iteration.</p>

Story of Impact

Baltimore: Connecting in authentic ways

The Baltimore Green Network Plan builds on the city's Growing Green Initiative, a program to provide resources and promote greening and reuse of vacant lots. This project involves a physical planning component and long-term implementation. The first phase of the planning process (physical planning) began in 2016 and concluded in 2018. The final goal is to develop vibrant green open spaces and corridors connecting the entire city and laying the foundation for the revitalization of some of its most challenged neighborhoods. As part of the D4C project, Baltimore set the goal of developing a green network plan that is supported by stakeholders, building broader buy-in and including more than just traditional partners. The implementation of such strategy encountered the following obstacles:

- The need to adjust the project schedule to ensure enough time for meaningful outreach and engagement,
- Challenges with engaging other city agencies, and
- Distrust from communities that have not had good experiences with city government in the past.

Through the insights gained during the D4C network peer-to-peer discussions, Baltimore recognized the need to connect with different stakeholders in meaningful and authentic ways to overcome the challenge.

The city started to think of approaches to communicate better the benefits of and progress of the Growing Green Initiative. For instance, it changed the approach to engagement of other agencies from the perspective of how the initiative could help them meet their missions or expand resources for their priorities and projects. And it successfully advocated for those needs. In addition, the city worked on a "People's Guide", summarizing and making the Baltimore Green Network Plan document accessible to everybody.

Baltimore also resorted to stories that could help build relationships with the different stakeholders and paid careful attention to the selection of imagery used to facilitate the connection with audiences. For

example, the city worked with a graphic designer to develop an image used in brochures and as the cover of the final plan that illustrates how green spaces – including parks, gardens, tree-lined streets, trails, and waterfront areas – can be connected to create a network of green spaces. This graphic, which included many recognizable city and neighborhood landmarks and parks, helped people better relate to and understand this vision.

Further, the city made considerable efforts to become a better listener in the conversation by organizing public meetings, engaging subcommittees and participating in pop-up events. Through the planning process, 6 city-wide meetings, 13 neighborhood charrettes (design-based participatory planning processes engaging interdisciplinary officials and experts), and numerous sub-committee meetings were held to collect feedback and build buy-in. When the draft plan was released for comment, the city used the online platform CiviComment to share it for review. This tool allowed readers to leave comments on any page of the plan as well as to read and comment on comments left by other users. This resulted in the city working on neighborhood focus areas and mapping out what had been heard as well as recommendations. The information was gathered through the principles of co-creation, iteration, transparency, humility, and equity.

In addition, through work with communities in four focus areas, the city worked with clusters of neighborhoods to identify recommendations for improved vacant-lot greening and maintenance, opportunity sites for future redevelopment, and pilot projects for implementation of permanent green community gathering spaces.

Baltimore extended the schedule for the planning process by a year to allow for deeper engagement and outreach. By using communication strategies and inspiring stories, the city was able to connect with the different stakeholders and build relationships through the planning process that will continue through the implementation of pilot projects.

Story of Impact

Leipzig: Testing how to communicate and cooperate from conception to implementation

Leipzig is one of the fastest-growing cities in Germany, with 10,000 to 15,000 new residents every year and a rising birth rate. The growth in residents partly fueled in recent years by the accommodation of refugees. Consequently, the dynamic demographic developments and changes in the housing market means that Leipzig's housing policy, which was elaborated through a broad cooperative process and approved in 2015, needs to be implemented without delay and in a way that allows for adaptation and refinement.

For this, the city resorted to several instruments such as a compulsory rate on newly developed areas to build 30 percent affordable housing, fostering the use of housing funds on municipal grounds that will be sold for this purpose, restriction of rent rises, and the integration of the current housing policies in Leipzig's integrated urban development concept.

The main aspect behind these efforts is the creation and maintenance of a balanced social mix in all areas of the city by fostering the enlargement of housing stock to prevent more tension on the market, as well as by intervening against increasing segregation.

Throughout the implementation of its housing-policy instruments, Leipzig encountered difficulties in conveying the urgency and importance of the mitigating instruments and of developing more housing. It also tried at the same time not to fuel the narrative of rapidly increasing rental prices, which could strengthen the dynamics and worsen the housing challenges.

The city had to deal, for example, with a shortfall of commitment by stakeholders while setting up the rent index that covers the majority of the population

and the application of the new regional housing fund, which most housing companies and property owners opposed.

Due to upcoming elections the follow-up process of setting up instruments did not generate a debate about the best and most effective solutions; instead it produced an overview of consolidated political positions on the immediate enactment of more regulatory instruments.

To overcome opposition in the implementation of needed instruments, the city realized the importance of turning from defensive to proactive, guiding communication with citizens, media and politicians, and also of stressing arguments regarding developments that would be in favor of the majority of the population. Backed up by numerous impulses from D4C partners, Leipzig has yet to set up a stronger, comprehensive communication strategy, balancing the messaging so as not to perpetuate or exacerbate pressure on the market. Nevertheless, work is in progress to communicate continuously the main messages and maintaining a considered fact-based procedure. The mayor has used every occasion to proclaim the need for more housing construction; the administration, including the deputy mayor, has given interviews to the local and national press pointing out the current facts and actions taken; the follow-up document of the housing policy achieved wide political approval as there was agreement to proceed with a workshop for politicians on the effectiveness of instruments; and a workshop with housing companies and interest groups (e.g. the migrant advisory board) was organized in October 2018 to develop a message and find solutions for sheltering the most vulnerable groups.

Adaptive Leadership

D4C participants understood adaptive leadership as a practical framework acknowledging that decisions take place in changing environments in which no clear answers are set. It provides a model to deal with systemic change, using strategies that allow individuals and organizations to break through the obstacles and find solutions to problems with no available technical solutions.

Table 2 highlights the methods participants found effective to identify solutions in changing and complex urban environments, and in breaking through the main gridlocks faced in their projects.

Table 2. Adaptive Leadership Methods Identified		
Developing the skills for adaptive leadership	Addressing the audience and the critics	Building coalitions
<p>Define your leadership role based on the needs for a specific situation or context.</p> <p>Do not be afraid to fail – if your current one is not working, admit it and pivot to a new approach.</p> <p>Learn from failing and create a culture in which people feel comfortable saying when something is not working.</p> <p>Adaptive challenges need kick-starting and piloting until a long-term solution is found enabling to overcome the organizational challenges.</p>	<p>Communicate empathetically. If you do not communicate a challenge or the need to embrace an opportunity empathetically, why should your audience care?</p> <p>Look for positive roles for critics.</p> <p>Think harder about your audience and what they come to the table with. Do not think “why is it important for me to get you on board of this project?” but rather “why is it important for both of us to be on board of the project?”.</p>	<p>Look for new ideas and partners and identify transformational/strategic thinkers to address adaptive challenges.</p> <p>Engage stakeholders in positive and productive light. Adaptive challenges entail changes across stakeholders –in roles, relationships, values and approaches to a challenge or solution being proposed.</p> <p>Build flexibility into your process or structure: incorporate a contingency line item to account for the needs of stakeholders, include funding to be adaptive, and add more time, meetings, etc. when needed (quality of outcome over timeframe).</p>

Story of Impact

Karlsruhe: Reframing perspectives

Karlsruhe's Northwest District Framework Plan sought to re-densify the area and renew public spaces. The D4C 3.0 Karlsruhe team, made up of a representative from the city planning office and one from the municipal housing company had clear goals for the project area, but needed to clarify their leadership roles and develop an internal project structure that engaged residents and integrated their input, while continuing to make progress on the project goals. This was a challenge because re-densification is an unpopular process among residents and so constructive engagement required an adaptive leadership approach.

The Karlsruhe team made important efforts to ensure that they engaged with a diverse and representative set of residents from the neighborhoods. They changed the timing, location, formats, and approach to outreach to make sure they had engaged enough with homeowners and renters, residents of different origins, and people of all ages. They took an adaptive approach in presenting and listening to

the community, specifically focusing on their fears and emotions. This was done under the premise that people are generally afraid of loss, not change, and so understanding exactly the sources of fear and loss, as well as the positive emotions caused by prospective re-densification would help orient the implementation of the project in a more successful way for the residents. Mapping this out in the context of discussing the potential plans for re-densification gave the neighborhood an active role in the process.

Until then, engagement had been foreseen as more complementary and communication-based, with the project more narrowly focused on building more housing units. The experiences of engaging the residents convinced the project team and their respective organizations of the importance of focusing on being adaptive and flexible enough to integrate their perspectives into the planning, implementation, and leadership of the project.



Equity and Inclusion

D4C participants acknowledged that implementing urban development projects while considering equity and inclusion as a key perspective is paramount for cities to ensure:

- Equal outcomes for all residents and a seat at the table for everyone, not side by side, but with each other;
- That everybody feels like they belong to society, independent of language, appearance, religion, disability, or social and migration background; and
- Guaranteed access to all relevant social and public spaces.

Throughout the peer-to-peer exchanges and discussions, D4C participants identified the following principles for striving towards equity and inclusion in the implementation of urban projects:

- Be deliberate – intentionality is key.
- Be aware that equity and inclusion should be considered in daily work, even in terms of its political dimensions.
- Do not only provide opportunities, but also ensure that people can access them (e.g. supporting digital literacy in parallel to offering digital tools or equipment).
- Create a sense of belonging for communities and respect the diverse backgrounds, beliefs and ways of living of their different members.

- Understand the multiplicity of communities as a critical step to achieving an inclusive and equitable framework for projects.
- Part of the impact on equity and inclusion might mean trades and balances. Part of it is how you frame it. Make sure you are conveying the right messages as the diversity of communities within your projects may have different needs within the project and may be impacted by the project in different ways.

HUD Supports D4C Research on Advancement of Equity and Inclusion Practices

The U.S. Department of Housing and Urban Development (HUD) supported the transatlantic peer-to-peer learning of D4C 3.0 through a research partnership studying the advancement of concepts and practices related to equity and inclusion. The research tracks and assesses the insertion of equity and inclusion principles into the implementation of the ongoing urban development projects of the D4C 3.0 cohort through transatlantic peer-to-peer learning. The research, which will be published separately, addresses two important voids in the academic, policy, and planning literature of comparative urban planning practices on equity and inclusion.

Story of Impact

Charlotte: North End Smart District For All

At the same time as Charlotte was developing the concept for its North End Smart District (NESD) project, the city came to the realization that, while it was growing and comparatively wealthy, it needed to do much more to include marginalized communities and to provide equal opportunity for all. This realization came about following a Harvard University/UC Berkeley study that listed Charlotte 50th out of the 50 largest U.S. cities in intergenerational economic mobility^[3]. The urgency of this problem was further emphasized with the protests and riots in the city following the fatal shooting of an African American man by the police in 2016.

From the onset the project contained a strong perspective of equity and inclusion, and D4C 3.0 provided an effective opportunity to reflect, share, test and assess how it was embedding the perspective of equity and inclusion in engagement and in the implementation of the project. The NESD project integrated equity and inclusion in a variety of ways, beyond one of its key goals of providing economic opportunities for all, the city involved the Government Alliance on Race and Equity to collaborate in the KickStart projects, included a racial-equity lens in the data collection to determine disparities and representativeness, and included local community leaders and residents in the development, direction and implementation

of the projects. In these efforts, the D4C 3.0 team developed a Community Engagement Blue Print Progress, which was been shared and scaled across city departments, embedding the perspective of equity and inclusion into how the city engages with the community. Some of the items that have been put to use to improve equity in community engagement are to ask community leaders to identify the best time for public meetings, to hold the meetings in the neighborhoods or districts affected rather than in City Hall, to provide free childcare for participants to reduce barriers to participation, to engage community leaders in crafting the message for the community, to be mindful of language used, and to use community-sourced vendors whenever possible.

Another way in which the NESD integrated equity and inclusion, as well as storytelling, in implementation was in communications. Neighborhood and community leaders were engaged in the crafting, development, and promotion of the flagship video used to present and promote the project. This process resulted in a much more human and relatable communication product, showing the potential impact of the NESD mission on the daily life of one young person in the community, rather than the one originally envisioned by the project leaders, which was more of a typical animated smart city promotional video.

[3] Chetty, R., N. Hendren, P. Kline, and E. Saez. 2014. Where Is the Land of Opportunity? The Geography of Intergenerational Mobility in the United States. *The Quarterly Journal of Economics* 129, no. 4: 1553–1623. doi10.1093/qje/qju022

Peer to Peer Inspiration - Challenge Labs

Peer-to-peer learning is a core component of D4C in every iteration of the program. In D4C 3.0 participating cities also engaged in extensive peer learning on specific topics, such as stakeholder engagement, adaptive leadership, communication and storytelling, and equity and inclusion. A new component was to allow the participating cities to direct part of the peer learning process to focus the attention of their peers on challenges facing them. Throughout the workshops, each city team was given the opportunity to present a challenge to its peers and then hear their input after a facilitated brainstorming session. The opportunity was of particular interest and value because, while peers were familiar with each other's projects, they were not bound or limited in their brainstorming of solutions by the local constraints or considerations that might restrict the scope of possible solutions. The solutions and ideas presented were always thought-provoking and stimulating for the city teams presenting their challenge.

The Pittsburgh team recorded and used the ideas and solutions brainstormed by their D4C peers to develop a pilot project that won a Champion Cities nomination by Bloomberg Philanthropies, receiving funding to help implement an innovative project that will help the city achieve its goal of 100 percent renewable energy by 2035. According to the Pittsburgh team, the project is only proving to be this successful and innovative thanks to the ideas and inspirations of their D4C 3.0 peers during the challenge lab session. It was during the session that the Pittsburgh team realized the need to address energy efficiency first as a way to drive down any additional cost burden on residents as a result of a switch to 100 percent renewable sources, as well as to reduce overall demand for energy. This shifted the focus of the project from solely one of energy transition to a more equitable and just transition centered around people and health.

Pittsburgh: Bloomberg Grant

The Problem

An aging and inefficient housing stock has made Pittsburgh the sixth-worst city in the country for residential energy burden, resulting in its residents spending more than double the national average on utility bills.

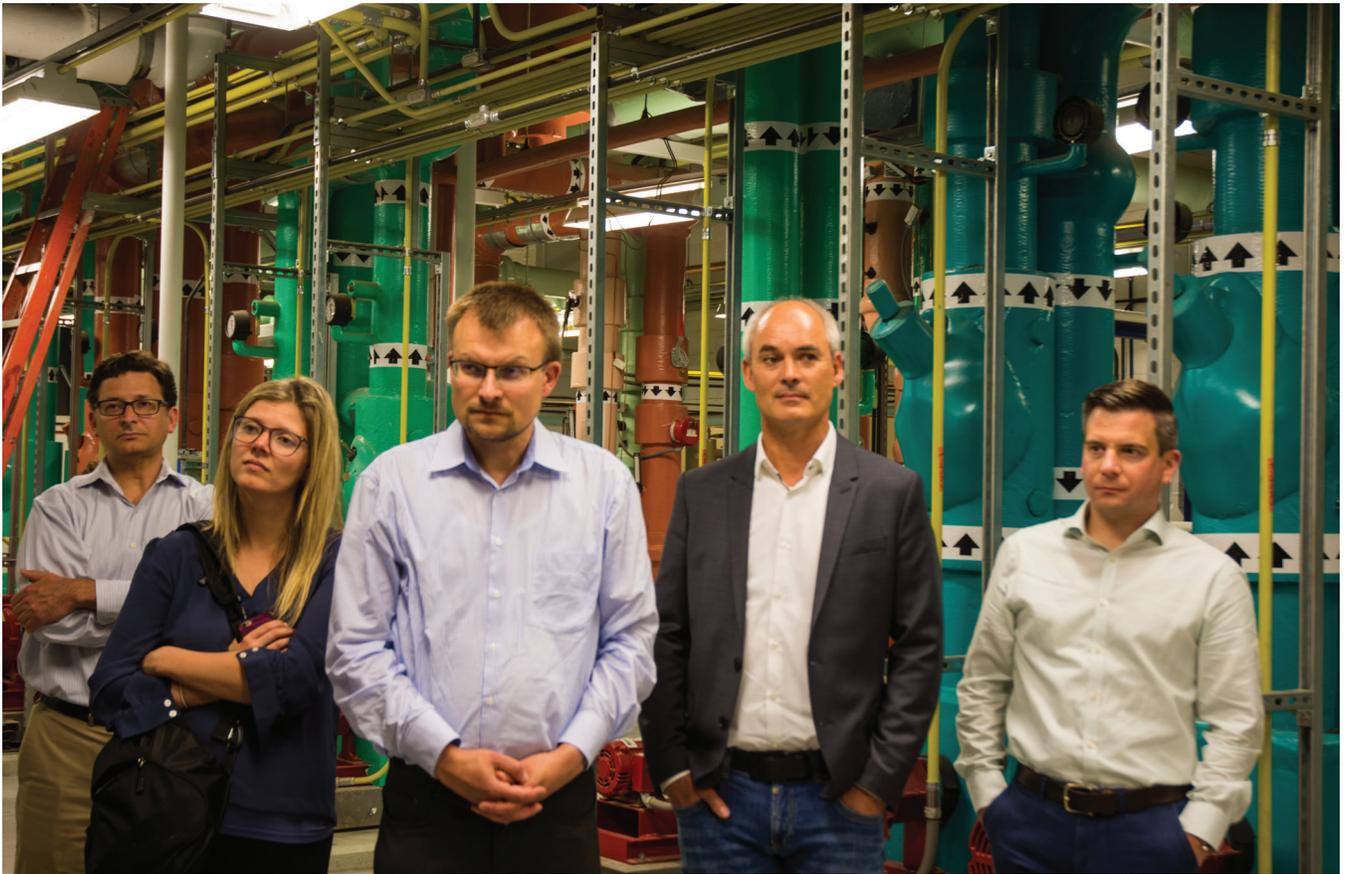
The Idea

The City of Pittsburgh will increase demand for retrofitting residential properties by reducing costs through group purchasing of materials and the facilitation of DIY product installation.

“Truthfully, our project would not be occurring if we had not chosen to use the GMF workshops as the means by which to work on the project which addresses a real need for the city.”

– Rebecca Kiernan, senior resilience coordinator at City of Pittsburgh





Future Opportunities to Strengthen Federal-Local Dialogue

The focus of the D4C work has consistently been using bilateral exchange and learning to advance specific local projects and policy discussions in participating cities. The approach to the network design and learning themes stayed true to this focus, yet the support and engagement by national-level leaders in the D4C process created a unique environment for the exchange.

To leverage the expertise of national-level participants, D4C 3.0 included moments of local-national dialogue in several workshops. The purpose was to create a platform for shared learning and communication about what was happening with shifts in federal policy, funding, and priorities. This was especially important because there were two shifts at the national level in terms of political engagement in the United States and Germany during the D4C 3.0 initiative. In the United States there was a change in administration following the 2016 elections with new leadership at the Department of Housing and Urban Development, and in Germany a new coalition government was formed that triggered a shift in the ministerial “home” for the National Urban Development Policy program. Largely informal, the dialogue sessions at D4C provided participants with an opportunity to listen, learn and discuss with each other what these macro-political shifts meant for their work in the cities.

The local-national sessions were also valuable feedback loops for the federal stakeholders to hear about questions and concerns from professionals and local officials on the ground. These conversations created awareness and understanding about perspectives from the local and national standpoints. For example, prior to D4C, 41 percent would describe themselves as having limited to no contact with national-government officials; similarly, according to GMF surveys over 53 percent of participants said that their opportunities to engage with national officials increased significantly through D4C. Further, over 42 percent of the network found the opportunity to engage with national officials extremely or very valuable and another 42 percent found it somewhat valuable.

There was a limit on the scope of the local-national engagement within D4C due to prioritizing content on city-to-city learning and the short time frame for each workshop. In reflecting on the opportunity to enhance and strengthen the local-national dialogue there were many strong ideas and suggestions to deepen the engagement and make it more outcome-oriented. Future editions of D4C should consider the purpose of local-national engagement and design activities to achieve those objectives. In general, D4C participants and the GMF team recommend that the following be considered as a baseline for future local-national engagement.

1. **Purposeful exchange and shared commitment:** participants should clearly define the purpose and objectives of the engagement to ensure that both sides are able to commit to the level of communication, transparency and action for a fruitful exchange.
2. **Deeper information sharing:** allow time for a greater level of detail in information sharing, and not just between national and local stakeholders from the same country; share ideas on not only policymaking and investment, but also on strategies to best work with and coordinate among national and local stakeholders outside of the D4C process.
3. **Widen the circle:** include subject-matter experts, field staff, and other national-level experts who can add value to the exchange and help achieve stated objectives.
4. **Thoughtful follow-up and follow-through:** more follow-up after sessions to provide resources and connections; intensify the exchange beyond the workshops.

Should the resources be present, there may also be the opportunity to advance the local-national dialogue towards more substantive and action-oriented activities that would include the following.

- Developing a collective work product/outcome that represents the local-national activities of the D4C network.
- Using the cities for feedback on specific policies, regulations, or other decision points where a local perspective could be relevant and helpful.
- Workshopping specific local roadblocks with the implementation of national policy or regulation.

In addition to the “what” and the “why” of the local-national engagement through D4C, it is also critical to reflect on the qualities of the engagement and the resources that it would take. During the 12th German National Urban Development Conference in Frankfurt, Germany, GMF and its partners co-hosted a workshop with participants of the three main international city networks supported by the Federal Ministry of the Interior, Building and Community. During the workshop the participants provided important insights on the qualities and resources needed for the type of successful engagements that are described above. These insights, listed below communicate the importance of individual commitment regardless of power and position. They also suggest how a future edition of D4C could enhance local-national engagement.

What qualities should define local-national engagement?

- In-person “eye to eye” discussions
- Clear feedback loops that are based on two-way dialogue
- Trust and mutual respect
- Openness to feedback and capacity to listen
- Continuity of participation
- Transparency about opportunities or challenges
- Commitment to disseminating results and lessons learned

Conclusion

On top of the more tangible impacts on the different city projects featured in the previous section, there are important outcomes after two years of continuous engagement for D4C participants individually, for their projects, and for the transatlantic community of practice around integrated urban development. At the conclusion of D4C 3.0, participants were asked to reflect on the main highlights and learnings of the process.

At the individual level, participants in the D4C network realized that the transatlantic peer engagement produced a wide range of new ideas, skills, and other benefits. They particularly emphasized the value of sharing more about their work and projects, and realizing that almost everyone is dealing with fundamentally similar challenges, albeit in different contexts. With this shared realization, the perspectives of colleagues faced with similar challenges were found particularly fresh and helpful. On a more general level, traveling and regularly bringing together the same group of participants offered everyone an invigorating time apart from packed daily routines to reflect more profoundly on their work. This happened primarily when participants had to share more about their work with people unfamiliar with the local nuances and limitations, forcing them to take a step back from projects in which they are deeply involved on a daily basis and to see these from a different viewpoint. The adaptive leadership sessions encouraged participants to think differently about their leadership roles in their projects, and taught methods that could help advance and lead projects addressing complex issues without being certain of the precise endpoint or solution.

In terms of their local projects, on top of the specific takeaways highlighted in the stories of impact, one of the general but also practical improvement participants gained from D4C was the shared experience of participating with a cross-sector partner, strengthening important personal and institutional relationships that are critical to successful local implementation. On a thematic level, the extensive reflections and exercises carried out on stakeholder mapping and engagement provided a variety of tools and key reflections that participants have since rolled out and used in their own multi-stakeholder engagements. Also, the focus on equity and inclusion in all process and policy aspects made many participants appreciate the importance and value of this perspective. In the case of Pittsburgh, it led to a reconsideration of the entire project approach, reorienting it from a sole focus on renewable energy transition to starting with a reduction of the energy cost burden, which contributed to the successful grant application as a Bloomberg Champion City.

This transatlantic component not only created a valuable diversity of thought but also augmented the participant's understanding of the different cultures and understanding of leadership and appreciation of language and historic contexts in communication and storytelling. From the onset all participants were surprised to realize how similar their challenges and opportunities at the local level in Germany and the United States are. They appreciated the balance between similarity or comparability and diversity, and to be able to engage in a shared learning. Ultimately, the individual and institutional bonds created in D4C have strengthened a transatlantic network and community of practice around integrated urban development that endures beyond their participation in the workshops.

Looking Ahead to Future U.S.-German Dialogues on Sustainable Urban Development

For the past six years in three editions of D4C, GMF has convened 12 German and U.S. cities for peer learning to support local leaders design and deliver the projects that create inclusive and sustainable cities. The focus on meaningful public participation and planning for inclusive and equitable cities broke ground in the transatlantic comparative sphere. The peer dialogue over this period has reinforced a shared belief among the participants about the value of placing equal emphasis on sustainability and inclusion in urban development, striving for a “city for all” or *“die stadt ist für alle”*.

In this same period, GMF observed several trends in Germany that mirror the ongoing reality for many cities in the United States and significantly constrain this vision of a city for all: decrease in the production of affordable housing; relatively flat federal housing funding despite rising demand; rapidly increasing rents in cities where the market is heating up; expiration of rent-control protections or enactment of loophole-riddled new rent-control legislation; rise in homelessness and use of temporary shelters; rise in housing discrimination; increase in the concentration of poverty in certain neighborhoods; and impact of short-stay vacation rentals, like Airbnb on limited housing supply. In many ways, this convergence of challenges in U.S. and German cities represent an opportunity for renewed transatlantic cooperation at the local and national levels.

What does this mean for the opportunity to collaborate and share knowledge in a future period of U.S.-German exchange on sustainable and inclusive urban development? Participants and alumni of D4C networks convened in Frankfurt on the sidelines of Germany’s National Urban Development Conference in September 2018 to reflect on what they had learned and on opportunities to strengthen the dialogue between local leaders and their national-level partners on

both sides of the Atlantic. What the workshop made clear was the importance of continued dialogue on effective multi-layered government and cross-sector partnerships to tackle the growing list of challenges outlined above. Further, participants said it was critical to develop common ground at the regional level and to bridge the growing divides between the urban, suburban and rural spheres. From a practice standpoint, this highlights the need for continued learning and exchange on the D4C core themes of inclusive engagement strategies, adaptive leadership techniques and effective multi-stakeholder coalition building.

In terms of policy content, there is a need for renewed emphasis on affordable housing and community development strategies in distressed or marginalized communities with a view to how this agenda fits into larger regional planning and policy efforts. A related dimension to this is looking not just at equity and inclusion in terms of race or ethnicity, but also in terms of other factors including supporting the development of multigenerational communities. The housing crisis in Germany makes the urgency of this opportunity especially acute. The United States has a long tradition of private-sector-led and NGO-led affordable housing production and preservation; innovative practice, financing and partnerships have evolved due to the lack of federal resources. There is a rich opportunity for exchange in this area.

Now more than ever there is a need for continued dialogue on this shared agenda of urban and regional policy issues between the United States and Germany. Despite the many obvious differences in politics, culture and economy between the two countries, D4C has proven that expertly facilitated, outcome-oriented exchange can help advance policy and practice innovation at the local level. GMF looks forward to applying all that we have learned through the D4C process to the next iteration of the dialogue.

Appendix

Participants



U.S. Cities

BALTIMORE, MARYLAND

Amy Gilder-Busatti | Environmental Planner, Department of Planning, City of Baltimore

Kacey Wetzel | Director of Programs for Outreach & Education, Chesapeake Bay Trust

CHARLOTTE, NORTH CAROLINA

Sarah Hazel | Assistant to the City Manager – Special Projects, City of Charlotte

Rob Phocas | Sustainability Director, City of Charlotte

Pamela Wideman | Director, Housing & Neighborhood Services, City of Charlotte

PITTSBURGH, PENNSYLVANIA

Rebecca Kiernan | Senior Resilience Coordinator Office of Sustainability, City of Pittsburgh

Ben Morris | Director, Operations Work Management & Performance, Duquesne Light Company

German Cities

BOTTROP

Christina Kleinheins | Head of City Planning Office, City of Bottrop

Alexandro Hugenberg | Project Manager, InnovationCity Ruhr

Klaus Müller | Head of InnovationCity Ruhr Project Office

KARLSRUHE

Sigrun Hüger | Division Manager Urban Development, Department Urban Planning, City of Karlsruhe

Mario Rösner | Head of Technical Services, Volkswohnung GmbH

LEIPZIG

Karoline Pannike | Officer Urban Development Planning, City of Leipzig

Stefan Heinig | Head of Urban Development Planning, City of Leipzig

Fritjof Mothes | Urban Planner, StadtLabor

Federal Partners

Dr. Bettina Silbernagl | Urban Energies – Urban Challenges, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)

Dr. Oliver Weigel | Head of the Urban Development Division, Federal Ministry of the Interior, Building and Community (BMI)

Cindy Campbell | Director, International and Philanthropic Innovation, U.S. Department of Housing and Urban Development

Salin Geevarghese | Former Deputy Assistant Secretary, Office of Policy Development and Research, U.S. Department of Housing and Urban Development

Matthew Hennessy | Former Program Analyst, U.S. Department of Housing and Urban Development

Implementing Partners & Facilitation

Geraldine Gardner | Former Director, Urban and Regional Policy Program, GMF

Irene Garcia | Program Officer, Urban and Regional Policy Program, GMF

Paul Costello | Program Coordinator, Urban and Regional Policy Program, GMF

Emily Yates | Former Program Officer, Urban and Regional Policy Program, GMF

Matthew Freeman | Founder, Dialectix

Comparison of Guiding Principles for Integrated Sustainable Urban Development

The Leipzig Charter

- International outlook, cooperation between European cities, taking advantage of opportunities created by the increasing international connections between cities.
- Business, academia and creativity, promoting local conditions for knowledge production and creativity, for example by developing and strengthening city-integrated university and research sites, preserving and promoting mixed-use quarters.
- Social cohesion and integration, ensuring equality of opportunity, smoothing out social and spatial disparities, supporting a mixed population structure and stabilizing neighborhoods – using cultural diversity as an opportunity.
- City as home, ensuring an appropriate, differentiated supply of housing for different target/age groups, including subsidized housing and special residential forms; conversion and modernization, if necessary refurbishing existing homes and improving their surroundings.
- Education and care, developing demographically adaptable infrastructures.
- Climate-change mitigation and adaptation and energy shift; reducing CO₂ emissions by means of compact, mixed urban structures and car-less short-range mobility and energy-saving refurbishment of existing buildings; adapting to climate change with green spaces and green corridors, etc.

HUD Sustainability Urban Principles

- Develop safe, reliable and economical transportation choices to decrease household transportation costs and dependence on foreign oil; improve air quality; reduce greenhouse gas emissions, and promote public health.
- Promote equitable, affordable housing and energy-efficient housing choices for people of all ages, incomes, races and ethnicities.
- Support existing communities through such strategies as transit-oriented, mixed-use development and land recycling.
- Coordinate policies and leverage investment for future growth, including making smart energy choices such as locally generated renewable energy.
- Value communities and neighborhoods by investing in healthy, safe and walkable neighborhoods, whether rural, urban or suburban.



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