

EUROCITIES

EDGE-OF-CENTER TRANSFORMATION FINAL PROJECT REPORT

May 2017



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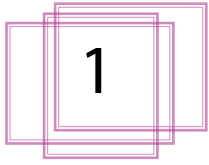
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PREFACE

Many European cities have similar areas of densification and transformation close to the historic centres. Most of these areas are the result of post-war planning ideals like clear functional zoning and separation of traffic systems. As most European cities are in a growing period these kinds of central transformation areas are increasingly becoming more attractive and valuable for mixed use - city development. How the different cities and municipalities deal with the same challenges in similar or unlike ways has been both inspiring and educational.

As leading part, the city of Oslo is very pleased with the participation in and the results of the EURO CITIES – 'edge-of-center transformation' project. We are thankful to all participants as well as the background operators for all your fruitful contribution during the project. We hope all the participating cities have had valuable input to their respective planning tasks and that our network of professional human resources will continue and inspire for further collaboration projects.

Agency for Planning and Building Services, city of Oslo



Background and organisation

The 'edge-of-center transformation' project was initiated and led by the city of Oslo. Hovinbyen ('Hovin city') has been selected as the example in Oslo. The planning of Hovinbyen was presented for the first time at EUROCIITIES Economic Development Forum (EDF), in the Integrated Urban Development Working Group (IUDWG) in Brno, Czech Republic, 22 September 2014.

The purpose of presenting Oslo's work in Hovinbyen to EUROCIITIES was to consider this kind of planning challenges in a wider international context and to invite to broad discussion among practitioners and experts. The underlying hypothesis is that most other cities will sooner or later have to deal with the question of how to transform these kinds of areas, located at the edge of the central parts of the city, while others may already have relevant experience of this kind of work. So, seen together, there could be a major benefit from exchanging experiences.

There was a lot of positive feedback about the project at the EDF meeting in Brno. Many participants found it was an ambitious and interesting project in terms of urban development, with relevance in their own contexts. Some of the participants also expressed interest in joining in an exchange programme, which could highlight and further investigate issues of urban transformation close to the city centre in their own cities.

Following discussions about how to establish a EUROCIITIES platform for exchange of knowledge about the issues common to those in the Hovinbyen case, a joint collaboration programme was set up between the city of Oslo and the IUDWG, with the city of Oslo as project leader. The other participating cities were Vienna (AT), Gothenburg (SE), Brno (CZ), Amsterdam (NL) and Nacka/Stockholm (SE).

In March 2015, Oslo hosted an international conference under the title 'Reclaiming the Inner City Fringe'. The two-day conference provided a stimulating framework for starting the EUROCIITIES project. The first meeting for the EUROCIITIES 'Edge-of-centre transformation' (EoCT) exchange project took place on 18 March 2015. The participating cities agreed on their main thematic objectives and a programme, to run over approximately two years (2015-2017).

The IUDWG provides a framework and channel for dissemination at the European level, and participating cities have covered their own costs. Stockholm was chair of the IUDWG at the start of the project. This link has enabled the EoCT project to be incorporated into the EUROCIITIES Economic Development Forum framework where feedback is shared in the context of EUROCIITIES's wider work on urban issues. The chair of the IUD Working Group resigned in 2016, after which the responsibility for EUROCIITIES contact was continued on an interim basis by Nacka, Oslo and Amsterdam.

The EoCT project is based on exchanges through workshops, including, lasting 2-3 days in each of the participating cities, with 2-3 dedicated professional staff from each city. The cities are responsible for organising and hosting one exchange-workshop in each case. It has been important that discussions, results and transfer of solutions were developed by using a hands-on, learning and development approach. In this sense it was crucial that the participants are working at similar operational levels (peer to peer) in each city. Learning from each other has helped to understand other cities' best practices, good solutions, as well as to learn from each other's mistakes.

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Case Hovinbyen and key themes

During recent decades, Oslo's biggest city development has taken place along the seafront. The central harbour functions have been relocated and the harbour sites have been transformed to provide a new, attractive urban mix. The harbour areas originally consisted of a small number of, mainly public, land-owners which was covered by a single, overarching development programme. Once agreement to relocate the harbour functions outside from the city centre had been reached, this created a 'tabula rasa' (clean slate) situation for new planning and comprehensive redevelopment.

The transformation of the central harbour areas is now (Spring 2017) almost completed and Hovinbyen represents the next big transformation area in Oslo. Hovinbyen is, however totally different from the harbour area, so new approaches are needed.

Hovinbyen is a complex area of about 1100 hectares (11 km²) close to the historical inner city of Oslo - at the edge of Oslo's city centre. It lacks the obvious landscape qualities that we could find at the waterfront. In contrast to the former harbour areas, Hovinbyen is very heterogeneous and can be described as a patchwork of different islands of warehousing, housing, industry, commerce and fragments of green space, divided and separated by heavy infrastructure, mainly roads. The structure of individual sites follows the same morphology and consists of mostly private and some public owners. Some of the private developers had already recognised the potential of parts of Hovinbyen some years earlier and had started to develop individual sites, with a location on the border of the inner city and relatively well developed public transport infrastructure.

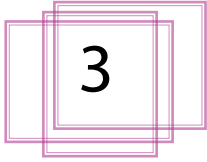


Aerial view of Hovinbyen towards the city centre of Oslo

Against this backdrop, Hovinbyen was clearly indicated in the new municipal masterplan of Oslo (approved September 2015) as a prioritised area for transformation and urban development. There are already several tens of thousands of homes and jobs in Hovinbyen. The preliminary goals are for the area to be developed with space for an additional 80,000 residents and 100,000 new jobs without displacing all the existing workplaces, develop a mix of attractive districts that are tightly intertwined with each other and the rest of the city and make walking, cycling and public transport the most attractive means of transport. In order to meet a development programme of this scale, the city also has had to address the complexity of the physical landscape and a variety of programmes, activities and landowners, which overall creates many new kinds of planning challenges.

To make the complex planning challenge manageable for internationally based workshops and for comparison with other cities, the following 4 key themes were defined as a framework:

- Function and identity - What are edge-of-centre transformation areas? What are the challenges in these areas? How can an identity be formed for an area with close proximity to the city centre? Is it conceivable to form an alternative development scenario? How can this be developed?
- Infrastructure and barriers - How has existing infrastructure in such areas been handled in other European cities? Are there feasible ways to overcome barriers in these types of urban areas? How can proposed new infrastructure projects improve existing infrastructure?
- Development strategies and implementation - Which strategies, instruments and methods are used? Are there lessons learnt which are transferable? What are the success criteria and what are the challenges? How can the collaboration between private and public stakeholders be improved? What are the merits in a top-down versus bottom up approach?
- Transformation process – Which kinds of transformation processes are possible and realistic? Which time frames do we have to consider? How can we develop creativity in the transformation process?



Working methods

Each city was responsible for organising one local workshop based on local planning issues. Common for each of the participating cities, was that they had similar areas with challenges which were in some way comparable with Hovinbyen. The specific projects and issues for the workshops were defined by the host cities as part of the work plan for the exchange project. Each workshop started with an introduction of the local planning issues with presentations, often from different perspectives. The workshops included site visits and in many cases discussions with stakeholders. All this information gave a common knowledge base for more specific tasks which were completed in smaller groups. The results from the group's work were finally presented in each city to the whole group and with invited colleagues, decision makers, and the public.

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The different workshops

4.1. Vienna, 16-18.9.2015

4.1.1. Communicating edge-of-center transformation

The Vienna workshop focused on communication in transformation areas. After an introduction of existing communication and participation instruments in Vienna as well as the case study area 'Liesing', the work focused on the core of the topic: How can we explain the transformation of edge-of-center areas to non-experts? These areas are already occupied by residents, companies and other users and serve certain purposes. Changes to the status quo always raise questions, ranging from excitement and opportunities to fear and resistance. How can we argue the need for transformation of a specific location, and what kind of future urban structure is compatible with the existing and the new requirements?

The Vienna workshop consisted of keynotes, a site visit, working groups and a final presentation. In the workshop the following topics were addressed: Which are the goals and requirements of transformation? Which questions and obstacles to transformation do exist? What are the motivations for choosing a specific area for transformation? What can we learn from other cities' experiences and models? How can communication in transformation areas take place? What surrounding conditions are necessary for this communication?



Vienna site visit guided by Volkmar Parmer

4.1.2. Some areas need to change: transformation!

Transformation areas are areas in between. These areas cannot be grasped easily, they are not the center, not the quarter which is easily named, not the outer city area – transformation areas fill in the space between clearly defined city parts. Transformation areas came into focus of city planning; on the one hand because the city is not able to grow further since the administrative limits are reached, on the other hand because in many existing quarters planning did take place at a small scale to develop the city further. Transformation areas are areas where users already exist (live, work etc.), but are not used efficiently, and where more is possible (diversity, mixed use, create value and income...), where infrastructure exists and which can play an important role in the cities development. These places come with the task to use existing instruments and planning skills in a new kind of areas. However, these transformation areas are more demanding for planners, since planners now have to use instruments from small scale planning and brownfield planning in undefined, already existing and occupied areas.

4.1.3. Creating a narrative in transformation areas

As a conclusion of the workshop the group decided on the necessity of creating a narrative if you plan to work out new planning in a transformation area. Such a narrative should include several aspects mentioned above. It was not possible and also not useful to develop a common narrative for the example projects brought into the workshop by the participating cities. Each area will have to define its own story based on the local situation. The gathered standpoints and ideas should help to tell the own narrative in each city, since the following findings play an important role while communication in transformation areas.

4.1.4. What are the reasons for transformation areas to change ?

“Which demands are determined by the area`s peculiarities?”

“If nothings is done, things may get worse”

“Chances and necessities”

If nothing is done:

- Only reactive (solving critical current problems) and no long term view
- Long term uncertainty
- High costs (for city)
- Unaffordable housing and increasing rents, speculation on real estate and segregation risk
- Empty buildings
- Industrial/economic decline

... on the other hand:

Continuous urban growth and the commitment to an urban growth boundary requires to develop these post-war areas:

- Further development of existing qualities and potentials
- Important contribution to housing production
- Long term investments that can enhance socio-economic situation of the city overall
- Add new economic activities
- Chance to create new smart solutions



4.1.5. Transformation areas need a special planning approach to create trust

Working with transformation areas is a fairly new planning task. The main characteristic of a transformation area is that it is currently occupied by users and uses, often many different ones. If this were not the case, it would simply be a wasteland or a brownfield, but this is a different task. As we learnt from psychology, people fear and therefore resist change. The only way to start working for change with them is by creating trust. And the only way to gain trust is by a continuous, long term dialogue and concrete proof. It takes years until a stranger and intruder becomes a partner and friend. And it takes years of work until a fundamental transformation of an area gains acceptance and support.



Exhibition area

4.1.6. What to take into consideration while communicating in transformation areas?

- A clear purpose and a well-defined framing - What is the goal of the dialogue? Under which conditions are we discussing, and what is already decided? Take the existing population serious and communicate what changes will be and what corridor of influence does exist during the dialogue. Make sure to put expectations on a reasonable level.
- Different approaches to reach different groups in society are important in particular in transformation areas since these areas are heterogeneous structures. Look for the possibilities your planning can offer to each group of the existing inhabitants and tell them about it.
- Transformation areas are not easily to understand and fast to determine. Therefore, bring openness to unexpected results in the communication process
- Invest time for the process; it might take longer since a lot of things have to be considered.
- Keep in mind that risks exist, while planning in an already existing field/area with existing networks, paths and connections.

Make sure that your administrative and political principal knows that communication in transformation areas needs dedicated resources : time, budget and manpower.

4.2. Gothenburg, 9-11.12.2015

4.2.1. Public sector/private sector cooperation – interaction between urban and economic development

This workshop examined how the public and private sectors can cooperate to strengthen economic and urban development. The two sectors were primarily discussed from the perspective of urban planners and public officers within city council authorities, working in various ways with private companies.

While cooperation is context specific, dependant on for example the regulatory environment, there are identifiable models, success factors, benefits and challenges. The opportunities for cooperation are as broad as the sphere of urban planning; it can range from local place-making activities to large infrastructure projects.

The focus was cooperation in the context of dependant regulatory environment, identifiable models, success factors, benefits and challenges.

4.2.2. Description of the area

Gullbergsvass is one of seven different subareas within 'River City Gothenburg'. The area is centrally located in the city, just east of the central station, and in the region but nonetheless inaccessible. The total area is about 90 hectares and comprises mainly of industrial areas where logistics have been a theme for about two hundred years. Open spaces, railways tracks and the fortress Skansen Lejonet are some of the unique assets in the area together with a unique quay where old boats are moored and cared for. When completed in about 30 years, the area will probably have some 20,000 inhabitants and an equal number of people will work here.

4.2.3. Local planning system

One of the conclusions from the workshop was that there is no one-size-fits-all model for cooperation between the public and private sectors in urban development. This general rule is applicable for how formal planning can both support and hinder cooperation and the co-creation of urban environments, and how this supports large and small scale actors. Another important aspect is that the role of planners is changing and may need to be redefined. For instance, planners today require skills in negotiation and communication, as well as an understanding of the mechanisms at work within the different market segments (small/big entrepreneurs etc.), in order to leverage effective cooperation. The complexity of large urban regeneration projects requires new and different skills to cooperate effectively with all parties. Planners within the public sector may have different roles in different contexts.

In order for this to happen, however, the public sector has a role in setting a long-term vision and development goals. This should help to create a manageable level of perceived risk for private enterprises and to support a change in the public mindset for those urban areas which are currently not regarded as attractive. One conclusion is that different actors must be involved already in the strategic planning, for example in participation for a comprehensive plan. In Sweden only the land-use regulations and the detailed development plan are legally binding documents; however, the regional plan and the comprehensive plan can be seen as indicating the overall direction of the municipality over a significant time period and as guidance in the development of the detailed development plan and in the permit granting process. Guidelines and policies, which are developed at the municipal level and implemented on strategic level, have a considerable role to play in order to create predictable conditions and for a variety of stakeholders.

4.2.4. Programme

The Gothenburg workshop sought to highlight and illustrate some of the points above by presenting and visiting local examples. These key issues from these examples were then discussion, as well as allowing time for participants to discuss and exchange views, reflecting on their own situations, between the visits:

DAY 1 - KNOWLEDGE AND INSPIRATION

Site visit and trip with an electric bus, the process of developing the bus was done by private-public cooperation: www.goteborgelectricity.se/en



Site visit to Lindholmen



At Electricity bus terminal

A site visit was organised to Frihamnen, the old free port area in Gothenburg which has been proposed as a test-bed. The area is now full of private initiatives with a focus on place-making. This has successfully implemented with a strong sustainability profile. stadsutveckling.goteborg.se/en/areas-and-project/frihamnen/





Site visit to Frihamnen. Inside Frihamnen public sauna

A site visit was organised to Gullbergsvass, Gothenburg's area of focus in the project:
stadsutveckling.goteborg.se/en/areas-and-project/gullbergsvass/



Site visit to Gullbergsvass transformation area

The day was concluded with presentations from Bo Aronsson, who gave background information about River City Gothenburg Vision (http://alvstaden.goteborg.se/wp-content/uploads/2012/12/rivercity_vision_eng_web.pdf) and Carl-Anton Holmgren and Erik Florberger who presented their work so far in Gullbergsvass.

DAY 2 - WORKSHOP

Day two was led by Manilla Shillingford who organised the workshop, which had three sections, each introduced by an injection of knowledge from a presenter. Examples of public-private cooperation were also presented by the participating cities.

Guest presenters: Anders Svensson presented Gothenburg river city as a test bed and Thomas Nygren introduced a consortium model for cooperation between the public and private sectors, which has been developed and used in Gothenburg for several years.

Gothenburg's city architect, Björn Siesjö, described how the city works to enhance its architectural quality and Lotta Leihikoinen and Niklas Grimslätt together gave input from smaller and larger actors within the private sector.



Presentations with workshop

DAY 3 - ÄLVRUMMET PRESENTATION AND CONCLUSIONS

The workshop culminated in a public presentation in Älvrummet - Gothenburg's meeting space for urban development. Conclusions from the workshop and an introduction to the project was presented.



Älvrummet

SUMMARY FROM THE WORKSHOP – RESULTS AND ADVICE

The workshop concluded that there is no one-size-fits-all model for cooperation between the public and private sectors in urban development. The scale and degree of complexity of each project are two key determining factors for how cooperation should be set up. Are there few strong actors with clear driving forces, or many smaller actors with disparate interests? The design of the processes and cooperation models may need to change over time and it is important to consider how flexibility can be built in.

The context, for example the regulatory and legal framework, influences how cooperation models are formed. Other important factors are the time perspective (short/long term), as well as the levels of risk; businesses need clear objectives and relatively predictable levels of risk to be able to participate.

However, some common success factors are that there is a clear overall and long-term vision that all parties understand and that the process has clear goals. The long-term vision for development, which is seen as a key success factor for public-private cooperation, must not only focus on physical structures to be built, but should also include wider values that urban development should strengthen. These 'soft factors' can include guidelines on how to create socially inclusive spaces, diversity, guidelines for how to involve citizens, or definitions of what the city considers 'attractive streets' or 'a good city life'. The vision should therefore not be just a technical document but it is about painting a picture of the future city that we strive for.

The model for cooperation, then, needs to be adapted to suite the city that we wish to create at street level. This means that the right actors need to be actively invited to participate in the process, so that we can create the desired street environment.

Transformation areas in the cities that participate in the project have some factors in common – they are often fairly centrally located and well connected but currently mono-functional with extensive, underused areas, such as the example of Gullbergsvass which is dominated by industrial and logistical uses. Because of their location and available development space, there can be plentiful opportunity for private companies to be involved, in small as well as large projects throughout the urban development process. Various actors can reap a range of benefits and at the same time add to the vibrant city life while urban development is progressing. In order for this to happen, however, the public sector has a role in setting a long-term vision and development goals that help create a manageable level of perceived risk for private enterprises and support a change in the public mindset of urban areas that are currently often not regarded as attractive.

It is also clear that it is important to engage the different actors in an open process where the dialogue can become a monitoring tool for understanding what works and what needs to be changed in the process.

The role of planners is changing and may need to be redefined. For instance, planners today require skills in negotiation and communication as well as an understanding of the mechanisms at work within the different market segments (small/big entrepreneurs etc.), in order to leverage effective cooperation. The complexity of large urban regeneration projects requires additional skills to cooperate effectively with all parties. Flexibility is important here.

The Gothenburg workshop concludes that there is a need to try to define specific cooperation models which could be linked to specific contexts, and to understand what works in different contexts, when, how and why. There are remaining questions around the roles of different actors in the process – how formal planning can both support and hinder cooperation and co-creation of urban environments, and how this is linked to the issues of degree of complexity, size and driving forces in urban development.

4.3. Brno, Czech Republic, 25-27.04.2016

4.3.1. Europoint Brno - project of European importance

The Brno railway junction and the main railway station itself have been discussion topics for a number of years. At the beginning of the 21st century, it is clear that the current situation is not fit and will not hold up in the future. The time has come to find a satisfactory long-term solution to this painful issue for Brno and launch the redevelopment of the Brno railway junction – the Europoint Brno project.

Brno is situated at the intersection of two major corridors – the Baltic-Adriatic Corridor leading from the Polish ports through central Europe to ports in Italy and Slovenia, and the Orient/East-Med Corridor from the North German ports to the eastern Mediterranean.

The objectives of the railway junction redevelopment are in accordance with the interests of the State as an investor into railway constructions and the city of Brno as an investor into the related urban infrastructure:

- Elimination of the insufficient capacity of the Brno railway junction in passenger traffic
- Elimination of the unsatisfactory technical condition of the railway infrastructure
- Improvement of transport services in the city of Brno and the South Moravian Region, including among others, the establishment of conditions for better interlinking among public transport segments, such as new interchange terminals and stops
- The establishment of conditions for the connection to new high-speed lines and upgraded conventional tracks
- The establishment of conditions for the development of the city to the south of the existing main station, including the Heršpická development zone /so- called 'Brno South Centre'

Two alternatives of the railway junction redevelopment will be considered: with a railway station by the river and with a railway station under the Petrov hill.

4.3.2. Station by the river

Relocation of the station by 800 metres to the south to the location of the current railway freight station Brno – dolní. By simplifying the tracking of the railway line, up to seven kilometres of track will be removed in the city, including some major conflicting points in the city structure. This change in the transport infrastructure brings potential for the development of a new city district in the area which belongs to extended city centre. Current main railway station with railway tracks won't be used anymore in this alternative and the historical building and former railway track will be used for other urban functions such as parks.

The affected area was divided into logically arranged development zones of the extended city center. The development zones have their own specific character and can be created in a relatively independent manner. The total size of the area is 195.48 hectares.

An important parameter that affects the possibility of spatial development is the extent of the rail track embankment. For the station by the river alternative, no areas of the delimited territory are affected in the total proportion of areas.

The station by the river alternative is in compliance with the valid master zoning plan of the city of Brno, adopting its functional arrangement with the structure of developable areas in groups of aggregated functions (area use method): areas with predominance of residential housing (mixed residential), commercial areas (shops, offices) and manufacturing areas (production services). The functional structure is complemented by areas for road and rail transport, green areas and water surfaces.

Land use quality

Residential areas with a predominant share of housing as defined in the territory in which it can be assumed that it will meet the living environment quality requirements. The alternative with the station by the river, housing areas are concentrated along a green belt, which forms a green backbone of the area (the abandoned railway track embankment is expected to be used for that purpose). A significant potential for residential areas has been identified in the Štýřice - Vodařská zone, in touch with the green belt along the river Svratka, and in the Koliště – New Urban Avenue zone, especially in the surroundings of the New Urban Avenue with the background of accompanying green and revitalized flow of the Ponávka river.

4.3.3. Station under the Petrov hill

Relocation of the station by 300 metres to the west. This alternative is using some of the current railway tracks, including current main railway station. The area of the Brno South Centrum which is part of the extended city centre with station under the Petrov hill on its north side has the potential for the development of a new city district. The scope of the railway infrastructure in the area is in this alternative slightly large therefore the new urban structure design in this alternative must reflect the impact of the railway, including the rail traffic, on the territory.

The affected area was divided into logically arranged development zones of the extended centre. The development zones have their own specific character and can be created in a relatively independent manner. The total size of the area is 195.48 hectares.

An important parameter that affects the possibility of spatial development is the extent of the rail track embankment. For the station under the Petrov hill alternative, this affects 21.43 hectares of the total proportion of areas no areas, i.e. 11% of the delimited territory.

The functional arrangement in the Station under the Petrov hill alternative has been proposed as a hypothesis of urban arrangement of the area, with the structure of developable areas corresponding to the position, spatial assumptions and limitations, in groups of aggregated functions (area use method): areas with predominance of residential housing (mixed residential), commercial areas (shops, offices) and manufacturing areas (production services). The functional structure is complemented by areas for road and rail transport, green areas and water surfaces. This structure has been chosen because in the area the development zones, developable areas will most likely be used in the above-mentioned manner. Public amenities can be located both on residential and commercial areas, and as they practically do not influence the development potential, it would not be purposeful to designate zones of this type.

Land use quality

Residential areas with a predominant share of housing as defined in the territory in which it can be assumed that it will meet the living environment quality requirements. The alternative with the station under the Petrov hill mainly makes use of the quality environment in the surroundings of the new urban avenue with the background of accompanying green and revitalized flow of the Ponávka river. In the other development zones, areas with living environment quality are extensively affected by noise pollution from traffic. The alternative with the station under the Petrov hill involves the rerouting of the city ring road from Opuštěná Street to a position running in parallel with the freight railway line. This will enable the provision of larger residential housing areas not affected by the noise pollution.

4.3.4. Workshop in Brno

This note reflects some of the key points made during a workshop in Brno, 25-27 April 2016. The specific points here are from one of two parallel discussions, where 10 participants from 6 European cities and the Czech Ministry of Transport shared their impressions and thoughts.

The main question that we looked at was: What advice could be offered to help the City of Brno progress the transformation of the large edge-of-centre district called 'Brno South Centre'?

At an earlier stage during the workshop, participants were informed about the historical development of the site and about the current debate over the position of a future modernised railway station. There are currently 2 main proposals being considered with alternative locations. The discussion group started with the following assumptions and question:

1. A new station will be built within the next 20 years, at one of two possible locations in the district, to be decided at national governmental level within about two years (the maps below give outlines of the possibilities).
2. The main task for the discussion is to consider opportunities for transformation in the district as a whole.
3. The current discussions in the city appear to have a rigid framework – politically and in planning terms. More flexible approaches were sought.



Introduction at Villa Tugendhat

NEW IDEAS SHOULD BE ENCOURAGED AND DEVELOPED

The city and the stakeholders should make a conscious effort to find new methods to think and present the development opportunities, to break the current logjam of political controversy and uncertainty. While the area was previously planned according to a big model for developing the entire space, something else could replace this approach, with more flexibility for encouraging new initiatives within an overall framework and politically agreed principles.

Two potential strategies exist to get around the political bottleneck:

1. create space for real discussions and mediation, which the political leaders and stakeholders would then be at liberty to make use of
2. marginalise the conflict by focusing mainly on the opportunities

The problems expressed by the city and stakeholders seem to be intractable; this could be partly resolved by taking a more distant view of the situation, taking a break from the ongoing challenges and processes, and perhaps coming back to the area after some broader thinking.



Site visit with architect Jaroslav Dokoupil

MASTER PLAN

To begin with, it appears that the Brno South Centre is unlikely to be developed without an approved masterplan for the whole city. The timeframe for the current masterplan is due to run out in 2020, after a proposed revision was stopped in 2014.

The advantage of approving the South Centre within a masterplan is that it will be part of a city-wide perspective. The main challenge is that the strategic ideas for South Centre cannot be confirmed before the new strategy for the whole city is in place. Brno is currently starting work on a new strategy for the city, which will give some commitments within spatial planning. A new, clearly communicated vision for the city and the area will be included, with a view to addressing current frustration in the area.

Ideas for input in the new masterplan could include the following in relation to the South Centre:

- Within the bigger picture, the South Centre could become the symbol of Brno's new city
- Social issues, including developing and strengthening links between South Centre and socioeconomically deprived parts of Brno
- The shortage of office space can be met
- Mixed land-use within the area is essential – within a clear but flexible planning framework where possible
- New visualisations of the area, a new quarter – “south centre”
- New space for urban growth, to meet the city's future needs

Good arguments for new development should be produced, including a common identity and within the context of an overall vision for the city as a whole.

Newly established city architect's office will be partly responsible for developing the new masterplan, as well as being responsible for participation in the planning work.



Group work

HOUSING ISSUES SHOULD BE ADRESSED DIRECTLY

Current growth in the region tends to be strongest in the belt of towns and villages which surrounds Brno, leading to urban sprawl, increase traffic volumes into the city, and loss of tax-paying households and other negative effects of suburbanisation.

What is the rate of housebuilding within Brno? Is the rate of new homes considered to meet the expected demand? The answer to this should be seen in view of the city's intention to reduce the tendencies for out-migration into the surrounding areas.

The Brno South Centre represents a huge capacity for new homes with good access to central Brno. Housing in this area is likely to be expensive, but this can trigger more mobility in the local housing market through vacancy chains, releasing more affordable flats within the city's existing housing stock. Typically, attractive flats for newly qualified students with jobs in the city could be an important market for Brno South Centre. This would both encourage people to stay in the city when they have finished studying, and give the area an attractive status.

New housing in Brno South Centre is not dependent on the final decision of location for the new railway station, as many of the sites are already accessible for development. With good planning agreements, new housebuilding schemes at an early stage could also be used for partial funding of infrastructure into the area. This could either be done through a general cost-sharing mechanism (eg. Kc 10.000 / sq m new housing) or negotiate individually with each site-owner. The former should be preferred, as the results are more predictable and less open to abuse.

ATTRACTIVENESS - THE AREA HAS SOME EXCITING AND UNIQUE POTENTIALS

Brno South Centre has potentially a lot of attractive features. The area is flat, making it easily accessible for all social groups, as well as being very close to the old city centre. The regular public transport services also contribute to making this area one of Brno's most attractive for investors.

Brno South Centre is already partly developed and mature for transformation in much of area. Green spaces, the river, and other green features (allotment gardens, footpath-cycle routes etc) all help to make this an area with a huge potential.

There are some old buildings which add character to the area, and should be considered for careful reuse. There are already important examples of reuse of older buildings (see below), indicating both the will and the potential. Other aspects of the built environment are not so attractive, such as the Tesco building, post-war industrial buildings and parts of the existing station. A general scheme of principles for combining older buildings with new development could be included in a new strategy for the area, indicating both design principles and potential mixes of use.

Sports facilities could be considered for encouraging more people to make use of the area – beyond the shopping mall eg. a new football stadium for Brno.

COMMUNICATION AND PARTICIPATION FOR PLANNING AND DEVELOPING BRNO SOUTH CENTRE

The city has expressed concern about communication with the public in relation to the future development of Brno South Centre. There are a number of specific issues. One of these is the role of participation in new democracies after communism. Another is the status that the new station has taken up in the policy debate and in many peoples' minds. Seen together, this has created uncertainty about both how communication should be organized and for investments in the area as a whole, as well as focusing on the station localization rather than the wider debate about developing the area.

Communication and participation in planning for areas such as Brno South Centre is generally a big challenge. There are few local voices apart from existing businesses, major land-owners and public authorities (including infrastructure bodies). For each of these, relatively small changes in plans can make enormous differences for their costs, markets and long-term investments. On the other hand, the view /vision (described above) of Brno South Centre as the site for the modern city development needs to be developed and shared with a much wider public, to increase confidence and interest for new ideas, and to give the politician confidence and interest in the wider potentials.

There is a good window of opportunity to start a new awareness campaign and debate for the Brno South Centre. A new generation of citizens and employees expects full openness and is looking for new answers, and needs to move on from old debates and mistrust. The final decision for the new station is in the hands of the national government. The city should use this breathing space to focus on other issues.

Communication with citizens should be the first priority. Is it possible to open the area up, so that people can start to use it? Developing a new strategy should be a golden opportunity for wide involvement in developing a vision for the area. Communication should be done as far as possible in collaboration with existing activities (eg. the shopping mall).

Communication should be organised with a long term communication strategy, which will also be integrated with the communication strategy for the city masterplan.

FRESH IDEAS

Keep it simple! Start developing the area now, perhaps using temporary activities to attract people into the area and encourage thoughts about the potential.

Need to move away from the problem and look for the opportunities!

PLANNING IDEAS

A more flexible design plan should be developed, independently of the masterplan, using the principle that "what is not forbidden, should be tried". This should give a planning framework vision for all transformation sites that are not directly affected by the railway decision – at least to start with. For example, a planning guide for public space – giving a framework for developing the individual sites and a basis for cost-sharing with land owners / developers. This is the Oslo-model being used at present. The new city architect, due to be appointed, will report directly to political leaders. This new function and position should be used for developing more flexibility and some clear guidelines.

TRANSPORT QUESTION

We were informed by the Czech Ministry for Transport that the Brno station has to be redeveloped in line with EU policy on rail safety and to avoid bottlenecks in the overall transport pattern. By linking the N-S, E-W and all the regional / local railway lines, Brno station has a big strategic value. Also being part of the Czech Republic's second largest, and second fastest growing, city gives this investment a huge potential added value for the local, regional and national economy.

Existing transport patterns are known and registered, but potential future patterns should also be looked at. The EU requirement for transport safety would not stop development in sites that are not directly of interest for the station redevelopment. It would be in the Ministry's interest to see development of the Brno South Centre starting earlier, as this will encourage developers to engage in the station project when it has been approved.



Final presentations at the city hall of Brno

RETHINKING THE OVERALL APPROACH AND STRATEGY

There have been many disappointing processes over the past. Near-conclusions have been put forward, which were then stopped by indecision or unforeseen political events.

The city should now make a conscious effort, in communication and its thematic focus, to change the agenda into one of positive potentials.

The main feedback from the participants in Brno was about communication. EUROCITIES participants recommended that a new and more open process with all the stakeholders should be started (not just the current proponents of the main station alternatives); the question should be changed, not about the alternative A or B, the so called problem, but rather about Brno's opportunities for urban development as a whole, and particularly the role of the southern area around the station. A significant part of the transformation area will not be directly affected by the final choice of location of the new station, so that these sites can potentially be developed independently of the discussion and in advance of the investment decision for the new infrastructure. Other sites in the area could be used by temporary activities to make the area more visible at an early stage and to be part of a place-making strategy.

4.4. Amsterdam, The Netherlands, 22-24.06.2016

4.4.1. The Amsterdam task

The theme of the Edge of City Center Transformation meeting in Amsterdam was 'the human aspect'; What is the human size and contribution of stakeholders in Port City's planning development? How are stakeholders involved in plans and projects? Do they influence developments?

4.4.2. Spatial development Amsterdam

Amsterdam is the capital of the Netherlands and has 850,000 inhabitants and grows with an average of 1,000 inhabitants per month. Amsterdam wants to facilitate this growth while remaining a healthy and future-proof city. Therefore, 70,000 new homes will be added up to 2040. For the period up to 2025 it has been formulated where part of these homes should be realised; The construction of 50,000 homes (up to 2025) within the city limits is largely made possible by new construction and partly by transformation. All these areas are located around the ring A10.

4.4.3. Harbour City and Hemknoop

One of the parts where the transformation will take place is in the Western Port Area. This part of Amsterdam is located opposite the center and lends itself well to change. The transformation will, however, go a lot different than in the Eastern Port area: in Harbour City (part of the Western Port Area), an urban area will arise in which there is both room for living and for work and recreation. Harbour City is divided into twelve sub-areas west and northwest of the city center, including old port areas. These parts are the most logical place in terms of location and size. The ambition is to develop a residential area that is high-rise, well accessible by public transport and bicycle and sustainable. There is room for 40,000-70,000 dwellings. The transformation takes place step by step, in Sloterdijk Center and Sloterdijk I this has already begun. Harbour City is also an attractive business area. Due to the presence of well-trained people and the location: near the center, the port area, Schiphol and in direct connection with Zaanstad and the North Sea Channel area. In Harbour City there are about 58,000 jobs. With this addition of 70,000 dwellings and 58,000 jobs, the proportion of inhabitants: employees reaches 2:1. The Hemknoop is one of the 12 sub-areas in Harbour-City. A new subway station will be created at this place, therefore there is space for new urban area. In recent times, these plans for change and what opportunities are, have been discussed with different stakeholders. The stakeholders have an important vote because all the lots in Port City are already in use. So the plans can't be realised without the stakeholders. That is why the central factor at the workshop in Amsterdam is the human factor.



Bicycle tour day one with site visits

4.4.4. Context

The aim of the Harbour City organisation is to prepare and initiate the transformation and keeping span of (integrated) control. The feature of Harbour City is that there is no blueprint planning. We are working on a long-term strategy to ensure that there is still room for Amsterdam people for over 20 years. This is a transition area, it requires an organisational form that moves flexibly and anticipates developments in the area. Focus is on opportunities that arise from the market and which we as a municipality may and can make. The role of the Harbour City organisation is to seduce and convince and, where necessary, to overcome. The spatial planning governor and the Harbor and the district governor are the principals for Harbour City. Due to the complexity of the project, the sustainability governor and the governor for Infrastructure are also regularly informed.



Enjoying a temporary beach restaurant at Jacob Bontiusplaats

4.4.5. Approach workshop

The three-day meeting in Amsterdam consisted of three parts. The first day was to understand and investigate the context of the Hempoint area. With a biketour the participants saw the current transformation of the south-western IJ river (Westerdok, Houthavens) and Sloterdijk / Westerpark.

On the second day, participants were asked to discuss a number of relevant stakeholders in the morning based on previously chosen angles:

- According Time: What strategic choices do you take at what time, and what role should the government take in time (for example, initiator, facilitator)
- According Quality: What is the quality of the location at different moments in time?
- According Investments: Who invests and who is responsible for what?

The interviews were with the Port of Amsterdam, developer in the area of Heren 2, City Planning Department of Amsterdam and Theatre Amsterdam which is located in the area. The groups organised their interviews with different focus points: the perspective of time, the meaning of quality and the importance of investments. Based on the interviews, each group concluded with issues, ideas and advice for the city of Amsterdam. On the third day, three presentations of the subgroups followed. Remarkably, this was due in particular to the fact that a lot of time was spent on investigating the context, the groups all came to a sharp analysis. The presentations were in the CMA and publicly accessible.



Meeting and interviewing stakeholders at Minervahaven



Workshop with lunch



4.4.6. Summary of the conclusions

- The participants recognised that all the three shareholders had different roles and goals. The roles and mandates should be clarified, with a view to stakeholders sharing their visions and working out a model for partnership, and thereby developing a more positive engagement in the planning processes and investments. Public transport in the area was highlighted as one challenge which has to be resolved as soon as possible.
- Considering the complexity of the area with all its different functions, both new and old, it was also recommended that the zoning plan should be kept as flexible as possible. The noise restriction zone places a tight limit on the possibility of mixed-use development, and should therefore be reconsidered.
- Make sure that you are visible in the area as a municipal organization. Also create a physical venue ('arena') that is easily accessible to the public and stakeholders and where discussions and discussions can take place. Give stakeholders truly a share in area development by setting up a joint steering committee.
- Be prepared to meet stakeholders in a development area, especially when parties take risks in an area. An example of this was a bus stop which, despite insistence by users of the area and developers, did not come for administrative reasons (experienced as bureaucracy).
- And, very important: give positive feedback to stakeholders. And be a government willing to give others 'credit' for area development.



Presentations last day at OBA, public library

4.5. Nacka / Stockholm, 12-14.09.2016

As part of the edge-of-centre transformation network exchange programme, urban planning experts from Brno, Amsterdam, Vienna, Gothenburg, Stockholm/Nacka and Oslo met to work with local planning challenges in Nacka and Stockholm.

The main topic for the workshop was the transformation from roads mainly for cars into lively city streets with more emphasis on the pedestrians and bicyclists.



Introduction of all participants by presenting their favourite city street

4.5.1. Case 1 : Stockholm – Enskedevägen

The first day started with an introduction of all participants. Everyone had a picture of their favourite city street and explained why they liked that particular street. For some it was the trees, for others it was the street life and for others it was the scale of the street and its buildings.

The Stockholm municipality gave an introduction of the challenges and opportunities linked to the growth of Stockholm and the surrounding areas, including Nacka. Stockholm is one of the fastest growing cities in Europe, and is also dealing with big and complex transportation issues as a consequence of the development.

The rest of the day was spent bicycling around in Stockholm, through the central parts of Stockholm, through the Slussen redevelopment and finally to the old slaughter and meat packing area of Stockholm, “Slakthusområdet”, south of the city centre. This transformation area is located north of Enskedevägen which was the case for Stockholm in this workshop. The street is a four lane road connecting Nynäsvägen, one of the big highways into Stockholm, and Sockenplan, which is a low density area by a metro station. South of Enskedevägen there is a garden city from the early 1900.



Bicycle tour through the central parts of Stockholm to “Slakthusområdet”

Enskedevägen itself is isolated from the surroundings by sound barriers. It is a corridor for cars, and has few underground crossings for pedestrians and cyclists. During the dark hours those crossings are considered unsafe. It has alleys of trees and very green qualities, but these are hidden from the street by the sound barriers. The city of Stockholm challenged the group to make suggestions as to how Enskedevägen could be transformed into a lively city street that would connect the surrounding areas instead of being a barrier.

All the groups agreed that the speed of the street should be reduced, by speed limits and several new crossings. A lot of the noise pollution is due to cars accelerating along this long, straight street, after being stopped at the red lights closer to Nynäsvägen. The identities of the neighbouring areas should define the street, meaning that towards the south, the green trees from the garden city could work as a defining element for the street space, maybe in combination with small housing units that related to the garden city typology. Towards the north there could be a more city-like façade with public ground floors. This would be the entrance to the new city development in Slakthusområdet, and Enskedevägen could serve as a good, sunny space and a transition between the different zones. An 'asymmetrical city street section' was a term that was used.

One of the groups also took a look at the big picture, questioning the intersection between Enskedevägen and the big highway. They suggested raising the highway up to the same level as the local traffic system, thereby creating more of a city avenue/boulevard. This was an interesting point of view on where we define the inner city border, and how it can reorganise and combine the hierarchy of movement in the city between regional and local.

4.5.2. Case 2 : Nacka – Värmdövägen

The second day the group met in Nacka, the neighbouring municipality east of Stockholm. Representatives from the municipalities of Nacka explained the situation in Nacka around a big model. Nacka is facing strong growth. A new metro-line connection is being built from Stockholm city to Sickla, Järla and Nacka centre, and as a part of the agreement of the financing of the metro, Nacka has agreed to plan and develop 14,000 new houses and 10,000 new workplaces by 2030. A lot of these homes are being built on Kvarnholmen, which is a peninsula closest to Stockholm city. There are also major urban development plans around Nacka Forum and Sickla. Between Nacka forum and Sickla there is a road called Värmdövägen, which is the Nacka case for this workshop.



Site visits and walking tour though Nacka



Lunch and workshop at Dieselverkstaden Sickla (Nacka)

Värmdövägen has very narrow sidewalks, a narrow bicycle lane and has a cemetery wall and steep hills on one side and the Saltsjöbana (train line) on the other side. There is a beautiful bay south of Värmdövägen, but this is inaccessible from the street because of the railroad. The challenge presented to the participants, was how this stretch of Värmdövägen could be made into an attractive city street where people would want to go by foot from Nacka Forum to Sickla.

A key question concerning Värmdövägen was about the possibilities of transforming it into a lively city street and, if so, at what cost, given that the rail track would also have to be restructured. Some participants suggested changing the status of the Saltsjöbana from a regional to local rail at Järsla station. From Järsla to Stockholm, the track could be converted into a tram line, which would give it a more urban feel and be easier to cross by foot. This would reduce the barrier on the south side of Värmdövägen and connect it to the bay, where a new park would vitalise this part of the street.

Others considered that transforming the rail track would be too big a cost for a small gain. They suggested keeping Värmdövägen as a regional connection for cars and bicycles, and to lead the pedestrians towards a more recreational route in Järlaleden along the waterside. They meant it would be impossible to change Värmdövägen into an attractive street for pedestrians, and that the focus on the city streets should be within the denser areas of Sickla and around Nacka forum. Proper urban streets should be concentrated in and around the transportation hubs, with the phrase: "a city street has a beginning and an end", suggesting that sometimes a street can just be the fastest way to connect urban zones.



Final presentations at the Tekniska Nämndhuset

4.5.3. Summary

The workshop in Stockholm/Nacka was especially valuable in the sense that the cases were very practical, and showed the universality of what the cities are dealing with in terms of their development. All participants could find references to challenges concerning streets and areas in their own cities, so that discussions could be fruitful to bring back home. The hosts found it inspiring to work with practitioners from other European cities and to share their methods and thoughts, and also to question their own ideas of what is possible within the framework of a project.

The results of the workshop were presented to staff colleagues in Nacka and Stockholm. The hosts from Stockholm and Nacka were generally enthusiastic about the results, and would take them forward for local politicians and to colleagues.

4.6. Oslo, 19-21.04.2017

4.6.1. Transformation of the traffic hubs of Bryn and Helsfyr in Hovinbyen

Hovinbyen has been Oslo's geographical focus-area in the edge of center transformation project. The case study Bryn/Helsfyr is about the planning and development of two central traffic hubs located close to each other in Hovinbyen. Key themes are transformation, densification and sustainable traffic solutions. Both of them have to be developed separately on their own premises, but it is also a goal to let them grow together in the longer term. The time-factor, the different stakeholders and the physical context have all to be seen together.



Presentations from different public authorities at the Agency for Planning and Building Services on day one

4.6.2. Key background information

The strategic plan of Hovinbyen is a planning tool with overall guidelines developed by the Agency for Planning and Building Services, municipality of Oslo. The area itself is very complex and about 1100 hectares. The morphology can be described as a patchwork of different islands of warehousing, residential, industry, commerce and fragments of nature – divided and separated by heavy infrastructure, mainly roads. The plot structure follows the morphology and consists mainly of private owners. With this complexity a starting point, the Agency for Planning and Building Services, other municipal bodies, national transport authorities and private developers, are developing a range of thematic or smaller spatial plans. This has resulted in a mix of planning processes with different goals and different time perspectives; these have to be seen together, so the planning efforts focused particularly on communication and negotiation between different stakeholders, including municipal bodies.



Bicycle tour with site visits and information from local stakeholders

4.6.3. Two public transport hubs are to be one

In the strategic plan for Hovinbyen, Bryn-Helsfyr is proposed as one coherent urban centre. The coordination of the public transport functions is seen as an important element to make the area attractive for business and residential development. Bryn and Helsfyr are connected by Østensjøveien which is proposed as an urban street with a tramline. The whole area is currently built with a mono-functional structure with an emphasis on office buildings, hardly any housing and a lack of shops and other urban functions.

HELSEFYR

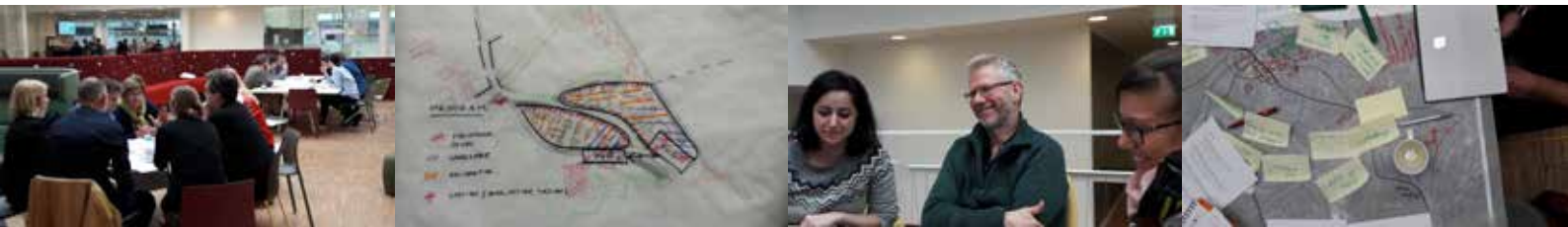
Helsfyr is a public transport hub for local and regional buses and 3 metro-lines. There is good connectivity from Helsfyr by public transport and car to the city centre and to the rest of Hovinbyen. Travel time to the city centre is 7 minutes by metro. Old and new buildings consist of mostly public and private offices, in addition to a few shops at street level. There is also some manufacturing industry left and housing areas nearby. The E6 motorway and Grenseveien/Østensjøveien are important axes of connectivity, but are also strong barriers with a lot of traffic. The combination of heavy road traffic and highways with the large building scales, makes the area unfriendly for walking and cycling. As part of the development of Bryn-Helsfyr it will be important to look at how to give the split-level road junction (E6 and Grenseveien/Østensjøveien) a more integrated urban design and to make it more attractive for pedestrians and cyclists. Integration of the bus terminal in the urban structure is an element that has to be considered. Helsfyr lies on the border of the inner city, with the Gjøvik-train line as a main barrier. The aim is to develop Helsfyr into an area that is considered as part of the inner city structure.

BRYN

Bryn is a public transport hub for the railway and metro and has a central location in the greater Oslo-region. Bryn will be developed to the 'gateway to the Eastern city', with a new regional train station, a bus terminal and tramlines. This will make it one of the most accessible areas in Oslo. New buildings consist almost exclusively of offices and no residential buildings have been built over the last years. Despite its central location and easy access to the city centre by metro, Bryn feels a bit 'off-piste' with a fragmented and incoherent structure and bad transversal connectivity. The Alna River and the adjacent cultural heritage is an important quality in the area. Bryn has a rich industrial history. The development of the area into a multifunctional urban centre will depend on how we balance the importance of public transport connectivity and other urban and place making qualities. All the three proposed tramlines terminate at Bryn.



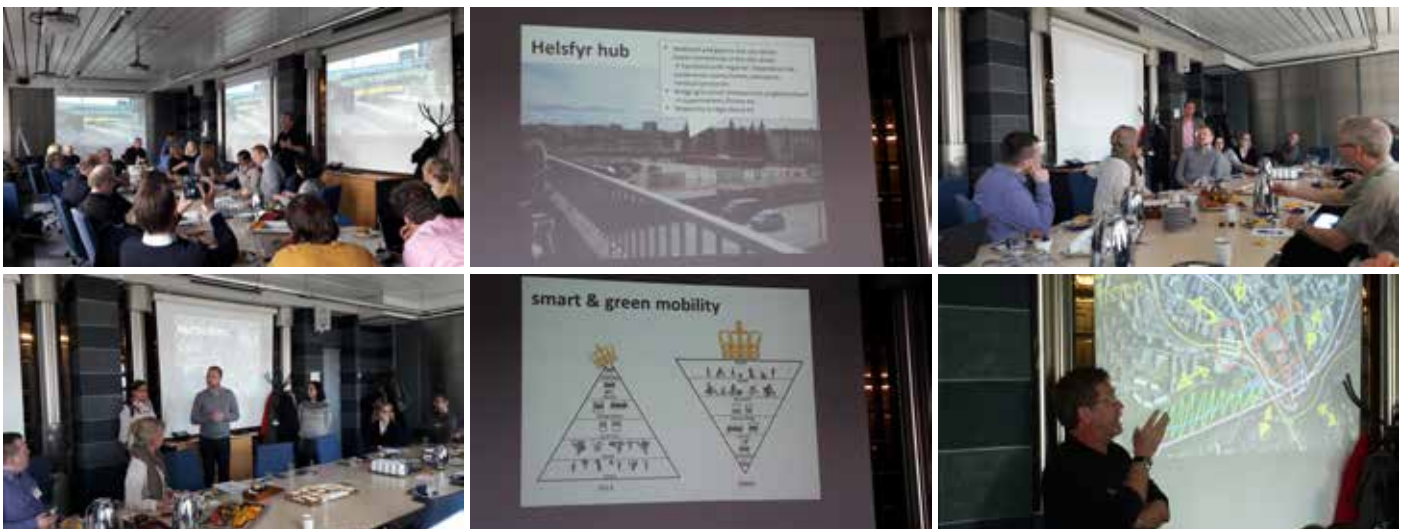
Group work on day two



Group work on day two

4.6.4. The programme

The first day started at the Agency for Planning and Building Services with presentations from different stakeholders followed by a bicycle tour with site visits. Day two was mainly dedicated to group work among the EURO CITIES members and experts from different authorities based on tasks formulated by the host. The participants were divided into three groups. All groups were asked to give advice on how to develop Bryn-Helsfyr into one coherent regional public transport hub and at the same time make it a vibrant urban area where people would want to live and spend their time. On day three the results of the group work were presented in the city hall of Oslo for a wider audience.



Final presentations at the city hall of Oslo



4.6.5. Results and advice

The results and recommendations were presented as in a professional and pedagogical format with diagrammes and pictures.



GROUP 1

Bart Vlaanderen (Amsterdam), Dan Škaroupka (Brno), Isabelle Verhaert (Antwerp/Urbact), Marita Holheim (Oslo), Mats Wester (Nacka).

The first group was asked to have a special focus on the connection between Bryn and Helsfyr and how to work with the building structure and functions, both existing and new.

As key issues, the group pointed out that Bryn-Helsfyr already has a complex fragmented urban fabric and that the planned infrastructure network and new hubs could make it even worse. They pointed out that a good working transport hub does not alone result in a good urban centre.

The goals of creating a new vibrant urban area, with housing and a good working hub, are ambitious. Working together with all stakeholders and commitment of the qualities of the urban structure were described as essential. Another important goal was to make better connections with the surroundings. Their main recommendations were to start with the current urban fabric. At some point the transportation hub should adapt to the urban fabric instead of the other way around. The different plots should individually contribute to the whole transformation. Ongoing projects and the opportunities that are already there should be integrated. Although transformation takes a lot of time, it should not be used as an excuse that the area is not 'finished'. Each phase of development in the area should be attractive and useable.



GROUP 2

Volkmar Pamer (Vienna), Marie Zezůlková (Brno), Ann-Christin Rudström (Nacka), Willem Somers (Antwerp/Urbact), Silje Gjertrud Hoftun (Oslo).

The second group was asked to have a special focus on developing Bryn, the integration of the terminal functions and the flow of the public transport infrastructure.

The group described their observations of 'identity', 'potential' and 'challenges' and advised the city to try to understand the area together with all stakeholders and make use of their knowledge. With this as a background the 'hardware' and 'software' could be linked together (construction meets demands). A time line for the development should be established. From early stage the area should be made more walkable.

It was recommended to achieve added value through synergy between local and regional driving forces. The urban development should follow a multi-layer approach with attractive and safe public spaces, easy orientation and rewardable walks. The different local qualities should be interconnected ('connection of pearls'). In the planning of public space the varied topography has to been taken into account and the conscious use of ramps and stairs will help to overcome barriers in an attractive way. Last but not least the stakeholders should create a unique selling proposition (USP) for Bryn.

GROUP 3

Carl-Anton Holmgren (Gothenburg), Maaïke Scheringa (Amsterdam), Sabine Lutz (Vienna), Soroor Notash (Stockholm), Jørn Roar Moe (Oslo).

The third group was asked for proposals to develop Helsingør with a focus on how to work with the barriers, the development of the road and street structures and the connection to the inner city.

The group presented their vision for Helsingør/Bryn as an integrated part of the urban fabric by moving the city fringe further out. To achieve this in the long term it is crucial to transform the traffic systems into smart and green mobility with a sustainable modal split.

On the regional scale it is unrealistic that the amount of cars will diminish soon. Therefore in the future it will be necessary to deal with barriers and emissions. Minimising the local traffic at the regional level should be one long term goal. At the city scale it will be important to connect Helsingør/Bryn to the city centre with attractive cycling and footpaths, which are easily accessible and well signposted. In the future, the Helsingør hub itself will function as a landmark and gateway to the city centre. It has a good connectivity to the centre and should be developed with regional functions such as conference rooms, hotels, education, medical service etc. Bridging functions between the neighbourhoods could include supermarkets, fitness studios etc. In addition to consciously located programs, an extended bridge above the E6 motorway will improve local connections. On the street scale it is crucial to introduce lively and outwards facing ground floor levels, to strengthen the interaction between the street and buildings. Good design of public space should not be underestimated.

5

General conclusions from the EoCT project

5.1. Main themes

To recap, the main themes that were agreed at the start of the project were:

- Function and identity
- Infrastructure and barriers
- Development strategies and participation
- Transformation process

The main thematic learning points relate to these themes, though not always directly. The working method and the framework (timescale and budget) did not allow for a detailed analysis of each theme in every city, nor clear prescriptions for transferring models for practice between countries, regions and cities.

5.2. Two central challenges

Two main overall challenges seem to be common in all cases:

- Seeking ways to stimulate investment and transformation in areas where there are not enough resources and where the market players are not able to deliver desired outcomes alone.
- Enabling holistic, functionally mixed and dense urban development where possible, and thereby avoiding the creation of monofunctional and fragmented areas.

5.3. Recognising and working with city specificities

There are some significant, though not always large, differences in cultures and preconditions for successfully planning and transforming the urban fringe. For successful learning and exchange, it has been crucial to recognise these differences.

The cities in the project varied substantially in size. The historical background of the cities, their economic base, the scale of municipal land-ownership, the planning legislation and policy framework within each city, and their financial capacity, are all important features which vary.

Although this introduces a number of external parameters, they have also been helpful, for recognising the similarities of issues despite the differences, as well as identifying some of the advantages and disadvantages that these differences may have.

Through informed discussions and workshops, the key factors and preconditions for the challenges faced in transforming the fringe areas became clear. Similarities of challenges between the cities have become easier to recognise, which enabled processes of working together to find possible solutions and strategies. The learning process has also strengthened participants' awareness of how important the wider political and social context is in their own cities.

5.4. European values

Common European values have been central to our approach, such developing local policy frameworks that are adapted from the EU2020-goals, and the presumption of due democratic and legal process for achieving these goals. Working together with citizens, enabling stakeholders in the market, and involving / guiding politicians at all levels, is an essential quality in this way of thinking.

The overall view, that city-fringe areas seem to exist in the majority of European cities, has informed the network and motivated the work at the European level. In a situation where major challenges of segregation and non-sustainability seem to impend on many cities, strategies for managing and transforming the post-war urban fabric are becoming increasingly important.

In this context, the links to European programmes such as URBACT, and specifically the sub>urban project have become increasingly important. There are strong reasons to argue for a heightened focus on the more peripheral parts of European cities in the coming years, at both the national / member state, and the European levels.

5.5. Learning effect

Taken as a whole, the project has managed to highlight relevant challenges and opportunities in each city. The working method has successfully demonstrated the potential for integrating the results in each city. This could then stimulate secondary learning (a 'ripple effect') between colleagues and local projects, and thereby a potential multiplier effect in the longer term.

5.6. Underused land

Underused land is a key issue which should be recognised. 'Underused' means that there are identifiable net-benefits to the city as whole of alternative forms of land-use – either in terms of density, content or quality, or a combination of these. The participating cities all experience pressures for growth in population and the need for jobs, so transformation of underused edge-of-centre sites gives the chance for developing new housing, highly valued leisure or businesses to be developed in locations which are often highly accessible and attractive. For this to be achieved, the land often has to be restructured, in terms of ownership, orientation and infrastructure.

5.7. Modernisation

Modernisation and re-use of old infrastructure and industry is a common challenge in all the cities. Choices between re-use of land and buildings, or a comprehensive transformation, are often difficult. Economic and technical issues have to be considered with a view to finding realistic alternatives, as well as often strong feelings of local identity which are linked to places with histories.

5.8. Multiple layers of issues and solutions

The cities experience challenges in transforming the urban fringe at different levels, both spatially and in an organisational sense. The workshops have given a valuable and refreshing basis for comparison in each of the host cities, on issues such as reshaping infrastructure, overcoming barriers and communicating with stakeholders. A range of alternative approaches to these issues has emerged. There is no 'one-size fits all', even when comparing different cases in the same city. However, through the exchange process and discussions, the resulting overview of approaches can be adapted and developed in each city.

5.9. Identity

Identity can be seen as one of the most crucial issues in many cases, especially where existing residential areas are involved. The importance of recognising differences and the specificities of places cannot be overemphasised.

5.10. Timescales for transformation

It is also essential to work in both a long-term perspective, where unforeseen new challenges and solutions will emerge during the course of a transformation programme, and with a flexible approach which can be changed and adapted quickly. The city election period (normally 4-5 years) will normally be too short for completing a transformation programme. Programmes and strategies should therefore be developed with as much cross-party support as possible, with some potential results that can be achievable in the shorter term, and an attitude that is flexible enough to engage new stakeholders and their ideas.

5.11. Tools and approach

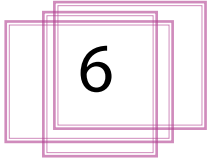
Through sharing experiences, including success-stories and failures, the EoCT project has enabled the participants to build up an overview of a range of different tools and approaches for planning and managing change. Some important examples include the following:

- **The 'Oslo-model'**, where non-binding policy guidelines for public space provide a framework for a) public investment in infrastructure, green/ blue space and other technical facilities; and b) negotiating with private developers on proportionate cost-sharing of upgraded public space within a framework of formalised agreements which are linked to / part of planning approvals.
- **Mixed land-use** is the generally accepted approach in most cases. One of the main long term goals is to provide substantial increases in housing in these areas which are currently underused. At the same time, and on the assumption that the businesses and activities do not come into conflict with adjacent housing, current jobs should be continued and new jobs developed in the same areas as housing wherever possible. Jobs in the new areas can also have an important social and socialising function, thereby encouraging local pride and identity, as well as social integration.
- **Public-private cooperation** with clear rules should be encouraged, including ways to clarify and spread the risks and potential benefits between public and private stakeholders. In some cases this can be through establishing a joint development company linked to a specific area, in others, finding ways for involving businesses as part of the overall planning and negotiation framework. This can be especially important when there is little public funding, motivated by the potential for gains to developers.

- **Participation** is an essential prerequisite for successful transformation, both for generating ideas with a local basis, and for keeping a good dialogue for mutual acceptance for, and responsibility for following up and further developing, proposals for transformation. A well planned, but also adaptable, participation strategy should be a big advantage.
- **Broad involvement of stakeholders**, including public bodies at all levels of government and stakeholders in neighbourhood areas will usually be a key to success. There will always be a range of alternative and collaborative solutions. Innovative approaches to discussing and analysing challenges and developing solutions should be developed, to enable potential stakeholders to find and make use of their roles.
- **Temporary use and reuse of land** can be an important strategy for helping to bring activity and interest into sites which have received little attention for years. There are sometimes legal and technical limitations, which should be dealt with, but the potential benefits are substantial. This can be as one-off events (festivals etc), short-term activities such as food-serving, leisure activities or more commercially based activities which seek to build up a new identity in the area through planned transformation at a later stage.
- **Transforming transport infrastructure** into formats which can reduce barriers and encourage more urban qualities (denser, with more mixed use) than is possible today, should be encouraged where possible. Down-grading highways, eg. 'from motorways into streets', or 'roads to cycleways', are important examples of this.

5.12. Thematic focus for EoCT project

- **Function and identity** - What are edge-of-center transformation areas? What are the challenges with these areas? How can an identity be formed for an area with close proximity to the city center? Is it conceivable to form an alternative development scenario? How can this be developed?
- **Infrastructure and barriers** - How has existing infrastructure in such areas been handled in other European cities? Are there feasible ways to overcome barriers in these types of urban areas? How can proposed new infrastructure projects improve existing infrastructure?
- **Development strategies and implementation** - Which strategies, instruments and methods are used? Are there lessons learnt which are transferable? What are the success criteria and what are the challenges? How can the collaboration between private and public stakeholders be improved? What are the merits in a top-down versus bottom up approach?
- **Transformation process** - Which kind of transformation processes are possible and realistic? Which time frames do we have to consider? How can we develop creativity in the transformation process?



6

Review of the working method - exchange and workshops

6.1. Overall value

Seen as a whole, the EoCT project has shown clearly the added value of the approach to exchange and thematic/ area based workshops. Practitioner-based study and learning, has kept the network's focus close to the real world of politics and implementation. The results are highly valued, especially by the host city, as opinions from the group as a whole for further work and development.

Through this, the value of the project-network has evolved and become a potentially important asset within EUROCITIES.

6.2. Including decisions makers

The host cities have always tried to involve local decision makers and politicians in the workshop programs, mostly at the end when the results could be presented. By giving these presentations to both colleagues and politician, the workshops have also provided unique opportunity for discussions. New and open communications processes have taken place about joint challenges in the transformation areas, which could also become widened to the general public.

6.3. Method

The working method for the workshops has included presentations and site visits to selected transformation areas in each host city, followed by in-depth discussions and working sessions to try to identify new approached and ways forward.

This approach was felt to give a quick and effective redefinition of problems which appeared to be unresolved, and thereby also to give a new framework for addressing the issues – a contextual change. The inherent value of exchange between practitioners with similar positions from different cities has given an improved understanding of each city's own situation, through studying others' challenges. By inviting outsiders to take an inside view in each case, the bigger picture has in many cases become clearer, as well as some specific and innovative solutions.

This has clearly shown the value added of the specific results, through intensified local work, which should then be a trigger for following up in each city. The network has clearly recognised that many of the problems are similar, but at the same time the social and political differences are specific and important in in each city and therefore should be pinpointed to give the complete narrative in each case.



6.4. Ripple / learning benefit

The workshops have been an inspiration for the participants, for further discussions and evaluations, giving a refreshed review of the starting point in each case.

The participants are at the same time aware of the dilemma faced in trying to integrate the learning points at the operational level in the target areas, and with other colleagues in their administrations. More thinking needs to be done here, which could be a specific issue at a future workshop.





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