
Workshop 2b

"New Partnerships"

Partnerships and agreements are changing during the life cycle of an industrial or business area. The approach of the area "Dordtse Kil III".

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Summery:

In de seventies of the twentieth century many industrial and business areas have been developed. Now, after thirty years, they have become old fashioned. There is a need for reconstruction, but there is also a need to revitalise and to reconstruct these areas in a sustainable way. That was the starting point of the project DECOR.

But there is also a need to build new areas according to sustainable principles.

This paper will be pointing out that areas have a life cycle and further that each phase of that life cycle has its own approach and its own main point of partners. Further will be explained that the problems in the later phases are caused by bad decisions and a lack of control in the former phases.

The theory is shown by means of the practical example of the area "Dordtse Kil III".

The province of South Holland:

The province of South Holland is one of the twelve provinces in the Netherlands. The province has about 3,5 million inhabitants. It includes Rotterdam with its large seaport, The Hague, the residence of the national government and the historic towns Dordrecht, Gouda, Delft and Leiden.

There are 450 industrial and business areas. Due to the economic boom in the seventies of the twentieth century, many areas were developed in that period. There has been a comprehensive study that indicated that in relation to 190 areas, the problems were of that kind that the external production exposure was under level.

Especially the aspect of travel: parking problems, traffic jams and the lack of public transport. But also the awareness, that this situation is not a problem for each firm alone, but actually for the area as a whole, asks for a new approach. Thereby in the spatial planning there is a lack of space for new areas, therefore there is a need for double land use, more level parking and so on.

Four years ago the province started the program DECOR. This is a Dutch acronym for sustainable, economical redevelopment of industrial and business areas. In DECOR the province, municipalities, Chamber of Commerce and other private organisations are working together.

Leading theme of the program is to make a good mix of the following set of three: "**people** (social side), **profit** (economic side) and **planet** (environmental side).

The next ten years there will be a need of €500 million for reconstructing en revitalisation. The local and regional authorities are well aware of the need of keeping up the value in the area after the reconstruction. This keeping up of value and quality is the main goal for the DECOR organisation.

The DECOR-program

The DECOR-program attacks the problem from different directions. The program has no investing funds. The way of working is co-ordinating, facilitating and the producing of guidelines. DECOR aims on constant attention on the agenda of the local authorities.

DECOR pays attention on all sustainable subjects. I can entitle: energy saving, mobility management and waste disposal. DECOR operates on different lines.

1. Working out themes like: “transport and areas” and the “spatial planning of areas”. Working out these themes happens bottom up in workshops with employees of the province and the municipality, often supported by external advisers. Sometimes there is a more theoretic al approach and sometimes the working out takes place on a real project. Extra experts of province or external advisers support the project. The results are laid down in guidelines and fact sheets.
2. Working out on the spot of six pilot-projects. There is offered additional experts and special attention to monitoring of these pilots. One of the pilots is the area “Dordtse Kil III”. During the process memoranda of understanding and agreements will secure a good process and will guarantee defined role of the partners. There is not one best choice for the process of the six pilots. The approach differs from area to area.
3. The organisation of “Masterclasses”, for example concerning mobility management. The masterclasses will try to reach the policymakers of local authorities of different kinds like: economic matters, environment, traffic and transport and spatial planning. We expect this approach to have a very good spin off.
4. The province is divided in five zones. In each zone there is a “REO”. REO stands translated for (Regional Economic Deliberationgroup). These REO’s are administrative organisations. With Support of the DECOR-organisation reconstruction and revitalisation programs are made. This support is very important because history has learned us, that in spite of the problems, it is very difficult for a local authority to organise the process and to find funds for this kind of projects.

During the process it turned out that some facts are important: At first you cannot isolate mobility management from the total process. It has been successful to integrate traffic and transport in the integrated planning process of an area. Second it proved that Parkmanagement could be a good instrument to arrange matters on the area level.

The subject mobility management offers an extra difficulty. The problems of car use are often not directly related to one firm or even to an area as a whole. Often the problems occur in de surrounding area. That is introducing the need of organising the awareness of the firms in having part of the responsibility of the problem. DECOR is developing communication activities on this issue.

The life cycle of an area

In the first analyses, two years ago, it pointed out that it is necessary to distinguish a life cycle of four phases for areas of this kind. Each phase has its own partners and players. It concerns the phases:

1. Initial spatial/economic planning, choice of location

This is the phase of the initial, spatial and regional planning. Ideally this planning takes place in a bottom up co-operation with the local planners (municipality, environmental administration, Chamber of Commerce, developers and inhabitants). In the Netherlands we have a three layer planning: national, provincial and local. Especially this phase is the responsibility of the provincial planning. One of the problems in this phase is the fact that the area is often the property of developers. They aren’t always concerned of the sustainable future of the area. The province is working on this to make arrangements

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or rules to establish a sustainable future in this phase. A second problem is to transfer these rules to the firms who come in later. The primary partners in this phase are

province, municipality and the developers of the area. Sometimes there is a public-private partnership for the development of the area. The past has shown that, even than it is difficult to make sustainable arrangements for mobility. Often public organisations also have strong short-term goals.

A good set of tools to work with in this phase is mobility profiles and accessibility profiles. A mobility profile is defined as the estimated quantity of cars, public transport and transport of goods caused by the proposed land use. The accessibility profile is the planned unlocking of the area by roads, canals, railway and public transport.

The confrontation of both profiles and the responsibility for building, operate and maintenance should be the base for the discussion between the partners named above.

2. Designing and lotting out the area and selling out the lots:

The second phase is the phase of selling out the lots. Sometimes the local authority does this, sometimes by developers and sometimes in a mixed up situation.

In this phase there is the first contact with the future “residents” of the area.

This is the first chance to establish sustainable wishes. There must be a presentation about energy, mobility management, and noise and air pollution. Many items are arranged by legislation. Especially traffic and transport have a thin legislation level.

Therefore to convince and to give initial support is important weapons. An example of initial support is to give a free of charge transport moving plan. A second example is to give a script of the roles and tasks of the partners.

The experience is that firms are underestimating their costs for transport. There are long discussions about a support of €4,- for each employee for the general costs of mobility-management, but firms don't realise that the yearly cost of a parking place varies from €300,- to €3000,- a year.

In this phase the partnership of the Mobility Centre, the Local Authority and the developers is important.

3. The operational phase, the phase of practical mobility management:

There are aspects in the parkmanagement who paid in a direct manner for itself.

Buying energy together for example, saves money. Firms are willing to pay for the organisation of this item, because you can show the savings the same day.

For mobility management it is more complicated. There are free riders, firms who don't want to pay for the collective and firms who think transport is a responsibility of the authority. It is difficult to give a causal relation between traffic problems and the behaviour of a separate firm. It is very important to make arrangements about the responsibility of the non-profitable top of the Mobility Centre. The funding of this should be established in phase 1 or phase 2.

The non-profitable top is calculated on €4,- pro employee a year.

The activities of the unprofitable top contents the basic activities of the Mobility Centre.

In short: giving information, making quick scans, negotiating with public transport, carpool services and so on.

Naturally a single firm has to pay for extra advising and extra activities.

4. The revitalisation phase, the most complex and tailor-made phase:

The revitalisation phase or the reconstruction phase differs from the first phase.

In the first phase you start in a “green” area. In the fourth phase you will start with an area in full operation. Partnership is very complicated in this phase. Shaping partnership in this phase depends on many factors, like: Is there a settled parkmanagement, are there some large firms who can and want initiate the process and so on. But also the question if it is advisable to change the destiny of the area from industrial to offices and services can be an important factor.

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The DECOR process pointed out that there is a strong need to push this process. Often it will help if an external process-manager trusted by all partners initiates the process.

Discussing the ambition and discussing the consequences in this setting can speed up the whole process.

The first conclusion the proposition: ***Each phase needs of its own approach in financing, organisation and the creation of partnerships (Problems in a later phase are hardly always carried back to a former phase).***

In short: “You cannot build good mobility management on a bad base”.

It is a must to settle provincial policy in phase one.

The pilot Dordtse Kil III

How it started

In this section a practical situation (one of the 6 DECOR-pilots) will be worked out. It concerns the site “Dordtse Kil III”.

This area is in phase two and a first evaluation has been made.

Dordtse Kil III aimed to be a sustainable area with a planning of 5000 workers. Car-use should be 10% lower than the sister-area Dordtse Kil II. The whole area is about 100 hectare.

Development started in 1996. Due to pauperised areas in the surroundings, the town administration of Dordrecht decided to a sustainable development of Dordtse Kil III in 1997.

In 1998 was decided that Dordtse Kil III should become a pilot in DECOR, a partnership between Dordrecht, province of South Holland and the Chamber of Commerce.

In 2000 the lotting out of the area has been started. A public development partnership and the remainder by three private parties will lot about 70% of the area out.

At this moment the partnership of Dordrecht, province, the regional Mobility Centre and owners was settled in an agreement concerning the sustainable development of the area. In this agreement mobility management was a part of the basic package of parkmanagement. More in detail the exploitation of mobility management was in the package. The initial effort is subsidised by the town of Dordrecht and the province (€60.000, - for an 5 year period).

The unprofitable top of the mobility management is covered by the park management fund.

The park management fund is raised by a charge pro quadrate meter. The DECOR-people and the mobility managers where happy they could solve the problem this way.

The experience

At the edge of phase one and two (year 2001) it became clear that in spite of many documents about: energy, pollution and so on, the goals would not be achieved. Optimising of the own interests of the developers, vague contracts with province and the local government and economic and conjunctural aspects as well, were the reason for this situation. Obviously getting a sustainable area is a wish that easily can be overruled by the problems of the day.

At the moment that especially the public partners became aware of that risk, DECOR started an “Ambition and a consequence session”. All partners participated in these sessions. An external adviser conducted these sessions. During these sessions there was a confrontation between the sustainable and economical goals of the government side and of the side of the developers. This confrontation was also made for the funding and the instruments of each partner. In total there was a need of three sessions and six months of time. The result was a new action-plan and a new agreement. The action-plan embraces a scenario for intake meetings with the firms at the first contact of the lotting out. At this moment motivation and explaining the win-win situation has to be done. Also the basic package for mobility management and the role of the regional Mobility Centre have been specified. Part of the new agreement is the definitive insertion of mobility management in the base-package of the park management. A second part of the agreement is the fact that mobility management will be partly implemented by means of the environmental laws.

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The second conclusion of this paper is: ***If you do not make clear agreements in the first phases, you have to pay for it later.*** Legislation does not fit the new needs of participation in mobility management.

There is a strong need for working out the procedures for all phases.

Some Lessons

It appears that in the practical situation the players (partners) in all phases are hardly the same. It concerns in a rough line: province, municipality, Chamber of Commerce, developers, Mobility Centre and firms. The roles of these partners are different in each phase. There is a need for learning to shift gears between these phases. And there is a need to describe and to negotiate the interfaces between the defined phases. Legislation has not a good fit in most of the countries to support this approach. In the framework of DECOR scenarios and guidelines for this will be worked out.

And especially there is a need for all partners to have a belief in the surplus value of the area when it is developed in a sustainable way.

Sometimes I say: an area is an entity, with a soul and a character. It is that what gives it a sort of charisma. A charisma that translates itself into good feeling and pride for the firms. In the long run it translates itself even in a profitable way for all partners and their own goals.

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