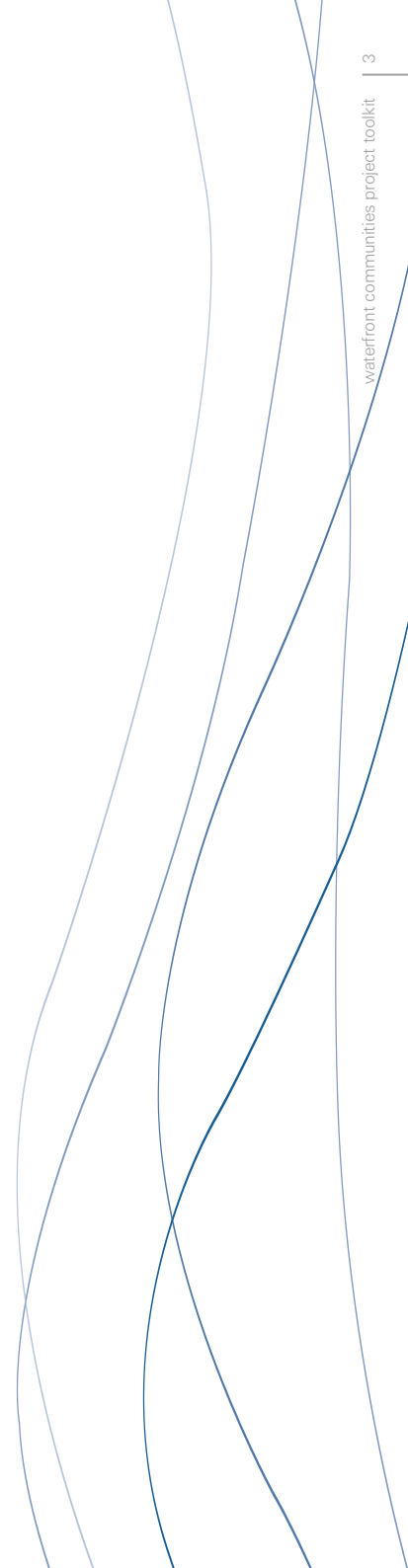




the **cool** sea

the cool sea

waterfront communities project toolkit



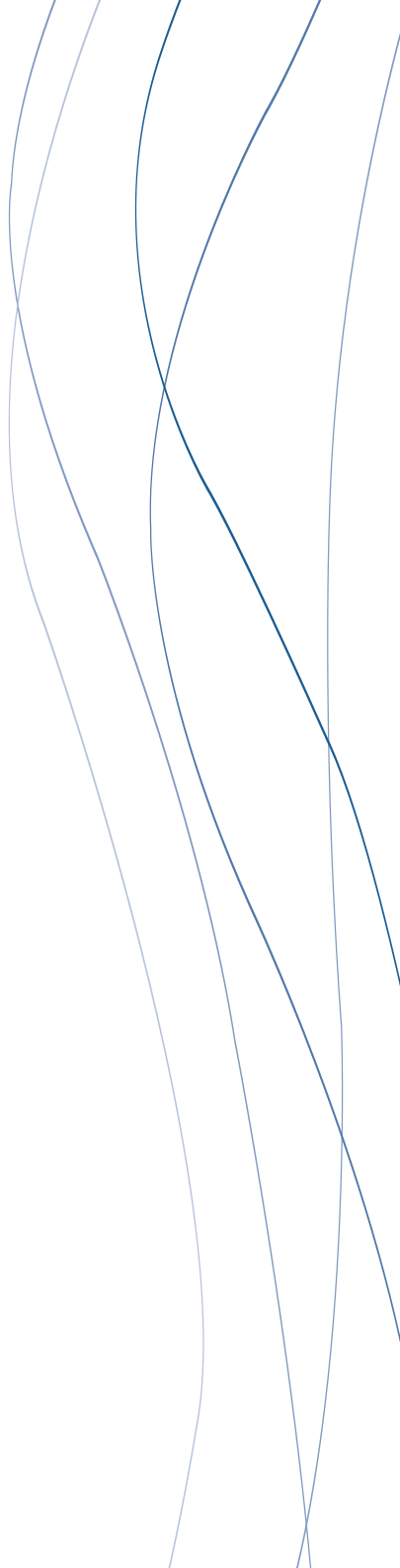
This toolkit has been edited by
Professor Michael Carley and
Dr Soledad Garcia Ferrari
with contributions from Sara Thiam
and Dr Harry Smith.

The Waterfront Communities Project
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The toolkit design has been led by Ian Smith
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organisations.



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contents



Shared waterfronts

I am very pleased to welcome the publication of this final report of the Waterfront Communities Project, launched in Edinburgh in March, 2007. The project has linked together nine North Sea cities engaged in strategic regeneration and the sustainable development of harbour and inner city areas.

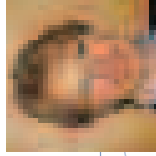
The City of Edinburgh Council is to be commended for initiating this three year, transnational project, drawing together partners from six countries, and then leading the project in association with Heriot-Watt University's School of the Built Environment. The project demonstrates the value of the international exchange of information, experience and best practice on planning and regeneration.

Scotland has long recognised the value of intellectual and cultural interaction with our near neighbours around the North Sea. This has both influenced and been influenced by these exchanges. Now that we all face together the challenges of climate change and making our cities more sustainable the value of the 'mutual learning' exemplified by this project is obvious. Scotland also has many important ports, and the project recognises their potential contribution to the sustainable movement of people and freight, including an increase in short sea shipping.

The lessons of the Waterfront Communities Project are also useful in taking forward our major reforms of the planning system. The significance of the Edinburgh Waterfront is likely to be reflected in Scotland's second National Planning Framework and the emerging city region plan. There are also lessons for progressing strategic developments through the planning system and securing effective community participation in major regeneration projects.

By their very nature trans-national projects enable us to look outside our organisational culture, to reflect on our behaviours and attitudes and to adapt approaches. This can make an important contribution to modernising governance structures and processes.

Of particular interest is the way the project has brought together cities and universities in what we called an 'action research model'. This recognises that to address major challenges such as sustainable development and social inclusion, we need partnerships which are also 'learning organisations'. The Waterfront Communities Project is a model of how to approach this.



Rhona Brankin MSP
Minister for Communities
February 2007

foreword

Waterfront City - getting it right

Before Edinburgh set up the Waterfront Communities Project we had come to understand the enormous potential of our waterfront, but we were only just beginning to realise the significant challenges we would have to face in order to achieve successful new communities at our waterfront.

We soon realised that we weren't alone in facing this challenge. Across the North Sea, many towns and cities were also starting to redevelop their waterfronts and striving to reconnect their cities to the sea. Our aim was to ask these cities the many questions that we had - Could we learn from others mistakes? Were there good practice examples that we could learn from? Did we have the right skills and knowledge? What were the right tools for the job? Did we have the right delivery mechanisms? What we needed was thinking time.

So began the seeds of a project idea bringing together cities facing similar challenges to produce a 'toolkit' for waterfront development so that we could share what we were learning with others.

We were joined in the task by our nine partners around the North Sea - Gateshead and Kingston upon Hull in the UK; Schiedam in the Netherlands, Hamburg in Germany; Aalborg and Odense in Denmark; Göteborg in Sweden and Oslo in Norway. Whilst each partner city tackled a different theme - from regional planning to 21st century living and from social integration to harbour heritage, the key theme of the project was integration. We knew that in order to 'get it right' we had to address all the issues tackled by the project simultaneously.

This 'toolkit' is the result of our labours and whilst it doesn't have all the answers it endeavours to provide professionals with a resource to enable them to 'get it right' and work towards the creation of successful, sustainable waterfront communities.

The redevelopment of Edinburgh's Waterfront will be the biggest expansion Edinburgh will experience since the New Town plan of Lord Provost George Drummond. The new town plan led to Edinburgh being called 'the Athens of the North'. It is therefore highly appropriate that Edinburgh has led a project, which endeavours to give our award winning planning department the tools to help make this happen in the 21st century.

In using the toolkit you should bear in mind the oath sworn by the citizens of ancient Athens:

'We will leave this city not less but greater, better and more beautiful than it was left to us'.

Use this toolkit well!

Cllr Gordon Munro

City of Edinburgh Council
Councillor for Harbour Ward

Chair of North & Leith Local Development Committee
Chair Waterfront Communities Project Steering Group



foreword

International cooperation

The Cool Sea is the Waterfront Communities Project (WCP) 'toolkit', which captures the learning from 3 years joint work among 9 North Sea cities, engaged in the regeneration of their waterfronts.

The WCP learning network exemplifies the partnerships that have been created throughout the North Sea as a result of the Interreg IIB North Sea Programme, bringing together professionals from different backgrounds and sectors, involving small towns as well as large cities to tackle the challenges facing urban areas.

Lack of housing, social exclusion and a polluted environment are some of the major challenges facing urban areas, which are all part of the WCP. The multiple challenges of waterfront development require a range of responses, such as those shown in this book, to ensure lasting results.

Networks like the WCP are important for the exchange of experience and the influence they bring in shaping future activities in the field. The pilots undertaken by the WCP partners have provided valuable information, which will guide the future development of these cities. The guidelines and tools generated in the process and recorded in this toolkit will make this knowledge available throughout the North Sea Region and beyond.



Lorraine George

Head of Programme Secretariat
Interreg IIB North Sea Programme
www.interregnorthsea.org

foreword



The waterfront communities project

The biggest overall challenge to waterfront regeneration is to achieve an **integrated approach** which can simultaneously address a range of key issues - from the strategic to the very local, and from the physical design to the realisation of the economic and social potential of the area.

It is only from such an integrated approach that the port cities of the North Sea will realise maximum benefit from the unique opportunities offered by waterfront regeneration. The involvement of professionals from a range of disciplines and sectors is a key feature of this approach.

A tale of nine cities

Led by the City of Edinburgh Council project partners include Aalborg and Odense in Denmark, Kingston upon Hull and Gateshead in the UK, Schiedam in Netherlands, Oslo in Norway, Göteborg in Sweden, and Hamburg in Germany.

Each city has experimented with new ways of tackling a particular challenge of waterfront development, such as integrating new and existing communities or forging transport links between the waterfront and the city. Research partners have worked with each city team to capture and share the lessons learned and this toolkit aims to disseminate these findings more widely so that the learning generated can improve waterfront regeneration in the North Sea and beyond.

A thematic approach

Project activities have been organised in relation to nine project themes, with each partner city leading on a different theme. This approach enabled cities to consider a wider range of issues than would have been possible working in isolation and generated considerable learning about the interrelated nature of the issues which impact on waterfront development.

As well as improving local processes of regeneration by testing new approaches, which addressed key regeneration challenges, partners have gathered examples of practice from across the network and beyond in relation to the theme on which they are leading.

Cities have learnt from one another through regular transnational meetings, secondments to one another city and joint study visits in the North Sea area and beyond.

The project has been funded by the Interreg IIB North Sea programme and the former ODPM (Office of the Deputy Prime Minister) in the UK.

introduction

The north sea context

Time was when the North Sea's harbours and ports were gateways to our cities and towns and vibrant communities in their own right. Changes in cargo handling technology, the decline of the fishing industry and the consolidation of business in fewer larger ports have left smaller harbours with little economic activity and large amounts of disused former industrial land. Even large ports such as Hamburg are seeing the cargo business move away from the traditional town-side harbour. All of these factors have contributed to rising unemployment in traditional harbour areas and waterfront communities characterised by physical dereliction and social deprivation.

As a result, increasing pressures on land use in urban areas in recent years, has led many waterfront cities to rediscover their waterfronts, earmarking them for redevelopment. These areas offer exciting potential for high quality urban regeneration characterised by a vibrant mix of refurbished historic buildings and new developments. With new economic activity, employment and housing, and a lively mix of households, new waterfront neighbourhoods can contribute to any city's overall development ideals.

It is not enough, however, simply to build new buildings or to refurbish old ones. Given the importance of waterfront areas, it is vital to create real communities and re-establish links between the waterfront and the wider urban fabric. This presents major challenges in planning, urban design, citizen participation and infrastructure. Regeneration therefore needs to be carried out to a clear programme to meet multiple social, economic and physical objectives within a sustainable framework.

Part of the solution to economic decline of older traditional businesses is to create new sources of employment in waterfront areas in the high-tech, knowledge-based industries of the 21st century. However, this brings with it the risk that regeneration is dominated by the interests of speculative property development, ignoring local residents' pressing need for socio-economic renewal and wider public benefit.

Another risk is superficial redevelopment aimed at providing housing for wealthy households and/or tourist facilities, while ignoring the need for the social inclusion of existing residents and neighbourhoods. This is a particular factor in areas seeing an influx of new residents from socially excluded groups, such as recent immigrant groups, and increases the need to make redevelopment socially and economically inclusive and therefore sustainable.

On the positive side, the North Sea's waterfront communities are test beds for urban regeneration, leading-edge sustainability and quality in the built environment. But the task goes beyond physical or economic regeneration. Europe's citizens now expect to be invited to participate in regeneration processes. This suggests that redevelopment must be done in a way that fosters not only quality urban design but also better citizen participation, so that citizens are part of the process rather than just the recipients of the results. Involving citizens in decisions means better decisions, better implementation and more positive attitudes to local government.

introduction

Toolkit guide

This report brings together the learning of the Waterfront Communities Project in terms of tools and methods which can be applied to waterfront regeneration tasks. The report is organised according to the nine themes of the WCP within which pilot initiatives in the ten partner cities were carried out, and an eleventh theme on action research was later included. The themes and chapters of this report are organised in three broad groups:

Meeting strategic objectives and fostering organisational innovation

1. Integrating waterfront with city-region strategic objectives
2. Developing vision and consensus around waterfront regeneration
3. Fostering social integration
4. Encouraging citizen participation

Setting standards for urban and social design quality

5. Environments for 21st century living
6. Integrating waterfronts and sustainable transport into the urban fabric
7. Achieving design quality in the public realm
8. Building on harbour heritage
9. Bridging activities in the implementation of regeneration programmes

Linking cities and academic organisations for regeneration

10. Special purpose organisational models for waterfront regeneration
11. Implementing an action research model and other innovative methodologies

For each of these themes, except the last, one of the WCP's partner cities has taken the lead using a pilot project in their city to implement and evaluate approaches and tools which can contribute to better practice in waterfront regeneration for the theme. The lead partner on each theme also draws together learning from other cities in the project on this and other themes, highlighting the significance of transnational learning in the overall project. The last theme draws in particular on the learning of the academic partners across the project. A concluding chapter explores some cross-cutting themes in waterfront regeneration, as they arise from the eleven themes explored.

introduction

Contents and structure of the toolkit

In the last stage of the project the need to communicate and disseminate the project's findings and learning points in order to contribute to the development of other waterfront areas is essential. How can key ideas be expressed within this complex background of waterfront development? How can key learning points be highlighted but at the same time the analytical process behind these explained in depth?

This toolkit aims to help developers, practitioners, planners and the general public to access to the key learning points of the WCP's experience and at the same time to understand, how this project evolved, why these recommendations are presented highlighting key aspects of the way forward.

This book therefore reflects both the complexity of waterfront development processes and provides clear, useful concepts that could be applied by practitioners, developers and the general public. The information on each theme is presented in this toolkit through overlapping layers that can be followed throughout the book in each theme as follows:

- **Layer 1:** focuses on providing guidelines and recommendations related to a particular theme. These are clear concepts with significant relevance for the development of waterfront areas.
- **Layer 2:** proposes useful tools that can be applied to achieve the recommendations presented in Layer 1 and reflects the learning experience from each city on a specific theme. In this section information from the additional activities that WCP's partners undertook can be found.
- **Layer 3:** describes further the specific context and experience of each city in the learning of a specific theme and this is supported by all other activities that emerged from participating in the WCP of each city during the WCP process.
- **Layer 4:** highlights learning from across the project partners in relation to that particular theme

In summary the reader will find for each theme:

- guidelines and key recommendations to arise from the theme for practitioners and policy makers
- a list and summary of tools and key learning points
- how these relate to the challenges of waterfront regeneration
- a brief description of the pilot (or learning) project(s)
- the urban and/or policy context of the pilot project
- discussion of tools tested/evaluated in the pilot project by the lead city
- sources of further information on those tools and approaches
- good practice examples from other partner cities

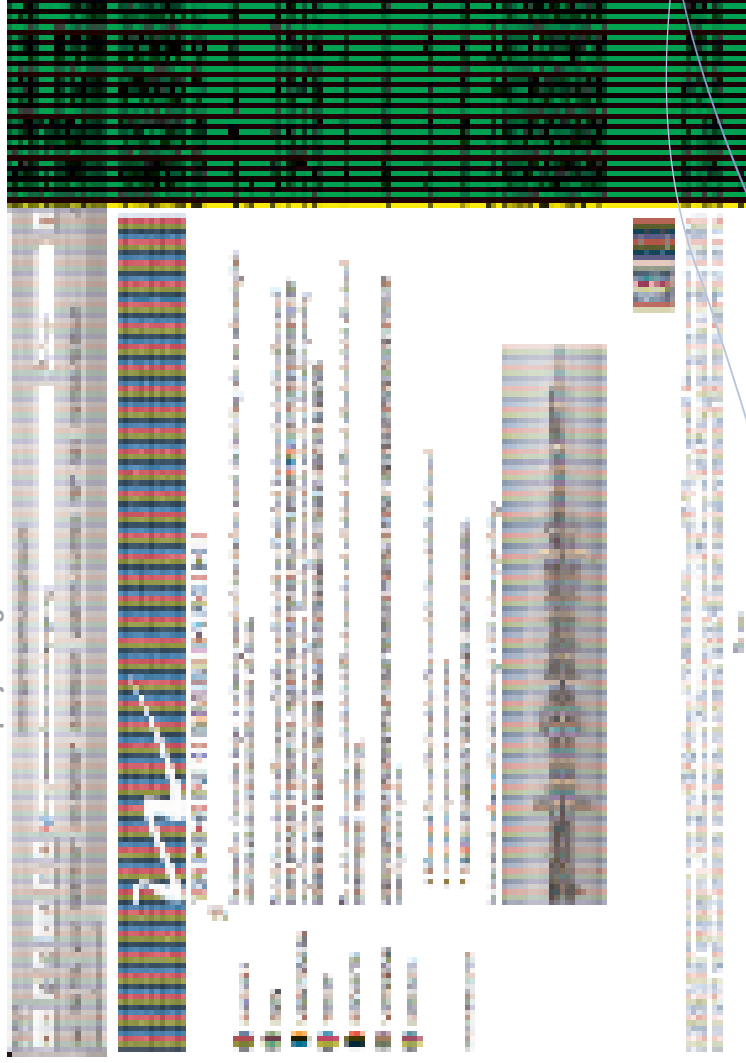
introduction

Project website

The purpose of bringing together this information is to inspire good practice in waterfront regeneration. Clearly the application of tools and approaches transferred from one city to another needs to be taken forward with full regard for local circumstances. Wherever possible in each chapter both the advantages and limitations of the application of tools have been discussed.

In addition to this toolkit an online database is available including detailed profiles of the regeneration tasks of each partner city (and many others) along with a series of Practice Briefings prepared by each partner city, which gives more detailed contextual information on pilot initiatives in that city.

www.waterfrontcommunitiesproject.org



introduction



• Oslo

• Göteborg

• Aalborg

• Odense

• Hamburg

• Edinburgh

• Gateshead-Newcastle

• Kingston upon Hull

• Schiedam

Edinburgh
pop:450,000

Leith Docks

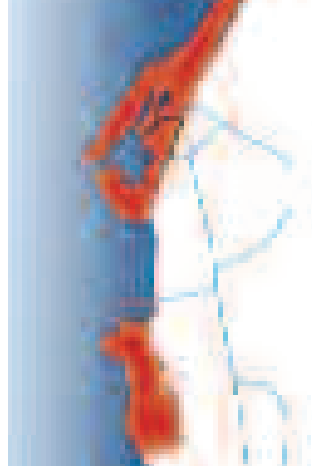
172 hectares of docks and associated port land owned by Forth Ports Plc. The Leith Docks Development Framework (LDDF) will guide the future development of the area.

Western Harbour

43 hectares of industrial and reclaimed land owned by Forth Ports Plc. The site is being redeveloped for housing and associated uses around a large central park.

Granton

140 hectares. Formerly an area of gas works, petrol storage and industrial and storage uses. The site is owned by a Council arms length company - Waterfront Edinburgh as well as the gas provider (National Grid) and Forth Ports. The Granton Masterplan demonstrated how a new 'urban quarter' could be developed, with housing, business uses, local shops, schools and other supporting services.



Edinburgh

Schiedam

pop: 75,000 (In The Rotterdam Hinterland)

Schiedam forms part of the Rotterdam Region (1.2 million), and cooperates closely with its largest neighbour Rotterdam (600,000), the largest port in Europe and the gateway to North Western Europe. Schiedam has a well developed transport infrastructure, is a key transport intersection and has a historical city centre.

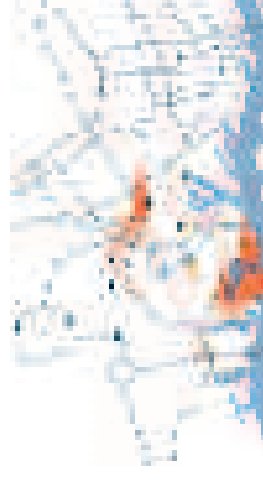
The **Schieveste** development (16ha) will provide retail and office jobs, housing and recreational facilities as well as a regional education centre for local people in the Rotterdam hinterland and serve as an important node in regional, national and international transport network. Time span 2005-2020.

The **Wilhelmina Harbour** (70ha.) is to be transformed from a former industrial area, combining land and water with housing, retail, business and cultural/tourism opportunities. A masterplan will set out a work programme for 2006-2025. Reconnecting the waterfront with the city centre will be a key objective.

Rotterdam

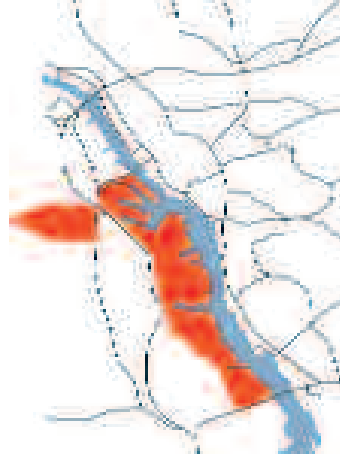
Stadhavens (975 ha.), one of largest redevelopment sites in Europe along with London Docklands is situated right next to Schiedam and is to be developed over the next 20 years.

Kop van Zuid (90 ha.) is due for completion by 2010



Schiedam

Göteborg



Göteborg
pop: 475,800

Norra Älvstrand 5km stretch of the Göte Älv riverbank between the two bridges former site of the city's shipyards

The **Göta Tunnel** project will remove the current traffic barrier between the city and its waterfront and open up the southern riverbank (Södra Älvstranden) to the people of Göteborg.

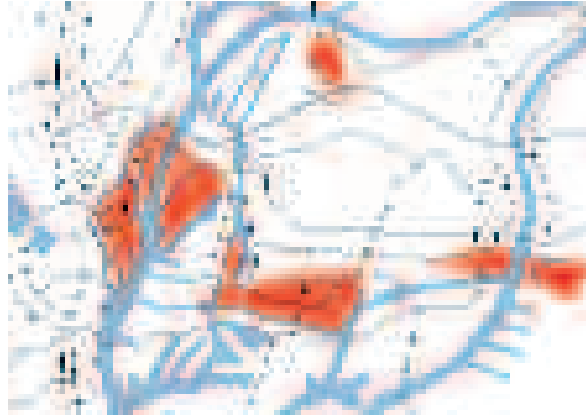
The **Östra Kvillebäcken hinterland** area is strategically located close to the city centre and has been earmarked for regeneration in order to tackle issues such as public safety.

Hamburg
 pop: 1.7 Million
 partners:
 Tutech Innovation GmbH
 Freie Und Hansestadt Hamburg
 Hafencity Hamburg Development Company

Hafencity (155 hectares) mixed use development located immediately adjacent to the city centre - set to grow the centre by 40% and with the world's oldest warehouse complex (Speicherstadt).

Harburg Castle Island (33 hectares) mixed use development located in Harburg's Inner Port. Phase I to 2008. Final transformation phase 2013.

Wilhelmsburg/Veddel: The 'Leap Across the Elbe' project identifies 5 key development sites on the Elbe Island (Wilhelmsburg/Veddel) with final completion dates of 2013 including a 95 hectares site intended for the 2013 garden festival. The island is 37 km².



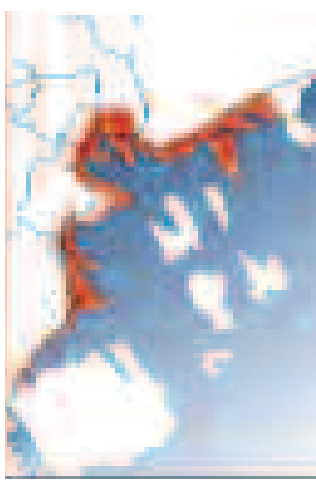
Hamburg

Oslo
 pop: 525,000

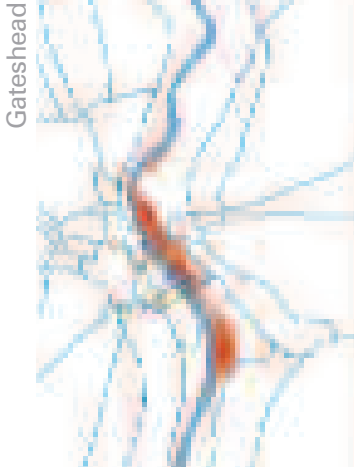
The total Fjord City area comprises 225 hectares and is approximately 10 km long stretching from Frognerstranda in the west to Ormsund in the southeast.

The waterfront is largely uninhabited and very close to the city centre. The key areas are: Filipstad (43 hectares)

Vippetangen-Revierkaia (12 hectares)
 Kongshavn, Sjørøya and Ormsund-Bekkelaget (66 hectares) to include a temporary container terminal



Oslo



Gateshead
 pop: 196,000 (500,000 With Newcastle)

Staites South Bank -16.2 hectares, 700 homes

St James - 15 ha.

Gateshead Quays 2 (GQ2) - 2.25 ha.

East Gateshead Regeneration Area - 162 ha.

partner cities

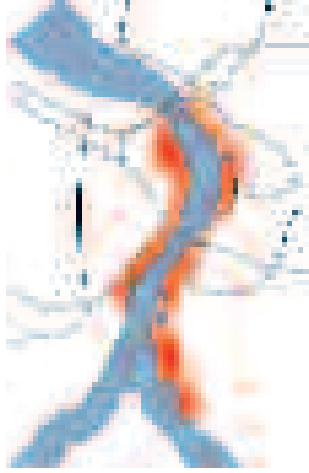
Aalborg

Population: 193,000

The area of regeneration covers up to 200 hectares of former industrial sites along the waterfront on both sides of the fjord. The key areas include:

A one km stretch of Aalborg Central Harbourfront between the Limfjord Bridge and the former power station Nordkraft. A new Utzon Architectural Centre, the House of Music, the conversion of the former power station into a new centre for culture and leisure and a harbour park and promenade combined with measures to reduce traffic are envisaged. The City Council plans to invest more than 25m Euro on infrastructure and public realm.

The former slaughterhouse area is to be redeveloped to create a contemporary urban neighbourhood linked to the city centre.



Aalborg

Hull

pop: 250,000

Hull's Urban Regeneration Company Citybuild is focusing on the City Centre and an area of West Hull (including extensive waterfront). The Masterplan identifies five strategic development areas (SDAs):

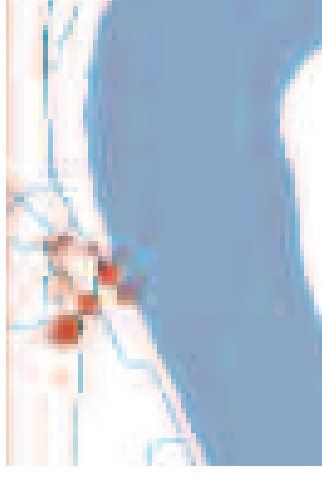
Humber Quays (7.34ha)

Quay west (6.23ha)

Fruit Market (7.72ha)

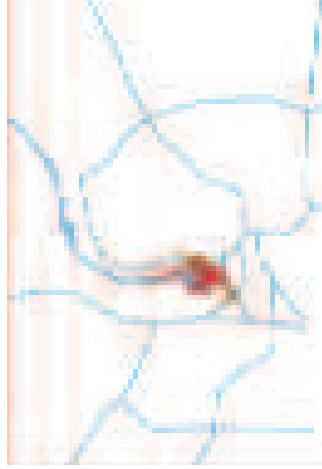
Heart of the city (5.93ha)

East bank (8.01ha)



Hull

Odense



Odense

pop: 185,000

Odense's inner harbour 130 hectares.

A man-made port several miles inland from the Fjord and the open sea.

partner cities



cross-cutting recommendations for waterfront regeneration in europe

The quality of urban vision influences all aspects of waterfront regeneration

Visioning processes, developing strong but consensual views on the future direction for the city and quality of life to be achieved, are key recommendations as starting points for urban regeneration. Big regeneration projects, like waterfronts, are a key opportunity to foster sustainable economic and social development and should not be lost to short-term thinking or solely commercial interests.

It is a key WCP finding that cities which have a clear vision of what they hope to achieve, and how this will bring benefits in the long term, are more effective in all aspects of regeneration. This vision needs to link the characteristics of the old port activities and new waterfront developments for maximum benefit. The vision also needs to ensure that new development is not a bland attempt at making money but celebrates the history of the harbour area and the benefits of sustainable, mixed use urbanisation.

The vision needs a clear view whether commercial port activities are to be retained and enhanced - to remain competitive in a global and European marketplace - or if these are best moved away from a traditional location in the urban area for most efficient provision of cargo handling. If so, this frees up land for urban expansion, or example for new housing or knowledge-based industry. Either way, the vision requires a clear sense of which economic sectors are to the focus of investment in infrastructure.

Many WCP cities are working from a strong sense of vision. For example, Hamburg's smart growth strategy focuses on sustainable urban development, including transport proposals and conservation of existing areas. Given Hamburg's size and diversity, a key aspiration is to better knit together parts of the city on either side of the many arms of the Elbe river, some quite distant from the city centre, with a 'Leap over the Elbe' long-term development strategy.

Other cities are also visionary. Oslo has looked at three scenarios for a future city which emphasises the natural environment (Oslo Park), human interrelationships (Oslo Network) or the sheer size of the city in urban amenities and diversity (Oslo Large). Göteborg's overall vision is for a 'mixed city' approach which emphasises the promotion of diversity in urban neighbourhoods.

Moving from vision to sophisticated strategy essential

In past, visioning was often discredited by vagueness or failures of implementation. Visioning is just the beginning of a process of developing sophisticated strategy for achieving economic, social and physical sustainable development. A long-range (30 to 40 year) city strategy should fit within the city-regional strategy. It should begin with goals for city life and human interaction and then create the physical and economic infrastructure to achieve these.

A vision statement is usually a succinct document, painting a broad picture of what is possible at the level of the city and region, and then assessing the impact from neighbourhood to neighbourhood along the waterfront. The purpose is to foster dialogue and build consensus and partnership around the exciting challenges and opportunities of waterfront redevelopment. Visions to be successful however, have to be converted into more tangible strategies.

The strategy translates the principles set out in the vision into practical policy, and provides the city's view of how local development plans, masterplans and site plans fit together generating a coherent image of the waterfront while maximising social and economic benefits. The strategy addresses key questions raised in the vision, for example, how does transport investment knit together waterfront neighbourhoods with the city and give the city access to the waterfront? Edinburgh and Oslo's new tram proposals are good examples of this, as is Odense's plan to reduce traffic impact in the harbour area.

A sophisticated strategy also underpins an integrated approach to regeneration which more or less simultaneously addresses a range of key issues - from the region to the city to the neighbourhood, and from physical design challenges to the realisation of the socio-economic potential of development. A good example is Odense's Harbour Development Model, which begins with social rather than physical objectives and links regeneration strategy to planning policy. Another good example is in Schiedam, where strategy encompasses steps towards the positive achievement of social integration from physical regeneration.

However, for many regeneration objectives, such as integrated transport and land use proposals to reduce CO2 and other emissions, or for economic development and job creation, the strategy needs to be integrated between the region, the city, the neighbourhood and the development site. Achieving this integration requires a planning system which is equally sophisticated at all spatial levels.

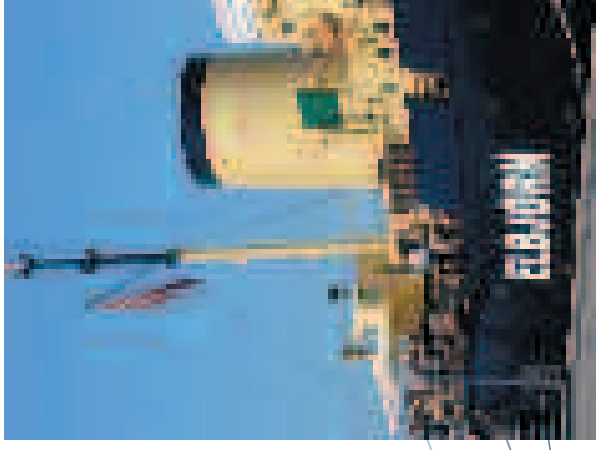
Integrated regeneration which contributes to sustainable development requires equally sophisticated and linked planning processes at region, city, neighbourhood and site levels. This spatial framework requires a high degree of coherence for achieving maximum benefits from development and regeneration.

Strategy also integrates key development areas around the city. In Hull, for example, its strategic framework integrates five Strategic Development Areas around the city centre/harbourside which, taken together, constitute a major programme to reposition the city economically, physically and socially. These were identified following appraisal that matched under-utilised land assets with market opportunities to provide economic growth, which is the foundation of regeneration.

Strategy also considers the time element of development, and how citizens can be drawn to the waterfront so that it becomes 'adopted' as part of the city. Odense and Hamburg are working with exciting experiences both in terms of temporary and permanent uses, with new public spaces and cultural facilities and events.

Key conclusions are:

- Developing sophisticated city-region strategy is an important task to achieve a number of integrated development objectives. These include integrating land use and transport to reduce commuting and thus CO2 and other emissions and reduce pressure for greenfield development. It is also important to integrate economic development and spatial planning objectives to achieve maximum benefit at a lowest environmental and social cost.
- The city-region strategy also ensures that major development opportunities, such as waterfront regeneration, achieve maximum socio-economic benefit from physical regeneration.
- A long-range (30 to 40 year) city strategy should fit within the city-region strategy. This provides a vision which, with good leadership and some compromise, consensus can be achieved to inform subsequent development of strategies and plans. A degree of consensus also builds confidence in the investment potential of the city, contributing to economic development objectives.
- The variety of approaches to city/regional planning explored in this analysis suggests there is no optimum method which applies across countries. However trends in regional planning can across the North Sea region show that many countries are moving towards non-elected regional governance based on partnership working and preparing statutory, forward thinking and strategic development plans.
- It is important to note here that while plan-making can be based on partnership working, between local authorities in the region or stakeholders in the city, good strategic plans need to be statutory or they will fail force the pace of integration necessary, such as between development objectives of the city and its hinterland.
- The plans also need to enforce integration between sectors of development, such as sustainable transport, land use and economic development.



Leadership in public planning - achieving social benefit and private profit a key challenge

Strong leadership by municipal and city-region authorities is critical to balancing commercial opportunities created by regeneration with a long-term flow of public benefits. These will be socio-economic in terms of creating opportunities for social inclusion and quality of life for all citizens and physical in terms of urban design quality and sustainability.

Given the current attractiveness of waterfront areas, a risk is that waterfront redevelopments are dominated by the interests of speculative property developers, ignoring a pressing need to achieve socio-economic renewal for local residents. On the other hand, at a time of limited public funds, if regeneration does not 'pay its way' in the marketplace, the state is increasingly unwilling to subsidise the programme. This raises the issue of the role of the public sector vis-à-vis the private sector in regeneration. The issue in turn has four dimensions:

1. What is the optimum balance between public good and private profit, and to what extent can one generate the other?
2. What is relationship of the state (political leadership, masterplan, infrastructure) and the market (property investment and development)?
3. What is role of the regeneration strategy in a dynamic situation where property value is being created by the joint action of state and market? Can a portion of the profit be appropriated for social benefit and if so, how much before there are disincentives to private investment?
4. How can all stakeholders participate in a democratic manner and then achieve consensus which balances the needs of public goods and private profit, if different stakeholders will have very different views?

In a nutshell, this is about a new role for public planning which is dynamic, participatory, market-friendly and yet, still produces a high quality environment. In Gateshead, for example, a standard of residential development which seemed acceptable in the early stages of regeneration has been substantially enhanced in the second round of regeneration, to reflect rising property prices – partly engendered by public vision and investment, such as for the Baltic, Sage Centre and Millennium Bridge. This reminds us that a simple way to ensure the public benefits from regeneration is to create high quality public spaces and then to ensure they are welcoming to everyone. Many WCP cities are creating new public spaces, such as in Hull, Schiedam, Aalborg and Odense. Oslo is attempting something more dramatic with creating a new opera house which is also a public space all over its marble-clad roof.

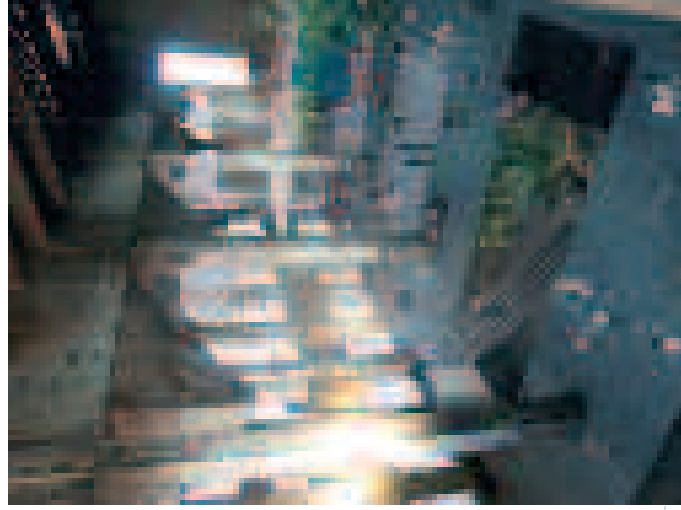
The question also exists of how 'points of learning' on regeneration practice, such as the WCP generates, are embedded in public dialogue, so they inform debate and create a citizenry knowledgeable about sustainable development, rather than just be the preserve of professionals discussing things among themselves. This is important if the development planning process is to become more democratic. The answer lies in some combination of strong political leadership, organisational innovation which meets both public and private objectives, and broad-based democratic participation. Each is explored below. In a more specific vein however a number of WCP cities, such as Oslo and Göteborg have public 'drop in' centres to spread the message about good practice in planning and regeneration. Other cities, such as Aalborg and Hamburg use international design workshops and architectural competitions to ensure that their cities and citizens benefit from world-standard design.

Leadership and organisational innovation drive forward waterfront vision and strategy

Organisational innovation is often needed to take forward complex, multi-faceted regeneration programmes. These balance public benefit and private profit in a way which creates a 'win-win' arrangement for the city as a whole as well as for land owners and property developers. Organisational innovation can be within local government itself, a partnership of key stakeholders, or a 'special purpose vehicle'.

For every regeneration strategy there is the question of 'what to do?', addressed by vision and strategy, but also the equally important question, of 'how to do it?'. Having a clear vision and even a sophisticated strategy is not usually enough to achieve complex regeneration tasks. Strong leadership is needed to mediate different views of the future of the waterfront into a consensual framework and then drive forward implementation and financing of strategic options in a context of organisational innovation.

Organisational innovation can be within local government itself, a partnership of key stakeholders, or a 'special purpose vehicle, which can be companies wholly owned by the public sector, joint venture companies jointly owned by public and private sectors or private companies committed to social and economic objectives. Overall, the quality of leadership and organisational innovation (with broad-based participation) can relate strongly to quality of development. This toolkit describes organisational innovation in Edinburgh, Hull and Hamburg.



In terms developing consensus on implementation, the WCP pilot projects demonstrate that the process of planning and participation can be as important as individual plans themselves. But strategy and plans are important, because without them meetings can be just 'talking shops', and there is no coherent assessment of the achievement of development objectives.

Without leadership and organisational innovation, the risk is not that nothing happens – this would be unlikely given the attractiveness of waterfront to private sector developers. Rather the risk is that the benefits unlocked in the regeneration process are only a small portion of what it might be achieved if private investment is guided by long-range public vision and commitment to achieve maximum social and environmental, as well as economic, benefits.

Achieving social integration through participation benefits all aspects of regeneration

Genuine participation, as opposed to mere ‘consulting’ on decisions already made, is critical to develop widespread support for challenging regeneration programmes. There are a host of participation mechanisms, some broad-based for citizens and others drawing in professional expertise from around the world. Every possible means should be considered, including using ‘harbour heritage’ as a focus of participation.

Within all the WCP pilot projects, participation is identified as a key component of successful waterfront regeneration. But it is seldom as easy as it sounds. One issue is participation for all citizens, that is broad-based, or it is for easily-managed small groups of ‘professional experts’, such as architects and engineers. The WCP demonstrates that both types of participation are important, such as ‘harbour open days’ for all the city in Odense, or the Fjord City scenario exercises in Oslo. A more rigorous option is to build social integration formally into the development process, as with Schiedam’s social supervision.

But the existence of participation is not the same as genuinely influencing the development process, nor does it answer the question of ‘what policies are available to be influenced?’ and ‘to what extent is public opinion a good guide to development objectives?’ In more than one WCP pilot project, there is evidence that participation has been invited on decisions already taken in other venues, such as in formal development plans. If it becomes obvious that participation is no more than superficial, this can discredit the process.

An additional challenge is local participation with residents of areas near regeneration zones. One risk is that new development results in an unsustainable, ‘them-and-us’ situation of social tension between wealthy incomers in new up-market housing and using new shopping and recreational/leisure facilities and traditional communities in the local area. The views of local residents are important – but not the only guide to development aspirations for regeneration sites of city-wide significance. It is important that local residents understand the logic of development proposals (which may take more than glossy presentations) and find that they do have some measure of genuine influence over the direction of the development. One aspect of this influence may be an urban design framework which ensures good integration of existing neighbourhoods with regeneration areas. This is discussed below.

Public investment in transport and infrastructure a key to unlocking economic and social benefits

At the level of city and region, integrated land use and transport is an essential task of regeneration. This is to reduce car-based commuting and thus CO2 and other emissions, and reduce pressure for greenfield.

New infrastructure and public urban spaces, such as trams, harbour promenades, pedestrian/cycling facilities, new squares and parks can all be important components contributing to physical and thus social integration.

While the role of the state may be complex and dynamic in terms of planning processes and cooperation with the private sector, there are two areas where the WCP projects demonstrate that the state's role is paramount. The first is with leading vision and strategy development – not least because mediating between competing visions, aspirations and development objectives is, in the end, a political process which combines participation and strong leadership in equal measure.

The second, more obvious role for the state is in the provision of physical infrastructure which can both benefit the city as a whole and provide a key to unlocking maximum private investment which contributes to public benefit and private profit. There are many good examples of new infrastructure and public urban spaces within the WCP such as:

- proposed new trams lines in Edinburgh and Oslo linking waterfronts to the wider city, or a new metro line to the waterfront in Hamburg;
- new railway/bus station squares in Schiedam and Oslo, as the 'gateway to the city', or a new square in Hamburg's HafenCity, with an innovative light sculpture;
- new, strikingly modern pedestrian bridges in Hull and Gateshead connecting key areas across water;
- in Aalborg, Nordkraft, a former combined heat and power station, is being reused as cultural, concert hall and sports venue;
- Brandts Cloth Mill, now a multi-purpose arts venue and a new waterfront square in Odense, which includes sports and playing facilities on top and a car park buried underneath;
- Edinburgh's proposed 15 km promenade tying together the waterfront of the entire city;
- the huge 1.5 km tunnelling project in Göteborg which sees a main highway buried to give new access from city centre to waterfront; and
- the Oslo E18 tunnel under Bjørvika.

It is obvious that these types of important public investments underpin private investment and release a stream of benefits over a century or more. However they can be increasingly difficult to fund and their absence can hinder regeneration. Hull, for example, very much needs a solution to a four-lane surface highway carrying heavy port traffic which divides the city centre from the harbour, and hampers regeneration, but Central Government is moving slowly in allocating this sufficient priority for its achievement. This separation between city centre and waterfront by highways is a typical issue in waterfront regeneration areas the world over, giving rise to the 'Big Dig' in Boston and proposals for moving the harbour-side elevated motorway in Genoa.

Sustainable transport modes of walking, cycling and public transport should receive priority in all aspects of strategy and design for regeneration areas. Bringing living, working and shopping spaces close together in regenerated waterfront areas can reduce the need to travel.

Public spaces are described as the 'joy of cities'. Their quality is also a key aspect to encouraging sustainable transport modes and redressing car dominance in cities. The urban design quality of public spaces is a key to their success.

Finally, a key aspect of transport investment in, and to and from, the waterfront is to foster sustainable transport modes: public transport, walking and cycling. The experience of Oslo, for example, is that planning for sustainable transport needs to be built into vision and strategy from the beginning to ensure that sustainable modes are dominant and that all public spaces including streets are intended to foster and 'reward' sustainable transport by their urban design quality. In terms of waterfront's role in reducing the need to travel, a key aspect of local knowledge are 'origin-destination' (OD) studies which help us understand where people currently live, work and shop.

Waterbourne transport for pedestrians and freight is another key aspect of waterfront regeneration policy.

Increasingly cities are recognising the benefits of small ferries in helping residents move about in the city.

Encouraging 'short sea shipping, which shifts freight from road to rail, and encouraging transshipment from sea to rail, is a key task not only locally but for European transport policy.

Opportunities for fostering sustainable transport also need to extend to waterbourne transport for pedestrians and freight. A number of cities are encouraging water passenger transport, in Oslo at Aker Brygge. For freight, 'short sea shipping', shifting freight from road to sea, is a key task for sustainable transport policy. In Genoa, for example, this is a key aspect of their multi-pronged waterfront regeneration programme. However, it may be crucial to have a long-range transport policy which includes objectives for short-sea shipping at a time when many smaller are closing due to lack of business and investment, or are being turned over to lucrative housing development.

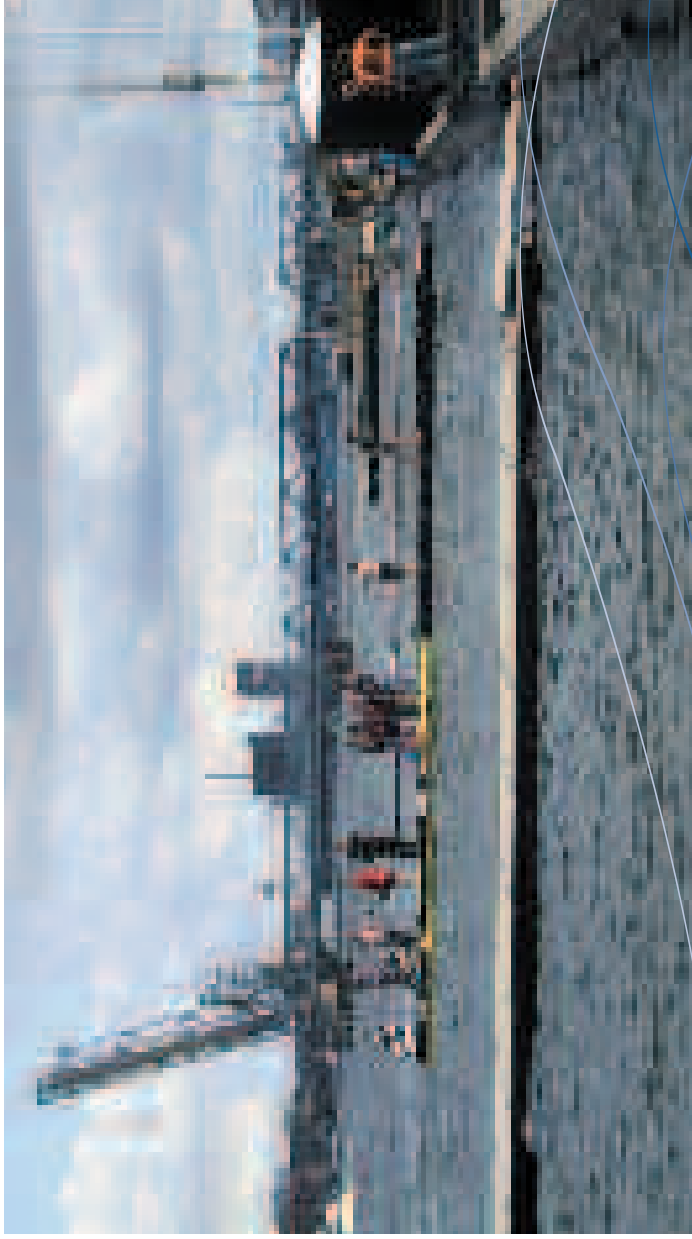
Waterfront regeneration and transport policies need to reflect on local, national and European requirements for future multi-modal freight interchange, particularly in smaller and riverine ports.

Land ownership can be a critical factor

Where local authorities are empowered to become land owners, it is easier to implement vision and strategy for public benefit in face of short-term commercial interests. The option of compulsory purchase may be enough to make land owners realise the benefits of participation. In cities where land is more likely to be vested in the private sector, cooperation or 'partnership' is a pre-condition for achievement.

A key factor which surfaced in the WCP is tension over land ownership patterns. Where local authorities can become land owners, as in Hamburg, it is easier to implement vision and strategy. In other cities, such as Schiedam and Edinburgh, where land is (increasingly) likely to be vested in the private sector, cooperation is a pre-condition for the achievement.

Land ownership patterns can also create tensions between options for development. For example, the long term objective in Göteborg of 'the mixed city' benefits from small-scale ownership of land giving rise to a real diversity of economic and social activities. But another reasonable objective of 'making things happen' in the regeneration area, would benefit from large-scale land ownership, for example to undertake costly cleansing of polluted soil. And participation with one land owner is much simpler than participation for many, with divergent views.



Urban design needs to achieve a 'paradigm of urban complexity'

Physically across European waterfronts there is a tendency toward a similar style of apartment and/or retail development which can lack diversity and even be 'boring' or 'bland'. A real challenge is creating the diversity of function and complexity of human interaction of the typical inner city neighbourhood.

Luckily for waterfront regeneration, private investment in waterside sites has become popular. Once contaminated ground has been reclaimed and public investment in roads and sewers ensured, luring investment is less and less difficult. But private investment does not guarantee that vibrant and sustainable urban neighbourhoods will be created, or that waterfront sites do not become playgrounds and dormitories for rich people.

Physically across European waterfronts there is a tendency for a similar style of apartment and/or retail development which can lack diversity and even be 'boring' or 'bland' when a number of similar developments in different countries are found to have much in common. These developments have nothing like the diversity of function and complexity of human interaction of the typical inner city neighbourhood. A challenge is therefore in creating what Aalborg calls a 'paradigm of urban complexity' and Göteborg calls simply 'the mixed city'.

There are additional urban design challenges. For waterfront sites, there is the importance of retaining and finding new uses for the buildings and infrastructure, which characterised the old port area. These can be individual buildings of character like the refurbishments of Baltic floor mill in Gateshead. Even more challenging is the recycling of whole neighbourhoods of historic character like the HafenCity warehouse district in Hamburg or the museum quarter in Hull.

And in these types of industrial/port areas many challenges remain, particularly as some businesses continue to move away from port areas while others remain. Both Hull and Schiedam/Rotterdam have older port areas which are contracting in favour of new areas nearer the sea, leaving an industrial heritage with fewer significant individual buildings but with more significance of industrial neighbourhoods. Odense's experience of documenting the quality of every remaining industrial building and supporting existing businesses to remain in the harbour or move to better premises elsewhere is an example to be emulated. There are many other good examples of the use of harbour heritage as key lever to achieving both participation and urban complexity objectives.

Preserving and reusing harbour heritage can be a key step to achieving local 'uniqueness' which contributes to urban diversity. But harbour heritage can also serve multi-functional purposes in citizen participation, tourism, education, training for employment in the cultural and museums sector and appreciation of the historic past. In the WCP experience, successfully reused heritage includes not only historic buildings but industrial buildings of all ages transformed into vibrant social locations.

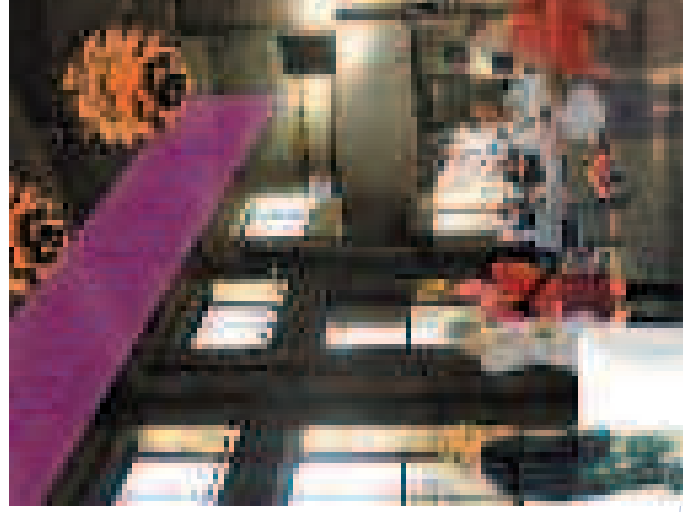
A second important challenge is for design integration between existing residential neighbourhoods and regeneration areas, to avoid the 'them and us' issue between long-standing local communities and new incomers described earlier. Edinburgh faces this challenge in Leith and Granton regeneration areas. Schiedam is using its social supervision initiative to address the issue directly – but not without challenges. An important aspect from an urban design point of view is to ensure that long-standing residents feel welcome in regenerated areas. Aalborg uses a 'land of open opportunities' zoning approach along the waterfront to ensure that different demographic groups in the population have access to, and interest in, utilising the waterfront.

'Learning to learn' through action research approaches

When faced with difficult tasks of regeneration, urban management and governance, 'learning to learn' from both local success and failure, and from good practice around the world, can pay dividends in policy, regeneration practice, changing organisational culture and job satisfaction for key players. The action research approach used in the Waterfront Communities Project, which links city governments and local research organisations, is a powerful learning model.

If there is one clear message about waterfront regeneration, it is that there is no easy or simple answer as how to achieve the best combination of economic, social and physical regeneration, or sustainable development in a way which balances short- and long-term objectives and combines participation, partnership and strong leadership in equal measure. This means that 'learning by doing' as regeneration unfolds over 20 to 40 years is critical to steady improvement in processes and outcomes.

Capturing learning, and seeing it as a constructive resource (even when things don't work) is a key challenge for city governments used to defending their actions at all costs, particularly when the next election is never more than a few years away. The experience of city partners in the WCP is that a formal linkage between cities and local research organisations to take forward waterfront regeneration using an action research model can generate real benefits in advancing practical aspects of policy and implementation.



Cities as diverse as Hamburg, Oslo, Odense, Edinburgh and Gateshead, indeed all the WCP partner cities, have found real benefit in an open and honest approach to what works and what doesn't in regeneration and urban governance. Although this might seem difficult in the first instance, shifting organisational culture within cities to value, open and honest learning systems not only pays dividends in terms of better policy and practice but can be a refreshing change for city officers and their partners in tackling the difficult tasks of regeneration and governance.

waterfront + city region

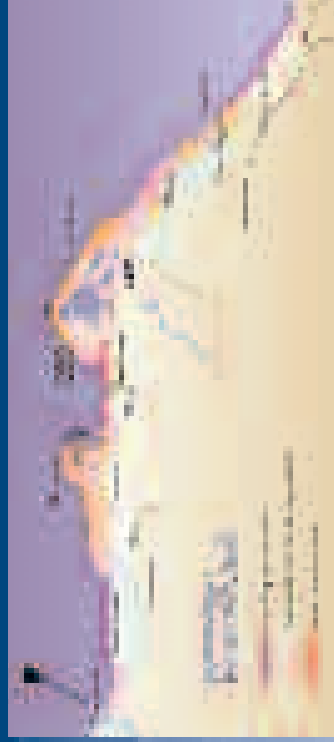
■ **integrating city and regional strategic objectives through the Development Plan hierarchy.**

There is a need to **develop a sophisticated city-region strategy** in order to achieve a number of integrated development objectives at the waterfront. It is important to have an integrated hierarchy of plans, particularly a city-region strategy which ensures that major waterfront development opportunities, achieve maximum socio-economic benefit from physical redevelopment. City-region strategies provide a vision which, with good leadership and some compromise, can help achieve regional consensus; which in turn can inform subsequent development of strategies and plans. A degree of consensus also builds confidence in the investment potential of the city, contributing to economic development objectives

■ **integration through partnership visions and strategies** are not enough to achieve development objectives, particularly when development land is vested in private ownership. Indeed plans developed without the commitment of organisations needed to help with the planning process, and to implement the plan, end up gathering dust on the shelf. So **partnership and strategy go hand in hand**. Learning from the WCP helped inform the development of a waterfront partnership

■ **integration through participation**: in order to achieve consensus around a city region strategy and vision, it is imperative that not only the relevant stakeholders in the developments are 'signed up' but more importantly the local communities. A joint project between the city and its academic partner provided the means by which the city could informally access the existing communities at the waterfront to assess how they are physically and socially integrated with both the waterfront and the city and how much the residents feel they are involved with the waterfront redevelopment. The projects findings recommended that further community involvement projects should be established, including an 'Umbrella Group', a waterfront planning office and information centre and ongoing focus groups

■ **integration through the provision of shared infrastructure**: Aside from integration of plans and organisations, Edinburgh is also addressing integration through two major physical development proposals, taken forward in part through the project. The first initiative is integration of land use and transport to and from the waterfront by commitment to the new tram system. A second major proposal is for a 15 km long promenade, or public right of way, along Edinburgh's entire waterfront



L2



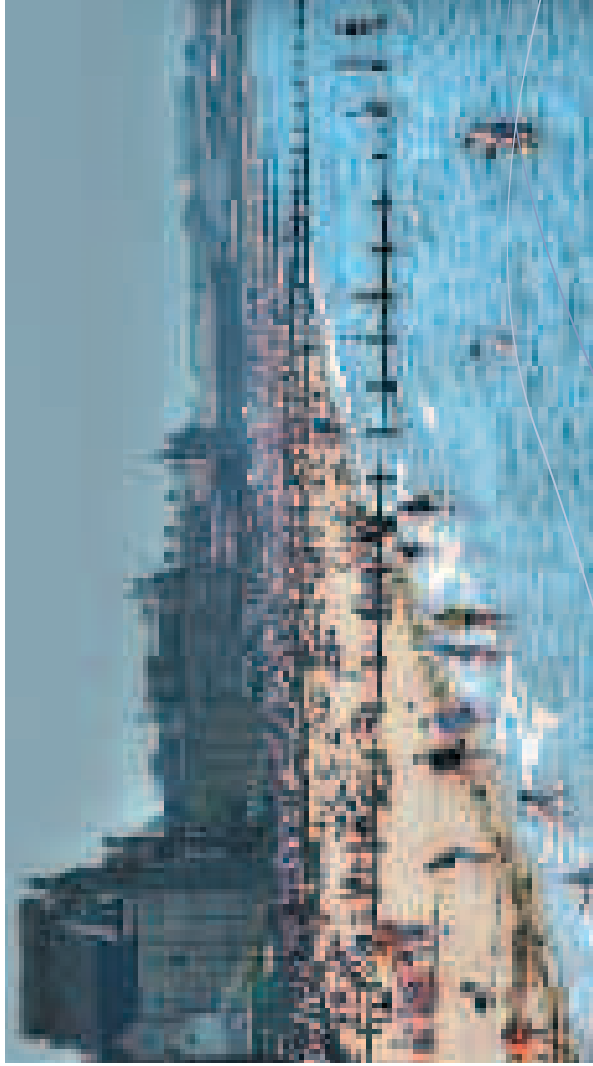
waterfront + city region

tools

The Edinburgh context

Edinburgh is the capital of Scotland with a population of 450,000 inhabitants in a city-region of around 780,000. It has a strong economy that is reflected in relatively high house prices. The city-region requires 70,000 new houses by 2015 yet Edinburgh is surrounded by a tight green belt that limits its outward growth. The strategy is to meet demand partly on brownfield sites (including the waterfront) and partly in core development areas beyond the greenbelt.

The City of Edinburgh faces a two-fold challenge. The first is to integrate this significant waterfront development within the overall regional context of the estuary on which Edinburgh sits (The Firth of Forth). The region includes a number of local government jurisdictions and many other stakeholder organisations. The second is to integrate the new developments along the waterfront within the existing development framework for the city as a whole. This is particularly challenging given the City's limited land ownership within the area, competing commercial interests and high land remediation costs.



Portobello Beach

Edinburgh waterfront vision

- **The waterfront and the city:** the waterfront will complement other parts of the city and have strong links to strategic nodes, such as the City Centre and across the estuary to Fife. It will also have lateral and radial links to adjacent communities - to connect and integrate neighbourhoods in new and existing developments, so that all share in the economic prosperity created.
- **The heart of the community:** the waterfront will reinforce rather than compete with existing communities and their services. Leith will become the commercial, retail and cultural heart of the Waterfront, linked to the City Centre by a revitalised Leith Walk. Ocean Terminal, Granton and Portobello will play complementary roles as community centres, with their own distinct characters.
- **A vibrant community:** the waterfront will be a series of new residential and business quarters with a vibrant street life based on a range of uses in the ground floors of key blocks.
- **Waterfront design quality:** a challenge has been set to the waterfront developers and their architects to respond to contemporary aspirations and ideas regarding urban planning and produce quality designs which meet these aspirations.
- **A sustainable community** - the city is setting ambitious sustainability targets which, when implemented on the Waterfront, will have a significant effect on the performance of the city as a whole in relation to sustainability and the use of resources. The targets will cover energy use; noise; air quality; waste management; water supply, conservation and drainage; and construction materials.



Leith and Granton



Pilot project

Edinburgh focused on two areas of the city, Leith and Granton which, when redevelopment is complete, will provide 30,000 new homes intermixed with places of employment, shopping, culture and recreation.

Leith is the ancient port of Edinburgh which expanded rapidly in the 19th and early 20th centuries. The harbour authority, Forth Ports, a privately owned company, recently decided to transfer all freight activity to more modern facilities elsewhere in the Forth Estuary. This has resulted in substantial areas of land becoming available for new development at Leith Docks (215 ha). The City Council and Forth Ports have prepared the Leith Docks Development Framework (LDDF) to guide the future redevelopment of the area.

Granton is the site of a small fishing harbour and a disused gas works where land has traditionally been used for a variety of low density industrial and storage uses. Since 2001, the area (140ha) has been the subject of redevelopment proposals with masterplans now at various stages. The land is in three large ownerships: Forth Ports, National Grid and Waterfront Edinburgh Ltd. (a joint venture company between the Council and the local economic development agency, Scottish Enterprise Edinburgh and Lothians (SEEL).

The City of Edinburgh is using the WCP as a catalyst for achieving a number of benefits for its waterfront and for the city as a whole. The following activities are serving as pilots for better integration of waterfront development:

- the replacement of the Edinburgh and the Lothians Structure Plan 2015 and A Vision For Capital Growth 2020 -2040;
- the Edinburgh City Local Plan and;
- the Leith Docks Development Framework and Granton Waterfront Masterplans

Edinburgh has also teamed up with partner city Hull, which is using its special purpose Urban Regeneration Company as a pilot for assessing options for organisational innovation in the management of strategic regeneration.



Implementation: key concepts

Integrating city and city-region strategic objectives through the Development Plan hierarchy

The current strategic development plan for Edinburgh is the Edinburgh and Lothians Structure Plan 2015 (ESLP). The ESLP acts as a form of city region plan focusing on the strategic allocation of housing and economic development throughout the Edinburgh region. The Plan also coordinates development with the transport network and protects the built and natural heritage of the Lothians.

However, the Scottish planning system, like many of the WCP partner systems, is in a period of flux particularly in relation to city region planning. A White Paper - 'Modernising the Planning System' and the Planning etc. (Scotland) Act 2006 propose that Strategic Development Plans (SDPs) should be prepared for the 4 largest city regions and their hinterlands. This requires planning authorities to act jointly in forming city region planning bodies.

In order to address this change, the project has analysed how regional or city region bodies are dealt with in each of the planning system frameworks around the North Sea region, how they are set up and managed and whether these bodies require to be separate legal entities that may be directly elected - or if successful regional planning needs to be achieved through a more consensual, partnership approach.

The variety of approaches to city/regional planning explored in Edinburgh's policy briefing "Waterfront Development in a Regional Context" suggest that there is no optimum method which applies across countries. However trends in regional planning can show, across the North Sea region, that many countries are moving towards non-elected regional governance based on partnership working and on the preparation of statutory, forward thinking and strategic development plans.

City Region Plan constituent authorities, Making Development Plans Deliver, Scottish Executive Consultation Plan, April 2004

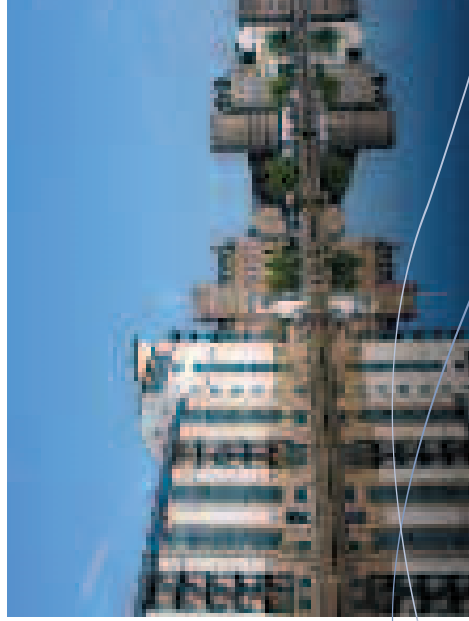


Therefore, the need to develop a sophisticated city-region strategy in order to achieve a number of integrated development objectives at the waterfront such as linking strategic 'nodes' by public transport is essential. The use of a city-region strategy ensures that major development opportunities, such as waterfronts, achieve maximum socio-economic benefit from physical re-development.

City-region strategies provide a vision which, with good leadership and some compromise, can help to achieve regional consensus; which in turn can inform subsequent development of strategies and plans. A degree of consensus also builds confidence in the investment potential of the city, contributing to economic development objectives.

It is important to note here that while plan-making can be based on partnership working, between local authorities in the region or stakeholders in the city, good strategic plans need to be statutory or they will fail to force the pace of integration necessary, such as between development objectives of the city and its hinterland. The plans also need to enforce integration between sectors of development, such as sustainable transport, land use and economic development.

Therefore, a focus on strong strategic planning (which integrates development efforts at a national, regional and local levels) is essential in achieving successful waterfronts. Learning from the WCP will assist the Council in preparing the new city-region plan.



integration through partnership

Visions and strategies are not enough to achieve development objectives, particularly when development land is vested in private ownership. In recognition of this need for partnership, the City of Edinburgh Council has published the first draft of its “Work Plan for the Waterfront”, which aims to create an enhanced policy framework for the whole 15km Edinburgh waterfront. The Work Plan sets out the role that the waterfront should play in achieving the Council’s broader City Vision.

The key to the Work Plan is a strategic partnership between the public sector, key landowners and local communities to build consensus around a vision and strategy for the whole of the waterfront. The Waterfront Partnership will bring together: the City Council (lead officers and politicians), the local enterprise agency, the major landowners in the development areas, the Scottish Executive and community representatives. The Partnership Project is intended to deliver a number of benefits which can be summarised as follows:

- give confidence to key stakeholders that Edinburgh has a proactive, well resourced and development focussed planning system in place to facilitate delivery of the “Waterfront City Vision”
- promote the physical development of the waterfront and improve investor confidence
- to raise the profile and promote the waterfront as a place to invest
- through consultation, build consensus and maintain dialogue on key issues
- to achieve development of the highest possible quality, including key infrastructure and a public realm to support this
- to achieve co-ordinated development
- to maintain measurable social and economic impacts



integration through participation

As highlighted above, one of the early findings of the WCP was the need for the creation of a city region strategy. However, it was also recognised that consensus would have to be achieved around this strategy, not only from the relevant stakeholders in the developments but more importantly from the local communities along Edinburgh's waterfront.

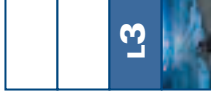
The project needed to establish therefore, how each neighbourhood along the waterfront saw itself physically and socially integrated with both the waterfront and the city and how much the residents feel they are involved with the waterfront.

A student project led by the city council in partnership with Heriot-Watt University allowed the city to informally access the communities along the waterfront to assess their views. This proved to be successful as both a participation exercise for residents, a learning exercise for planning students and provided a key piece of research on participation at the waterfront.

The student reports recommended a number of approaches that could be used by Edinburgh to encourage effective and successful engagement within the waterfront within the community planning process. The projects proposed are as follows:

- Establish Community Involvement - The formation of an umbrella group would assist with joint working between the community and voluntary sector organisations, and the professional and Council stakeholders. The umbrella group could provide a forum for discussion and thus a 'collective voice' for participants. This group should be sufficiently representative of the community organisations within the waterfront and promote dialogue between all the stakeholders involved in the area. Community support is essential in making sure that such a group functions properly and assists in building consensus.
- Waterfront Community Planning Office - The development of an umbrella group could support the operation of a local planning office within the waterfront which would provide an accessible and reliable point of contact for all the residents - old and new, businesses and the young.
- Ongoing Focus Groups - These focus groups would provide links between 'hard to reach' groups (such as women and ethnic minorities) and the umbrella group.

The processes and structures for community participation in Edinburgh are undergoing review in the light of the new neighbourhood partnership arrangements being introduced throughout the city after the elections later in 2007.



L3

integration through the provision of shared infrastructure

Edinburgh is also addressing integration through two major physical development proposals, taken forward in part through the WCP. The first initiative is integration of land use and transport to and from the waterfront by commitment to the new tram system. This is seen as fundamental to Edinburgh's waterfront meeting 21st century standards. It would also complement proposals for new ferry routes linking Edinburgh and other communities on the Firth of Forth.

A second major proposal is for a 15 km. long promenade, or public right of way, along Edinburgh's entire waterfront. This serves to physically knit different neighbourhoods, old and new, together in a common spine which also demonstrates a commitment to walking and cycling. In addition, to appeal to the maximum numbers of 'ordinary' users including families and children, there must also be useful facilities such as food outlets, toilets, retail and appropriate leisure activities, access points, and features of interest along it to break it into manageable sections and to act as intermediate destinations and attractions.

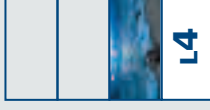


further information

www.edinburgh.gov.uk/internet/environment

A Vision for Capital Growth 2020 - 2040 ([Vision / thinking document](http://www.edinburgh.gov.uk/internet/Attachments/Internet/Environment/2040_Vision.pdf))
www.edinburgh.gov.uk/internet/Attachments/Internet/Environment/2040_Vision.pdf

- In 1999, the City of **Aalborg** produced a strategic plan for integrating its city centre and waterfront regeneration areas. Currently, an evaluation of this is taking place in partnership between the City and the University of Aalborg. This will result in recommendations for the future planning and implementation of regeneration with regard to the waterfront's future role, architectural quality, cultural environments and liveable city quality.
- In the aim of maintaining its international position as a major port and its regional position in Europe, **Hamburg** formulated a comprehensive, long-term strategic vision for the development of the city called "Metropolis Hamburg - Growing City". Within this, the "Leap across the Elbe" initiative is one of five key projects which promote measures within the strategic areas of Hamburg's future on one hand and on the other to make the overall planning concept visible and tangible for the residents of the city.
- In **Hull**, the integration of their waterfront has been undertaken as part of a Northern Way initiative to produce a city region development programme for the 'Hull and Humber Ports City Region'. City Region development programmes have a twenty-year time span with the overarching aim of reducing the economic disparities between the northern regions of England and the south of the country. Each city region maps out a programme which will enhance economic and sustainable development particularly the role that 'quality of place' can play in improving the economy. Hull's waterfront has emerged as a significant part of the assets of the region.
- For **Scheidam**, "RR2020", combines the region plan of the Province and the plan of the greater Rotterdam City Region and is prepared by an elected Provincial Council. RR2020 is a spatial plan which is in principle indicative rather than binding. RR2020 designates 'Schieveste' as an important transportation & mobility hub and a location for offices. Additionally, Schiedam is mentioned in RR2020 as a location for industrial parks, office parks and as a transformation area.
- For **Newcastle/Gateshead**, the Regional Spatial Strategy (RSS) "View: Shaping the North East" is prepared by the non-elected North East Regional Assembly. The themes of the environmental technical paper accompanying the RSS identify the Newcastle Gateshead Quayside as an opportunity to increase tourism for the region in order to help diversify and strengthen the region's economic base. Additionally, Gateshead's "Vision 2030" focuses on creating cultural facilities at the waterfront.





waterfront + city region

- **Copenhagen** is covered by the Greater Copenhagen Region Plan 2005. The plan has been prepared by the Greater Copenhagen Authority (HUR) which is a politically-governed regional organisation covering the Greater Copenhagen Region with powers over public transport, regional planning, Øresund (Copenhagen/Malmö) co-operation and development, industrial policy, tourism and cultural development given to it under a 1999 Act of Parliament. The regional plan provides a strategy for the Copenhagen waterfront both through Øresund and the designation of Copenhagen's harbours as 'Regional Focus Areas'.
- As **Göteborg** does not have a formal regional plan, the closest document to such a plan is "Rådsdag - andra rundan" (meaning consultation/debate - second round; first round made in 2002). The report on "Rådsdag" has been approved by the political board of GR (The Göteborg Region Association of Local Authorities). The background material to "Rådsdag" emphasises that in order to grow, the region needs a strong concentrated centre where new housing and workplaces should be built. The report highlights the areas on both sides of the river, 'Göte Älv' in Göteborg as part of this regional centre.
- As **Oslo** is both a county and a city, it prepares its own regional or 'County Plans' (Fylkesplan) which set long term guidelines for Oslo as well as co-ordinating activities with national and local levels of government such as transport and housing (via working groups and task forces). Through the regional plan Oslo is promoting the city (and the region) as a 'Fjord City', with the waterfront being a major contributor to the city's reserves for housing and workspaces. Oslo's Waterfront Planning Office (OWPO) is set up to work with the general planning of Oslo Waterfront and to deliver the Fjord City Plan - guidelines and planning programmes for the reminding waterfront areas in need for rezoning. The office originally intended to be a partnership with The Harbour Authority (the largest property owner). However a need for regional and thematic planning bodies with sufficient authority can be identified.

learning from other cities



Developing vision and consensus around waterfront regeneration

- Given the long-term opportunities of waterfront regeneration, the process begins with a vision of what could be achieved over ten, twenty or even thirty years. **Vision is a key first step to formulating more specific strategies and operational objectives** for various parts of the area to be redeveloped, and for building consensus around the objectives for regeneration.
- As far as possible, the **vision should represent a degree of consensus among significant stakeholders** who could contribute to regeneration. Stakeholders may be professionals, politicians or community activists drawn from a range of sectors - all have an important role to play. If they recognise their aspirations in the vision, they will be supporters over the life of the project. If they are not included at the beginning, they may well be objectors who could thwart the project later on.
- Visioning exercises can be broad-based in terms of a wide audience or focused on a small number of representative persons, as in Oslo's design charrette described in chapter 7 . **Both broad-based and limited visioning techniques have a role to play**.
- **Participation requires attention to existing harbour area users**, which may be small and/or informal businesses not used to formal participation processes. These small businesses may be an important part of the local economy and a source of employment for less skilled workers. Special attention may be required to achieve their involvement in planning, to assist them to stay in the area, or to help transfer their business to another location.
- **The link between formal planning and the participation process must be carefully conceived**. Effective exchange of information between planning authorities and professional stakeholders on the one hand and local citizens on the other hand is a key concern.
- **The timing of participation be realistic, so that its benefits become apparent to those who give of their time**. There is should a risk of mistrust if vision and implementation are concentrated only on a long term view, which may generate a feeling that "nothing is happening" in the short term.

visioning + consensus

guidelines

In Göteborg a **mixed city** concept, described in Layer 3, has been used to integrate different activities in the city. To foster this, the visioning process can be achieved by applying a number of participation tools analysed and tested by Göteborg as follows:

- **focus groups** dealing with key issues in the regeneration process
- a large scale **dialogue process** tested in Göteborg involving groups of professionals from a range of disciplines and citizens working out ideas and concepts to be used in creating a vision
- **charrettes** and **design workshops** which are useful to define long term objectives for a regenerated area. These workshops can involve professionals and citizens in various ways both in developing visions and in communicating the visions generated
- **architectural competitions** can help translate vision into a possible reality for implementation

Finally, **temporary activities** are important for maintaining vibrant local life in the redevelopment area, for increasing contact with the citizens within the area and for promoting redevelopment objectives. Temporary activities can include art events, concerts or sports events.



L2



visioning + consensus

tools

The Göteborg context

Göteborg's Comprehensive Plan for the city sets out its vision as "a big city on a human scale - a city of small districts" where each neighbourhood's unique identity is valued. Östra Kvillebäck and Backaplan are centrally located industrial and retail areas in the waterfront hinterland. Changes in the economy and production techniques in the last twenty years have generated in this portion of the city, a number of problems that had to be tackled. Among these are contaminated land, incremental building demolition and lack of maintenance of existing structures. In addition, crime and public safety have created isolated and socially segregated areas. However, a recent upturn in the economy and the pressing need to address a housing shortage in the city have led to a new visioning process directed to undertake the transformation of the area. There are still many barriers to taking forward this transformation, including developing consensus around a vision among the many large and small businesses currently in the area, some of which are 'marginal' in terms of their legality.

To embark on the regeneration of this area, Göteborg City Planning Authority has tested a methodology called 'The Visioning Process'. This is a working party of local government members, local property owners and the Development Authority to collaborate with the aim of reaching consensus on a vision for the redevelopment of the area. This process uses focus groups in which representatives from different sectors share their knowledge and experience through in-depth discussions. The purpose is to address complex open-ended issues and via this methodology to create knowledge and vision to inform the planning process.

But political will alone is not enough to make development happen. The key challenges that Göteborg faces are:

- to take forward the Visioning Process which is oriented towards transforming the waterfront into a mixed urban area, including new business premises and housing. The programme must also maintain existing business structures as long as they are appropriate for the future community in the area
- to establish a vision which is locally acceptable and yet accords with overall development plans for the city and area, and
- to take account of existing buildings and activities, and small-scale land ownership, as important ingredients for promoting Göteborg as the 'mixed city'

The WCP pilot project

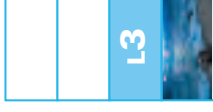
The regeneration area can be divided into three parts: Backaplan, and south and north Östra Kvillebäcken. The latter two focus on project innovation. The industries originally located in Östra Kvillebäcken have gradually left the area. The remaining buildings are often of poor architectural quality and in many cases maintenance has been neglected. Access to cheap workshops and offices have created good conditions for small businesses to develop, in particular in the southern part of the area. However more recently, marginal, informal and even illegal activities have also taken advantage of the low rents. Now Östra Kvillebäcken is seen as a poorly maintained, rather unattractive hinterland with heavily polluted soil. There is limited interest in developing the area under these circumstances. Despite this, the transformation of the area is sought by politicians, local neighbours and local shopkeepers.

Backaplan was also first developed as an industrial site, but is now used mainly for retail trade. The ambition for regeneration is to attain a more balanced or mixed settlement with a combination of housing, retail trade and other business operations. The demand for developing Backaplan is evident, but the developers and the City Planning Authority have different visions in mind.

Land ownership and municipal leverage - a new road

Since the municipality does not own the land it is important that landowners have faith in the prospects for regeneration. The intention of **focus groups** was initially aimed at creating a positive attitude for new investment. However, early focus groups failed due to a lack of interest and confidence in the likely economic success of the redevelopment.

In seeking solutions to this issue, Göteborg colleagues identified areas where municipality-owned land could be used as a catalyst to private investment. An immediate tactic was the construction of a new road. This is intended to be a key to regeneration, serving as a strategic connection between central Göteborg and the growing region of Hisingen island, where much of Göteborg's new housing is to be located. The road's proximity to the Norra Älvstranden waterfront also reinforces its strategic importance.





The wider context

A large number of proposals for the area have been discussed in recent decades. One proposal suggested new office space and retail areas with a view to preserving some of the existing structures. This proposal was rejected when it transpired that it would still necessitate the construction of a large number of new buildings. A research project based in the area to study existing business operations followed. None of these proposals, however, led to any changes and instead the area remained in disrepair, with an increasing number of buildings being demolished and a rising crime rate.

This has contributed to the poor image of Östra Kvillebäcken as rundown, sparsely populated, and unsafe. This problem is being addressed by a network which includes the Local Authority of Lundby (Göteborg's decentralised area governance), the Police, the City Planning Authority and landowners. Plans for Backaplan are proceeding through a comprehensive urban plan. The City Planning Authority is working on design sketches through workshops with property owners and shopkeepers to ensure that the proposed development for Backaplan will achieve its objectives.

A number of interested parties have been involved in the regeneration process over the years. In 2002, The City Planning Authority, on assignment from the Planning and Building Committee, produced a programme for a local plan for urban renewal of Östra Kvillebäcken. This programme was put out to consultation and later approved. The objective of the programme is to transform the area into mixed use, with business and residential locations in the northern section. The programme proposes maintaining existing structures as long as they are appropriate for the future community in the area.

Whereas the northern section of Östra Kvillebäcken has gradually developed as an area characterised by low-priced retail, development in the southern section is part of a negotiation process with property owners. However stakeholders in the southern section have only recently been included in planning processes and this has been influenced by the transnational learning of the WCP.

visioning + consensus

Göteborg

The visioning process

For the northern blocks in Östra Kvillebäcken the City Planning Authority is testing 'The Visioning Process' mentioned above, based on the belief that the current housing shortage and demand for retail trade will create the conditions for urban renewal. The aim is to establish mechanisms for dialogue between the local government and local property owners to reach consensus for the development of the area. The focus is on a specific neighbourhood in Östra Kvillebäcken: the blocks north of the street Färgfabriksgratan, between Björlandavägen/Tuvevägen and Backaplan. The key question for dialogue is 'what benefits and disadvantages will the new street bring for property owners and shopkeepers'? Another key issue is how to preserve existing qualities of the area, as the jobs and recreation of many people are dependent on this.

The Visioning Process includes discussing how the area is affected by new businesses and surrounding residential areas and the prerequisites of earlier and current urban planning strategies. For example, how will the implementation of the proposed new street (Nya Swedenborgsgatan) affect the outlined residential buildings in the southern part of Östra Kvillebäcken?

The Property Development Authority, which manages municipal land matters and is responsible for providing housing, is a vital partner in this effort. Another partner is the local City District Administration whose remit includes public safety. The municipally owned development company Älvstranden AB have the responsibility to oversee the developments at Backaplan and Östra Kvillebäcken. Other players with an interest in the regeneration may also be invited to participate.

Locally, The Visioning Process has also helped to integrate other sectors of the urban administration that are not normally involved in planning. This has deepened discussions in a fruitful way. More generally, the project has also provided the City Planning Authority with information and useful contacts in relation to the planning and development of the northern and southern riverbanks.



blandstad backaplan

Göteborg

L3

visioning + consensus



Participation in focus groups and land ownership in the mixed city

Following the relative failure of the first round of focus groups to change attitudes about the regeneration area, a second round of meetings were carried out with land owners from the area where the new road is planned. Participants had the opportunity to make concrete suggestions in terms of design and to express a view about the likely economic impacts of the new road. When required, expert knowledge was brought in to aid understanding (including traffic planners, experts from the public transportation company and the municipality owned development-company, among others). The focus group sessions helped both the planning office and other stakeholders to achieve a more efficient planning process. Such efficiency in planning is an important issue in terms of revision of the Swedish planning and building legislation.

The WCP explored the land ownership in waterfront and hinterland areas across the project partners and the barriers and opportunities the different patterns of ownership create. Planning teams were reminded of the needs and adjustments in the development strategy for urban planning resulting from such land ownership issues. Interaction with Odense reminded the team that the process needs to be adapted to the specific situation and population in the area. Oslo pointed out that the vision needs to be balanced against realism and preciseness. Aalborg has stated the need to use a variety of different tools in the visioning process adapted to the needs of different audiences and to ensure the openness of this process. Edinburgh's experience highlights that some issues require participation and others require leadership in a city where what has been called a 'culture of objection' can undermine consensus. A track record of trust is an important element for building consensus.

Land ownership issue in the focus group approach

The tension generated over land ownership patterns has been a key issue for Göteborg. The long term objective of achieving a 'mixed city' works best with small-scale land ownership, which encourages diverse activities. The desire to make things happen quickly in the regeneration area benefits from large-scale ownership, particularly when costly remediation of polluted land is required.

Working with many small-scale landowners proved to be more challenging than working with a few large landowners because regeneration projects, which require mainly private sector investment, are easier to implement with large companies with substantial investment capital. This situation creates tensions in the development process. One option is for a large company to buy up land from small owners but this may conflict with objectives to create a diverse city.

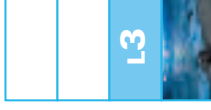
Göteborg

The dialogue process

Within the Södra Älvstranden (south riverbank) Dialogue, Göteborg has been working with parallel urban analysis. This is an innovative participation process for urban development that takes citizens' ideas and proposals into account. The project invites many different views on urban life seeking input beyond traditional professional circles. In addition there has been a continuous development of the participation process. This parallel urban analysis provides the dialogue process with a degree of freedom from pre-established assumptions. It was clearly stated from the outset that nothing is pre-decided or imposed, everything is possible within an agenda.

In organising the project representatives of the planning and building authority, the Municipality Riverbank Development Company, The City Museum, Nätverkstan, Chalmers University and municipality initiated project Safer Göteborg took part. Two groups; "experts" and "citizens" were formed. The requirements for experts were that they should be individuals or organisations, with a team leader and form a team with as broad a spectrum of competencies as possible. Citizens were required to be over 15 years old and from a wide range of professional backgrounds, districts, nationalities, etc. A formal application provided information on their motivation for getting involved.

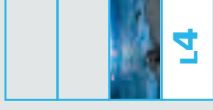
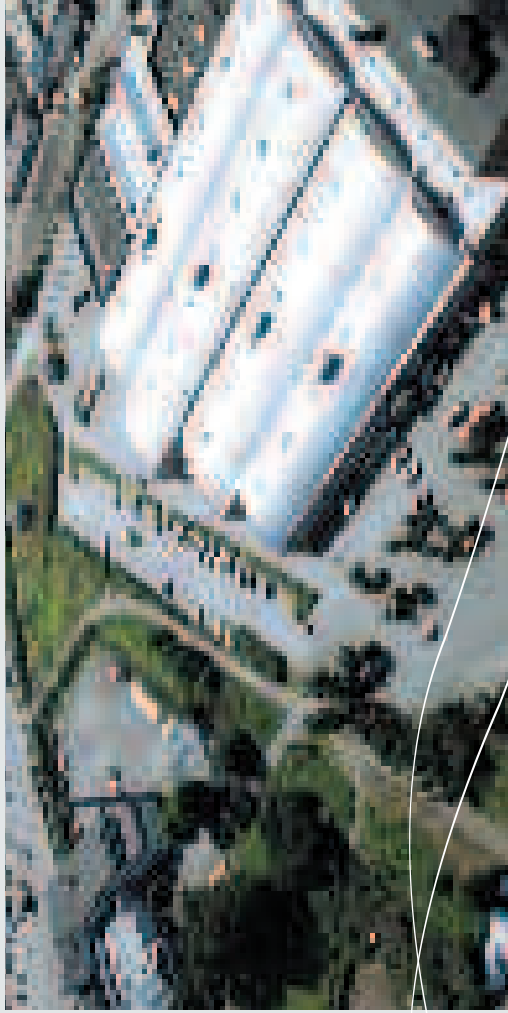
The teams were given a brief to prepare a proposal for the way Södra Älvstranden should be developed that would be best for Göteborg and its citizens, from social, technical, economic and sustainability points of view. Göteborg expects the chosen teams to carry out the an analysis of thoughts, ideas and proposals presented so far by citizens at the city Museum and DIALOG Södra Älvstranden meeting, where the team synthesise their own thoughts, ideas and proposals, and put these together in a vision for the future use of the area.





■ In **Oslo**, under the “Fjord City 2030 heading”, three divergent visions or scenarios –Oslo Park, Oslo Network and Oslo Large - formed the basis of a visioning exercise (charrette). These were developed and illustrated by teams led by architects involving participants from varied backgrounds including WCP partners. Oslo Park emphasised the city as “Europe’s Green Capital” by fostering recreational and social facilities integrated into residential and employment areas. Oslo Network stressed the city as a meeting place and emphasized concentration of people and activity for ‘relationship building’, as the most important infrastructure for value creation in a learning city. Oslo Large stresses that Oslo is the only urban region in Norway which can assert itself in competition between European regions. This emphasises almost continuous urbanisation along the waterfront, the development of technological infrastructure and the cultural and ethnic diversity of a large city.

Oslo’s Fjord city resolution is a political vision. In order to give the implementation of the resolution a clear direction, the politicians have asked for a Fjord City Plan with principles for further development that could be legally binding. All major urban transformations will have a vision as a starting point, so the challenge is to find a process leading to consensus and enthusiasm. Making the Fjord City Plan is about finding a balance between the vision and the realism and preciseness in a neo-liberal economic environment.



L4

visioning + consensus

learning from other cities

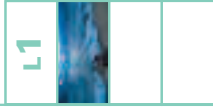


■ **Aalborg** has a Harbourside Visioning programmeme. Tools used included a three-part design methodology, both based on key themes of harbour development such as: multifunctional programming; the harbour as a 'stage' and as open space; and patterns and designs of public spaces. 'Multifunctional programming' of the harbour is recommended in the design processes, giving harbour-related activities high priority, including existing industrial areas and artisans' districts, harbour-related cultural environments, etc. This programming also allows the provision of experimental buildings and functions which make a positive contribution to 'the new economy' and knowledge industry rather than residential and office development. It allows certain areas to be used for temporary activities, thereby keeping the harbour zone 'open' for future initiatives which will contribute to the life quality of the harbour.

visioning + consensus

■ **Odense** recognises that a vision for the future of the waterfront is the key starting point for developing a regeneration strategy. Their vision begins with the value judgement that aspirations for urban life around the harbour should come before any work on the built form of the area. For Odense, social life should dictate physical form and not vice-versa. They began by organising a visualisation workshop with 22 participants to help develop the City Council's vision for harbour regeneration. The visualisation prepared as a result includes text, diagrams and photos, showing examples from around the world. The purpose is to foster constructive dialogue within practical boundaries for harbour development with a target group of politicians, municipal officers, potential investors, entrepreneurs and users of the harbour. Once the vision is finalised, the strategic work will be continued in the form of sub-strategies, action plans and the establishment of participation and implementation networks.

learning from other cities



Fostering social integration by organisational innovation

- **Developing a shared sense of commitment, trust, positive working relationships and inspiration among the different professionals** (project managers, politicians, city administration, builders, developers, community workers, neighbourhood managers etc.) is essential to success when focussing on the social aspects of waterfront regeneration.
- **Process management and communication are crucial** in addressing social issues and long term sustainability of the resulting social integration..
- Inclusion is a key concern. **Successful regeneration must integrate aspirations which meet both commercial objectives of new investors and social aspirations of existing residents.** This makes diversity an important issue. The existing community and the wealthier incomers being brought into the area both have legitimate viewpoints which need to be considered.
- **Local history, pride and collective imagination are important resources** for the social development process. Telling stories, reflecting on the process and the constant feeding back of the original vision and inspiration, however, tend to be forgotten in busy daily life.
- **The 'social supervisor' needs good communication skills** and the ability to adapt the style of communication to community and professional audiences.
- **Successful regeneration must integrate development aspirations which meet both the commercial objectives of new investors and the expectations of existing residents**, many living in nearby neighbourhoods which provided employees for the old docklands environment. This represents a significant challenge if new development is not to result in an unsustainable, 'them-and-us' situation of social tension between wealthy incomers in new up-market housing and using new shopping and recreational/leisure facilities and traditional communities in the local area.
- **To establish good access to and relationships with** the project office, local authority and private partners are essential for successful 'social supervision'.

social integration

guidelines

- Colleagues in Schiedam have piloted **a newly developed concept of 'social supervision'**. Among the issues analysed are whether the social supervisor should be independent of the local political and bureaucratic structure, so as to be able to speak freely, or embedded within the structure, and therefore to become an intimate participant and well-known to other stakeholders
- **'Social supervision' gives social objectives equal status to physical regeneration processes** and involves the appointment of an individual to 'champion' the interests of local residents in the regeneration process - a 'social supervisor'. Continuity is an important concern, thus there has to be one or more people who are charged with taking care of social aspects throughout the development process. Otherwise social issues tend to be forgotten when the building has started and the physical project takes on its own momentum.
- **Learning from the Schiedam experience is being transferred to other Dutch cities - Zaanstad and Eindhoven - who are adopting the concept of 'social supervision' and influencing national discussion on urban renewal and urban policy for the future.** New coalitions of commercial parties, government and professional organisations are beginning to take shape around a more 'organic' approach towards urban renewal.
- The academic partner working with the Municipality of Schiedam took on a dual role - both acting as social supervisor and using an **action research approach to evaluate this role.** **The need for an independent evaluator was identified but** this approach created a 'laboratory situation' in which academic insights and publications influenced day-to-day practice and vice-versa

L2



social integration

tools



The Schiedam context

The challenge being faced in Schieveste is of a social nature. Social integration in this case relates to with the feeling of ownership of Schieveste by the Schiedammers, both those who live in a traditional neighbourhood adjacent to the site, and for all citizens of Schiedam. Will they 'adopt' Schieveste as an integral part of Schiedam or will it remain perceived as an area outside the city? Much of the solution will depend on the 'look and feel' of Schieveste. The answer has to do with identity and local culture, and thus with the social life that will develop in and around Schieveste.

Social integration

For the purposes of this project social integration is defined as: the interaction between new and existing communities and the adoption/ of and identification with a new area by existing inhabitants of the city or town.

Pilot project

The Municipality of Schiedam focused on the Schieveste development, a brownfield site, which will include offices, retail, residential, recreation, leisure and other activities. The site currently sits between a main railway line and a motorway connecting Schiedam with Rotterdam and the rest of the Netherlands to the east and Den Haag (the Hague) to the west. The site has excellent transport connections but poor environmental quality with traffic noise and air pollution.

The site is adjacent to Schiedam's main railway station and about 1 km from the city centre. The main focus of redevelopment will be a multi-purpose shopping centre. Within this context, new jobs, housing and facilities will be created including a regional education centre to improve the educational attainment of the local work force which faces high levels of unemployment. As a key area of innovation within the development framework, social integration is being fostered by piloting a new concept of social supervision, in parallel with attention to two related initiatives: floor **management and location management** (defined below).

Interreg funding financed two posts: a '**social supervisor**' and a '**floor manager**' post as well as to promote a concept of 'location management'. The social supervisor was seconded to the project from the Verwey-Jonker Institute in Utrecht.

Schiedam



social integration



A high point in the Schieveste project development was reached with the publication of the Schieveste Master Plan. The Master Plan is evidence of vision and ambition, not only for giving Schieveste an attractive appearance with spatial quality and economic potential, but also from a social perspective, in making the location vital, sustainable and safe and reflecting local culture, history and identity. The social supervisor was involved in the development of Schieveste project from the outset.

- **'Location management'** is defined as the instrument that is available jointly to the market and government for retaining and strengthening the regenerated area's livability, quality and property value in the long term. Location management offers extras on top of the municipality's activities that arise from its public responsibility.
- One of these extras is the **'floor management'** product. The Schieveste social climate is essential for the location's economic viability. It is important for Schieveste to be clean, intact, safe and pleasant. The social climate also has an influence on the location's prestige and therefore also on the property value. The 'floor manager' was introduced as a way of obtaining the social climate. Since the start of the first phase in May 2005, the floor manager has been present in Schieveste at various times, and is the 'eyes and ears' of the everyday experience in the area. On the street level, the floor manager switches between the area's existing social relationships and those to be developed. He establishes contact with people who are to play an important role and engages passers-by in conversation in order to gauge their perception of the area. However, it is essential that the floor manager's information on the social situation in the area is incorporated into the project organization's decisions. He links detailed knowledge of the people on the ground with the competencies of the project organisation. Among the subjects that may come up are the placement of seating, rerouting a cycle path, the presence of police or organising an activity. In fact, the floor manager's thinking is from the viewpoint of residents and passers-by, with the professional approach of a social supervisor, but then with actual authority on an implementation level.

social integration

Schiedam

Outputs

- the development and establishment of an integrated approach to social supervision, floor management and location management
- the continuation of a social approach to the project development
- the establishment of an organic link between the Schiedam community and Schieveste
- the establishment of commitment to the social aspects of Schieveste by the private sector and the end users, which entails a responsibility for the area as a whole in addition to the building that is actually being used.
- the promotion of Schieveste as a socially innovative project, contributing to the pride and confidence of the city
- the creation of a policy environment that will be favourable toward social approaches linked to area development in general in the Netherlands.
- innovative methods for neighbourhood participation
- the 'mini-symposium' as a means of project review
- on the creation of facilities specifically for young people aged between 18-22 such as an "urban house" for youth culture

Social supervision

The WCP aspect of the project is especially addressing the challenge of integrating existing and new communities. New approaches are being piloted to ensure that Schiedammers feel ownership of the development. This includes the appointment of the independent social supervisor, with a community development and neighbourhood management focus whose function will be to influence the social climate and achieve social integration of Schieveste before, during and after the physical construction. The idea behind the concept of social supervisor is that a social contribution to urban renewal will be most effective if it is present from the outset and has a 'champion' within the development process.



L3

social integration

Schiedam



The 'social supervisor' interfaces with the urban development supervisor, whose job it is to monitor the spatial and urban development quality from the start of large, complex projects. He has been appointed as an independent advisor, is not part of the local bureaucratic or political structure and can therefore make the case for social integration and speak up on behalf of local people and neighbourhoods.

The project's aim also calls for an unusual strategy in the context of urban projects. Normally a development programme and a timetable are developed and then participation activities are organised. Schieveste is working differently, by organising participation activities from the outset. The project then uses the interaction with local actors to build an organisational structure around those actors and around other local assets.

Learning outcomes

The independent appointment of the social supervisor has been advantageous in that he has been out-spoken in terms of the participation of local residents in the development project. However there are two concerns. First, people within the local organisational structure have asked how the social supervisor is located within the organisation. While being independent means opinions can be expressed, because the supervisor has an unclear local role, these opinions can also be ignored as coming from 'someone outside the structure'. The lesson here is that the social supervisor needs to work hard to link not only with the community but also to 'build bridges' with local government officers, politicians and representatives of the development company. This is essential if the views of the social supervisor are to be taken seriously and influence the development process.

Second, the social supervisor comes from a background of research and policy analysis, and there were concerns that his use of language was over-complicated for an audience not familiar with community development expertise. Both problems have been addressed by open discussion of key issues and how to improve processes of social supervision while they are on-going. This process of continuous improvement is the essence of the action research approach within the WCP. While the process is sometimes difficult, it creates a better fit between academic thinking/working and practice.

Finally, a key aspect of social supervision is the possibility of an open and honest review of on-going activities in the project as it affects social participants. Schiedam has tackled this both by using academic partners for critical but constructive review but also recently by hosting a mini-symposium which reviewed the project from a variety of viewpoints including those of local residents and workers. Their views, brought together in a video, were not always comfortable for project officers, but they did result in recommendations (eg. 'link Schieveste with elderly and disabled people'), 'points of attention' and seven priorities for action.





Social supervision - further lessons

- there can be tension between free-ranging social supervision activities, with a flexible schedule, and physical planning because of scheduling pressures within the development process
- the social supervisor needs to have a continuing role, to be genuinely embedded in the development process, rather than dropping in and out. This requires a time budget that is sufficient for a substantial contribution
- the requirements for social supervision may change and the personal and professional profile required of the social supervisor may also be different at different stages of the project
- the social supervisor's role should be made clear to all involved, as many will be completely unfamiliar with the role and its rationale
- unrealistic expectations over the degree of consensus a social supervisor can achieve, should be avoided - some stakeholders will be dubious about the concept well into the development process

social integration

Location management

The social approach in Schiedam requires a new type of organisation, which grows organically. The present organisation is an unofficial conglomerate of activities, co-operating partners and sources of funding. The challenge is to develop the existing organisation into a more formalised area management organisation that is sensitive to the commercial aspects of development but does not lose sight of social elements and the sense of community.

The location management instrument was devised in order to retain, and where possible strengthen, the initial advanced, sustainable and livable character of Schieveste in the future. Location management is defined as the instrument that is available jointly to the market and government for retaining and strengthening Schieveste's livability, quality and property value in the long term. Location management offers extras on top of the municipality's activities that arise from its public responsibility.

Schiedam

While the **'social supervisor'** helps organise the overall strategic approach to community participation, the **'location manager'** is available on a day-to-day basis to promote local activities and events to improve the social cohesion of the area. For Schieveeste these have included:

- a temporary winter skating rink on site to mark the launch of Schieveeste from a local residents' point of view
- a formal lunch on the construction site for local residents, to give them a first-hand view of redevelopment
- a variety of briefings for the community including special briefings for children
- 'a platform of prominent Schiedammers' who champion activities during the development of Schieveeste. As a result, the development will carry their 'mark of support', building positive consensus around the development
- a major information meeting on redevelopment of an urban entertainment centre at Schieveeste

'Floor management'

While the 'social supervisor' addresses integration of the community-at-large with the regeneration project, the 'floor manager' or site manager (hereafter referred to as the manager) is concerned with social and environmental aspects of the on-site development process. In Schieveeste, the social climate is essential to the area's economic viability. It is important therefore for Schieveeste to be clean, safe and pleasant. The social climate also has an influence on the desirability of the redevelopment area and therefore on property value. The 'floor manager' post was introduced as a way of promoting a positive social climate.

The manager is based in a small cabin on site where he holds weekly surgeries. He can also be reached on his mobile telephone. A Steering Group of service users from the Municipality oversee his work. Key lessons are to develop a business plan for the 'floor management' and to locate the manager within the organisation.





The manager has been present in Schieveste since the start of the first phase in May 2005, as the 'eyes and ears' of the everyday experience in the area. On the level of the 'high street', the manager acts as an important link between the area's existing social relationships and those to be developed. He builds up relationships with people who are to play an important role and engages passers-by in conversation in order to get feedback on the area from their perspective.

It is essential that the manager's information on the social situation in the area is incorporated into the project's organisational decisions. He links detailed knowledge of the people on the ground with the competencies of the project organisation. Among the subjects that may come up is the location of seating, rerouting a cycle path, policing requirements or organising an activity. The 'floormanager' input should reflect the viewpoint of residents and other users of the centre, sharing a similar professional approach to the social supervisor, but with actual authority on an operational level.

social integration

Policy impacts

There is a growing recognition of the merits of social approaches to regeneration. The Schiedam model, especially the concept of social supervision and floor management, has now been adopted in several Dutch cities (Zaanstad, Eindhoven and Rotterdam, with others in the preparation phase).

The concept has led to a project of the Ministry of Housing (VROM) to use the experiences to reinforce the social impact in a programme for 56 priority neighbourhoods. As these are pilot neighbourhoods, there will be a further impact on national regeneration policy in general. Regeneration policy is increasingly treated as an undivided, integral challenge instead of the addition of physical-spatial, economic and social interventions. This latter project in turn has been an inspirational source for a project vital coalitions for the neighbourhood, in which 13 ministers and secretaries of state each personally 'adopt' one neighbourhood and try to make a difference for that neighbourhood as a whole. This is an attempt to confront citizens' disenchantment with politics, as leading politicians now take a personal responsibility and develop a personal relationship with the neighbourhood. The 'technical' and compartmentalised focus of their departments are necessary, but may also stand in the way of the feeling of partnership between citizens and government. Whereas the Schiedam project feeds into these developments, they themselves create an environment in which the social innovation can be further developed.

Schiedam

Project impacts on participation processes or organisational arrangements

Neighbourhood support for the Schieveste project was strong in the beginning and a great number of activities involving the community in all its guises have been organised. However, unfavourable economic circumstances and policy changes, have led to some setbacks for the project as a whole.

One key impact of the project is continuity in the social focus. Without this, the risk of termination of social activities would have been large, as any innovation is vulnerable until it has become a standard part of the regeneration strategy. Continuity of neighbourhood and citizen involvement is also a central target in any social approach. Organisational arrangements have to be built up all over again once they have been cut off.

Sustainable results

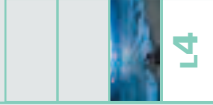
Floor management will be incorporated into the permanent organisation for location management that will be paid for by the Schieveste's customers. The status of floor management in Phase 1 of the regeneration (the railway station square) however is not yet clear, as it is not part of the location management agreement. It is also the intention that social supervision will continue after the WCP is complete. A plan has been submitted to the Schieveste Project Bureau for approval.. Private investors are beginning to experiment with their own forms of community involvement. The social supervisor plays his role in this process by providing suggestions, giving advice and offering useful contacts. On the other hand the floor manager brings the benefit of his grassroots contacts in the local community. In this way the link between Schieveste and the Schiedam community is secured. Location management will be paid for by the end users as an integral part of their contracts. Floormanagement is an integrated part of location management and will therefore be paid by the commercial investors and users.

Learning from the Schiedam experience is being transferred to other Dutch cities - Zaanstad and Eindhoven - who are adopting the concept of 'social supervision' and influencing national discussion on urban renewal and urban policy for the future. New coalitions of commercial parties, government and professional organisations are beginning to take shape around a more 'organic' approach towards urban renewal.

further information

www.schieveste.nl





14

social integration

- In the Hausmania area of **Oslo** along the Aker River, which is a 'rapid transformation zone', a new approach to social integration in development and planning is being tested. This centrally located area was taken over by squatters for several years. Over time the area evolved organically into an alternative cultural scene. When surrounding areas began to be redeveloped by private developers and by public cultural projects, Hausmania began to be more attractive for redevelopment activities. To foster redevelopment which also recognised the cultural and social validity and vibrancy of Hausmania, Oslo Municipality purchased the area and dedicated its future to cultural activities, thus preventing it being redeveloped solely for commercial gain. With this active role, Oslo's planning authorities have entered 'uncharted territory' in terms of social integration. Authorities are now in a process of collaboration with residents and users of the area. The outcome of this process is uncertain with paradoxes and potential problems evident to all parties. The real question is whether the vibrancy of an informal, organic, incremental socio-cultural-economic development process can be married to formal planning processes to preserve their cultural benefits? Only time will tell in the case of Hausmania.
 - Unlike some WCP partner cities, **Oslo's** waterfront does not have adjacent areas with large scale social problems. The intention is that the new waterfront areas will have a mixed use and a mixed population. The Fjord City Plan proposes a minimum number of larger, family-size apartments, and minimum size for small apartments, as well as a percentage of affordable housing. The Oslo experience so far is that developers don't appreciate these type of restrictions, preferring to build smaller apartments easily sold in today's market. This suggests the importance of having a clear political strategy for ensuring that private developers recognise the importance of mixed housing to community building.
 - In **Hamburg's** HafenCity a former school is being moved from an old part of the city centre into the new centre in the HafenCity. Combined with this, the school will be extended to become a wider community school with a comprehensive programme for use in order to better integrate new and old parts of the city.
- In the heart of Wilhelmsburg two different regional schools are being brought together in a central location and combined with a community school. This community centre will serve as a local meeting point with an inexpensive neighbourhood restaurant for local residents, as well as offering different after school activities for young people. This approach is intended to foster the better integration between old and young and different ethnic groups to help tackle community tensions. Another approach to fostering integration and mix of inhabitants on the Elbe Island is the location of a students' hostel for the region.

learning from other cities

citizen participation

L1		
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Encouraging citizen participation

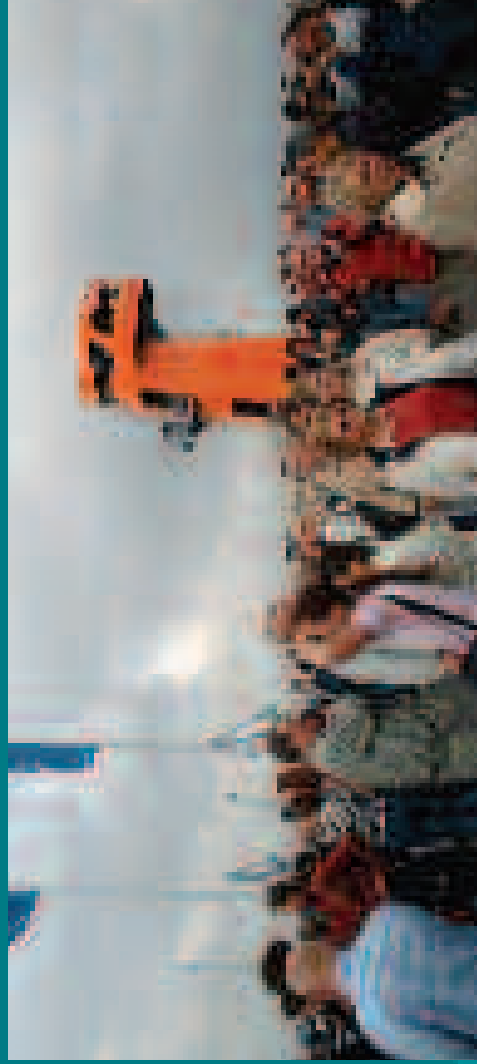
- **Involving ordinary citizens in development planning and regeneration presents a major challenge.** There is growing recognition of the importance of this, not just to improve the sustainability of development proposals by securing local input, but in recognition that people's attitudes to democratic processes at all levels is based on their experience of 'being involved' locally.
- Paid professionals and politicians are easier to involve; **extending the opportunity for participation to citizens of different backgrounds requires innovative mechanisms that go beyond just holding meetings.** This is especially true in low-income neighbourhoods and in neighbourhoods with a high proportion of recent immigrant households - a situation typical of many waterfront communities around the North Sea
- **Both citizen and professional participation are closely linked to achieving quality in the final development.** Creating a competitive situation for ideas and standards through architectural competitions and the process of critically assessing and incorporating competing viewpoints, all contribute to improved quality.
- There are many participation mechanisms or tools such as expert panels, citizens fora, academic advisory panels, focus groups and scenario building using a design charrette. Above all, **participation needs to be carefully tailored to both the potential audience and local circumstances.**
- In mounting participation exercises, **it is important to make clear at the outset what decisions can be influenced by the participation process** and what decisions have already been taken or will be decided in another context. Lack of clarity about this can discredit participation.
- It is also important to recognise the need to rectify a natural tension between **participation focused on a small, or 'sample' audience, such as an expert or community panel, and participation which is open to large numbers** of people.

citizen participation

- Hamburg's **smart growth strategy** emphasises sustainable urban development, including transport and conservation of existing areas. Given Hamburg's size and the diversity of areas, a key aim is to knit together parts of the city on either side of the many arms of the Elbe River, some quite distant from the city centre. Hamburg's long term development strategy '**Leap over the Elbe**' highlights a development corridor linking various areas of the city.

- A variety of initiatives are used in Hamburg to foster participation and maintain interest over the long period of implementation of the urban strategy. These include an **Expert Panel**, **Citizens' Forum** and an **Academic Advisory Panel**.

- To maintain interest in participation over the long period required for development of this nature, Hamburg makes use of **catalyst initiatives** which provide a point of focus for participation, and means of integration of various participants over a five to ten year period. The catalyst initiative described here is the International Building Exhibition 2013 which is linked to an International Garden Show in the same year. The Exhibition will be taken forward by a development corporation overseen by a board of trustees.



L2



citizen participation

tools

		L3

The Hamburg context

Hamburg is a city-state which encompasses other former port cities - such as Harburg - and a variety of different urban areas across 50 km of urbanisation. Hamburg is also the second busiest port in Europe, and intends to maintain and grow this important component of the local economy with modernised equipment and efficient port management. The historic port area of **HafenCity** in the north and **Harburg Inner Port** in the south, are ready to be redeveloped incorporating new and existing uses. The river island of **Wilhelmsburg** is situated in between, and is home to almost 50,000 inhabitants - including many port and industrial workers. The area has high numbers of immigrant residents, but is also rich in picturesque waterfront locations



citizen participation

The diversity of physical waterfront in Hamburg presents a particular challenge to urban development and planning. Wilhelmsburg for example, is cut off from the development poles north and south of the river by the Elbe River. In addition to detailed planning approaches to the different areas, Hamburg has initiated a programme called 'Leap over the Elbe' to draw these quarters of the city and their citizens together in a common, long-term development framework. Citizen participation is simultaneously promoted and implemented within a correspondingly widened scope

Hamburg

The WCP pilot project

The 'Leap across the Elbe' has Hafencity and Harburg Inner Port as its northern and southern stepping stones, and Wilhelmsburg as the core area. It became a key project of the 'Hamburg Growing City' strategy. This was initiated by the Senate of Hamburg, pursuing an idea of smart growth, conserving spaces and sustainable urban development. Citizen participation constituted a strong element of this strategy.

Several interesting participation processes have been undertaken within this context:

- The City of Hamburg, TU-Harburg and TUTECH (the WCP academic partner) initiated a public online-discussion and idea competition - 'Metropolis Hamburg - Growing City' using a purpose built internet platform called DEMOS. 'Leap across the Elbe' was one of three discussion topics prepared, which involved a large group of people participating and developing ideas for this area. A jury selected the five best ideas and recommended them to the Senate of Hamburg for implementation. Two of the suggestions were targeted at Hamburg's southern districts. As a result the idea of 'swimming houses' has become a city authority pilot project.
- Building on the results of a Wilhelmsburg Future conference and participation initiative, the Ministry of Urban Development and the Chamber of Commerce organised the 'Leap across the Elbe' International Design workshop. Fifteen multidisciplinary teams (including architects, urbanists, planners, teachers, students and citizens) came up with different concepts for the long term social, economic and urban cultural renewal of Elbe island.
- Eight to ten of the pilot projects which emerged from the design workshop are to be taken forward by the State Commission for Urban Development as part of the International Garden Show and International Building Exhibition, planned to take place in Wilhelmsburg in 2013. The framework clearly defines which areas along the 'Leap across the Elbe' development corridor (the Hafencity, the Grasbrook, Veddel, Wilhelmsburg, the Harburg inner port and castle island) are of particular interest due to their extraordinary architectural or landscape potential.

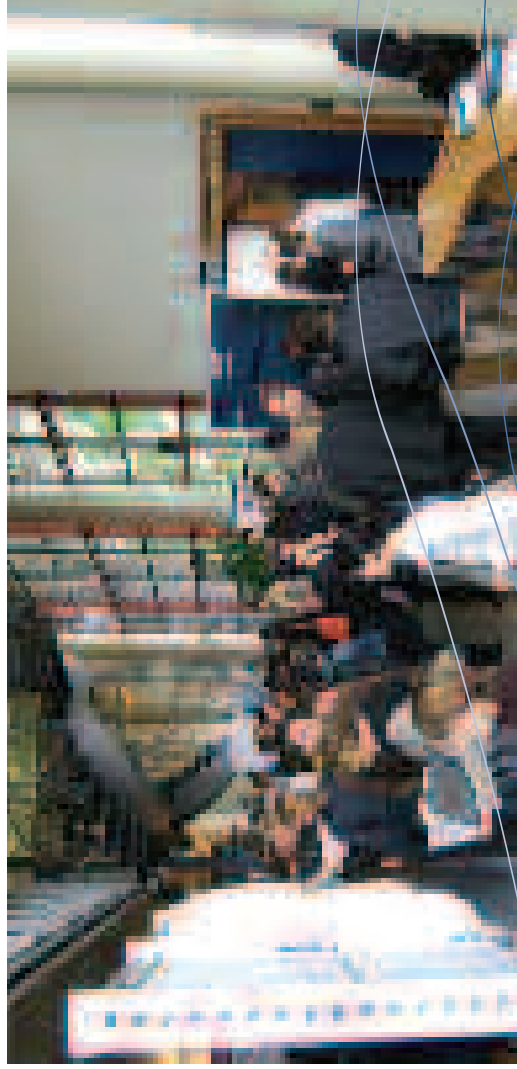


The wider context

Hamburg's comprehensive, long-term strategic vision for the development of the city - 'Metropolis Hamburg - Growing City' - aims to ensure that the city will maintain its position amongst the leading city-regions in Europe. Within this broad strategy, the 'Leap across the Elbe' is one of five key projects which help to promote strategic objectives for Hamburg's future internationally and to make the overall concept visible and tangible for the residents of the city.

The 'Leap across the Elbe' emphasises the opening up and developing old harbour districts and Elbe Island. In this context the development of Harburg's inner port is just one step to span the divide from this up-coming development area in the south to the Hafencity, in the north section, and to improve areas in between. This context has necessitated the development of a strategy which addresses both port development and urban planning with individual implementation strategies for each site. There is also a need to integrate existing transport infrastructure and future transport projects into the 'Leap across the Elbe' conceptual framework in order to develop sustainable transport concepts compatible with the needs of the city.

The creative results of the 'Wilhelmsburg Future Conference' and 'Leap across the Elbe' international design workshop participation processes have also reinforced the importance of active involvement of residents from the areas concerned. Enthusiastic resident participation helps architects and city planners to respond to special needs and aspirations as well as benefit from local knowledge and expertise.



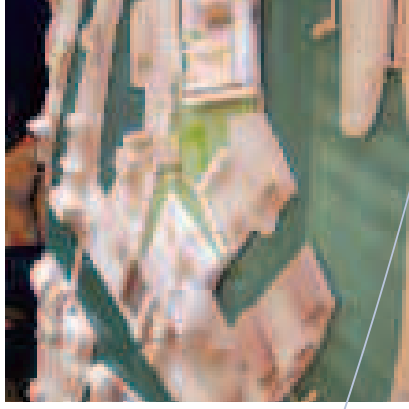
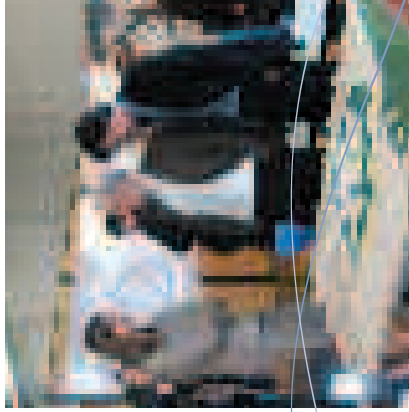
Hamburg

Wilhelmsburg

The island community of Wilhelmsburg has experienced social difficulties including high unemployment, poverty and crime for some time. A move to the far right in recent elections and intense protests against a proposal to install a waste incinerator in the area have contributed to a poor image and reputation for this section of the waterfront.

In an attempt to address these issues the council has developed a series of different approaches to community participation including:

- active involvement of citizens, authorities and different committees in the development process (in order to generate confidence, political engagement, self-help and self-responsibility)
- establishment of long-term participation model 'Beirat für Stadtentwicklung' (Advisory Board of Urban Development) whose members include representatives of both formally constituted groups and institutions and informal, ad-hoc groups from different neighbourhoods
- an associated on-site office
- close cooperation among all levels of governance involved in the programme including the Senate of Hamburg
- conferences and workshops



Hamburg





Participatory mechanisms

New participatory mechanisms to take forward the future development of Wilhelmsburg up to the year 2013 include an **expert forum** with representatives of all groups and institutions involved, a **citizens' forum** to ensure public involvement and an **academic advisory board**. These groups defined in detail below, are planned to undertake various single projects, events and to promote cultural highlights. Intermediate results of the ongoing process will be presented trans-regionally in 2007 and 2010.

Expert Forum: consists of politicians, trade associations, environmental groups, the Chamber of Commerce, professional groups such as the Architectural Society, local initiatives and relevant city departments and district offices. The forum will work together with 'Hamburg Marketing plc' to promote a new image for the area.

Citizens Forum: are promoted to ensure public involvement and foster on-going resident participation.

Academic Advisory Board: comprises a small circle of experts, including senior academics from various disciplines such as urban sociology, ethnology, economics and ecology.

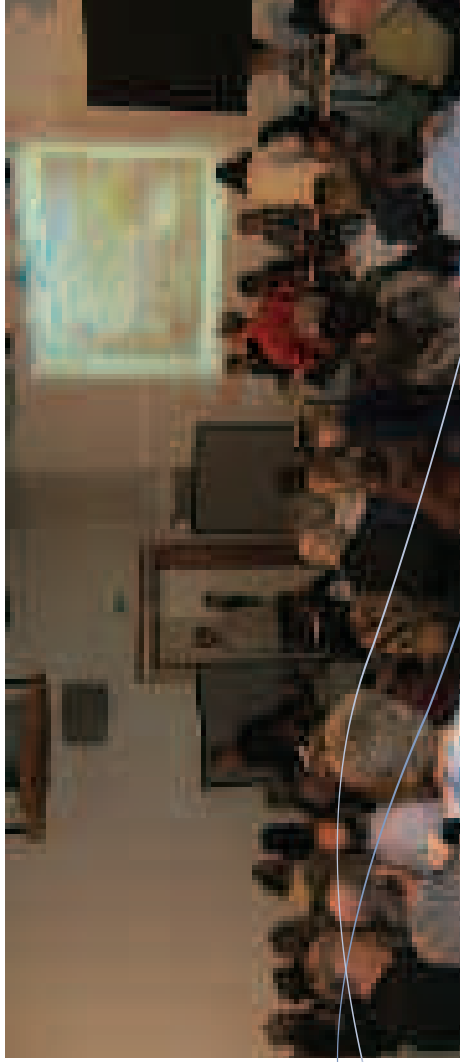
'Catalyst Project' - International Building Exhibition 2013: defines a number of goals with a specific deadline. Additional funding is dedicated to undertake the 'Lighthouse Projects' which are innovative solutions for different urban development tasks within the 'Leap' area and aim to stimulate further developments in the neighbourhood. The 'Catalyst Project' is seen as an umbrella that integrates all levels of participation and is convened as needed. Since the realisation of an overall spatial concept such as 'Leap across the Elbe' will take several decades, catalyst projects like the International Building Exhibition serve to maintain interest for a foreseeable period and provides a framework for coordination of participatory actions.

To ensure the success of the exhibition, and to maintain interest in participation, a number of smaller projects and cultural events will take place as part of the 'Lighthouse Projects' programme until 2013. The International Building Exhibition, and the International Garden Exhibition, are being organised by a newly established company, IBA GmbH, which will play a key role in project development and participation. It will take on the management of the process and will be advised by an expert panel consisting of 24 representatives of regeneration areas and seven political appointees representing each party of the district administration in Central Hamburg and Harburg.

Learning outcomes

Overall, the results to date of these citizen participation initiatives include:

- positive engagement of residents with active and continuous participation and development of creative and problem-oriented solutions;
- constructive cooperation among different parties, institutions and citizens involving all key stakeholders ranging from local residents to members of the Senate of Hamburg;
- development of a variety of participation mechanisms including citizens and experts forums and the academic advisory group to foster an effective and durable participation process;
- development and implementation of many concrete projects and measures, including new leisure centres;
- promotion of a better image of Wilhelmsburg based on its future potential rather than its past reputation, and
- creation and implementation of numerous innovative concepts and strategies for the future development of the island including planning of highly visible key projects and events such as the 'Federal Horticultural Show 2013' and 'International Building Exhibition 2013'



Hafen City

HafenCity is owned by the City of Hamburg and has almost no inhabitants. The strategy is mainly to inform and bring citizens from elsewhere into the area using different means of publicity but also public involvement including the following approaches:

- **“Dialog im Kesselhaus”**: A regular local public discussion forum on different topics related to the HafenCity development - e.g. “HafenCity and arts” (Jan 2005), which dealt with specific ideas for art projects, the appointment of an ‘arts co-ordinator’, affordable housing for artists, architecture academy, an art competition, etc.
- **“Move of Katharinen-School and Building of Community Centre”**:

citizen participation

The Katharinen-School is to be moved from the old part of the city centre to the new HafenCity centre. Combined with this move the school will be extended to become a community centre with a comprehensive programme for use. The project is given assistance by the German research project VERA sponsored by the German Ministry of Education and Research and supervised by the National Research Centre for Environment and Health (GSF). The project’s aim is to elaborate on different patterns of work and life, it will examine these patterns of use and interaction with urban spaces, mapping these patterns in a time-geographic and computer based way and will identify conflicts and interrelations.

These are the starting point of ‘participatory reality experiments’ which produce laboratory situations in which researchers observe and examine process using means of communication, co-operation and/or practical and real intervention. Thus it is possible to analyse and assess the behaviour of involved actors not only statically - as in classic surveys - but also in a dynamic way regarding their willingness and motivation to change.

- **“Time-political reality experiments”** take place in different phases. In a first step, time-political issues are identified in collaboration with regional stakeholders from policy/administration, market and civil society. The relevant problems and questions are then ‘processed’ by teams composed of researchers, practitioners and end users. Researchers support the work through scientific analysis as well as by making results accessible for planning and participation. The outcome of a reality experiment could generate scientifically-founded practical changes in the planning processes (e.g. newly designed time structures, new service supplies, etc). Scientific methods are used to identify how these results might be replicated in different contexts in order to inform broader academic and professional debate. Reality experiments are successful if they manage to establish continuous professional communication and cooperation in an increasing network of actors, thereby helping to build up trust-based relationships to underpin the mutual translation of different logics and ‘languages’ of different actors involved in the projects such as academics and

Hamburg



- **“Open Space Sandtorpark”**: the architects firm EMBT (Barcelona) has developed a design concept for the Sandtorpark as an integral part of the overall open space planning of western HafenCity. Important elements of this concept are: a redefinition of the borderline between the water and the riverbank by using different levels; a management plan of the riverbank as a sequence of overlapping land and river spaces connecting the various green areas with the water; a playful integration of harbour elements; and the involvement of the artist T. Bayrle. An ongoing participation process involving local actors and organisations accompanies the statutory land-use plan initiated in November 2005 by the Department of Urban Planning and Environment and HafenCity Hamburg GmbH.
- **The “View Point”** is situated at the end of the ‘Kibbelsteg’ in the Western HafenCity, a prominent site at the Elbe River from where the entire HafenCity construction site can be observed. In the enclosed observation platform information boards introduce the entire HafenCity project and present its future design. The View Point is temporary and can be re-erected at another location. The view point’s aims are : to inform the public about the complete project of the HafenCity; to attract visitors to the historic harbour areas; to increase awareness and interest on the dynamic growth of the new district; and to combine information with interesting architecture.
- **involving citizens through events include**: Art Competition to establish arts and culture in the HafenCity jointly sponsored by HafenCity and the “Hamburgische Kulturstiftung” (Hamburg Art Foundation) cultural events in HafenCity such as HSH Nordbank Run, Zurich Masters (Beach-Volleyball), HafenCity Motion (different events in the context of the Hamburg harbour party) and temporary art installations.
- **integration of local actors and organisations** in the development process include cooperation with: the Hamburg Art Foundation; “Jugend in Arbeit” (a project for unemployed juveniles); and cooperation with “Stiftung Maritim” (to operate the traditional harbour, owner of historic ships)
- **Publications and media** about ongoing development process. These comprise: ‘View Point’ booklet; articles on the light coil in international magazines; website launch; HafenCity Hamburg Magazine; a newsletter; participation in a local TV programme; and targeted marketing mailing.

Further information

www.hafencity.com

Hamburg

■ In **Schiedam**, neighbourhood regeneration involved consultation with existing community organisations. However these failed to encompass new - often immigrant - residents and were still largely comprised of white, male and rapidly-aging representatives who had been involved since the 1970s. A key challenge was to get the new citizens involved. Schiedam piloted a branding exercise hosting a two day meeting, where many organisations including Islamic organisations and youth and sports clubs were invited to talk about their past and present experiences in the neighbourhood such as when they came to live here, what they liked, their children's experiences, where they shop, etc. An artist made illustrations, which helped visualise people's stories and whether people felt welcome. These were made into postcards which residents could send to one another.

In the project's 18 months duration, a number of highly successful community initiatives emerged. The main qualities of the area were visualised with mobility and the cultural diversity of the area seen as key. This project generated people gaining ownership of the neighbourhood and therefore feeling a positive relationship with it. A key result was the perception of the area as a 'patchwork of 20 different neighbourhoods' -hence a patchwork logo was developed- and that people should relish this diversity rather than attempting to transform the area into a single unit. This would require generating different plans for different neighbourhoods in order to reinforce their sense of identity.

■ **Oslo** is producing an anthology about the "Fjord City": 'Voices about the Fjord City'. A steering group has been established in conjunction with Oslo School of Architecture and Norsk Form Design Institute. The aim is to create a forum for citizens to express their thoughts about what is happening along the water's edge. The opportunity is open to everyone, including professionals and other visitors from other cities and countries. In part this is to counter the fact that few people, as yet, live in the regeneration area and also to draw attention to the regeneration programme in the local media.

■ On a local level, **Edinburgh's** participation in the HeriotWatt University Community Planning module with postgraduate planning students enabled the collection of views from residents along all the waterfront neighbourhoods on how to achieve physical and social integration and on how to give existing residents a greater role in waterfront planning. These provided an input for the drafting of a 'Vision for the Waterfront'. In addition, Edinburgh organised two Waterfront Communities Project Days at public waterfront venues where views of the general public were sought. Wider participation of key stakeholders was achieved through the celebration of a Waterfront City Symposium which brought together representatives of the public and private sectors along with local community organisations to discuss the future of the waterfront, the proposed waterfront vision and the creation of a Waterfront Partnership.



learning from other cities





Environments for 21st century living

- **Creating sustainable neighbourhoods characterised by higher densities and mixed uses is a key task of regeneration.** They reduce the need to travel and thus contribute to sustainable development reduce carbon emissions, and provide the classic opportunities of the city to live, work, shop and enjoy life all within walking distance.
- Regenerated neighbourhoods should not to be strictly the preserve of the rich or any single grouping. Instead **regeneration areas ought to be characterised by households at various income levels, that is mixed income and mixed tenure** as well as mixed use.
- Waterfront development usually has a **high visual profile** therefore design quality has to be of a high order.
- The 21st century neighbourhood has an urban design framework which is **sustainable, in building form, layout and use of materials**. There is real potential, for example, in using waste heat from offices for residential heating.
- There is a danger of homogenised, mediocre waterfront regeneration, much the same across Europe, which is marketable but not innovative. **Innovation requires strong, visionary design leadership and ensuring that development is 'world-class'** in creating 21st century neighbourhoods. Architectural and engineering competitions are one of the ways in which this can be achieved.
- Good design requires **careful integration of various new developments along the waterfront** and new with existing neighbourhoods.
- **Mixed use and mixed tenures require a sophisticated approach to urban design** so that the benefits of urban life, such as lively street life, are not eroded by the less positive aspects, such as street or neighbour noise.

21st century living

- pressure to provide new homes, partly in response to population growth and reduction in family size, means that cities are re-developing redundant brownfield sites for residential use. Of concern is the quality of these new residential developments. The WCP pilot initiative asks whether new developments offer sustainable, flexible and appropriate homes for their occupants that recognise the potential of their relationship with the waterfront and exploit that in a robust and long-lasting way which encourages the growth of stable, supportive and diverse communities
- to help answer these questions, the Gateshead team have developed a multi-dimensional web-based assessment tool to analyze existing and proposed residential development schemes against 10 success criteria. The Survey and Analysis of Residential Areas (SARA) tool produces a graphical 'radar diagram' that allows for visual comparative analysis of residential schemes.
- the project has identified a set of key success criteria to assess existing or proposed developments. This will be a useful tool in developing more sustainable communities for the 21st century. As the databank of reference schemes expands, it will be possible to refine more useful targets which could reflect regional and international variations of the base criteria, for example, differing international perspectives on what constitutes 'adequate privacy'



L2



21st century living

tools



The Gateshead context

The development opportunities created on the waterfronts of North Sea cities and towns require a response which goes beyond the single-use approaches of the late 20th century which focus on residential, industrial or retail uses. There is now recognition that the real task is to create sustainable mixed use neighbourhoods, sometimes called 'urban villages'. These are characterised by higher density, mixed uses and a variety of housing tenures. The 21st neighbourhood has both an architectural and an urban design framework which is sustainable, in building form and in the layout and use of materials as well as in its social structure.

The wider context

Like many formerly industrial cities Gateshead suffered from significant deindustrialisation along its waterfront. Now Gateshead Quays has been successfully developed as an arts-led urban regeneration area. Two facilities of international standing have been created, one for the visual arts and one for the performing arts, along with a new pedestrian bridge, which opens up a shortcut link from the Newcastle quayside into the Gateshead Quays area. These projects have been designed to kick-start a 'step change' in aspirational regeneration. Design innovation underlies the commissioning of these projects, with the Council wishing to establish a new benchmark for the quality of design within the city. Design and engineering awards for these projects confirm the wisdom of this approach, but questions remain about appropriate design standards for less high-profile projects.

Gateshead Council led the WCP focus on the 21st century neighbourhood. Using its own waterfront as an example of what works and what doesn't, Gateshead is charting the learning from new housing developments. Driving these efforts is an underlying dissatisfaction with the products of the UK housing developers.

Too many new housing developments are characterised by lack of variety in physical form and tenures, paucity of architectural quality, with poor space standards and inflexibility of layout. Housebuilders defend criticism of the design quality of their products with the response "we can sell everything that we build". Although arguably true, it does not follow that 'what is produced is good or sustainable' but just that 'where there is limited choice buyers have to accept what they are presented with'. Fortunately national design awareness in the UK is slowly increasing, led in part by the media, but also by better product. However volume housing has yet to catch-up. The pilot project has been intended to foster better design of 21st century neighbourhoods.

Gateshead

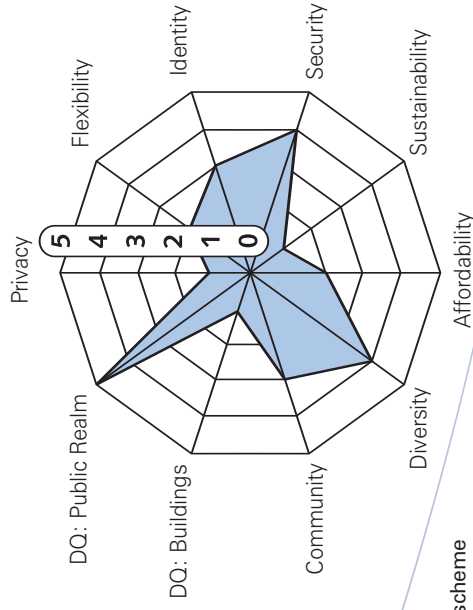
Pilot project

The pilot project's approach has been to:

- identify the most innovative waterfront residential development scheme within the Gateshead locality
- assess the effectiveness of its key parameters, both successes and failures
- consider the identification of a set of critical test criteria of residential quality
- test the validity of these criteria
- develop a tool for the comparative assessment of residential developments

Gateshead's focus has been on a pilot residential development called Staithes South Bank, immediately to the east of the centre of the conurbation. Wimpy Homes, a major UK house-builder has worked with the Hemmingway team of designers in conjunction with IDP Architects and Gateshead Council to evolve an innovative "home zone" development at Staithes South Bank, where emphasis is placed upon creating an environment where the pedestrian is dominant and homes are sufficiently flexible to meet long term, changing family needs. In terms of roadway design, overcoming a typical unimaginative response by the highways engineers has been a major challenge.

WCP has monitored this development and recorded its characteristics using the "SARA" tool. This information is then being used as a benchmark for testing the city's second pilot - the BoKlok/Paramount development at St. James Village during its design development stages. Other developments will be tested as they come forward and the results used at the planning stage to "negotiate/design out" poor scores and to achieve a higher standard of development within the Borough.



SARA tool applied to a housing scheme

Gateshead



Multi-dimensional assessment tool for new development

Following the pilot initiative, and with the assistance of the project's transnational network, ten "21st century living test criteria" have been developed for assessing the quality of new developments. These are combined in the multi-dimensional assessment tool. These criteria are:

privacy

Is the degree to which occupants can live their lives without visual and aural intrusion acceptable - without compromising the wider benefits to the development, such as opportunities for casual social interaction

flexibility

Can the dwelling be easily modified to accommodate any change in circumstance or needs to occupants throughout their lifetime? This characteristic is sometimes called 'lifetime homes'.

identity

Does the development as a whole create a distinct 'sense of place' or demonstrate strength of character? Are the dwellings unique and each easily identifiable, either through house type, architectural styling, detailing, materials and colours; allowing easy navigation through the development?

security

Do the dwellings provide a safe environment for occupants and possessions whilst promoting natural surveillance and safety in the wider layout of the development's streets and public spaces?

sustainability

Does the design of the dwelling maximise the potential for using ambient energy? Do they use appropriate construction methods and materials? Does the development discourage unnecessary use of the private car and promote cycling and walking? Does the development contain or have easy and close access to communal/social/support facilities; local services (shops/schools/healthcare etc.); public transport and employment? Does the development encourage recycling?

affordability

Is there an appropriate range of prices amongst the dwellings that are for sale within the development?

Is there a mix of tenure within the development that provides a choice of housing through social rented or shared ownership schemes?

Gateshead

community

Does the layout of the development encourage casual social interaction?

Does it provide new, or link to existing, communal social facilities?

Is it an open rather than closed community?

diversity

Does the development attract a balanced mix of people with different socio-economic backgrounds?

Does the development provide for a range of householders i.e. single people and couples to larger families?

Does the development cater for a range of age groups?

Is there an appropriate mix of uses that help to provide an economic and social vibrancy within the area throughout the daytime and into the evening?

design quality: building

Does the overall design and material quality of the built elements within the development achieve a high aesthetic standard?

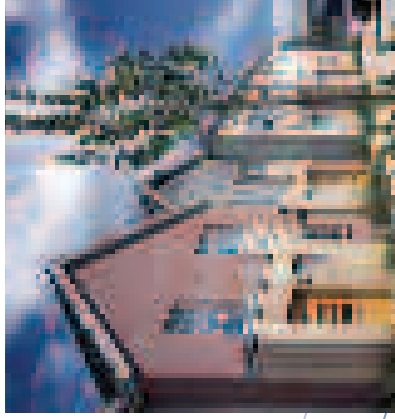
Is the workmanship of good quality and have longevity?

Is there evidence of attention to detail?

Do the buildings relate well to their context and the Public Realm?

design quality: public realm

Does the overall design and material quality of the public environment achieve a high aesthetic standard? Is the workmanship of good quality and have longevity? Is there evidence of attention to detail? Does it relate well to the built forms?





L3

21st century living

SARA software

To allow comparative assessments of existing and proposed residential developments against the ten success criteria, "SARA" software has been developed which grades a given project and produces a graphic comparative analysis. The purpose of this predictive tool is to allow developers and planning authorities to enter data on proposed developments and have the scheme assessed against the success criteria.

A simple numerical scoring system is used on a subjective questionnaire, the outcomes of which are entered into the SARA software. The final results are generated both as a tabulation of numerical data but, more usefully, as a spiders web-radar diagram which allows for instant visual comparisons between schemes, thus drawing attention to the predicted weaker areas identified by the scoring. Future waterfront regeneration schemes in the Gateshead area will be subject to testing using this model. The criteria themselves will continue to be assessed for their applicability and relevance and, as data from around Europe flows in, the databank will allow localised versions of the SARA software to be evolved so that it produces outputs that are more relevant to particular geographic areas.

Although the software is in its early development stages, it is producing valid outputs using real test data and the graphic outputs in radar diagram form are proving successful in allowing instant visual comparisons between differing types of schemes.

It is proposed to maintain the software toolkit within Gateshead Council's Development & Enterprise Group, to continue to populate it with more data from a broad range of contacts and for it to be made available on-line for use by other organisations in the future.

Further information

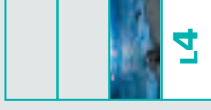
- Building for Life" standards www.buildingforlife.org
- best practice design guides www.cabe.org.uk
- www.ecohomes.org
- www.designforhomes.org
- "The Homebuyers Guide", Alex Ely, Black Dog Publishing Ltd, London, 2004. ISBN 1 904772 09 9
- Royal Institute of British Architects www.riba.org

Gateshead

■ There are a variety of innovative housing developments in **Göteborg**, exploring different aspects of innovation in the built environment. At Lindås for example, a city-owned development company has built a small community of 20 houses without conventional heating systems. Here the traditional heating system has been replaced by exceptionally well-insulated construction, solar gain from south-facing windows, heat exchangers and solar collectors on the roof. The houses are also a laboratory for local research organisations.

On a larger scale, at Gårdsten an entire residential district of 2,200 apartments from the 1970s has been redesigned from both a social and a technological perspective by a newly formed development company, wholly-owned by **Göteborg** City Council and managed in association with residents. The purpose was both to encourage residents to remain in the area, to improve security and the quality of social life. With cooperation between tenants, landlords and architects the buildings were redesigned as solar houses with the residents' views having particular impact on the appearance, the outdoor environment and recycling at source. Resident participation is a key factor with the neighbourhood now managed by a Board of which the majority are local tenants. Each apartment block has a resident manager to run local projects with the tenants, for example developing a communal recycling and composting system. The regeneration process has also encouraged new retailers to locate in the neighbourhood

To assess the quality of its residential development activities, **Göteborg** uses a similar assessment tool to Gatheshead's to promote its concept of 'the mixed city'. This was used in Norra Älvstranden to avoid creating dormitory suburbs and instead create living urban neighbourhoods. The key philosophy behind the mixed city is that a good city is not created by dividing and separating urban functions (as in old zoning models) but by reconciling competing interests and disruptions at a local level with a view to making every part of the city a good place to live. The mixed city model uses the following variables: diversity, proximity to reduce transport needs, continuity over time, functional mix over time, richness of buildings and streets, greenery and secure and comfortable balance between private and public space.



learning from other cities



■ **Oslo's** Fjord City Plan tries to ensure that political guidelines for development are approved prior to plan. In a political climate of neo-liberalism the planning authority's role is mainly to control and approve plans. In a 'heated' building market, the planning authorities are often forced to give priority to some planning goals at the expense of others. Oslo's "Urban Space in Bjørnvika" competition is a pro-active move to establish a public-private partnership to set quality criteria for urban space in an early stage of a development process.

Oslo started from scratch in developing a mixed use community for the 21st century at Aker Brygge. The Aker shipyard was closed down in 1982. The vacant area gave rise to the idea of developing the shipyard into a new district, with mixed uses but mainly intended to meet the need for offices - recognising the location was ideal for public transport arrival by ferry and tram. Aker Brygge was built between 1982 -1992 on 5.8 ha of land. Due to the general economic crisis around 1990, the developers had severe economic problems, but this did not reduce the quality of the outdoor areas. The idea was to develop Aker Brygge into a complete district with a mix of functions: housing, offices, shopping, entertainment venues, cultural activities, bars and restaurant. The layout has a high standard of design, materials and craftsmanship. The area was supplied with complex and varied buildings, which use brick facades that tie new with the old workshop buildings of the shipyard to achieve a stimulating environment. A dry dock has been preserved. A new City Hall Square connects Aker Brygge to the city centre.

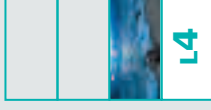
Aker Brygge has become a favoured meeting and dining location in the city and a neighbourhood in its own right. Since the retail mix is standard for a city centre location it is suggested that the real draw to the area is the high quality of public space. The only downside is the residential population is dominated by more affluent couples without families and there is some tension between the residential and outdoor dining uses in the warmer seasons.

■ In **Aalborg**, Lindholm Brygge is a new 21st century mixed use, mixed tenure neighbourhood developed on the site of a run-down cement and sack-making industrial area, with a striking mix of new and reused structures. Diversity is promoted by mixing owner occupation, renting and co-operative dwellings, contributing to a diverse population. Lindholm Brygge is also a dynamic business area with high tech companies and two educational institutions providing 600 jobs. The most striking local landmark is two 53m tall residential towers which are copies of the old silos of the cement works, well remembered by local people. In addition, one of the industrial production halls is being converted into dwellings, giving a good balance between new and old structures. Green spaces for recreation and a 'blue flag' beach for swimming and sailing near Lindholm Brygge reinforce this approach to sustainable neighbourhoods. Aalborg's project partners tested the Gateshead criteria by completing a questionnaire to assess the quality of the development.

21st century living

learning from other cities

- In **Malmö** innovative housing in terms of social mix, tenure, design and sustainability sets a cutting-edge agenda for residential development in Europe. It was the inspiration for Gateshead's Staithes South Bank development and continues to influence thinking on sustainable residential development.
- An International Building Exhibition together with the International Gardening Exhibition 2013 will be **Hamburg's** attempt to address the future issues of major cities in the 21st century. The design for the Garden Show will focus on the social aspects of urban development, on upgrading the city environment, and on structural economic incentives for Wilhelmsburg and Veddel. The philosophy underlying this has elicited broad agreement among the local population, among chambers and associations, from local administrative bodies, and among all political parties. Next to the protected cultural landscape of eastern Elbe Island, new environmental living concepts will be realised in the context of the IBA 2013. The motorway crossing the island requires intelligent measures to reduce noise while including green bridges. The ecological objectives for the area requires nature-related public spaces and low-energy houses with renewable energy options. The eastern side of the Elbe Island is part of a 'green network' along the Dove-Elbe up to the Reiherstieg that ensures a green link from the east to the west as well as the connection of urban and rural regions.



learning from other cities





transport + urban fabric



Sustainable transport and integrating waterfronts into the urban fabric

- **Reconnecting city and water** - Traditionally many of the North Sea's port areas have 'turned their back' to their cities, focusing solely on their economic and inter-regional transport functions especially in the last 30-40 years. A key recommendation is to re-link the waterfront with the city. This can be done by developing new transport and movement patterns in and out of the waterfront area, and strategically located new urban spaces.
- **Developing alternative scenarios** - As a broad-based starting point for the planning process, Oslo recommend scenario-building through a 'charrette'. The first step is to prepare this carefully by defining the main driving forces for the future of the city and region. As a base for fruitful discussions the scenarios must have a clear concept creating distinct differences between urban space and transport systems
- **Using urban spaces to reconnect the city with the sea** - The use and quality of public space can help create a seamless link between new and old environments and ensure that citizens and property owners benefit from regeneration. At a local level, new transport interchange nodes promote intermodality and are an excellent opportunity to create high quality public spaces, with both practical and symbolic value, in terms of integrating waterfront into the wider urban fabric. Successful public space must be an attraction in itself and have public functions and services.
- **Securing special qualities in public spaces and parks** - Urban spaces running from the water's edge through development areas and into the existing urban fabric need special attention in the planning process to achieve high quality and variation in design. Oslo advocate the use of an architectural competition to develop the potential of the urban space structure defined in the masterplan, as well as the content and design of the proposed urban spaces.
- **Using sustainable transport to reconnect** - Oslo's waterfront areas are well suited to improving the transport system in a sustainable direction. As well as being relatively flat, the development areas are close to the city centre and linked to the existing transport system. Greater use of sustainable transport modes, such as walking, cycling and public transport, is more likely to be achieved if given priority from early planning stages. Close attention to the linkage between transport and land use is critical, both in terms of the city-regional vision and at the local level. Transport planning ought to be closely linked to regional strategy and visioning.
- **Create an expert panel on transport** - Achieving sustainable transport requires careful analysis of the impacts of land use decisions on modal split to ensure a reduction in negative impacts such as CO2 emissions, air pollution and noise. Providing incentives for the use of sustainable modes also needs to be addressed. Oslo has established an expert panel to develop and reinforce key principles for the transport system and promote solutions. Oslo is now considering an extension of that work to monitor achievements in sustainable transport and to force the pace of change.

transport + urban fabric

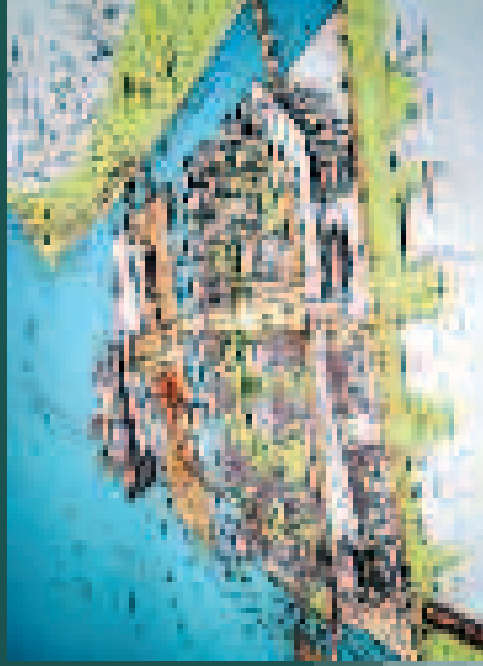
■ **Alternative scenarios charrette**

A design charrette can refer to any collaborative session in which a group of designers drafts a solution to a design challenge. Oslo used this tool to explore alternative scenarios and provide regeneration options. The Oslo Charrette was a participative visioning and strategy process, based on analysis of key trends (called driving forces) relevant for Oslo in 21st century urban society. These trends are urban culture, mobility, future technologies, the knowledge-based economy, urban identity, culture as an important growth factor and interaction between market and policies. The 3 X FJORD CITY event developed and illustrated three divergent scenarios based on these driving forces - called 'Oslo Park', 'Oslo Network' and 'Oslo Large'. Three multidisciplinary teams were led by architects including a Danish architectural office and an external critic from Hamburg.

■ **Transport analysis of development options**

The main focus in the first transport analysis led by the City in collaboration with the Oslo Port Authority was to prepare a model for transport calculations. The consultants working on the traffic analysis took part in the discussions on sustainable transport and accessibility during the Charrette. They then used the three scenarios and the result from the Charrette as input to the second phase of the transport analysis focusing on different patterns of modal split related to alternative development options and principles to secure sustainable transport. A key conclusion is that well-planned inner-city regeneration can reduce negative impacts relating to transport in the wider region, and that provision for sustainable modes - walking, cycling, public transport - must be built into the design process from the beginning.

How the Oslo Network team, lead by Juul & Frost Architects, visualised Filipstad in 2030



L2



transport + urban fabric

tools

■ Expert panel Accessibility in the Fjord City

Oslo established a group of experts from five municipal and national transportation offices to take forward objectives for sustainable transport and give input on physical solutions. This project, called *Accessibility in the Fjord City*, aims to reach a common understanding upon general principles regarding transport solutions and transport challenges in both short and long term. The group will monitor transportation issues during the planning process.

■ “Urban Space in Bjørnvika” Competition

The 2003 local plan for Bjørnvika, the largest development area in the FjordCity, included a public space structure based on a harbour promenade and seven parks stretching from the water into existing urban areas. In a bid to secure the quality of public space in the area and provide input to the thematic guidelines required by the local plan resolution, the Municipality approached the developer to form a partnership which could mount an architectural competition. The competition invited entrants to come up with a concept which gave coherence to a large urban area to be developed over a 20 year period, whilst securing variety, complexity and providing solutions for overcoming major infrastructure barriers.

The City’s approach in Bjørnvika is based on the need to establish criteria for public spaces before developers start to design individual buildings. Due to the scale, complexity and time span of the project, the City must take the lead to secure the public interest.

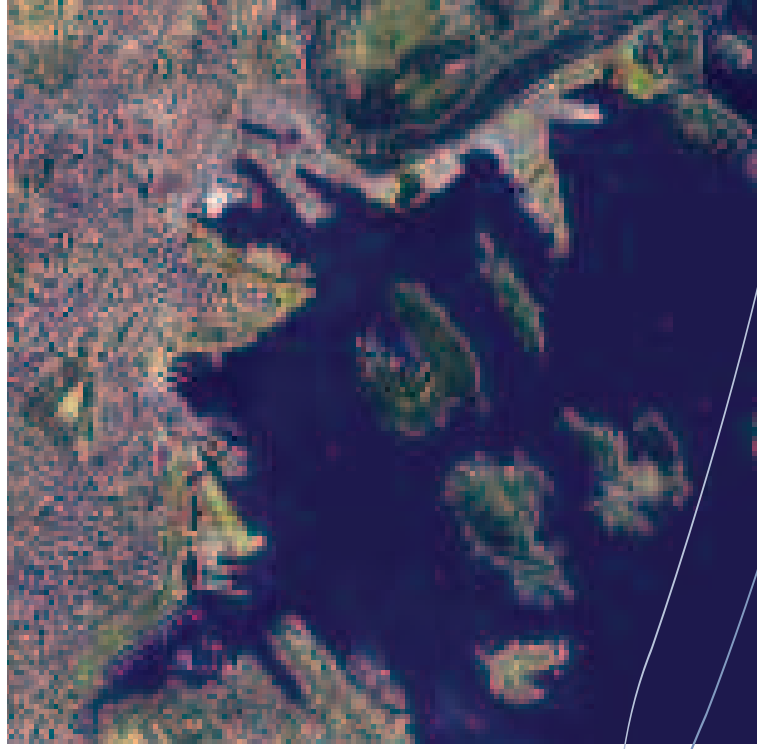


The Oslo context

Oslo is the capital of Norway with 540,000 inhabitants in a region of about 1 million. Oslo's population is growing rapidly, as is the labour market. The railway lines, motorways and freight and passenger terminals at the waterfront - a legacy of the city's seafaring history - form a barrier between the city and the fjord. The Municipality resolved to address this challenge by passing a 'Fjord City' resolution in January 2000 aimed at creating a new role for the waterfront in the regional polycentric urban pattern.

The overall regeneration initiative is called Oslo Fjord City. The Oslo Waterfront Planning Office (OWPO), established in 2002 as a time limited project, is a section of the Agency for Planning and Building Services and forms part of the municipal planning authority of Oslo. OWPO's main task is to work on general planning of the Oslo waterfront and to deliver the Fjord City Plan. The office is located in the harbour and comprises 7-8 staff from different professional backgrounds.

A proposal for the Oslo Fjord City
Plan was sent for political handling
November 22 2006



transport + urban fabric

Oslo

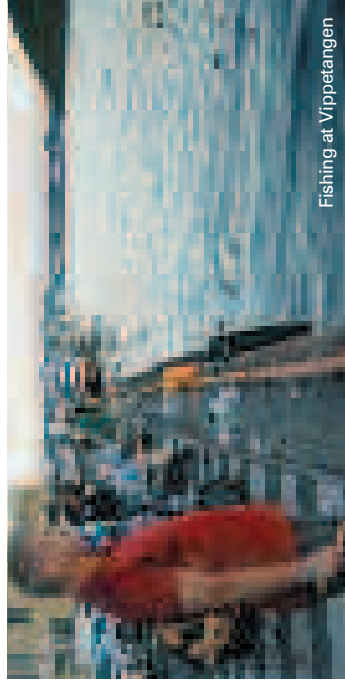


Challenges

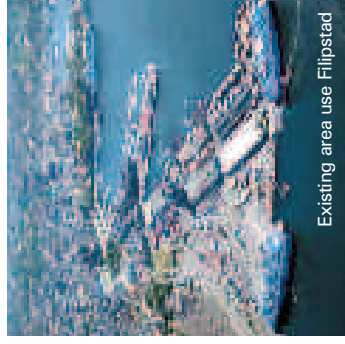
A key challenge during regeneration is to re-link the waterfront with the city and the city-region by developing new transport and movement patterns and the use and quality of public space to 'bridge' and make a seamless links between new and old urban areas.

A related challenge is to anticipate the transport impacts of future development patterns in, and to, the waterfront area. A key objective is to foster sustainable transport modes and reduce car use and CO2 emissions. Walking and cycling routes and public transport including buses, trams and other rail-based systems and ferries should be incorporated.

A final challenge is to explore these development options professionally, based on high quality information, and including participatory mechanisms involving a broad range of stakeholders. They contribute their views on appropriate development options and thus become committed to the waterfront regeneration process.



Fishing at Vippetangen



Existing area use Filippstad

Pilot project

Oslo's participation in WCP is based on a cooperation with The Oslo School of Architecture and Design (AHO) as academic partner, and with the Oslo Port Authority. OWPO and the development of the Fjord City Plan have run parallel to WCP, giving a direct input into planning processes, testing new planning approaches and receiving feedback from planners facing similar challenges. On a larger scale it is possible to look at OWPO as a pilot project for waterfront regeneration

The two key challenges of Oslo's WCP work package were to foster better understanding of how programming and planning of the Oslo waterfront can contribute to more sustainable transport in Oslo and the region, and the creation of public spaces that will integrate the waterfront with the city.

Oslo 2030 charrette - participative scenario building

The Oslo-Charrette was held at the Fjord City Office in November 2004. Future scenarios were developed and illustrated by three teams led by architects with participants from a range of professional backgrounds including transport planners and landscape architects as well as students. A Danish architectural office led one of the teams and an external critic from Hamburg was invited. Each scenario addressed transport provision through the use of digital/physical models. The teams had a further two weeks to improve their drawings. The result of the workshop was made public in an exhibition, a printed catalogue and on the web. This provided the basis for dialogue and a broad public debate with the Charrette results partly incorporated into the city of Oslo's ongoing work for comprehensive planning of the waterfront. It was estimated that the cost of running a week-long Charrette was 100,000 euros (including technical equipment, advertisement and publishing, etc.) in addition to staff time.

The three scenarios influenced discussion. For example, The Oslo Park scenario focused on the importance of public spaces, and the results influenced the ensuing discussions on recreation and health aspects of the waterfront. However, implementation of the discussion outcomes was not entirely smooth. The subsequent regeneration strategy did not make use of the results of the workshop for two reasons. First, demands set by politicians and landowners constrained the programming and planning progress. Second, the architectural team leading the Charrette was better prepared and had a more in-depth understanding of the issues compared with the other team participants. This hampered a wide-ranging discussion during the Charrette. However preparatory work undertaken by the architects generated detailed and sophisticated presentations at the end of the Charrette. Another concern is that the Charrette may have been too similar to a traditional architectural competition, raising the issue of whether or not the team leaders should have been architects.



How the Oslo Large team, lead by KAP Architecture and Plan, visualised Vippetangen in 2030.

The exhibition following the Charrette did not draw large crowds. This is due in part to the fact that the harbour areas have been closed to the public for many years and have fallen out of the public consciousness. A future challenge is to integrate the public in broad discussions about proposed use of these 'forgotten' areas. Overall, it is important to secure understanding among politicians and other key actors in the early stages for the enduring process needed to successfully accomplish flexible and robust plans that will benefit the city in the long term.

Oslo



Sustainable transport analysis

Continuity in dialogue and participation are required when analysing transport systems to secure consensus and commitment to implementation of recommendations. The results from the transport analysis in Oslo clearly show the need for special focus on walking and cycling and public transport in order to reach sustainable transport goals. Such issues need to be introduced in the early phases of planning so that they might influence important physical considerations in the design of public spaces.

The transport analysis also revealed difficulties in implementing expanded passenger transport on water, primarily because there is no active public transport office or private investors that see any immediate potential for water-based public transport in Oslo.

Accessibility in the Fjord City expert panel

The expert panel has proved to be a valuable arena for professional discussions, information and coordination although it has had to overcome some difficulties including a difference of opinion between the city and participating national planning bodies on specific planning criteria.

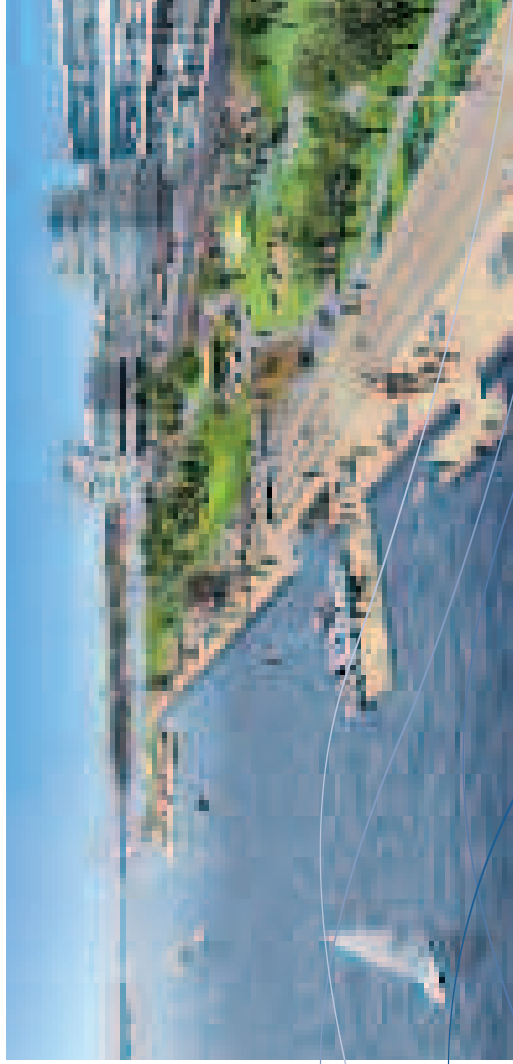
The Expert Panel met on 10 occasions between 2005 and 2006 discussing public transport, solutions for pedestrians and cyclists, provision of commercial areas, environmental issues, car traffic and parking. Consultants made schemes for a cycling route to be given high priority through the Fjord city and city centre. An Accessibility in the Fjord City report was completed in October 2006.

Public space as a planning strategy

Traditional planning processes need to be revised and renewed to meet the challenges of private led development, growth and transformation which face the contemporary city. The need for new methods and strategies is increasingly necessary when the public sector no longer acts as developer and builder. Proactive strategies to ensure that public, social and physical qualities emerge in urban development need to be applied.

The “Byrom i Bjørnvika competition” is such an initiative. By giving a greater importance to public spaces and the social sphere, the results of the competition have the potential to ensure predictable and politically-sought qualities in the regeneration of the Bjørnvika waterfront. By defining the seven commons or parks and giving them an important role for both future development and as linkages from the existing urban fabric, the plan has embedded quality design factors which future developers need to take into consideration in planning public spaces adjacent to, or forming part of, their projects.

This process and strategy has the potential to enhance public discussion related to public space. By lifting discourse to a higher level, public space is given content as well as design. The public sphere has become an important factor and constant layer in the overall master plan. The physical results of this process have not yet been revealed but are currently ‘work in progress’. The potential for urban quality has driven awareness of the importance of the contribution of the public sector. In the urban regeneration of Bjørnvika this will serve as a key learning point for the development of future strategies and methods related to planning and development.



Possible solution for Fjord City Plan Principle asking for a large public park at the Filipstad waterfront. 3RW Architects

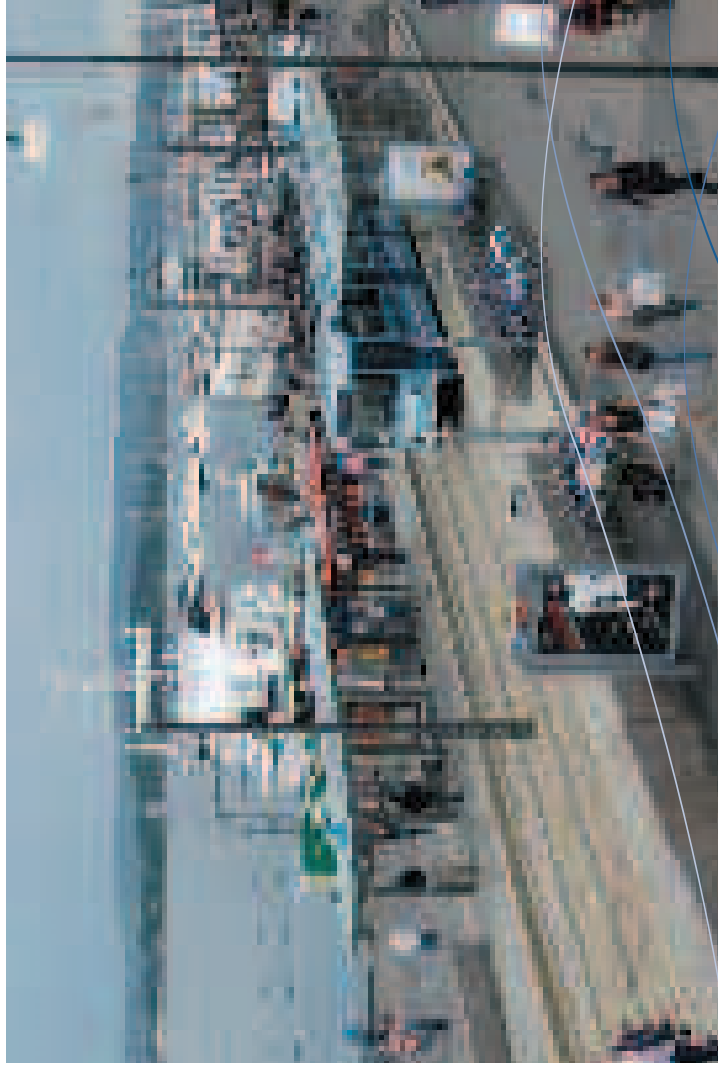
Oslo



Synergy with public transport

The Institute of Urbanism and Landscape at the Oslo School of Architecture launched a Master's project called "The Fjord Tram" in Autumn 2005, consisting of 16 landscape architects and architecture students. This course investigated the interaction between public transport, public space and the programming potential of the location of tram-stops. New potential for public quality in urban regeneration in relation to the proactive planning strategy for public space in Bjørvika was revealed and explored. The public spaces as 'hubs', connecting transportation, social interaction and public programmemes, are new and intensive urban locations, giving life to new areas and connecting with the existing urban fabric.

This interaction between private developers, public planners and academics has driven discourse on exploiting public urban potential in city regeneration to a new level. Lessons learned and experience collected in these processes, together with future analysis of the actual results from Bjørvika, will contribute to new planning methods for the contemporary city.



Tram halt and ferry port of call at Town Hall Square Oslo

Oslo

TEMPO Fjord City: a network for temporary activities

A Network for Temporary activities - TEMPO Fjordbyen - has been organised by the OWPO together with the main developers of the Bjørvika area and is part of a strategy to bring the public into the former harbour areas previously closed off to the public. TEMPO activities include:

- the mounting of several art exhibitions in former warehouses earmarked for demolition to make way for a road tunnel
- the painting of a route through disused waterfront areas - “the red carpet”
- a walkway, a pocket park and a new pedestrian bridge passing the motorway barrier
- production of leaflets highlighting cycling and walking routes through the harbour, promoting its attractions and encouraging tourism

Oslo’s experience is that in order to raise public interest on a wider basis for the planning of this area, “blank spots” in the public’s “mental map” have to be filled with experiences and awareness of the qualities and potential of the area. However there are barriers. OWPO’s experience of the TEMPO project is that it has been difficult to negotiate access to vacant buildings and land with owners and developers for temporary projects. One reason may be the economic potential of renting these out and the need for locations for the storage of building materials for future projects.

Further information

<http://www.Fjordbyen.com>



The Red Carpet, Temop Fjordbyen Strategy Oslo





- In **Aalborg** a major road separates the waterfront from the city centre. This road is to be rebuilt and traffic flows are to be reduced from four to two lanes so that it no longer forms a wide barrier between the city and the waterfront. The City of Aalborg has also committed itself to large scale public investment in the building of its new waterfront. The same proactive public will to finance large scale public spaces can be seen in **Copenhagen's** newly finished Amager Strandpark.
- In **Göteborg**, strategic analysis recognised that a major four-lane highway which divided the city centre from its riverfront needed to be sunk into a 1.5 km tunnel beneath the city, creating a whole new range of spaces for reconnecting the city centre with its waterfront. The Göta Tunnel, opening in 2007 also aims to significantly reduce car traffic in city.
- **Edinburgh** proposes a 15 km walk/cycleway along its entire waterfront as a major addition to the public realm. It is part of a 'Green Web', an integrated city-wide network linking existing and proposed routes, including a Core Paths Network required under Scotland's recent Land Reform Act. It will link heritage sites and places of interest; encourage the creation of new facilities and attractions within new developments; and create a safe traffic-free route to foster health and fitness by promoting walking, cycling and sports.
- **Hamburg** recognises that if waterfront and city are to be reconnected, public transport will play a key role. It is extending its underground system to tie its HafenCity development into the city-region's transport network. In future this might be extended to become a connecting element of the "Leap across the Elbe" programme. Construction is due to begin in 2007 at the Jungfernstieg station, where the new line will branch off the existing network.
- A new promenade from Jungfernstieg in the city-centre to HafenCity will make a major contribution to Hamburg's pedestrian environment. In this development process both new and existing buildings will be placed in the context of a series of open squares and landmark buildings. This promenade, with a new light rail system, will link to a wide variety of newly designed squares, each with high quality facilities, inviting the visitor to take an exciting tour through the city. A new pedestrian bridge to be built across the Ost-West-Straße following a design competition will better connect the new and old city centres. Finally, the new opera house in the HafenCity will be linked to the old city centre and the tube station Baumwall by a special footpath called "Skywalk" and an avenue of trees.
- **Copenhagen** and **Amsterdam** are role models for their holistic approaches to give cyclists and pedestrians priority in the planning and building of their city-centres.
- **Odense** has established a new public swimming and fitness centre incorporating outdoor water-based activities and facilities, such as sailing dinghies, canoes, kayaks, etc. A new idea is the introduction of free public pedal boats, as a substitute for bridges across the fingers of the harbour.

transport + urban fabric

learning from other cities

design quality + public realm



Achieving design quality in the public realm

Design strategies for the harbour

- to prepare a comprehensive development plan for the inner harbour area as the city's central urban and landscape space, which has both historical qualities and which contains considerable urban development potential for linking surrounding neighbourhoods;
- to develop accessibility and openness in the relationship between city, harbour and water. There should be full public accessibility along the quays and it is recommended that a series of different public urban spaces and public zones along these quays be developed.
- to develop the harbour area into a special zone in the city, to encourage experimentation with architectural styles and new types of urban spaces that respect the industrial architectural heritage and the harbour's distinctive scenic features

Design strategies for sub-areas and sections

- to develop urban life plans related to the recreational requirements of different social and lifestyle groups wanting access to the water. This includes design that adds new user contexts and publicly accessible activities that manage to be socially inclusive and promote social encounters and cultural exchange
- to establish design quality objectives for the regenerated area appropriate to the architectural context. The design shall respect and interact with the diversity of existing building typologies and with the distinctive spatial aspects of the industrial and transport harbour. This may include allowing parts of the harbour to have more programmatic flexibility

Design strategies for new urban spaces

- incorporating new designs promote an aesthetic reinterpretation of the character of the harbour in the context of the city
- good design should result in new urban spaces in a human scale which promote opportunities to spend time and engage in activities in the harbour's public areas
- good design promotes an artistic and eventful dimension. Design solutions should interact and perhaps contrast with the concrete and iron construction style that defines the harbour's identity including artistic reinterpretation of the industrial character of the harbour environment. Design also considers the interaction between new activities and traditional harbour functions

design quality + public realm

strategic planning

It is crucial that a comprehensive municipal development plan is developed for the harbour area. This comprehensive plan should specify strategic objectives for the regeneration of the entire harbour and may include:

- multifunctional programming of the harbour
- infrastructure planning
- housing for everyone
- cultural planning
- temporary uses
- event strategies
- public-private partnerships.

design tools

Design quality in the public realm involves the development of a series of complementary design tools: 'urban life design', which is a methodical approach to the programming of urban life prior to design of architectural objects

- use of design workshops with multidisciplinary participation (good examples include the Oslo Charrette, Harbourscape Aalborg and Bauforum Hamburg)
- architectural competitions
- development of design manuals and 'Quality Books' in order to ensure a specific design standard for each specific area of the harbour
- survey of existing buildings and urban structures (using, for example, the SAVE method: Survey of Architectural Value in the Environment)
- 3D models, pictures and animations

participation

It is important to incorporate different citizen and professional groups into public meetings on harbour regeneration. The objective is to ensure a high degree of accessibility and design quality for as many sections of the population as possible. Participatory mechanisms can include:

- urban renewal workshops
- city walks
- project exhibitions
- interdisciplinary professional forums and architectural workshops:

L2



design quality + public realm

tools



L3

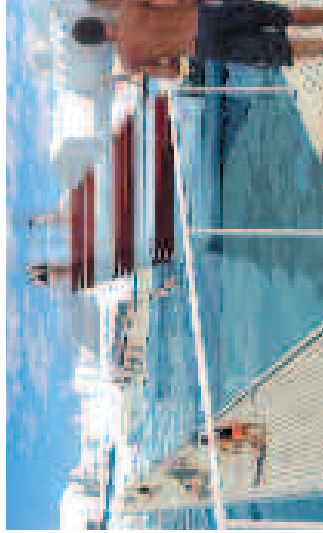
design quality + public realm

The Aalborg context

The challenges faced by Aalborg concerning the regeneration of its harbour are the result of the phasing out of industrial production and the transition to a knowledge-based economy. As industry and harbour-based enterprises vacated the central harbour areas, the City of Aalborg developed the first strategic basis for harbour regeneration. In 1999 the City Council adopted a strategic plan known as the “Fjord Catalogue”, which singled out the harbour zone as an urban regeneration area. In 2002 it was decided to develop the central section of the waterfront on the Aalborg side of the fjord, which included working towards the realisation of a House of Music concert hall.

Since 2002 the regeneration of the harbour has been strategically tied to accessibility and the location of new public programmes in the waterfront area, including the location of the local authority’s technical department, the house of music, a new centre for architecture and a house of culture in a disused power station. The harbour’s regeneration has been strategically linked to cultural planning, housing policy and new economic initiatives. These include long-term development of new housing, knowledge-based businesses, educational institutions and culturally-oriented business enterprises.

The provision of public areas along the waterfront is an important element in the regeneration strategy. This includes a number of thoroughfares connecting the town to the waterfront and a large beach park with a connection to the neighbourhood of Nørresundby. Privately owned land including a former cement works at Lindholm Brygge and the former slaughterhouse area now have public access along the quays. Eventually, the waterfront will be the location of new recreational activities such as bathing facilities, sailing, cafés, play facilities and parks.



New harbour pool



Jomfru ane parc

Aalborg

The pilot projects

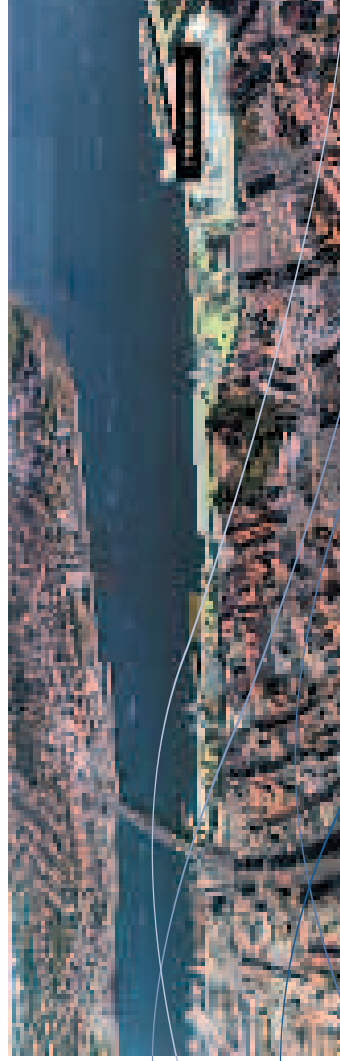
In connection with the WCP a number of new pilot projects were defined focusing on the development and testing of planning methods and design tools to improve the public realm. The three pilot areas where these tools and methods were tested are the Central Harbourfront, the Slaughterhouse site and Skudehavn marina.

The central harbourfront - a public harbour space open to all

The Central Harbourfront of 1 km is publicly-owned and is adjacent to the oldest part of the city centre with its shopping streets, restaurants and bars. The aim for the area's regeneration in this area is to extend "the city's communal space", creating a lively and diverse harbour area with public access and facilities for all.

Regeneration has involved the following simultaneous strategies:

- major projects as generators of development including the House of Music, Nordkraft, power station conversion and the Utzon architectural centre
- public accessibility to create connections from the city to the harbour and along the waterfront
- mixed uses including for culture, sport/leisure, cafés, shops, a market hall, parks and squares
- different types of urban spaces, alternating between rest and activity for different lifestyles
- a focus on architecture and design (such as for spectacular buildings, lighting design, artistic surfacing and paving, etc)
- preservation of the industrial cultural heritage: the former power station, Nordkraft, transformed into a culture and leisure centre and the former Cattle Market into a market hall
- staging of the harbour space (events, decoration on special occasions/times of the year)
- information strategy (website, newsletters, leaflets and guided tours)



Aalborg

L3

design quality + public realm



Slaughterhouse site - public realm in a residential and industrial area

The former slaughterhouse areas have been acquired by a private investor, with regeneration of the area now relying on positive interaction between public and private interests. The planning method included debate proposal, comprehensive development planning and subsequent drawing up of a local plan.

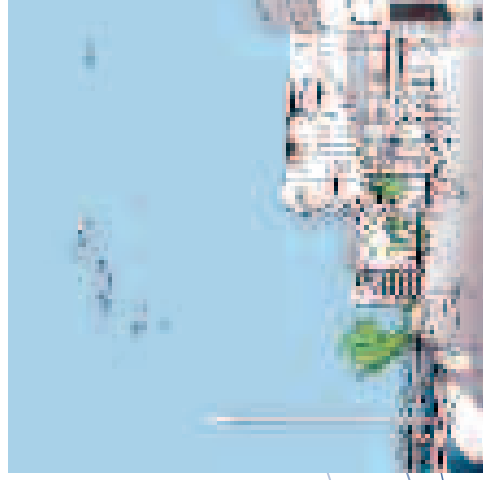
A major challenge during the process has been to safeguard public interest with regard to accessibility and provision of new urban spaces along the harbour promenade - as opposed to the investor's interest in creating a private recreational location in the city centre for new dwellings and business premises. Danish legislation does not allow private co-financing for the establishment of new urban spaces. So the financing took place through negotiations based on the sale of public land within the overall area, and through the drawing up of a joint design manual, the aim of which is to ensure uniformity and quality.

Skudehavn marina - long-term development and temporary use

The area was formerly a shipyard and is now privately owned. Three landowners drew up a proposal for new housing to be built, covering the entire area, including houses on stilts in the water. This would have privatised the area with all existing marine enterprises relocating or closing.

In order to clarify the future of this section of waterfront, the City Council carried out an analysis which included interviews with users and business owners in the area. On the basis of this analysis, the City decided to provide public access to the area with leisure and recreational facilities in the context of its maritime identity. Marine-related businesses could be incorporated with other public-oriented activities and the industrial historical character would be preserved.

A challenge is to ensure a regeneration of the area over a 10 to 15 years period with temporary use of existing buildings. However during this transition period the rental incomes will be low. Alternatively the City Council could purchase the entire area but to date the owners have not shown any willingness to sell.



Slaughterhouse

Development and testing of methods

In parallel with the planning and design of the pilot areas, the development and testing of a number of new methods and design tools has been carried out. These have been employed not only in the pilot areas but also in other parts of the city.

Architectural competitions

Consultancy tenders

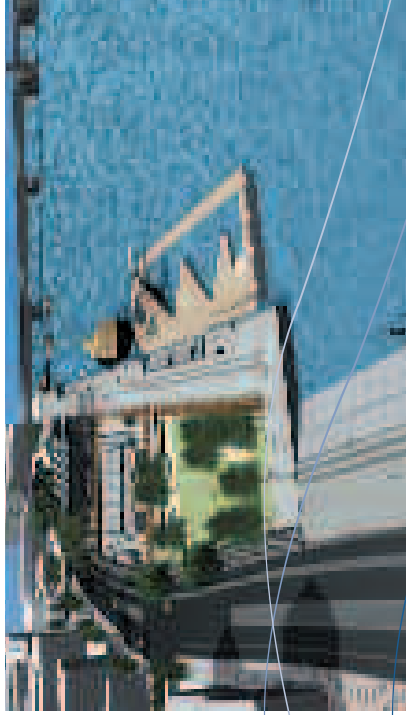
Consultancy tenders in accordance with EU directives are normally only issued for tender on the basis of price, but in the case of both the Comprehensive Plan for the central part of Aalborg Harbourfront and visions for Nordkraft (the former power station) there has been an assessment of quality of design and of the ability to manage and carry out the processes. These projects have genuine prestige value to bidders which has resulted in submissions of high quality.

Architectural competition

An open-air harbour swimming pool is planned for the central Harbourfront. A separate architectural competition for the design of the pool will be held. Six teams have been nominated to submit proposals, which will be judged at the beginning of 2007.

Sale of public property with weighting of architectonic quality

The legislation concerning the sale of public property enables sites to be offered for sale to private investors at a market price, but with an intrinsic weighting toward architectural quality. This method is currently under development.



New pool at the waterfront



L3

design quality + public realm

Aalborg



Municipal development plan 2006 - urban space policy, lighting policy, parking policy and high-rise policy

In 2006 a new municipal development plan was drawn up for the city centre and the harbour. The municipal development plan contains detailed descriptions of neighbourhoods and specifies objectives for the design and use of harbour spaces.

However, a prior aim of developing design guidelines for the entire public realm was abandoned. Instead, design guidelines for the individual areas are being drawn up in relation to place identity, use, and activities.

Design manuals have been drawn up for Aalborg Central Harbourfront, which is publicly-owned, and the Slaughterhouse site in Nørresundby, which is privately-owned. These design manuals stipulate types of surfacing and paving, standards for urban furniture, vegetation, lighting, etc. The City development plan is currently analysing other areas of policy including for parking, high-rise buildings, urban space and lighting.

Architectural policy

Through the formulation of an architectural policy, the harbour area has been designated as a special interest area. An external interest group drawn from local professionals and stakeholders within building and planning disciplines has been set up. Known as ArkitekturForum, this group defines activities and campaigns aimed at drawing in the general public. The first campaign called "Industrial culture, worthy of preservation?" concerned Aalborg's industrial building inheritance and identified the waterfront's distinctive industrial structures.

The campaign contributed to the nomination of Aalborg as a municipality of cultural heritage in 2006/07. Currently, ArkitekturForum is focusing on urban life and urban spaces with the aim of drawing up an urban space plan for the harbour areas.

Discourse analysis

What has been successful and what has not been so successful in the regeneration of the harbour areas? To examine this question a methodology called "discourse analysis" was carried out with the assistance of Aalborg University, Aalborg City Archives and the Aalborg Historical Museum. Eight poster boards have been produced which, through the use of historical quotes and illustrations, tell an exciting story of changes that have affected the area. Physical changes are reflected in changes in discourse and discussion.

The most recent change of discourse is around Aalborg's transition from an industrial city, with heavy harbour traffic, to a knowledge-based and recreational centre open to new opportunities for development events and attractions. The posters are not just a source of historical information, but also an important tool in harbour regeneration.

Aalborg





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design quality + public realm

Design workshops

Aalborg has hosted three workshops concerning 'industrial culture', 'harbourscape' and 'urban spaces/urban life'. In terms of method the three subjects have different points of departure and the workshops have been held in different contexts.

The industrial workshop was part of ArkitekturForum's "industrial culture - worthy of preservation?" campaign. The aim of this workshop was to discuss the potential applications for the buildings and areas vacated by changes in industrial activities. A total of 100 participants represented a mix of professionals, stakeholders and citizens. The workshop's report is essential for the preliminary public debate on the use of the area.

Harbourscape consisted of three parallel workshops led by three different architecture offices and the participants were all professionals or students within the field of architecture and urban design. The workshops represented different methods in relation to urban design and reflected in different analytical processes and results. They provided proposals for the development of Aalborg's waterfront as well as ideas for the development of working methods.

Urban life/urban spaces was illustrated through three workshops with the following themes: "Urban Life in Aalborg", "Fine Culture versus Subculture" and "Quality Requirements in the City's Public Spaces". Participants were professionals and urban space users including artists and musicians. A number of recommendations were formulated and the workshop was concluded by an internal municipal seminar focused on cooperation and new challenges.

Holistic urban renewal

The City of Aalborg has developed and implemented holistic urban renewal linking the harbour in Nørresundby and the Østerbro neighbourhood on the Aalborg side. Holistic urban renewal is a tool which, in contrast to traditional urban renewal, deals with public themes such as urban spaces, traffic, social conditions and culture rather than private housing and open spaces. Holistic urban renewal takes place across different sectors and requires citizen involvement.

In the centre of Nørresundby holistic urban renewal was completed in 2006 and involved the analysis and discussion of emerging needs for regeneration following an extensive urban renewal of private properties and public renovation of a number of squares, streets and roads. The result included a stage on the main square, a community centre and the establishment of a small public park called a 'pocket park'.

Holistically-oriented urban renewal is currently taking place in the Østerbro neighbourhood, adjacent to the former shipyard and the former grain and feedstuffs facilities and is due to be completed in 2009. The projects involve urban design, social initiatives, façade and signage campaigns and other initiatives.

Aalborg

Experience, implementation and key concepts

Working in pilot areas and testing new methods contributed to the gradual development of cohesive strategies for the harbour's public programmes and a varied set of guidelines and tools for design in the waterfront. Colleagues in Aalborg have learnt that a combination of methods and approaches have to be used in order to achieve quality design, and ownership by citizens as well as commitment from professionals. In Aalborg this involved:

- critical and independent evaluation and discourse analysis in the regeneration of the harbour;
- development of strategic planning with an architectural policy, urban space policy, lighting policy and parking policy;
- establishment of independent forums of professionals, but also continuing to hold internal architectural workshops;
- holding architectural competitions for major urban development and buildings on the waterfront as well as design workshops; and
- using holistic urban renewal for understanding harbour areas.



Nordkraft facade

Further information

www.aalborgkommune.dk/harbourfront
www.aalborgkommune.dk/arkitektur



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design quality + public realm

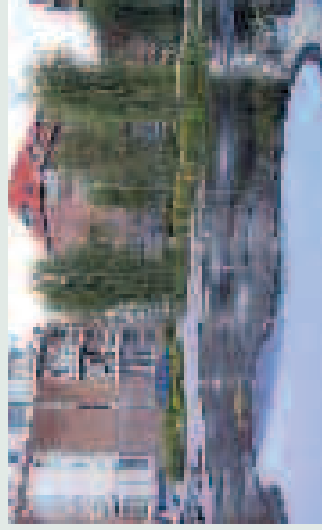
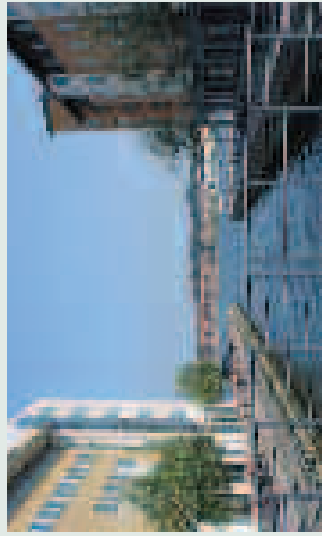
- **Schiedam** has defined the concept of a successful public space as an environment which facilitates, encourages and engenders interaction and encounters between diverse people and is a showcase for the identity and culture of the city. It plays a role in ‘the narrative of the city’, contributing to the understanding of it. They also suggest that a successful public space is the stage for an interesting social play (for tourists or bystanders/passers-by). It is also a point of connection between the local and the global and between the intimate and the anonymous. From a commercial point of view, the very popularity of a successful public spaces generates economic possibilities for business and tourism.
 - English harbour and industrial cities have implemented projects with diverse programming that “build bridges” between the existing industrial culture with new economy and cultural and urban spaces. **Gateshead** is a good example with The Sage music venue, The Baltic Centre for Contemporary Art in a converted mill and a Millennium Bridge. For a key riverside development site, Gateshead has developed a Planning Brief which sets out the City Council’s aspirations for the waterfront and city centre vision but also addresses detailed issues such as built form, building heights, pedestrian and transport routes, view protection, public security and public art. In **Bristol**, the local authority, which is the biggest landowner in the old docklands area, has developed a strategy in which new cultural institutions and housing developments are combined with the reuse of industrial buildings and warehouses. Disused buildings are not torn down but found temporary use. **Edinburgh** has both Standards for Urban Design and A Streetscape Manual.
 - In **Hull**, design of public spaces is intended to ensure that all sectors of the population are included. Design should seek to enhance local character but be flexible to respond to current needs and changes in cultures and society. The space should feel secure so that people are encouraged to behave in a responsible and civil manner.
 - **Hamburg** uses the creation of public space and sculpture as a waterfront celebration. A new public space called the Magellan Terraces opened to the people of Hamburg in a two-day celebration in 2005. Located at the Sandtorhafenkopf the sculptures are presented like a stage covering almost 5,000 square metres. One of the highlights is the ‘light coil’, an artificial light sculpture that serves as a background for music events, art and cultural projects. Outdoor stairways running down to the water level allow the tidal changes in the waterway areas to be experienced intensely. Ornamental earthworks and fish motifs underscore the venue’s special maritime character.
- Cafés, pubs and restaurants on the main plateau are intended to create ‘a Mediterranean flair’. The terraces become a lively magnet for people in Hamburg’s new quarter through the varied use of such possibilities as gastronomy, festivities, concerts and professional gatherings. The locale simultaneously portrays the future port and its tradition. Historical ships, restored cranes and bridges, are part of the area, which opened to the public in 2006.

learning from other cities

- **Amsterdam** has many good examples of regeneration of harbour areas into new urban neighbourhoods featuring a mix of housing and business premises in a dense structure with major new investments in public transport and roads. There has been a conscious effort to develop a harbour townscape with public quays, urban spaces and easy access to the water.

- **Barcelona** makes conscious use of an urban space strategy characterised by extensive planning work over a period of more than 20 years. This has resulted in the regeneration of a disused industrial and harbour zone into an inner city bathing beach, 15 km of beach promenades with public programmemes and urban spaces linked to the hinterland's old and new housing areas.

- **Oslo** employed a strategy similar to Barcelona in the Bjørvika project, in which an urban space competition was held. Following several "Fjord city projects" with high density and high-rise solutions along the fjord, based on the principle of "more city on the outside of the city", there has been a gradual move towards ensuring a diversity of public urban spaces in the interface between the fjord and the city.



design quality + public realm

learning from other cities

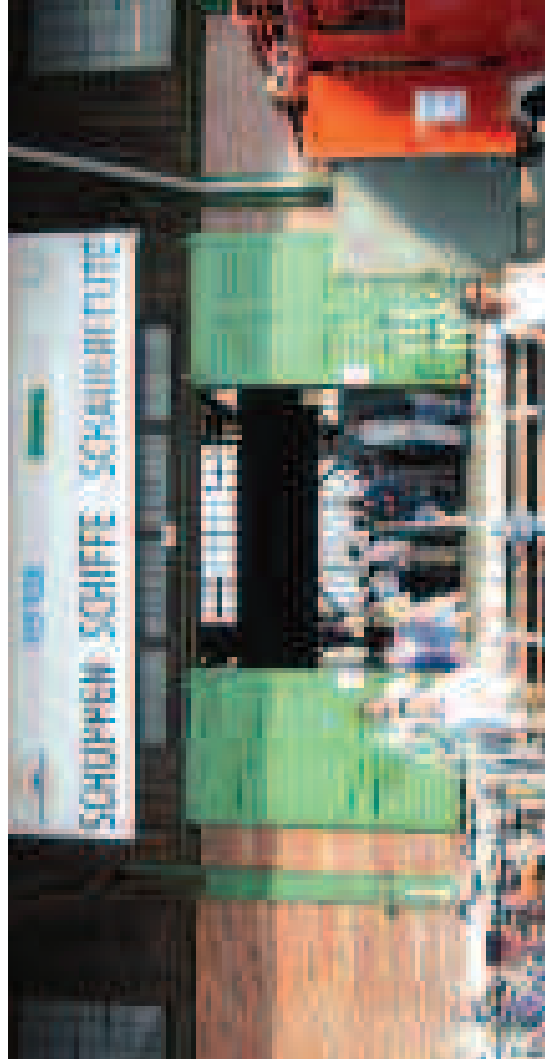


harbour heritage

L1		
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Harbour Heritage

- The best waterfront regeneration strategies capitalise on and add to the area's existing physical and human resources. In particular, **heritage buildings and features can be a catalyst for regeneration** and the location for a range of cultural and artistic functions. Reusing existing structures helps reintegrate the waterfront area into the economic and social life of the city.
- Preservation and **enhancement of harbour heritage in combination with initiatives in arts and culture** are a good foundation for fostering urban complexity.
- **Preservation of different aspects of harbour heritage can contribute to the success of regeneration strategies:** linking new and old structures in an urban design framework, providing an exciting basis for citizen participation, fostering the waterfront as a cultural and industrial heritage destination, and initiating skills training and new employment in the heritage and tourism sector.
- **Architectural competitions for new buildings** of international stature can help to ensure that new build equals the quality, character and identity of the architectural heritage.
- A wide range of **events** which can foster arts, culture and heritage appreciation and short and long-term participation are essential.



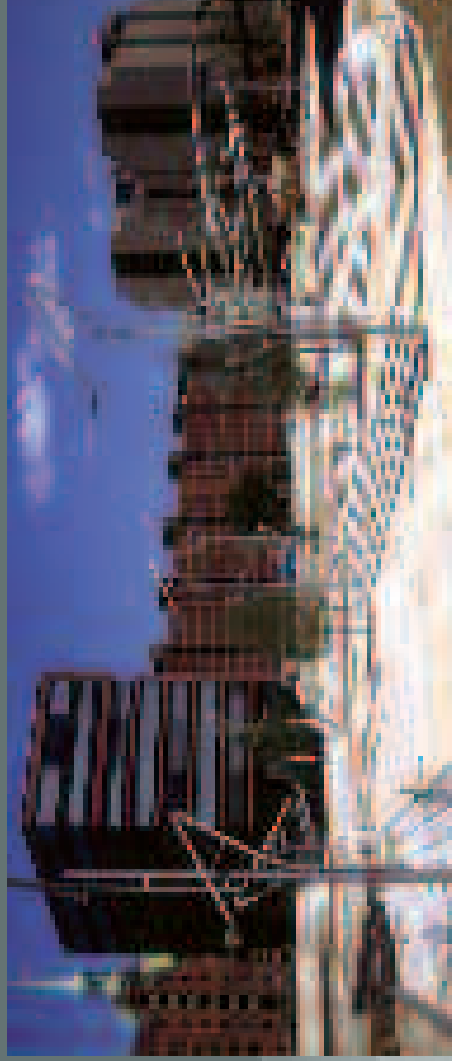
harbour heritage

■ A summary of the tools and strategies tested by Hamburg include:

- reuse of warehouses, cranes and bridges to enhance maritime industrial archaeology
- organising and hosting an annual heritage day open to the public
- a linear 'art mile' from city centre to waterfront
- an annual temporary art exhibition in a unique waterfront venue
- organising art and architectural competitions
- creating new jobs and cultural destinations
- creation of new public space and public sculpture

■ Hamburg is engaged in an 'examination process' of the potential for waterfront regeneration to meet new cultural demands, which enhance both city-region and waterfront, linking these positively. Such cultural demands can be fulfilled using strategies which consider the preservation of historical buildings creatively while retaining and interpreting the harbour's cultural heritage.

■ Hamburg is re-establishing the link between regenerated areas in the waterfront and its adjacent city centre. Cultural and art projects play a key role in this integration.



L2



harbour heritage

tools



The Hamburg context

As Germany's second largest city and the host to Europe's second-largest port, Hamburg is a bustling centre of commerce. A natural split of the Elbe River into northern and southern arms strengthens the warehousing and transshipment character of the harbour. Hamburg's port has historically been core asset in the city, which justifies its location and importance.

Hamburg harbour's impressive architecture combines warehouses, cranes and public buildings in a unique cityscape and an sightseeing attraction. Each period of the harbour's evolution has left a sign in the moulding of the harbour basin and the arrangements of massive sheds and warehouses have all been shaped by their respective harbour-related functions. A striking example is the 'Speicherstadt', a group of storage facilities that once resembled a contained town - now designated as historic quayside warehouses and quay walls in the vicinity of the Hafencity ('Harbour City'). The area of Hafencity, adjacent to the city centre, is one of the oldest parts of Hamburg's extensive harbour and represents the emergence of a 19th century architectural style linked to engineering and industrial progress, which was significant for Hamburg's modern urban development. For Hafencity's regeneration, a new, business-oriented grouping is relating recent city development to the regeneration potential of the historic district at to improving the arts and cultural heritage.

The WCP pilot project

To study harbour heritage and art-related regeneration, Hamburg City Council and its partners are using Hafencity as a pilot project. Hafencity will eventually house 12,000 residents in 5,500 residential units as well as providing around 40,000 workplaces, restaurants, shopping, leisure and entertainment facilities, parks, open spaces, and promenades. A major challenge is to integrate this new city quarter into the existing city centre of Hamburg providing efficient infrastructure.

In turn Hafencity has the potential to stimulate life in the city centre by providing new cultural and entertainment facilities including a new concert hall, museums, a cruise ship terminal and a science centre. Hafencity is intended to be an internationally competitive location for inward investment, which will contribute to the city's metropolitan life.

In addition, within the context of the WCP, Hamburg is collecting information on good practice in harbour heritage from across the partners and publishing this material as guidelines to regeneration.

Hamburg

Matching harbour heritage to new buildings

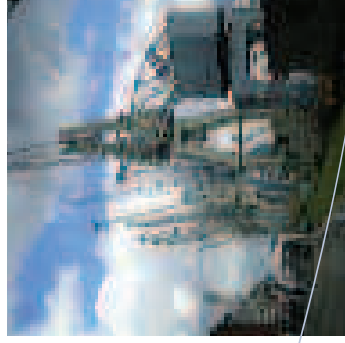
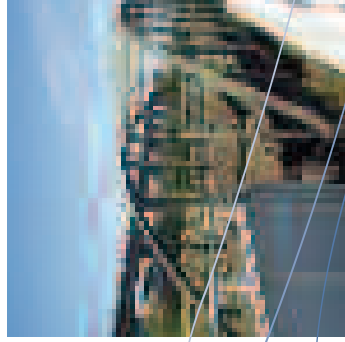
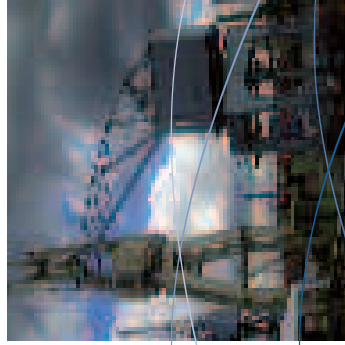
The Sandtorkai ('Sandtor Quay') quarter is one of the first sections of the HafenCity to be redeveloped. The first resident owners and tenants have moved into new flats and offices situated to the south of the historic warehouse district, directly facing the harbour. Five residential and three office buildings with a total gross floor area of approximately 38,000 m² are being built here.

Special attention has been paid to the design of this quarter due to its unique position between the brick-built historic warehouses and Sandtorkai Harbour - Hamburg's oldest basin. The basin area is being transformed into a new urban waterside environment containing newly designed pontoons, as well as historic ships, cranes and bridges reminiscent of the site's original use.

A historical quay wall on the north riverbank of the Sandtor Harbour (initially built for modern port transhipment in the open-tide harbour around 1860), has been painstakingly restored as a youth-related project, as discussed below. Complementing the cultural heritage reflected in the 19th century architecture of the port, eight strikingly modern new buildings have been designed for the Sandtorkai area, all of which express the architecture and engineering skills of the 21st century.

Reusing historic cranes and bridges for economic, social and cultural benefit

The project 'Restoration of Historic Cranes' is being organised in co-operation with the Foundation 'Youth and Work' and the Stiftung Hamburg Maritim ('Hamburg Maritime Foundation'). Making a significant contribution towards reusing Hamburg's available heritage, this project involves young, unemployed people in need of practical training. Some of the cranes restored will be erected on the quay area where their original tracks are located, and in the new 'Traditional Ships Harbour' on the 'Kaiser Kai' ('Emperor's Quay') area. The cranes are now sculptural landmarks visible from a long distance and monuments to the historic industrial nature of the area.



Hamburg



harbour heritage



L3

Rehabilitation of historic warehouses in association with chartable foundation

In addition to the work on historic cranes, the Hamburg Maritime Foundation runs a project which is renovating the early 20th century warehouses originally built between 1908 and 1912. Countless seagoing vessels from all over the world loaded and unloaded their cargo here. These warehouses were partially destroyed in the World War II, and then reconstructed in the early 1950s.

As a result of the trend to containerisation, the warehouses became disused or dedicated to short term storage. Originally most warehouses were scheduled to be torn down. Fortunately before this could happen, in 2002 the impressive quayside warehouses were declared historic monuments and taken over by the Stiftung Hamburg MaritimE Foundation. At present buildings are being reconstructed following the original building plans.

Meanwhile, a large part of the warehouse area has been rented again for storage and sale of modern goods from around the world. The area is also a popular backdrop for film, television and advertising. For example, a gigantic Warehouse is now a successful event facility booked by agencies and large companies. The profits generated are used for further building renovation. The renovation and reuse of these warehouses by Stiftung Hamburg Maritime is Hamburg's largest non-profit restoration project.

Open 'Heritage Day'

An open event titled 'Heritage Day' also bring together the general public in Hamburg, by inviting citizens to visit heritage structures. Historic monument day is a good opportunity to 'dive into' the ancient harbour world and to delight in what the coming years will have to offer.

Linking waterfront to the city with an 'Art Mile'

An 'Art Mile' between Hamburg's inner city Alster Lake and the harbour, characterised by museums, galleries and an antiques market, is an example of the emphasis given to the arts in Hamburg. It also includes Germany's oldest opera house and the nation's top ballet company. The Art Mile is already being extended into the harbour region through museums and cultural facilities which have found a home in the 'Speicherstadt', e.g. the Customs Museum/Speicherstadt Museum and the Spice Museum.

The Art Mile will become more firmly established in the future through the installation of new major institutions supported by public funding. These include a Maritime Museum and a new concert hall integrated with a restored warehouse. This site is set to be the prominent new venue for culture in 2009. Further cultural investments involve a Science Centre/Aquarium and the new 'HafenCity University' School of Architecture to be built on the central segment of the 'Magdeburger Harbour' in HafenCity by 2010.

Hamburg

An annual art exhibition in a unique waterfront venue

There is an annual 'Elbe Art' exhibition. An innovative feature of this scheme is that the artists' work is shown in an old tunnel which runs for nearly one kilometre under the river, rather than in a gallery. The exhibition opens access to the tunnel, built beneath the river during the last century, and allows citizens first-hand contact with locally-produced arts and the artists in a harbour heritage setting.

Temporary arts project competition

Culture is a crucial impulse generator for development of the HafenCity. The cultural foundation 'Hamburgische Kulturstiftung' and the firm 'HafenCity Hamburg GmbH' formed a co-operative venture to establish and anchor of arts and cultural life in the area. A project-based competition entitled Art and culture in the HafenCity' was announced in 2005. A total of 146 concept proposals were submitted by both well-established and newcomer artists. The jury decided that eight temporary art projects would be installed.

Creation of public space and sculpture as a waterfront celebration

The first area within the HafenCity accessible to the general public is called the Magellan Terraces. This new public space was inaugurated and opened to the people of Hamburg in a two-day celebration in 2005. Located at the Sandtorhafenkopf (spit of Sandtor Harbour), the area designed as a stage, includes three different levels interconnected by stairways and pubs covering almost 5,000 square metres. It represents one component of an overall concept based on free-space planning which grasps the cultural legacy of the Hamburg harbour's industrial development during the 19th century and reshapes that heritage into a modern composite of promenades, green areas, water and open plazas. In other words, into a park for the leisure-time and recreational demands of the 21st century.

One of the highlights in this area is the 'light coil', an artificial light sculpture that serves as a background for music events, art and cultural projects. Outdoor stairways running down to the water level allow the tidal changes in the waterway areas to be experienced intensely. Ornamental earthworks and fish motifs underscore the venue's special maritime character.

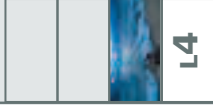
Cafés, pubs and restaurants on the main plateau are intended to create 'a Mediterranean flair'. The terraces become a lively magnet for people in Hamburg to use the varied possibilities of the new quarter such as gastronomy, festivities, concerts and professional gatherings. The locale simultaneously portrays the future port and its tradition. Historical ships, restored cranes and bridges, which refer to Hamburg's maritime heritage, remain in the area open to the public in 2006.

Further information

www.hafencity.com

www.stiftung-hamburg-maritim.de





- In **Gateshead**, a flour mill on the quayside has been renovated into an international art gallery with arts space, studios, cinema, media lab, a library and archive for the study of contemporary art. It is linked to the other side of the river by a new, modern-looking pedestrian and cycle bridge, the Millennium Bridge. The success of the arts-led regeneration on the Gateshead Quays is not just limited to the major developments that grace the waterfront today. A direct line can be traced back to the earlier involvement with public art. This was given a boost during a Garden Festival in 1990 when more than 70 works of art were on display. The same year Gateshead secured funding for the massive sculpture Angel of the North. The success of these events opened the door to cultural regeneration. The reputation gained for delivering a project the size of the Angel lent the Council the credibility to secure funding for the scheme to convert the disused Baltic Flour mill. This in turn was catalyst for the Sage Concert Hall and Millennium Bridge. The Quays development now also includes commercial, residential and hotel developments. Participation is also an important factor and ensuring that art is an integrated part of the community, with thousands of local people participating in and making their own works through such events as the annual Sculpture Day.
- **Odense** recognises the preservation value of its existing buildings, even when these are owned by private landlords. A report has been prepared which systematically considers every building in the harbour area for: address, contact details, present use and owner/ tenant, history, construction type and materials, light conditions, cultural-historical value, architectural characteristics, options for further use and cost estimate for renovation. Some building reuse is already underway. For example, Brandts used to be a cloth mill. It closed down in 1977 after having been one of Odense's largest work places for more than 100 years. Today, the building is the setting for modern and international art. The museum consists of: The Art Gallery Brandts Klædefabrik, Museum of Art Photography, Danish Media Museum, a music school, ballet school, shops, restaurants and cafés.
- In **Aalborg**, a series of workshops have been held on the city's 'Industrial Culture' as a forum for debate in the ArkitekturForum's campaign titled 'Industrial culture - Worthy of Preservation?' The main purpose of the campaign is to widen the scope of the professional discussion, generating wide participation on a debate about the city's architecture and its functional and visual settings. As an example of cultural restoration of the industrial heritage, Nordkraft, a former combined heat and power station is being reused as cultural centre, concert hall and sports venue.

harbour heritage

learning from other cities

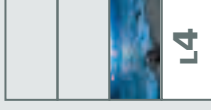
■ In **Newcastle**, the Ouseburn Valley has Conservation status because of the richness of its historic buildings and the magnificent road and rail bridges spanning the valley and its rivers. The vision for the Ouseburn Valley's regeneration is 'a thriving, sustainable urban village where a wide range of businesses especially those related to innovative, multi media and creative activities prosper. A wide range of leisure opportunities will be available for residents, employees and visitors to the area.'

■ In **Leith in Edinburgh** was one of the East of Scotland's main ports. A character appraisal describes Leith as 'a microcosm of a small mercantile town with a range of civic and commercial institutions, with a diversity of important historic buildings reflecting its former independence and maritime past'. This is demonstrated by Leith's large number of listed buildings, protected dock structures and street names like Baltic, Elbe, Coburg, Cadiz and Madeira. Streets Heritage strategies to support master planning initiatives are developed through the Leith Ahead Initiative which is a forum for local residents, local and regional agencies and the City Council. The strategies include: temporary arts and water based festivals and events, access improvements for pedestrians and cyclists to the watersides, a Public Realm Framework, a conservation area management plan and heritage trail, a Townscape Heritage Initiative including building conversion for affordable housing and community use and a Town Centre Manager and Shop Front Improvements scheme.

■ To highlight its rich but undervalued waterfront heritage, **Hull** is creating a Maritime Heritage Trail with guide booklet. The city also has a 'Blue Plaque Guide' to its prominent nautical and maritime heritage sites. Such Blue Plaques in England, mark historic buildings and/or buildings associated with historic persons. The Local History Unit at the University was a valued partner in this project.

■ **Hamburg** uses architectural competitions to ensure that new building and public open space matches the quality of retained harbour heritage. An example is the international open space competition for a 14 ha site in the area of Magdeburger Harbour and the Overseaquarter. This was an international two-phase open space planning competition for ideas and realisation with a preceding application procedure.

City-centre type promenades and squares are to be situated at Magdeburger Hafen harbour, joining land and water. The respective specific surroundings of the adjacent quarters are to be networked by the open space design. Investors for the privately developed construction project to the east of the Magdeburger Hafen harbour have not been selected yet. To the west of the Magdeburger Hafen harbour, the new urban environment of Überseequartier is being built with the participation of international top-class architects designing buildings for residential uses, service businesses, high-quality retail concepts, and culture & leisure facilities (Science centre, Aquarium, possibly also a Planetarium) as well as a large cruise terminal. The entire quarter will be constructed by a consortium of private investors. The public open spaces of this quarter, which are expected to be intensively used in the future, will be characterised by the central boulevard, individual squares, and activity/experience spaces.



L4

harbour heritage

learning from other cities



bridging activities



From now to then - bridging activities in regeneration programmemes

- **Make visions clear to everybody.** The city's vision for regeneration must be clear and widely accepted both by stakeholders and ordinary citizens. The vision has to be specific both on which city-wide goals it aims to fulfil and on the objectives for urban life in the area.
- **Formal plans are not enough.** The municipality needs to implement a wide range of strategies even in small scale regeneration areas in order to achieve its goals. If the aim is to create a vibrant new "mixed use" area, the vision has to be followed up with action-oriented strategies.
- **Uncertainty given by rapidly ongoing markets.** What is forecasted to be a long-term economic process may suddenly change to a short term process and vice-versa. Strategies need to cope with this.
- **Pollution and sustainable development.** Regeneration of inner-city harbour areas and brownfield sites is a sustainable way of city expansion. But environmental pollution can hinder that. Odense has pushed for a change in the Danish National Environmental Legislation, now adopted, to make it possible to start the regeneration process step by step - e.g. by ensuring that noise levels from nearby existing industrial companies are reduced over time.
- **Dialogue with existing companies.** It is important to make companies in the area aware that reducing environmental pollution will bring a positive outcome for both the company and the development of the area. It is also important to involve existing companies in the harbour area, either to remain locally or to relocate productively.
- **Use temporary activities as part of the process.** Harbour areas may be virtually unknown to the city's residents, who would have been discouraged or even forbidden in the past to access the area. To redress the situation, people need to be 'lured' to the waterfront via lively, temporary activities, such as concerts, markets and fairs. This can help find the potential for more permanent activities.
- **Think twice before tearing down abandoned industrial buildings.** Historical and architecturally-interesting buildings ought to be reused. This is a way of bringing the past into the future. Even industrial buildings of less architectural interest are worth considering for reuse. They can be an invaluable resource for a wide range of future use, especially activities which demand huge interior spaces that would be expensive to build as new.
- **Make active use of evaluation.** Evaluation is essential, especially in long-term regeneration. The world is changing quickly, so strategies and plans have to be revised in order to secure objectives in a changing environment.

bridging activities

- manage transitions (explained below)
- evaluation of the ongoing process, and establishment of a framework to help keep focus on the vision through the whole process
- dialogue with existing companies on environmental issues
- survey of, and Task Force for, existing harbour users to retain vital economic and employment activity
- survey of existing industrial buildings
- information on the history of the harbour and guidelines for retaining marks of the history in the future
- innovative temporary activities, including a harbour cultural festival
- informative activities: newspaper, website, information points, audio guides
- linking to nearby districts and the city centre
- improvement of water quality and nearby nature and green spaces
- leading the way by good example, e.g. build anchors (a programme that attracts other investors) and set high standards in the designing of public space
- **New approach to the planning process**, working from objectives for social interaction to physical form rather than vice-versa, the public, stakeholders, and different professional skills, also during the regeneration process
- Odense is taking forward the idea of 'management of transitions model' - also called the 'Bridge Building Model' which integrates, over time, heritage, culture, environment, employment, transport, nature and water and harbour design. This approach addresses questions related to the time-span of the regeneration, to changes in the market (e.g. for new housing, and office space), delivery mechanisms that reflect aims and visions, and evaluation as part of the process. Guidelines and learning points from the implementation of this model are detailed later in this toolkit.

- Inviting active citizens, and stakeholders from educational institutions, art and cultural and other organisations and getting them work together on regeneration issues is both a productive means to develop innovative solutions and a positive method of public participation

L2



bridging activities

tools

The Odense context

Long-term regeneration faces a challenge: the waterfront may be virtually unknown to the city's residents, who would have been discouraged or even forbidden in past to access the waterfront. To redress the situation, people need to be 'lured' to the waterfront by lively, temporary activities such as concerts, markets and fairs. But this can be challenging during a period of intense construction activity. A strategy for 'bridging' can be a key to achieving both, and to reinstating the waterfront in people's perceptions of the overall fabric of the city.

The WCP pilot project

The challenge for the City of Odense is that the city's waterfront has been virtually unknown by the public, who have turned their back on it as it became industrialised and polluted. In a pilot project within the WCP the city is now working to bridge the old with the new by focusing on the harbour's history and make best use of existing facilities. In order to change the public awareness of the area to be a part of the city, to get people to start visiting the area and to make them aware of the area's potential, Odense focuses on activities to bring the public to the harbour.

Odense's regeneration task

In 2002, the City of Odense - Denmark's third largest city - was beginning plans for redevelopment of its inland harbour. Initially the municipality held a stakeholder conference to develop a vision for the area. This conference was combined with a public exhibition on initial drafts and thoughts and a public debate. This was summarized in '13 consensus points'. Both the public and institutional stakeholders argued for the area to become a vibrant mixed use part of the city.

A master plan for the area's regeneration was approved by the city council in October 2003. This describes the city's vision in general terms and lays down the overall structure of the inner harbour area according to the 13 consensus points. For each area of the future harbour development, a more detailed district plan will be prepared.



It was obvious that regeneration would take a long time to complete because of - at that time - a slow market for new housing and office space, and the fact that there remain working companies in the area with long-term land lease contracts. Major challenges were therefore:

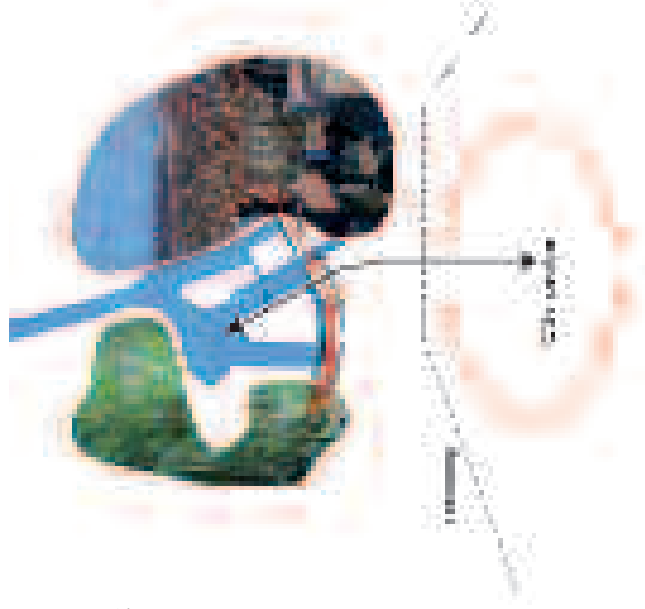
- how to masterplan a long-term process,
- how to tackle pollution,
- how to deal with the existing companies and ongoing harbour activities,
- how to 'reopen' the area for all the citizens, and
- how to "reconnect" the area to the rest of the city.

Experiences from elsewhere demonstrated that, even with the best intentions, market forces could dominate regeneration over visions and plans drawn up by local authorities on behalf of their citizens.

Many once vibrant harbour areas are too often transformed into housing or office estates for limited groups or interests in society. The overall goal of Odense's participation in the Waterfront Communities Project, has therefore been to ensure a successful transition from a redundant industrial harbour to a living new city harbour district with broad appeal to the entire community - in conformity with the city's vision for the regeneration.

bridging activities

L3



Odense

Approach

The city's approach, informing their work in the Waterfront Communities Project, is based on the premise that successful harbour regeneration is not just about high quality plans, but is dependent on an awareness of and range of strategies which provide:

- a vision that expresses what kind of urban life and human activity should be in the area and how to achieve this,
- Σ delivery mechanisms that match the vision to detailed aims,
- Σ bridge-building between past and present,
- Σ transforming of existing industries companies to ensure retention of existing jobs and creation of new jobs,
- Σ public involvement and awareness, and
- Σ mental, social and structural integration with the city as a whole.

Wider context

The regeneration area is just a small part of the Odense's harbour facilities. Some years ago a new harbour section was established outside the city and nearer to the open sea. An intention is that revenue from the regeneration of the inner harbour will contribute to extension of the new commercial harbour, thus supporting the industrial sector of the local economy.

In terms of future economic development, Odense sees its emerging role as a knowledge-based and cultural city. According to the municipal vision, the regenerated harbour area is to be 'a creative neighbourhood' in a vibrant mixed use district and a location for incoming firms in the knowledge, culture and leisure sectors. To this end, a new cultural vision and strategy was adopted by the council in 2004. As part of this strategy the council has decided to build a "water culture house" at the harbour. Part of the strategy is also to establish an Innovation Centre, also in the harbour area.

The pilot project

Management of transitions

Originally the regeneration of the inner harbour was predicted to be a very long-term process. Due to changing economic circumstances, it now seems to be a faster process which raises new challenges. Odense's work package on bridge-building activities is based on the concept of 'management of transitions'. Implicit in development of methods of forward planning was, therefore, to find ways of defining and communicating 'future potentials' of the area so that a positive dialogue could be created between stakeholders and the public in the harbour development processes.

In the Waterfront Communities Project, these potentials were identified as:

1. **Development model** - evaluation of the ongoing process, and establishment of a framework to help keep focus on the vision through the whole process.
2. **Heritage** - potential for preserving historic character and structures.
3. **Culture** - potential for inclusion of citizen participation and cultural activities.
4. **Environment** - potential for improvement of air and noise pollution in existing companies.
5. **Employment** - potential for development of new production and service companies as well as utilization of existing capacities and opportunities in existing ones.
6. **Transport** - potential for connecting the harbour and the city centre.
7. **Nature, water and recreation** - potential for development of water-based nature qualities and recreational facilities.
8. **Harbour design** - potential for new physical structure and visual quality.

The 'Management of transitions model' is closely allied to organisational change theories developed to deal with transitions in organisations in a globalised, post-modern world. Some of these theories - such as social constructionism - directly challenge the thinking which has dominated academic planning methodology for generations.



Odense

L3

bridging activities

In simple terms, the new approach suggests that sustainable regeneration is more likely to arise as a result of visioning, story telling and building successful relationships rather than dogmatic reliance on professional expertise and compromises around a 'lowest common denominator' of commercial considerations. The work package and learning in the WCP concentrates, therefore, on the processes which produce knowledge to support integration of human activities in a complex urban environment. This brings viable meaning to the visions and innovative ideas for the transition process of Odense Harbour. Key elements of the new thinking embodied in the 'Management of transitions model' are shown in the following table.

Odense Management of Transitions Model: Summary Table		
Thesis	Proposal/Implementation	Learning Points
In order to be a place for all citizens the harbour must contain functions which refer to the city as a whole.	Establishment of attractions for the entire city of Odense. Public attractions have to be integrated into a structure of public spaces to achieve urban quality. City Council must take initiatives to ensure location of relevant functions.	Building attractions before the actual regeneration is in full process can be a risk. The city council must be willing to take that risk if the attraction has to be an "anchor" e.g. has to attract other investors.
Creation of a new city district requires adequate critical mass in itself or to be a part of an existing urban district.	A mix of 50% housing, 30% business and 20% other uses would probably be appropriate. In Odense re-linking to the city centre is important because of the relatively small size of the regeneration area.	The "mixed use" concept can easily come under pressure according to what is profitable to build right now.
Existing companies can be a valuable resource to the mixed use of the harbour and to encourage the economic activity.	Develop a survey of the companies in the harbour area, which assessed the company's requirements and categorize those companies according to three types: - Those who can stay - Those who have to relocate - The new ones. Dialogue with the companies and set up a task force.	Only a few of the companies stay in the harbour, the majority relocates into other estates. New companies which represent new lines of business have to be integrated into the harbour community.

Odense Management of Transitions Model: Summary Table

Thesis	Proposal/Implementation	Learning Points
By giving special priority to town life activities and locate them strategically the effect can be optimized for creating viable living spaces.	Drawing up of a ground-floor space plan. The value for investors should be made clear. The local council plays a decisive role. Land ownership may be a crucial issue.	Innovative measures may be needed to realize the strategy.
There is a direct relationship between form and the urban life which can be generated and can arise	Make a clear description of what kind of urban life is desirable and strategies to achieve this. Deduce urban form and the layout of building from this description.	Developers may have other views on this point. The possibility and willingness of the municipality to negotiate on content and form is crucial.
To attract creative businesses, it requires the creation of facilities for active urban living and different kinds of possibilities for location, from high tech to low rent.	Establishment of a network of stakeholders to support the overall development idea + space for artists and other creative initiatives. Establishment of knowledge and culture-based Innovation Centre in the area.	Reference of good examples world-wide such as Granville Island (Vancouver), Bristol, and Ouseburn in Newcastle.
To make the area "a creative" district you need to have artists, craftsmen and firms related to culture to settle down in the area.	Use of artists as consultants in the process. Consider use of development money to incorporate artistic views and works in the designing of open spaces and buildings.	Need for space with low rent. Industrial buildings can be perfect to that purpose as well as for student hostels for art students.
Site location near water can generate new types of activities and content of benefit for the entire city, the neighbouring areas and the area itself.	Drawing up of a plan for how the water areas should be integrated and used in connections with the public realm and facilities.	The blue element must be investigated in detail - as a plan pre-condition.
In harbour areas the water areas can serve as open space and recreational space.	The aim is that the area is for a wide range of lifestyles. Therefore green areas, playgrounds etc. have to be incorporated in the plans.	As part of the Waterfront Communities Project investigations has been made for integration of nearby green areas and forest as part of the regeneration. This seems to raise the value of land for housing projects in the harbour area.

L3



bridging activities

Odense

Odense Management of Transitions Model: Summary Table		
Thesis	Proposal/Implementation	Learning Points
Focus on the potential of the harbour for future civic life can be forwarded by the introduction of new activities and events during the development process and create a feeling of ownership of the harbour.	Drawing up of an events calendar and the introduction of activities and functions as opportunities arise.	Interest in the new buildings and press coverage also plays a significant role.
Temporary activities are key methods in the bridging model to involve the citizens in the harbour. Diverse activities are necessary to make it vibrant.	<ul style="list-style-type: none"> - Establish website - Cultural festival with music, art, and sport - Guided tours - Water bicycles 	Temporary activities are a good time for experimentation and they can attract new people to the area. Temporary activities are good to start up a process.

Action plan and task force for existing companies

In an important area of bridging, Odense recognised that many existing companies in the harbour area could be considered a valuable resource, either to be encouraged to stay in the harbour area to retain diversity of uses, or to be assisted to relocate locally, leading to valuable jobs and economic activity would not be lost. They therefore developed an action plan for the private sector companies which assessed the company's requirements.

To follow up on this, a Task Force is to be established to look after private companies affected by the WCP. The Task Force consists of relevant business and public service institutions, including the Trade Council of Odense. Through the Task Force, direct approaches can be made to companies at the waterfront of Odense, expected to relocate, and dialogue can be had with relocating companies in order to assist them in finding another place to reside, permission to re-start industrial activities, etc. Finally, business premises have to be vacated but retained and marketed towards target groups of new lines of businesses: restaurants, cafes, hotels, cultural organisations, and business-service companies.

Temporary activities

Odense has initiated several temporary activities to draw people into the harbour area to promote future regeneration, to give the area 'back to the people' and to test the area's potential for more permanent activities. These include:

- an event called 1000 Years of Sailing Ships - held as a part of an 'Harbour day'.
- a three-day harbour cultural festival held in 2006 to enable the city's citizens to re-discover the harbour and 'take possession of it for common benefit'. The festival was extensively marketed in the media. 2,000 citizens were active in showing their art, music and sport and more than 10,000 people attended.
- regular guided tours of the harbour area organised through the city's museums service.
- ten water bicycles have been decorated by well-known Danish artists and are available for touring the harbour.
- interactive information screens and 'audio points' have been established to communicate the history and the future of key points in the harbour area.
- on location, there are different kinds of art exhibitions at the harbour area and in former warehouses.

There are a number of learning points to arise from Odense's experience of temporary activities:

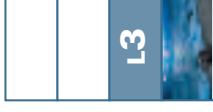
- temporary activities are a good time for experimentation.
- a problem is that temporary activities don't generate much income, and therefore land owners are rather hesitant about their organisation, but they do attract new people to the area.
- temporary events need to have diverse activities to make them vibrant.
- temporary activities are good to start up a process and introduce a new area but do not ensure a living city for daily users - for that good public spaces and a variation of user groups are necessary.

Further information

Please see www.wcp.dk: www.odense.dk/havnen

Public spaces - public life:

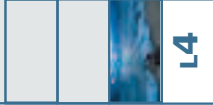
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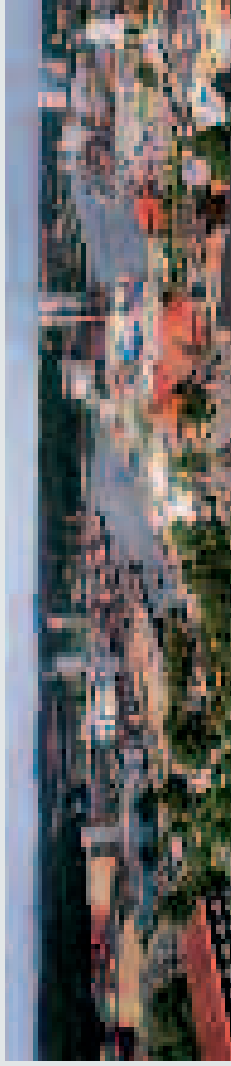
L3

bridging activities

Odense



- In **Oslo**, a Network for Temporary activities – TEMPO Fjordbyen – has been organised. TEMPO includes the realisation of several art exhibitions in former warehouses (before they are removed for a critical road tunnel project); painting of ‘the red carpet’; and the ongoing production of a leaflet/map of bike/walk routes through the harbour, attractions published in English. This has been part of a strategy to bring the public into the former harbour areas, closed off from the public for decades. To make this approach successful it is Oslo’s experience that a strategy is needed on how to open areas to the public, which involve and commit the major developers and landholders.
- **Hamburg** uses public spaces (including the tunnel under the Elbe river) for temporary arts events and concerts, and media, thereby also widely promoting the use of public space. Similarly, ‘Heritage Day’ in Hamburg brings together the general public while visiting heritage and art objects. This historic monument day is a good opportunity to ‘dive into’ the ancient harbour world and to delight in what the coming years will have to offer.
- **Schiedam** organised a temporary ice skating rink in its Schieveste urban regeneration area for local residents, to introduce them to the project and generate neighbourhood interaction
- **Genoa** harbour has two temporary spaces. One can be an ice rink in the winter and a covered performance and event space at other times. Another is a harbour-side swimming in the inner harbour area, which can be covered to become a performance stage in the evening and out of season.



organisational models



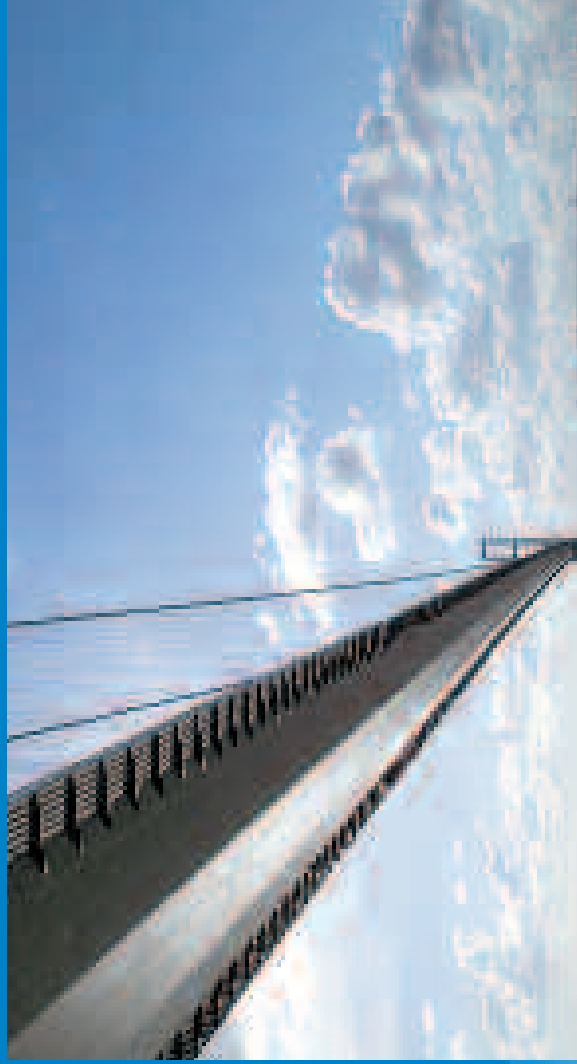
Special purpose organisational models for waterfront regeneration

- The challenge in redeveloping large brownfield sites, which are typical of waterfront areas, is to achieve sustainability and a range of public benefits whilst ensuring a financially viable development attractive to inward investors. A 'special purpose vehicle' (SPV) for delivering regeneration can help meet both public objectives and the market's requirements for a successful project.
- The main advantage of SPVs - their relative independence from the political process - can also give rise to concern about their accountability. Where the role of the urban regeneration company is clearly set out however, the initial apprehension of council and councillors is not borne out in the implementation of the SPV. It is however vital that politicians are involved in, or lead on, the establishment of the SPV.
- Given a clear organisational framework, SVPs can:
 - help develop a common regeneration and/or housing agenda and promote this with a single voice and strong leadership
 - lever in new investment by coordinating public and private action
 - move from plan to action quickly
 - encourage pooling of resources to realise strategic objectives

Examples given in this book from cities as diverse as Oslo, Göteborg, Edinburgh, Hamburg and Hull demonstrate that SPVs and companies wholly owned by city councils are powerful tools for delivering sustainable development and regeneration objectives within a market discipline. These examples also show that where a formal, constituted SPV is not appropriate, a rigorous but informal partnership can help achieve regeneration objectives.

■ A major challenge for waterfront regeneration is integrating public sector objectives for sustainable regeneration with private sector 'know how' on efficient, cost-effective development processes. To achieve this integration SVPs can take the following forms:

- companies wholly-owned by the public sector
- joint venture companies - a partnership between public and private sectors
- private sector development companies fulfilling public objectives
- non-constituted regeneration partnerships
- the appointment of a private or quasi-public company, such as a harbour authority.
- Partnerships, without legal status, are also used as a means of developing consensus around regeneration objectives and commitment to coordinated implementation of regeneration programmes, projects and infrastructure investment.



L2



organisational models

tools

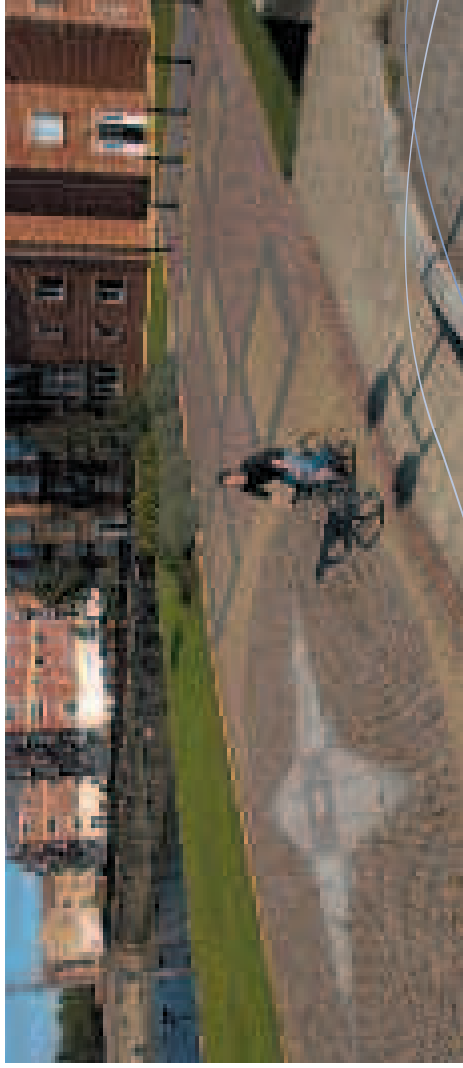
The Hull context

The key challenge faced by Hull of integrating waterfront development at neighbourhood, city and regional level is common to many waterfront communities. Related challenges include:

- integration of public and private sector objectives, that is, economic development with social development and biophysical sustainability
- integration of new land uses in the waterfront with adjacent land uses, and within the broader city framework

Where control over land ownership is less strong, for example where land is owned mainly by the private sector, special purpose organisational vehicles can be established to bring together public objectives with private sector development expertise. A compromise approach is to use special purpose regeneration vehicles, which are formal **public-private partnerships**.

Parallel with special purpose vehicles, multi-member partnerships can be established and can achieve consensus around regeneration objectives and commitments to coordinated implementation of regeneration programmes and projects among partnership members.



Hull Citybuild

Hull Citybuild was set up to create and deliver a dynamic and coherent physical regeneration strategy for the city, with particular attention to waterfront areas and their integration with city centre improvements. Hull Citybuild's three funding partners are Hull City Council, Yorkshire Forward, a regional development agency for the counties of Yorkshire, and English Partnerships, the national regeneration agency.

Each commits significant funds and resources to the Hull Citybuild agenda. In addition to funding, the key partners provide support in the form of land assets, land use planning, land assembly powers and human resources skills. Hull Citybuild focuses solely on physical regeneration and commits resources for key projects to create the right conditions for new private sector investment. Overall, Hull Citybuild's interventions are intended to encourage new developments and create the public spaces and amenities that are essential for a modern, vibrant waterfront city.

Through Hull Citybuild it is expected that around £185 million of public funding will be spent on physical regeneration initiatives by 2017, intended to lever in £650 million of private sector investment and secure a sustainable regeneration process.

Hull CityBuild sets out its objectives as follows:

- to establish an investment and development framework
- to facilitate investment in high quality development
- to support new and expanding markets in Hull in order to assist with job creation
- to create an economic climate with improved career prospects
- to support the development of inclusive sustainable communities and neighbourhoods; and
- to improve the image of Hull within, and outside the city, implemented by a new City Centre Masterplan

Hull Citybuild makes use of its land assembly competences with the intention that appropriate land and properties will be acquired to assemble attractive development opportunities in preparation for private sector partners to take projects forward. Acquisitions are made by agreement where possible, and through compulsory purchase where necessary. For example, major land assembly has already commenced in the waterfront Fruit Market area where a multiplicity of property ownership is an obstacle to bringing forward the comprehensive regeneration of the area. In some instances, Hull Citybuild funds site clearance, site remediation and site preparation works.

Hull Citybuild may also invest in infrastructure to provide new services or improve access to sites and buildings, such as new bridges across the River Hull and new routes to 'strategic development areas' such as Humber Quays and the old 'Fruit Market' area, ensuring that the city works as a whole. However a major challenge for waterfront regeneration in Hull is a four-lane dual carriageway, which separates the waterfront from the city centre. This is an essential traffic artery for freight moving to and from Hull's commercial harbour and for passenger vehicles heading to and from North Sea ferries. At present, there is no commitment to resolving this issue, for example, by sinking the road into a tunnel and until a solution is found achieving sustainable regeneration in Hull represents a significant challenge.



Waterfront Edinburgh Ltd.

Waterfront Edinburgh Limited (WEL) is a joint venture regeneration company wholly-owned by its two partners, the City of Edinburgh Council and Scottish Enterprise Edinburgh and Lothian, which is a regional economic development organisation established, and funded by, Scotland's central government (the Scottish Executive). WEL is intended to pursue the regeneration of about one-third of Edinburgh's Granton Waterfront Project of some 140 hectares (346 acres) of brownfield and contaminated land in the North of Edinburgh (around 3 km from Edinburgh's city centre). Granton, a former industrial area, offers considerable potential due to its attractive waterfront location. The regeneration of the area is being taken forward by 3 different organisations including SecondSite Property Ltd, Forth Ports Developments Ltd (the Edinburgh region's private sector harbour authority) and WEL. The three developers have a common development framework provided by a single master plan, although development proposals do not always follow this to the letter.

WEL controls 48 hectares of the total 120 hectare site. The company's objectives are to:

- procure the development of the Granton Waterfront in accordance with an evolving Master Plan ;
- re-introduce the brownfield and contaminated land into productive economic use ;
- transform the image of the area through the creation of a high quality sustainable environment ;
- create a diverse high quality business, leisure and residential location ;
- ensure a mixed use development avoiding over dependence on any single use
- open the waterfront for leisure and recreational uses that will benefit the new community being created as well as the neighbouring communities of North Edinburgh ;
- reduce pressure on the green belt by providing a location for housing development ;and
- ensure both physical and social integration of the new and existing communities.



L3

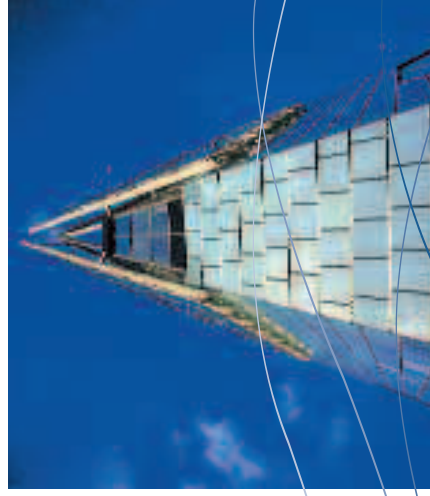
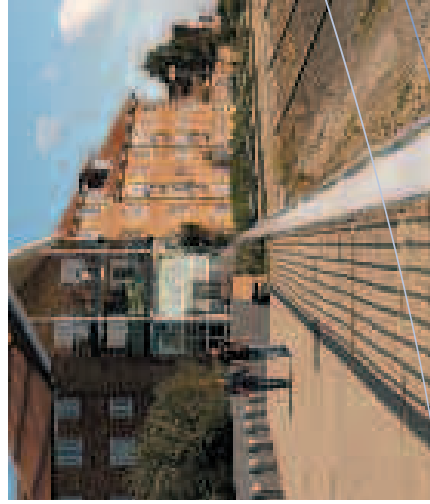
organisational models

Hull

Overall, WEL intends to create around 5,000 new homes, mainly in higher density neighbourhoods with office, retail and recreational facilities. On completion around 4,000 persons are expected to be working in the regenerated area. To translate the master plan's intentions, WEL has commissioned two reports of 'urban design guidelines' to guide individual designs.

For this portion of the Granton development site the joint venture SPV is working well in managing the land reclamation and regeneration process. However, Edinburgh and WEL face three challenges in taking forward this regeneration initiative:

- to achieve integration between Granton regeneration, a second major regeneration initiative at Leith Harbour and with existing neighbourhoods both on the waterfront and adjacent to the regeneration areas. Some of these neighbourhoods suffer urban deprivation and high unemployment levels, as they housed the workforces for the industrial businesses along the waterfront which have mainly disappeared. The City of Edinburgh Council recognises that there is an urgent need for a coordinated vision and management organisation for the whole of Edinburgh's waterfront and is progressing partnership working.
- to maintain the aspirations of the master plan, which links the three land owners in Granton, as development pressures push for commercial norms.
- to continue to raise and fulfil aspirations for social benefits and a high quality physical environment. As property values rise in the (often formerly contaminated) regeneration areas some of that rising value can be 'appropriated' for public rather than private benefit, through the provision of public spaces and facilities of the highest possible quality.

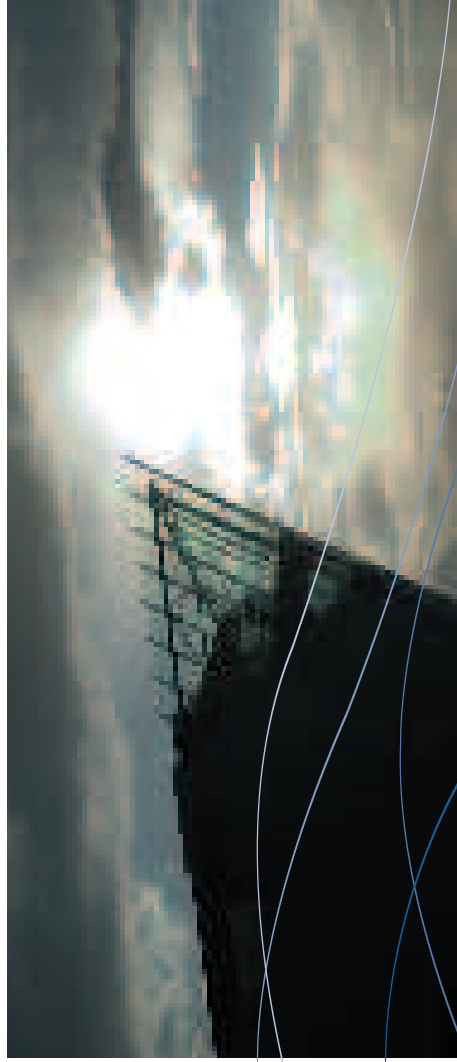


SVPs and its policy context

The most common, formally constituted special purpose regeneration vehicle (SPV) in the United Kingdom is a company limited by guarantee and called an 'urban regeneration company' (URC). Given the centralised political structure of the UK, what invariably defines a URC is its designation by central government which carries with it a substantial injection of public funds, combined with a land holding available for disposal or development within the local public sector, with which to lever in private investment.

URCs are independent companies with the liability of the contributing parties limited by guarantee and not by shares. These parties contribute resources to the URC, but the company is independent from them. The URC can, for example, hire staff or develop and implement its own investment strategy for a regeneration area without seeking agreement from all the contributing partners. URCs are primarily a business organisation focused on land acquisition and disposal, physical regeneration, local master planning, construction management and provision of physical infrastructure. Although 21 new URCs were recently announced for England, there are currently only three pilot URC 'Pathfinders' in Scotland.

URCs have a board and a small executive team. Although a company limited by guarantee is the usual model for URCs, - the model most readily understood by the private sector - they can also be constituted as a joint venture company (such as Waterfront Edinburgh Ltd.), an industrial and provident society (IPS) or as a development trust. In the UK, community-owned development trusts can play an important role in local development.

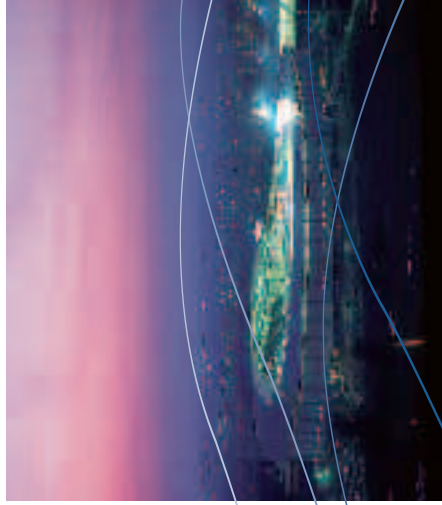
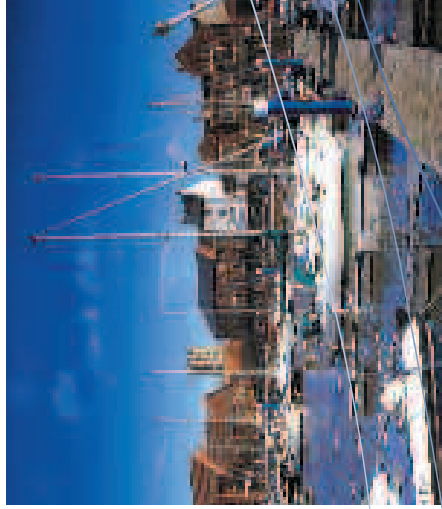


URCs are not be confused with a small number of Urban Development Corporations (UDCs), which take over some statutory planning functions from local authorities in England, such as development control (e.g. the expanding new town of Milton Keynes). UDCs are limited-life, non-departmental public bodies tasked with regeneration of designated areas. In the 2003 Sustainable Communities Plan, the UK Government stated that it would establish new mechanisms to drive forward major national development areas, specifically with UDCs. Since then three have been established, including in East London covering the 2012 Olympic site.

Aside from UDCs, the great majority of SPVs are URCs which focus on one specific locality within the local authority area. There are exceptions. For example, the port city of Liverpool has had a UDC for its city centre/harbour area called Liverpool Vision since 1999. However Liverpool also has a city-wide SPV Liverpool Land Development Corporation (LDDC), which has prioritized physical regeneration in five strategic investment areas (SIAs) of the city. In four of these five areas, the company is the lead agency responsible for the delivery of major physical regeneration projects. The SIAs were identified as Liverpool's key areas for potential business growth with the help of European Objective 1 funding .

The LDDC is a company limited by guarantee and is wholly owned by its three partners: Liverpool City Council, English Partnerships and the Northwest Development Agency. LDDC has four staff and a Board of 11 persons: three councillors including the City's Leader, the City's Chief Executive, three representatives of the private sector, two representatives of the English Partnerships and two of the Northwest Development Agency. LLDC.

It is important to note that LDDC is concerned almost solely with physical regeneration based on control of land assets. Above this, Liverpool's City Council, has a strong strategic vision and plan for the city which is the overarching framework within which the SPV operates. The LDDC, like the URC, is a mechanism for delivery of physical regeneration.



Advantages of SPV approach to regeneration

Special purpose vehicles have the following advantages:

- They develop a common physical regeneration agenda across the regeneration area and promote this with a single voice and strong leadership
- they understand the private sector, and can lever in new investment by coordinating public and private action
- they can move from plan to action quickly
- they are independent of politics
- they can encourage pooling of resources to realise strategic objectives

SVPs also have limitations. Given the main benefits of the SPV is in linking the private to the public sector in an environment conducive to inward investment and physical regeneration, they are not on the whole organisations that engage directly with community groups on a sustained basis. Other organisational structures, such as partnerships, local forums and, at the city level, strategic partnerships are more appropriate to this objective.

Further information

www.hullcitybuild.co.uk/www.waterfront-ed.com/
www.edigroupscotland.co.uk



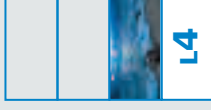
■ In **Hamburg**, a special purpose regeneration agency, HafenCity Hamburg GmbH (HCH), leads and coordinates the regeneration activities of many local government agencies (especially Hamburg's Ministry of City Development and the Environment), universities and NGOs involved in HafenCity's regeneration. All agree that primary control of management of the regeneration initiative is to be given to this company which is wholly owned by the Free and Hanseatic City of Hamburg. HCH's objective is to develop the special assets of the city and port which have been accorded to it for the purposes of HafenCity regeneration. The company's fundamental field of work is seeking control over property rights, development and disposal of properties pursuant to that objective.

HCH commissions and co-ordinates both preservation and restoration activities within HafenCity, and also functions as an important partner to the city's cultural office, to foundations and to freely operating executive agencies in what has meanwhile become a strongly expanded involvement on the part of freelance artists. Therefore the promotion of cultural initiatives has been incorporated into HCH's work. It also engages the public and has established an efficient PR concept for HafenCity.

All stakeholders are greatly interested and monitor developments closely believing that maintaining the harbour heritage and fostering the local port culture are important elements of harbour development in Hamburg.

■ **Oslo** has two development companies, jointly owned by public and private sectors. These are described as typical 'quangos', that is a quasi autonomous non-governmental organisation, which typically have public bodies as shareholders. Public sector bodies initiated these development companies and are by far the largest shareholders. However it is noted that the public sector bodies on these SPVs operate in general in a similar way to private companies responding to general market conditions. This creates certain tensions between public and private development objectives.

The shareholding in Oslo's SPVs is complex but fascinating. One is the Bjørvika Utvikling AS (known as BU), established in 2002 to build the Bjørvika area in the eastern harbour. BU's shareholders are two thirds HAV Property AS, which is 100% owned by the Port Authority and one third by Oslo S Development AS. This one-third ownership is in turn owned equally by three bodies through holding companies: the first third is held by a private developer, the second owner is the national railway company (NSB), to redevelop land no longer need for their railway tasks, and the third is the Ministry of Trade and Industry to handle ownership and administration of general office properties. Interestingly, its business is conducted in competition with private sector on general market conditions. The second SPV in Oslo is Filipstad Utvikling AS (FU), newly established in 2006 to develop the Filipstad area in the western harbour. FU's shareholders are Oslo Port Authority and NSB's property company.



L4

organisational models

learning from other cities



■ The **City of Göteborg** has a wholly-owned property development and management company, Förvaltning AB Framtiden (called the Framtiden Group). The company's primary task is to "produce, administer and let residential and non-residential properties and parking spaces" through fourteen subsidiary public housing management, development and finance companies. The philosophy behind the establishment of the company in 1992 is based on: strengthening the development of the city, in order to give residents more control over their housing and environment and giving the residents a sense of responsibility for their living conditions. In the words of the company, "participation is about commitment and taking responsibility".

Of the fourteen subsidiary companies, five develop residential property with three of these also charged to acquire land and properties for redevelopment, in both existing and new residential areas. The annual report notes that "the housing companies are strongly decentralised, the aim being that decisions should be reached as close to the tenant as possible". Overall, the Framtiden Group is Göteborg's largest residential property owner, owing about half of all rented property in the city - about 69 properties and 400 units - in nineteen different neighbourhoods. It is also the city's largest non-residential property owner, although this represents only about 20% of the total square meters of space owned. The non-residential holdings mainly complement quality of life, providing for example sports facilities, medical and care centres and a number of shopping precincts.

The City Council establishes broad objectives for the companies. In 2005, 16 objectives were prioritised such as: 8,000 new dwellings to be built in the mandate period; consumption of fossil fuels to fall; electricity efficiency to increase; and use of sustainable modes of transport to increase while car use falls. In addition, rented accommodation is being converted into cooperative apartments, especially where rented housing predominates, and housing for persons with special needs is being developed including homeless solutions. One of these companies, the Gärdstensbostäder AB was involved in completely renovating a large 40 year old housing estate into a model of sustainable development.

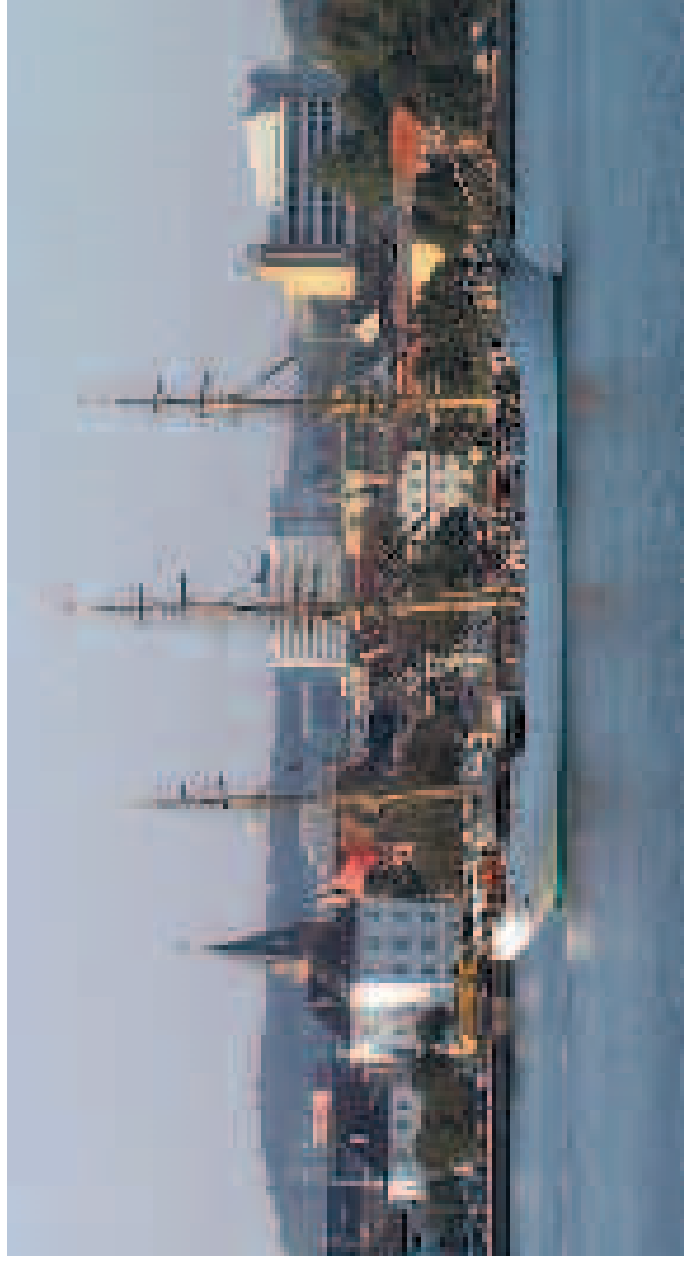
action research model

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Joining cities and research organisations: the action research model

- The experience of city partners in this and other projects is that a formal linkage between cities and local research organisations to take forward waterfront regeneration can generate real benefits in advancing practical aspects of policy and implementation.
- The role of the city partner **vis-à-vis the academic partner is to give free and open access to deliberations on key decisions** with regards to governance and management.
- The role of the academic partner is to offer **constructive critique of existing practice with positive suggestions for improving that practice**. The academic partner can also draw generic lessons which are relevant across the cities of Europe.

action research model

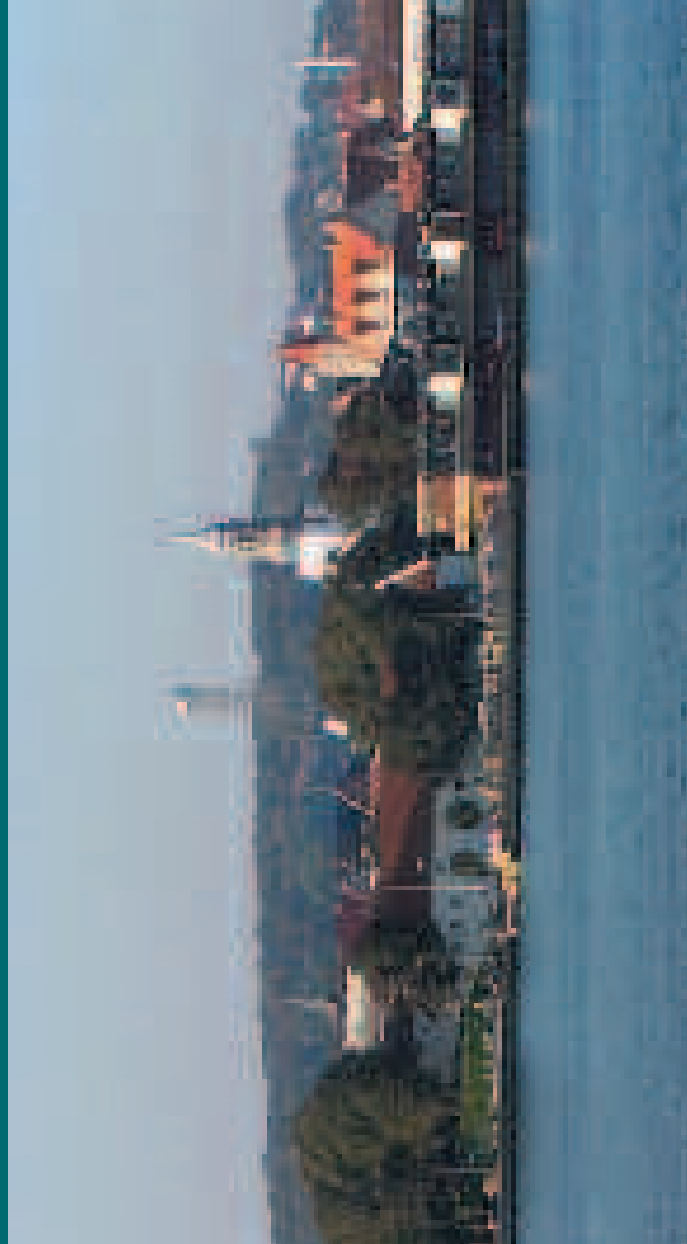


- In the 'action research model', city governments agree a working relationship with a local researcher or academic to undertake a collaborative effort in which groups of practitioners work with researchers to better understand their own institutional environment and how best to tailor their responses to that environment to achieve organisational and policy objectives.

L2



action research model



tools



The action research model

As can be seen from this report, in which strategic regeneration can be subdivided into ten important themes, regeneration is a complex task. That complexity is magnified in most urban management environments, which are dynamic in that they change over time, sometimes rapidly (for example, a large factory closes, increasing unemployment) and are subject to 'intervening variables' which are outside the control of local government or its partners (a 'head office' decision in another city or country impacts the local economy).

Complex urban management challenges benefit from a variety of expertise being applied to the analysis of problems, determination of a working solution and implementation of these. This is the way in which, increasingly, local governments now team up with other partners from the public, private, voluntary and community sectors in formal or informal partnerships.

Research organisations are now found to be valuable partners in urban management. These can be institutes or universities, with the main criteria being that they are prepared to work according to an 'hands-on' action research model of policy intervention (described below), rather than a traditional 'hands-off' social scientific approach. The local government must be prepared to accept on-going, real time, constructive criticism from their research partner. If these conditions hold, partnerships between cities and research organisations can make a valuable contribution to urban management and regeneration tasks.

action research model

The WCP pilot project

In the WCP, each city government partner agreed a working relationship with one or more local academic partners on an action research model. Researchers and practitioners work together in with a collaborative 'action research' approach in order to gain more in-depth knowledge of practice-based responses and achieve realistic organisational and policy developments.

Learning unlocked in this approach has been enhanced in the WCP in valuable transnational interaction; information exchanges; bilateral secondments between cities; and study visits of project members to partner cities and other cities in Europe facing similar urban regeneration challenges. The results of these experiences have added essential learning points documented in this toolkit. In addition, a project data base draws on examples of good practice of waterfront regeneration from around the world.

action research

Action research approach

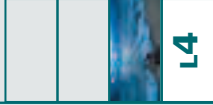
The action research model links cities with local research organisations to work steadily to improve the quality of governance - as it unfolds. This means politicians and local government officers, citizen representatives and other players discussing their concerns over policies with the research team, thereby getting critical but constructive feedback at the time when it is most useful. It requires openness on the part of cities as well as a proactive, involved approach to research.

'Action research' in organisations is intended to produce direct results in terms of innovation in policy, planning and implementation. This newer approach to research needs to be contrasted to traditional methods of inquiry in the social sciences which require that the primary objective of research remains unaltered during the research process and that the research is neutral and dispassionate throughout the process. The action research approach on the other hand:

1. involves direct or indirect intervention by researchers in the process they are studying thus altering that process on an on-going basis;
2. emphasises construction reflection on day-to-day business of urban management and unlocks 'learning-by-doing' from that process;
3. replaces the neutral observer with a multi-disciplinary learning group;
4. uses pluralistic evaluation characterised by concern for institutional functioning, monitoring of project implementation, subjective views of major constituent groups, and a variety of data sources brought to bear for evaluation; and
5. always attempts to generate replicable learning from urban management experiences.

Further Information

A source of further information is the book Managing Sustainable Development (Carley, M. and I. Christie, 2000).



- The centre for Public Space Research is the academic partner for **Odense** Municipality, sharing research results and knowledge on how to develop 'a living city' which emphasises human life before buildings. This emphasis on planning for positive human interaction before designing the built environment puts Odense in an innovative position within the Danish planning system. Cooperation between planners and academics has been both useful and inspiring. The planners have new insight into theory, new planning methods and examples of best practice. On the other side, academics have new insights into planning structure - problems and possibilities - and the chance of seeing methods developed through research being implemented in real life. Further cooperation is intended during the development period for Odense Harbour.

action research model

- The academic advisor in **Edinburgh** prepared a constructive critique of the city's waterfront regeneration programme examining:
 - the broad vision,
 - the strategy for the whole waterfront,
 - the detailed master plans for development sites, and
 - the statutory planning framework, in the form of local plans.

Good examples from partner cities were used as a point of inspiration and recommendations for taking forward the city's programme were suggested. These included the rapid establishment of a waterfront partnership of landowners and other stakeholders, including community representatives, and the appointment of a partnership manager answerable to the partnership rather than any one partner per se.

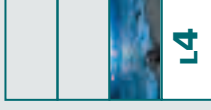
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- In **Schiedam**, the academic partner carried out a critical but constructive analysis of the redesign and reuse of the railway 'station square' - the gateway to the city -, the role of floor management; coordinated a mini-symposium; and run the Project Bureau Schieveste in its regeneration. In addition, a photo project for 7th grade students was also reviewed and judged to be a success for all participants. On the recommendations of the academic partner a 'bottleneck' in the flow of information about the project from the project management bureau to other stakeholders was improved. This supported what the academic partner identified as the successful activities of the

learning from cities

■ At the local level in **Gateshead**, there has been a significant involvement of the Newcastle University in the development of studies surrounding the waterfront. A particular research project undertaken by Newcastle University on planning and community participation created an interesting debate between members of the Council and academics on how to apply the findings to the development of the waterfront areas and revealed anomalies in the previous research data arising from the Housing Market Renewal Pathfinder surveys covering the same geographical areas.

■ With some of the same staff, **The Demos Project** pioneered the action research model used by the Waterfront Communities Project. It was funded by the EU ‘Cities of Tomorrow’ programme to explore innovation in citizen participation by innovating in cities and then learning from those processes. Using action research, academic partners in each city worked with local government and citizen organisations to not only study, but also to improve participation processes as they unfolded. Although EU funding has since expired, this learning network is of such value to its participants that they continue to meet and work together at their own expense. In terms of practical details, Demos links eight city councils in seven countries and research organisations.







the waterfront communities project - the way forward

Building on what has been achieved

The WCP achievements go beyond the objectives originally set up. The experiences described in this toolkit represent a very significant contribution to knowledge on waterfront development and the learning network that the WCP generated remains strong at the project's end. Moreover many of the projects described here are 'work in progress' experiences that would benefit from some form of continuing analysis and reporting, as well as continuing exchange among the participating cities and beyond. There is an opportunity here for the initially networked cities to fund research and exchange initiatives, focused on specific projects, which would provide a vehicle for this continuing learning.

WCP outcomes

To discuss the way forward in the context of the WCP learning it is necessary to highlight the main outcomes of the project, which are summarised below:

- The learning network. One of the most valuable aspects of the WCP has been the generation of possibilities for different forms of exchange. Interaction and exchange have occurred at all levels, from individual staff to city-to-city to central government, all learning around the North Sea area. The value of interchange is also generated by interactions with academic partners. The value and potential of continuing these links should be recognised and addressed.
- The database of good practice. By the time the WCP finishes at the end of March 2007 there will be around 25 to 27 case studies in its database. The examples of good practice described in this online catalogue have attracted interest from beyond the WCP partner cities and constitute a resource both for local authority practitioners and for academia. Its continuing availability online would be invaluable
- The toolkit. The experiences and projects presented in this toolkit provide a significant knowledge resource for practitioners, local authority decision-makers, developers and the general public. However this toolkit is a tangible output of a process, where the process of mutual learning among the partners in its production is as important (if not more) as the product itself.
- Academic publications. As well as articles in the professional and academic press, the learning of the WCP will also be documented and disseminated through a book that will be of use in academic environments as well as to practitioners.

The way forward

Based on these strong outputs and means of continuation of the work developed by the WCP network, the way forward should include looking at ways in which future work can build on this experience. Provided that funding can be found for this, initiatives could focus on:

- Partner cities applying lessons from other cities' experience within the WCP (e.g. guidance included in the toolkit) in a practical way in their own cities and monitoring this. This could focus on specific themes or questions of relevance to each process of development.
- Partner cities taking forward particular aspects which the WCP has highlighted as of interest to their context, in collaboration with local academic partners, such as the work initiated in collaboration between Heriot-Watt University and the City of Edinburgh Council on successful place-making.
- Partner cities using their shared experience and contacts to prepare proposals for future EU funding calls, such as the next Interreg.



On the Waterfront, Project Management Office, Edinburgh, 2006. This leaflet gives an introduction to Waterfront Communities Project, project partner cities and project schemes.



Euroscape, Gateshead City Council, 2006. This book analyses and reviews the quality of planning and design in cities across the North Sea.



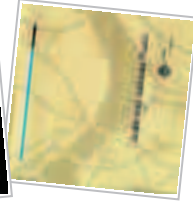
Odense Docklands and Canal - The City's Gateway to the World, The City of Odense, 2005. Henrik Harnow (Author), Jesper Koppel Kittelmann Bang, Kirsten Jørgensen, Jeremy Dean and Asger Halling Lorentzen (Editors). This book tells the history of Odense's man-made harbour and how the unique historic qualities have been persevered during its redevelopment.



3x Fjord City, Oslo Waterfront Office, 2004. This exhibition catalogue presents three alternative scenarios for the Fjord City 2030.



Architectural Policy, Aalborg Kommune, 2004. This brochure presents a vision for Aalborg City by taking into account different themes including identity, landscape, urban spaces, as well as the concepts of dense-city and open-city.



Aalborg Harbourfront, City of Aalborg, 2006. This four-leaflets give an overview to Aalborg's harbourfront; Nordkraft and Lindholm Brygge.

waterfront communities project publications



The Harbour in Odense - New Part of the City on the Waterfront, Vision, Life, Quality and Diversity, Odense Kommune, 2007.

Social Island within Schiedam? Report of the Minisymposium: Schieveste Municipality of Schiedam, 2006.

Fjord Catalogue, Aalborg Kommune, 2004. This catalogue gives an english translation of the strategic plan for Aalborgs waterfront adopted by Aalborg City Council in 1999

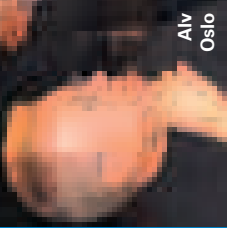
21st Century Living, Gateshead Council, 2006. This leaflet highlights 130 best practice schemes in relation to 21st century housing

Harbour Heritage and Arts/Culture as a Catalyst to Redevelopment, Tutech Innovation GmbH, 2006. Practitioner briefing.

Bridging Activities in Harbour Regeneration Programmes - Learning from Odense, Odense Kommune, 2007. Practitioner briefing.

Sustainable Transport and the Integration of Waterfront in the Urban Fabric - Learning from the City of Oslo, Oslo Waterfront Planning Office, 2006. Practitioner briefing.

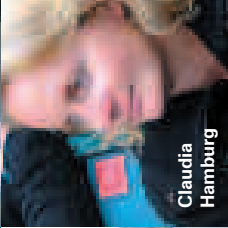
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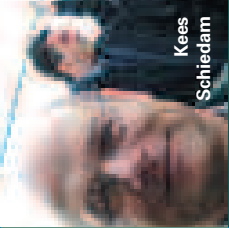
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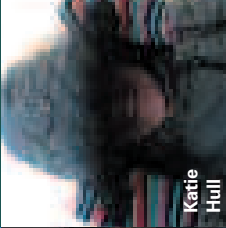
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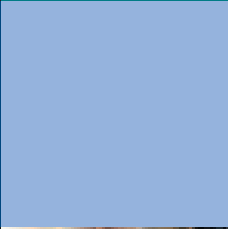
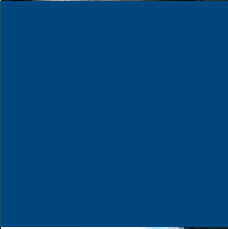
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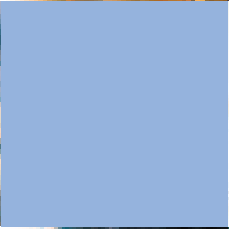
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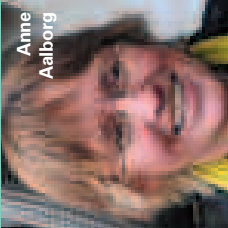
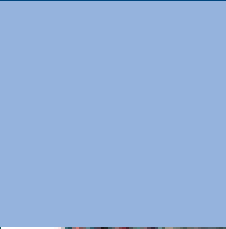
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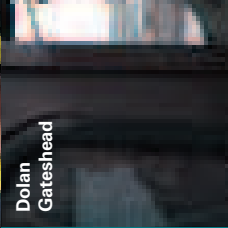
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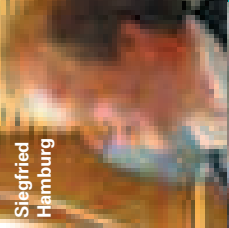
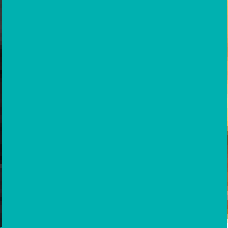
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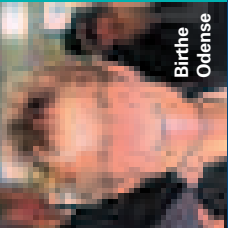
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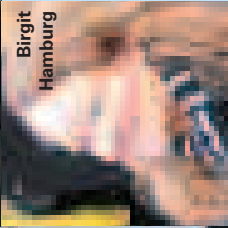
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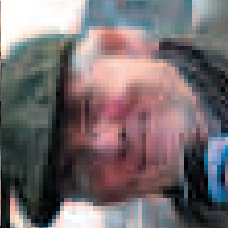
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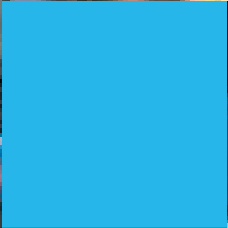
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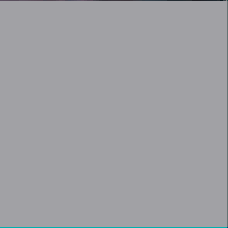
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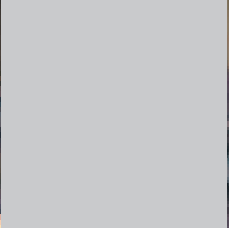
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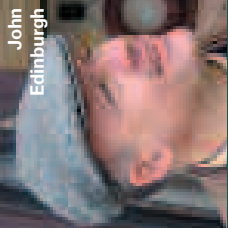
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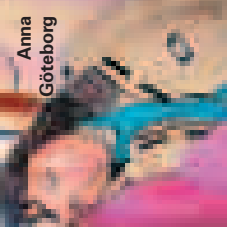
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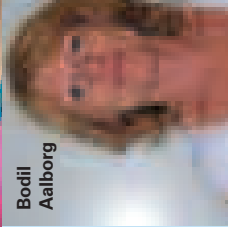
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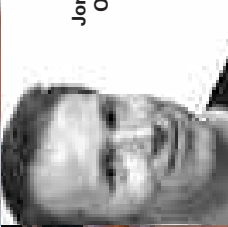
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Heriot-Watt
University



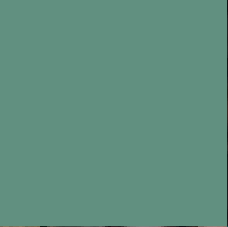
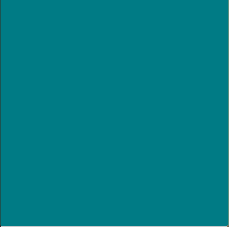
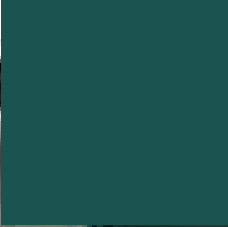
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Bodil
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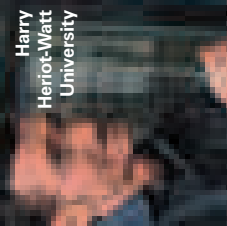
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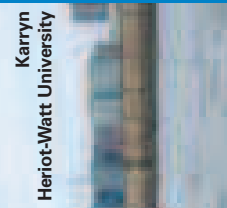
Espen
Oslo



Karen Edinborough



Harry Herriot-Watt University



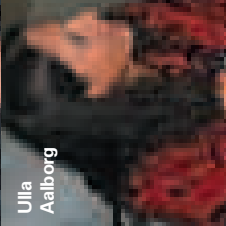
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Gordon Edinborough



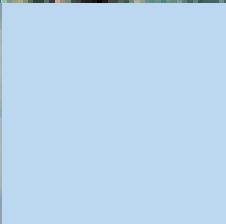
Leena PMO



Ulla Aalborg



Kenneth Göteborg



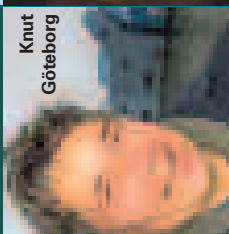
Lisa Odense



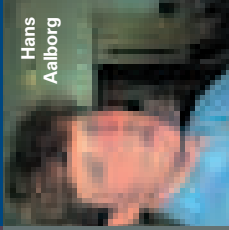
Kate Edinborough



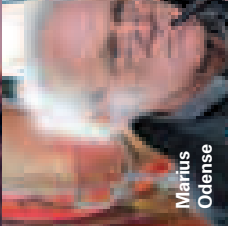
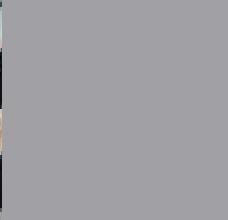
Sole Herriot-Watt University



Knut Göteborg



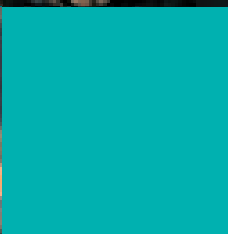
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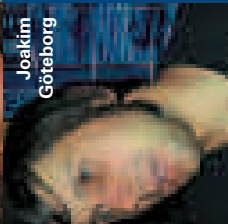
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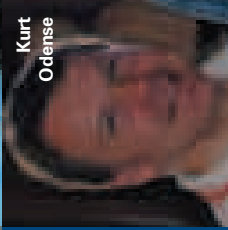
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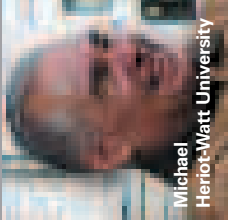
John Gateshead



Joakim Göteborg



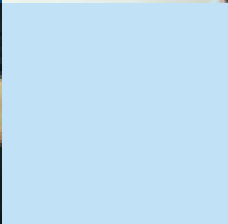
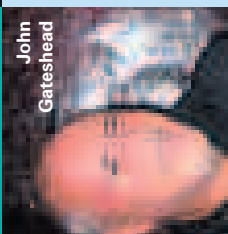
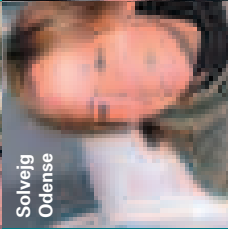
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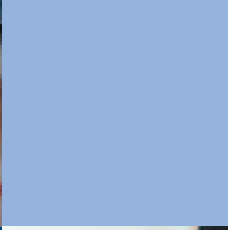
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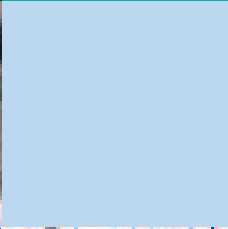
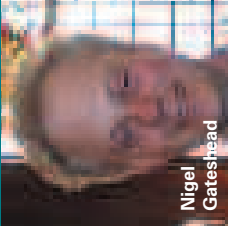
Nigel Gateshead



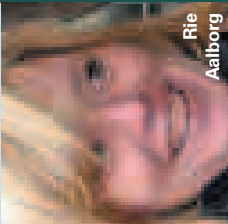
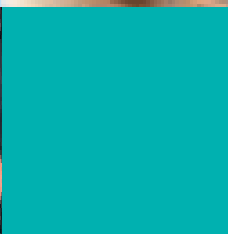
David Gateshead



Ian Gateshead



John Hull



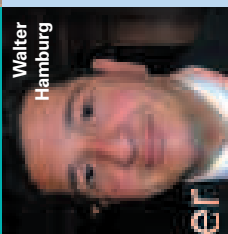
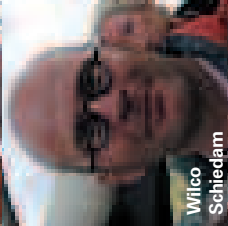
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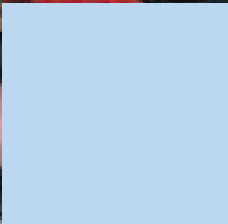
Sara PMO



Wilco Schiedam



Walter Hamburg



Sofia PMO (Edinborough)



Tore Oslo

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