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1 Introduction

1.1 Definition of “mixed area”

The focus is on inner cities, railway station areas and housing areas. These areas are characterized by the presence of multiple functions and are as a rule the oldest parts of cities. A great number of problems are present here. These problems are social and economic in nature and in many cases there is a lack of accessibility to these centres, as the infrastructure is not based on the current situation. In some cases, historic character causes specific questions with regard to cultural heritage.

Renewal processes tended to concentrate on housing areas from the prewar period, but there is a very strong and growing need to look at more recently built housing, because houses built in the fifties and sixties often lack sufficient quality. Those who can afford it move to recently built housing and the socially and economically weaker households remain, triggering a process of deprivation. In the housing areas problems accumulate: social problems, unemployment, low education attainment, crime, etc.

1.2 Summary of the project

Although each problem is of a different nature, some similarities may be recognized. For example, the difference between supply and demand of housing land and office space can be identified as a main theme in each pilot study. Furthermore, the Zuid-Holland and Ile de France projects both had “Multiple Use of Space” and “differentiation of environment on a regional scale” as important concerns.

1.2.1 Zuid-Holland: the South Wing of the Randstad

The South Wing is a part of the Randstad, meaning the area containing Rotterdam, The Hague and many small municipalities, which is a polycentric urban area. It is a large urban area with approximately 3 million inhabitants. The restructuring area includes the biggest harbour in the world in Rotterdam, the government seat in The Hague and the Rhine Estuary location at the mouth of the river.

Like several other urban areas in northwest Europe the South Wing of the Randstad is confronted with a massive renewal/restructuring operation of the area, which was built up in the postwar period. Along with this there is a growing imbalance of the quality demanded and quality offered in the housing market. A complicating aspect is that most restructuring processes usually end up using more space.

The project can be generally divided into three parts:

- Identifying the most important factors in the restructuring process and development of (parts of) a vision for the approach to the restructuring process in the South Wing of the Randstad.
- Elaboration of possibilities to make more efficient use of space available (multiple use of space) and condensed building under the condition that high quality is maintained/developed.
- Develop spatial plans for a number of demonstration projects by cooperating with municipalities, project developers, housing corporations, financial institutions and other parties involved.

The case studied for the Zuid-Holland province in cooperation with Urban Unlimited, concerns a combination of the global and local character of the South Wing area (Zuidvleugel) of the Randstad. The project is aimed at the fact that the South Wing doesn't provide sufficient variety of housing for the different stages of life (startup, ascending, stabilizing, character) and working (breeding ground, rising/ascending, climax, core activities). But all these situations should be present in the South Wing region.

The case study is based on 4 chosen sites applicable for one of the four periods in life, for housing and for working.

1.2.2 Newcastle: Going for Growth

The West End of Newcastle has lost a significant portion of its population in the last 25 years, leaving problems of empty properties, demolition and low demand. Unemployment is a major problem and the local economy is weak due to the lack of spending power, causing many local shops to close. In several districts in the West End, crime, antisocial behaviour and intimidation are common, and education suffers due to poor reputations and spare places in certain schools. Since the 1960s, almost every national and regional regeneration initiative has been applied in these areas, but they have only produced localized, limited or short-term improvements.

In July 1999, the Council decided to take a comprehensive, citywide and strategic approach to solve the problems of the city in a single scheme entitled “Going for Growth,” with the West End being one of the initial focuses. These plans will address the roots of the problems, with the intention of eradicating the causes of poor housing, antisocial behaviour, voids and lack of jobs through extensive public consultation and involvement. Regeneration will create an improved environment that attracts new residents to the area and creates a mix of tenures and socioeconomic groups. The 20-year vision for 20,000 new dwellings and 30,000 new jobs will be linked to shopping, schools, transport and open space to generate a vibrant and sustainable local economy.

1.2.3 Ile de France: the Grey Belt of Paris

The case studies of the Ile de France region look at several locations near the centre of the metropolitan area of Paris. Two of them are located on the outskirts of the city centre near the Périferique ring road and the others are located in the very centre of the capital.

The case studies include

- a flea market area near the Porte de Clignancourt subway station,
- a project to connect the Railway Stations Gare du Nord and Gare de l’Est,
- and several restructuring projects linked to academic functions.

1.2.3.1 Reasons for restructuring

In the Ile de France region, some inner city areas are still in decline. New schemes are needed to halt the loss of economic activity and the decline of housing areas. In the case of the railway stations project, the restructuring is in line with the new regional transport plan. In order to reduce commuting by car, all new large business and housing developments have to be located near rail and underground stations. Furthermore, by redeveloping locations in the centre of Paris, urbanisation pressures on agricultural land at the urban fringes will be reduced.

1.2.3.2 Approach

In the case of the “flea market” location near the Porte de Clignancourt subway station, improving protection from fire is a major reason for reconstruction. The area dates from the 19th century, and has very narrow streets with buildings mainly constructed from wood. Another goal is making the area more attractive to foreign tourists, in connection with the Montmartre area, two kilometres to the south. Together with the municipalities of St. Ouan and Paris, the Ile de France is developing a reconstruction plan. The local market traders are also involved in the planning of this redevelopment.

2. The policies

2.1 Zuid-Holland: the South Wing of the Randstad

In the last decade problems have increasingly been recognized. It occurred gradually and is not yet completely recognized. Since the majority of houses in the area are social housing, there is a limited offer for middle- and higher-income groups. The latter groups are therefore moving to other parts of the Randstad or to rural areas

south and east of the South Wing (Rotterdam and The Hague). As a consequence of the destruction of the heart of Rotterdam during WW II, differentiation in large parts of the South Wing is low. The focus of administration during the postwar period was on building large quantities; quality did not get much attention. As people become more affluent and tend to buy more private houses, the lack of quality houses offered grows.

The central question is: how can the existing stock of housing and working areas smoothly adjust to meet new quality demands? Based on recent literature and interviews, trends are described which form the basis of proposed urban make-overs: transformation typologies based on the common features of Dutch housing and working areas. But neighbourhood indices are also listed for the whole of the South Wing of the Randstad, which provide an idea of specific and various qualities the South Wing holds not only for its current citizens and businesses, but also for possible external interests. After confronting aspects of these two parts, a strategy is formulated to deal with the transformation needs in the South Wing of the Randstad.

The aim in the province of South Holland is not to accomplish the restructuring itself, since that's a competency of the municipalities, but to facilitate the process. Because of the overall interest of varying living conditions in the South Wing of the Randstad, the initiative came from the province this time. From the outset however, close contact with the local authorities have been (or will be) set up. There is also an attempt to bring into action other actors, like institutions based in the eight elaboration areas.

2.2 Newcastle: Going for Growth

The Council first recognized the West End needed investment in the 1960s, with slum clearance and massive public expenditure on redevelopment removing the aging and inadequate 19th Century terrace houses. This managed to create more problems than it solved, due to poor design, lack of monitoring and low construction standards. Since then almost every national and local regeneration scheme has been tried or tested on various districts in the West End of Newcastle, with only limited success at best.

The Council decided on the latest course of redevelopment in July 1999, taking a comprehensive, citywide strategic approach in an effort to solve all the problems of the city in one scheme.

The new plans are very different from earlier schemes. It is a large-scale, holistic approach that addresses the routes of the problems and intends to eradicate the causes of poor housing, antisocial behaviour, voids and lack of jobs, and replaces it with a new and improved environment that attracts new residents to the area and creates a mix of tenures and socioeconomic groups.

Restructuring is inevitable as the Council cannot keep managing and investing in an area that will only continue to deteriorate and decline, as funding and managing the impact of decline in the area is costing the Council £10m (16m Euros) per year.

In the course of plan development for restructuring the West End, an intensive questioning of the population takes place via, amongst others means, visits to the home. Numerous informational events take place. Planning drafts are discussed again in intermediate steps with the affected population so that in the end the plan is accepted as much as possible by all affected parties.

2.3 Ile de France: the Grey Belt of Paris

The project area La Villette is situated in the 19th arrondissement (district) of Paris. It is considered the poorest district of the entire city. This assessment is underscored by the second-highest unemployment rate. The area was developed for industry and wholesaling in the second half of the 19th century. The main activity was the wholesale market for cattle, sheep and pigs, and the slaughterhouse where the animals were killed, processed and sold to retailers. The La Villette area is characterized as a low-income, high-unemployment, poverty-ridden working class district.

The creation of a university growth point is seen as the opportunity to give the people living there a better opportunity to have a higher education, and also to attract students, teachers and researchers to the area.

The university project is part of a national program called “Universities for the 3rd Millennium”. It has been decided by the education minister, and is being managed by the state regional education authority.

The municipal authorities are responsible for housing improvements. Several grey areas have already been redeveloped in the district, mostly for public housing for low-income families.

The newly elected mayor is expected in the future to shift social housing projects mostly to the rich western districts of the city, in order to avoid the conservation of ghetto-like situations in the eastern arrondissements such as the 19th.

3. Financial Aspects

3.1 Zuid-Holland: the South Wing of the Randstad

The allocation of financial means is considered as a minor problem. One problem is the financing of nonprofit functions, especially with authorities stepping back to leave more scope for private partners.

Independent of the possibilities to procure financial means, financial aspects are given high importance for implementing reasons. A financing mix of private means and money from public coffers is thought to lead to the goal. In the framework of the private-public partnership, public and private investments should be initiated.

Apart from the money of the (government) institutions involved and the money generated from the INTERREG program, the case study of South Holland may be eligible for several subsidy programs, in order to generate the money necessary for implementation. On the 1st of June an application was submitted for the IPSV program and other programs may be useful resources in the future:

- IPSV: Innovation program for urban renewal. In the next few years the Dutch State will provide approximately 45 million Euro annually for a number of innovative urban renewal projects. The case study of South Holland fits well in the framework of demands and requirements.
- TIPP: Tender Investment Programs Provinces. This program is meant for promotion of above-regional economical vision formation with attention to coherence and integration between spatial bottlenecks and other aspects of the economical structure. Furthermore it's aimed at reducing regionally relevant bottlenecks and making use of opportunities by neutralizing or preventing quantitative, but also qualitative shortages of industrial estates.

3.2 Newcastle: Going for Growth

The required building measures are mostly being carried out by private building societies. As part of a planning agreement, developers will have to provide infrastructure as they develop land.

Moreover, the following are areas of origin of financial means and instruments:

- government urban funding programs,
- European finance and
- private investment.

3.3 Ile de France: the Grey Belt of Paris

The La Villette area is entirely owned by the State, as it was developed first by the Ministry of Agriculture. Most of the money invested so far has come from the state. The university project will also be state-financed.

4. Environmental aspects

4.1 Zuid-Holland: the South Wing of the Randstad

Environmental objectives are formulated on a national level in the national environment policy plan. The main objective of the 3rd Environmental Policy Plan of 1988 is a sustainable development. The main participants are the municipalities. The objective is to attain sustainable development in the Netherlands by changing behaviours.

Citizen participation is prescribed in Holland's municipalities in the local legislation. In practice, however, only a consultation process exists based on planning drafts.

There are also first attempts to include target groups, especially (environmental) associations, actively and at an early stage in local planning.

Environmental problems are ranked as secondary. The environmental situation there is evaluated as typical for urbanised regions: air pollution by traffic and industry. The projects under consideration should be realised without use of new area.

4.2 Newcastle: Going for Growth

In the project "Going for Growth" environmental aspects are of secondary importance. In the course of building renewal of the residential areas there are of course also measures foreseen to increase the attractiveness of the living surroundings. A partially opened-up development replacing dark, narrow back yards also enables measures for making areas green. An improved environment might attract new residents to the area.

It can be assumed that with new development measures, a modern disposal infrastructure will also be established, and traffic control measures will reduce traffic noise and exhaust fumes.

4.3 Ile de France: the Grey Belt of Paris

Ecological aspects are decisively important attributes due to the situation of the planning area at the La Villette Park, according to the questionnaire (short form). These aspects, however, are not further explained.

5. Aspects of Infrastructure

Traffic problems are not causal factors in the projects for the restructuring. The solving of the existing traffic problems, however, is considered an important partial measure in the context of the project.

5.1 Zuid-Holland: the South Wing of the Randstad

Many major infrastructure connections are present. The accessibility of the area is good for all means of transportation, although automobile traffic congestion is becoming a problem.

Infrastructure is seen as one of the main structuralizing elements for spatial development. Development should in the future be carried out, especially alongside the infrastructural axis.

Public transport is considered a leading element for urban planning.

5.2 Newcastle: Going for Growth

The area is well located, near the city centre, on a slope running down to the river, with brilliant views along the river valley. Links to the A1 trunk road allow access to the motorway system, giving fast and efficient travel both north and south. In the housing areas there are numerous narrow, twisty lanes, making it hard for buses to navigate. Many roads are blocked off due to the demolition schemes making access by bus or car difficult.

The main reasons for restructuring in the area are for economic and housing development. However, to make these schemes viable and attractive the road system must be of good quality, linking the sites to the city and the national trunk road network.

There are several main roads through the area, providing easy access for private vehicles, however the public transport system is not as good as in other areas of the city. There are relatively few bus routes through the more deprived areas compared to the rest of the city.

The majority of the existing transport system will remain the same, with amendments to the existing roads and routes, and an increase in quality and quantity of public transport routes.

Better transport links to the local district centre, city centre and the region must be supported and increased if the area is to attract a greater population. An ambitious Rapid Transport System will link the West End to the city centre, employment and retail opportunities across the river, and is seen as one of the most crucial elements of the plan. The plan calls for a tram network like Amsterdam's.

The bus services running through and past the site are at this moment just meeting the requirements of the population. However, once development begins on the scheme, more bus routes will be needed to run through the site, at a more frequent rate, and traveling to a variety of destinations. The sustainable nature of the scheme requires high quality public transport, meaning that a large amount of investment is needed to provide an upgrade in the public transport network.

To handle the traffic problems traffic calming is planned. This instrument will stop or hinder people taking their car to work, as the journey will be slower and longer. It will also prevent car crime and "joy-riding" with carefully designed road layouts.

5.3 Ile de France: the Grey Belt of Paris

The creation of a new university centre at the core of Paris will increase passenger traffic. It is therefore necessary to channel the stream of traffic.

Of special importance for the project is therefore public passenger traffic. Both university personnel and students can come by public transport. There are two underground stations at both ends of the park, and a new regional railway station is planned and financed. A tramway will run to and from other university poles in the Seine Saint-Denis département to the north. The new university's facilities are being proposed for the area also due to the good public transport access.

6. The planning process

6.1 Zuid-Holland: the South Wing of the Randstad

The Netherlands have for years been pursuing the goal of reducing the amount of traffic and the use of areas via goal-oriented spatial planning. At the centre of the concerns is the avoidance of traffic, especially a reduction of motorized individual traffic, which is a result of, among other factors, the dispersion of all basic functions of living. To that end, amongst others, the basic principles of a site policy for working places and central facilities has been developed, concretized and publicized for all three administrative levels – government/monarchy, provinces and municipalities.

With the overall vision of the life cycle in the South Wing of the Randstad, elaboration plans are worked out on the local level. When the concrete elaboration plans are satisfactory for and approved by all parties, they will be implemented by the local authorities. The locations will then become showcase examples for the province. Within a framework comparable with international building exhibitions, the marketing task of the province will be important. In this respect the South Wing projects must be an example of possible restructuring/revitalisation/upgrading for other regions.

6.2 Newcastle: Going for Growth

The main elements of the planning and development of the renewal program are, firstly, analysis of the area and identifying problems, opportunities, strengths and weaknesses in the West End. The planning stage was undertaken in partnership with 3 respected and experienced companies that looked at all aspects of the regeneration process before committing to designs.

The consultation process lasted for 3 months and included over 100 meetings with municipal and stakeholder groups. The feedback and review stage will take into account all comments from the consultation exercise to feed back into the new plans. The final plan will then be adopted by the Council, allowing construction and restructuring to begin.

One weak element is that the Council does not legally have to consult or listen to any comments from stakeholders or residents, and their thoughts or suggestions could be ignored as the Council follows its own agenda. People are not used to the non-statutory process so do not know how to react to or behave regarding the consultation process.

6.3 Ile de France: the Grey Belt of Paris

The municipal authorities are responsible for housing improvements. Several grey areas have already been redeveloped in the district, mostly for public housing for low-income families.

The new mayor will probably continue the policy of rebuilding grey areas, with a major difference: social housing projects will be shifted mostly to the rich western districts of the city, in order to avoid the preservation of ghetto-like situations in the eastern arrondissements such as the 19th.

The planning is secured by a corresponding agreement between the state and the regional council within the 12th national development plan (2000-2006).

7. The implementation strategies

7.1 Zuid-Holland: the South Wing of the Randstad

The approach focuses on three elements:

- Developing a vision for the areas in the South Wing that have a potential for restructuring.
- Elaboration of some more practical aspects of restructuring: e.g. building more densely and using underground space.
- Attempting to elaborate a number of concrete proposals for reconstruction together with most of the involved parties: project developing companies, housing corporations, financial institutions, big cities etc.

With the overall vision of the life cycle in the South Wing of the Randstad, suitable elaboration plans are worked out on local level. When the concrete elaboration plans are satisfying to and approved by everyone, local authorities will implement the plan. The project should be implemented according to a “global regional direction” – think global, act local. Urban regeneration is actually a task of the local authorities, but with direction

and stimulation on a regional level, a more effective result and quicker implementation may be possible. The commitment of interested partners is considered crucial for the success of the project.

7.2 Newcastle: Going for Growth

This project attempts to develop a transparent and sustainable plan for city development over the next 20 years (“Going for Growth”) based on broad social consensus via extensive information and consultation that includes all affected parties.

A 3-month-long hearing process attempted to address all inhabitants and businesspeople in the project area regarding the draft proposal for a master plan, partly in individual interviews, partly via public hearings. To that end more than 100 public information presentations and seminars were conducted and questionnaires were distributed.

The return rate in proportion to the offered possibilities for input was comparatively low. Still, there were important realisations won about the important needs and expectations of the concerned parties, which were included in the draft of the master plan. This input was summed up in a feedback document entitled “What You Have Told Us” and distributed citywide for information as well as for new comments.

Based on the suggestions elicited by public participation, the municipality will develop and finalize a new plan and make it available to the public.

Decisive for implementation is:

The regeneration must be of sufficient scale to be self-sustaining, viable and attractive to owner-occupiers and private investors, to ensure a long-lasting and thriving district, with all traces of crime, deprivation and stigma removed. To create this environment the land assembled must be large enough to interest private house builders and the transport, education and service systems will have to be of high quality to attract homeowners, families and young people. Providing jobs and training opportunities for the current residents will make the scheme more appealing, after their initial disapproval.

It must be noted, however, that the Council does not legally have to consult or listen to any comments from stakeholders or residents, and their thoughts or suggestions could be ignored as the Council follows its own agenda. People are not used to the non-statutory process, so they do not know how to react or behave regarding the consultation process.

7.3 Ile de France: the Grey Belt of Paris

The university project is part of a national program called “Universities for the 3rd Millennium”. It has been decided by the education minister, and is being managed by the State regional education authority. The State is the main stakeholder.

Based on this constellation, a realisation of the plans is secured. However, the Paris land-use plan will have to be changed to permit the building of the new university facilities.

8. The state of affairs

8.1 Zuid-Holland: the South Wing of the Randstad

The problem evolved during the last decades and is still developing. Relatively little action was taken in the past. Most important are:

- Upgrading the quality of downtown Rotterdam;

- Reconstruction of some old harbours;
- Improving the accessibility of the area (infrastructure).

The old measures certainly contributed to solving the problems; however the magnitude of the problems is increasing and the old measures don't solve new aspects of the problems. Therefore a new policy to deal with the problems has been developed.

8.2 Newcastle: Going for Growth

The Going for Growth project is launched by Newcastle City Council in July 1999 as a citywide improvement and regeneration scheme, of which the West End is one of a number of areas being redeveloped. In June 2000 the draft master plans were released to the public, and the intensive, 3-month consultation exercise began. Revised plans were drawn up and published in Spring 2001, followed by more public feedback.

In short the new development plan is supposed to be finalized and made public as soon as possible. Thus the development of rumours and misinformation that could impair the renewal process should be avoided.

8.3 Ile de France: the Grey Belt of Paris

The urban renewal project is about 80-85 % complete. The margins of the park have not been properly developed. The regeneration scheme aims thus to finish and use the edges of the park for new university buildings that are urgently needed.

9. Future development

9.1 Zuid-Holland: the South Wing of the Randstad

As stated earlier, four of the eight locations of the actual case study are approved by the various authorities. For each of these four locations three or four plans are developed (presented above). There are plans for the other four, but because they still have to be approved, the plans will be presented and elaborated later .

In the next stage of the study these example locations will be worked out in more detail, in close cooperation with the respective public and private partners. In these stages also the possibilities for condensing and diluting will be studied, in order to get an idea whether the intended reconstructions could be realised within the existing urban contours. Finally, the aim is to develop a common letter of intent, in which all the partners involved state their common intentions and ambitions concerning the proposed regional strategy.

9.2 Newcastle: Going for Growth

The following were named as key elements of future development:

- A robust approach is needed to secure clean and safer neighbourhoods
- Combating antisocial behaviour and taking firmer action on rent arrears
- Have greater control of private rented sector and enforce environmental maintenance
- Need for greater public participation in the drawing up of revised plans. The Council must seek to increase the involvement of individuals and organizations
- Establish joint working groups of local residents, local Councillors and Council Officers. The groups should have an advisory role in making plans and consensus-building.
- Improve communication between Council and Municipalities, provide clear and detailed information
- Provide specific support for vulnerable groups to ensure equal opportunities for involvement.

9.3 Ile de France: the Grey Belt of Paris

No findings regarding that topic are available.

10. Recommendations and Summary

The case study of the Zuid-Holland province on the life cycle concept as a basis for greater variety in living and working conditions in the South Wing of the Randstad, is particularly important as a showcase project. The responsible parties in the project are aware that the variety of living and working conditions will change very little merely by improving eight districts on the whole South Wing basis. The aim of the project is, however, to inspire other districts in the South Wing and perhaps even authorities from other regions. That's why a set-up as an international building exhibition could be an outstanding framework, both for the actual physical example and for the way in which it was implemented by cooperation of several authorities and institutions. The IBA Emscherpark in the Ruhrgebiet can be seen as an example concerning this set-up.

In Newcastle, the Council took a comprehensive, citywide and strategic approach to solving the problems of the city in a single scheme entitled "Going for Growth," with the West End being one of the initial focuses. It is a large-scale, holistic approach, which addresses the roots of the problems with the intention of eradicating the causes of poor housing, antisocial behaviour, voids and lack of jobs. Regeneration will create an improved environment that attracts new residents to the area and creates a mix of tenures and socioeconomic groups. The 20-year vision for 20.000 new dwellings and 30.000 new jobs will be linked to shopping, schools, transport and open space, to generate a vibrant and sustainable local economy.

In Newcastle it was realised, not least due to the failure of past projects that were too narrowly defined, that regeneration must be of sufficient scale to be self-sustaining, viable and attractive to owner-occupiers and private investors. To create this environment the land assembled must be large enough to interest private house builders, and transport, education and service systems will have to be of high quality to attract homeowners, families and young people. Providing jobs and training opportunities for current residents will make the scheme more appealing, after their initial disapproval. The comprehensive, almost brutal approach chosen in Newcastle is in contradiction to the approach chosen in Zuid-Holland, which injects structural change in a rather pinpointed way and spreads it by setting an example and by imitation.

In the project of Zuid-Holland, communication at an early stage and willingness to cooperate amongst the different official levels (region-municipality) is stressed as a base for the success of the restructuring project. Cooperation is indeed of special importance for this project, since the superior administrative level of the region is not fundamentally responsible for municipal planning, but participation of this middle level seems to be sensible for reasons of spatial planning and for obtaining synergy effects. Also, the participation and responsible integration of the concerned population is considered to be very important, since it is the population that in the end must transport the process of change.

The importance of communication is also stressed in Newcastle and in the La Villette project in Paris. In Newcastle, cooperation refers mainly to the concerned local population. In the run-up to the conception of the new project, the public was therefore intensely consulted, and it was attempted to integrate the concerned people in a responsible way into the development process with multiple means of public relations. In the Paris project, cooperation amongst all governmental levels in the framework of the project is pointed out as exemplary. It is noted, though, that the decision power for planning permits should only lie with the local authorities, since they have the closest contact with the population.

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