How European cities achieve renaissance

National Audit Office

Front cover image: Docklands, London

How European cities achieve renaissance

A companion to the National Audit Office's report:
The Thames Gateway: Laying the Foundations


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Introduction

This publication explores how seven European cities or regions are tackling ambitious regeneration and bringing sustainable growth and renewal to local communities.

It is a companion piece to our report *"Thames Gateway: Laying the Foundations"*[1] which evaluates how well the UK Government is tackling the renewal of the Thames Gateway – one of the most ambitious regeneration programmes in Europe.

European regions and cities face a common set of renewal issues. Local economies have to adjust as manufacturing and older industries decline and more knowledge-based industries take their place. Across Europe particular regions, cities, districts or neighbourhoods and their communities are in danger of being left behind unless existing social, physical and environmental infrastructure is renewed and adjusted to new economic conditions.

1 *Thames Gateway: Laying the Foundations*, a report by the Comptroller and Auditor General, HC 526, session 2006-2007.

Common to all our case studies was the need to develop a clear shared vision backed up with strong leadership

Delivering ambitious regeneration in today's European state and economy is complex. Creating sustainable communities and neighbourhoods requires integrated action across a range of different sectors – transport, housing, green space, health, leisure, employment and skills. For every successful regeneration programme there have been others that did not achieve sustainable change. So what is it that causes some programmes to be successful and others not?

The purpose of our publication is to illustrate from across a range of different European contexts how successful regeneration has been delivered. We have drawn out critical factors in each case study that helped to bring about success. In total there are seven factors, but not all are present in each of our case studies (figure 1). Common to all our case studies was the need to develop a clear shared vision backed up with strong leadership.

Figure 1: Critical Success Factors

1. A clear shared vision
2. Clear and strong leadership
3. A clear implementation plan
4. A network of partners eager to deliver
5. Marshalling of the resources needed
6. Central support for partners
7. Monitoring of progress and assessment of impact

We do not seek to evaluate each of the approaches to regeneration or identify any particular individual approach as an exemplar. Even the most successful of the programmes described in these pages will have its critics. The very different constitutional and administrative contexts and problems to be solved in each of the cities and regions prevent simplistic read across.

With the help of the Bartlett Faculty of the Built Environment we have identified how structured programme management can help to ensure the critical success factors are delivered – our framework for successful regeneration. The framework is set out at page 70.

We hope this publication will provide useful and motivating material for all those engaged in delivering ambitious regeneration.

Acknowledgements

The National Audit Office used a number of sources to inform the case studies. These include academic publications, interviews with experts, visits and liaison with both British Embassies and Supreme Audit Institutions. The National Audit Office is very grateful for all the help and advice it has received, and would like to thank the following in particular for their help:

Barcelona	**Richard Burdett**, London School of Economics **Tim Marshall**, Oxford Brookes University **Bill Risebero**, St. Martins College of Art & Design; Syracuse University
Docklands, London	**Reg Ward**, London Docklands Development Corporation **Stuart Innes**, IJP Community Regeneration and London Docklands Development Corporation
Lille	**Thierry Baert**, Lille Metropole Communouté Urbaine
Malmö	**Trevor Graham**, Malmö City Council Environment Office **Per-Arne Nilsson**, Malmö City Council Environment Office **Bertil Johansson**, Malmö City Council Planning Office **Hanna Ershytt**, City of Malmö Audit Office
Manchester	**Marilyn McGuiness**, Manchester City Council **Celia Comrie**, Manchester City Council **Janet Heron**, Manchester City Council **Peter Babb**, Manchester City Council

Rotterdam

Max Jeleniewski, Rotterdam Development Corporation
Joep Boute, Department of Urban Planning, Rotterdam
Demo Holt, Ecorys Consulting
Jos Koffijberg, Dutch Urban Knowledge Centre
Richard de Haan, Netherlands Ministry of Housing, Spatial Planning and the Environment
Ina Hopman, Rekenkamer

Emscher Park, Ruhr

Michael Schwarze-Rodrian, Wirtschaftsförderung metropoleruhr GmbH
Werner Berg, Ministerium für Bauen und Verkehr, des Landes Nordrhein-Westfalen
Elfi Breker, Ministerium für Bauen und Verkehr, des Landes Nordrhein-Westfalen
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Daniela Glimm-Luekewille, Ministerium für Wirtschaft, Mittelstand und Energie des Landes Nordrhein-Westfalen

Of course, the way we have chosen to present each case study remains the responsibility of the National Audit Office.

Barcelona

The city province

The city province of Barcelona is situated in the north-east of Spain in Catalonia, one of 17 autonomous regions in Spain's semi-federal system. The city province has a population of 4.8 million people, three-quarters of Catalonia's total population. Its Gross National Product is approximately 100 billion Euros (£68 billion), equivalent to one seventh of Spain's total Gross National Product.

The physical and economic transformation of Barcelona since 1980 has been one of the most outstanding examples of city regeneration in the world

The city province's population is unevenly spread. The city, which takes up only 100 square kilometers, has a population of 1.5 million. The 26 metropolitan areas surrounding it, making up about 400 square kilometres, contains a further 1.3 million, and the rest of the province, covering 2,800 square kilometres, has a population of 2 million. Over the last 25 years the overall size of population has remained fairly stable, although the trend has been for people to disperse from the city and the metropolitan area to the province.

Since 1979 Catalonia has had its own regional government, known as the Generalitat. Within Barcelona itself the City Council has its own significant powers, especially over its own regeneration. Tensions have arisen over regeneration policy in the wider Barcelona province over the years, and often the resolution of disputes has depended on the personal relationship of the Mayor of Barcelona and the President of the Generalitat.

The need for regeneration

Defeat in the Spanish Civil War cast Barcelona and the wider region of Catalonia into the economic and cultural background of post-war Spain. In the mid 1970s Barcelona was a grey, densely populated, industrial city in deep economic crisis. It was dubbed 'Barcelona Grisa' at the time. It was only after the death of General Franco in 1975 that Catalonia had a chance to reassert its national pride. As the capital, Barcelona became the focus of this determined and widespread spirit.

The approach to regeneration

The physical and economic transformation of Barcelona since 1980 has been one of the most outstanding examples of city regeneration in the world. By the beginning of the twenty-first century, the city had become one of the most popular tourist destinations in Europe and its reputation for high quality urban design on a grand scale was secure.

A Metropolitan Plan was approved in 1976, and after democratic elections in 1979 the plan was implemented with great vigour. In 1986 Barcelona won the nomination to host the 1992 Olympic Games, and this proved to be a catalyst for further large scale regeneration. The success of the Games allied to the growing reputation of the city, increased global investment and tourism.

The breadth and scale of the change is astonishing:

- New infrastructure – large storm drains, rail stations, airport, streetscapes, telecommunications networks;
- New public buildings – Olympic park and village, conference centres, libraries, museums, sports centres, offices, community centres, health centres, schools, markets;
- New public spaces – squares, beaches, promenades, parks;
- New roads of all types;
- Renovation of the Old City and the Port into tourist attractions;
- Overhaul of public transport into an efficient and fully functional system.

Observers have commented not only on the scale of these programmes but also on the consistent high quality of design, and the fact that the transformation was achieved without the neglect of neighbourhoods, or increased social polarization and segregation.

Praise and awards have been showered on the city: the Royal Institute of British Architects (RIBA) presented its most prestigious award – the Gold Medal – to Barcelona in 1999. This was the first time the award had been presented to a city rather than an individual. The citation claimed that Barcelona's regeneration 'provides insights, and evidence of a collective inspiration, to be emulated wherever urban regeneration forms part of a political and social agenda shared by city authorities, builders' interests, designers and citizens'. And Lord Rogers' Urban Task Force described Barcelona in its report 'Towards an Urban Renaissance' as a 'beacon of regeneration' and 'the most compact and vibrant European city'.

A clear vision

Critical Success Factor 1

One of the secrets of success was the development of a detailed vision for the regeneration of the city during the 1970's, before any major work was begun. This vision was articulated in the General Metropolitan Plan of 1976. Many argue that the settling of a widely-understood outcome was a vital platform for future speedy regeneration success in the city. One measure of its importance is the fact that the GMP is still in existence today, and still the basic reference point for city planning.

First unveiled in 1974, the authors of the Plan had used the most modern techniques of analysis and urban planning evaluation in its preparation. They had divided the territory into distinct statistical units, and with the help of detailed social and economic analysis, applied a simulation model to each to test out different planning scenarios. The result was a deliberate break with the past, marking the beginning of strategic planning in the public interest: it reduced the allowable development density, bringing to an end unbridled land speculation, and reclaimed land for public use by designating it for public facilities such as schools and parks.

In the following two years, before final approval in 1976, the Plan was opened for public consultation, and became the subject of widespread debate. Those engaged in this process were not just the architects, landowners and politicians, but ordinary citizens, who had organised themselves into powerful 'neighbourhood associations' (known as Asociaciones de Vecinos) during General Franco's time. The associations pushed hard to keep the emphasis of the Plan on the provision of public facilities, and on occasions took to the streets to defend it against attacks from politicians and landowner speculators. The Mayor and other politicians established serious dialogue with the associations and made regular visits to some of the most deprived neighbourhoods.

Albert Serratosa, one of the main authors of the Plan, said about the associations that they 'were the real protagonists…in resisting the attacks on the most essential aspects of the plan on the part of powerful pressure groups'. He credited the citizens' defence of the GMP for 'permitting a bridge between technique and politics, which is one of the important impediments to planning, even today'.

Clear and strong leadership

Critical Success Factor 2

Leadership and direction of regeneration work in the 1980's was provided by the City Mayor, working with a close band of technocratic experts, with few regeneration 'partner bodies' involved in the decision making. The first three democratically-elected mayors were all from the Socialist party and between them ruled for over 25 years. All took close personal interest in the programme details of the regeneration. Pasqual Maragall, Mayor from 1982 to 1997, had a Doctorate in Barcelona's Land Economy. He personally intervened on individual planning projects – for example he was the prime mover in the commissioning of Richard Meier to design the Museum of Contemporary Art.

He took personal control of the Olympics project, often taking important decisions at the fortnightly meetings he held with his closest staff. He used his considerable political clout in negotiations with the central Government in Madrid, often securing important funding deals worth billions of pesetas. The Games were delivered on time within the six years after securing nomination, with the other city-wide and neighbourhood projects continuing unaffected throughout this period.

Maragall's leadership style had its critics – one neighbourhood association leader called Olympics preparation a 'private affair between the Prince and the architects of the Prince'. However many commentators acknowledge that the quick decisiveness and the driving through of work were vital to achieve the great success that the Games undoubtedly were.

A clear implementation plan

Critical Success Factor 3

Once the General Metropolitan Plan had been approved in 1976, the Barcelona Mayor and his new Director of Planning acted quickly. Using the powers of the new wider metropolitan planning authority (established as the Metropolitan Corporation in 1974), they acquired as much of the designated areas for public land use as possible. Taking advantage of historically low prices, 221 hectares (500 acres) of land was purchased, with considerable help from the central government in Madrid. Much of this land was brownfield land such as old industrial sites. The land had already been designated in the GMP: 86 hectares were for parks and gardens, 50 for forest land, 70 for school sites and other public facilities and 15 for housing. This action provided a crucial platform for speedy regeneration as the '80s approached.

After the democratic elections of 1979, a new Planning Director was appointed – Oriol Bohigas. He immediately began the process of planning and design for the acquired land, and with the help of his talented and dedicated staff of young architects designed almost 200 parks, plazas, schools and other public facilities within a very few years. He gave the neighbourhoods what they needed and were expecting. But he used the device of opportunity and chance: Instead of working from the general to the particular, from master plan to local project, he acted as and when opportunities presented themselves. He did the quick and cheap projects to begin with, creating confidence, momentum and enthusiasm within the wider population for the ongoing work.

It was only later that this opportunistic strategy was changed into one tackling city-wide projects, such as the opening of the city to the sea, building a system of inner and outer beltways, and repairing and expanding its drainage and sewerage systems. The Olympics 1992 bid, which won the nomination in 1986, was an important stimulus to these city-wide projects. But estimates show the Olympics projects were only about 15% of the output and spending of the total regeneration work.

A network of partners eager to deliver

Critical Success Factor 4

After the Olympics the city took a more partnership-based approach to its large-scale programmes. In 1993 it set up a regeneration body, the Barcelona Regional SA (the Regional), as a limited company with the aim of providing cooperation between the different public agents involved in regeneration. Its other main function was to provide specialist services to its members and other public agents, linked to or dependent on areas of urban planning. It was given semi-autonomous powers to act as a public regeneration enterprise. Its first director was the leader of the Olympics implementation team, Jose Antonio Acebillo.

The Barcelona Regional board is made up of:

- members of the city council, with the Mayor as the Chair;
- Public sector regeneration experts;
- Port Authority representative;
- Airport Authority representative;
- Rail Authority representative; and
- Representative of MERCABARNA (city wholesale markets).

The Regional has developed to become a significant actor in the field of metropolitan infrastructure planning. It now has two roles: one essentially programme management, where it works like a planning and engineering consultancy; the other research and strategy – the preparation of studies and strategies, both for large programmes and for specific areas of major intervention.

The Regional's recent work in the Besos area is an example of how it operates in practice. The Besos area is in the far north-eastern corner of the city and is bounded by the shoreline and the right bank of the river Besos. It covers an area of over 200 hectares and has included large scale regeneration across two municipalities as well as the coastal strip.

The two city councils of Barcelona and Sant Andria del Besos together formed a specific purpose body (Besos Planning Consortium) to co-ordinate the public and private sectors and the various projects involved. The Regional supported and advised this body and helped also draw up the Master Plan of the works. The prioritization of projects was decided jointly by the Regional and another company – Infrastructures de Llevant de Barcelona SA – which was set up specifically to carry out the work itself.

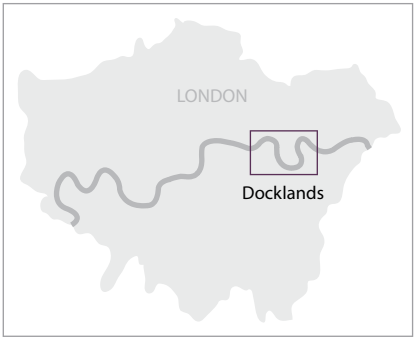
The work was carried out successfully. Large public infrastructure was built, and the coastline renovated with new beaches, yacht haven and zoo-park. About 1,500 new houses were built to high design standard, as well as offices and hotels. The area was also chosen to host the latest Barcelona 'world event' – the Universal Forum of Cultures – Barcelona 2004. This was a huge international event held in a specially constructed conference centre surrounded by a new water park, which discussed global issues such as peace, cultural diversity and environmental sustainability.


citigroup

Docklands, London

The region

London Docklands covers an area of eight square miles (about 5,500 acres) east of the City of London, mostly covering the sites of the former docks.



As time went on the message was shifted to emphasise an attractive and exciting place to live, offering a new type of urban lifestyle

The need for regeneration

London Docklands was in a depressed state by the late 1970s. The area was perceived widely as a wasteland – a victim of 'economic restructuring' where the work that sustained the docks had disappeared, leaving a physical and economic vacuum.

60% of the land was derelict or vacant, transport links to the rest of London were severely restricted, housing was in disrepair and local unemployment was running at over 20%. The average weekly wage for the 40,000 or so who lived in the area was 170 Euros (£115) compared to a Greater London average of 268 Euros (£182).

How regeneration of the region was approached

In 1981 the Government created the London Docklands Development Corporation which remained in existence until 1998.

Key features of the Corporation were:

- Vesting of land: a series of vesting orders secured 646 acres of public land for the Corporation by December 1981. Significant further acreage were subsequently compulsorily purchased from both public and private businesses, such as British Gas and the Central Electricity Generating Board.
- Development control powers and powers to acquire and dispose land: the Corporation was vested with significant development powers, and its policy was to 'trigger investment by others in the private sector', but it was not given planning or highway authority – these remained with local and transport bodies.
- Enterprise Zone: the Government designated 485 acres of the Isle of Dogs as a ten-year 'Enterprise Zone' in April 1982. This meant that investment in this area effectively did not have to obtain planning permission, and in addition was given financial and tax incentives, such as exemption from business rates and special tax-deductible capital allowances.
- Government's 'hands-off' commitment: the Corporation's sponsor – the Department of Environment – was committed to the Corporation over the long term both with strong political backing and high levels of funding. However the Department kept an arm's length relationship. The Corporation had clear objectives but freedom to decide how to achieve them. The Department's role was restricted to approving annual budgets and corporate plans.

By 1998, the eight square miles had been transformed physically, economically and socially:

- 84 acres of derelict land were reclaimed (over 3 square miles);
- 24,046 new homes and 25 million square feet of commercial/industrial floor space were built;
- A new airport was provided;
- Resident population more than doubled to 83,000;
- 85,000 jobs in the area – four times those available in 1981;
- 90 miles of new roads and rail were provided, including the Limehouse Link and the Docklands Light Railway;
- 5 new health centres, 11 new primary schools , 2 new secondary schools, 3 new Further Education colleges and 2 new vocational training centres were provided; and
- the physical environment received 94 awards for architecture, conservation and landscaping.

Clear and strong leadership

Critical Success Factor 2

It was recognised at the outset that to succeed the Corporation would need strong and experienced leadership and an organisation with the capacity to deliver. The first Chairman – Sir Nigel Broackes – was also the chairman of Trafalgar House, which was a highly diversified multinational company. The Deputy Chairman – Bob (later Lord) Mellish – had been a vigorous MP, representing dockers in Bermondsey for a generation. And the Chief Executive – Reg Ward – who had been Chief Executive of two Local Authorities previously, and had won the post after an open competition, proved to be a real visionary.

Joining these executive members were four part-time non-executive directors including: Sir John Garlick, former Permanent Secretary of the Department of Environment, Mr Lewis Moss, Senior Partner of Moss & Partners, who were valuers, surveyors, and property development and investment consultants, and a former Chairman of Berkshire County Council; Mr Dennis Stevenson, Chairman of the SRU Group of businesses and a former Chairman of Newton Aycliffe and Peterlee new towns; and Sir Hugh Wilson, Partner in Hugh Wilson and Lewis Womersley, chartered architects and planners.

Regeneration itself became a spectacular, with Canary Wharf opened in 1992 accompanied by a spectacular laser show

A few months later the three local council leaders joined the board: Mr Paul Beasley of Tower Hamlets, Mr Jack Hart of Newham and Mr John O'Grady of Southwark. And finally Mr Wyndham Thomas, General Manager of Peterborough Development Corporation, joined the Board six months later after LDDC opened for business.

The Board worked out their strategy quickly. Within a few years the office that supported them contained 470 staff (1988), with expertise in all areas of regeneration, from planning to design to project management.

A clear shared vision

Critical Success Factor 1

'We have no land use plans or grand design, our plans are essentially marketing images' Reg Ward, former Chief Executive of LDDC writing in The Times 1986.

Transforming people's image of the Docklands played a crucial part in the success of the regeneration programme. Faced with negative public perceptions of the Docklands as a wasteland of industrial decay and dereliction, the Corporation recognised early on that to promote the area as a good business climate and liveable city it would have to persuade people to view the area in a different way.

The Corporation set out to project an image of a vibrant future in which the squalor of Docklands' former industrial landscape had been cleansed and transformed into an alluring environment with an enchanting nautical past.

Through its development powers, the Corporation could determine what style of architecture could be built in the area, and used its responsibility for conservation to enhance its style choices – an exciting, modern waterfront city with colourful, glitzy and unusual buildings against a background of restored warehouses and churches. At least 17 old buildings were restored, and the use of names like 'Old Bermondsey' and 'Historic Limehouse' were encouraged.

From its early days the Corporation devoted large sums to an advertising campaign using different media outlets. To begin with promotion was targeted at the business community as a place to invest and build. As time went on the message was shifted to emphasise an attractive and exciting place to live, offering a new type of 'urban lifestyle'.

Central to both series of advertising was the attempt to 'brand' Docklands as a unique place clearly differentiated from all others. Tower Bridge was used as part of the corporate logo, together with the local shape of the Thames and its distinctive bend by the Isle of Dogs.

A series of spectacular waterfront events were staged e.g. Jean Michelle Jarre 'Destination Docklands' light and sound concert In 1988; Pink Floyd and Luciano Pavarotti open air concerts around the same time. Regeneration itself became a spectacular, with Canary Wharf opened in 1992 accompanied by a spectacular laser show. Art shows, festivals and other events opened and attended by royalty or prominent celebrities added to the glitz and glamour.

Marshalling of the resources needed

Critical Success Factor 5

Public and private sector investment in the London Docklands Development Corporation area between 1981 and 1998 was considerable – in today's terms over 22 billion Euros (£15 billion), of which over 6 billion Euros (£4 billion) was from the public sector. And significant investment has continued since the Corporation was disbanded.

There were three types of public sector investment: Corporation expenditure, other public sector expenditure and the compensatory discounts of the Isle of Dogs Enterprise Zone. The Corporation contributed roughly two thirds of the total – some 3.4 billion Euros (£2.3 billion). The investment of other public sector bodies amounted to about 590 million Euros (£400 million), mostly on transport infrastructure. The Isle of Dogs Enterprise Zone accounted for about 1.2 billion Euros (£850 million) investment, four-fifths of this the tax write-off of depreciation charges on capital investments.[2]

Between 1981 and 1998 the private sector had invested 16 billion Euros (£11 billion), of which 1.3 billion Euros (£875 million) were contributions to public infrastructure and 770 million Euros (£525 million) for Corporation owned land.

2 DETR Regenerating London Docklands Evaluation Report (June 1998).

Lille

The Metropolitan Area of Lille

Located in the north east corner of France, and spilling over the border into Belgium, the metropolitan area of Lille is a wide conurbation of 3.5 million inhabitants (0.9 million in Belgium) in an area of 7,000 square kilometres. At the centre of this conurbation, the Lille Métropole Communauté urbaine (Lille Metropole) with 1.1 million inhabitants in 612 square kilometres is a formal local authority containing 87 municipalities, ranging in size from Warneton with a population of 178 to the city of Lille with a population of over 200,000.

The conurbation was the base for much heavy manufacturing in the nineteenth and early twentieth centuries, particularly in the wool and cotton industries

Although the most populated area, Lille is not dominant in the area as a whole. There are other cities almost as large, such as Roubaix and Tourcoing, and other large towns. In this sense the area is 'polycentric' – that is many geographically separate communities with their own central reference points. Nevertheless as a conurbation, it is the largest in the region and one of the largest in France after Paris.

Since the building of a Channel Tunnel international station in the heart of Lille in 1994, the area has become a transport hub of northern Europe – a nexus for high speed train links to many European cities. It is well situated in this role, being only 60 miles from Brussels and 150 miles from both London and Paris.

The need for regeneration

The conurbation was the base for much heavy manufacturing in the nineteenth and early twentieth centuries, particularly in the wool and cotton industries. But as the twentieth century progressed, these industries became increasingly unsustainable. Factory closures had inevitably difficult implications for the community's economic and social health. These difficulties were exacerbated as the middle classes moved out of the affected areas, following an already established trend. As social problems deepened, the areas became increasingly unattractive as the former industrial sites turned into derelict wastelands.

The conurbation was slow to adapt to these difficulties. The process of decline continued, and many neighbourhoods became notorious for their severe problems. Unemployment and crime rates soared, and services declined. These 'inner city' problems, familiar in the UK, were nevertheless viewed as very unusual in France, where urban problems are usually concentrated in suburban areas. By the end of the1980's it was clear that large scale action was required.

The approach to regeneration

The Lille Metropole has evolved its approach to regeneration over many years into a twin track policy of promoting individual image-enhancing schemes ('unifying projects') alongside wholesale urban regeneration of large defined areas (often central areas) based on grand partnerships of national, regional, local and private stakeholders. This dual approach has developed largely as a result of particular events and trends, for example the building of the Eurostar station in Lille and more widely the gathering momentum of service sector growth during the 1990's. Figure 2 shows some examples of projects and events which have occurred within these two regeneration policy categories:

Figure 2: Examples of programmes in the dual regeneration approach

Individual image enhancing schemes

Euralille

A programme to regenerate and develop the commercial centre of the city encompassing the Eurostar station. The programme covers 310 000 m^2 of office space, 100 000 m^2 of activities and stores, 45 000 m^2 of hotels, 178 000 m^2 of accommodation, 110 000 m^2 of public facilities, 6 000 parking places and 15 hectares of green space, effectively underscoring the fact that Euralille is by no means a mere "business district". Three-quarters of the planned 750 000 m^2 of building work has now been accomplished.

Olympics 2004 bid

In 1997 Lille put in a serious bid to host the 2004 Olympic Games. The bid was successful in the early rounds and went through to the final selection, where it was up against Stockholm and Athens. Though unsuccessful in its aim, it was successful in boosting morale, image and social cohesion.

European Capital of Culture 2004

Lille Metropole applied for and was successful in being named the European Capital of Culture in 2004. The whole conurbation shared in the honour, and this provided an opportunity not only to speed up the building of cultural facilities, but also to share them widely amongst the urban areas.

This also led to a major change in image and reputation in France and abroad.

Wholesale regeneration ("ville renouvelee")

Roubaix

The city of Roubaix was particularly badly hit by economic restructuring. Large scale work has made a huge difference in recent years: redeveloping the main market square, converting the Public Swimming Baths into a Museum, new shopping malls and cinemas in the city centre, new public transport systems and new urban green space. The districts away from the centre have also had heavy and targeted investment.

Grand Projet de Ville

Set up as a complex partnership of public and private sector bodies, including the national Department of Urban Affairs, this project was initiated in 1997 to reduce derelict sites, create transport systems and provide amenities in 13 neighbourhoods in Roubaix, Tourcoing, Croix and Wattrelos.

Centres of Excellence

'Centres of Excellence' have been created in areas considered likely to be influential in future regeneration terms, to set up high technology or creative industries. Examples include Eurasante science park and Euratechnology centre, a site for information and communication technology-based activities.

The results of this approach have been impressive. Many of the central areas have been transformed physically, and social problems have been alleviated. In Roubaix, for example, unemployment has decreased significantly since 1994. Lille's image has also improved, both within the population itself, and to the outside world where the city is now a popular tourist destination.

A network of partners eager to deliver

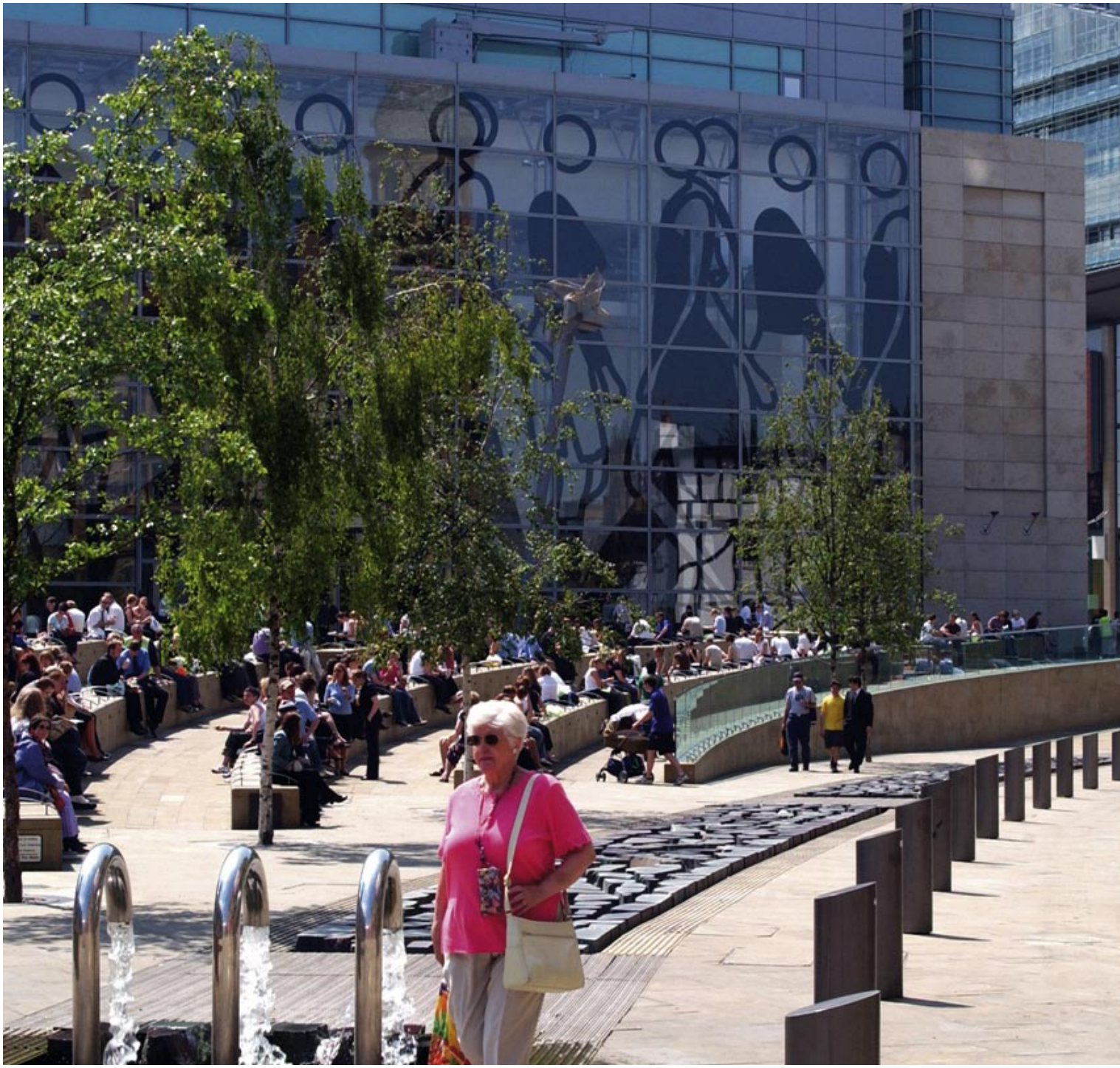
Critical Success Factor 6

Managing large scale regeneration in the Lille Metropole area is complex, especially as part of it is in a Dutch-speaking part of Belgium. Five French and Belgian local authority groupings have met informally and regularly since 1991 to discuss strategic issues in the 'COPIT' (Standing Cross-border Inter-municipal Conference). Advanced plans are in place to create, before the end of 2007, a more formal grouping for territorial cooperation – the 'Eurométropole Lille-Kortrik-Tournai'.

On the French side, regeneration management is conducted chiefly within the political and administrative framework of the 'Communaute Urbaine'. Established in 1966, this entity is a formal metropolitan authority but also acts as a development corporation. It has acquired powers and status over the years, and since former French Prime Minister Pierre Mauroy took over in 1989, it has become the key public stakeholder in the urban regeneration process. It now has a large annual budget – in 2005 it was 1.4 billion Euros (£1 billion).

Despite its size and increasing profile, the Communauté urbaine has needed to put together many partnerships in order to deliver programmes. It cannot simply intervene on its own. The difficulty of a polycentric conurbation is that there are a large number of stakeholders at national, regional and local level, each with their own priorities. An example of the complexity can be seen in one of the programmes mentioned in Figure 1 above – the grand projet de ville. This programme, costing at least 150 million Euros (£100 million), has involved the local authorities of Croix, Tourcoing, Roubaix and Wattrelos, the national Department of Urban Affairs, the Communaute Urbaine, the Caisse des depots et consignations (national bank for local development), and la Compagnie metropolitaine de l'habitat (part private housing company).

The importance of involving wider civil society in the regeneration of Lille has also been recognised. A 'Greater Lille Committee' has been established – an informal body made up of 700 people from the private, public and voluntary sectors committed to the regeneration of Lille: for example local authorities, transport, education, housing, commercial concerns and retailers. Regular breakfast meetings are held to discuss all aspects of the work, and they are well attended with on average 300 to 400 participants.

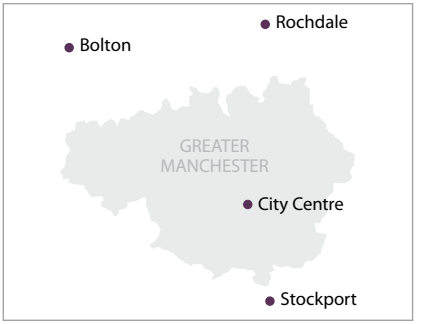


Manchester

The City

Greater Manchester has a population of over 2 million making it the third largest city in the UK. The City of Manchester is one of ten local authorities within Greater Manchester. It has a population of some 440,000 and represents the centre of the city.

Historically, Manchester has been at the centre of England's industrialisation and cotton manufacturing industry. After twentieth century decline, regeneration has brought the city centre back to life. Manchester today is a centre of the arts, media, higher education and commerce.



The retail core of the centre has expanded; linking up to the previously isolated Cathedral area by a newly created pedestrianised route

The need for regeneration

On 15 June 1996 an IRA bomb ripped the heart out of the centre of Manchester. It was the largest bomb detonated in mainland Britain since the Second World War. Over 200 people were injured but incredibly no one was killed. This adversity was turned into an opportunity not merely to repair, but also to regenerate and replan the city centre.

In the early nineties the city centre had been in decline. The retail core had suffered from dysfunctional 1960s and 1970s developments that had been exacerbated by the impact of traffic growth. To the north of the centre the Cathedral, medieval core and the Victoria railway station were largely cut off. There was little public open space and an unwelcoming night-time environment with little activity.

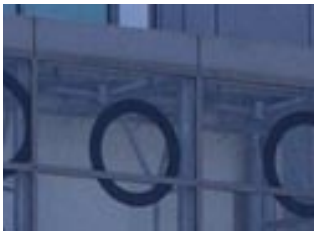
How the regeneration was approached

The IRA bombing provided the impetus for the regeneration and helped galvanise support: Marks and Spencer, whose store was at the centre of the blast, pledged to build in the city centre their biggest store in the world. However, investors were initially nervous about returning to the city centre. With the opening of the Trafford Centre on the outskirts of the city due in 1998 there was a risk that business would move out of the city centre.

Manchester City Council was quick to respond. In the immediate aftermath of the bombing, Government and the City Council set up Manchester Millennium Ltd as a taskforce to lead the recovery and regeneration of the city centre. Prior to the bombing a ten year vision for the conurbation core 'City Pride' had been established by the Council through wide consultation and this provided a strategic springboard for a design brief for an international urban design competition to inform the rebuilding of the city centre. The winning Master Plan was announced in November 1996.

The taskforce was given the remit of rebuilding and regenerating the city centre in three years. It raised 100 million Euros (£83 million) of public sector funding from a wide range of sources and this levered in approximately 740 million Euros (£500 million) from the private sector.

Nowadays, the centre is thriving. The retail core of the centre has expanded; linking up to the previously isolated Cathedral area by a newly created pedestrianised route. The residential population of the city centre has increased dramatically, from just 966 in 1991 to approaching 20,000. Cathedral Gardens, a landscaped public space has been developed as part of the cultural Millennium Quarter. The night-time economy is thriving with bars, restaurants and nightclubs opening across the city centre. The success of the renewal programme can be seen in the constant change programme within the city centre whose economic boundaries are expanding for the first time in generations.



A clear implementation plan

Critical Success Factor 3

The Design Brief produced by the Council was simple, practical, easy to understand and accessible. It set out six key objectives. This gave the master planners plenty of scope for innovation. The Council held an open competition for the Master Plan. Five short listed bids were put on public display and comments were invited. This generated huge public interest and engagement in the proposals. Private sector partners and other key groups were also closely involved in the development of the masterplan. The emphasis of an inspiring, quality driven plan helped capture the public's imagination.

In order to persuade the private sector to re-invest in the city centre they needed to have a context. The vision contained in the Master Plan and the associated public funding provided this. In addition, the masterplan was underpinned by supplementary planning guidance adopted by the Council for the renewal area. This further encouraged private sector confidence.

Once the Master Plan was in place, annual Implementation plans set down a series of high profile milestones for delivering key projects such as the re-opening of Marks and Spencer. The taskforce informed the public of its achievements through regular reports to the Council's City Centre (Sub) Committee and to the media via a regular newsletter received by all residents and city centre users.

Clear and strong leadership

Critical Success Factor 2

Leadership for the regeneration of the city centre came from the taskforce, Manchester Millennium Ltd. This was a company set up with the sole purpose of regenerating the city centre. It was given a limited timeframe of three years linked to public funding regimes. The taskforce was deliberately established to be separately identifiable from the Council, in its own premises. It was small, with a core executive team of around twelve, staffed by secondees from the public and private sector with a small number of expert advisers and consultants. This provided a focus for its activities purely on the regeneration of the city centre.

The Council recognised the need to establish a new body in order to take on the regeneration of the city centre. They seconded their then Deputy Chief Executive, Howard Bernstein, to the taskforce and he was given the role of Chief Executive. This meant that the confidence and relationships with the private sector and public agencies which had been developed by the Council through previous projects could be built on by the taskforce.

The Board of the taskforce brought together six high profile people from the public and private sectors in Manchester. These included, as Board Chair, the Chairman of AMEC plc, the Leader of the City Council and representatives from the Government Office NW, Marketing Manchester and the Bank of England.

The key elements of the taskforce's success were:

- The range of interests represented on the Board and executive team and the access this provided to Government and to partners at the highest level
- Using its networks and contacts to get things done
- Getting the five key landowners in the bomb damaged area signed up to the Master Plan early
- The tight focussed structure of the taskforce
- Building on Manchester City Council's good track record of public/private partnerships established through the regeneration of Hulme and the Olympic and Commonwealth Games bids
- The focus provided by setting clear objectives in a limited timeframe with effective project management
- The taskforce acting as a co-ordinator of public sector funding so that the private sector could focus on construction.

The taskforce persuaded the main utilities companies together to agree to a joint service utility trench through the centre of the street

Monitoring of progress and assessment of impact

Critical Success Factor 7

Manchester Millennium Ltd (MML) used Mace, a construction and management company, to drive progress on the implementation of the Master Plan, working closely with the project teams. They produced monthly status reports on each of the projects in the plan.

The monthly status reports were kept short, simple and clear. Reports contained details of what needed to be done, to whom it was assigned, when it needed to be done by and how it was to be done. Reporting to the taskforce Board was done by exception.

The same reporting applied to projects carried out by the public sector, by the private sector and those done in collaboration. They were used by all partners to monitor progress. This meant that the taskforce, constructors and other private sector bodies all had the same information on progress. This reduced the scope for dispute between partners.

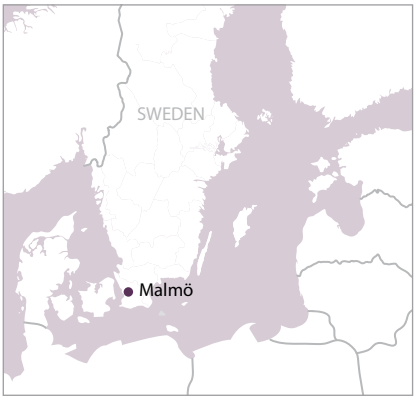
Progress reporting identified potential problems early. There are many examples of the benefits of tight programme management e.g. Corporation Street. It is one of the main roads through the city centre and was central to the regeneration. The street was frequently being dug up in order for utility cables and pipes to be laid. The taskforce persuaded the main utilities companies together to agree to a joint service utility trench through the centre of the street. This saved time and prevented problems when revisiting services.

Malmö

The city

Malmö is Sweden's third largest city with a population of about a quarter of a million. Malmö is situated in the southern most province of Sweden – Scania – a short distance across the Øresund strait from the Danish island Zealand and Copenhagen. Malmö's location makes it closer to the Italian city of Milan than to the northernmost Swedish town Kiruna.

Malmö was one of the earliest Swedish cities to embrace the industrial revolution. In 1840 the Kockums shipyard was founded and became one of the largest shipyards in the world. The shipbuilding industry dominated Malmö for the next 150 years.



Malmö took seriously the issues arising out of the Rio UN conference on sustainability and formulated a comprehensive Local Agenda 21 programme

The need for regeneration

Malmö suffered serious industrial decline during the 1970's and 1980's. Employment, which had been based predominantly on manufacturing and shipping, dried up as many factories closed. Civilian ship production at the Kockums shipyard ceased completely in 1986, depriving the city of its greatest employer as well as a major factor in Malmö's image of itself. Population was stagnant in the 1970s and 1980s. By the late 1990s the population was declining. Many wealthier residents moved into surrounding municipalities, leaving pockets of severe deprivation within the city.

The approach to regeneration

In the early 1990s, Malmö City Council determined to regenerate the city. After preparation and consultation for three years, the City adopted a 10-year high-level planning strategy – the Comprehensive Plan. This covered the whole city but also targeted several specific strategic locations for intensive action: flagship developments to act as a lever for more widespread activity. Two areas were particularly significant – the former site of the Kockums shipyard – Vastra Hamnen or Western Harbour – and the Augustenborg area which suffered from particular social and economic decline, and problems with local flooding.

Today Malmö is reviving. Worklessness rates are still comparatively high but have fallen and housing construction has been revitalised. Western Harbour has been converted into a vibrant commercial and residential area including a new university, a popular seafront promenade, new businesses and some light industry. Employment in the Western Harbour has returned to the levels enjoyed during the heyday of Kockums Shipyard. The opening of a bridge across the Øresund has been a major catalyst of regeneration. It has significantly improved transport links not just between Copenhagen and Malmö, but between Sweden and the rest of Europe. 18.3 million passenger journeys were made across the Øresund link during 2005, equivalent to every resident of Malmö making the crossing 68 times. The Port of Copenhagen and the Port of Malmö merged to become a single company in January 2001, another example of the close links between the two cities. The development of a City Tunnel, currently under construction and due to open in 2011, will see new stations opening at strategic central points in the inner city of Malmö and in the southern Hyllie area. These new stations are set to provide the focal point for regeneration as the City Tunnel will provide excellent transport links to the Bridge and bring visitors to the planned stadium and shopping centres.

Two key events took place in 2005 to give Malmö greater international exposure and modernise perceptions of the city:

- The opening of the "Turning Torso", an architecturally innovative landmark building in the Western Harbour; and
- Sailing regattas associated with the America's Cup attracted around 20,000 international visitors to the city.

A clear shared vision

Critical Success Factor 1

Sustainability is a key characteristic of the vision for Malmö – economic, social and environmental aspects working together. The Council undertook an extensive visioning exercise in the 1990s called Visions 2010. This encouraged different departments to develop innovative initiatives for sustainability. Malmö took seriously the issues arising out of the Rio UN conference on sustainability and formulated a comprehensive Local Agenda 21 programme. This document describes itself as a "blueprint for a quality environment and sustainable development". It sets out objectives for a more sustainable Malmö including the reduction in the use of single occupancy vehicles, a stronger local economy, reductions in resource use and in general a greener and healthier city.

Malmö's Local Agenda 21 programme is being publicized and implemented through a variety of programmes and projects, including an Environmental strategy for the City, urban development plans, City District participatory structures, programmes relating to food alcohol and smoking and City initiatives dealing with traffic, waste, water and open and green spaces. A children's book has been published dealing with environmental issues and distributed to every 6–8 year old child in the city.

In planning the regeneration of the site of the former dockyard the City committed to sustainability. An acclaimed flagship housing exhibition pioneering sustainable development was held in 2001 – the European Home Exhibition. Development is expected to progress at the rate of 500 residential premises and 300 commercial premises per year for the next few years. The exhibition area alone comprises 1,300 homes and over 2,000 inhabitants.

National government and EU support for a local investment programme for environmental measures in the Western Harbour fuelled a determination to develop and test new methods and techniques. The infrastructure provided by the city encompasses renewable energy sources, waste recovery, ecology and green transport.

Malmö City Council encouraged open discussion and partnership with private developers. Before any land was sold, a dialogue was opened up with any party interested in investing in the area. This fostered an atmosphere of cooperation and yielded results in the agreed quality programme and shared costs of public spaces. As a condition of building rights, developers had to meet standards laid down by the city in regard to architectural quality, character of public space, building performance, colour, materials, energy and ecology. Materials harmful to the environment were prescribed and building energy use had to be less than 105 kilowatt hours per square metre. 99 per cent of the electricity needed to support the development comes from the windturbine adjacent to the harbour.

The sense of community engendered by active participation has itself reaped benefits in the ownership of the district now felt by the residents

For the Universitetsholmen area (the University Island), an innovative method was used called Q-book. This established the basic conditions whilst the construction and infrastructure projects were still in the planning stages. This allowed early resolution of the major urban planning issues through effective collaboration and communication between technical administrations, users and property owners.

A points system encouraged builders on Western Harbour to consider ecological and green issues. Points were awarded for the installation of such items as bat boxes, green roofs, ponds, nesting boxes and water canals. All rainwater is collected for distribution in open channels. Access priority is for pedestrians. Residents are encouraged to use underground car parks. Tenure is a mix of rental, shared ownerships and freehold. Non-housing activity is vital to the development plan. Some apartment blocks have ground-floor space suitable for small business or residential use with connections to the first floor to allow living over the shop.

The exhibition left a legacy of care characterised by urban density, high quality urban design, modern innovative architecture and high sustainability standards.

The neighbouring Flagghusen development is extending the innovative sustainability initiatives of the exhibition into more affordable housing focusing on energy efficiency, airtight construction, disabled-friendly solutions and open community spaces.

Developments in the Western Harbour are highly attractive not just for the new residents but for the whole city – the seafront location is a popular place to stroll along the Quayside Promenade or swim in summertime. The plans for the Western Harbour envisage an area with a diverse mixture of residential, education and business facilities. This complements the plans for the rest of the city by increasing the number of residents, workers and students visiting Western Harbour on a daily basis. The interaction of the students and university staff with residents and workers ensures a mixed and vibrant integration of communities, so that the Western Harbour does not become an isolated enclave.

The programme to regenerate Augustenborg also puts sustainability at its heart.

Built in 1949, Augustenborg was the first Malmö affordable housing project built following World War II. It was considered to be of a high standard when built but over the years it became less popular as people began to move out further from the city centre. Unemployment was as high as 65 per cent during the early 1990s and there were social problems on the estate with many voids.

"Ekostaden Augustenborg" is the collective name for developments to make Augustenborg a more socially, economically and environmentally sustainable neighbourhood. The Eco City programme has revitalised the Augustenborg area through community consultation on a variety of sustainability projects. These include the installation of green roofs, an attractive system of open canals to collect storm water and prevent flooding, the provision of recycling and composting stations, a new energy efficient school and a local car pool (now powered by biogas).

Developments in Augustenborg were predicated on extensive consultation with the local population. This meant not just encouraging the people to accept a plan which had already been formulated – rather it meant listening to people's ideas and putting them into practice, even if this meant taking a different route. The sense of community engendered by active participation has itself reaped benefits in the ownership of the district now felt by the residents. The turnover of tenancies in the area has decreased by almost 20 per cent.

Rotterdam

The City of Rotterdam

Rotterdam is the second largest city in the Netherlands after Amsterdam and has a population of 600,000 living in an area of 300 square kilometers. It has the largest port in Europe, which is the natural base for large container ships and oil tankers traveling between continental Europe and the rest of the world. The port is an important influence on local culture and the city has historically been caricatured as 'blue collar' in image, in contrast to the metropolitan sophistication of Amsterdam.

The city centre has seen new transport infrastructure, such as a new tram network and a central station preparing for high speed trains connected to other European cities

The city is in close proximity to three other large cities in western Netherlands – Amsterdam, The Hague and Utrecht. Together with some other smaller cities nearby they are known collectively as the Randstad (city ring). The area is one of the most densely populated in Europe and has a total population approaching 6.5 million. It operates in many ways as one advanced urban economy and has low unemployment, but it does not yet quite work as an integral unit, in part due to lingering city rivalries.

The need for regeneration

The city has undertaken almost continuous regeneration since 1945, in response to different situations and needs. The city was severely damaged during the war, including the destruction of 260 hectares of the city centre in one bombing raid in 1940.[3] House building was concentrated in new suburbs in the 1950s and 1960s. Shortages in building materials, labour and money in the post-war years together with reconstruction work often delayed made for poor quality especially in the city centre.

3 On 14 May 1940, 260 ha of central Rotterdam was destroyed including: most of the historic docks, 24,700 houses, 6,100 commercial buildings, 1,450 restaurants, 62 schools, 13 hospitals, 24 churches and 14 theatres and cinemas.

By the 1970s technological improvements in logistics meant that the port needed more space and moved west towards the sea. At the same time people moved out of the city into two new towns on the city's edge, which had been built as part of the government's 'growth area' policy to deal with city overspill. The population of the city declined from its 1965 peak of 730,000 and many of the districts close to the city centre fell into decay. The city set up a regeneration agency to address the city's problems. By the late 1980s, 25,000 homes in these districts had been renovated.

But by the 1980s, the city centre was in a barren state with few people living there and very little good office space or attractive public space. It was recognized that to attract people to live and work in Rotterdam this needed to be addressed.

The approach to regeneration

Since the 1980s the focus of regeneration both nationally in the Netherlands and in Rotterdam has shifted to focus on the city centre, and in particular emphasizing the importance and role of the city in creating economic growth (known as the 'compact city' programme). In Rotterdam's case the need was to use this policy to change the city's 'blue collar' image as a precursor for attracting international investment. This could be achieved by revitalizing the city centre, mainly through a cultural renaissance, but also through increasing high quality office accommodation capacity.

In the following years at least 60 major cultural projects were undertaken, including:

- A new library, IMAX cinema, and information centre;
- An extension to the museums in the Museum Park, including a new art gallery;
- Transformation of the 'waterstad' area, including a new maritime museum;
- Improvement of public spaces, avenues and boulevards

At the same time the city centre has seen new transport infrastructure, such as a new tram network and a central station preparing for high speed trains connected to other European cities. The biggest changes have been south of the river in the Kop Van Zuid area.

The regeneration of Rotterdam is led by the City Municipality (the local authority), working to national priorities. The city council works in partnership with its boroughs, and more widely with its city region (the Rijnmond), its province (Zuid Holland) and the Randstad to achieve its plans.

The Municipality of Rotterdam is able to find funding for its regeneration from a variety of sources:

- National funding for national priority projects, and especially large infrastructure projects;
- Municipality funding through their share of taxation;
- Investment raised for the city through the Rotterdam Development Corporation, the part of the municipality that manages the city land bank and economic development of the city;
- Private investment raised through public private partnerships; and
- Housing association investment.

The development of central Rotterdam has been a Netherlands national priority since the early 1990s. This has helped to concentrate national funding on key projects such as the Erasmus Bridge, and the refurbishment of the area around the train station to welcome the new high speed link from Paris. This prioritisation of Rotterdam as part of the Randstad has been essential to the regeneration of Rotterdam, helping find resources to manage the economic structural change from port to administrative centre.

A clear implementation plan

Critical Success Factor 3

Dutch spatial planning emphasises the comprehensive integration of sector policies allowing cross departmental working and the integration of infrastructure provision with planning considerations.

Central government payment was based on performance over the entire contract and not for individual sites

Four National Government Ministries are involved in the development of national spatial planning in the Netherlands with the Ministry of Housing, Spatial Planning and the Environment taking the lead:

- Ministry of Housing, Spatial Planning and the Environment;
- Ministry of Agriculture, Nature and Food Quality;
- Ministry of Transport, Public Works and Water Management; and
- Ministry of Economic Affairs.

The 2004 National Spatial Strategy builds upon previous National Policy Documents, and identifies the National Spatial Network: the areas and networks that have important structural implications for the Netherlands, cross administrative (national and provincial) borders or entail complex or costly operations that necessitate central government involvement.

Taking the strategy forward the central government has established four regional programmes focusing on priority areas: Noordveleugel and Zuidvleugel (the northern and southern parts of the Randstad), the Groene Hart (the green spaces, similar to London's green belt, in the middle of the Randstad), and the South-East Brabant and North Limburg region (the region around Eindhoven and Venlo). Each programme is led by a Minister from one of the four Ministries above: with the Zuidvleugel (which includes Rotterdam) led by the Minister of Housing, Spatial Planning and the Environment. By having Ministerial regional leads the central government hopes to better integrate cross-government working.

An example of how the National Spatial Strategy integrates planning for infrastructure provision with regeneration needs is its focus on six "New Key Projects". The Netherlands is set to join the new European high-speed railway network, with new connexions from Amsterdam South, Rotterdam Central, the Hague Central, Breda, Utrecht Central and Arnhem to Belgium, France and Germany. The Dutch Government has seized upon the arrival of the new train connexions to renovate and improve these stations and spread their bustling urban atmosphere to their surroundings.

The national government will contribute 1 billion euros to the projects. The Ministry of Transport, Public Works and Water Management will be primarily responsible for optimising the railway stations' transport function. The municipalities, provinces and regions will be responsible for improving the regional and local infrastructures. And the government, the Dutch railway company NS, and the High Speed Link operators will work together to improve the quality of other station facilities.

Marshalling of the resources needed

Critical Success Factor 5

Rotterdam's plans to regenerate its city centre coincided with a change in focus of national spatial plans. The 1990 Fourth National Policy Document on Spatial Planning marked a shift in focus for regeneration and urban planning in the Netherlands towards city centres with an emphasis on economic development and improvement of the quality of space and environment. It identified Rotterdam's city centre as a national priority.

The Forth National Policy Document on Spatial Planning was followed in 1991 by a supplementary document known as VINEX ("Vierde Nota Ruimtelijke Ordening Extra"). This established the target to achieve 600,000 houses by 2010 and identified specific sites for development located on the edge of existing cities including two large sites bordering Rotterdam: Carnisselande and Nesselande.

Most regeneration and urban planning responsibilities are delegated to a local level, allowing room for local leadership to develop

The National Government contracted with the Rotterdam City Region – Rijnmond – to deliver the required housing growth and supporting infrastructure, including business parks, public transport and nature and leisure projects.[4] This VINEX covenant gave intermediate housing targets against which progress was assessed, using 5 year milestones. Central government payment was based on performance over the entire contract and not for individual sites.

Some of the Rotterdam VINEX developments required significant subsidy that could not be covered from sales and rent revenues. Such deficits were estimated on the basis of cost estimates and a single fund established to cover them, comprising:

- Contributions from national government under the VINEX covenant;
- Contributions from the municipalities, calculated using a formula based on their population size; and
- Contributions from planning gain from sites across the region.

A second fund of 15 million Euros (£10 million) was established from a levy on each newly built dwelling to fund nature and recreation areas and infrastructure projects.

4 The Rotterdam City Region is the voluntary association of the 18 municipalities of Rotterdam and its immediate neighbours.

Clear and strong leadership

Critical Success Factor 2
Although the Dutch national government retains strong interest in national priorities, most regeneration and urban planning responsibilities are delegated to a local level, allowing room for local leadership to develop.

In 1986 an architect from outside Rotterdam – Riek Bakker – was offered the job of Rotterdam Municipality's Director of Planning. She could not decide whether to accept until she saw the Kop Van Zuid from her hotel window across the river. Unaware of the historic prejudice on both sides of the river towards each other, she was inspired by what she saw as the obvious potential of this underused former dock with its strategic central location on the river.

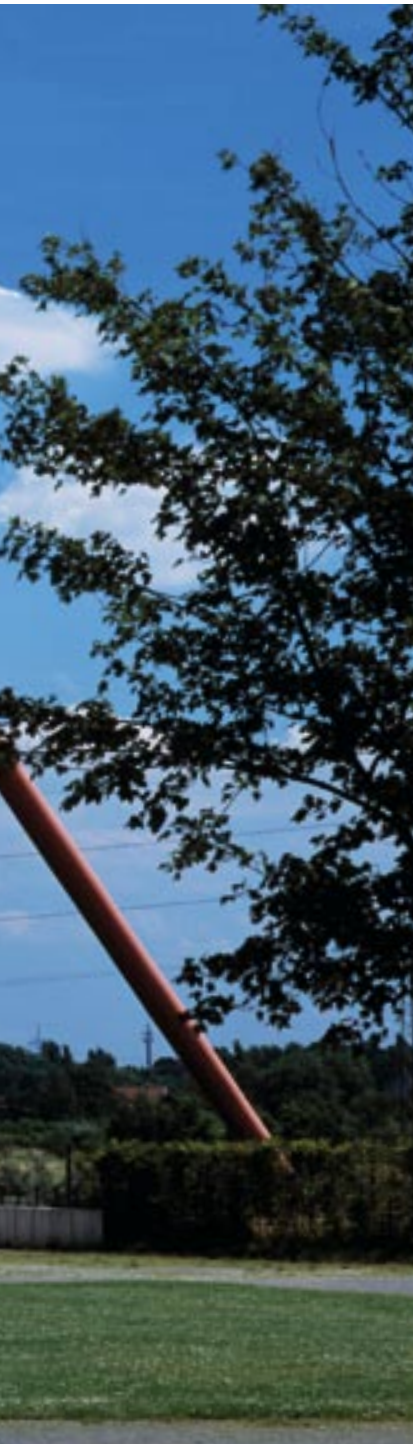
She accepted the job and put forward a proposal for a comprehensive redevelopment of the site, under the banner of creating an 'undivided city'. However, it was met with virtually no support and in many cases hostility. There was no funding available either, from public or private sources. Nevertheless she determined to persevere, and called unprecedented meetings of all the city departments for brainstorming sessions on the idea of the 'whole city'. Out of these sessions 30 potential city projects emerged, including a redevelopment of the Kop Van Zuid with an innovative new bridge leading to it.

But this latter plan was not approved, and there was still no funding available. Undeterred, Bakker commissioned an urban planner to design a virtual model of her plan. She then invited groups of people for viewings – local resident groups, planners, businessmen and many others.

The model created a sensation in Rotterdam. Bakker took advantage of the change in national focus towards city centres and managed to secure government funding for the Kop Van Zuid infrastructure. Half the battle had been won. But what about the bridge? Surely, the council thought, a ferry service would suffice?

Ms Bakker disagreed. She wanted a much more expensive option – a one-pylon innovative design by an outside architect. She did not want a ferry service or the cheaper bridge designed by the public works department. She organized a presentation in a crucial council meeting. Children entered the meeting room carrying designs of all the great bridges of the world – the Golden Gate, Tower Bridge and so on. Then a model of her preferred design was brought in. The message was simple – Rotterdam needed a world famous bridge as a symbol of a new city.

It worked. The council voted for her proposal. Work started in February 1994 and was completed in September 1995. The Erasmus Bridge opened and was internationally acclaimed.



Emscher Park, Ruhr

The Region

The Ruhrgebiet (the Ruhr Area) lies in the northern part of the German Regional State land of North Rhine-Westphalia. It is the third largest urban area in Europe, (after London and Paris) with an area of 4435 square kilometres and a population of 5.3 million. But the population is dispersed across 53 urban areas including Essen, Dortmund, Duisburg and Bochum.

The main theme became Emscher Landsape Park, a heritage park around the cities that unified the industrial culture with ecological parkland

The Emscher Park spreads along the river Emscher and runs across the middle of the Ruhrgebiet – east to west. It surrounds the 20 major urban areas,[5] but does not include the urban centres or the rural edges of the Ruhrgebiet. It includes many of the former heavy industrial sites.

The need for regeneration

The Ruhr had been Germany's industrial heartland with heavy industry, mining, iron and steel manufacturing dominating the banks of the rivers Ruhr and Emscher since the 1830s.

But, like other areas of Europe, Germany's heavy industry has been in decline since the 1960s. 440,000 workers lost their jobs in manufacturing between 1962 and 1986. Those that lost their jobs found it hard to find new employment; their skills were not in demand.

5 There were originally 17 administrative areas in the Emscher Park (1989), but the park has now expanded to include 20 administrative urban areas, loosely equivalent to UK Local Authorities.

By 1989 the Ruhr had already seen 20 years of regeneration initiatives designed to slow the pace of change and allow the area time to adapt to structural economic reform. Manufacturing and mining received state subsidies. Some initiatives aimed to modernise the mining industry; the collieries were brought together under the single ownership of Ruhrkohle AG. Other initiatives focused on improving and adapting local skills and new universities were established across the region.

But the area continued to have serious economic problems:

- Unemployment and social exclusion was the highest in West Germany, with a high proportion of dependency on state aid. This was exacerbated by the reunification of Germany in 1990;
- Skilled mining and manufacturing labourers did not have the skills to adapt to new industries and were often reluctant to learn new skills; and
- The heavy industry had scarred the environmental landscape, leaving the area in need of widespread land decontamination, clean up of polluted rivers, and a lack of parkland.

Meanwhile, the population of the Ruhr declined as people moved out to seek employment elsewhere, often including the younger and more skilled households.

How regeneration of the region was approached

From 1989 onwards the focus of regeneration in the Ruhr changed towards accelerating structural reform and moving towards a knowledge based economy based on services and telecommunications. But in doing so they sought to build upon their industrial heritage and to re-establish pride in their region.

In 1989 the state of North Rhine-Westphalia established the Internationale Bauausstellung Emscher Park GmbH (the International Building Exhibition Emscher Park Ltd, IBA). The IBA was charged with holding an exhibition in 1999 to celebrate the regeneration of the whole region.

Although the IBA had no formal powers or direct responsibility for the regeneration of the Ruhr it became a very influential body and established the direction of regeneration across the Ruhr. It was a state-owned arms length body comprising of regeneration, design and planning experts. It selected projects for the exhibition from across the central cities. These projects were prioritised by the state for regeneration funding.

Acting as the gatekeeper to state funding, the IBA's exhibition was not solely a regeneration retrospective, but a ten year regeneration programme that provided impetus for innovative regeneration projects. 120 projects from the cities were chosen by the IBA which between them received 2.5 billion Euros (£1.7 billion) comprising of 1.5 billion Euros (£1 billion) public investment mostly from the state and EU funding and 1 billion Euros (£700 million) private funding.

The exhibition provided an opportunity to rethink the purpose and direction of regeneration in the Ruhr. The strategy developed as projects were chosen. The main theme became Emscher Landscape Park, a heritage park around the cities that unified the industrial culture with ecological parkland.

This in turn would help improve the quality of the physical environment, re-establish resident's pride in their area and help inward investment. The IBA published six objectives for projects to fulfil:

- Emscher Landscape Park: unifying the region through green space;
- Ecological regeneration of the Emscher River;
- Working in the park: redeveloping brownfield sites for mixed employment and landscaped park use;
- Housing and integrated urban development: improving existing housing;
- New uses for industrial buildings and industrial monuments: preserving industrial heritage and providing cultural facilities; and
- Social initiatives, employment and training: promoting social sustainability.

The exhibition was successfully held in 1999 and the IBA dissolved. The exhibition had made significant progress in improving the quality of the physical environment, but the work was not complete.

In 2001 the state commissioned a master plan for the Emscher Park to take forward the work of the IBA. The Masterplan Emscher Landscharftspark 2010 (Emscher Landscape Park Master Plan 2010) was published in 2006 and endorsed by the state and all the cities in the region. It set out the 178 projects already underway and 248 new projects to be undertaken by the cities with the support of the state.

The city of Essen will be the European Capital of Culture 2010, with activities and events spread across the Ruhrgebiet. A central attraction will be the route of industrial heritage through the Emscher Park that links all the industrial heritage sites, now converted to museums and other cultural uses. Meanwhile they have started to prepare the 2020 master plan.

A network of partners eager to deliver

Critical Success Factor 4

Political and public buy-in has been an important factor to the success of the Emscher Park. Germany operates within a federal system with strong devolution of powers to both the state and the cities.[6] The State (Land) is responsible for the economic development and regeneration of its region, but cities are also responsible for their own economic development, regeneration and land use planning. Any widespread regeneration programme must therefore operate in partnership between the state and city level.

The IBA was established to provide impetus for innovation in regeneration without reform of the structures of delivery. By operating outside the established funding channels and lines of accountability it did not threaten established interests or require time consuming reform. It played upon its informal status to negotiate with partners and to unblock barriers to the implementation of key projects.

6 In Germany there are five layers of administrative government for urban area and seven for rural areas. Here we loosely use the term cities to indicate the equivalent of the UK's Local Authorities.

All the original 17 cities within the Emscher Park area voted to support the establishment of the IBA in 1989. Projects were voluntarily put forward by the cities for assessment by the IBA, and much of the funding was provided separately by the state (using its own resources or its access to EU funding).

The Emscher Landscape Park Master Plan 2010 was also established in cooperation with local partners, helping to gain cross-party political support and local ownership of the plans. In 2005 there was a change in state government, months before the master plan was to be published. But the new government adopted the plan because it had general cross-party support and had been developed by all the cities independent of political party lines.

In a successful communications coup, 5,000 copies of the master plan were printed and 1,100 distributed to all the councillors across all the cities of the region. All but one city voted unanimously to support the master plan (the last voted for it by majority).

Central support for partners

Critical Success Factor 6

The IBA was set up as a state owned arm's length body to avoid upsetting existing bureacratic arrangements and to help change attitudes to regeneration in the Ruhr. Because the IBA was placed outside the normal bureacratic process it was able to provide help to the cities and project teams without being seen as the state trespassing on local competencies. It could also champion projects at state level, across Ministeries and directly to Ministers, some of whom sat on the IBA's board.

The IBA had no formal role in the implementation of projects but remained involved in projects after their initial selection. The IBA needed to maintain quality control to ensure that selected projects delivered the high standards needed to form part of the exhibition and also needed to ensure that projects were delivered in time for the exhibition. The IBA acted as a single location of expertise and advice for participating projects. Because the IBA was comprised of experts from several fields it was able to facilitate a multi-disciplinary approach to regeneration across Enscher Park and provide advice to project teams on a variety of issues. Such expertise would otherwise only have been available by going to different organisations.

The master plan team held 100 public meetings across the 20 cities to discuss local plans and key themes

The IBA also acted to unblock the obstacles to delivery of individual projects, particularly where this needed cross-government working at the state level. Again acting on its informal status the IBA would champion selected projects and push Ministries to act using the political connexions of its Board members.

A clear implementation plan

Critical Success Factor 3

Whilst the IBA was fundamental to establishing a collective vision for the Emscher Park, the Master Plan has built on that work to develop an established implementation plan that provides guidance to cities across the region. But whilst the Master Plan has been drawn up at a central level it was driven by the cities.

The Master Plan team held 100 public meetings across the 20 cities to discuss local plans and key themes. The cities put forward their own suggestions for local strategies and projects. The process varied between each city. Some, such as Dortmund, voted for the master plan projects to be included as an appendix to their statutory land use plan.

But the Master Plan is more than a collection of local plans. The Master Plan is presented as a single shared plan and not an assembly of disjointed plans. The Master Plan team drew out cross-regional strategies and themes. It is also presented in an accessible format designed to attract interest rather than as an administrative paper.

The Master Plan maps the 178 current projects as these will need to be continued and maintained, and the new 248 projects that cities want to deliver. But the Master Plan is not a formal statutory document, cannot be enforced and does not bring the promise of funding. It relies on its shared political consensus.

Framework for successful regeneration

The case studies in this publication demonstrate the need for clear vision and strong leadership to achieve successful ambitious regeneration.

Programme management is a structured way of delivering a vision in a complex and uncertain environment. Complexity and uncertainty are managed by breaking down the achievement of the vision into more manageable chunks.

Together with the Bartlett Faculty of the Built Environment we have identified these chunks – the key elements of programme management that can be brought to bear to help deliver ambitious regeneration programmes.

We set out the resultant framework for achieving successful regeneration in the following annex. We used this framework to assess how successfully the Thames Gateway programme is being managed in our report *The Thames Gateway; Laying the Foundations,* Report of the Comptroller and Auditor General (HC 526 Session 2006-2007).

1 A clear shared vision

- Consult widely and bring on board significant stakeholders to develop a shared vision for the regeneration of the area.
- Use robust evidence and extensive preliminary research to establish both the current state of the area and possible changes.
- Clearly communicate the vision for the area to all stakeholders including the local communities in a form that can be easily referred to.
- Set out clear measurable (SMART) objectives for each benefit that you want to achieve in support of the vision.
- Assign performance indicators to each of the objectives.
- Define how the vision and objectives tie in with other priorities, policies and programmes.
- Use the objectives and vision consistently, but modify and update as circumstances change. Don't rewrite from scratch. Where changes are needed, make them as early as possible and assess the impact on the programme.

2 Clear and strong leadership

- Assign responsibility for success of the regeneration programme as a whole to a single person.
- Encourage cross-government leadership by assigning responsibility for specific risks and objectives to other named individuals.
- Facilitate strong leadership across the regeneration programme by devolving decision making where possible and providing appropriate incentives to senior managers to deliver the objectives of the programme.
- Promote a culture of formal programme management from the centre, by establishing robust systems as an example to others, sharing programme management information with partners, and valuing programme management competencies in staff management.
- Champion the programme from the centre.
- Provide a mechanism to prioritise objectives and to mediate between programme priorities and partners' other goals.
- Provide continuity of senior officials.

3 A clear implementation plan

- Clearly set out the strategy for achieving each of the programme objectives. Ensure these strategies are integrated with each other and compatible with other government plans.
- Ensure detailed planning is undertaken by those best placed and most able to do it.
- Work with all partners to bring together all detailed plans into a single programme plan. Include all the significant projects needed to deliver the objectives, regardless of who is responsible for their delivery and who funds them.
- Provide a clear timetable in the programme plan including milestones, project phasing and review periods.
- Ensure local residents and stakeholders are engaged at the appropriate level to help plans meet stakeholder needs.
- Provide commitment in principle for strategic projects.
- Work with all partners to identify risks to the programme objectives and establish contingency and exit strategies.

4 A network of partners eager to deliver

- Map out the organisations and policy levers needed to deliver the objectives.
- Map out all the stakeholders who will need to be engaged throughout the programme and determine a strategy for how to engage each group.
- Provide mechanisms to coordinate partners' delivery and policy making horizontally.
- Provide mechanisms to coordinate partners' delivery and policy making vertically.
- Choose appropriate partners by identifying their key skills, roles and capacity. Create new agencies where necessary.
- Clearly set out the roles and responsibilities of each partner in an authoritative document that all partners can refer to.
- Ensure the lifespan and capacity of partners is appropriate for the delivery of their contribution to the programme.

5 Marshalling of the resources needed

- Work out how much achieving the objectives will cost. Allow provision for risk in estimates.
- Map out the public funding streams that can be used to deliver and other potential sources of investment.
- Identify areas which need additional public resources and provide clarity of when and how the resources will be provided.
- Use contractual funding arrangements to provide incentives for improved performance across partners.
- Provide certainty of funding, forward notice of funding, and funding cycles that suit the lifespan of the programme.
- Provide systems to achieve efficiency across the network of partners, including sharing of assets and services, early engagement of key suppliers, and cost-effective delivery channels.
- Contractual funding arrangements should appropriately apportion risk based on the capacity of each partner to bear it.

6 Central support for partners

- Structure the central organisation providing support to partners with appropriate capacity, expertise and authority to help partners deliver and to drive the coordination of the programme as a whole.
- Provide access to advice and help as needed by local partners.
- Provide strong central sponsorship of local partners including support for building strong governance arrangements.
- Monitor and assess the performance of funding recipients as organisations.
- Maintain a central risk register which partners can access and work with all partners to allocate, monitor, manage and resolve risks and issues to programme objectives.
- Establish a clear communication and marketing strategy, that coordinates the marketing and communication of all partners on programme issues.
- Make decisions quickly to capture opportunities and increase efficiency.

7 Monitoring of progress and assessment of impact

- Develop management information systems to inform decisions at all levels and take appropriate action. Include systems to monitor progress towards programme objectives, the performance of partner organisations, individual project progress, and financial position.
- Publish regular reports on progress towards objectives, use of resources, issues arising and successes achieved, using a consistent format.
- Share management information between all partners so everyone can use it in their decision making and understand why information is collected.
- Ensure monitoring is proportionate and relevant to informing the decisions of partners in delivering the programme objectives.
- Capture and disseminate good practice from across the programme and other programmes. Provide mechanisms to store programme knowledge, data and practice.
- Establish a central evaluation framework and schedule periodic independent assessments of both individual projects and the programme as a whole.

Top left: La Rambla de Mar, Barcelona

Top right: Office towers of Canary Wharf, Docklands, London

Middle left: Eurolille, Lille

Middle right: Manchester City Centre

Above left: Turning Torso skyscraper, Malmö

Above right: Erasmus Bridge, Rotterdam

Right: Emscher Landscape Park, Ruhr Valley

Design and Production by NAO Marketing & Communications Team
DG Ref: 7487RF | Printed by Heronsgate