

Cities as Actors

Metropolis PrepCity Workshop, 2–4 May 2016, Berlin

A three-day forum organised by Metropolis, the Senate Department for Urban Development and the Environment, the Friedrich-Ebert-Stiftung and the Technische Universität Berlin.

Overall Objectives

The ‘Cities as Actors’ workshop will address two major questions:

1. How can cities best translate the general aims of the New Urban Agenda into meaningful practice?
2. What capacities, resources, mandates, tools and policies are required to respond to the challenge of social cohesion in the face of the increasing movement of people?

The first is a broad question concerning the translation of principles into practice; the second is a focussed question on a key challenge affecting all cities in a world—the intensifying movement of people both within countries and across the globe.

Background to the PrepCity Workshop

In 2014 Metropolis, the World Association of the Major Metropolises, committed to support the Habitat III process. One of Berlin’s activities is the participation in the Global Taskforce of Local and Regional Governments — a coordination mechanism bringing together the major international networks of local governments to undertake joint advocacy relating to international policy processes. These include particularly the climate change agenda, the Sustainable Development Goals and Habitat III. One of the main expected results of Habitat III is the New Urban Agenda. This will be a model of urban development intended to integrate all facets of sustainable development to promote equity, welfare and shared prosperity at the local and regional levels worldwide.

In preparation for Habitat III, Metropolis appointed Berlin’s Governing Mayor, Michael Muller to represent the network and involve cities in discussing urban principles and challenges. The first workshop was held as part of the Metropolis Annual meeting in May 2015 in Buenos Aires. The workshop addressed the challenges for cities and urban networks in the light of the Sustainable Development Goals. As a contribution to the proposed New Urban Agenda, a set of principles was developed, intended for further discussion (see Appendix 1).

The second workshop took place in March 2016 in Mexico City, linked to the Habitat III Thematic Meeting on Financing Urban Development. There, city leaders discussed their expectations of the New Urban Agenda and the most important challenges arising from the Sustainable Development Goals for their city.

The third and present workshop carries forward the work done in the previous PrepCity forums. Invitations have been extended to planners, administrators, practitioners, academics and civil society representatives of 13 Metropolis member cities from various regions in the world. Together, the cities represent a diverse set of local transformation challenges and policy experiences, which the New Urban Agenda will need to address in order to be effective as a tool to achieve global sustainability.

This third workshop will also set the groundwork for a major Habitat III conference, the German Habitat Forum, held in Berlin hosted by the BMZ, Federal Ministry for Economic Cooperation and Development, 1–2 June 2016. This conference will provide an opportunity to discuss the ‘zero draft’ of the New Urban Agenda from the perspectives of local and regional executives and stakeholders, and to have a first debate on the challenges of developing and implementing NUA concepts within large metropolitan areas. Within the main conference programme, Metropolis will organize an international workshop — ‘Cities as Actors’. The aim of this workshop will be to discuss the NUA zero draft from the perspective of local urban stakeholders and voice concrete expectations with regard to mandates, resources, capacities and support for local urban stakeholders.

The outcomes of the ‘Cities as Actors’ workshop will be used as Metropolis’s basis for contributing to the Habitat III conference in Quito in October 2016.

Themes of the PrepCity Workshop

1. Putting the New Urban Agenda into Practice

How will cities best translate the general aims of the New Urban Agenda into meaningful practice?

During the workshop the terms of the New Urban Agenda are to be discussed, drawing upon a document that we will circulate outlining the terms of what is called the ‘zero draft’. Participants are invited to bring in their diverse experiences of local urban transformation challenges from around the world. Key questions to be considered will be the following:

- Have the concerns and expectations of your cities been sufficiently considered within the proposed New Urban Agenda?
- Does the ‘zero draft’ effectively address key questions of mandates, resources, capacities and implementation policies in your cities?
- Are there important aspects that should be added from the perspective of local urban stakeholders?
- What kinds of support by international and/or national authorities are needed for the successful development and implementation of the New Urban Agenda in your cities?

2. Achieving Social Cohesion in a World of Migration

What capacities, resources, mandates, tools and policies are required to respond to the challenge of social cohesion in the face of the increasing movement of people?

The Sustainable Development Goals put a strong emphasis on social cohesion as a key aspect of sustainability. Goal 11 is ‘Make cities inclusive, safe, resilient and sustainable’. The Habitat III process so far suggests that social cohesion and inclusion in the face of migration challenges will also play a key role in the final New Urban Agenda document.

Policy Paper 1, *Right to the City and Cities for All*, published in March 2016 for instance states:

Habitat III provides a unique opportunity for the New Urban Agenda to enhance and extend human-rights perspectives in their application to cities and human settlements, and embrace a shift in the predominant urban pattern in order to minimize socio-spatial injustices, enhance equity, socio-spatial inclusion, political participation and a decent life for all inhabitants.

The notion of ‘Cities for All’ is likely to be adopted as a key goal for the New Urban Agenda. However, critics already point out that this notion has so far remained vague and needs substantiating through concrete and achievable policy recommendations.

As social cohesion and migration challenges are relevant in different ways to all Metropolis member cities, this topic has been selected as specific focus. However, we want to treat it as a specific example within an integrated and holistic response. During previous PrepCity meetings, holistic approaches to achieve sustainability (for example, the Circles of Social Life approach) were discussed and adopted which could trigger more integrated approaches to social cohesion and migration challenges. Here we will extend upon this work, to examine what kinds of ecological, economic, political and cultural capacities, resources, and policies are necessary to achieve positive social cohesion.

During the workshop we hope firstly to trigger a concrete exchange of experiences and mutual learning (potential transferability) between the participating cities.

We will consider the following overall questions:

- What capacities, resources, mandates, and tools would be required to achieve a ‘City for All’ in 2030?
- What solutions can be suggested by each participating city? How could these experiences inform New Urban Agenda action plans?

The conference will be held in English.

Expected Outputs of Participants

1. Prior to the workshop the organizational team will be in touch with the workshop participants from each city to collect key information relevant to the focus topic social cohesion and migration. This information will become part of an evolving display that will be on show at the May workshop.

2. Each participating city will be asked to prepare a short six-minute **Pecha Kucha** presentation explaining its approach to social cohesion and migration. The presentation should address the following six questions:

- What specific challenges does your city face vis-a-vis social cohesion and migration?
- Which are the most important stakeholder groups that would need to be involved to address these challenges?
- Has your city developed a strategic vision/action plan concerning social cohesion/ migration until 2030?
- What have been the most successful/innovative policy responses?
- What challenges/ problems have so far remained unresolved?
- What help would you expect from a global "New Urban Agenda" to overcome problems in your city?

Ideally this presentation will be prepared jointly by the various individuals representing the respective cities. We ask that the presentations take the form of a Pecha Kucha address, that is, 20 images each of which appear for 20 seconds. Please send us a Powerpoint presentation and we will set it up so that the images advance automatically every 20 seconds as you talk along to those images.

3. Each participating city will be sent a limited number of key texts relevant to both the New Urban Agenda and the focus topic of ‘Social Cohesion and Migration’. (The first of those texts is the document ‘Principles for Better Cities’ appended to this briefing note. The second will be a preliminary version of the ‘zero draft’ of the New Urban Agenda or a summary of its anticipated principles.) Each city is asked to develop their thoughts and responses to these texts.

Expected Outputs of Preparatory Workshop

- Preparation for the panel ‘Cities as Actors’ at the German Habitat Forum in June 2016.
- Concrete input for the ‘Berlin Declaration’ (main output of the German Habitat Forum).
- Formulation of key demands/ expectations to the New Urban Agenda.
- Better understanding on what cities need to do at the local, national and international level to make the New Urban Agenda a success.
- Exchange of experiences and knowledge between participating cities with regard to social cohesion and migration challenges.
- Concrete feedback to all participating cities in relation to how their approaches towards addressing social cohesion and migration challenges can become more holistic but concrete at the same time.

Workshop schedule

Sunday, 1 May 2016

Arrival

8 pm

Welcome Reception

Gallery, 1st floor of Hotel Maritim, Stauffenbergstraße 26, 10785 Berlin

Day 1: **Putting the New Urban Agenda into Context**

Monday, 2 May 2016

8.45 am

*Pick-up in the lobby of Hotel Maritim, Stauffenbergstraße 26, 10785 Berlin,
Walk to the conference venue: Friedrich Ebert Foundation*

Venue

Friedrich Ebert Foundation (ground floor), Hiroshimastraße 28, 10785 Berlin

9.00 am

Registration and Welcome

9.30–10.00 am

Salutations

Nicole Zeuner, Representative for Berlin, Friedrich Ebert Foundation
Andreas Geisel, Senator for Urban Development and the Environment, Berlin
Octavi de la Varga, Executive Director Metropolis, Barcelona
Prof. Philipp Misselwitz, Chair Habitat Unit, TU Berlin

10.00–10.15 am

Cities and the European Union: The EU Urban Agenda and the Habitat III process
Dr. Jan Olbrycht, President of the Urban Intergroup, European Parliament,
Brussels

10.15–10.30 am

Cities and the United Nations

Prof. Paul James, Western Sydney University

10.30–11.00 am

Morning Break

11.00–12.50 am

Pecha Kucha

Moderated by Sunil Dubey, Liaison Officer Metropolis
Six-minute presentations from participating cities on specific social cohesion and
migration challenges followed by a general discussion

12.50–1.00 pm

Salutations

Barbara Berninger, Metropolis Regional Secretary Europe
Welcoming address by Dr. Tania Rödiger-Vorwerk, Deputy Director General,
Directorate Environment and Infrastructure, Federal Ministry of Economic
Cooperation and Development, Berlin/Bonn

1.00–2.00 pm

Lunch

2.00–3.00 pm

Initial responses to the New Urban Agenda I

Plenary session, which will outline and discuss the terms of the New Urban
Agenda and introduction to Principles for Better Cities (see the Appendix to the
present document) and Circles of Social Life (Prof. Paul James)

- 3.00–3.30 pm *Working group session*
Applying the *Circles of Social Life* approach to position the participating cities vis-à-vis the Sustainable Development Goals (SDG's).
- 3.30–4.00 pm **Afternoon Break**
- 4.00–4.30 pm *Initial responses to the New Urban Agenda II*
Presentation of the results of the working group
- 4.30–5.00 pm *Indicators for Better Cities*
Input by representatives of the New School, New York City.
- Get-together (snacks and wine)**

Day 2: Road maps towards Social Cohesion

Tuesday, 3 May 2016

- 8.45 am *Pick-up in the lobby of Hotel Maritim, Stauffenbergstraße 26, 10785 Berlin*
- 9.00–12.00 am *Field Trip by bus:*
- *Guided walk on the Tempelhofer Feld area with Daniel Kerber and Thomas Honeck*
 - *Transfer to quarter management Rollberg and Schillerpromenade with further explanations by Thomas Honeck*
 - *Visit of the Child and Youth Center Lessinghöhe*
 - *Welcoming address by Cordula Simon, EU Policy Officer of the district authority of Neukoelln*
 - *Presentation of the quarter management approach*
 - *Presentation of the Berlin Metropolis Initiative Policy Transfer Platform by Jonas Schorr*
- 12.00 am–1.30 pm **Lunch**
On-site
- 1.20 pm *Departure by bus*
Transfer to the conference venue: Friedrich Ebert Foundation
- Venue Friedrich Ebert Foundation (ground floor), Hiroshimastraße 28, 10785 Berlin
- 2.00–2.30 pm *Achieving Social Cohesion I. Critical Issues*
Introductory session moderated by Sunil Dubey on social cohesion and migration challenges impacting on participating cities; policies and tools applied and initial expectations towards the New Urban Agenda from a local perspective.
- 2.30–4.30pm
6th floor *Achieving Social Cohesion II. Working Group Session*
Formation of three parallel working groups to develop local road maps to achieve SDG targets related to social cohesion and migration. Working groups will be asked to consider the following:
- *Capacities: What capacities will your city need to develop to respond adequately to social cohesion and migration pressures?*

- *Resources:* What resources will your city need to develop beyond those they already have, and where will those resources come from?
- *Mandates:* What global, national and local mandates would best support your city to achieve relative social cohesion?

4.30–6pm
Ground floor

Achieving Social Cohesion III. Enabling Conditions

Working groups will report to the plenary and discuss how the New Urban Agenda might help to develop appropriate enabling conditions to achieve local road maps.

7.30 pm

*Pick-up in the lobby of Hotel Maritim, Stauffenbergstraße 26, 10785 Berlin,
Transfer by bus to restaurant Paris Moskau, Alt-Moabit 141, 10557 Berlin*

8.00 pm

Dinner

Restaurant Paris Moskau , Alt-Moabit 141, 10557 Berlin

Day 3:

Putting the New Urban Agenda into Practice

Wednesday, 4 May 2016

9.00 am

*Pick-up in the lobby of Hotel Maritim, Stauffenbergstraße 26, 10785 Berlin,
Walk to the conference venue: Friedrich Ebert Foundation*

Venue

Friedrich Ebert Foundation (ground floor), Hiroshimastraße 28, 10785 Berlin

9.30–11.00 am

Putting the New Urban Agenda into Practice I. City-to-city learning

Concluding session (plenary) moderated by Sunil Dubey developing city-to-city learning tools for New Urban Agenda implementation.

11.00–11.30 am

Morning Break

11.30–13.00 pm

Putting the New Urban Agenda into Practice II. Formulating expectations and demands to be included in the New Urban Agenda

Concluding session (plenary) moderated by Prof. Paul James.

1.00–2.00 pm

Lunch

2.00–3.00 pm

*Summation and conclusions by Prof. Paul James and Barbara Berninger,
Metropolis Regional Secretary Europe*

Finale

Appendix 1.

Principles for Better Cities

Goal 11: Make cities inclusive, safe, resilient and sustainable

The United Nations has set seventeen goals to change our world. Goal 11 concerns cities. Within that process it has set a series of targets.

In a complementary process, the *Circles of Social Life* approach, linked to the Berlin-organized PrepCity Habitat III meetings, has been working on a set of basic principles. This set of principles is based on the proposition that the *Principles for Better Cities* should begin from a general framework that concerns the human condition, rather than just a list of proposals that are added together from different current or immediate concerns. We start with the idea that there should be basic principles that relate to the basic domains of social life: ecology, economics, politics and culture.¹ This is in keeping with the approach of Metropolis and UCLG (United Cities and Local Governments) that treat cultural and political issues as important as economic ones.

Within this proposed framework of four domains it is possible to suggest a very simple set of principles that are systematically connected but can be readily understood. The following list is a draft list only and will require considerable global consultation to finalize.

Draft Principles in Summary

Positive **ecological sustainability**

Ecology: Urban settlements should have a deep and integrated relationship with nature.

Positive **economic prosperity**

Economics: Urban settlements should be based on an economy oriented towards social needs rather than growth.

Positive **political governance**

Politics: Urban settlements should have an enhanced emphasis on engaged and negotiated civic involvement.

Positive **cultural engagement**

Culture: Urban settlements should actively develop ongoing processes for dealing with the uncomfortable intersections of identity and difference.

Then, using the same framework of four domains, each with seven subdomains, it is possible to elaborate the detail with each of the four domains. Again the list below is only a draft list and will inevitably be changed in consultation. The principles maintain their consistency by being related to overall framework. Claims are being made in relation to a systematic set of domains and subdomains as set out in the *Circles of Social Life* framework.

¹ This document is part of the *Circles of Social Life* approach developed by a team of people associated with Metropolis in association with many other consultants, practitioners and activists. See www.circlesofsustainability.org. A Metropolis taskforce, led by Berlin, has been central to developing these principles across a series of meetings, including the PrepCity meetings in Buenos Aires, Mexico City, and Berlin.

With financial support from the

Social Domains and Subdomains

Economics <ol style="list-style-type: none"> 1. Production and Resourcing 2. Exchange and Transfer 3. Accounting and Regulation 4. Consumption and Use 5. Labour and Welfare 6. Technology and Infrastructure 7. Wealth and Distribution 	Ecology <ol style="list-style-type: none"> 1. Materials and Energy 2. Water and Air 3. Flora and Fauna 4. Habitat and Settlements 5. Built-Form and Transport 6. Embodiment and Food 7. Emission and Waste
Politics <ol style="list-style-type: none"> 1. Organization and Governance 2. Law and Justice 3. Communication and Critique 4. Representation and Negotiation 5. Security and Accord 6. Dialogue and Reconciliation 7. Ethics and Accountability 	Culture <ol style="list-style-type: none"> 1. Identity and Engagement 2. Creativity and Recreation 3. Memory and Projection 4. Beliefs and Ideas 5. Gender and Generations 6. Enquiry and Learning 7. Health and Wellbeing

These principles can be elaborated in a simple way or in a more detailed way:

Economics: Urban settlements should be based on an economy oriented towards social needs rather than growth.

1. With production organized around local needs
2. With financial governance including participatory budgeting
3. With regulation negotiated publicly
4. With consumption substantially reduced
5. With workplaces brought closer to residential areas
6. With technology used primarily as a tool for good living
7. With the institution of positive re-distributive processes

Ecology: Urban settlements should have a deep and integrated relationship with nature.

1. With energy generated renewably
2. With waterways returned, as much as possible to their pre-settlement condition
3. With natural spaces conserved and connected
4. With urban growth managed and contained
5. With transport oriented to walking, bikes and public systems
6. With food production localized
7. With waste reutilized

Politics: Urban settlements should have an active emphasis on engaged and negotiated civic involvement.

1. With deep deliberative democratic processes
2. With legislation enacted for socially just land-tenure
3. With public support for public non-profit communication services and media
4. With political participation going deeper than electoral engagement
5. With basic security afforded to all people
6. With reconciliation with Indigenous peoples
7. With ongoing ethical debates concerning how we are to live

Culture: Urban settlements should actively develop ongoing processes for dealing with the uncomfortable intersections of identity and difference.

1. With careful public recognition of the complex layers of community-based identity
2. With the development of consolidated cultural activity zones
3. With cultural institutions and public spaces dedicated to projecting cross-cutting cultural histories

4. With locally relevant fundamental beliefs woven into the urban fabric
5. With conditions for gender equality pursued in all aspects of social life
6. With the possibilities for facilitated enquiry and learning available to all from birth to old age
7. With public spaces and buildings designed a to enhance the emotional wellbeing

Principles in Detail

Economic Principles

Urban settlements should be based on an economy oriented towards social needs rather than growth:

1. With production and exchange shifted from an emphasis on production-for-global-consumption to an economics-for-local-living, including ontologically different forms of exchange;
2. With urban financial governance moved towards participatory budgeting on a significant proportion of the city's annual infrastructure and services spending;
3. With regulation negotiated publicly through extensive consultation and deliberative programs, including an emphasis on regulation for resource-use reduction;
4. With consumption substantially reduced and shifted away from those goods that are not produced regionally or for the reproduction of basic living—food, housing, clothing, music and so on;
5. With workplaces brought back into closer spatial relation to residential areas, while taking into account dangers and noise hazards through sustainable and appropriate building;
6. With technology used primarily as a tool for good living, rather than a means of transcending the limits of nature and embodiment; and
7. With the institution of re-distributive processes that break radically with current cycles of inter-class and inter-generational inequality.

Ecological Principles

Urban settlements should have a deep and integrated relationship with nature:

1. With urban settlements organized around locally distributed renewable energy, planned on a precinct-wide basis, and with existing buildings retrofitted for resource-use efficiency;
2. With waterways returned as much as possible to their pre-settlement condition, flanked, where possible, by indigenous natural green-spaces re-established along their edges;
3. With green parklands—including areas which provide habitat for indigenous animals and birds— increased or consolidated within the urban area, connected by further linear green ribbons;
4. With urban settlements organized into regional clusters around natural limits and fixed urban-growth boundaries to contain sprawl and renew an urban-rural divide; and with growth zones of increased urban density within those urban settlements focussed on public transport nodes;
5. With paths for walking, lanes for non-motorized vehicles, and corridors for sustainable public transport, given spatial priority over roads for cars; and with those dedicated paths networked throughout the city;
6. With food production invigorated in the urban precinct, including through dedicated spaces being set aside for commercial and community food gardens; and
7. With waste management directed fundamentally towards green composting, hard-waste recycling and hard-waste mining.

Political Principles

Urban settlements should have an active emphasis on engaged and negotiated civic involvement:

1. With governance conducted through deep deliberative democratic processes that bring together comprehensive community engagement, expert knowledge, and extended public debate about all aspects of development;
2. With legislation enacted for socially just land-tenure, including, where necessary, through municipal and state acquisition of ecologically, economically and culturally sensitive areas;
3. With public non-profit communication services and media outlets materially supported and subsidized where necessary;
4. With political participation and representation going deeper than electoral engagement;
5. With basic security afforded to all people through a shift to human security considerations;
6. With reconciliation with Indigenous peoples becoming an active and ongoing focus of all urban politics; and
7. With ethical debates concerning how we are to live becoming a mainstream requirement at all levels of education and in all disciplines from the humanities to medicine and engineering.

Cultural Principles

Urban settlements should actively develop ongoing processes for dealing with the uncomfortable intersections of identity and difference:

1. With careful public recognition of the complex layers of community-based identity that have made the urban region what it is, including cross-cutting customary, traditional, modern and postmodern identities.
2. With the development of consolidated cultural activity zones, emphasizing active street-frontage and public spaces for face-to-face engagement, festivals and events—for example, all new commercial and residential apartment buildings should have an active ground floor, with part of that space zoned for rent-subsidized cultural use such as studios, theatres, and workshops;
3. With museums, cultural centres and other public spaces dedicated to projecting the urban region's own cross-cutting cultural histories—public spaces which at the same time actively seek to represent visually alternative trajectories of urban development from the present into the future;
4. With locally relevant fundamental beliefs from across the globe (except those that vilify and degrade) woven into the fabric of the built environment: symbolically, artistically and practically;
5. With conditions for gender equality pursued in all aspects of social life, while negotiating relations of cultural inclusion and exclusion that allow for gendered differences;
6. With the possibilities for facilitated enquiry and learning available to all from birth to old age across people's lives; and not just through formal education structures, but also through well-supported libraries and community learning centres; and
7. With public spaces and buildings aesthetically designed and actively curated to enhance the emotional wellbeing of people, including by involving local people in that design and curation.