

Action Plan by the

Free and Hanseatic City of Hamburg

within the Interreg Europe project

“Low carbon urban morphology. New urban morphologies, new challenges for cities in energy transition” (MOLOC)

I. General information

Partner: Free and Hanseatic City of Hamburg

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NUTS2 Region: Hamburg

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II. Policy context

In the Interreg Europe project MOLOC, PP4 Hamburg addresses the **ERDF Operational Plan (2014-2020)** as its policy instrument. In Hamburg different policies aim at steering the transition to low carbon urban morphology. Based on the interregional exchange of experience (esp. regarding the policy instruments addressed by Turin and Katowice), we realised that we would need to add a policy, namely the **Hamburg Climate Plan** that is the most authoritative document in this regard. The Free and Hanseatic City of Hamburg is a so-called City State, that is, it is not only a city but – like Berlin as well – one of the sixteen German states (“Bundesland”) and – on the European level – a NUTS 1 & 2 region. The Hamburg Climate Plan is thus a regional development policy.

The current Operational Plan (2014-2020) lists as its second thematic objective to reducing CO₂ emissions in all sectors of the economy. This reduction is to be attained a.o. with the active involvement and collaboration of enterprises.¹ Accordingly, within the MOLOC application, PP4 Hamburg stated in rather general terms, “MOLOC can contribute to an improvement of the addressed policy, for instance, by introducing an innovative approach to increase energy efficiency” (p. 13 of the application form)

Thus, at the beginning of MOLOC, PP4 Hamburg focused on addressing strategies and instruments on the active involvement of enterprises in the transitioning process towards a low-carbon economy. However, during the process and based on the active participation of stakeholders like the Chamber of Commerce, the Chamber of Crafts and the District of Altona, the focus slightly shifted. It became clear that innovation and improved policy would need to happen at a different scale. Instead of improving the ERDF OP with its focus on the active involvement of enterprises, intervention was urgently needed regarding the urban development planning of commercial parks.

In Germany, commercial parks established in the 1960s and 1970s have long been neglected – so was a commercial park in the District of Altona, the “**Gewerbegebiet Schnackenburgallee**”. Apart from the

¹ https://ec.europa.eu/regional_policy/en/atlas/programmes/2014-2020/Germany/2014de16rfop006

implementation of energy efficiency measures within the enterprises of both commerce and industry, these commercial parks in general and the one in the District of Altona in particular are lacking low-carbon mobility alternatives as well as integration into low-carbon heat and electricity nets. It is thus on the level of urban planning that intervention is most urgently needed

This new focus implied taking into consideration the **Hamburg Climate Plan**.² Within the City State of Hamburg, the latter is the most comprehensive policy document outlining the transition to a low-carbon economy.

The Hamburg Climate Plan of 2015 lists “urban development” as the most important area of action. It states that: “Besides the city-wide targets for urban development, climate friendly development must be promoted especially at the neighbourhood level... At the neighbourhood level the key elements of governance, participation and climate friendly transformation are linked to the actual implementation level” (p. 29).³ As a measure, the plan states: “Drawing up development and refurbishment plans for neighbourhoods and quarters which integrate elements such as high building standards, an intelligent energy supply with renewable energies, a climate friendly mobility concept, modern waste management and climate adapted building and open space design” (p. 30). Hence, the climate plan regulates low-carbon interventions at the neighbourhood level.

The Climate Plan of 2015 was crucial in **authorizing the city’s districts to include CO2 reduction into their urban planning**.⁴ That is why, recently, the districts and esp. the District of Altona became active in this regard.

² The city has a long history in climate planning, reaching back until the 1990s. That said, the Hamburg Climate Plan of 2015 is the first one integrating both mitigation and adaptation. Climate planning in Hamburg follows an adaptive management approach: Linear planning and forecasting methods asking questions under constant (environmental and societal) conditions seem highly inadequate vis-à-vis dynamic climate change. Rather, climate planning in Hamburg follows the circular logic: develop, implement, monitor, adjust, ... Based on this methodological understanding of climate planning, the Climate Coordination Office at the Hamburg Ministry for the Environment recently presented an update to the Hamburg government. The update was adopted in early December, 2019. The updated version of the climate plan already integrates actions developed within MOLOC. In the following pages, the author of this text will thus differentiate between the Hamburg Climate Plan of 2015 and its updated version of 2019.

³ <https://www.hamburg.de/contentblob/9051304/754a498fcf4e4bbf9516e1f9a99e2bfe/data/d-21-2521-hamburg-climate-plan.pdf>

⁴ It is crucial to understand that the City of Hamburg is a Federal Land. Within this political system, the districts resemble municipalities with their own responsibilities.

III. Action One: Development of a CO₂ reduction plan for the commercial area “Schnackenburgallee” in the District of Altona and the District of Eimsbüttel

Background

Based on the exchange of experience facilitated by MOLOC, the District of Altona together with the neighbouring District of Eimsbüttel decided to develop a CO₂ reduction plan for the commercial area “Schnackenburgallee” (the commercial area stretches both districts). Within the District of Altona (274.702 inhabitants as of December 2018), the neighbourhood “Schnackenburgsallee” is the biggest cohesive commercial area, also being responsible for most of the CO₂ emissions within the district. The following district map shows the energy consumption of buildings with said commercial area consuming most of the energy:

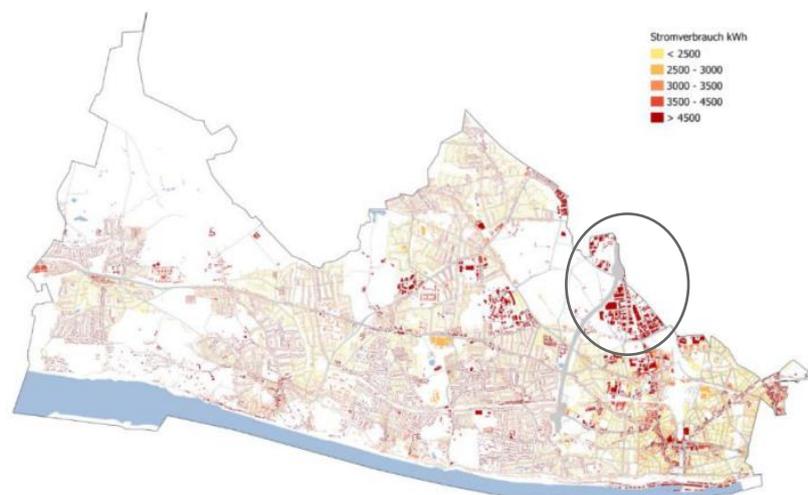


Abbildung 22: Stromverbrauch der Gebäude im Bezirk Altona (Quelle: ZEBAU GmbH / Daten LGV)

From the point of view of the district administration, the high emission levels required a response. The Interreg Europe project MOLOC became the framework within which the response took shape. Crucial in this regard was the exchange of experience with our fellow European partners. PP3 Central Mining Institute, for example, focused on the Low-Carbon Economy Plan for the City of Katowice with its main aim of improving energy efficiency in public buildings. PP2 City of Turin aims at revising their General Master Plan by including criteria of environmental sustainability. Both cities can be considered as examples of how to reduce CO₂ emissions by means of urban planning instruments. Additionally, two studies realised by our external expert “Centre for Energy, Construction, Architecture and the Environment” (ZEBAU) were crucial for this decision to develop a CO₂ reduction plan for this part of the district.

The ZEBAU studies provided a detailed analysis of the commercial area and its infrastructure. They mapped the status quo and identified future areas of action and strategies on how to reduce CO₂. Here are some of the findings:

- **Mobility:** The commercial park only has limited access to the public transport net. Commuting by bike is also not a convenient alternative as bike lanes are non-existent or not in a good shape. Car sharing offers do not exist nor do public e-charging stations. Hence, employees do not have the option to use a less or non-fossil mobility alternative.

- Heat and electricity supply: The resident enterprises do not have access to district heating. Furthermore, photovoltaic installations are non-existent. This means that more renewable energy supply is needed.
- Climate adaptation: The surface of the commercial area is sealed to a high degree. By contrast, high quality urban green areas are completely lacking. Buildings are also lacking green solutions like green roofs. Consequently, the neighbourhood has a high bioclimatic exposure.

Based on said status quo analysis, ZEBAU proposed potential measures to be implemented like e.g. industrial waste heat, the installation of photovoltaic systems, mobility alternatives as well as the development of green islands.

During the first phase of MOLOC, it thus became clear that the high emission levels could best be addressed by a comprehensive plan. Not only that the Hamburg Climate Plan of 2015 had authorized the districts to become active in this regard; the development of a CO₂ reduction plan for a commercial area like Schnackenburgallee can also work as a best practice example for other commercial parks within the city.

Action

A CO₂ reduction plan for the commercial area “Schnackenburgallee” (138 ha in the District of Altona) will implement CO₂ reduction planning at the local level as envisaged by the Hamburg Climate Plan of 2015. The action can be subdivided into different steps that partially build on the work done within MOLOC.

- a. Based on the status quo analysis conducted by ZEBAU, the District of Altona and the District of Eimsbüttel will develop a first draft of measures.

During the first phase of MOLOC, we (MOLOC partners & Hamburg stakeholders) discussed the importance of participation in planning projects. As Energy Cities analysed in their report “Low carbon city: Obstacles and solutions identified by the city partners” (May 2019) all MOLOC partners identified participation of “users” as one of the core issue regarding the transition to a low carbon economy. This also applies to our context. Whereas housing and urban development generally tends to attract many local residents within Hamburg who are eager to integrating their views into the planning process, participation in the context of a commercial area brings along different challenges. CEOs and / or staff of enterprises do generally have less time at their disposal than local residents getting involved in their free time. Accordingly, an appropriate participatory methodology for such commercial context has to be developed:

- b. The District of Altona and the District of Eimsbüttel will discuss the first draft of measures with relevant local stakeholders / “users”. They will organize a kick-off event for stakeholders (CEOs, staff, real estate owners) plus smaller workshops on specific measures. These insights will be integrated into the drafting of a second version of the measure catalogue.
- c. Another step will be the writing of a controlling concept...
- d. ...and a communication concept for a wider audience.
- e. As a last step, the district parliament has to decide if they adapt this CO₂ reduction plan.

Players involved

District of Altona & District of Eimsbüttel plus “users” and stakeholders like the Chamber of Crafts and the Chamber of Commerce (see above)

Funding sources & costs

The District of Altona and the District of Eimsbüttel applied for funding at the National Climate Initiative, sponsored by the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety. The National Climate Initiative promotes climate action at the local level; among others, the initiative financially supports municipalities to become active on this matter (see: <https://www.klimaschutz.de/en>). In September 2019, the National Climate Initiative notified both districts that their application was successful. The districts will receive 64.200€ for one year with the aim of developing a CO2 reduction plan.

Timeframe

The District of Altona and the District of Eimsbüttel will develop a CO2 reduction plan within the next year (see funding sources).

IV. Action Two: Establishment of a Neighbourhood Management

Background

PP4 Hamburg furthermore proposes the establishment of a neighbourhood management for “Schnackenburgallee”. This idea is based on the learning process we had during the first phase. In the report “Low carbon city: Obstacles and solutions identified by the city partners”, second deliverable of MOLOC project (May 2019), Energy Cities named short-term and silo thinking as an obstacle to a low carbon city. Regarding the commercial area “Schnackenburgallee”, it thus exists the danger that different authorities “forget” about the CO2 reduction plan (once enacted) and/or that they do not coordinate the measures. In addition, this idea of establishing a neighbourhood management took inspiration from Lille’s Sustainable Housing Centre⁵ as well as Katowice’s Municipal Energy Information Centre that both ensure the continuous flow of information (for details, see below).

Action

The CO2 reduction plan will outline measures concerning different public sectors like mobility, heat and electricity supply as well as climate adaptation. The responsibility for implementing such measures does not lie with the District of Altona only. Other public institutions within the City of Hamburg need to be involved as well: that is, the Hamburg Ministry of the Economy, the Hamburg Ministry of Energy and the Environment, the Hamburg Public Transport Association, Hamburg Energy – to name just of few of the concerned parties. A neighbourhood manager, employed by the District of Altona, could ensure the implementation and coordination of measures to be outlined in the CO2 reduction plan.

⁵ <https://www.interreurope.eu/policylearning/good-practices/item/2914/sustainable-housing-centre/>

Additionally, from the point of view of local stakeholders (CEOs, staff, real estate owners), s/he would also act as the interface between local enterprises and administration, facilitating transparent communication processes as well as informing about administrative support in the transition to a more energy-efficient morphology. This latter idea is inspired by the Municipal Energy Information Centre established in Katowice as well as a similar project in Lille. These centres were motivated by the understanding that citizens often lack advice and information about energy efficiency and funding schemes. Analogously, the neighbourhood manager would regularly inform local enterprises about policies and funding schemes within the city and at the national / European level to facilitating SMEs investments into low-carbon technology.

The establishment of a neighbourhood management for the commercial area “Schnackenburgallee” can act as a best practice for similar neighbourhoods within the city. The December 2019 update of the climate plan (see Fn. 2) is already responsive in this regard. In the section on the economy it says: “Climate managers facilitate the direct communication with local enterprises” (p. 45; translation my own). As a measure the updated version thus proposes the employment of such climate manager for each district.⁶

Funding sources, timeframe & costs

The district’s climate managers have to be included into the city’s budget planning. The Senate of the Free and Hanseatic City of Hamburg (the city-wide government) has to issue a request to the Hamburg Parliament (“Die Bürgerschaft”) in order to add positions to the respective chapters of the budget planning (for the District of Altona, section 1.3.). Hamburg has a biennial budget with the current plan being for 2019/2020. The next budget plan will be issued for the years 2021/2022.

Players involved

The Senate of the Free and Hanseatic City of Hamburg plus the Hamburg Parliament

⁶ Updated climate plan: <https://www.hamburg.de/contentblob/13287332/bc25a62e559c42bfaae795775ef1ab4e/data/d-erste-fortschreibung-hamburger-klimaplan.pdf> (only in German)