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Past, Present and Future**

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Urban Development Management: Past, Present and Future

Ellen van Bueren, Tom Daamen, Yawei Chen, Agnes Franzen, Erwin Heurkens, Fred Hobma & Wouter Jan Verheul

Past: Emergence of A New Field of Research and Education

In the past three decades, 'Area Development' (*gebiedsontwikkeling*) has emerged as a distinct category in Dutch spatial policy and practice, combining language and concepts from urban planning and design, property development, and related professions. Its emergence runs parallel to similar integrative, area-based planning and development efforts that have been observed throughout North-Western European practices since the 1990s (e.g. Dühr et al., 2010). The fundamental motives for these efforts can be found in broad social and economic trends in this part of Europe, such as the changing composition and increasing number of households, the advancing IT and service sectors in cities, the revaluation of and growing demand for urban amenities, and the increased internationalization of and competition between urban regions. These trends triggered formidable growth in urban residential and office markets, and led to high demands for all kinds of infrastructure, amenities and public space inside and between Dutch cities.



***“Cities are slow entities”
(Steden zijn trage dingen)
Hans de Jonge***



In the same period, the Dutch national government increasingly withdrew itself from spatial policy domains. Making spatial policies and plans was increasingly left to lower tiers of government, and the implementation of projects was left to the (semi) private housing and real estate development sectors. By the end of the millennium, the Fourth National Spatial Planning Brief and its addendum known as VINEX thus introduced a more development-oriented type of planning to Dutch practice, one in which large inner-city locations around major (high-speed) train stations and abandoned port-industrial terrains were designated for intensified urban land-use. In the periphery of major urban agglomerations, the Ministry of Spatial Planning & Environment (VROM) also defined specific locations for new residential estates—so-called VINEX locations—with an open invitation to the development sector to realize these estates in partnership with local and regional authorities and housing associations. For the first time since the Second World War, national policy did not concern itself with affordable housing only, but with larger residential programs of which seventy per cent was outside the social regulated sector. The large new residential estates were a considerable challenge for the urban design and engineering industry. The complexity of bringing together infrastructure (public transport, utilities, and IT) with a mix of real estate functions (residential, retail, office) and public space (water, green, recreation) in relatively high densities spawned a demand for novel approaches, design concepts, planning instruments, and—above all—new professional competencies.

Hans de Jonge, with one foot in science and with one foot ‘in the mud’ of real estate development—and a reflective practitioner by nature—was in the perfect position to understand the implications of the trends and policy changes described above. Dutch urban planning and development practice was in need a new kind of professional: one that combined design competencies with

knowledge of building law, real estate finance, as well as both computational and collaborative management skills. Particularly Hans’ managerial ‘getting things done’ perspective on urban planning and development resonated well with the demands of the Dutch professional field. In academia, disciplines like public administration also shifted their orientation from merely the content of urban planning and development policies towards ‘how to’ implementation question. What emerged was a more nuanced understanding of the design process as the locus of the interaction and negotiation between a variety of stakeholders who tried to pursue and realise their often-conflicting policy objectives and interests.

First achievements

Since the year 2000, a multidisciplinary and (more) collaborative way of working started to take hold of Dutch planning and development practice, with an integration of private development goals and public policy objectives facilitated by sophisticated public-private partnership models. In management terms, the practice of area development spanned across several industrial sectors and policy domains, and concerned itself with processes on multiple levels of institutional and spatial scales. All of this fuelled the complexity of managing area-based projects, which soon came to be understood as a process shaped by formal and informal ‘arenas’ occupied by actors operating in hierarchical and/or networked structures of decision-making over long periods of time. It became clear that the knowledge and skills necessary to play a ‘steering’ role in such projects escapes the traditional concepts of ‘project management’, and that the substantive characteristics of area-based projects asks for more than popular ‘process management’ competencies (De Bruijn & Ten Heuvelhof, 2012). This led to the first exploratory research projects into the phenomenon of ‘integrated area development’, which resulted in a few major books and several PhD theses.

The first book of the Urban Area Development (UAD) group within the Real Estate Management chair was titled *Integrale gebiedsontwikkeling – Het stationsgebied ‘s-Hertogenbosch* (2004). Ineke Bruil, Fred Hobma, Gert Joost Peek and Gerard Wigmans, who also wrote several chapters along with other academic and professional contribution, edited the book. This research project used the railway station area in ‘s-Hertogenbosch as an exemplary case study of a large-scale, mixed-use, urban redevelopment scheme in The Netherlands led by a professional public-private development agency.

The second book project that consists of contributions of UAD researchers and top professionals from the field resulted in the volume *Management of Urban Development Processes in the Netherlands – Governance, Design and Feasibility* (2011). Hans de Jonge edited this book together with Agnes Franzen, Fred Hobma and Gerard Wigmans. This book was published in the English language, and brought together several useful theoretical concepts and themes often overlooked or treated separately in academia due to the institutional distance between the relevant disciplines and professions.

Present: Urban Development Management

The research theme of Urban Area Development (UAD) has recently been refined and established as the domain and chair of Urban Development Management (UDM). Even though UDM is widely understood as a relatively new disciplinary field, the processes the phrase refers to have of course been practiced throughout urban history. UDM concerns the art of managing, of coordinating, guiding and perhaps even directing the decisions of the many stakeholders involved in the development of urban areas towards a high quality outcome: urban places to be enjoyed by all.

Although the Urban Area Development (UAD) group within the Real Estate Management chair delivered insightful pioneering work, Hans de Jonge always kept emphasising the ever-changing demands and challenges of the profession. To Hans, an in-depth understanding of managing urban development processes can best be developed in close interaction between practitioners and scientists: academics feeding practitioners with theoretical insights into the dynamics of multi-stakeholder decision-making processes, and practitioners providing input for the development of new theoretical concepts of these dynamics as well as the role of different instruments and strategies employed by stakeholders to steer the course and outcome of the process.

To support and actively promote the above interaction, Hans de Jonge founded the Area Development Knowledge Foundation (*Stichting Kennis Gebiedsontwikkeling*, SKG) through which different types of area development knowledge products can be created and exchanged amongst expert practitioners and academics. Hans positioned the foundation within the Real Estate & Housing (currently MBE) department, and it has been working at the Dutch research-policy nexus since 2003 very successfully. Currently, the SKG has a firm and unique position in the Dutch spatial planning debate, thanks to the strong team formed by director Agnes Franzen and leading professor Friso de Zeeuw.



Top: Book cover integrale gebiedsontwikkeling het stationgebied 's-Hertogenbosch (2004).
Bottom: Book cover management of urban development process: governance, design & feasibility

In professional education, area development gained recognition as a discipline distinct from the existing educational categories of spatial planning and geography. Also in 2003, this brought Hans de Jonge to co-initiate the establishment of the post-experience Master City Developer program, in collaboration with Erasmus University and the City of Rotterdam. The two-year program is currently in its 12th cycle, and has educated over 250 Dutch urban planning, design and property development professionals.

UDM in 4Ps

The UDM group has produced a definition of UDM that accords to 4P's: Product, Place, Person, and Process. The term *Product* refers to the physical outcome of an area-based urban development project, i.e. the real estate, infrastructure, and/or public space that the project seeks to realise. *Place* refers to the geographic situation of a project, often sharply defined in spatial plans, briefs or contracts and signified by a specific history and distinct locational qualities. *Person* relates to the individuals involved in an intervention, acting either for themselves or in behalf of a larger group or organisation (i.e. 'actors'), such as government bodies, real estate developers, investment agencies, businesses, pressure groups, or public-private partners. The decisions and actions of these actors shape the content of an area-based project, and the negotiations between them are conceptualized as an on-going, dynamic, and interactive *Process*.

The UDM research programme aims to design concepts, principles, and instruments that support effective Strategies with Outcomes that produce and promote an urban environment that meets the demands of sustainability and resilience. Within UDM research, these strategies may be understood as the formal



UDM in 4Ps

policies, plans and contracts that shape the way Actors behave and forge coalitions together for the development of particular urban Areas. However, in recent years, this formal strategy definition has been extended to include the more socio-cultural variables that play an important role in area-based efforts. In the model, the four more general terms of our 4P-definition of UDM have been specified and related more precisely to the work of international academic peers.

Main research questions in the group focus on the relationship between the concepts depicted in the model, but specific interests such as mega-event strategies (Olympics, World EXPOs), waterfront development, station area development, knowledge cluster development, state-led and private sector-led projects remain. In the coming years, the challenge for the UDM team is to draw together past research findings and align its on-going research efforts along common research themes - themes to which the individual interests and track-records within the group can contribute, and through which a more international academic reputation may be pursued.

Building Law: A Supportive Fundamental

Building law is seen as one of the supportive 'fundamental disciplines' of the department Management in the Built Environment. In this capacity, building law has a strong link with each of the department's core fields: Design and Construction Management, Real Estate Management, Housing Management and Urban Development Management. The founders of the department, including Hans de Jonge, rightly saw that the practice of Urban Development Management utilises many legal instruments. Hence, the education of Urban Development Management also gives attention to both public and private law. Consequently, students are acquainted with customary legal issues like: declarations of intent, partnership agreements, land-use plan procedures, expropriation, land development joint ventures etcetera.

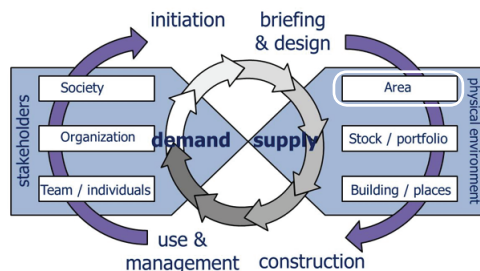
Since the start of area development research, the legal set of instruments in The Netherlands has expanded and refined. Even so, Hans de Jonge always took the stance that both in practice and education, the legal discipline should be subservient to the core discipline of what we now call Urban Development Management. It is in this spirit that legal education and research will continue at the department of Management in the Built Environment.

UDM Education

A number of education programs have been established under the Hans de Jonge's leadership on all levels of academic education (bachelor, master, and post-experience master). The courses all focus on complex urban planning and development assignments and have the aim of equipping students with the skills and knowledge to solve these assignments through interdisciplinary collaboration. The courses progress in practical breadth and theoretical depth according to different learning objectives of the programs and the different levels of knowledge and practice experience of the students.

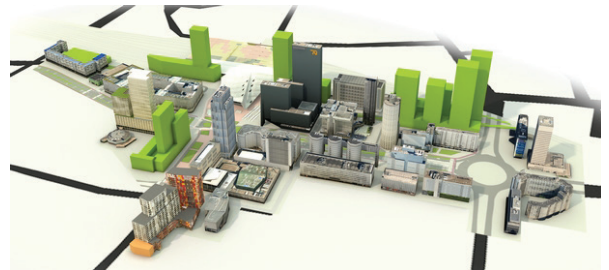
Bachelor program – Urban Redevelopment and Management Game

The 3rd year of the Bachelor program at the Faculty of Architecture contains two simultaneously running courses on planning and development theory (BK6MA3) and application (BK6ON5). Both courses focus on understanding the complexity of planning and managing urban redevelopment projects. By linking relevant societal and economic trends to the practice of urban real estate development and spatial planning, students learn to understand the reasons behind changes, challenges and problems in the built environment. Moreover, students learn to collectively plan a solution for a complex urban redevelopment problem by working in interdisciplinary teams. In a game of role-play, each student is challenged to bring certain knowledge and tools to the table, which are put together in a creative manner to design redevelopment plans.



Real estate management, fit between demand and supply, with the UDM focus on the scale level of areas and cities.

Within the Bachelor courses, Hans de Jonge has been enthusiastically lecturing on Real estate markets and management, and the importance of matching demand and supply. Students are inspired by his ability to explain difficult matters in a clear manner. They also appreciate his knowledge and inside information on urban redevelopment cases like Rotterdam Central District, which brings the subject to life. Hans is famous for his sentence 'keeping all frogs in the wheelbarrow', in which he clearly explains what the toughest challenge was in managing the signing of the Dutch covenant to counteract office vacancies.



Model of Rotterdam Central District.

MSc Program: Urban Redevelopment Game: Integrating Planning, Property Development and Design

In the first year master program, the MBE track concludes with a quarter course that trains students to grasp an integrated approach when managing urban (re) development project. The course *Urban (re)development game: Integrating planning, property development and design* encourages students to address an on-going urban development project with various analytical, technical, and social-political skills as well as knowledge obtained from different fields of expertise.

The course is strongly tuned to the application and integration of knowledge from different disciplinary perspectives, namely real estate, planning, and building law. It includes two components: theory and practicum. The *theoretical component* addresses not only the various perspectives that help to understand the changing 'glocal' context of urban development projects, but also how knowledge and skills from different disciplines are integrated in these projects. The *practicum component* is geared for the application and integration of different concepts and skills taught in this course and in the previous semester. To approach a realistic urban planning and development process, students are asked to draw up an alternative urban development plan for a project currently underway in Dutch practice—e.g. Amsterdam Overhoeks or Delft Railway Station Area Development.

During the course, experts from the practice like municipal organisations, private developers and real estate consultancy companies provide lectures, help the preparation of the module, provide up-to-date information, raise concerns in development vision and current market challenges, but also participate in students' final presentation to judge their final products. In addition, the department student association BOSS organises public lectures given by business leadership and project managers to add extra insight for the complex urban development process.

The urban redevelopment Game was originally developed under Hans' leadership now more than a decade ago. It has since become a flagship education course in the Management in the Built Environment master track, drawing Delft students as well as those from other Dutch, European, and other international universities. The role-playing imbedded in the course reflects an important contribution Hans has long advocated for: emphasis on the interdisciplinary, and learning through the application of theory in a (close to) real-life setting.



Urban development charrette is a workshop organised within the Urban Redevelopment Game to train students thinking out of box and working in groups



The winning team chosen by the jury panels during the final presentation 2014-2015



Post-Experience MSc Program: Master City Developer

Master City Developer is a part-time, accredited Master of Science program for Dutch urban planning and development professionals, jointly organised by Delft University of Technology, Erasmus University Rotterdam and the City of Rotterdam since 2003. The MCD program connects international academic research to the Dutch practice of urban development projects, aiming to deliver (more) reflective practitioners that strive for integrative and sustainable solutions to urban problems.

The two-year MCD program consists of three parts, and is divided into eight modules. The first three modules provide participants with a solid knowledge base in urban economics, resilience and governance. The second three modules are more applied, combining in-depth theoretical insights with project-oriented workshops and assignments. Urban strategy and design, finance, and public-private collaboration are major themes in this second phase of the program, with frequent project visits—including an international trip—and reflective on-site discussions with expert professionals and senior academics. The third and concluding part of the MCD training is planning and conducting a supervised MSc-thesis research project.

Hans de Jonge is one of the founding fathers of the MCD course, which was clearly created ahead of its time given the other courses and programs that have since emerged on the topic of area development on different levels of Dutch professional education. Hans represented TU Delft in adding crucial management, real estate and design components to the initial MCD program, and played a visionary and leading role in developing and improving the modules of the course—including a recent effort to give MCD a more flexible modular structure. His own performances as lecturer and instructor are highly valued by MCD participants, and his guidance to the management team of the MCD program has been of vital importance.

UDM Research

The following sections are descriptions of current Urban Development Management themes.

Urban Development Projects in the Era of Globalisation

Large-scale urban development projects (UDPs) can be seen as important neo-liberal intervention strategies in urban regeneration schemes since the 1970s. In the era of globalisation, international metropolitan regions often used UDPs to transform their image, create globally oriented urban space, and reposition cities on the map of globally competitive metropolises. In the last decades, developing eco-friendly, resilient, smart and creative cities has become a new impetus supporting the creation of new UDPs. This line of research examines how cities use UDPs to shift the development path of cities to post-industrial knowledge-intensive economy in European (e.g. Amsterdam, London, Rotterdam, Barcelona) and Asian context (e.g. Beijing, Shanghai, Hong Kong, Guangzhou,

Singapore). Special attention is paid to various management instruments used in dealing with urban development in a complex environment, i.e. inter-scalar dynamics involved in changing global-local and stakeholder relations, strategic action and urban impacts. This research aims improving our understanding how metropolitan transformations through UDPs are being embraced, resisted and exploited, and how they relate to global trends, regional governance and local issues, as well as how lessons can be learned within an international context.

Waterfront Planning and Development

In 2002, port and city authorities in Rotterdam defined the next step in the revitalization of the seaport areas inside the city's highway rim. The area called CityPorts ('Stadshavens') was originally defined as a waterfront transformation area—plans that soon had to be revised. This line of research reconstructs the strategic planning and development process around waterfront projects like Stadshavens Rotterdam, comparing waterfront development strategies in seaport cities across the globe. By extension, this research line serves as a basis for advancing an integrative approach to plan and develop the interface between cities and large seaports sustainably. Ongoing waterfront research focuses on case studies in Europe, but projects in Asia (e.g. Shanghai) and North America (e.g. New York City, Boston, San Francisco, Vancouver) are also of great interest.

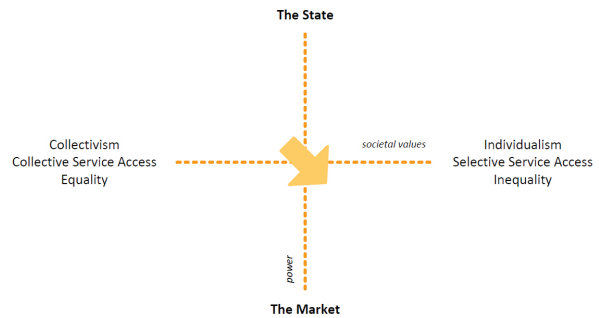
Private sector-led UDPs

This research builds upon insights from De Jonge (2007) on changing state-market power relations and value shifts apparent in contemporary societies worldwide. An example of this trend are private sector-led urban development projects, in which real estate developers and investors perform various tasks normally carried out by public planning authorities. With such

an increased role for private actors in cities come concerns about safeguarding public interests and (re)developing urban areas in a sustainable manner. Therefore, research in this field focuses on identifying effective governance arrangements and management activities and instruments that assist market actors to deliver sustainable urban development projects.

City Icons and Catalyst Effects

The redevelopment of Delft Spoorzone, the new waterfront of Amsterdam-Overhoeks, a new stadium 'De Kuip' in Rotterdam are all projects established to create new city icons. Local political leaders, developers and urban planners are eager to add flagships to the urban landscape, in the hope that they will be a catalyst for urban development. If a flagship building is a catalyst, it boosts the local economy, employability, tourism, land value, housing prices, and other real estate investments. Politicians or developers often sell flagship buildings as a benefit for the urban community, but are there any recipes for success? Among others, Hans de Jonge has warned about flagships as 'UFOs'; iconic buildings that seem to be alienated objects, disintegrated from the surrounding area. The UDM-group focuses on the questions how and to what extent urban flagship projects really contribute to the development of the surrounding areas from physical, economic and social perspectives. What kind of design principles do we need to apply if flagship buildings are to have social and economic spin-offs? What makes them attractive places, not only for tourists, but also for local communities? What governance principles and management models are helpful to strengthen catalytic effects in adjacent neighborhoods? New insights into the catalytic mechanisms of urban flagships could help decision makers, investors, designers and urban planners with their area-based (re)development strategies.



Value and power shift in Dutch urban development (De Jonge, 2007)

Sustainable Strategies and Impacts

Today's urban development is responding to challenges of climate change, resource use and their increasing effects on liveability and prosperity. Urban solutions to these challenges, often of a technological nature and stimulating integration within and between urban systems, introduce new issues, interests and actors to the process of urban development within an already changing balance between public and private actors and society, bringing in new dynamics and a need for institutional change to guide the process of interaction and decision-making. Urban area (re)development projects are perfect places for experimentation and testing of innovative solutions, confronting individual choices and highly decentralised solutions with centralised systems and collective values. Analysing cases will allow lesson drawing on (collaborative) strategies and their impacts, for the benefit of actors in the cases concerned, but especially in search for those lessons that can be applied elsewhere, in other projects, in different spatial and institutional settings.

Future: Moving beyond the Dutch Experience

With the establishment of the section of Urban Development Management, led by Tom Daamen, and the appointment of Ellen van Bueren as professor in 2015, the section is now fully capable of taking up the task of developing the knowledge of urban development management, in response to present and upcoming urban challenges. The maturing of the section also holds a promise to play a role in all types of academic work – research, education and valorisation – and thus contribute to the maturing

of the field. Strong relationships with the relevant, more established academic fields and professional disciplines will offer a source of continuing inspiration from which to derive propositions for urban development management. By doing (applied) academic work that is both rigorous in its methods and relevant in its results, we contribute to the establishment of interdisciplinary field of research and education recognised in international academia as well as in professional practice. Together with the design and engineering environment in which we are embedded, we will contribute to sustainable and resilient urban environments.

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