



DIFFERENT NEEDS BUT COMMON SENSE IN FINDING SOLUTIONS: PUBLIC- PRIVATE PARTNERSHIPS ON A LOCAL LEVEL – THE CASE OF THE CITY OF BADEN

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1. Introduction

With the decline parts of the well-known Swiss machine industry, together with changes in the traditional production structure pertinent sites have become degraded or at least underused during recent decades. On one hand, urban municipalities, especially those with socialist governments, have tried to maintain workplaces in the traditional second sector of the economy. On the other, conflicts with political and economic interests arose around attempts to revise land-use regulations.

One of the main points of contention was the emphasis placed on the preservation of land dedicated to industrial use. Municipal governments have applied such restrictive regulation to be able to prevent speculative development of office space. The idea behind industrial zones was also to prevent small and medium-sized industrial and business enterprises from being forced out by raising values.

Yet the recession of the early 1990s and the accelerated enhanced structural transformation processes in industrial production led to an unparalleled change in the Swiss real estate market for commercially exploitable land. After decades of scarcity of floor space for tertiary functions, the supply of rentable space started to exceed the demand by far. In that light, it is not advisable to provide the city with more low-amenity office space. Rather, it is better to concentrate on conversion and the creation of highly qualified multiple-use premises.

It became evident that there is no more substantial demand for mono-functional land-use. Appropriate regulations had to be softened and the tertiary sector was allowed to establish itself in industrial areas. At the same time, however, the peak of demand for land for the tertiary sector was already visible, if not passed. The areas are now to be converted into a broader spectrum of urban functions: residential, cultural, leisure, office, services, high-tech industry manufacturing and breeders for enterprises. Certain zones are now allowed to have other uses, and the municipal authorities have realised that co-operation can break the deadlock. Successful co-operation between public authorities and private developers to realise new district zoning became one of the main goals of urban development.

However, one of the accompanying problems of such redevelopment is traffic. Many industrial sites are located at the immediate edge of the intensively built core parts of the cities. Industrial labour often lived in the vicinity of their work places, in cooperative- or industry-owned residential blocks. With the turn towards tertiary land-use, labour was commuting-in from far away, from sites with more living quality (green suburban areas). The consequence was more traffic, environmental pollution, and congestion in and around the city, since industrial sites are located at the main city roads already at their limits of capacity. Urban governments have to extend the restrictive parking policy, which they have applied in the inner parts of the city, towards these new sites.

Anyhow, the expectations of the different parties involved in planning redeveloped zones are rather different. Conflict arises around solutions on transport accessibility, especially the number of parking lots. The landowners and employers demand higher rates in order to satisfy potential demand as much as possible. In contrary the public authority has to look for a sustainable solution that is satisfying not only the economy but also interest groups living and working in the city.

Solutions can only be found if the different parties are working together during the planning phase in order to reach common sense. In Baden a cooperative planning process was chosen for the area of Baden-Nord. In this paper the different steps of this process and the role of mobility management will be shown.

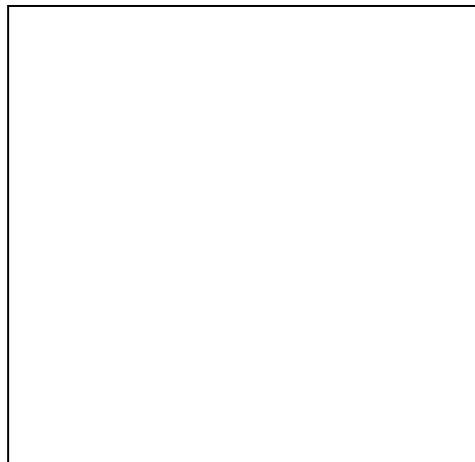
The city of Baden and its traffic problems

Baden is a small Swiss city, but always played quite an important role in Swiss history. Already the Romans knew Baden as a convenient place. It was well frequented as a spa. In the Middle Ages Baden again played a very important role: It was the place where the member states of the Swiss confederation regularly gathered for their meetings called "Tagsatzungen" to joint decisions on important political issues. Thanks to its baths and its central location, Baden was something like the secret capital of Switzerland for almost three hundred years.

Industrialisation came to Baden at the beginning of the 19th century, when textile factories settled on the banks of the river that runs through the city. They used the river as a source of power. Later, when electricity made the factories independent of watermills, and in order to allow for spatial extension, the industries moved downwards the River and several new companies chose Baden as the site for their operations. The most important and largest company was Brown, Boweri & Cie (BBC), founded in 1891, which became ABB Asea Brown Boweri (fusion between BBC and the Swedish company Asea) in 1989. Thus, Baden is the Swiss headquarter of one of the world's largest industrial enterprises in the electrical field. Still, ABB is one of the most important employer of the region. The relation between residents and working people shows the importance of Baden as a regional "working destination": 16'500 persons are living in Baden, while 21'000 persons have a working place in the city, most of them commuting.

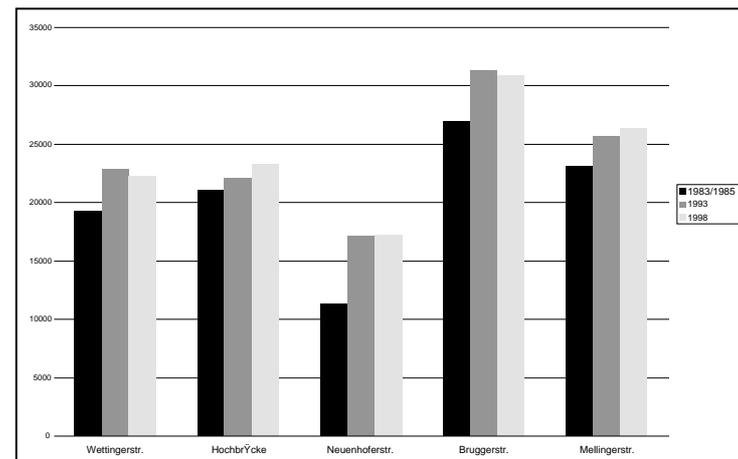
Politically, Baden belongs to the Canton of Argovia, It can be easily reached by train or car from Zurich in 20 minutes. Furthermore, the international airport at Zurich-Kloten is about the same distance away. Today, Baden belongs to the so-called Greater Zurich Area and forms an important destination within the wider economic triangle of the cities of Zurich, Berne, and Basel. It takes less than an hour to reach these cities and their important business centres.

Figure 1: Geographical location of Baden



As mentioned above Baden is a commuting destination. Especially during peak hours the capacity of the existing road network to and from the city has reached its limits. On the main axes, heavy congestion has become an everyday situation.

Figure 2: Development of the average number of car per day on different access roads



Source: City of Baden

Since 1990 the city's transport policy has been led by three main objectives:

- providing only the volume of mobility which is absolutely necessary,
- stabilising and decreasing the volume of individual motorised transport
- promoting sustainable transport modes.

In the past, some important policy measures have been implemented, for example in 1990 a new parking concept. The concept has led to a transformation of existing long-term parking places on public ground into taxed short-time parking spots. The same concept includes a so-called "reduction-factor": the number of parking places at new buildings must be calculated in relation to the quality of public transport accessibility. As a matter of fact, the regional and local public transport service is well developed in terms of number of lines and frequencies. In addition, traffic-calmed zones in residential areas are quite extended and progressive and a large part of the city centre nowadays is a pedestrian zone.

2. The urban redevelopment concept of Baden-Nord

With the fusion of BBC and Asea to ABB, a general reorganisation of the business activities took place. Traditional industrial production was reduced and high-tech and engineering services have been increased. For the "business location" Baden, the consequences of the reorientation where that the ancient industrial area at the edge of the city centre became underused.

This was the start of a cooperative planning process to transform the former industrial area into a new city district with a balanced blend of residential uses, services, industry, leisure facilities and culture. A planning organisation called "Chance Baden-Nord 2005" was founded and the different key-actors were represented in it: the property owner, the local public authorities, the Swiss Federal Railways and the authorities of the Canton of Argovia. Main task of this planning organisation was to define the main planning parameters and to elaborate an urban development concept of Baden-Nord. The planning process took five years. As an outcome, the so-called "urban redevelopment concept for the inner city area of Baden-Nord" was approved by local parliament in November 1994: The concept includes the following guidelines¹:

- *Respect for the industrial scale*
In particular, respect for the industrial scale of existing buildings with their relatively large volumes, the retention of a flat roof landscape; completion and/or conversion of existing structures (as far as possible) into closed or semi-closed courtyard ensembles with semi-private interiors and public exteriors.

¹ Bureau ur, ABB Real Estate Ltd. develops a new city district, Baden, 2001

- *Tolerance of temporary buildings*
Retention of the existing building and street grid. This allows for almost any given transition from today's situation to a new one without adhering to a fixed sequence.
- *Building lots*
Subdivision into building lots of a size appropriate for investors.
- *Basic position of moderate architecture*
Predominance of public spaces over buildings, the latter to be of high quality, but subordinated to the new urban pattern.
- *Mixes use*
A careful, relatively fine-scale mixture of residential and business uses to obtain continuous daytime and nighttimes activities
- *Public open space*
Relatively small-scale public open spaces to ensure proximity to all building uses.
- *Access*
A reduced number of parking spaces in collective structures, which are directly accessible from collector roads, leaving protected building areas to pedestrians and cyclists: Highly attractive pedestrians and bicycle connections, in particular to the railway station and the bus stops.

Beside the guidelines negotiations between the partners concluded in a definition of the main structural data for the urban renewal project.

Figure 3: Main structural data for Baden-Nord

Overall planning area, excluding mayor traffic areas	23 ha
Public open space for parks and squares to be transferred to the city without compensation	2ha
Public traffic areas to be transferred to the city without compensation	2 ha
Area for residential, business, industrial and public building use	19 ha
Total floor area	400'000 m2
Residential share	25%
Approximate number of inhabitants	2'000
Approximate number of employees	7'500
Maximum number of parking lots (in 1994)	2'900
Maximum number of parking lots (in 1997, after revision)	2'400

Source: Bureau ur

With regard to transport accessibility the focus of the negotiation was put on the maximum number of parking lots to be allowed for new construction. First the number of parking lots that would correspond to the increase in floor space on the basis of the norms of the Association of Swiss Road Experts (Vereinigung Schweizerischer Strassenfachleute, VSS) and backed by the Federal Office of Roads was calculated. The maximum number would have been around 5300 parking lots for the whole area, corresponding to the planned mix of use. But taking into account the central location of the area, the good accessibility with public transport and the limited capacity of the road network, it was clear that the maximum number of parking lots had to be reduced. In that sense Baden-Nord was a typical case for activating the reduction factor, which was included in the parking concept of the city and regulated in the public law for planning and construction. Assisted by external experts the different parties agreed on a maximum of 2'900 parking lots.

Figure 4: Baden-Nord – Planning area



Source. Bureau ur

3. The transport plan of Baden-Nord

Based on the urban redevelopment concept, the real planning of the single area units was started under the overall target to get the building permit. One part of the procedure to obtain the permit is defined in the law of planning and construction. Construction plans are accessible for everyone and - according to the law - everyone has the right to object against the building permit. Afterwards the objections are treated within the local commission for construction. As a result the objections get refused or the plans have to be revised. Depending on the decision of the commission, the person who objects has the right to appeal to the court, where the case has to be treated once again. Theoretically this procedure may be brought to an end only by the Swiss Federal Court. To avoid such a long-term procedure, the conflict partners may try to negotiate.

This happened in the case of Baden-Nord. In 1996 the cantonal section of the Association of Transport and Environment (ATE) objected against the building permit of a specific new building in Baden-Nord. The objection must be seen in the frame of principal opposition against the number of parking lots related with the building. ATE was of the opinion that the planned amount was too high. However, the opponents started to negotiate and came to the following decision:

- During three years no request and permission for the construction of parking lots in the area will be issued.
- In the meanwhile a transport plan for the entire area of Baden-Nord has to be developed.
- The number of parking lots of the specific building will be reduced and ATE will withdraw its objection.

An external mediator was selected by ABB Real Estate Ltd. and ATE. The local administration was involved as third party in the negotiation process. The negotiation resulted in an agreement signed by the three parties and based on recommendations of the transport plan.

- The number of parking lots, which have been established before, has to be reduced from 2'900 to 2'400 in the whole area.
- Within the area an attractive foot- and bike-path network has to be realised.
- The roads throughout the area have to be converted into traffic calmed zones and the velocity/speed limits have to be limited to 20 km/h.
- The implementation of a parking guidance system has to be examined.
- The use of all the parking lots has to be charged with at least cost covering prices.

- In relation to the future development of Baden-Nord the regional public transport system has to be improved step by step.
- Adequate parking facilities for bikers have to be installed in a decentralized way nearby the buildings.
- The implementation of a mobility centre for the employees and residents of Baden-Nord has to be taken into consideration.

The above-mentioned points show that mobility management measures were recommended. And the three parties considered them as a valuable strategy to adopt.

4. The concept of Baden Mobil

Mobility management came not only into discussion within the elaboration process of the Baden-Nord transport plan, but also as part of the development concept for the entire city. Between 1997 and 1998 the model of the future development (Planungsleitbild 1998, www.planungsleitbildbaden.ch) of the city was revised. The model is a planning instrument, which defines the guidelines and the objectives of the future urban development. First the current situation in different sectors like housing, environment, energy, urban planning and transport have been analysed. Based on these results the model sets different so-called “key topics of future action”. The development of such models has a long tradition in Baden. It started in 1965. The models are revised every ten years.

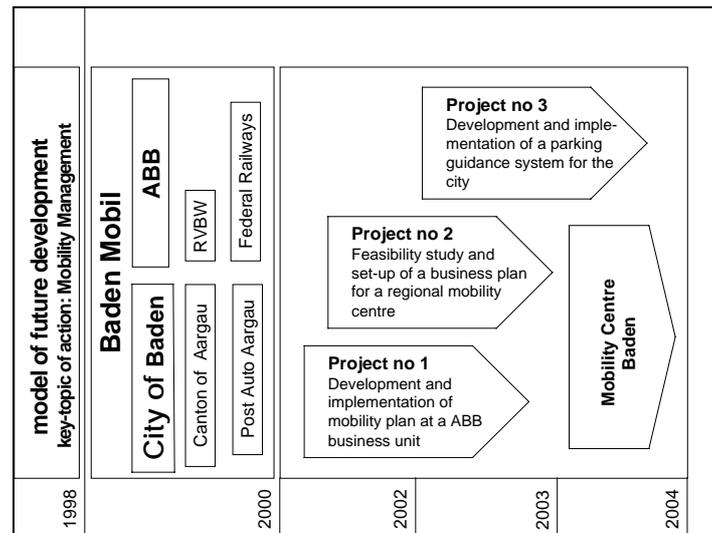
All interest groups of the city took part in the elaboration process of the model. First in 1997 the main guidelines for the future urban development were brought into public discussion. Political parties, interest organisations and private households had the opportunity to comment the guidelines. The different opinions were considered for the future model development. In 1998 the model was put once again into public discussion. The final model was approved by parliament and the document became binding instrument for future urban policy.

As a side-effect, the model was decisive for the consideration of mobility management. One of the “key-topic of future action” was related to the promotion of mobility management as a tool to be considered. Due to the ongoing process at Baden-Nord it was clear that the application of mobility management had to be co-ordinated with the process in Baden-Nord. Finally, in the year 2000 the concept of “Baden Mobil” was born. It was the first step to apply mobility management in the city. “Baden Mobil” was elaborated by the city authorities, in close collaboration with ABB Real Estate Ltd. and approved by parliament. At this moment, the concept includes following projects:

- Development and implementation of a mobility plan as a business unit of ABB,
- A feasibility study and the set-up of a business plan for a regional mobility centre,
- Development of a parking guidance system for the whole city of Baden.

It is obvious that the first two projects are strongly linked with mobility management approaches. The third project rather refers to traffic management systems. The two mobility management projects are financed in almost equal parts by the city and ABB.

Figure 5: The Baden Mobil concept



Source: City of Baden

5. Mobility plan for a business unit of ABB

The first application of Baden Mobil will take place in a very specific problem field: One business unit of ABB, the ABB Switzerland/Utility Automation, will concentrate all its working places in one building (Power Tower), which is under construction at the moment in the new area of Baden-Nord. Thus, in October 2002, all 900 employees will have their working place in one common building. Up to now, the employees of ABB Switzerland/Utility Automation have been working in two different buildings. One of them is located in Turgi, which is a neighbourhood community of Baden. The other one is an old building in Baden-Nord. Around 300 parking allowances will be at disposition at the new building for the employees. However, parking will not be free of charge. Within this programme, the main challenge is to define criteria for getting parking allowances and to create incentives for making use of public transport. Commuting modes have to be shifted from motorised to public transport. This means that solutions have to be found before October 2002.

Therefore, ABB and the city administration engaged in May 2001 an external consultant for the development and implementation of a mobility plan. The scope was not only to find a solution for the problem described above, but to develop standardized measures, which can be implemented together with other companies in Baden-Nord as well as in other parts of the city and the region. The work is in progress and accompanied by a steering committee. The committee includes representatives of ABB Real Estate Ltd and other units of ABB Baden, local civil servants and the responsible of the regional transport association (Tarifverbund Aargau).

Analytical work includes a survey on mobility behaviour of the employees. Today 46% of the employees, working at the two sites, are using public transport for daily commuting. At the Baden site, the amount is 64%. 34% of the persons, who may have to change to the Baden site, indicated that they will rather use public transport or the bicycle to reach new site than the car. The survey also showed a lack of information about the public transport options. Especially mentioned was the wish to get more information about the costs of public transport in comparison with those of car use.

At this moment the work on the mobility plan is focused on the creation of a Job-Ticket and on a parking management:

- Options and alternatives of the Job-Ticket were first presented by the representative of the regional transport association. He presented three options, based on the same principles. The transport association offers price reductions on tickets in relation to the

yearly individual wages. Furthermore, ABB will have to decide if they are ready to contribute to the ticket costs and, if yes, to which amount.

- The parking management concept has to define the rules on how to get a parking permit at the new site. Several zoning options have been and are discussed. Main criteria to define the zones are distance and the time-use for commuting by public transport. All options include some price reductions for public transport. Carpoolers and non-regular car drivers will be privileged as well. Not yet solved is the treatment of the company management, disabled employees and part-time workers. In addition, all options should be combinable with a so-called eco-bonus in cash, dependent on the willingness of commuters to use regularly sustainable modes.

These two strategies mentioned above will be fixed during the first half year of 2002. Additional measures like the implementation of a Business CarSharing scheme will be analysed.

6. Feasibility Study and development of a business plan for a regional operating mobility centre

The second project in the range of the mobility management activities was launched in October 2001. External consultants have been assisted by a steering committee, composed by members of the Federal Railways, the Swiss Post, the regional bus company, the local and the cantonal administration and the ABB Real Estate Ltd.

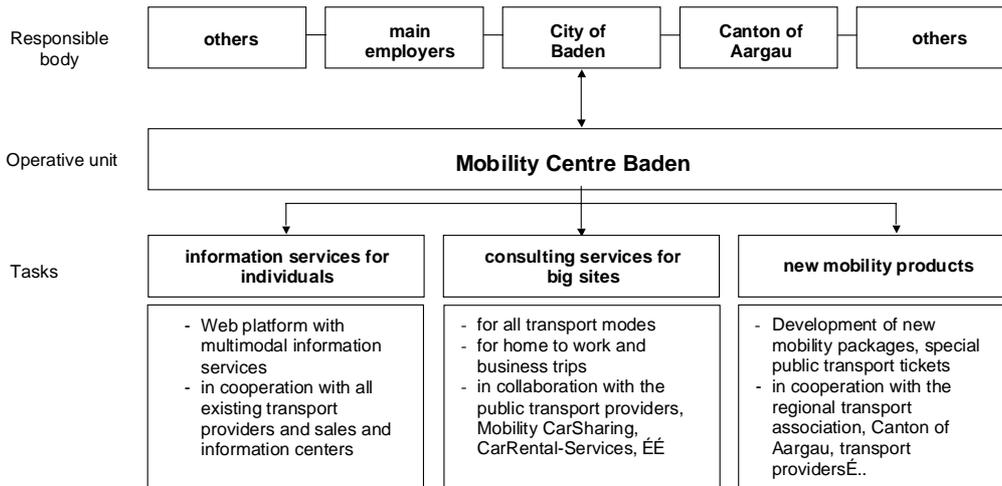
Objective of the project is to analyse framework conditions and to set up a business plan for a regional operating mobility centre. If the financing can be assured in the following months, the mobility centre will be operative in 2003. Its activity scale can be extended step by step.

First step of work, which ended in March 2002, was to evaluate the range of mobility services already implemented. Therefore the services were catalogued within the common categories used in mobility management: information and advice, consulting, awareness raising, transport organisation and coordination, sales and reservation, new mobility products.

In Baden there is a wide range of public transport services on a national and a regional level. The central operating units are two separate sales and information centres, run by the Federal Railways and the regional bus company. Both centres are located at the main railway station of Baden. While the public transport services are well established and highly satisfying, there is a lack of other activities, especially in terms of information and advice with regard to other transport modes. Mobility consulting for site-owners and activities to raise appropriate awareness are not yet established or institutionalised.

In the last few months different organisational options for a regional mobility centre were discussed within the steering committee. Next step is to elaborate the chosen option in more details.

Figure 6: Possible organisation scheme for a mobility centre in Baden



Source: synergo and Metron

Next steps will be focussed on the elaboration of a business plan. Topics to be treated are:

- activity plan (with priorities),
- cost plan (cost of investments and running costs),
- possible revenues,
- institutional body and subdivision of the costs,
- legal status and location of the mobility centre,
- launching concept,
- requirements on qualification of the personnel to be hired.

7. Conclusions

So far, the planning activities at Baden-Nord, undertaken in the recent past, and the ongoing mobility management projects can be seen as a success story. The key for success was the way planning procedures were organised.

It was important that the planning organisation and the steering committee has been established in an early stage, so that they could co-ordinate the process and its different projects from the beginning. Thus, participation and negotiation was possible at every stage of the process. It cannot be denied that open decision-making may need more time than traditional top-down planning, but there are good chances that it results in solutions, which correspond with individual needs and are broadly accepted.

The whole process might have been an experience, but an experience, which proved to be capable to create valuable and responsible partners such as the private ABB company and to find sustainable transport solutions. Another positive factor was the basic understanding of the local government. It communicated clear and precise ideas, in which direction the future development of the city has to go.

With regard to the implementation of mobility management schemes at business sites, one must admit that frame conditions were highly favourable from the beginning. It proved to be decisive that the early fixation of a limited number of parking lots helped to convince ABB that mobility management makes sense. In order to keep up this positive attitude towards mobility management schemes, it is important that ABB and other employers is offered standardised and attractive products and services. This should be one of the main future tasks of the mobility centre operating on a regional basis.