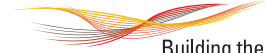


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# Managing Urbanisation – Towards Sustainable Cities



## 10 reasons for urban development

### 1. Urbanisation: the world has become a city

More than 50% of the world's population now lives in cities and that figure is set to rise to 75% by 2050.<sup>1</sup> High urbanisation rates in Asia and Africa<sup>2</sup> reflect the fact that the focus of global urbanisation has long since shifted to developing countries and emerging economies. Twice as many people – 2.3 billion – live in urban agglomerations in those countries as live in cities in industrialised nations. In 2030 that number will rise to four times as many – 3.9 billion; approximately 60% of those will be below the age of 18.<sup>3</sup> And so the future of developing countries is increasingly being determined by urbanisation and a population structure that has a disproportionate number of young people.

Established mega regions like Sao Paulo or Mumbai, as well as small and medium-sized cities will become the key living and economic spaces in this urban millennium.

### 2. Prosperity: productive cities lay the foundation for economic development

Up to 80% of gross domestic product is generated in cities.<sup>4</sup> Since cities provide access to labour and information, private initiatives and available infrastructure, mobility and institutions, they create a macroeconomic enabling environment for sustainable economic growth. In a globalised economy, cities represent hubs where products, services and information can be transferred and made available. Because cities are the engines driving economic growth, they provide key impetus for the national and global economy.

### 3. Successful poverty reduction: international commitments are implemented with cities

Cities hold great potential for contributing in key ways to implementing international agreements such as the Millennium Development Goals (MDGs). It is in cities that the relevant strategies are developed and where great efficiency and impact is achieved through the coordinated use of limited financial resources. In view of, for example, the MDG Target 7.D (“a significant improvement in the lives of at least 100 million slum dwellers”), it is in cities, more than anywhere else, that people have the potential to get out of poverty. Urban poverty and slums are, however, a growing problem in developing countries that needs to be addressed by means of integrated approaches at local level. Pro-poor programmes in cities provide better and legally protected living conditions, education and training, jobs and access to social services.

### 4. Partners: cities are strong international actors

Reforms such as state modernisation and decentralisation strengthen the autonomy and performance of urban administrations. Because scopes for action are broadening and powers are expanding at municipal level, cities are increasingly being regarded by international development agencies, banks and private enterprise as autonomous, equal actors. Cities are seizing these opportunities to engage in direct partnerships – including among themselves – to drive forward their development. Hence, they are gaining more and more weight in international politics. It is rapidly developing medium-sized cities in particular that need to build capacities and infrastructure in this context in order to be able to meet the new challenges they are facing and the new roles they have taken on.

### 5. Climate change and biodiversity: cities are involved in decisions on global climate targets and have a significant impact on ecosystems

Cities are currently responsible for producing 70% of greenhouse gases<sup>5</sup> and share the burden of responsibility for global climate change. They are thus important partners and actors in international climate policy and are increasingly leading the way when it comes to energy-efficient infrastructure planning, for instance. At the same time, on account of their population density, building stock and infrastructure, cities are directly exposed to the risks associated with climate change, for example typhoons in coastal regions, heat waves and landslides. Extreme weather events and environmental problems in particular impact on the poor population on account of their often precarious housing situation. Cities have a key, sometimes negative, impact on ecosystems even beyond their city boundaries. At the same time they are dependent on ecosystem services and functions, for instance safe drinking water. Where ecosystems are intact it is easier to adapt to climate change; they also represent important

<sup>1</sup> UN HABITAT: State of the World's Cities 2010/2011. Nairobi, United Nations Human Settlements Programme 2007. p. 12.

<sup>2</sup> United Nations : World Urbanization Prospects: The 2007 Revision Population Database. New York 2008.

<sup>3</sup> UNFPA State of World Population 2007. Internet: [http://www.unfpa.org/swp/2007/english/chapter\\_2/changing\\_demographics.html](http://www.unfpa.org/swp/2007/english/chapter_2/changing_demographics.html), 09. Aug. 2011.

<sup>4</sup> UNEP: Towards a Green Economy. Pathways to Sustainable Development and Poverty Eradication, Cities – Investing in energy and resource efficiency. p. 457. Nairobi.

<sup>5</sup> The Worldwatch Institute: State of the World. Our Urban Future. New York (W.W. Norton & Company) 2007.

recreational areas. Urban development thus increasingly needs to take the preservation of biodiversity into account in order that important ecosystem services and functions can be guaranteed in the long term.

#### **6. Equal opportunities: promoting a socially inclusive city**

Urban environments foster personal development in a way that for many is linked to the hope of better living conditions and social mobility. Cities are places where social change takes place, where the young and women are more easily able to develop their full potential, given that their political and social participation and individual scope for decision-making are often limited on account of traditional decision-making mechanisms. Cities come to the fore because they provide new models of what constitutes a socially inclusive city and have special programmes for women and youth. Marginal groups in particular are generally excluded from formal economic, social and political networks and have only limited chances of benefitting from the development opportunities that open up on account of economic growth in cities. Participation and political empowerment are thus key factors in an urban society when it comes to enhancing equality of opportunities and social inclusion. At the same time, citizen-friendly infrastructure development that improves mobility in urban transportation, for instance, facilitates interaction between different social groups and fosters social cohesion.

#### **7. Safety: a safe city promotes development and democracy**

Measures for the prevention of urban violence and crime promote social and economic stability. This is especially evident in those districts in which significant social and economic imbalances, lack of prospects, and violence and crime have become firmly entrenched. Private and public investments in particular steer clear of those districts in which public safety cannot be guaranteed. Safety in cities is a key concern of development policy when it comes to underpinning the successes of ongoing development efforts to create socially inclusive cities worth living in and establishing democratic structures and processes.

#### **8. Governance: good governance becomes tangible in cities**

Municipal governments take decisions that have a direct impact on the lives of city dwellers, ranging from land rights to choosing where to build schools and health stations. It is in cities that the state meets its citizens face to face, calling on civil society and private enterprise to actively have a say in political matters, to participate in decision-making processes and monitor services provided by municipal authorities. Civil society, private enterprise and politics therefore contribute to joint responsibility and create an environment in which cities take on more responsibility for democratic consensus.

#### **9. Urbanity: cities are innovative catalysts for development**

Cities provide a creative environment for social, economic, green and political innovations. They enable close and rapid exchange between all those involved – the precondition for developing viable strategies. This is where the application of local knowledge can be combined with concrete implementation to meet current challenges, for instance resource consumption. Cities use these synergies to benefit development, they formulate integrated and economically viable solutions, and at the same time take steps to overcome the most diverse challenges. Cities are thus often forerunners of developments that later take root at national and international level.

#### **10. Economic cooperation: demand is growing in cities**

There is great demand for the private sector to support cities in meeting the challenges arising in regard to modernising the infrastructure and administration. Supplying the growing population and adapting to national and international standards calls for technical and management solutions ranging from new information and communication technologies (ICTs) to the energy-efficient modernisation of existing buildings. The private sector in Germany and its institutions, chambers of commerce, and industrial and professional associations are available as partners for cities in emerging economies and developing countries and can provide investments and know-how.

# Cities and climate change

## 1. Relevance

It is in cities that the causes and effects of climate change and the actors responsible for effective climate policy and innovative solutions converge. Particular attention is focused on municipalities, since they are an important partner of German development cooperation when it comes to adapting public services and infrastructures at local level and representing local interests at international level. Given their ability to respond to the needs of citizens, companies and political decision-makers, cities are in a position to establish the political and organisational structures needed to adapt to climate change.

The consequences of climate change will impact broadly on urban ways of life. Cities in coastal regions will be most severely affected by flooding. Fifteen of the world's 20 megacities<sup>1</sup> are situated in low-lying coastal regions; approximately 600 million people currently live in these regions. In future, adapting to climate change will be a key task in coastal regions in Africa and Asia.

The rise in greenhouse gas emissions is regarded as one of the key causes of global warming. Most emissions originate in those areas in which production and resource consumption are concentrated. Cities are accelerating climate change on account of the high density of greenhouse gases emitted in the industrial, transportation, housing and waste sectors. Although cities cover only 0.4% of the world's surface area, they are currently emitting some 70% of greenhouse gas emissions.<sup>2</sup> As a result of urban growth, cities will be responsible for 76% of emissions in 2030.<sup>3</sup>

**The consequences of climate change are particularly evident in cities in developing countries:** While cities in the OECD countries are contributing significantly to climate change due to their overall emissions, it is poor settlements in developing countries in particular that are feeling the effects of that climate change. The majority of the world's poor live in geographical risk areas, on landslide-prone slopes or in river basin regions, which are most likely to be affected by extreme weather events. Precarious housing and living conditions, low incomes, often inadequate public services, social protection systems and infrastructure, and a high population density increase the population's vulnerability. The loss of biodiversity as a result of climate change and overexploitation also has far-reaching consequences for people living in cities, because



Cities in coastal regions are most severely affected by flooding.

it leads to the disappearance of important ecosystem services and functions, such as climate regulation.

## 2. The approach adopted by German development cooperation

**Creating synergies between urban sectors:** Sustainable urban development strategies combine an efficient resource policy with boosting the resilience of the urban population in particularly at-risk areas. An integrated approach that creates synergies between the sectors and supports both governmental and civil society actors when it comes to coordination and cooperation is especially important. That includes climate protection strategies and providing reduced-interest loans that enable adapted urban planning, building and infrastructure planning, as well as sustainable environmental management in the water and wastewater, energy, transport and waste sectors.

**Developing pro-poor adaptation strategies:** National and local adaptation strategies must conform to national development plans and poverty reduction strategies. That is why German development cooperation aims to raise awareness among local authorities and the population for the need to adapt to climate change and subsequently supports them in the required adaptation process. The

<sup>1</sup> World Bank (2010). World Development Report. Washington, World Bank, p. 91

<sup>2</sup> The Worldwatch Institute (2007). State of the World. Our Urban Future. New York, W.W. Norton & Company

<sup>3</sup> IEA (2008). World Energy Outlook. Paris, International Energy Agency, p. 12

focus here is on boosting the resilience of particularly weak population groups, infrastructure and economic cycles to natural risks (urban resilience). Risk analyses in regard to land and infrastructure use, early warning systems, training and institutional development are examples of existing approaches and instruments applied by municipal adaptation policy. Compared to technical adaptation, ecosystem-based adaptation often provides more affordable and efficient means of reducing the impact of climate change. In addition, intact ecosystems provide functions such as water, food, protection against climate extremes and recreation, which in turn benefit the local population.

#### **Involving all political and administrative levels:**

German development cooperation supports green municipal and urban development policies at international, national and local level. Standards regarding the implementation of municipal climate protection policies are developed together with international partners such as the Cities Alliance, the World Bank, UN-HABITAT, UNEP and ICLEI. At national level partner countries receive support in formulating and implementing integrated adaptation and emissions-reduction strategies that are coordinated at national, regional and local levels and become effective at international level. Establishing municipal climate partnerships has an important role to play in that, thus ensuring that internationally agreed climate protection targets can be achieved.

### **3. Practical examples**

The **City Development Initiative for Asia (CDIA)** was founded in 2007, since when it has been addressing the special infrastructural and ecological challenges faced by rapidly expanding medium-sized cities in Asia. This regional multi-donor initiative was established by the German government (BMZ) and the Asian Development Bank. The governments of Sweden, Austria and Shanghai Municipal Government are also contributing to the CDIA. This regional programme supports sustainable and pro-poor urban development and improved environmental and living conditions for the population by developing resource-efficient and socially responsible infrastructure measures and preparing them for future financing. Among other things, the projects prepared by the CDIA address the expansion of local public transport systems, waste disposal (with potential for methane storage), improved energy efficiency in buildings, and adaptation measures in the field of flood protection and drainage. As well as preparing urban investment projects, the initiative supports the improvement of local institutional frameworks through capacity development.

→ <http://cdia.asia/>

Saving energy and costs, securing an adequate energy supply and establishing effective climate protection measures in the building sector are the main goals of Ukraine's national energy policy. The Ukrainian-German project "**Effective climate protection measures in the building sector**" focuses on urgently needed improvements to the legal, institutional and financial framework for an effective national energy saving policy in the building sector. The project advises the Ministry for Housing and Communal Services and the Ministry for Regional Development and Building in elaborating draft legislation and in developing funding programmes and incentive mechanisms. At municipal level the focus is on introducing an energy management system in four pilot cities. Energy managers have already undergone training, energy plans for existing buildings have been developed, data and monitoring systems established, and preparations have been made for the exemplary energy-efficient modernisation of buildings.

→ <http://www.eeib.org.ua/>

#### **Further reading and links**

→ BMZ (2007): Climate Change and Development. Setting Development Policy Priorities, Bonn: Federal Ministry for Economic Cooperation and Development (BMZ).  
[http://www.bmz.de/en/publications/type\\_of\\_publication/information\\_flyer/flyer/Faltblatt\\_Klimawandel\\_engl.pdf](http://www.bmz.de/en/publications/type_of_publication/information_flyer/flyer/Faltblatt_Klimawandel_engl.pdf)

## Cities and safety

### 1. Relevance

As a result of the worldwide urbanisation process cities are developing into centres of social and technological innovation. They are becoming the engine driving national and global economic development. At the same time, social inequalities, a lack of economic prospects, the exclusion of disadvantaged population groups, threats and risks also clearly manifest themselves in cities. Such inequalities can engender violence and crime, which in turn has consequences for individual, social and overall urban development.

Private and public investments steer clear of high-risk districts in which public safety cannot be guaranteed. This has a direct, negative impact on the population's quality of life and on socioeconomic stability within the community. Ultimately, the success of ongoing development efforts in cities is jeopardised due to a perceived lack of security and the actual danger of encountering violence and crime.

Violence and crime have a considerable negative impact on urban areas. According to UN estimates, 60% of the total urban population in developing countries have been victims of crime at least once within the space of five years. In Latin America and Africa, that number rises to 70% of all urban dwellers, especially in poor areas.<sup>1</sup> It is the weakest in society who are remorselessly affected by material loss. Young people between the ages of 15 and 24 are the most frequent victims of violence.<sup>2</sup> Armed violence is most prevalent in sub-Saharan Africa and Central and Southern America.<sup>3</sup>

**Preventing urban violence and crime promotes economic integration:** Incorporating measures to prevent violence and crime is a key element of German development cooperation when it comes to the sustainability of urban and municipal development projects. One particular focus of these projects is on protecting especially weak and marginalised social groups, such as women, children and youth, against assault, including sexualised violence, on giving them room to develop and prospects for the future, thus enabling them to benefit from the economic development potentials inherent in urban society.

**Preventing violence and crime strengthens local democracy and the legitimacy of the state:** The more poor population groups are exposed to the risk of violence



According to UN estimates, 70 per cent of all urban dwellers in Africa have been victims of crime at least once within the space of five years.

and crime, the more political violence can become entrenched at the expense of democratic negotiation processes and the legitimacy of the state. It is especially in fragile environments in which there are only weak governmental institutions that preventive consultancy approaches are both necessary at local level and contribute to social and political stability at municipal and national level.

### 2. The approach adopted by German development cooperation

**An integrated preventative strategy:** The BMZ supports partner institutions in the conflict-sensitive negotiation and implementation of joint solutions to creating socially inclusive and safe cities. German development cooperation pursues an integrated preventative approach that focuses on spatial, institutional and target group-specific aspects. A safe living environment can only be created if the social, institutional and spatial dimensions are incorporated into urban development and these become mainstreamed in national policies and local thinking.

<sup>1</sup> UN-HABITAT (2007). Enhancing Urban Safety and Security: Global Report on Human Settlements 2007, Nairobi: United Nations Human Settlements Programme, p. 55

<sup>2</sup> UNFPA (2007). State of World Population 2007. Unleashing the Potential of Urban Growth, New York: United Nations Population Fund, p. 26

<sup>3</sup> UNDOC (2008). Global Burden of Armed Violence. Geneva, Geneva Declaration Secretariat, p. 4

The approach to spatial intervention aims to take account of standards for shaping a safe physical environment in the planning and modernisation of settlement, community and commercial areas. Measures such as street lighting or planning open public spaces have a concrete impact on the risk of violence and crime. “Violence-free spaces” are thus created, enabling the population to go about their everyday business without fear.

At the same time, German development cooperation works in the social dimension to promote social cohesion and the ability of citizens, especially women and youth, to work together to overcome the problems of violence and crime. Project approaches that address youth violence and crime among other things develop participative and job-promoting measures as well as cultural and sports incentives in cooperation with actors from municipal administration, the police, civil society, providers of social services and neighbourhood organisations. In addition, trust in formal and informal institutions is strengthened, measures are taken to stop youth being stigmatised and alternatives found to criminal offences and careers. Information campaigns and advisory services that are planned with the involvement of civil society initiatives and are implemented through community policy, for example, are to be used to stem violence against women and girls.

**Expanding access to municipal services:** At-risk groups such as slum dwellers must be able to better articulate and call in their rights. For that to happen it is essential that they have better access to public services, basic social services, political participation and jobs on the formal labour market. Their personal safety increases as a result. Measures to prevent urban violence and crime prove to be effective where they reduce extreme social differences and strengthen cohesion among urban societies. This reduces the causes of conflict, eliminates long-established tension between population groups and supports governance at local level and beyond.

### 3. Practical examples

The project “**Violence Prevention through Urban Upgrading**” in Khayelitsha (Cape Town), South Africa is one example of how various preventative approaches can be successfully integrated. German development cooperation, Cape Town City Council, the South African Ministry of Finance and the Khayelitsha Development Fund (KDF) are funding the project. Creating what are known as safe node areas plus a bundle of measures such as street lighting, voluntary neighbourhood watch patrols and courses on conflict resolution strategies have noticeably reduced the crime rate in the township. Initiatives organised by the local population that the project is supporting have helped boost ownership. The relationship between the population and municipal administration has improved significantly. In May 2010 Khayelitsha won the Impumelelo Award, the country’s sustainability prize, in honour of that success.  
→ <http://www.vpuu.org>

Establishing trust in a well-functioning state based on the rule of law and in peaceful conflict-resolution strategies is a huge challenge in Colombia. A broad partnership for conflict-prevention measures at local, regional and national level are needed to meet that challenge. The project “**Peace-Building by Promoting Cooperation between Government and Civil Society**” (CERCAPAZ) that is being implemented in Colombia on behalf of the BMZ provides the recipe for that to succeed. Peace, women’s and youth organisations, local authorities, private enterprise and ministries organise training measures on non-violent conflict transformation. They launch initiatives to promote reconciliation, equal opportunities and integration among those population groups that are at risk of and affected by conflict. The Initiative for Peace Football, El GOLOMBIAO, illustrates how sport can build bridges. This variation on the game of football has its very own rules: The first goal has to be scored by a girl and extra points are awarded for fair play. Some 60,000 boys and girls in 85 communities now play football according to the GOLOMBIAO rules. Where GOLOMBIAO has become established, the influence of violent youth gangs has receded.  
→ <http://www.cercapaz.org>

#### Further reading and links

- BMZ (2010). Urban (In)Security. Joint Networking Event of German Development Cooperation. UN-HABITAT World Urban Forum 5, 22–26 March 2010, Rio de Janeiro, Brazil. Eschborn, Federal Ministry for Economic Cooperation and Development. → [http://germany-wuf.de/upload/InsessionPaper\\_Screen.pdf](http://germany-wuf.de/upload/InsessionPaper_Screen.pdf)
- [http://www.bmz.de/en/what\\_we\\_do/issues/Peace/index.html](http://www.bmz.de/en/what_we_do/issues/Peace/index.html)
- [http://www.bmz.de/en/what\\_we\\_do/issues/HumanRights/kinderrechte/index.html](http://www.bmz.de/en/what_we_do/issues/HumanRights/kinderrechte/index.html)

## Cities and good governance

### 1. Relevance

Cities represent the lowest political-administrative tier of government and are therefore very important when it comes to guaranteeing public services. They bundle local, national and global challenges because it is in cities that the answers to overarching questions such as climate change, social equality, respecting and safeguarding human rights, and political and economic stability need to be found.

But municipal authorities in developing countries are frequently under-funded and under-staffed and are thus unable adequately to fulfil the tasks required of them, such as providing public services. Reliable and continuous water and electricity supplies, wastewater and waste disposal systems, the maintenance and modernisation of buildings and infrastructure are often not a given. It is especially poor and socially disadvantaged urban dwellers that suffer, because slums and informal settlements are cut off from many municipal services. Equal access to those services, especially for poor population groups, women, migrants or people with disabilities, is thus a core concern when it comes to reducing the spatial, social and economic gap in cities.

**Cities also offer people the chance to experience good governance:** Numerous actors influence a city's development. New forms of monitoring need to be found in order to promote cooperation between these different actors in the urban space and to put the focus on the role of citizens both as owners in innovation and decision-making processes, and as users of municipal services. In practice, that means dialogue and cooperation between political and administrative decision-makers, private sector representatives and civil society. Special attention must be paid in this process to incorporating representatives of poor and marginalised urban population groups in particular. This cooperation in a spirit of partnership is to be used to create an environment in which cities take on their responsibility for democracy, integration, sustainability and a broad range of inclusive municipal services. The goal is to improve the urban living conditions of all city dwellers and to expand their opportunities for development.

The decisions taken by local governments are made more transparent and more binding when, among other things, they adopt a participative approach that responds to citizens' needs. As a result, the living conditions of the poor



City dwellers contribute their knowledge to the planning process and take on local responsibility for sustainable development.

urban population can be improved in a targeted and effective manner. Democratic good governance is thereby strengthened and public administration can more effectively provide its services to citizens. Government action thus gains credibility and legitimacy in the eyes of the population.

### 2. The approach adopted by German development cooperation

From the point of view of German development cooperation, promoting good governance means supporting partner countries in creating a reliable enabling environment for social and ecological development based on a market economy and strengthening governments in the responsible exercise of political power and public resources so as actively to prevent and combat corruption. Governmental actors and institutions are to be put in a position where they can shape their policies based on pro-poor and sustainable principles.

In terms of urban development that means promoting structural municipal reforms towards decentralisation and local self-government, i.e. advising partners on urban organisation development, on reforming local politics and administration, or in regard to municipal financial management.

Germany has extensive experience of supporting local and national governments in regard to political and fiscal

decentralisation. Good governance skills are trained at municipal level; the focus at national level is on elaborating a joint decentralisation strategy and urban policy. This multi-level approach means that experience at national level can be adapted to local needs. Germany supports good governance in cities by providing technical advisory services and financial support to improve municipal administration and empower citizens, as well as to expand public and civic commitment to strengthen civil society. Funding urban infrastructure that is adapted to local needs enables cities to provide better services to their citizens based on transparent terms and conditions and tariffs. Targeted measures promote better physical and financial access for poor population groups.

New challenges result from these ongoing urbanisation processes; research is being carried out into the emergence of mega regions and urban corridors. The results are analysed so that they can be incorporated into good governance strategies for these new urban areas.

### 3. Practical examples

Dhaka, the capital of Bangladesh, is the world's most rapidly expanding city. In 1950 it had a population of 500,000; today it is home to some 12 million people.<sup>1</sup> However, the urbanisation process in this metropolis continues to be disproportionate. Strengthening the regions and evenly distributing the population pressure across cities is becoming an increasingly urgent issue. There are enormous tasks to be overcome. Slums are also growing in all cities across the country due to the constant out-migration of, in particular, poor population groups from rural regions. In the context of a centralistic government structure the city administrations are often not in a position to provide even the most basic of services. Mismanagement, often on account of inadequately qualified staff, has serious consequences, especially for the poorest urban dwellers. There is a lack of sanitary facilities, waste management and sufficient housing.

Through its project “**Good Governance in the Urban Region**” German development cooperation is supporting advisory and training measures for competent local and national administrations in small and medium-sized cities. The aim is to provide the urban population in Bangladesh with a demand-based range of services and to improve the living conditions of the poor urban population. Approaches include holding a public debate on municipal strategies and making sure, through suitable measures, that municipal administrations are held accountable for their actions. Together with our partners we are developing a range of training courses for municipal administrations that will continue to be used by local decision-makers even after the project has come to an end.

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<sup>1</sup> Bangladesh Ministry of Planning: Sixth Five-Year Plan FY 2011 – FY 2015, 2010.

#### Further reading and links

- <http://germany-wuf.de/> (films and fact sheets with real-life examples)
- <http://www.ded.de/en/working-areas/democracy.html>

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