AN URBAN DEVELOPMENT STRATEGY FOR MIXED-USE OFFICE AREA TRANSFORMATION

S.C. Huijsmans
AN URBAN DEVELOPMENT STRATEGY FOR MIXED-USE OFFICE AREA TRANSFORMATION

Master thesis S.C. Huijsmans

An electronic version of this thesis is available at http://repository.tudelft.nl/
PREFACE

Presented here is the result of my graduation research, which is the end of my master Management in the Built Environment at the TU Delft. This graduation research is conducted within the Graduation Laboratory 2016-2017 of the MSc Track Management in the Built Environment at the Faculty of Architecture and the Built Environment. The research is conducted at chair Real Estate Management, with the specific topic of Adaptive Re-use, supervised by Hilde Remøy (Real Estate Management) and Erwin Heurkens (Urban Development Management).

This report presents the results of the research on the transformation of monofunctional structural vacant office areas into a mixed-use urban area. The final product of this thesis is an urban development strategy describing the strategic activities that contribute to the process of area transformation. I hope this report offers new insights into how urban area development can be initiated so in the end the amount of structural vacant office square meters can be reduced and new mixed-use urban areas can arise.

I can look back upon a very intensive period, which was not only educational, but above all I will remember as a fun period of my life. This graduation research brought me the opportunity to meet and talk to a lot of interesting people, without whom I could not have brought this report to this result. Therefore I would like to thank all the people who contributed to this research, not only by providing knowledge, but also by supporting me.

To begin with, I would like to thank my graduation mentors Hilde Remøy and Erwin Heurkens for their time, their feedback and their motivation during this year. In addition, I would like to thank Bart Snijders for all his feedback on my work as my supervisor during my internship at Stebru. Subsequently, my word of thanks goes to a lot of people I have spoken to this last year, who have helped to provide all the necessary information and inspiration I needed to come to this result. To all the people that gave me the opportunity to conduct my interviews: thank you for your time. Furthermore, I would like to thank the people who know me for much longer. To all my family, friends, colleagues and fellow students, thank you for all the stimulation, for all moments of relaxation, coffee breaks and drinks.

Finally, I am grateful to my parents for giving me the opportunity to study in Delft and being there for me, unconditionally. Thank you pap en mam. I am proud to have grown up in such a warm and supporting family, with a fantastic sister and brother. And at least, thank you Olivier for your loving support during the writing of this thesis.

It’s done!

Simone Huijsmans
Delft, February 1st, 2018
MANAGEMENT SUMMARY

An urban development strategy for a mixed-use office area transformation

Abstract

Context – Office vacancy has been a problem in the Netherlands for over decades. A large amount of these structurally vacant office metres can be found in monofunctional office areas – areas designed for offices only, focused on car users. A market shift in office demand has caused that structural vacant square meters in these office areas will not be rented on short term. To reverse the tide of structural vacancy in these monofunctional office areas, transforming the area into a mixed-use urban area is a solution. However, transformation on building level does not contribute to solving the problems of safety and liveability of the whole area. Therefore an area-based approach is required.

Research question – This research gains insight in the strategic activities within an urban development strategy for transforming a monofunctional structurally vacant office area into a mixed-use urban area. The main research question is: “Which strategic activities within an urban development strategy contribute to the transformation of a monofunctional office area into a mixed-use urban area?”

Methods – The transformation of an office area concerns an urban development. To understand the strategies for urban development and its strategic activities, to have insight in the involved actors and to have an overview of the characteristics of a mixed-use urban area, first a theoretical framework is provided. Then, to define the most important strategic activities of an area transformation, three development locations have been studied to gain insight in the development processes and the way mixed-use is implemented in these cases. By conducting interviews and analysing case documents, insight is gained in practice of area development. Based upon the case study findings, lessons are drawn by reflecting the strategic activities encountered in the development locations upon the theoretical framework. The lessons are validated and complemented by expert consultations sessions. Subsequently, an urban development strategy is proposed, showing the relevant strategic activities that contribute to the transformation of a monofunctional office area into a mixed-use urban area.

Results – An urban development strategy is designed, showing relevant strategic activities for the transformation of a monofunctional office area into a mixed-use urban area. The strategy is based upon the strategic activities – strategic planning, venturing, learning and visioning, categorized as part of the process or product of the urban development strategy. Whereas the product describes the strategic frame, the mixed-use requirements, the process focuses on finding this frame and then using the frame. Research shows that before starting an area transformation project, a clear vision for the development is required [Process: finding the frame by means of strategic visioning]. Based upon insight in all land positions, since fragmented ownership exists, and by involving stakeholders, the result of ‘finding the frame by strategic visioning’ is a vision document. This document [Product: the strategic frame as a strategic planning tool] functions as a guideline for the development, defining sub-areas within the area and showing mixed-use requirements for the development of real estate, infrastructure and public space. Once the process of area development starts, network meetings contribute to creating cohesion in the area [Process: using the frame by means of strategic learning] and collaboration of public & private parties within sub-areas will ensure coherence of all plan developments [Process: using the frame by means of strategic visioning] At last, a trend-setting first transformation project and pioneering activities, e.g. marketing, place-making activities and small-scale initiatives, [Process: using the frame by means of strategic venturing] contribute to kick-start the area development and attract new developers with new development plans that contribute to the area transformation. By implementing these strategic activities the transformation of a monofunctional office area into a mixed-use urban area can be established.

Limitations – As this graduation research is bound by means and time, only three development locations have been studied, with a limited amount of interviewees. The validity of the findings is increased by using different sources of data and research techniques (triangulation).

Keywords – Urban development strategy; mixed-use monofunctional office area; area transformation; structural vacancy; office vacancy.
Introduction
Vacancy has been a problem in the Netherlands for over decades. Today we are dealing with a total amount of 7.7 million m$^2$ of vacant office space, which is almost 19% of the total office stock of 40.5 million m$^2$ in the Netherlands (CLO, 2017). Even though overall vacancy has been decreasing in the past years, the problem of structural vacancy, office space that is vacant for more than three years, is still increasing (DTZ, 2017).

A large part of structural vacant offices can be found in monofunctional office areas (EIB, 2012). These locations are characterised by a minimum of 10,000 m$^2$ of office space, only focusing on housing office functions (Van Velzen, 2013), and built with a focus on car accessibility. These monofunctional locations have similar characteristics, which are the main cause of vacancy at these locations: out-dated offices with no recognisable appearance, an isolated location on the outskirts of the city, a bad image, insufficient parking and an incoherent urban design. These problems mainly arise from characteristics of the bad location (Schalekamp, 2009). Market trends furthermore caused that the office market is no longer determined by extension since there is no quantitative need for new offices. A shift towards a replacement market has occurred, where new buildings drive out bad buildings, causing a demand for new types of offices.

To prevent structural vacancy and break the downward spiral of these office areas, a structural solution is required. Transformation on building level however does not contribute to solving the problems of safety and liveability of the whole area. Therefore an area-based approach is required that goes hand in hand with the approach of object transformation. In order to make these areas vibrant again, the redevelopment into a mixed-use urban area seems one of the solutions to reverse the tide of vacancy in these areas and offers a sustainable solution to prevent relapse in the future. The transformation of an office area includes multiple involved actors, each with its own role, goals and objectives. Thereby, transformation to mixed-use requires insight in mixed-use characteristics (Figure 1).

Currently, no strategy exists on how to redevelop a monofunctional office area into a mixed-use area. Therefore this research aims at providing a new urban development strategy by exploring the relevant strategic activities that contribute to the transformation of a monofunctional office area into a mixed-use urban area. It answers the main research question:

“Which strategic activities within an urban development strategy contribute to the transformation of a mono-functional office area into a mixed-use urban area?”

To answer this main research questions, sub-questions are defined and answered:

- What is urban area development?
- What are urban area development strategies?
- Which strategic activities exist within urban development strategies?
- Which strategic activities within urban development strategies are important for urban development?
- What is mixed-use development?
- Which mixed-use aspects are important for urban area development?
- How is mixed-use implemented in urban area development?
- Which actors are involved in urban area development?
- What are the roles/objectives/goals of involved public & private actors in urban area development?
- How do roles/objectives/goals of actors conflict or align?
- How do actors contribute to the implementation of mixed-use in the urban area development?
Method

To answer the main research question, a research design is set up for a qualitative research. The research design is divided into four parts: The theoretical framework, empirical research, lessons drawing and the design of a development strategy (Figure 2).

In the theoretical framework the research is demarcated. Insight is generated in urban development strategies, the process of urban development with its involved actors and in the characteristics of mixed-use development. In the empirical research, three development locations are studied by means of an empirical case study. Interviews are conducted and case documents are analysed to determine the most important strategic activities related to these development projects. The cases selected are the Binckhorst in The Hague, Amstel III in Amsterdam and Strijp S in Eindhoven; three cases on different locations, with a surface of at least 10 ha, all located in the fringe of the city, using a different area development approach. Third, a cross-case analysis is performed, reflecting the case results on the theoretical framework in order to define the lessons relevant for the transformation of a monofunctional office area. The determined lessons are discussed with several experts to validate their relevance with regard to an area transformation process, and complemented into their final form. In the strategy design the lessons learned are used for the design of the urban development strategy.

Theory

In the theoretical framework, urban area development, urban development strategies, mixed-use characteristics and the involved actors are defined. This literature research serves as a context for the empirical research that is carried out subsequently.

Urban area development strategies

The transformation of a monofunctional office area into a mixed-use urban area concerns an urban development. It has been since the nineties that urban areas are approached as large-scale projects that required an integrated approach, where the municipality was in charge of the full master plan development. However, last years a shift towards an organic approach has occurred. This approach includes an involvement of other (new) actors and a different facilitating role of the municipality. The urban development has an open-ended character so the area is gradually transformed into a new function. Amstel III and the Binckhorst are examples of development projects with an organic approach, whereas Strijp S is approached as an integrated project development.

In order to transform an office area into mixed-use an urban development strategy is required. A strategy consists of both a product and a process (Figure 3), where the product is primarily stating a strategic frame. The process is on-going, first aimed at finding the frame and then using the frame (Daamen, 2010; Healey, 2007).

In practice, urban development projects are characterized by concrete material interventions; the strategies behind these projects essentially consist of decisions and actions, which are produced by actors who intend to realize buildings, infrastructure and public space.
(Daamen, 2010, p. 256). These decisions and actions can be categorized in strategic activities: planning, visioning, venturing and learning (Figure 4).

<table>
<thead>
<tr>
<th>Strategic Process</th>
<th>Deliberate Plan</th>
<th>Emergent Pattern</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategic Planning</td>
<td>Deliberate plans about tangible positions.</td>
<td>Emergent patterns manifested as tangible positions.</td>
</tr>
<tr>
<td>Strategic Visioning</td>
<td>Deliberate plans in the form of a broad perspective.</td>
<td>Emergent patterns that result in a broad perspective.</td>
</tr>
<tr>
<td>Strategic Venturing</td>
<td>Strategic learning</td>
<td></td>
</tr>
<tr>
<td>Strategic Programming</td>
<td>Strategic Designing</td>
<td></td>
</tr>
</tbody>
</table>

**Figure 4: Strategic activities (Daamen, 2010)**

Whereas strategic planning consists of deliberate plans with tangible products (plan-making & programming), strategic venturing concerns emergent patterns with tangible products (place-making & discovering). Furthermore strategic visioning is about deliberate plans in a broad perspective (sense-making & (re)framing/interpreting), whereas strategic learning also is about a broad perspective, only emerging as a pattern instead of being a deliberate plan (future-making & imagining/designing). These strategic activities are operationalized by reflecting on practice in the empirical research.

**Actors involved**

Different type of actors are involved in urban area development. The public actors concern the government, province and municipality. Because of time limitations, this research focuses on the municipal role in urban area development. The private actors concern owners/investors, developers and current users of real estate.

Municipalities can act upon area development in different roles, using different types of policy instruments that concern adaptation of vacant offices. They can act framing in policy-based and legal and planological ways, or be initiating or facilitating. The used policy instruments are linked to the roles of the municipality. The municipality is able to initiate area development when they own the land within the development area. They can prepare the land and sell it, put it in the market as a tender, or they prepare and develop the land themselves. In Amsterdam, The Hague and Utrecht leasehold contracts still exist, reducing the ability to steer upon municipal development plans and therefore this type of ownership requires a different steering method.

Private parties, e.g. project developers and investors, are increasingly playing a role in area development. Their great market knowledge increases their involvement in area development. Private parties are able to initiate developments on their own land, but always require municipal permission. They can develop their land for their own account and risk in accordance with the land use plan. If private parties do not have any land position, they can acquire the land to become in the position to participate in area development, or they can attend a selection procedure, tendered by a public party.

Public and private parties can also collaborate. Public private collaboration forms involve mutually coordinated objectives, which increases the effective and efficient decision making process of the area development, positively influencing the area development. A joint venture model often occurs if private parties have a significant ground position. However, municipalities can also voluntarily choose to involve parties to start an area development.

**Mixed-use**

Mixed-use development suggests a development that combines more than one land use, in other words, the presence of multiple functions within a certain area. Mixed-use occurs in different settings, of which the distinction between building level and area level is most important. To reach a full mixed-use development, a mix of functions must be present within four different layers (Hoppenbrouwer & Louw, 2005), measured in the urban texture (Figure 5). Whereas the shared premise dimension and the vertical dimension occur within a building block, meaning more than two functions present in this layer, the horizontal dimension occurs within the area, so multiple functions present in the area. The time dimension occurs within both levels, showing a mix of functions active at different hours. At last, the mixed urban texture can be measured by the certain degree of grain and density, i.e. the densification of the area, and the permeability, i.e. the possible routes for pedestrians through the area (Rowley, 1998).
Furthermore, a mixed-use development requires a coherent plan, where at least three functions are interacting and integrated. A mixed-use area must be a live-work-play environment (a residential, work, and recreation area) where space usage is optimized, and where the public space is oriented on the pedestrian user. Combining these aspects within an area ensures a mixed-use urban area.

Empirical research

In the empirical research three development locations have been studied by analysing case documents and executing interviews. The empirical research has analysed the strategic activities related to the area development process and the way mixed use is implemented in these cases. The results serve as input for the definition of the lessons learned that is carried out subsequently.

Interviews are conducted with 12 people involved in the area developments in Amstel III and the Binckhorst, where an organic approach has been used. For Strijp S no interviews have been executed. This development has an integrated approached. The semi-structured style of interviewing allowed to discuss specific situations as well as several fixed topics: the initiative of the area development, the role of the interviewees organisation and its cooperation with other actors, the process of the area development, and the way mixed-use is implemented in the plan. The semi-structured style helped to find the motives to start the area development and the specific actions taken by the actors that contributed to the development process.

The most important findings of all cases are merged and shown in Table 1, categorized as strategic activities of the urban development process and product.

Learned lessons

Based upon a cross-case comparison and a reflection of these results upon the theoretical framework, lessons are defined. The lessons are categorized as strategic activities of an urban development strategy.

Strategic planning (plan making & programming)

- A clear vision document is required, showing the mixed-use requirements:
  - Sub-areas based on infrastructural grid
  - A mix of at least three functions is required to get a mixed-use urban area;
  - A plan for infrastructure & public space development is required;
  - The infrastructure development must focus on slow-traffic routes;
  - Densification of the area contributes to the development of a mixed-use urban area;
  - Mixed-use should occur in every layer to ensure a mixed-use development;
  - Demolition & new building contributes to adding new quality to the area.

Strategic venturing (place-making & discovering)

- A first large-scale trend-setting transformation project attracts new developers;
- Pioneering activities contribute to putting the area back on the map.

Strategic visioning (future-making & imagining / designing)

- Get insight in all land positions before starting an urban area development;
A clear vision for the urban area development is required from the start.

**Strategic learning (sense-making & (re)framing / interpreting)**
- Consider a change of the municipal role during the process;
- Involve stakeholders to determine a guideline for the urban area development;
- Collaborating market parties contributes to the coherence of the area development plans;
- Collaborating public & private parties in sub-areas contributes to the speed of the area development process and coherence of the development plan;
- Organizing network meetings contributes to creating support in the area.

The lessons are validated and complemented by expert consultations sessions. The finalized lessons are categorized as strategic activities for urban area development and subdivided as part of the process or product of the urban development, as shown in Table 2. Based upon these lessons, the urban development strategy is designed.

**Table 1: Strategic activities of studied development locations in the empirical research**

<table>
<thead>
<tr>
<th>Activity</th>
<th>Process – finding the frame, using the frame</th>
<th>Product – strategic frame</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planning – deliberate plans with tangible product</td>
<td>Approach based upon land positions</td>
<td>Vision document</td>
</tr>
<tr>
<td></td>
<td>• Public space &amp; infrastructure development</td>
<td>• Sub-areas</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Densification by adding (social) functions</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Connection with city</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Hierarchy of roads</td>
</tr>
<tr>
<td>Venturing – emergent patterns with tangible products</td>
<td>Large-scale first development</td>
<td>• Transformation &amp; demolition</td>
</tr>
<tr>
<td></td>
<td>• Market initiatives</td>
<td>• Infrastructural plan</td>
</tr>
<tr>
<td>Visioning – deliberate plans within a broad perspective</td>
<td>Create area vision</td>
<td>• Master plan</td>
</tr>
<tr>
<td></td>
<td>• Initiative team</td>
<td>• Intensification</td>
</tr>
<tr>
<td></td>
<td>• Cooperation in sub-areas</td>
<td>• Infrastructure bundling</td>
</tr>
<tr>
<td></td>
<td>• Framework at early stage</td>
<td></td>
</tr>
<tr>
<td>Learning – emergent patterns within a broad perspective</td>
<td>Changing municipal role</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Create supportive network</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Public private partnership</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Open attitude towards market</td>
<td></td>
</tr>
</tbody>
</table>

**Table 2: Lessons learned**

<table>
<thead>
<tr>
<th>Activity</th>
<th>Process – finding the frame, using the frame</th>
<th>Product – strategic frame</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>4. A first trend-setting transformation project</td>
<td>a. Densification by using at least three functions</td>
</tr>
<tr>
<td></td>
<td>5. Pioneering</td>
<td>b. Public space &amp; infrastructure development</td>
</tr>
<tr>
<td></td>
<td>1. Insight in all land positions</td>
<td>c. A mix of functions in each layer</td>
</tr>
<tr>
<td>Venturing – emergent patterns with tangible products</td>
<td>2. Overview of involved stakeholders</td>
<td>d. Focus on slow-traffic</td>
</tr>
<tr>
<td>Visioning – deliberate plans within a broad perspective</td>
<td>3. Define and provide a vision</td>
<td>e. Demolish to add quality</td>
</tr>
<tr>
<td>Learning – emergent patterns within a broad perspective</td>
<td>6. Consideration of the municipal role</td>
<td></td>
</tr>
<tr>
<td></td>
<td>8. Collaborating public and private parties</td>
<td></td>
</tr>
</tbody>
</table>
Proposed urban development strategy

The proposed urban development strategy (Figure 7) consists of a process and a product. The proposed strategy shows the strategic activities that contribute to the transformation of a monofunctional office area. Naturally, each stakeholder has its own strategy regarding smaller scale project developments in a mixed-use area. This urban development strategy provides an overview for collaboration, and the first tasks that contribute to the area transformation. The urban development strategy consists of two main steps with its strategic activities.

Ideally, before starting an area transformation process, a clear vision for the development must be available. This concerns a strategic visioning activity (Figure 8), initiated by the municipality. Getting insight in land positions enables to involve all relevant stakeholders. Involving these actors contributes to drawing a vision that is supported by both public and private parties.

The vision document concerns a strategic planning activity (Figure 8) as the result of finding the frame by strategic visioning. An overview of the sub-areas and all mixed-use requirements related to real estate, infrastructure and public space must be provided. To realize mixed-use within the area, the development plan must show how coherence is established. Adding new functions in addition to the offices increases the densification, which brings back the human size in the area. Implementing the functions in each layer within the area, meaning a combination of functions within one room, one building, between different buildings and on different time frames also contributes to the coherence. Different functions spread through the area motivate people to make movements, increasing the liveliness of the area. Therefore the document must show a plan for the infrastructural development focused on slow traffic, to increase the permeability of the area, and a development plan for public transport.

The next relevant strategic activities contribute to the area transformation. First of all, a large-scale transformation project of an office building into a new function concerns a strategic venturing activity. The municipality must adapt a facilitating role, and market parties must take the lead. This will kick-start the area development and will attract new developers. In addition, pioneering activities, also strategic venturing activities, contribute to the area development process. These include marketing of the area, small-scale investments and initiatives that boost the area on short term. Pioneering activities can be initiated by anyone; market parties could take the role, or the municipality can start initiatives. Furthermore, establishing a network by involving all relevant stakeholders concerns a strategic learning activity (Figure 11). Network meetings contribute to creating support in the area, functioning as a platform where public, private parties and other stakeholders can share their concerns and present their plans, which contributes to the coherence of the plan.

At last, cooperation within sub-areas concerns a strategic visioning activity and ensures the right implementation of mixed-use in each sub-area (Figure 12). This not only contributes to the cohesion between the actors in the area, it also contributes to the cohesion between development plans in the area and to the ability to implement social functions in sub-areas. Involving public and private parties in creating sub-area visions for parts of the development area will improve the process of plan realisation and cohesion of the total development area.

An efficient and effective process of transforming a monofunctional office area into a mixed-use urban area can be reached by executing the indicated strategic activities.
FIGURE 7: PROPOSED URBAN DEVELOPMENT STRATEGY (CONSISE) (OWN ILL)

FIGURE 8: STEP 1 OF THE PROCESS – STRATEGIC VISIONING

FIGURE 9: PRODUCT STEP - STRATEGIC PLANNING

FIGURE 10: STEP 2 OF THE PROCESS - STRATEGIC VENTURING

FIGURE 11: STEP 2 OF THE PROCESS - STRATEGIC LEARNING

FIGURE 12: STEP 2 OF THE PROCESS - STRATEGIC VISIONING
Conclusion
The theoretical framework, where the boundaries for an urban area development strategy have been determined, and the empirical research, where insight in actual development projects is gained, are analysed in a cross-case comparison. Results from the theoretical framework and the empirical research are used to define the lessons learned for an urban area development, on which the proposed strategy is based. The research question for this research is: “Which strategic activities within an urban development strategy contribute to the transformation of a monofunctional office area into a mixed-use urban area?”

The proposed urban development strategy consists of a process and a product. Whereas the product describes the strategic frame, the mixed-use requirements, the process focuses on finding this frame and then using the frame. It can be concluded that the strategic activities – strategic planning, learning, venturing and visioning contribute to the transformation of an office area into mixed use.

Strategic visioning is required from the start, to determine the vision for the area transformation. By creating insight in all land positions and involving all relevant stakeholders it shows the process of ‘finding the frame by strategic visioning’. The result of this is a vision document that described a strategic planning activity: a document that includes the defined sub-areas within the area and the mixed-use requirements for the area transformation.

Secondly, strategic venturing, learning and visioning are important activities to start up the area development, and show ‘the use of the strategic frame’. Strategic venturing activities include a first large-scale transformation project and pioneering activities as place-making, small-scale initiatives and marketing of the area, both to kick-start the urban area development and attract new developers with new development plans, that contribute to the area transformation. Strategic learning activities include the establishment of a network in the area where both public and private parties can share their concerns to bring back cohesion in the area. Strategic visioning activities at last concern drawing up sub-area visions to ensure a right implementation of mixed-use in the each sub-area, contributing to the coherence of the total development plan. This all requires a facilitating municipal role from the start, changing into steering or directing when the development continues. The initiative for the urban area development lies with the market.

By implementing these strategic activities the transformation of a monofunctional office area into a mixed-use urban area can be established.

Recommendations
Because this research is bound by means and time, recommendations are made, which function as input for further academic and empirical research.

Further research:
This study could be extended by including the role of the province and government in urban development, and their influence on the municipal role and policies. In addition, this strategy is based upon only three cases, so more case studies must be executed to increase the validity of this research. The cases showed a start of the development just after the crisis. Studying an urban area development in an economic healthy situation would be interesting to compare with the results of this study. In addition, it would be interesting to see how the transformation process of the cases studied continue, to find success factors and expand the proposed strategy for the whole process of the urban area development. At last, a study into the vision creation process of the municipality is recommended. This is a time consuming process, so further research in the optimization of this process would also contribute to urban development.

Practice:
The proposed strategy has not been tested in the market yet. Practical research would contribute to testing the strategy, to complement it. In addition, this research focused on the initiative of the development only. The urban area developments must continue to be able determine the next steps, which then can be included in the urban development strategy. In addition, further research into the optimal division of mixed-use in the area, so this can be added to the vision document for the urban area development. At last, further research into the impact of the pilot Environmental Plan on urban area development can create insight in how it affects urban developments.
References


MASTER THESIS
S.C. HUIJSMANS – AN URBAN DEVELOPMENT STRATEGY FOR MIXED-USE OFFICE AREA TRANSFORMATION
READING GUIDE

This report consists of the following chapters:

Chapter 1. Introduction

The introduction describes the background of this research. It introduces the motivation for the research topic, explains its relevance and states the main research question and sub-questions for this research. It concludes with the societal and scientific relevance of this research and its utilization potential.

Chapter 2. Research approach

The second chapter describes the research approach, which consists of the used research methods and organisation.

Chapter 3. Theoretical framework

Within the theoretical framework the main aspects of urban area development and urban development strategies are explained. Furthermore it provides information about the characteristics of mixed-use and introduces all involved actors and their way of cooperation within urban area development.

Chapter 4. Empirical research

The empirical research describes the three case studies performed to generate insight in practice. Amstel III in Amsterdam, the Binckhorst in The Hague and Strijp S in Eindhoven have been studied and information about the development locations is provided in the case description. Based upon this description a critical analysis is made and the strategic activities contributing to the area development are determined for each case.

Chapter 5. Lessons learned

In a cross-case comparison, the theoretical framework and empirical research are reflected upon each other. Based upon this comparative study, the lessons learned are defined. The lessons are validated and complemented by consulting multiple experts. The lessons learned function as input for the strategy design.

Chapter 6. Strategy design

The last chapter describes the proposed strategy. Based upon the lessons learned, an urban development strategy is designed that describes the strategic activities that contribute to the transformation of a monofunctional office area into mixed-use urban area.

Conclusion

The final part of this thesis consists of the conclusion. Furthermore, recommendations are given for practice and further research. The discussion and reflection look back on the research process and its result.

The report concludes with a reference list and the appendix.
FIGURES & TABLES

Figures
Figure 1: CONCEPTUAL MODEL (OWN ILL.) ................................................................. 8
Figure 2: RESEARCH DESIGN (OWN ILL.) ................................................................. 9
Figure 3: URBAN DEVELOPMENT STRATEGY (DAMEN, 2010) .................................... 9
Figure 4: STRATEGIC ACTIVITIES (DAMEN, 2010) .................................................... 10
Figure 5: MIXED LAND USE FOR FOUR DIMENSIONS (Hoppenbrouwer & Louw, 2005)... 11
Figure 6: MIXED-USE REQUIREMENTS (Hoppenbrouwer & Louw, 2005; ROWLEY, 1998)... 11
Figure 7: PROPOSED URBAN DEVELOPMENT STRATEGY (CONSISE) (OWN ILL.) .......... 14
Figure 8: STEP 1 OF THE PROCESS – STRATEGIC VISIONING ..................................... 14
Figure 9: PRODUCT STEP - STRATEGIC PLANNING ..................................................... 14
Figure 10: STEP 2 OF THE PROCESS - STRATEGIC VENTURING .................................... 14
Figure 11: STEP 2 OF THE PROCESS - STRATEGIC LEARNING ..................................... 14
Figure 12: STEP 2 OF THE PROCESS - STRATEGIC VISIONING ..................................... 14
Figure 13: VACANCY LEVELS (CLO, 2017) ................................................................. 25
Figure 14: SUPPLY & VACANCY OF OFFICE SPACE (BAK, 2011, EDITED BY ElB, 2012)... 26
Figure 15: CONCEPTUAL MODEL (OWN ILL.) ............................................................ 31
Figure 16: RESEARCH DESIGN (OWN ILL.) ................................................................. 35
Figure 17: PROJECT DEVELOPMENT VS. URBAN AREA DEVELOPMENT (OWN ILL.) ......... 40
Figure 18: ORGANIC URBAN DEVELOPMENT VS. INTEGRATED URBAN DEVELOPMENT (Buitelaar, 2014) ................................................................. 41
Figure 19: AREA DEVELOPMENT PHASES (VROM, 2011; WOTING, 2006) ..................... 42
Figure 20: URBAN DEVELOPMENT STRATEGY (OWN ILL. BASED ON DAMEN, 2010; HEALEY, 2007) ................................................................. 43
Figure 21: STRATEGIC ACTIVITIES (DAMEN, 2010, BASED ON MINTZBERG 2008, AND HEALEY, 2007) ................................................................. 44
Figure 22: INFLUENCE ON MIXED-USE DEVELOPMENT (ROWLEY, 1998) ..................... 47
Figure 23: MIXED LAND USE FOR FOUR DIMENSIONS (Hoppenbrouwer & Louw, 2005) 48
Figure 24: AMSTEL III, THE BINCKHORST AND STRJP S (GOOGLE IMAGES) ............... 64
Figure 25: IMPRESSIONS OF AMSTEL III (GOOGLE IMAGES) ...................................... 65
Figure 26: TIMELINE OF THE AMSTEL III PROCESS (OWN ILL.) ................................. 66
Figure 27: SCHEMATIC IMPRESSION OF THE MIXED-USE PROGRAM IN AMSTEL III (Gemeente Amsterdam, 2017) ......................................................... 67
Figure 28: IMPRESSIONS OF THE BINCKHORST (GOOGLE IMAGES) ........................... 70
Figure 29: TIMELINE OF THE BINCKHORST DEVELOPMENT ...................................... 71
Figure 30: IMPRESSIONS OF STRJP S (GOOGLE IMAGES) ........................................... 74
Figure 31: TIMELINE OF THE STRJP S DEVELOPMENT ................................................ 75
Figure 32: ORGANIC VS. INTEGRATED DEVELOPMENT (OWN ILL. BASED ON BUITELAAR, 2014) ................................................................. 82
Figure 33: CONCISE VERSION OF THE URBAN DEVELOPMENT STRATEGY (OWN ILL.) ................................................................. 99
Figure 35: TIMELINE AMSTEL III DEVELOPMENT (OWN ILL.) ................................... 128
Figure 36: “ONTWIKKELPERSPECTIEF” AMSTEL III (Gemeente Amsterdam, 2017) ........ 129
Figure 37: SCHEMATIC IMPRESSION OF THE MIXED-USE FUNCTIONS (Gemeente Amsterdam, 2017) ................................................................. 131
Figure 38: FUNCTIONS AS DETERMINED IN THE “STRATEGIEBESLUIT” (Gemeente Amsterdam, 2017) ................................................................. 131
Figure 39: TYPOLOGY OF THE EDGES IN THE PUBLIC SPACE (Gemeente Amsterdam, 2017) ................................................................. 132
Figure 40: URBAN GUIDELINES (OWN ILL. BASED UPON GEMEENTE AMSTERDAM, 2017) ................................................................. 132
Figure 41: TIMELINE BINCKHORST DEVELOPMENT (OWN ILL.) ................................... 133
Figure 42: DEVELOPMENT POTENTIAL PER SUB-AREA (Gemeente Den Haag, 2011) .... 136
Figure 43: NUMBERS OF FUNCTIONS AS DETERMINED IN THE ‘OMGEVINGSPLAN’ (GEMEENTE DEN HAAG, 2017) ................................................................. 136
Figure 44: MAPS FROM THE ‘OMGEVINGSPLAN’ (Gemeente Den Haag, 2017) ............ 137
Figure 45: TIMELINE AREA DEVELOPMENT STRJP S (OWN ILL.) ................................ 138
Figure 46: NUMBERS OF FUNCTIONS AS DETERMINED IN THE MASTERPLAN (AUSSEMS, 2010) ................................................................. 140
Figure 47: MASTER PLAN PLANNING UNITL 2030 (WWW.STRIJP.S.NL) ......................... 140
Tables
TABLE 1: MOST IMPORTANT FINDINGS OF THE EMPIRICAL RESEARCH.........................................................12
TABLE 2: LESSONS LEARNED BASED UPON CASE COMPARISON & EXPERT CONSULTATION.................................12
TABLE 3: STEP-BY-STEP PLAN FOR URBAN DEVELOPMENT (BASED UPON JANSEN, 2008)..............................42
TABLE 4: MIXED-USE DEVELOPMENT CONSIDERATIONS (CITED IN METZINGER (2017), ADAPTED FROM ROWLEY, 1996).................................................................49
TABLE 5: WHY MIXED-USE (COUPLAND 1997, P.4)..................................................................................49
TABLE 6: INVOLVED ACTORS IN AREA DEVELOPMENT (Carmona, De Magalhães, & Edwards, 2002)..................51
TABLE 7: STAKEHOLDERS AND THEIR MOTIVATIONS (CARMONA ET AL., 2002)......................................51
TABLE 8: ROLES OF PUBLIC ACTORS ........................................................................................................52
TABLE 9: PUBLIC STEERING ROLES AND INSTRUMENTS (Heurkens, Adams, & Hobma, 2015)......................54
TABLE 10: GOVERNMENTAL, PROVINCIAL AND MUNICIPAL POLICY INSTRUMENTS (Zijlstra, 2015).............54
TABLE 11: PRIVATE ACTORS INVOLVED IN AREA DEVELOPMENT ..........................................................55
TABLE 12: SUB-QUESTIONS FOR THIS GRADUATION RESEARCH................................................................61
TABLE 13: STRATEGIC ACTIVITIES IN THE BINCKHORST DEVELOPMENT ..................................................74
TABLE 14: STRATEGIC ACTIVITIES IN THE STRIJP S DEVELOPMENT .........................................................77
TABLE 15: STRATEGIC ACTIVITIES CATEGORIZED AS PROCESS OR PRODUCT ASPECTS..........................78
TABLE 16: STRATEGIC ACTIVITIES OF THE RESEARCHED DEVELOPMENT LOCATIONS ................................81
TABLE 17: LAND OWNERSHIP IN THE RESEARCHED DEVELOPMENT AREA’S ........................................................81
TABLE 18: COMPARISON BETWEEN THE INTEGRATED DEVELOPMENT PROCESS OF STRIJP S AND THE BINCKHORST ..............................................................82
TABLE 19: ROLES OF THE ACTORS IN THE CASES .....................................................................................83
TABLE 20: ROLES OF THE ACTORS IN THE CASES .....................................................................................83
TABLE 21: ROLES OF THE ACTORS IN THE CASES .....................................................................................83
TABLE 22: STEERING TOOLS USED FOR DIFFERENT LAND POSITIONS ......................................................84
TABLE 23: PUBLIC STEERING INSTRUMENTS USED IN THE CASES (Heurkens, Adams, et al., 2015)...............84
TABLE 24: MIXED-USE FUNCTIONS IN THE AREA DEVELOPMENT ..........................................................87
TABLE 25: MIXED-USE ASPECTS PRESENT IN THE CASES ...........................................................................87
TABLE 26: MIXED-USE LAYERS PRESENT IN THE CASES .............................................................................88
TABLE 27: STRATEGIC ACTIVITIES BASED UPON THEORETICAL AND EMPIRICAL RESEARCH .............89
TABLE 28: LESSONS LEARNED, DEFINED AS STRATEGIC ACTIVITIES FOR URBAN DEVELOPMENT ..........90
TABLE 29: LESSONS LEARNED, CATEGORIZED AS STRATEGIC ACTIVITIES ............................................95
TABLE 30: LESSONS LEARNED, CATEGORIZED AS STRATEGIC ACTIVITIES ............................................99
INTRODUCTION
This research focuses on the process of transforming a structurally vacant monofunctional office area into a mixed-use urban area. This chapter describes the motivation for this research; the problem analysis and problem statement, followed by the main research question for this research, and it concludes with the relevance of the research subject.

1.1 Motivation
Vacancy has been a problem in the Netherlands for over decades. In 2006 the office stock of the Netherlands was 45 million m², of which almost 6.3 million m² was vacant (Remøy, 2010; Remøy & van der Voordt, 2014b). Today, at the end of 2017, we have to deal with a total vacancy of 7.67 million m² (CBS, 2017; DTZ, 2017), of which 5 million is structurally vacant (Figure 13) (CLO, 2017).

![Vacancy levels](chart.png)

**FIGURE 13: VACANCY LEVELS (CLO, 2017)**

The vacancy of office space in the Netherlands is decreasing. Although 10 years ago there was less vacancy, compared to today the situation is improving. In 2015 there was a vacancy of 8.69 million m² within the total office stock of 40.97 million m². In 2016 this number of total stock decreased to 40.7 million m², of which 8.44 million m² is still vacant. Today, in 2017 this number decreased to 7.67 million m², within a total stock of 40.46 million m². This is 18.9% of the total office stock in the Netherlands (CLO, 2017).

Although the amount of vacant office space has dropped, the problem of structural vacancy on the other hand is still increasing (DTZ, 2017). Structural vacant office space is vacant for more than three years (Remøy, 2010), and is caused by a mismatch between office buildings’ functional lifespan and their technical lifespan. Eventually, structural vacancy results in the end of an office buildings’ economic lifespan (Remøy, 2010), which creates deteriorated areas (Labruyere, 2015).

1.2 Problem analysis
The problem analysis is made up of an analysis of the emergence of monofunctional office areas and what has caused the vacancy in these areas. Subsequently, it addresses the problem of monofunctional office areas and the complexity of transforming these areas.
1.2.1 Monofunctional office areas

Vacancy of office buildings is caused by a mismatch between demand and supply of office space. However, this mismatch is not only about quantitative figures; a mismatch in the quality of the office space has also turned out to be a problem (Remøy, 2010, p. 22).

The cause of the large number of vacancy lies in changes in the real estate market. During 20th century office locations developed in specific parts of the city. The industrial revolution created a preference for constructing office buildings close to the industrial locations, so banks, governmental offices and stock exchanges moved from the mixed city centre locations towards a separated culture (Remøy, 2010, p. 13). This functional separation of industry, offices, housing, retail and culture arose from the ideology of creating a better life for the working class (Remøy, 2010), so these office areas were developed in city fringes near the industrial locations, where residential functions had no development potential. The transition from the industrial to the information economy changed the building environment once more (Remøy & van der Voordt, 2014a). Although urban transition changed former industrial sites into central urban locations, this movement also created new modern office locations, which were located at city fringes as well. These locations are characterised as monofunctional, where over 10,000 m² LFA (lettable floor area) office space only focuses on housing office functions (Van Velzen, 2013, p. 10). These back-office locations are built with a focus on car accessibility. Today these locations still accommodate a large part of the existing office supply (EIB, 2012, pp. 7, 15, 16; Remøy, 2010, p. 13), as shown in Figure 14.

![Figure 14: Supply & vacancy of office space (BAK, 2011, edited by EIB, 2012).](image)

Monofunctional offices can be found in many cities in the Netherlands with a reasonable supply of offices. Example of some of these areas, besides the selected case studies, are Berg Wijkpark in Diemen, Plaspoelpolder in Rijswijk, Rijnsweerd in Utrecht, Rivium in Capelle a/d IJssel, Brainpark in Rotterdam and Gelderse Poort in Arnhem. According to Schalekamp (2009) these locations all have similar characteristics, which are the main cause of vacancy at these locations.

The cause of vacancy

The high vacancy rate in these monofunctional office areas is caused by out-dated office buildings and a lack of recognizable appearance in these areas. However, not only the buildings but also the location seems to be a reason for vacancy (Schalekamp, 2009). From the 90’s multiple companies moved from these locations to the inner city. The lack of liveliness of these monofunctional areas caused a movement towards a multimodal node, characterised by liveliness and amenities, creating vacancy in their former office buildings. Monofunctional office areas not only are ‘dead’ after office hours, which entail the necessary insecurity, but companies also are not able to use facilities in the area. The areas are located in the fringes of the city, mostly isolated from the rest of the area. These characteristics have given the areas a poor image. Furthermore, the insufficient parking space and the urban design of the area with various offices of different sizes on an orthogonal grid does not contribute to the attractiveness of the area. In summary, office areas are very unpopular as location by:
• Outdated offices with no recognizable appearance
• Monofunctionality (lack of facilities and vulnerability)
• Isolated location on the outskirts of the city
• Bad image
• Insufficient parking
• Urban design (incoherent)

Thereby, nowadays, trends as technological advances, telecommunication, new ways of working and the financial and real estate crisis (Hegeman, 2011; Most, 2013) have led to changes in demand of office space that often not responded to the supply. This resulted in a reduction in the need for office space (Remøy & van der Voortd, 2014b). Simultaneously, overproduction has characterised office market developments after 2000. By continuously adding more office space to the market, for example because of qualitative reasons, the structural vacancy has continued to increase. As a consequence, office markets have become a replacement market (Gemeente Rotterdam, 2015, p. 18). The office space demand is no longer determined by extension since there is no quantitative need for new offices; so new buildings drive out bad buildings.

Concluding, vacancy of monofunctional office areas can be regarded as a location problem. The outdated offices and market trends certainly play a role in vacancy, but the problems arise mainly from characteristics of the bad location. To prevent structural vacancy, also a structural solution is required. This means that both the vacancy of offices themselves and the additional problems caused by vacancy must be tackled. Only in this way the downward spiral of monofunctional office areas can be broken.

Problems of vacancy
Vacancy not necessarily is a problem, because vacancy also enables to make movements between office buildings. Although vacancy is often worrying, it also offers opportunities for businesses, such as freedom of choice and the potential for developments.

In order to distinguish between necessary and worrisome vacancy, four different types of vacancy can be distinguished (Keeris, 2006):

• Initial vacancy: About 1-2% of the total vacancy is caused by unrented office space after delivery of new buildings
• Friction vacancy: Some vacancies are necessary to enable relocations on the office market. The bridging period between two consecutive rental periods requires approximately 4-5% vacancy in the office market
• Economic vacancy: Temporary vacancy due to cyclical fluctuations (pig cycle). This vacancy will disappear first when the market is improved.
• Structural vacancy: disturbing vacancy; premises are vacant for a longer period of time and when the market improves, these offices will not be rented again, because they do not match the demand of tenants.

Vacancy thus is part of the office market. However, if it leads to structural vacancy this is an actual problem. Intervention then is required. Although the vacancy rates in the Netherlands are decreasing, structural vacancy is a huge problem for owners of office buildings. Owners experience stagnant cash flows and see a decrease of value in their real estate. Thereby, within office areas fragmented ownership exists, which means that multiple building owners are involved, so they jointly have to come to an initiative (Roodbol, 2013; Schalekamp, 2009). This makes it very unlikely that only one party would be able to take on the redevelopment process of the whole area. Owners search for object specific solution (Hulsman & Knoop, 1998; Remøy, 2010, p. 105), but unfortunately in practice it appears to be difficult to initiate a process of redevelopment. Thereby, international investors, who often own these office buildings, prefer their buildings to remain offices instead of considering redevelopment, causing a problem when tackling the problem of vacancy on area level. Owners/investors seems to be stuck in their own role (Labruyere, 2015, p. 15); although they want to adapt, they are not able to do so. They not only carry the costs of the building depreciation when selling because of the high book value, they also suffer a lack of income in the vacant years before (Roodbol, 2013).
Vacancy also brings problems that not only bother public and private actors; the problems associated with structural vacancy often reinforce each other and create a negative area image. Since office owners lack income the vacant properties deteriorate, because there is lack of maintenance of both real estate and public space. This creates a decayed area, so the image and attraction of the area deteriorates (Labruyere, 2015, p. 4). Therefore structural vacancy can be addressed as a societal problem of economic decay; it is a downward spiralling circle of uncertainty and insecurity visualised through vandalism and graffiti, break-ins and illegal occupancy (Remøy, 2010). Since multiple actors experience this problem, there is an urge for a new approach.

Dealing with vacancy

It is necessary to counter the structural vacancy of offices in the Netherlands. The office market is struggling with a huge oversupply and the increase of vacancy will only cause monofunctional office area to get into a downward spiral. Therefore vacancy must be combatted with structural solutions.

There are several possible strategies for the owner to deal with vacant offices (Hek et al., 2004). By means of transformation, renovation & upgrading, consolidation, redevelopment, demolition and new construction, a structural vacant office building can be changed into a function for new use. According to Schalekamp (2009) the best way to deal with structural vacancy is to permanently change the function of vacant offices by means of transforming or demolition new construction. The residential function in particular appears to be very suitable, because coming years a demand for new homes is expected, especially in large cities in the Randstad. In addition, housing ensures continuous liveliness on the streets and favourable use of an area in combination with work. But retail, hotels, catering or entertainment could also offer a solution as a new function in the area (Heath, 2001). Furthermore, demolition offers solutions on sustainability level as well. By demolishing old unsustainable office buildings, new systems can be integrated in the new designed buildings and the area can be developed as a sustainable area.

Complexity of the problem

Transformation of an office area however comes with some obstacles when it comes to structural vacancy. First of all the alleged high book value of the structural vacant building is a problem, followed by the locations low potential for accommodating housing, not only because of the lack of flexibility of buildings to be transformed into dwellings, but also because office locations are often located near industrial areas. Thereby the limited legal and financial feasibility of transformation and the little knowledge and specific risks related to transformation projects and processes are seen as obstacles (Remøy, 2010, p. 13).

In addition to these obstacles, transformation of offices is only possible when a building is completely vacant. Unfortunately some parts of monofunctional office areas are experiencing structural vacancy in parts of the office buildings. In these monofunctional office area buildings are often partly rented out to tenants, since these locations attract tenants who prefer lower rents than they pay in the city. This causes the problem that transformation cannot be executed on building level.

Dealing with vacancy on building level does not seem to be a solution. A combination of multiple office building transformations seems necessary to tackle the problem in the whole area. According to Roodbol (2013) and Schalekamp (2009) an area-based approach is needed to break the downward spiral effect in a sustainable way. Therefore this research focuses on the transformation of these vacant offices on area level.
1.2.2 Mixed-use as a solution
The redevelopment of a monofunctional office area into a mixed-use area seems one of the possible strategies to reverse the tide of the vacancy in these office areas. Transforming a monofunctional office area creates a dynamic mixed-use area, which is vibrant and diverse, offering a sustainable solution to prevent relapse in the future. Area transformation is the art of connecting functions, disciplines, parties, interests and cash flows, always with the intention to (re)develop an area (De Zeeuw, 2007, p. 60). This is a complex project where everything is multiple; multiple stakeholders are involved, multiple cash flows, multiple problems, multiple interests, and above all, multiple functions.

According to Roodbol (2013) and Schalekamp (2009) an area-based approach is needed to break the downward spiral effect in a sustainable way. The necessity of an area-based approach is recognized in practice; the Covenant Offices Rotterdam (Schultz van Haegen, 2012) endorse this problem, but no specific solution has been found yet. This is partly due to the lack of knowledge about the conditions of an effective area-vacancy approach (Labruyere, 2015, p. 4). Thereby, an area-based approach is hard to achieve because of the complexity of the problem, the large amount of involved actors and the high investment costs and risks. And in the end an area-based approach still goes hand in hand with the approach of object transformation.

Urban development strategy
An area-based urban development strategy can help to reduce the structural vacancy on area level. A strategy is a way of describing how to get things done, a reaction on how to deal with future scenarios (Daamen, 2010). A good strategy takes into account existing barriers and resources; that means people, money, power, materials etc. The goal of an area-based development is to organise the interests of the different actors involved in the different stages of the process in such a way that it addresses the needs of the local area in conjunction with development requirements from a city-wide or metropolitan perspective (Franzen, Hobma, Jonge, & Wigmans, 2011). By means of a strategic tool structural vacancy in monofunctional offices areas can be dealt with.

1.3 Problem statement
Changes in the market recent years have created abandoned monofunctional office areas. Although these office areas are still rented by smaller tenants, who prefer lower rents than in the city, these monofunctional areas also experience the problem of structural vacancy in multiple parts of their buildings in the area.

The problem with these structural vacant areas is that vacancy creates deteriorated places, which makes companies reject these areas with vacant office space. This increases the downward spiral the office space market is currently in and does not increase the attractiveness of the area. In order to make these areas vibrant again redevelopment into a mixed-use area is a solution. Transforming vacant buildings and adding new functions helps to reduce vacancy, and create a new attractive part of the city.

Within area development, multiple actors are involved, each with their own role, goals and objectives. Insight in these different roles, objectives and goals in urban area development contributes to current existing scientific models on urban area development. Insight in how actors perform in urban area development projects and how mixed-use can be implemented in an area transformation contributes to scientific research.

Currently, no clear strategy exists on how to redevelop a monofunctional office area into a mixed-use area, which could potentially break the deadlock of vacancy in these areas. Only few researches have been focussing on the subject of area transformation lately. Providing a new urban development strategy contributes to the transforming such areas into a new attractive part of the city.
1.4 Question statement
The main objective of this research is to provide an urban development strategy for the transformation of a monofunctional vacant office area into a mixed-use urban area. Based upon this objective, the following main research question is formulated:

**RESEARCH QUESTION:**
Which strategic activities within an urban development strategy contribute to the transformation of a monofunctional structurally vacant office area into a mixed-use urban area?

In order to answer the main research questions, the following sub-questions must be answered. The sub-questions are divided in three categories: Insight in urban area development, urban area development strategies and strategic activities within urban area development generates insight in all aspects related to the development of an urban area. Furthermore, transformation into a mixed-use urban area requires insight in mixed-use characteristics and requirements. Lastly, the transformation of an urban area concerns cooperation of multiple involved actors. Therefore insight in all related actors and their cooperation within the process of area transformation is relevant for answering the main research question.

<table>
<thead>
<tr>
<th>Urban area development</th>
<th>Theoretical framework</th>
<th>Empirical research</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is urban area development?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>What are urban area development strategies?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Which strategic activities exist within urban area development strategies?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Which strategic activities are important for urban area development?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Mixed-use (product)</th>
<th>Theoretical framework</th>
<th>Empirical research</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is mixed-use development?</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Which mixed-use aspects are important for urban area development?</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>How is mixed-use implemented in urban area development?</td>
<td></td>
<td>✓</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Actors (process)</th>
<th>Theoretical framework</th>
<th>Empirical research</th>
</tr>
</thead>
<tbody>
<tr>
<td>Which actors are involved in urban area development?</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>How are actors involved in urban area development?</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>What are the roles/objectives/goals of involved actors in urban area development (public and private actors)?</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>How do roles/objectives/goals of the actors’ conflict/align?</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>How do actors contribute to the implementation of mixed-use in urban area development?</td>
<td></td>
<td>✓</td>
</tr>
</tbody>
</table>

As shown in the Table above the major part of the sub-questions is answered in the theoretical framework. Questions left open are answered by conducting empirical research.

1.5 Conceptual model
The conceptual model is a simplified reflection of the problem statement. The model shows which connections are expected between variables of this research and how they relate to each other to come to the proposed urban development strategy. The conceptual model (Figure 15) shows the variables relevant for developing a strategy that contributes to the transformation of monofunctional office areas into mixed-use urban areas.

This research focuses on the redevelopment of vacant offices on area level, with a focus on transformation to mixed-use, and aims at answering the main research question “Which strategic activities within a development strategy contribute to the transformation of a monofunctional structurally vacant office area into a mixed-use urban area?” As stated in the problem analysis, a part of structural vacant offices has the potential to be transformed into mixed-use. However, a part of the area is still occupied.
The structurally vacant office space in the area has potential to be transformed into mixed-use. In order to understand the transformation process of an office area, first of all insight in how the process is executed is required. By collecting input of the roles, the goals and the objectives of all involved actors in this urban area development process, and exploring how these objectives and goals conflict or align, exploring the ways of cooperation between these actors in current mixed-use development projects, insight is generated as input for the design of a new development strategy. In addition, the transformation into mixed-use also requests knowledge on what the area will become. Insight in the characteristics of mixed-use and the requirements for transforming an area into mixed-use also contributes to the design of a development strategy. The proposed strategy shows the relevant strategic activities as relevant steps for the redevelopment of a monofunctional office area into mixed-use urban area.

1.6 Research relevance
This section describes the societal and scientific relevance of the subject.

Societal relevance
There are several issues that can be addressed as societal relevance to this research topic. Office vacancy has a high societal relevance these days since vacancy has risen significantly after the crisis in 2008. Vacancy can be addressed as a problem for society, since vacancy creates abandoned places and affects the attractiveness of a region. The experience of vacancy makes areas uninviting and unsafe, which causes a downward spiral of these areas and makes the rental prices drop (Koppels, Remøy, & El Messlaki, 2011). This dropdown creates a poor investment image for developers, and thereby creates deterioration of quality of life. (Gemeente Rotterdam, 2016). The market shows that developers see economic opportunities in the market of residential and office development, but also notice that there are not enough buildings and/or sites to realise this. This is because most of these buildings are not
completely vacant. Instead, although rent prices are low, some tenants do not find the areas attractive to rent office space, which increases the structural vacancy of the area. The office market is imbalanced because of the large office stock supply.

In order to improve the quality of the area the aim is to reduce vacancy in these areas. By improving vacant areas the attractiveness will rise, which will cause investors to invest in the buildings in the area and makes the rental prices raise again. This is also beneficial for the building owners; by creating an attractive environment new tenants will be attracted to the area and rental prices will raise.

Since the outbreak of the economic crisis, area development is under pressure (Franzen & De Zeeuw, 2009). Many municipalities experience the negative financial impact of these projects. This research will help find innovative development methods to bend the downward spiral of vacant areas so that the quality of the areas will rise. By change of function of the area offices will be pulled out of the market, which will help to rebalance the market (Schalekamp, 2009).

Scientific relevance
In the Netherlands the issue of vacancy and transformation is present. Structural vacancy among offices is a reality in parts of the cities. Recent years, studies on vacancy have been focussing on how to deal with vacancy on building level (Arkenbout, 2012; Remøy, 2010; Roodbol, 2013; Schalekamp, 2009; Van Velzen, 2013). A first step towards the transformation of monofunctional offices has been made by van Velzen (2013) who created a ‘gebiedsgenerator’. This tool supports involved parties in initiating a joint area-based approach. In addition, the research of van der Berg (2014) created insight in how area coalitions contribute to area transformation. Furthermore, research into the policies of municipalities concerning reducing office vacancy has created insight in how actors operate concerning structural office vacancy (Zijlstra, 2015). However, an area-based approach of office area transformation appears to be new, since no research has been focussing on the transformation process of the area as a whole.

This research generates new knowledge about the (changed) roles of involved actors in area development and the implementation of mixed-use within urban area development. Creating insight in how initiatives for the redevelopment of these offices areas have started and how mixed-use is implemented will ensure to expand existing strategies on urban area development. Thereby, research on larger scale, namely area redevelopment of office areas, is renewing; it is since the crisis that people have started realizing that structural vacancy is a problem. The proposed development strategy contributes to the body of knowledge since it is a new model, which will be accessible and can be used for future scientifically issues.

Utilization potential
This research contributes to the utilization by providing an urban development strategy. This strategy focuses on the relationship between different actors within area development, and proposes a solution on how actors should cooperate within an area development project when transforming a monofunctional office area into a mixed-use urban area. It shows the steps required to get the transformation project off the ground, and provides a framework for the implementation of mixed-use in an area. The proposed strategy is meant to be useful for all involved actors when dealing with the problem of how to respond to structurally vacant office areas and transform them into mixed-use areas.
Conclusion introduction

This research is about vacant office space. Office vacancy has been a problem in the Netherlands for over decades. A large amount of the vacant square meters of these buildings are structurally vacant, meaning for more than three years. Although the amount of vacancy is decreasing, the percentage of structural vacancy is still rising. A shift in the market caused that these vacant square meter will not be rented on short term: The office market has become a replacement market, where new types of offices are demanded.

A large part of the structurally vacant office space can be found in monofunctional office areas. These areas, that focus on housing office functions only and are aimed at car accessibility, experience problems of area deterioration, creating an unpleasant and unsafe feeling in the area. Transformation of vacant buildings into mixed-use in these areas is one way of dealing with this structural vacancy. However, transformation on building level does not contribute to solving the problems of safety and liveability of the whole area. Therefore the urge for an area-based approach is required.

An area-based approach however comes with some obstacles. Fragmented ownership requests a joint initiative, which is more complicated when international investors are involved. In addition, the alleged high book values and the lack of transformation potential into housing of the buildings and the area as a whole increases the complexity of an area-based approach. Above all, the presence of current tenants in the area asks for an approach where all stakeholders are involved.

To reverse the tide of structural vacancy in the monofunctional office areas, transforming the area into a mixed-use urban area is a solution. Multiple involved actors, each with their own roles, objectives and goals are involved in an area transformation. Insight in these different objectives, focussing on transformation into mixed-use, contributes to the design of an urban development strategy to tackle these structural vacant areas. This graduation research therefore aims at answering the question: Which strategic activities within an urban development strategy contribute to the transformation of a monofunctional structurally vacant office area into a mixed-use urban area? In order to answer this question, sub-questions are formulated, focussing on urban development strategies, mixed-use and the involvement of actors and their cooperation forms in area development.

Not only is the proposed strategy a useful tool for the market, it also contributes to science since no research has been focussing on the transformation of an office area into mixed-use as a whole.
RESEARCH APPROACH
This chapter explains the research approach. The research strategy & design elaborate on the methodology used for this research. The case selection criteria introduce the selected cases, and the research organisation is briefly explained.

2.1 Research strategy & design
The aim of this research is to design an urban development strategy that contributes to the transformation of a monofunctional office area into mixed-use urban area. Figure 16 shows the research design of this project that helps to answer the research question of this graduation project: Which strategic activities within an urban development strategy contribute to the transformation of a monofunctional structurally vacant office area into a mixed-use urban area?

2.2 Research methods
This graduation research is a qualitative research. The first part consists out of a theoretical framework. One of the aims of this research is to create insight in urban area development and urban area development strategies. Furthermore the research concerns a transformation into mixed-use, and the involvement of actors within this development. Therefore the literature review provides a theoretical framework that includes all relevant information about urban area development, mixed-use and involved actors. It has elaborated on the main variables relevant for this research and provides answers to the sub-questions as formulated in chapter 1.4.
The second part of this research is the empirical research. This part consists out of case studies to get insight in the practical side of area development. Based upon the variables derived from the theoretical framework the questions for the interviews are based that help to answer the sub-questions formulated in chapter 1.4 (Bryman, 2015). The study design used is triangulation: the use of multiple methods and sources. A case analysis of three ex-post case studies is executed. An ex-post case study is a category of research design in which the investigation starts after the fact has occurred without interference from the researcher. The case studies involve an analysis of case documents supported by semi-structured interviews. The interviews are transcribed and analysed by means of coding. The codes refer to a particular research question. After defining the codes, the data is placed within the categories to detect reoccurring patterns in the large data chunks. Coding is done in excel and performed per case. For each case the most important findings are concluded, which are used in the next step.

Before the final step, a cross-case analysis is performed where the conclusions of the theoretical framework and the most important findings of the empirical research are combined, to draw the main lessons for this research. The defined lessons are analysed and discussed on their market potential by expert consultation sessions. The validated and complemented final lessons learned reflect the relevant strategic activities for an urban area development, and are used as input for the design of the urban development strategy. The final result of this thesis is the proposed strategy, showing the relevant strategic activities for the transformation of a monofunctional office area into a mixed-use urban area.

In the conclusion the main research question is answered. Recommendations are made that function as input for further research. Within the discussion the findings of this research are compared against scientific literature and the reflection provides final comments on the graduation process, the research methodologies and the result.

### 2.3 Case studies

Three relevant cases are selected to learn about the process of transforming a monofunctional office area into a mixed-use area. The case studies help to generate insight in the current roles, goals and objectives of actors in an area development project and process. The cases are selected by purposive sampling. The inclusion and exclusion criteria for the case selection are:

1. The area is or will be transformed from monofunctional to mixed-use: the definition of mixed-use can be found in chapter 3.2.1.
2. The area contains at least 10 ha or 50,000 m² of office space: A monofunctional office area must contain at least 10,000 m² of office space (Van Velzen, 2013).
3. The area is located in the fringe of the city (not the countryside): Centre locations are more popular than fringe ones, where area transformation is easier to realize. Therefore the focus lies on the fringe locations. Most monofunctional office areas are located in these areas.
4. The cases are of another geographical area: To be able to compare differences and similarities between collaborating actors in the area, different geographical locations are chosen.
5. The cases selected have a different area development approach: To be able to compare approaches, one case is selected with an integrated approach, whereas the other cases have an organic approach. A definition of the development approaches can be found in chapter 3.1.2.

#### Selected cases:

Cases selected for this graduation research are:

<table>
<thead>
<tr>
<th>Location</th>
<th>Surface</th>
<th>Development approach</th>
<th>Type of case study</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amstel III</td>
<td>Amsterdam</td>
<td>50 ha</td>
<td>Organic approach</td>
</tr>
<tr>
<td>Binckhorst</td>
<td>Den Haag</td>
<td>130 ha</td>
<td>Organic approach</td>
</tr>
<tr>
<td>Strijp S</td>
<td>Eindhoven</td>
<td>31 ha</td>
<td>Integrated approach</td>
</tr>
</tbody>
</table>
The case studies of Amstel III, Binckhorst are cases with an organic approach and involve an analysis of case documents and semi-structured interviews with both public and private actors involved in the area development. Strijp S, located in Eindhoven, has used an integrated approach, and is used as a reference case to show similarities and differences between different area development approaches. For this case study no interviews have been conducted, but an analysis of literature documents is used as only research method.

**Interviews**

Interviews are held with both public and private actors that are involved in the two cases, Amstel III and the Binckhorst. The interviews are done based on purposive sampling. People are selected in a strategic way, so that those sample are relevant to the research questions that are being posed (Bryman, 2015). In addition, snowball sampling has occurred when talking to people who recommended other people to talk to in order to collect the right information.

The structure of the semi-structured interview is the same for each of the respondents. This means that the questions asked could be irrelevant for some respondents, but by asking them anyway a reaction can be forced, which gives an interesting view on their idea about the process. Each of the interviews required a different preparation, but the structure of the interview is intended to be the same for all interviews. The structure of the interview can be found in appendix IV.

**Expert consultation**

Instead of using one expert panel, the substitute method of consulting different experts, both public and private, is used. Experts have been selected via the Platform Ontwikkeling Rotterdam (POR), with the help of my graduation company Stebru, see chapter 2.4. The consultation of different experts brings the benefit of consulting actors separate from each other, which enables them to speak openly about their opinion, whereas a discussion could unintentionally influence their opinion during the panel.

The expert meetings are held in one week, one meeting a day, and can be seen as an iterative process: The structure of the lessons is adjusted directly after the meeting, and presented to the next expert the following day. By questioning whether the lessons would be applicable on their company and their way of working, the lessons could be complemented into the final lessons learned.

### 2.4 Research organisation

The first two phases of this graduation project (February ’17 – July ’17) have been executed at the University of Technology, Delft. During this period a literature review is performed, contributing to defining the main problem and the research proposal for this graduation project.

During the third and fourth phase of the graduation process (August ’17 – January ’17) an internship is performed at Stebru. Stebru is a development and construction company with a separate development and a construction management department. They are mostly active in development of residential areas in the Netherlands. During this period the empirical research is executed. Since one of my case studies includes one of their development locations, the internship provided me the opportunity to have a close look upon this development in this area. Furthermore they helped me with practical knowledge on area development, and their network provided me the opportunity to get in touch with the right people for my interviews and expert meetings. Lastly, doing an internship helped me to get an idea of the tasks of a real estate developer, which contributes to my orientation on the labour market.
Conclusion research approach

The aim of this research is to provide an urban development strategy that contributes to the process of transforming a structurally vacant monofunctional office area into a mixed-use urban area. Therefore this research aims at answering the following research question:

*Which strategic activities within an urban development strategy contribute to the transformation of a monofunctional structurally vacant office area into a mixed-use urban area?*

In order to answer this question, a qualitative research is performed, existing of a theoretical framework and empirical research. Sub-questions are formulated that contribute to answering this research question. The theoretical framework provides answers to a part of these questions. The remaining questions are answered by executing the empirical research. The results of the theoretical framework and empirical research are analysed in a cross-case comparison. Based upon this comparison lessons have been drawn, which are complemented by expert consultations. The finalized learned lessons function as input for the design of the urban development strategy.

The theoretical framework is defined by a literature review, introducing the most important variables of an urban development process. It elaborates on existing urban development strategies, mixed-use characteristics and requirements, the role, objectives and goals of the involved actors in urban area development and their cooperation forms.

Empirical research is done to determine the most important strategic activities of area transformation projects in practice. Three case studies are executed, for which case documents are analysed and interviews are conducted with both public and private parties. The selected cases are the Binckhorst in The Hague, Amstel III in Amsterdam and Strijp S in Eindhoven, all located in the fringe of three different cities in the Netherlands with a different area development approach.

The most important findings of the empirical research and the theoretical framework are analysed in a cross-case comparison. Based upon this analysis lessons have been drawn. These lessons are discussed with several experts to validate their relevance. The complemented lessons learned function as input for the urban development strategy: They reflect the relevant strategic activities on which the new development strategy design is based. The proposed urban development strategy contributes to the transformation of a monofunctional office area into a mixed-use urban area.

In the final conclusion the main research question is answered. The discussion, recommendations and reflection finally reflect upon this research and its result.
THEORETICAL FRAMEWORK
The development of a monofunctional office area into a mixed-use urban area is an urban development project that requires understanding of the management work in the urban planning and development context. Urban development projects focus on an urban area: the place within a larger region that consists out of several plots and multiple objects or buildings. This chapter describes urban area development and urban area development strategies, focusing on the actors involved and their cooperation forms, and the mixed-use urban characteristics and requirements.

3.1 Urban area development

Relevant studies on urban area development show how large-scale development projects can be handled. This section describes urban area development and urban area development strategies. It answers the following sub-questions:

- What is urban area development?
- What are urban area development strategies?
- Which strategic activities exist within urban development strategies?

This part of the literature review sets boundaries for the theoretical framework and shows the questions that are left open for this research.

3.1.1 Urban area development

Redeveloping a monofunctional office area equals an urban area development. Compared to project development, urban area development is a higher scale development and is distinguished by an overall vision in an area with multiple project developments. Often the development is driven by a social urgency and/or potential. Since the size of area development, multiple actors are involved, so cooperation is necessary to realize the right amount of involvement. Due to this, a long lead-time (10 to 20 years) characterizes urban area development, which implies that risks should be controlled throughout the entire time (Figure 17).

![Figure 17: Project development vs. Urban area development (Own ill.)](image)

Recent years, urban area development has become a solution for redeveloping large-scale urban areas. The content of urban area development is about creating spatial compositions wherein various uses (residential, business, etc.) can co-exist in harmony (Franzen et al., 2011). Urban areas are defined as a transformation task in an urban area, allowing collaborating actors, government bodies, private actors and other actors involved, reach an integration of planning activities and spatial investment, eventually resulting in the implementation of spatial projects (Daamen, 2010, p. 3). By combining locations, functions and finance, an area with a social urgency and/or transformation potential can be developed into a multifunctional environment (Daamen, 2010; Jansen, 2008). However, in the end, area development still consists of multiple (single) project developments.

**Shift from integrated approach to an organic approach**

There are different approaches of urban area development. Recent years a shift has occurred from integrated towards a more organic approach. It is since the nineties that urban areas were approached as large-scale project that required an integrated approach. In the last decades, an integrated approach for area development has been a strong instrument to provide housing for families and businesses,
improving the living quality and spatial quality. The idea of creating a district was the basis of an integrated and large-scale approach (Tennekes & Harbers, 2012). The consequence however was that only a limited amount of parties were able to participate in this risky area development. Collaboration existed between a limited number of large parties: public parties, developers, housing corporations and investors. Municipalities bought land, which they developed. Municipalities then sold the building plots to developers who built houses, offices or business premises. Housing corporations not only were the only buyer of social houses, they also participated in the development process. The dwellings were sold to citizens or investors. The management of the public space then remained the responsibility of the municipalities. A reason for this approach was the economies of scale ( Peek & van Remmen, 2012): It was a way of capturing the urgent housing demand of households and businesses.

Recent years a new development strategy has arisen: organic development. Organic development is described as “The sum of relatively small redevelopments, with an open-ended process without blueprint, involving development and management, with a dominant role for end-users and a facilitating role of government” (Buitelaar et al., 2012, p. 8). This approach is contradictory to the project-based, integrated, large-scale approach of the nineties. Instead of developing projects for a specific end result, within organic development the end result is not clear and there is uncertainty when and if initiatives are being developed (Figure 18).

Buitelaar et al (2012) have done research into organic development. They concluded that organic development should be managed different than an integrated development project. It is not just a combination of small-scale developments, as often suggested, but also includes an involvement of other (new) actors and a different role of the municipality: Instead of active and risk bearing they must take a facilitating role. Thereby, organic development requires a different type of process. Integrated urban development is more project-oriented with a clear final picture, where organic urban development has more open-ended character; the main conditions are set in advance and the area is gradually transformed into the new function. Existing owners, combined with small-scale developments and temporary functions have a great deal in organic development.

The shift towards organic development does not mean that integrated development never occurs. Large-scale development tasks with a limited number of developing parties will continue to exist, for example,
train station locations or city centre areas. In addition, a high market demand or the requirement to tackle the area at high speed from a logistic point of view will ensure integrated urban development to continue to exist.

**Initiating urban area development**

The process of urban area development includes the entire period from initiative until the delivery of the real estate and public space. This process is divided into different phases (VROM, 2011; Wolting, 2006). As stated in this paragraph, urban area development differs from project development; multiple projects running simultaneously or sequentially (Figure 19).

![Figure 19: Area development phases (VROM, 2011; Wolting, 2006).](image)

Urban area development starts with investigating whether area development is desired and whether there are better alternatives; the social urgency or potential of the area (VROM, 2011). Both public and private market parties can initiate a project. According to Wolting (2006) the initiative start requires a good analysis of the task, the parties concerned and the assumed land positions. At this stage of the area development, the parties do not yet lay down any obligations and responsibilities, but can make agreements through a letter of intent (Maat, 2013; Wolting, 2006). According to Jansen (2008) the initiative phase consists of four steps (Table 3) which help to get an overview of the problem and initiate the solution for the problem. After initiative, the development/feasibility phase consists of four chronological steps before the final product is delivered. This research focuses on the initiative phase, since this phase shows the initiative process and the required conditions to get to an area development.

**Table 3: Step-by-step plan for urban development (based upon Jansen, 2008)**

<table>
<thead>
<tr>
<th>Steps</th>
<th>Explanation</th>
</tr>
</thead>
</table>
| **Initiative** | 1 Formulating the reason of initiative  
2 Performing problem analysis  
3 Drawing up an area analysis  
4 Creating insight in how to deal with all involved actors, the market, the risks, the policy framework of the area, the communication, the ‘branding’ of the area, partnerships, the flexibility of the plan and the required legal procedures. |
| **Feasibility** | 5 Drawing up a plan for the area and determining the feasibility.  
6 Definition phase: drafting the Program of Requirements  
7 Elaboration of the program of requirements: this is an iterative process where organisation of the collaboration come together: policy, control, vision, design, costs/profits and risks, program, phasing and management of the contract.  
8 Elaboration of in step 7 named result within an urban and financial master plan, from which a land-use plan is drafted. |
| **Realization** | 9 Going through separate plan development phases for each project development within the area development |

**3.1.2 Urban area development strategies**

A strategy is required in order to develop an urban area effectively and efficiently. A strategy describes how you are going to get things done. It is a reaction on how to deal with future scenarios (Daamen, 2010). A good strategy takes into account existing barriers and resources; that means people, power, money, materials, etc. In practice, the term ‘strategic’ often refers to the reshaping or repositioning of what an urban region or city has to offer as opposed to others, expressed in words and images inside distinctive documents and plans (Daamen, 2010; Healey, 2007).
Spatial strategies are an interactive process, which means that they are produced by knowledgeable actors who engage into a restless search for a powerful future image of a region, city or place (Healey, 2007). Strategic decision-making within an urban area development project takes place at different levels by all the different actors, whether their interests are for the benefit of the city as a whole, their sector or their particular project. Ideally these levels would be linked in such a way that strategies, development visions and policies complement and reinforce each other. As these actors, each involved with its’ own strategy, act and involve a multitude of other actors in the process, the strategy they are aiming to produce is in fact already being shaped through their interaction with others.

An urban area development strategy consists of both a product and a process, understood as complex human interaction (Figure 20). The product is primarily a strategic frame, but the process is on going, as it is first aimed at finding the frame and then focused on using the frame (Daamen, 2010; Healey, 2007).

According to Daamen (2010) effective strategies for urban development projects do not only seem to consist of appropriate legal arrangements and other planning instruments; they are also composed of the ability to draw together different interests, skills and perspectives and continuously assess the feasibility of shared ambitions. Effective strategies behind urban area development projects involve relationships and perspectives that allow people to work together enduringly towards shared outcomes (Daamen, 2010, p. 1). According to Scharpf (1997, Daamen, 2010, p. 29) the capacity for strategic action depends on two things. On the one hand, it depends on the pre-existing convergence or divergence of actor orientation while on the other hand it depends on the capacity for conflict resolution between the actors involved. Both are influenced by what we define as the ‘urban development project situation’: a project’s time and place. Information about the history and geography (location) in which the urban area development project is ‘situated’ matters in relation to what future actors imagine and propose for it (Daamen, 2010; Healey, 2007). The fact that these strategies are developed by different stakeholders from the public and private sectors emphasises the need to organise decision making well (Franzen et al., 2011).

In practice, urban development projects are signified by concrete material interventions; the strategies behind these projects essentially consist of decisions and actions, which are produced by actors who intent to realize buildings, infrastructure and public space (Daamen, 2010, p. 256). These decisions and actions can be categorized in strategic activities: planning, visioning, venturing and learning (Figure 21). Strategic planning and visioning are defined as deliberate attempts of organization, while on the other hand strategic venturing and learning concern emergent decision and actions that respond to the unforeseen events and circumstances that occur in the process of urban area development.
Strategic planning formulates deliberate plans with tangible products (Daamen, 2010, p. 29). The strategic plans, produced by analytical thinking, serve two capacities: they are media for communication, and devices for control. This means strategic plans not only communicate strategic intentions but also what others must do to realize them. They consist of e.g. budgets, programs, schedules, etc. According to Healey (2007, in Daamen, 2010, p. 30) ‘it is widely recognized that the development of urban areas [...] cannot be “planned” by government action in a linear way, from intention to plan, to action, to outcome as planned.’ Therefore Daamen concludes that next to strategic planning, the process of strategy formation must also be understood in emergent terms, leaving things open for unforeseen influences and new opportunities.

The decisions and actions of actors involved can be categorized as strategic learning, which focuses on understanding the characteristics of the area and its (existing and potential) users (Daamen, 2010, p. 214). Strategic learning consists of emergent patterns that result in a broad perspective. Information and expertise are required as addition to the capacity to affect the realization of the urban development project. Adding expertise by recruiting professionals or people with a certain knowledge contributes, since experts are no doubt able to provide discursive information based on their expertise, such information could never replace the practical knowledge or ‘skill’ mobilized in action.

Strategic venturing can be seen as the incorporation of new development in and around the urban area, analogous to new trends in the marketplace (Daamen, 2010, p. 31) Whereas in strategic management, the process of strategic venturing involves a discovery of the place where the product meets the customer (Daamen, 2010, p. 31), in spatial planning, it relates to place-making: positioning the urban area in relation to other spaces and places (Healey, 2007 in Daamen, 2010, p. 31). So while part of this positioning process may be planned and deliberate, another part is understood to be emergent.

Strategic visioning shows a process of synthesizing and legitimizing newly found perspective, where we seek to deliberately mobilize attention, change discourse and alter ways of working in order to move towards the realization of intentions (Daamen, 2010). Strategic learning reflects ideas and decisions about the content and the process of getting there, in order to imagine a future-in-the-making. Hence it is understood as an intuitive creative process aimed at influencing and persuading others to ‘see’ a development trajectory, providing meaning to the decision and actions this new direction implies.

Describing the strategies behind urban development projects in terms of planning, venturing, learning and visioning enables to explore and define different strategy ‘types’ depending on the order of urban development resources as they become mobilized through time. The operationalization of these strategies in terms of urban development rules and resources therefore provides comprehensive tools for reflections with practitioners (Daamen, 2010).
3.1.3 Conclusion urban area development
This section provides answers to the sub-questions related to urban area development.

*What is urban area development?*

Urban area development is a solution for the development of large-scale areas: it is a high scale development that includes multiple project developments. In the past years a shift from integrated development towards organic urban development has occurred, which resulted in a different way of managing area development. Organic development includes an involvement of other (new) actors and a different role of the municipality. Nowadays both integrated as organic urban development occur.

*What are urban area development strategies?*

An urban development strategy describes how an urban area transformation can be handled. The initiative of area development is further researched as it shows the process and the required conditions to get to an area development, by executing a problem analysis including the analysis of the concerned parties and the assumed land positions. A strategy for initiating urban area development includes both a product and a process. The product reflects the strategic frame for the development, while the process reflects the way the frame is found and used. Whereas the product describes the appropriate legal arrangements and other planning instruments, the process focuses on drawing together different interests, skills and perspectives to continuously assess the feasibility of the shared ambitions. They involve relationships and perspectives that allow people to work together enduringly towards shared outcomes.

*Which strategic activities exist within urban development strategies?*

In practice, strategies behind urban development projects consist of decisions and actions produced by involved actors. These strategic activities include strategic planning, visioning, venturing and learning. Whereas strategic planning (plan-making & programming) consists of deliberate plans with tangible products, strategic venturing (place-making & discovering) concerns emergent patterns with tangible products. Furthermore strategic visioning (sense-making & (re)framing/interpreting) is about deliberate plans in a broad perspective, while strategic learning (future-making & imagining/designing) also is about a broad perspective, only emerging as a pattern instead of being a deliberate plan. Operationalizing these strategic activities provides comprehensive tools that can be used to reflect on practice.

A strategy for the development of a monofunctional office area into a mixed-use urban area should consists out of a product and a process. The product focuses on the outcome of the development, which is a mixed-use area. The process focuses on the way the mixed-use requirements are determined, which relationships and perspectives of involved actors exist, and how requirements for the area development are used. A good urban area development strategy requires people to work together enduringly towards sharing outcomes. Therefore insight in both product and process is important to define a new strategy for mixed-use area development, focussing on the strategic activities of planning, venturing, learning and visioning that reflect the decisions and actions produced by involved actors.
3.2 Mixed-use (product)
This paragraph helps to set boundaries for the theoretical framework regarding the strategic frame, describing the mixed-use requirements as “product” input for the strategy. Furthermore it provides answers to the sub-questions and shows the questions that are left open for this research. This section elaborates on the following questions:

- What is mixed-use development?
- Which mixed-use aspects are important for urban area development?

3.2.1 Mixed-use development

Mixed-use suggests real estate development that combines more than one land use. The word ‘mixed’ implies a certain level of integration or degree of compatibility among uses, so mixed-use development can be defined as ‘the strategy for arranging the physical space required for society to function (Herndon & Drummond, 2011). The Urban Land Institute (Herndon & Drummond, 2011) and the Industry Survey Definition (Niemira, 2007) also define mixed-use. However, whereas the Urban Land Institute defines a combination of three functions, such as retail/entertainment, office, residential, hotel, and/or civic/cultural/recreation, as a minimum requirement for mixed-use, the industry only defines two, which is in agreement with Jacobs (1961) who states that mixed-use must serve more than one function, preferably two. In addition this function mix must at least serve a live-work environment (Jacobs, 1961) and are mutually supporting each other (Herndon & Drummond, 2011), which creates a dense concentration of people. By maximizing space usage and mixing buildings that differ in age and condition an economic yield can be produced in the area (Jacobs, 1961).

A mix of functions creates an urban environment active at all hours, making optimum use of infrastructure (Grant, 2002, pp. 72–73). It ensures vitality through activity and diversity and makes areas safer. By adding different uses during day and evening, town centres become more attractive to residents, businesses, shoppers and visitors (Herndon & Drummond, 2011). Furthermore providing housing near commercial and civil activities enables people to live near places where they can shop, work or play, can reduce car ownership and vehicle trips, increase pedestrian and transit use, and thus alleviate the environment consequences associated with automobile use (Grant, 2002, pp. 72, 73). It reduces the need to travel: Making people less reliant on cars, bringing welcome environmental benefits which could also reduce the dependence of the elderly and children on cars. And last, mixed-use development is a sustainable development: The emerging consensus is that a development is more sustainable if it produces a mixture of usage (Coupland, 1997, p 3.). By adding mixed-use an optimal use and stability of the location occurs, which makes the area compete with other areas again (Van den Hoek, 2008). In addition to the functional program within the area, another important aspect that integrates the physical and functional components of a project is an uninterrupted pedestrian connection (Herndon & Drummond, 2011; Jacobs, 1961; Niemira, 2007) In order to realize this, a coherent plan for the area is required.

Mixed-use vs. multifunctional use

Mixed-use should not be confused with multi-use or multifunctional use. Although they both include a variety of uses, the differences lies in a lack of integration density and compatibility of land of multi-use, to create a walkable community with uninterrupted pedestrian connection between various components. Without a pedestrian connectivity a project does not meet the requirements for mixed-use (Herndon & Drummond, 2011). In addition, multi-use buildings or multifunctional buildings are designed to serve multiple purposes/activities, which makes the building a true integration of different functions in a same time space, but at different time. Mixed-use on the other hand is designed to accommodate different functions at their designated space. In other words, they are one-point destinations where all necessary functions are physically and functionally integrated. Concluding, a multi-use or multifunctional building is a mixed-use building, not all mixed-use buildings are multifunctional.
3.2.2 Mixed-use implementation

The implementation of mixed-use in urban area development requires the performance of a critical analysis to incorporate proper setting, location and timing of this development. This paragraph elaborates on two developed models that include factors necessary to conceptualize mixed-use (Figure 22 & 23).

The first model (Rowley, 1998) (Figure 22) describes mixed-use as being an essential aspect in the internal texture of settlement, and focuses on mixed-use in the horizontal dimension; this dimension proposes that the physical form of mixed-use development is a function of urban texture, setting and location. Mixed-use development is the product of grain, density and permeability.

First of all, grain refers to the manner in which various elements of a settlement are mixed together in space. Fine grain means that elements are widely dispersed among unlike elements. A course grain means that extensive areas of one element are separated from extensive areas of another element. Sharp grain at last is the transition of a cluster like elements to unlike elements, while a gradual transition is referred to as a blurred grain. Secondly, density refers to the amount of space or number of units contained within a certain area and is a measure of the intensity of land use. At last, permeability refers to the number of possible routes a pedestrian has to choose from as he/she moves through a given area. It is a function of the layout of the roads, the corresponding size and shape of the blocks and the placement and design of the buildings and public spaces within each block. (Rowley, 1998, p. 86,87)

Rowley’s model furthermore distinguishes three other components. The public policy and regulations, property markets and cultural ideas and values are external factors that influence the form of mixed-use development. Thereby, activities and land uses within mixed-use projects generate different degrees of vitality, a characteristic he refers to as quality of a use. At last Rowley addresses that mixed-use knows an important time dimension because different uses produce activity on different time schedules and any one facility can be shared by multiple users over any given time period. He names this ‘mixed-use situation’.
Within the second model the consideration of the vertical dimension is recognized (Hoppenbrouwer & Louw, 2005). This model integrates the components in a more systematic way. It is developed from a spatial perspective and organized by function, dimension, scale and urban texture. This model has a dimension component of four elements (Figure 23):

According to Hoppenbrouwer & Louw (2015) mixed-use occurs in different settings, of which the distinction between building level and area level is most important. To reach a full mixed-use development, a mix of functions must be present within four different dimensions in the area. The shared premise dimension and the horizontal dimension occur within a building block, suggesting a mix of functions within a building. The vertical dimension occurs within the area, suggesting a mix of function in different buildings. The time dimension occurs within both levels, implying different functions operating at different times:

- A shared premise dimension, which occurs within a building. This means multifunctional use at a particular point (e.g. home/working property).
- A horizontal dimension, which occurs in a building block, a district or within the city.
- A vertical dimension: The vertical dimension ensures that within a building or a building block different functions are found: Two functions above each other.
- A time dimension: The time dimension ensures that in different time periods, day, week, month, year, etc., there are different functions in use within a building or a building block.

Both models divide different components. Whereas Rowley’s model uses districts, streets, street blocks and buildings, Hoppenbrouwer & Louw distinguish between buildings, block, and district and city level. The urban texture components in both models include grain and density. However, the last component differs; whereas Hoppenbrouwer uses the interweaving of functions, Rowley uses permeability as third urban texture component. Lastly the model of Hoppenbrouwer differs because it states that inclusion of other components in addition to function, dimension, scale and texture, such as location or employment and housing type, might be helpful in conceptualizing mixed-use developments. Mixed-use development is more than urban design alone; ‘it also comprises other non-design features such as the urban experience, the nature of uses, definitions of public and private, conflict and security’ (Hoppenbrouwer & Louw, 2005).
3.2.3 Planning mixed-use

Urban area development is the art of connecting functions, disciplines, parties, interests and cash flows, always with the intention to redevelop an area (Prins, 2008). Mixed-use occurs both on area level and building level (Hoppenbrouwer & Louw, 2005; Rowley, 1998). This paragraph elaborates on how mixed-use can be planned within these two levels.

Whereas the shared premise dimension and the vertical dimension occur within a building block, the horizontal dimension occurs within an area. The time dimension occurs within both levels. According to Metzinger (2017) the considerations regarding planning mixed-use development can be distinguished in four different ways; settings, location, approaches and time. The various described setting and locations (Table 4) give more credence to the fact that the same urban form will not be successful in another development. It shows that mixed-use development can occur on several different scales and that it can intertwine together in various environments. Furthermore the type of uses planned for the development should be carefully considered as some have a direct effect on public life, while others do not (Rowley, 1998). For example: retailers will interact with the public, while a parking lot does not, as also mentioned by Rowley (1998). In addition, the social and economic dynamics with the community will greatly affect the success of the development.

<table>
<thead>
<tr>
<th>Considerations</th>
<th>Options</th>
</tr>
</thead>
<tbody>
<tr>
<td>Settings</td>
<td>District or neighbourhood</td>
</tr>
<tr>
<td></td>
<td>Street or other public spaces</td>
</tr>
<tr>
<td></td>
<td>Building or street blocks</td>
</tr>
<tr>
<td></td>
<td>Individual building</td>
</tr>
<tr>
<td>Location</td>
<td>City or town centres</td>
</tr>
<tr>
<td></td>
<td>Inner-city or Brown land</td>
</tr>
<tr>
<td></td>
<td>Suburban or edge of town locations</td>
</tr>
<tr>
<td></td>
<td>Greenfield locations</td>
</tr>
<tr>
<td>Approaches</td>
<td>Conservation of established mixed-use settings</td>
</tr>
<tr>
<td></td>
<td>Gradual revitalization and incremental restructuring of existing parts of town, including infill development and reuse, conversion and refurbishment</td>
</tr>
<tr>
<td>Time</td>
<td>Comprehensive development or redevelopment on larger areas and sites</td>
</tr>
<tr>
<td></td>
<td>Varying schedules and reasons</td>
</tr>
<tr>
<td></td>
<td>Space sharing for activities</td>
</tr>
</tbody>
</table>

Adding mixed-use to a building or area creates both advantages as disadvantages (Table 5), which can be seen as considerations for planning mixed-use in an urban area development. First of all, assembling the land and parcels for the area is seen as a challenge in developing mixed-use. Thereby Coupland (1997) addresses the difficulty of manoeuvring through zoning regulations. However, this could be avoided when having a public-sector involvement, which not only makes changing regulations more easy, it could also help to make the project more financially feasible (Niemira, 2007). In addition, the financial aspect of a mixed-use development is also challenging since mixed-use is more financially risky than a single-use project. The project parts are sequent rolled-out, which can financially damage the project. The completed phases and the active uses should be financially viable, and attain the return that was anticipated from the mixed-use project that was planned. (Rabianski, Gibler, Sherwood Clements, & Tidwell, 2009). Therefore, splitting an urban area development project into separate, independent projects will contribute to its success. (Franzen, 2011)

<table>
<thead>
<tr>
<th>ADVANTAGES</th>
<th>DISADVANTAGES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Definite</strong></td>
<td><strong>Definite</strong></td>
</tr>
<tr>
<td>Attractiveness and vitality – diversity: up to 24 hour city</td>
<td>Harder to dispose of property asset quickly</td>
</tr>
<tr>
<td>Uses unwanted or obsolete property, including listed buildings</td>
<td>Requires active management of property</td>
</tr>
<tr>
<td>Range of uses means greater likelihood of some parts letting</td>
<td>Therefore harder to raise finance and may put some possible tenants off</td>
</tr>
<tr>
<td><strong>Possible</strong></td>
<td><strong>Possible</strong></td>
</tr>
<tr>
<td>Reduction in travel (shorter trips, more multi-function, so reduces emission</td>
<td>Lower rents achieved</td>
</tr>
<tr>
<td>Sustainability</td>
<td>Problems of separate access needed for each use</td>
</tr>
<tr>
<td>Reduction in crime; more activity, greater use, observation of street</td>
<td>Conflict between activities, noise, traffic, etc.</td>
</tr>
</tbody>
</table>
By changing the disadvantages into opportunities (Table 5) planning mixed-use in an urban area development can become a success. According Niemira (2007) developing a project as a part of a master-planned site on an urban location, where on-site uses need to be compatible, complementary and mutually supportive for synergy will exist. Being able to maximize and mix the uses in a way that it responds to the market condition, opportunities and economics, a synergy can be achieved that increases customer patronage, rent levels, volumes and both the investment value and the market value of the project (Rabianski et al., 2009).

3.2.4 Conclusion mixed-use

This section provides answers to the sub-questions related to mixed-use development.

*What is mixed-use development?*

Mixed-use development suggests a development that combines more than one land use. In other words, it implies the presence of multiple functions within a certain area. Mixed-use is designed to accommodate different functions at their designated space. Without a pedestrian connectivity a project does not meet the requirements for mixed-use.

*Which mixed-use aspects are important for urban area development?*

Mixed-use occurs in different settings, of which the distinction between building level and area level is most important. To reach a full mixed-use development, a mix of functions must be present within four different dimensions in the area. The shared premise dimension and the horizontal dimension occur within a building block, suggesting a mix of functions within a building. The vertical dimension occurs within the area, suggesting a mix of function in different buildings. The time dimension occurs within both levels, implying different functions operating at different times:

- A shared premise dimension, which occurs within a building. This means multifunctional use at a particular point (e.g. home/working property).
- A horizontal dimension, which occurs in a building block, a district or within the city.
- A vertical dimension: The vertical dimension ensures that within a building or a building block different functions are found: Two functions above each other.
- A time dimension: The time dimension ensures that in different time periods, day, week, month, year, etc., there are different functions in use within a building or a building block.

The implementation of mixed-use in the urban texture can be measured by its degree of grain, density and permeability of the area:

- Grain: the manner in which various elements of a settlement are mixed together in space.
- Density: the amount of space or number of units contained within a certain area.
- Permeability: the number of possible routes for a pedestrian.

Lastly, it can be concluded that the development of an office area into mixed-use must at least contain the following aspects:

- A coherent plan;
- A maximization of space usage;
- A planned interaction of at least three functions, that are physically integrated and include elements of a live-work-play environment (a residential-, work- and recreation area);
- An area that is pedestrian oriented.

Combining these aspects within an area ensures a mixed-use urban area.
3.3 Actors (process)

The process of redeveloping an office area involves different actors. This paragraph elaborates on all relevant actors and their involvement in urban area development. It gives a brief overview of how actors are involved and it describes the cooperation forms between the different actors within urban area development. This section provides answers on the following sub-questions:

- Which actors are involved in urban area development?
- How are actors involved in urban area development?

3.3.1 Public & private actors

Urban area development projects are embraced by both public and private sector, and by each of the major parties involved in the real estate development process (Herndon & Drummond, 2011): The end user who demand space; the developers, investors and financial institutions that supply space; and the planners and policy makers that regulate space (Table 6).

**Table 6: Involved actors in area development (Carmona, De Magalhaes, & Edwards, 2002)**

<table>
<thead>
<tr>
<th>Involved actors</th>
<th>Public parties</th>
<th>Private parties</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public parties</td>
<td>Municipality, province, government,</td>
<td>investors, owners, financiers</td>
</tr>
<tr>
<td>Private parties</td>
<td>Investment market:</td>
<td>Project developers, construction companies, urban designers &amp; architect, housing associations</td>
</tr>
<tr>
<td></td>
<td>Construction &amp; development market:</td>
<td>tenants, users, residents</td>
</tr>
<tr>
<td></td>
<td>User market:</td>
<td></td>
</tr>
</tbody>
</table>

Actors are likely to have different motivations and perceptions as regards to the built environment. Carmona, De Magalhaes & Edwards (2002) have done research to the stakeholders’ views on value and urban design. By means of drawing lessons from different sources (Lock, 1993; Adams, 1994; Lang, 1994; RICS & DoE, 1996; Guy, 1998) they made an overview of the primary motivations of involved stakeholders in an urban development project (Carmona et al., 2002, p. 147) (Table 7).

**Table 7: Stakeholders and their motivations (Carmona et al., 2002)**

<table>
<thead>
<tr>
<th>Stakeholder (commercial property)</th>
<th>Primary motivations</th>
<th>Concern for better urban design</th>
</tr>
</thead>
<tbody>
<tr>
<td>Landowners</td>
<td>Maximizing returns from land development</td>
<td>Only insofar that profits are not diminished and other holdings are protected</td>
</tr>
<tr>
<td>Funders (short-term)</td>
<td>Good financial security, risk balanced against return</td>
<td>If better urban design adds to either marketability or profitability</td>
</tr>
<tr>
<td>Developers</td>
<td>Buildable, marketable, profitable, quickly delivered, profitable</td>
<td>Depends on timing, but too often concerned for building design at the expense of urban design</td>
</tr>
<tr>
<td>Design professionals</td>
<td>Meets brief, satisfies client, individually designed, innovative</td>
<td>If a market exists and therefore if design adds to profits and reduces running costs over time</td>
</tr>
<tr>
<td>Investors (long-term)</td>
<td>Good liquidity, easy/cost effective to maintain, profitable over the long term</td>
<td></td>
</tr>
<tr>
<td>Management agents</td>
<td>Management efficiency</td>
<td>Only that increased costs are reflected in higher fees</td>
</tr>
<tr>
<td>Occupiers</td>
<td>Value for money, flexible, secure, functional, correct image</td>
<td>Insofar as urban design creates a more efficient work environment and is affordable</td>
</tr>
<tr>
<td>Public interests</td>
<td>Protects local amenities, delivers planning gain, meets planning policies, respects broad public interest, low environmental impact</td>
<td>Highly concerned, but frequently unable to articulate requirements or concerned to the extent that wider economic and social goals are not compromised</td>
</tr>
<tr>
<td>Planning authorities</td>
<td>Safe, efficient, adoptable (roads)</td>
<td>As long as functional requirements are met first</td>
</tr>
<tr>
<td>Highways authorities</td>
<td>Accessible in emergencies</td>
<td>Little direct concern</td>
</tr>
<tr>
<td>Fire and emergency services</td>
<td>Designed to prevent crime</td>
<td>As far as better design improves image and reduces crime</td>
</tr>
<tr>
<td>Police authority</td>
<td>Designed to protect public safety</td>
<td>Little direct concern</td>
</tr>
<tr>
<td>Building control</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community interests</td>
<td>Contextually compatible in design and uses</td>
<td>Highly concerned, but often broadly conservative in outlook</td>
</tr>
<tr>
<td>Amenity groups</td>
<td>Reflecting local preferences and protecting property values</td>
<td>Highly concerned but would often prefer no development at all</td>
</tr>
</tbody>
</table>

Within an urban area development project each of the actors has a different role, with specific objectives and goals regarding redevelopment of office vacancy. Several different actors are often directly involved in urban area development due to occupied land positions or property ownership. Recent years shifts in area transformation have caused a change in the roles of actors and cooperation between actors. VROM (2011) states that the role of market parties in planning is becoming
increasingly important because of their specific market knowledge and previous experience with urban area development. The role of the municipality can be limited to urban area development in its public-law tasks. In addition, the municipality is usually the buyer of public space and can also be a client of her own property. At the same time, it can act as a market player by conducting a land operation. The following paragraphs elaborate on the specific public and private actors.

**PUBLIC ACTORS**
First of all, there are the municipal players who make decisions regarding the territory on which a specific urban area development takes place. There is the central government, followed on a smaller scale by the provincial government, and on a local scale the municipalities (Table 8). For each of the public actors insight is given how their involvement within redevelopment of vacant office areas is executed.

**Table B: Roles of public actors**

<table>
<thead>
<tr>
<th>Public parties</th>
<th>Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>Government</td>
<td>From government to governance. Write down general instruction rules for lower governing bodies concerning development projects</td>
</tr>
<tr>
<td>Province</td>
<td>Provide a provincial vision/framework for municipality based on governmental laws</td>
</tr>
<tr>
<td>Municipality</td>
<td>Framing (policy-based), framing (legal, planological) initiating or facilitating</td>
</tr>
</tbody>
</table>

A first important remark on the public actors is the fact that all provincial and municipal roles differ from each other, and are based upon elections by society. Municipal elections and provincial elections are held every four years. The results of these elections determine the way these public actors will act within these 4 years, which automatically influences their role upon policy implementation on area development. However, this research will not elaborate on this process, but it is important to keep in mind since it influences the role they adapt.

**Government**
The government used to be the most important player in managing strategic processes in the city. However, the consequences of the network society have made it necessary for cities to rise up to the challenge and reinvent themselves as high-quality mobility hubs that can compete in an open marketplace and leave room for new market developments. Government has had to make way for governance, which is not limited to one actor (such as a public administration body). It mainly refers to the way in which the organisation and decision-making regarding area development have been regulated. Governance is an overview of all the different visions, interests and opinions that come into play during the trajectory and that are streamlined into a collaborative whole (Franzen et al., 2011, p. 46).

The main influence regarding urban area development of the central government is the environmental law, which they determine and provide. This law includes the general instruction rules, the content explanation and motivation of plans, programs and decisions of lower governing bodies concerning development projects. With regard to combatting office vacancy, the government organizes various meetings where obstacles encountered by the municipalities are being discussed (Zijlstra, 2015, p. 55). Thus it is possible to reflect on the laws and regulations that could help to clarify whether the law and regulations should be changed and how limits can be found within laws and regulations, so it remains legitimate.

**Province**
Each provincial government deals with vacancy in a different way. Some are front-runners and battle against vacancy, while others put the responsibility at the municipalities. According to Zijlstra (2015, p. 54) provinces are searching for their position in relation to vacant offices: whereas the province of North-Holland has a passive role and the province of South-Holland is primarily controlling. The provincial government must establish a provincial environmental law, based upon the central environmental law of the government. This provincial environmental law includes the general instruction
rules of an environmental plan. It allows provinces to steer municipalities upon their own policy, so they do not plan on constructing new offices (Bosma, 2013). However, their degree of control depends on either an active or passive role.

**Municipality**

The government and province provide municipalities with public-law instruments to direct spatial developments, such as the land use plan and the expropriation possibilities (under the municipalities preferential rights act). Municipalities are often involved in their public-law task with the corresponding planning powers, but may also be the initiator of regional development. As a result, they can be both market leader and market player in the land market (Segeren, 2007).

The municipality can decide which land policy is being conducted and what instruments they use (Maat, 2013). They play a role in public law, by creating land-use plans, granting building permits, etc., but they can also make use of private law by pursuing its own land development (also called active land policy). In Dutch practice, it has been fairly common for municipalities to develop land or set up development companies. On the other hand, a municipality can also participate as partner in a development, for example when significant municipal interests are involved. Apart from this, the role of director to urban area development can lie with the municipality as well; in other words, the process management of the urban area development (Franzen et al., 2011).

**Public steering roles and steering instruments**

Heurkens, Daamen & Pol (2015) distinguish four different types of roles that can be fulfilled by the Dutch municipalities for navigating projects (Table 9). Each role has its own policy instruments that can be used. Two types of these roles are a framing role (policy-oriented and legally planological), one of them is an initiating role and the last one is a more facilitating role.

First of all, the policy-oriented instruments such as urban policy papers (Dutch: Stedelijke Beleidsnota’s) and residential vision (Dutch: Woonvisie) aim to create potential for area development. They shape the market for a particular area, because actors base their decisions on municipal policy goals.

Second, municipalities can provide lots of certainty to the parties with regard to what is required procedurally and programmatically with their legal-planning framework instruments: structural visions (Dutch: Structuurvisie), land use plans (Dutch: Bestemmingsplannen) and environmental permits (Dutch: Omgevingsvergunningen). The area potentials are demarcated by regulations.

Third, despite the low investment capacity of municipalities, it remains necessary to apply stimulatory measures by the municipality, especially in areas where private parties are less or inclined to invest. Think of industrial sites where buildings are out-dated and the public space is unsafe. The importance of this initiating role of the municipalities, such as investing in infrastructure or providing fiscal regulations, should not be underestimated. It greatly influences the willingness to mobilize private capital for a region, and therefore needs to retarget at where public interest is the greatest.

Lastly, a facilitating municipality is “exploring area potentials” with private parties in order to support investment decisions. In concrete terms, this calls for the organization of all kinds of consultation, discussion and debate, in which area potentials are mapped and validated. This often means that many “informal coalitions” often arise between officials and (often local) social parties who develop, that arise in cooperation with the development potential of certain areas and generate support for redevelopments. Market insights arising from facilitating activities, are used by the municipality through feedback loops, to adjust the use of their remaining control elementary.

The last two roles, framing and initiating, will be more effective when the governments take a facilitating role, which also means that the province must adapt this facilitating role.
Policy instruments

There are many policy instruments that focus on advancing adaptations, accelerating the adaptation process and reducing the office vacancy. The variety of possibilities is assembled by Zijlstra (2015) on the bases of previous research from Rodenhuis (2012) and Kops (2014). Although this overview (Table 10) is thoroughly assembled through his research, the overview might be incomplete. The public policy instruments create a framework or guidelines for market parties on how to act upon office vacancy. Table 10 gives an overview of the policy instruments used by public parties emphasising in bold the ones that are relevant for dealing with vacant office areas. Further explanation of each of the policy instruments can be found in appendix II.

### Table 10: Governmental, Provincial and Municipal Policy Instruments (Zijlstra, 2015)

<table>
<thead>
<tr>
<th>Level</th>
<th>National</th>
<th>Area</th>
<th>Building</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipalities</td>
<td>Application of the law ‘Crisis en herstelwet’, Increasing property tax on vacant offices, Application of the law ‘wet voorkeursrecht voor gemeenten’, Restrict new developments, Application of law ‘wet kraken en leegstand’</td>
<td>Environmental plan, Spatial development strategy, Regional office space intermediary, Transferable development rights, Subsidies, Area manager, Asset investment zone (BIZ), Acquisition, Improve quality of an area, Adaptive re-use team</td>
<td>Municipalities</td>
</tr>
<tr>
<td>Municipalities</td>
<td>Application of the law ‘Crisis en herstelwet’, Increasing property tax on vacant offices, Application of the law ‘wet voorkeursrecht voor gemeenten’, Restrict new developments, Application of law ‘wet kraken en leegstand’</td>
<td>Environmental plan, Spatial development strategy, Regional office space intermediary, Transferable development rights, Subsidies, Area manager, Asset investment zone (BIZ), Acquisition, Improve quality of an area, Adaptive re-use team</td>
<td>Municipalities</td>
</tr>
<tr>
<td>Municipalities</td>
<td>Application of the law ‘Crisis en herstelwet’, Increasing property tax on vacant offices, Application of the law ‘wet voorkeursrecht voor gemeenten’, Restrict new developments, Application of law ‘wet kraken en leegstand’</td>
<td>Environmental plan, Spatial development strategy, Regional office space intermediary, Transferable development rights, Subsidies, Area manager, Asset investment zone (BIZ), Acquisition, Improve quality of an area, Adaptive re-use team</td>
<td>Municipalities</td>
</tr>
<tr>
<td>Municipalities</td>
<td>Application of the law ‘Crisis en herstelwet’, Increasing property tax on vacant offices, Application of the law ‘wet voorkeursrecht voor gemeenten’, Restrict new developments, Application of law ‘wet kraken en leegstand’</td>
<td>Environmental plan, Spatial development strategy, Regional office space intermediary, Transferable development rights, Subsidies, Area manager, Asset investment zone (BIZ), Acquisition, Improve quality of an area, Adaptive re-use team</td>
<td>Municipalities</td>
</tr>
<tr>
<td>Municipalities</td>
<td>Application of the law ‘Crisis en herstelwet’, Increasing property tax on vacant offices, Application of the law ‘wet voorkeursrecht voor gemeenten’, Restrict new developments, Application of law ‘wet kraken en leegstand’</td>
<td>Environmental plan, Spatial development strategy, Regional office space intermediary, Transferable development rights, Subsidies, Area manager, Asset investment zone (BIZ), Acquisition, Improve quality of an area, Adaptive re-use team</td>
<td>Municipalities</td>
</tr>
</tbody>
</table>
According to Zijlstra (2015) the municipality of Amsterdam, Rotterdam, The Hague and Utrecht (the big 4) show both similarities and differences regarding used policy instruments. His research however shows a missing knowledge sharing and cooperation between the big 4. They mainly focus on object level by using expertise to inventory the vacant obstacles and to make adaptation possible. Recent years, a lot of changes have been made concerning the legislation on building level. However, it is an area-based approach that can break the downward spiral of increasing vacancy rates in monofunctional office locations (Remøy, 2010). This graduation research will elaborate on the role of the municipality within an area-based approach, and does not focus on the role of the province and government because of time limitations.

PRIVATE ACTORS

In the private sector there are many actors who participate in urban area development. This paragraph elaborates on each of the different private actors involved in area development (Table 11).

<table>
<thead>
<tr>
<th>Private parties</th>
<th>Role</th>
<th>Objective</th>
<th>Goal</th>
</tr>
</thead>
<tbody>
<tr>
<td>Investors/owners</td>
<td>Long-term investment in real estate</td>
<td>Good liquidity, easy/cost effective to maintain profitable on the long-term Transform vacant office building on short term.</td>
<td>Long-term gain</td>
</tr>
<tr>
<td>Developers</td>
<td>Short-term investment in real estate</td>
<td>Good financial security, risk balanced against return</td>
<td>Short-term gain</td>
</tr>
<tr>
<td>Tenants/users</td>
<td>Reflect local preferences and protecting property/area values</td>
<td>Maintenance of area values</td>
<td></td>
</tr>
</tbody>
</table>

Owners/investors

Investors today own almost 90% of the commercial office stock. They are financial institutions that invest money in a long-term basis as a necessary part of their primary task, the management of pension of insurance funds. Their aim is to gain a sound return on the long-term investment and to benefit through satisfying an obvious occupier demand, although the full payoff may not be immediate. (Carmona et al., 2002, p. 165; Zuidema & Van Elp, 2010).

The owners of the land and or buildings in an area can be same as the users or citizens. However, this type of property has decreased in recent years. Research has shown that the addition of real estate to the corporate portfolio through real estate ownership results in pushes the realized returns down (Brounen & Eichholtz, 2003). It is not the core business of the company, so therefore many companies now use a sale and lease back contracts with new owners.

There are multiple types of owner: Institutional investors, private investors, real estate funds, developers or banks. The most important occurring problem with vacant offices is that they are often owned by (foreign) investors, who are not always inclined to transcend transformation due to the high book values of their real estate (Heurkens, Daamen, et al., 2015). This creates a challenge within the redevelopment of vacant office areas.

Developers

Private project developers play a significant role in urban area development. Within the world of developers, many types of developers can be identified, including a range of combination with investors, builder, banks and sometimes architects. Developers undertake projects within the context of the current market, often at their own expense and risk. They cooperate with an investor to actually realise these projects in practice (Remøy, 2010). On the other hand, they can also transform a building at their own risks, and then sell the building (Franzen et al., 2011). Developers nowadays are increasingly playing an important part in urban area development, and not just limiting their involvement to buildings. Project developers have a good idea about determining the market potential of an area, since they have a great deal of market knowledge (Franzen et al., 2011, p. 28).
Tenants / users

The tenants and users within an area are of ultimate importance as they place a central part in achieving the market quality desired from the urban area development. They provide the local preferences and protect the current values of the buildings and area. The concerns of citizens and other (current) users or representativeness have to be taken into account when redeveloping the area.

3.3.2 Actor involvement & cooperation

Traditionally, urban area development has been based either on public-led development projects, with the municipality in a leading role in the development, or public-private partnerships (Van der Krabben, 2014). In general it is being stated that municipalities are the first to act when combatting vacancy; the municipality or government can initiate urban area development. Usually, municipalities had a very substantial role in urban development projects, not only in the planning process, but also in financial terms. Public actors took a leading role, and private actors adopted a facilitating role in managing the delivering of urban development projects (Heurkens, 2018, p. 1). However, the municipality often has a lack of money. This causes them no longer being able to participate as an active initiator and a risk-carrier in an urban area development. Apart from the possible shortcomings, municipalities have now become very reluctant to take a role as investor to the extent they were used to: The public actor gets a more facilitating role in the redevelopment project and do no longer put large amounts of money in a transformation project, to get the project started. Instead they put money in the development and dissemination of knowledge regarding the approach of vacant offices (Zijlstra, 2015, p. 54).

The decreasing hierarchical role of government in planning creates a subsequent need for new government arrangements. The traditional ‘top-down’ or ‘command and control’ models of urban governance are no longer adequate with urban area development (Franzen et al., 2011, p. 55). This old model does not fit well in a world of urban competition; it is insufficient at dealing with changes of all sorts. The hierarchical decision-making structure is inherently time-consuming: it takes very long before decisions are made and translated into policy measures, and new ideas and initiatives hardly ever get a chance. The more traditional approach of developing cities through government-led town planning has gradually been shifting to the more entrepreneurial approach of strategic management of both public and private initiatives in the urban environment (Franzen et al., 2011, p. 53).

Collaborative forms

There are several collaborative structures between the municipality and private parties when redeveloping an office area. The most important criteria on which a collaboration structure is based regards the occupied land positions and the distribution of the direction in relation to the risks (Kenniscentrum PPS, 2004; Maat, 2013). Although cooperation on area development is obvious, this is not always the case. For some projects, there is hardly any cooperation, for example if a private party owns the land and relies on the option of self-realization (Wolting, 2006).

According to de Greef (2005; VROM, 2011), the distinction between the cooperation models basically amounts to threefold:

- Public exploitation – municipal land
- Public-private cooperation – risks divided between municipality and market parties
- Private exploitation – land owned by market parties

First of all, the land operation can be in the hands of the municipality. Secondly, the market parties can be responsible for the integrated development of land and property management, and third, the financial risks of land utilization can be divided between the municipality and market parties. The land ownership position defines the way the municipality can steer upon the project and how private parties act.
Public exploitation

For the development of spatial projects, the availability of land is a prerequisite (Groetelaers, 2004). A development model is often determined by the ground positions taken. The way in which the municipality fulfills its role in the area development is therefore partly dependent on the land policy it implements. Land policy is defined as ‘a targeted public intervention on the land market’. It is targeted because the government wants to achieve certain goals through intervention (Korthals Altes, Groetelaers, & De Wolf, 2009). A distinction can be made between active and passive land policy.

Active land policy

Active land policy involves the strategy whereby a municipality itself seeks to obtain control of the plan implementation by acquiring the decision-making power over real estate in a plan area (Korthals Altes et al., 2009). This traditional model, where the municipality is the operator of the land, the municipality behaves as a market player (Van der Krabben, 2011). The government is in control of spatial developments through market forces as a means of intervention. Active land policy begins with ownership of the land. In areas where the municipality wishes to develop area development, the municipality will acquire the necessary grounds. The municipality prepares the site and then sells it to parties that take on the development of the building, including project developers and housing corporations. In active land policy, the government also uses private-law instruments, such as purchasing land on which ‘private objectives’ are planned (Hobma & Jong, 2016). These belong to her role as a market player. Creating conditions of the land transactions, the government can steer more directly upon the development compared to steering through the land-use plan (Maat, 2013). Instruments of active land policy are voluntary acquisition, pre-emptive right or expropriation.

Passive land policy

Within passive land policy the role of the municipality limits itself to creating conditions under which developments can take place (Korthals Altes et al., 2009). The municipality has a supervisory, regulatory function (Maat, 2013). She plays a role in spatial development from her public-law responsibility. The government creates the frameworks for the development of the private parties and can provide stimulating conditions. However, the acquisition and exploitation of land is left to the initiative of private parties. Situations occur where the municipality owns the non-prepared land, which is transferred to a private party for development (VROM, 2011). The private party takes care of the integrated development of the area. The municipality ensures that there is a program of requirements and a vision for the area, but transfer the integrated land development and site development to the market party(s). This ensures that the entire risk of land exploitation lies with market parties. When the public space has been developed, it is returned to the municipality, with or without a management agreement (Van den Hof, 2006). By implementing passive land policy, municipalities can also achieve certain policy objectives. There are still several types of market interventions possible. The government confines itself to its regulatory task, creating the frameworks for private sector activities and creating conditions in order to introduce an area development process (Wigmans, 2003).

According to Maat (2013) the development of real estate does not belong to the task of a municipality. However, they do develop social real estate such as libraries and schools. In the case of full public land exploitation, there is a clear distribution of roles: the municipality is responsible for land management and the market parties are limited to the development of buildings. In practice, this means that the municipality designs a plan, buys the land, and prepares the land. Then she sells these grounds to a private party (Van den Hof, 2006). However, if land positions are divided, a combination of traditional development with private development occurs.

Leaseholds

Most municipalities sell their land in the development of construction projects to the project developer or directly to the final owner. However, in some municipalities leaseholds exist. In case of leasehold, the real estate on the ground is ‘rented’ from the municipality. The buildings are property of the owner, but since the buildings are standing on the land, which is the property of the municipality, they ‘lease’ the
ground from the municipality. It is also possible to purchase the leasehold ground from the municipality so it becomes your own property (Vonck, 2013).

Urban leaseholds can occur in more than 20 municipalities, due to past land policy or due to current land policy (Nelisse, 2008, p. 43). However, the number of municipalities currently using a system of urban leasehold is much smaller. Only Amsterdam, The Hague and Utrecht still use leaseholds. Especially since the early nineties of the twentieth century, more and more municipalities have changed their urban lease policy. The amendment often meant that leasehold lease was abolished as a generic issue and that leaseholders had the opportunity to acquire the sole ownership of the land. In Amsterdam, the municipality is working on developing a new leasehold system, which needs to make the system more transparent (Nelisse, 2008).

Municipalities Preferential Rights Act
In the extreme case a private owner does not want to cooperate within the area development, the municipality can use the Municipalities (Preferential Rights) Act (Dutch: Wet Voorkeursrecht Gemeenten) to buy the land. This act makes it easier for local authorities to retain control over the sale of land in their municipality. When a municipality establishes a new structural plan or land use plan a preferential right on such grounds can be established. If a parcel of land is made subject to a preferential right under the Municipalities (Preferential Rights) Act, the owner is obliged to sell the land to the municipality to ensure the progress of an area development. (Korthals & Jong, 1998; Wet Voorkeursrecht Gemeenten, 1981)

Public private partnerships
The involvement of the municipality in urban area development nowadays can be found in new forms: urban management, process management and public-private collaboration (Zijlstra, 2015). Process management and public-private collaboration involve mutually coordinated objectives: those of the private parties and stakeholders (even before they are known factors), and those of the municipality. A coalition, a partnership between public and private parties, could positively influence the area development. Creating a coalition is often pleaded, and is often touted for its efficient and effective decision making, which is achieved by strategically managing relationships in and between networks (process basis) and / or directly by formalizing a regional coalition. Area coalitions therefore have legal, financial, organizational and relational characteristics (Berg, 2014)

Besides area coalitions, joint venture models exist that work as a joint public-private company. A joint venture forms the core of cooperation for the redistribution of land, also called a land management company (grondexploitatiemaatschappij, GEM) (VROM, 2011) The GEM’s task is to acquire, build and maintain land in a financially responsible manner (Kenniscentrum PPS, 2004). In addition, the GEM also develops the public space. This cooperation form includes a joint venture (Dutch: Commanditaire Vennootschap, CV) with one managing partner (Dutch: Beherende Vennoot, BV) (Van den Hof, 2006). The GEM is a land company that is both public and private, in which risk and control are divided. Municipalities hand in on influencing the planning within a GEM, but also bear less risk. The private parties have more influence on planning, but share the risk and cost. The joint venture model often occurs when there are private parties that have a significant ground position. It is also possible that the municipality voluntarily chooses to involve market parties.

Urban area development is most complex when it comes to a public-private cooperation, where division of roles is different in each and every situation. These types of partnerships are increasingly occurrence, making the practice interesting from a process management point of view. However, each particular situation within urban area development requires a tailor-made approach. No standard formula exists for public-private cooperation, because the intrinsic interest of actors differ in each case (Franzen et al., 2011, p. 30).
Private exploitation

Private actors can also play a leading role in urban development projects, by means of private sector-led and private-private partnerships, which are classified as PPP concessions and are a collaboration of two or more private developers in an urban regeneration project (Van der Krabben, 2014). There are two private sector-led urban developments to distinguish:

- Developer-led urban developments: Real estate developers seem rarely capable of adjusting their traditional development role with short-term focus towards a more leading role (Heurkens, 2018, p. 11). There is no sign of a fundamental extension of the role towards land and real estate operation. However, development concessions are becoming more commonly used in Dutch practice. Thereby innovations and changes in business models point towards a sector that are following trends rather than being a front-runner.

- Investor-led urban developments: Investor-led urban development practises show that especially development investors take a leading role in the urban development projects. Their long-term focus on real estate operation and investment returns necessitates a close involvement in the early stages of development and managing design and place quality (Heurkens, 2018, p. 11). However, development investors are not widely represented in the real estate development industry when compared to the share of traditional real estate developers.

If a private party wants to participate in area development, there are three possibilities to get involved (Jansen, 2008). First of all by designing a spatial plan for an area, with the condition that the party does not have any ownership in the area and that he has the intention of acquiring the location in collaboration with a market party or the municipality. Secondly, a private party can acquire land within an area to become in the position to participate in the intended area development. And third, by attending a selection procedure for area development, tendered by the government a private party can be involved in an area development project. Initiatives taken by private actors mean that they bare responsibility for land development, real estate development and real estate operations, and perform a leading role throughout various stages of the development process (Heurkens, 2018, p. 12). If the land is owned by a private party the land is developed for its own account and risk in accordance with the land use plan (Kenniscentrum PPS, 2004). In this case, the municipality does not bear the land exploitation risk. The risk lies entirely with the private party. They must accept that they have to deal with long terms, equalization between profitable and unprofitable landlords, complicated ownership, multiple actors, greater risks, intensive organisational processes and an added value that will only be created in the long run (Jansen, 2008).

3.3.3 Conclusion actors

This section provides answers to the sub-questions related to the actors involved in urban area development:

- Which actors are involved in urban area development?
- How are actors involved in urban area development?

Different type of actors are involved in urban area development. First of all, public actors concern the government, province and municipality. Municipalities can act upon area development in different roles, using different types of policy instruments that concern adaptation of vacant offices. They can act framing in both policy-based and legal & planological ways, or be initiating or facilitating. The used policy instruments are linked to the roles of the municipality.

Municipal policy is based upon provincial policy. Either an active or passive role of the province determines the amount of steering they perform on a municipality, which in the end affects the municipal role as well. The government on the other hand influences the province. Recent years the governmental role has shifted to governance. This means the government streamlines different visions, interests and opinions to create a collaborative whole. This research only focuses on the role of the
municipality, and does not elaborate on the provincial and governmental role because of time limitations.

The municipality is able to initiate area development when they own the land within the development area. They can prepare the land and sell it (or put it in the market as a tender), or they prepare and develop the land themselves. However, in Amsterdam, The Hague and Utrecht leasehold contracts reduce the ability to steer upon municipal development plans and therefore this type of ownership requires a different steering method. A complete public development is often supported by a financial feasibility model, which helps to monitor all costs and returns throughout the process.

The second types of actors are the private parties, which concern owners/investors, developers and current users of real estate. Project developers and investors are increasingly playing a role in area development. Their good idea about market potential of an area originating from their market knowledge increases their involvement on area level. Private parties are able to initiate area development on their own land, but always require municipal permission. They can develop their land for their own account and risk in accordance with the land use plan. If private parties do not have any land position, they can acquire the land to become in the position to participate in area development, or they can attend a selection procedure, tendered by a public party.

Public and private parties can also collaborate. Public-private collaboration forms involve mutually coordinated objectives, which increases the effective and efficient decision making process of the area development, which positively influences the area development. Besides a public-private partnership, municipalities and private parties can also join within a ‘land management company’, in which risk and control are divided. A joint venture model often occurs private parties have a significant ground position. However, municipalities can also voluntarily choose to involve parties to start an area development.

The management of an urban development is most complex, since each particular situation requires a tailor-made approach. How the roles are played by public and private sectors is a determining factor in the urban development process, and thus for its process management.
Conclusion theoretical framework

The theoretical framework provides answers to the sub-questions stated in chapter 1.4. Table 12 shows which questions have been answered in the theoretical framework, and which questions are left open for the empirical research.

**Table 12: Sub-questions for this graduation research**

<table>
<thead>
<tr>
<th>Urban area development</th>
<th>Theoretical framework</th>
<th>Empirical research</th>
</tr>
</thead>
<tbody>
<tr>
<td>What is urban area development?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>What are urban area development strategies?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Which strategic activities exist within urban development strategies?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Which strategic activities within urban development strategies are important for urban area development?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Mixed-use (product)</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>What is mixed-use development?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Which mixed-use aspects are important for urban area development?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>How is mixed-use implemented in urban area development?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Actors (process)</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Which actors are involved in urban area development?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>How are actors involved in urban area development?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>What are the roles/objectives/goals of involved actors in urban area development (public and private actors)?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>How do roles/objectives/goals of the actors' conflict/align?</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>How do actors contribute to the implementation of mixed-use in urban area development?</td>
<td>✓</td>
<td></td>
</tr>
</tbody>
</table>

Urban area development

Urban area development is seen as a solution for the development of large-scale urban areas. It is defined as a transformation task in urban areas that allows collaborating actors to reach an integration of planning activities and spatial investments, eventually resulting in the implementation of spatial projects. It is a high scale development that includes multiple project developments. In the past years a shift towards organic urban development occurred, resulting in a different way of managing urban development projects. Compared to integrated development, where the municipality is in full charge of developing a master plan, organic developments includes an involvement of other (new) actors and a facilitating role of the municipality. Therefore organic development requires a different type of process.

An urban area development strategy describes how an urban area development can be handled. The initiative phase of area development is further researched as it shows the process and the required conditions to get to an area development. A strategy for an urban area development consists of a product and a process. When transforming a monofunctional office area into a mixed-use urban area, the product of the strategy concerns the mixed-use characteristics. The process determines how to define the mixed-use requirements and how to implement them in the area. In practice, strategies behind urban development projects consist strategic activities: decisions and actions produced by involved actors. These include strategic planning (plan making & programming), visioning (future-making & imagining/designing), venturing (place-making & discovering) and learning (sense-making & (re)frameing/interpreting). Whereas strategic planning and visioning are defined as deliberate attempts of organization, strategic venturing and learning
concern emergent decision and actions that respond to the unforeseen events and circumstances that occur in the process of urban area development.

*Mixed-use*

Mixed-use in an area development occurs in four different layers, or dimensions: The shared premise dimension and the horizontal dimension occur within a building block, suggesting a mix of functions within one building. The vertical dimension occurs within the area, suggesting a mix of function in different buildings. The time dimension occurs within both levels, implying different functions operating at different times. The implementation of mixed-use in the urban texture can be measured by its degree of grain, density and permeability of the area. A mixed-use urban area contains at least three types of functions – live, work, play – that are integrated in each of the four dimensions and are interacting with each other. Furthermore, a mixed-use area requires a maximization of space usage, established in a coherent plan, oriented on the pedestrian user. By implementing these aspects, mixed-use can be achieved within the area.

*Actors*

The process of an area development strategy determines *how* the mixed-use development requirements are established, and *how* mixed-use development is applied in the redevelopment of a monofunctional office area. The process focuses on the concerned actors that are involved in determining the mixed-use requirements and the mixed-use development performance. Both public and private actors are involved in urban area development, each with a different involvement in the development process. Different land positions within the area determine the way public or private parties take initiatives, and it influences the steering possibilities of public parties upon new developments.

First of all, the municipality is able to start initiatives if they own the land. By preparing and developing the land or putting it into the market as a tender, they are able to steer upon their own development plan. Policy documents describe the frame. However, land that has been issued in leasehold requires a different steering method. The different roles of the municipality – framing, either policy-based or legal & planological, initiating or facilitating – are linked to their steering instruments, that provide input for the project, and determine the way municipalities steer upon developments. Subsequently, private parties can develop their own land for their own account and risk in accordance with the land use plan. Without any land position, they can attend selection procedures tendered by a public party. Recent years, specific market knowledge on market potential has caused private parties to increasingly play a role in area development. At last, collaboration of public and private parties increases the effective and efficient decision making process of area development. Coordination of mutual objectives creates a positive influence on area development. However, the large amount of involved actors makes management of area development complex. Each situation requires a tailor-made approach, determined by the roles played by public and private parties.
EMPIRICAL RESEARCH
The theoretical framework has provided answers to several sub-questions. This chapter describes the results of the three case studies executed be able to answer the main research question.

By performing an empirical research, this chapter aims at answering the sub-questions as stated in chapter 1.4:

- Which strategic activities within urban area development strategies are important for urban area development?
- What are the roles/objectives and goals of the involved actors in urban area development (public and private actors)?
- How do roles/objectives/goals of the actors’ conflict or align
- How do actors contribute to the implementation of mixed-use in the urban area development?
- How is mixed-use implemented in urban area development?

4.1 Case study introduction

In order to define the strategic activities within an urban development strategy that contribute to the transforming a monofunctional office area into a mixed-use urban area, it is useful to look at area development projects performed in the Netherlands to learn from these developments. Therefore an in-depth analysis of the development process of three locations is performed: Amstel III in Amsterdam South-East, the Binckhorst in The Hague and Strijp-S in Eindhoven (Figure 24). These three locations have known a large quantity of vacant square meters, which have been or are in the process of transformation to new functions, to create a new mixed-use area.

This chapter addresses the strategic activities that arise from the three case studies in which an area-based approach is used to tackle the problem of vacant office space, by transforming the area into a mixed-use urban area. For all three cases, the first paragraph provides a brief description of the project. The extensive description of the cases can be found in appendix V. The second paragraph of each case describes the critical analysis of the (extensive) case description, which has helped to define the most important and noteworthy strategic activities for each case. Based upon these findings, the general lessons are drawn which can be found in chapter 5.
Amstel III and the Binckhorst show an organic approach, whereas for Strijp S an integrated approach has been used. Therefore only for Amstel III and the Binckhorst interviews have been executed with public and private parties involved in the area development process to gain more insight in the process of the development and the role of all involved actors (appendix III). The interview results combined with the analysis of case documents have helped to determine the relevant strategic activities related to the process of area transformation and the way mixed-use is implemented in these projects. Strijp S, developed according an integrated approach, is used as a reference case. No interviews have been executed, since case documents provided sufficient information about the role of the involved actors and the way mixed-use is implemented. This reference case contributed to making a comparison between the organic and integrated approaches of the area development projects. The case analysis is divided in the three distinguished aspects: the initiative of the urban area development, the involved actors (process), and the mixed-use implementation (product).

4.2 Case 1 – Amstel III @ Amsterdam South-East

4.2.1 Case description
Amstel III concerns an office area in the south east of Amsterdam, and is divided in an office and company zone. The office zone is 50 ha and contains 730,000 m² of office space, with a vacancy rate of 25%, of which 50% is structurally vacant. This means that 100,000 m² will not be used as office space in the future. The area contains 120 buildings, owned by 80 owners, mostly real estate funds who usually have little involvement in the area as a whole. Around 80% of the land positions in the area are under leasehold contract with the municipality. Private parties own the remaining 20%.

Amstel III has been completed in the 1980s and provides space to a large number of companies. In addition, a number of car dealers and construction markets can be found in the area. There is a large home-store and a prison for youth. A distinctive building is the Atlas Building, which has been occupied by Fokker in its first years. Although the area knows a high vacancy rate, well known brands like Adidas, ABN AMRO, Huawei, IKEA and de Bijenkorf are still located in the area.

Figure 25: Impressions of Amstel III (Google Images)
Initiative of the urban area development

It is since the crisis in 2008 that the municipality of Amsterdam started thinking of a plan for this monofunctional office area. Based upon the request of companies in the area, their idea was to transform Amstel III into a mixed-use area by transforming vacant offices into residential buildings and upgrading the public space. The idea of gradually transforming the area into a mixed residential area, where their perspective for the area does not reflect a final picture, is part of an organic development approach. As shown in Figure 26, the redevelopment started in 2011. By revealing the ‘strategiebesluit’ (strategic decision) the municipality showed their effort of transforming the area to create a vibrant new area, which caused the area development process to start.

The change of the land-use plan in 2014 enabled market parties to start and initiate transformation projects. The development of residential functions however was not included. This required a different procedure, known as the ‘kruimelprocedure’ (crumble procedure), which enabled the municipality to steer upon the development and the amount of dwellings in the plan (Habets & Post, 2017). In 2017 the municipality revealed the ‘ontwikkelperspectief’ (development perspective), with urban guidelines, after market parties asked for frameworks and requirements to guide the area development.

Involved actors (process)

The organic urban development approach includes multiple different actors. Their role, goals and objectives concerning the development of the Binckhorst are discussed per actor.

Municipality

Around 80% of the land in Amsterdam is owned by the municipality, but issued in leasehold (Post, 2017), which makes them dependent on market parties for the area development. By changing their role from active to passive they enabled and encouraged market parties to introduce other functions than office in Amstel III. By using an organic approach, the core concepts of the municipality changed to facilitating and stimulating. They facilitate the area transformation by means of their initiative team: A team (consisting of a project manager, lawyer, and people from maintenance and licence) that contributes to the continuance of market initiatives until realization. However, during the process in 2016/2017, their role has shifted towards a more steering one, to be able to steer upon the large amount of projects that were presented for the area. Since 2017 they friendly request market parties to draw up a ‘sub-area vision’ for the to be developed area. This not only enables the municipality to ensure the coherence of the area development, is also enables them to implement social functions in these sub-areas, since the lack of land position makes it a challenge to develop these functions. The use of municipal resources are primarily aimed at improving public space and accessibility in connection with transformation initiatives (Projectbureau Zuidoostlob, 2011).

Market parties

Market parties take a leading role in the area development of Amstel III. They are enabled and encouraged to introduce new functions in the area, and receive a lot of freedom from the municipality (Veen, 2017). One of the first larger-scale development projects that caused other developments to arise was the development of Holendrecht Centre. The purchase of this project and the approval of the transformation into a residence created market speculations, which caused a flow of new initiatives.
Furthermore market parties contributed to the definition of the ‘ontwikkelperspectief’ (development perspective), as they have great knowledge of the market and its potential.

Pioneer

ZO!City (former Glamour Manifest) can be seen as a pioneer in Amstel III, and has been of great value for establishing a large network in the area. They started with small-scale initiatives to bring back cohesion in the area, which resulted in a platform where transparency for the area development is encouraged. As an independent party they function as a link between public and private parties, bringing together all objectives, trying to create a consensus for the area development (ZO!City & Gemeente Amsterdam, 2015). They bear responsibility for organising network meetings, place-making activities and marketing of the area.

Tenants / users

The result of questioning the current companies in the area showed that there was a wish to bring back liveliness, which ought to be found in a mix of functions, in combination with an upgrade of the quality of the public space.

Cooperation of actors

All decisions regarding initiatives for the area development happen in good dialogue between market parties and the municipality. Market parties are asked to look beyond their own plot. Negotiations during the creation of a sub-area vision, where the municipality is also participating, speed up the process from initiative to realization, ensuring quality of the plan and include the objectives and goals of all involved actors in each sub-area.

Mixed-use (product)

Within the ‘strategiebesluit’ it is stated that the area must retain its value for employment while adding new functions in the area. The existing qualities and significance of Amstel III, as an attractive field of work, will be completed and optimized by reorganizing existing office meters (720,000 m²) and by expanding functions to ensure an integration and interaction of functions. The area will be densified by adding 5,000 dwellings in the coming 5 years, and up to 15,000 dwellings until 2040. By adding 1,400,000 m² to 2,100,000 m² of dwellings and an adaptive program, providing space for a mix of work/live and supporting facilities, the area must become a mixed urban area (Figure 27).

The coherence of the plan is achieved by dividing the area into sub-areas. This is done in the ‘ontwikkelperspectief’, and is based upon the grid of the area, where sub-areas are separated by the (planned) road structure. The ‘ontwikkelperspectief’ states a clear hierarchy of main roads, streets and orientation points that will help to bring back the human size in the area. Whereas private plots will be used to add slow-traffic routes, the area will also become an optimally connected city district by improving its slow traffic (bicycle) routes not only within the area but also within the city as a whole (Gemeente Amsterdam, 2017).
The exact program of each building is left open for interpretation, but should be based upon the urban guidelines for plinths and entrance of the buildings, which is related to the location within the area and the road the building borders. The provided guidelines in the ‘ontwikkelperspectief’ show where functions should integrate and interact with each other and the public space. The development of the public space is done with municipal resources and is aimed at a design in which the public space mainly provides an opportunity for street life in which meeting, playing, sports, running and cycling are most important. Large parking lots will be removed and facilitated off-site, to create a high quality appearance of the area with green, plants, light and signage to bring back the liveability.

4.2.2 Most important findings

The case documents and interview analysis provide insight in the initiative of the urban area development, the roles, goals and objectives of the involved actors, and the mixed-use implementation. This paragraph describes the most important and noteworthy findings that seem to contribute to the area transformation of the Amstel III location. On the basis of these findings lessons can be drawn in the next chapter.

- **Approach based upon land positions**
  Land owned by private parties required a different steering method that land given out in leasehold contracts. The municipality has only been able to steer financially upon land given out in leasehold. Because of the lack of land ownership, they do not have a clear position regarding the implementation of social functions, which required a different approach.

- **Vision (document) required**
  A municipal vision (the ‘strategiebesluit’) provided a clear framework with guidelines for the area development. The framework is not too restricting; it leaves enough room for market initiatives.

- **Densification of the area**
  Creating a new urban area requires new functions, other than office. The mix of current office space supplemented with residential and other facilities will provide a good mix for an area.

- **Changing municipal role**
  The municipality started with a facilitating role. The market showed a demand for frames and requirements when the area development continued. The municipality adapted and shifted from its facilitating to a more steering role. In addition, the municipality has been initiating as to public space and infrastructure developments.

- **Initiative team**
  Starting an area development requires a flexible role from the municipality. A facilitating role has helped to get initiatives off the ground. The initiative team contributed to the acceleration of this process.

- **Public space & infrastructure development**
  Sufficient capital has been made available to redevelop the public space and infrastructure. This can be seen as a basis for the area development, on which other projects are dependent.

- **Market initiatives**
  Multiple market initiatives helped to start up the area development. The change of the municipal role caused market parties to take a leading role in area development.

- **A large-scale first development**
  Coherent with the flexible role from the municipality is the development of a first large-scale project into a new function. This larger-scale development has caused speculations in the area, rumours that attracted new developers to the area.

- **Pioneering (Independent pioneer)**
  An independent party, or a pioneer, has been of great influence on achieving cohesion in the area, involving all stakeholders in the area. Furthermore it has been responsible for marketing and place-making activities, to put the development area back on the map.
• **Create a supportive network**
Neighbourhood meetings helped to create support in the area and ensured an area wide approach for solving problems or concerns of involved actors and stakeholders in the area.

• **Determination of sub-areas**
Sub-areas have been determined in the vision document on the basis of the grid determined for the area. This grid is based upon the designed infrastructural program, which shows the main roads that will be developed in the area.

• **Cooperation in sub-areas**
Creating sub-area visions together with the municipality has helped to speed up the process of initiative and ensures all actors to be satisfied with the development.

• **Add social functions**
Without any land positions, the implementation of social functions, is hard. Creating a vision in sub-areas help the municipality to negotiate on development plans and ask developing parties to include social functions in their plans in exchange for aspects of their development plans.

• **Transforming and demolishing**
Demolition creates the opportunity to solve problems current buildings experience. However, constructing everything new will take away the character of the area, therefore a balance between the two would be best.

• **Hierarchy of roads**
Transforming the area into a pedestrian oriented area will bring back the human size in the area. The vision document shows the planned main infrastructural modifications such as bicycle routes to connect the area with the city and the main roads for cars and public transport within the area. Determining the slow-traffic routes within sub-areas is the responsibility of market parties involved in a sub-area.

• **Connection with the city**
Improving the infrastructure within the area will help to make the area into an urban area. The connection of the area to surrounding neighbourhoods by bike paths etc. ensured the transformed area becomes part of a large whole within a city.

**Strategic activities within Amstel III development**
The most important findings of the transformation of Amstel III into a mixed-use urban area can be categorized as strategic activities, as mentioned by Daamen (2010) (chapter 3.1.2). This urban area development project shows the activities of strategic planning, venturing, visioning and learning. Table 13 describes the subdivision of the most important findings within these strategic activities, being part of the process or product of the urban development strategy.

**Table 13: Strategic activities in Amstel III development**

<table>
<thead>
<tr>
<th>Process – finding the frame, using the frame</th>
<th>Product – strategic frame</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Planning</strong> – deliberate plans with tangible product</td>
<td>• Approach based upon land positions</td>
</tr>
<tr>
<td></td>
<td>• Public space &amp; infrastructure development</td>
</tr>
<tr>
<td></td>
<td>• Vision document</td>
</tr>
<tr>
<td></td>
<td>• Sub-areas defined by infrastructural grid</td>
</tr>
<tr>
<td></td>
<td>• Densification by adding (social) functions</td>
</tr>
<tr>
<td></td>
<td>• Connection with city</td>
</tr>
<tr>
<td></td>
<td>• Hierarchy of roads</td>
</tr>
<tr>
<td></td>
<td>• Transformation &amp; demolition</td>
</tr>
<tr>
<td><strong>Venturing</strong> – emergent patterns with tangible products</td>
<td>• Large-scale first development</td>
</tr>
<tr>
<td></td>
<td>• Market initiatives</td>
</tr>
<tr>
<td></td>
<td>• Pioneering (independent pioneer)</td>
</tr>
<tr>
<td><strong>Visioning</strong> – deliberate plans within a broad perspective</td>
<td>• Create area vision</td>
</tr>
<tr>
<td></td>
<td>• Initiative team</td>
</tr>
<tr>
<td></td>
<td>• Determination of sub-areas</td>
</tr>
<tr>
<td></td>
<td>• Cooperation in sub-areas</td>
</tr>
<tr>
<td><strong>Learning</strong> – emergent patterns within a broad perspective</td>
<td>• Changing municipal role</td>
</tr>
<tr>
<td></td>
<td>• Create supportive network</td>
</tr>
</tbody>
</table>
4.3 Case 2 – Binckhorst @ The Hague

4.3.1 Case description
The Binckhorst is an office and company location in the east of The Hague, consisting of 130 ha of land. Companies have settled in the Binckhorst since the beginning of the twentieth century. Over time, the Binckhorst has developed into a large business area with companies of all kinds and sizes. Today it is a mixed business area with high-quality office locations such as KPN’s headquarters and the old International Criminal Court on the Maanweg, and on the other hand car dealers in the northern part of the area. The alternation of large office buildings, port activities, small-scale car companies, retail and waste management functions characterize the area. In addition, there also is a small residential area and the St. Barbara cemetery. The Binckhorst furthermore houses two well-known corporate collection buildings: Bink 36 and the Caballero Factory. Infill of 50% of the companies in the area is offices, while the other half houses workshops, retail, showrooms and industry. Since 2000, the vacancy rate in the area has increased. Major automotive brands such as Mercedes, Jaguar and BMW abandoned the area (Berg, 2014) and KPN’s head office activities have been reduced. The increasing vacancy makes it clear that the area is aging.

Initiative of the urban area development
The area development of the Binckhorst started in 2005 with a master plan for the area (Figure 29), mainly focussing on creating a residential area with hardly any space for other developments (Gemeente Den Haag, 2011). Due to the crisis in 2008 the execution of this master plan and the cooperation between public and private parties stagnated. The revealed ‘Integraal Ontwikkelings Plan’ (integrated development plan) and the changed land-use plan for the area (2009) did not contribute to the start of the development of the area as a whole.
The pressure of the economic crisis caused a new era for the Binckhorst. By releasing the master plan and adapting the principles of the ‘Investeringsprogramma Stedelijke Ontwikkeling (IpSO, 2011), a shift in the way of thinking was required. This resulted in the ‘Binckhorst Gebiedsaanpak’ (regional approach), which focuses on the organic development of the area into a mixed-use urban area with residential next to working, so the accent shifted from realizing and phasing out a definite final picture (master plan) towards an approach aimed at the foreseeable term. Since that time, market parties were invited to come up with plans (Gemeente Den Haag, 2011). The new approach emphasized small-scale developments and strengthens existing opportunities and qualities as source of renewal. Since 2011 the municipality has facilitated organic developments. However, stagnation in the area development showed that the market required directions and asked for a steering municipal role. This resulted in the ‘Omgevingsplan’ (environmental plan) in 2017, which is an extended version of the land-use plan (Gemeente Den Haag, 2017). This document provides the main lines for the development with a general final picture of the Binckhorst, where natural growth is encouraged and initiators are given more freedom to come up with alternative solutions.

Involved actors (process)
The organic urban development approach includes multiple different actors. Their role, goals and objectives concerning the development of the Binckhorst are discussed per actor.

Municipality
The municipality owns approximately one third of the land in the Binckhorst, which includes ca. 30 buildings and 200 rentable units. One third is owned by private parties and the last part is given out in leasehold contracts (Kersten, 2017). The municipality can steer upon developments on their own land, but are dependent on the initiatives of private parties for the remaining parts of the area. The Investment program Urban Development (IpSO 2011) and the Gebiedsaanpak (2011) caused a change from developing a master plan to an organic approach, where the role of the municipality changed from steering to facilitating private initiatives as a new approach. One of their facilitating initiatives consists of the plot ambition they wrote for one of the privately owned plots in the area (SDU locatie). The economic department of the municipality together with the ‘Mannen van Schuim’ showed the potential of the location by drawing up a development plan, which caused several developers to bid on the plot. This resulted in the start of a large-scale development in the area (Kersten, 2017), where the municipality ensured the transformation of an office building into residential.

Market parties
The organic approach provided market parties room for initiatives. But although they received a lot of flexibility from the municipality, a lack of directions was experienced. This resulted in a joint initiative from actively involved market parties, named ‘de Stadsmakers’ (city makers), who addressed the facilities that they thought the Binckhorst need to make it a viable city district (de Boer, 2017; van Boxtel, 2017). Based upon their 10 development principles these market parties aim to make concrete agreements with the municipality for the redevelopment of the area.

Pioneer
I’M BINCK is (one of the) first organisations that contributed to the establishment of a network in the area, where all involved stakeholders are able to share their concerns regarding the area and its redevelopment (Heijkers, 2017). Their most important concern is making people consider the impact of...
their development for over 10 years. Furthermore I’M BINCK contributed to place-making activities such as the annually I’M BINCK Festival and the marketing of the area filled with entrepreneurship, craftsmanship, innovation and culture.

Tenants/users
Tenants are involved in the network sessions organized by I’M BINCK, where they are able to share their concerns regarding the area development.

Cooperation of actors
According to the municipality, entrepreneurs from the area and other stakeholders are emphatically involved in the process of moving towards the new organic plan. Market parties have been invited to start initiative. However, market parties addressed the problem of an unclear vision from the municipality on how to deal with leasehold contracts, public space, and societal development. The ‘omgevingsplan’ brought more clarity on these aspects. However, it turned out this large policy document has been restricting market parties on arrangements they had already made with the municipality before the reveal. In addition, the document is not seen as an easy to use document. It is full of restrictions and a very high ambition level is set, which makes it hard for market parties to negotiate on netting for their developments. This has caused a delay in the process of the area development.

Mixed-use (product)
In the ‘Gebiedsaanpak’ (2011) the mixed-use development plan has been captured. Within this document, a development perspectives per sub-area is provided, land positions have been determined, the potential infrastructure has been designed and a map with characteristic building has been provided (Gemeente Den Haag, 2011). The division in sub-areas is based upon the current infrastructural grid of the area. According to involved market parties, the environmental plan (2017) leaves no room for developments. All small details concerning the area development have been thought through and rules have been written down in this document. The document states that the area must become vibrant, so therefore a work/living environment must be created. Therefore a guideline for the amount of economic functions is provided with this environmental plan. This document shows which locations have potential for which functions, and how infrastructure can be developed. Focus for the infrastructure however is restricted to the main and secondary roads: It shows the development of the Rotterdamsebaan, the planned new connections for public transport and an approach how to reach the ports and shores in the area.

4.3.2 Most important findings
The case documents and interview analysis provide insight in the initiative of the urban area development, the roles, goals and objectives of the involved actors, and the mixed-use implementation. This paragraph describes the most important and noteworthy findings that seem to contribute to the area transformation of the Binckhorst. On the basis of these findings lessons can be drawn in the next chapter.

- **Approach based upon land positions**
  Land owned by private parties required a different steering method that land given out in leasehold contracts or the land owned by the municipality. The municipality has been able to steer upon their own land by putting developments in the market. For the private land, they wrote a ‘plot ambition’ to show the market the potential of the area.

- **A framework is required**
  A ‘too’ flexible role of the municipality without any requirements caused stagnation at the start of the organic development. A vision or ambition document with guidelines must be available from the start to let market parties start developing plans.
• **Vision (document)**
  A municipal policy document, the environmental plan, has provided a framework for the area development. However, it seems like the framework is too restricting, while it should be easy to use and understandable for all types of market parties.

• **Changing municipal role**
  The organic approach of the municipality ensured their facilitating role from the start. The market demanded for frames and requirements when the area development continued. Therefore the municipal role shifted to a more steering role.

• **Provide framework at an early stage**
  The environmental plan is a document for directing upon the area development. However, it has been revealed while pre-arrangements had been made with market parties. This has caused delay because the development plans did not fit in the environmental plan any more.

• **A large-scale first development**
  Showing the potential of privately owned land with real estate (by a plot ambition) helped to start a first large-scale development. Market parties entered the process by purchasing the land with real estate so they were able to start a redevelopment.

• **Market initiatives**
  The organic approach has left market parties to take the initiative. Multiple market initiatives helped to start up the area development. However, the municipality should ensure they could adapt to how market parties act, and provide the right guidance on the right time.

• **Create a supportive network**
  Neighbourhood meetings helped to create support in the area and ensured an area wide approach for solving problems or concerns of involved actors.

• **Independent pioneer**
  An independent party, or a pioneer, has been of great influence for achieving cohesion in the area, involving all stakeholders in the area. Furthermore it has been responsible for marketing and place-making activities, to put the development area back on the map.

• **Determination of sub-areas**
  Three large sub-areas have been determined in area approach on the basis of the current infrastructural grid. For each sub-area it is determined which functional program is allowed.

• **Infrastructural plan**
  The environmental plan includes a global plan for its new infrastructure, mainly focussing on the main roads and secondary roads.

• **Create work/live environment**
  The organic approach aims at developing a work/live environment in the area. The environmental plan shows the potential locations for residential or office functions.

**Strategic activities within Binckhorst development**

The most important findings for the transformation of the Binckhorst into a mixed-use urban area can be categorized as strategic activities, as mentioned by Daamen (2010) (chapter 3.1.2). This urban area development project shows the activities of strategic planning, venturing, visioning and learning. Table 14 describes the subdivision of the most important findings within these strategic activities, as being part of the process or product of the urban development strategy.
Table 14: Strategic activities in the Binckhorst development

<table>
<thead>
<tr>
<th>Process – finding the frame, using the frame</th>
<th>Product – strategic frame</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Planning</strong> – deliberate plans with tangible product</td>
<td></td>
</tr>
<tr>
<td>• Approach based upon land positions</td>
<td></td>
</tr>
<tr>
<td>• Vision document</td>
<td></td>
</tr>
<tr>
<td>• Sub-areas defined based on current infrastructural grid</td>
<td></td>
</tr>
<tr>
<td>• Infrastructural plan</td>
<td></td>
</tr>
<tr>
<td>• Live/work environment</td>
<td></td>
</tr>
<tr>
<td><strong>Venturing</strong> – emergent patterns with tangible products</td>
<td></td>
</tr>
<tr>
<td>• Large-scale first development</td>
<td></td>
</tr>
<tr>
<td>• Market initiatives</td>
<td></td>
</tr>
<tr>
<td>• Pioneering (independent pioneer)</td>
<td></td>
</tr>
<tr>
<td>• Provide framework at an early stage</td>
<td></td>
</tr>
<tr>
<td><strong>Visioning</strong> – deliberate plans within a broad perspective</td>
<td></td>
</tr>
<tr>
<td>• Changing municipal role</td>
<td></td>
</tr>
<tr>
<td>• Create supportive network</td>
<td></td>
</tr>
<tr>
<td><strong>Learning</strong> – emergent patterns within a broad perspective</td>
<td></td>
</tr>
</tbody>
</table>

4.4 Case 3 – Strijp S @ Eindhoven

4.4.1 Case description
Strijp S concerns the former Philips (office) area. The huge abandoned area of the Philips factory, a major source of income for the local economy, was left unexploited and needed a large-scale planning strategy in order to regenerate the “Forbidden City”. When Philips was in a deep crisis in the early 1990s, the entire city was in crisis. Drastic lay-offs, unemployment and depression were the key issues to be addressed back in 2000. Therefore Philips decided to reject its industrial area Strijp I in the late 1990s. This 31-hectare metropolitan area, with its central location within the Eindhoven ring and the city centre was excellent for an inner city transformation of its 150,000 m² industrial heritage. The area consists of monumental buildings like the ‘Klokgebouw’, the ‘Videolab’ and the ‘Apparatenfabriek’. The area is aimed at developing for the creative industry.
Initiative of the urban area development

The redevelopment plan for Strijp S originates from 2000 (Figure 31). A tender procedure ensured the sale of Strijp S to the municipality of Eindhoven and Royal Volker Wessels Stevin N.V. Together they created a public-private partnership (PPP) called Park Strijp Beheer, which gave the municipality the opportunity to play a leading role in the area development, and the risks were spread for VolkerWessels.

The ‘Definite Urban Planning Plan Strijp S; a bubbly knot for Eindhoven’ (2004) is the basis for the underlying (new) land use plan, and shows an integrated approach for the area development. In 2007 this land use plan has been determined with the purpose of enabling the transformation of the industrial area into an urban sub-centre of Eindhoven with mixed-use facilities. In 2008 Park Strijp Beheer launched “Cultuurfonds-S” as a public/private fund to stimulate initiatives, events and programs with grants ranging from €5,000 to €25,000, to contribute to the national and international reputation of Strijp S. In 2012 the first residents moved into Strijp S. Today several other residential developments have been realized, and multiple new projects are planned for the coming years.

Involved actors (process)

The municipality of Eindhoven and KVWS, cooperating in Park Strijp Beheer, initiated the development project. Their role, goals and objectives concerning the development of the Binckhorst are discussed per actor.

Municipality

The municipality of Eindhoven is the commissioner of the Strijp S project and aimed at realizing a completely new residential, work and recreation area on the former Philips site. In 2001, the municipality established a master plan for Strijp-S to give it high-quality appearance. Within the Park Strijp Beheer they have a leading role. Since the municipality owns the land, they can steer directly upon their own development plan. The city of Eindhoven has created a project team, consisting of a general manager, financial, real estate and legal experts, a project manager for cultural development and a communication manager (Culture for Cities and Regions, 2015), for the development of the plans. The municipality focuses on the ultimate goal, with the various developers engaging in the actual implementation of redevelopment (Van der Hurk, 2009). The purchase of the location by the municipality, in conjunction with the cooperation agreement, gives the municipality the necessary private-law control, which is necessary in addition to the public-law management capabilities in order to achieve the high municipal ambition level. The management options discussed with KVWS are laid down in the cooperation agreement.

Market parties

Multiple market parties are involved in the area development. The major actor is VolkerWessels, who is responsible for the construction & real estate development. After the establishment of Park Strijp Beheer, other actors became involved. ‘The Board of Inspiration’, which is the board for all stakeholders of Strijp S, is the main platform where strategies are discussed and major decisions are made. The other involved parties in the area development are Trudo, Woonbedrijf, Spoorzone BV (VolkerWessels, 3W, ING) and De Koning Beleggingen.
Tenants/users
The purchase of Strijp S from Philips to Park Strijp S Beheer was completed in 2004. Buildings that are still used by the companies are rented back from the municipality.

Cooperation of actors
Because the area development is performed under a public-private partnership, the Park Strijp Beheer is in full charge of directing the development. The cooperation agreement (Samenwerkingssoevere-komst, SOK) between the municipality and VolkerWessels stipulates their financial relationship. They are both 50% risk bearing. They are responsible for the entire area and plots are sold to plan developers. An integral cooperation between the municipality, corporations and commercial parties is the basis for Strijp S, where smart management is used to steer upon sub-developments from standing land positions. Within the PPP-framework, plus packages are developed with partners, which allows for collaboration with an open attitude to the market, with the intention to use who is best in what.

Mixed-use (product)
The developed master plan states that Strijp S must become a new creative centre for the city, and combines the preservation and renovation of the site’s historical buildings with the construction of a large number of new developments. The determined land use plan of 2007 enables this transformation of the industrial area into an urban sub-centre of Eindhoven with functions such as living, working, culture and facilities. The land use plan states the realisation of an ‘urban axes’: a development aimed at urban renewal and intensification, mixing of functions and bundling of infrastructure for bicycles, bus, pedestrian and car. The urban axes are important carriers of the urban structure for the long term (Gemeente Eindhoven, 2007).

The master plan describes the phasing of the development until 2030, with the intention to realize 2500-3000 of dwellings and 90.000 m$^2$ of different types of office space. 135.000m$^2$ of the existing (monumental) building volume will be maintained, providing a new destination for the remaining 450.000 m$^2$. 60.000 m$^2$ is reserved for catering, design clusters, shops, culture and the creative industry. The master plan furthermore describes a complete infrastructural plan for the area, focused on slow traffic.

4.4.2 Most important findings
This paragraph describes the most important and noteworthy findings that seem to contribute to an efficient and effective area transformation of Strijp S. On the basis of these findings lessons can be drawn in the next chapter.

- **Approach based upon land positions**
The land is entirely owned by the municipality, as part of the integrated development approach, which enabled them to completely steer upon and implement their own development plan.

- **Master plan**
A master plan, paired with a land use plan, has provided a complete development plan for the area development. The document exactly describes the planned development for real estate, infrastructure and public space, which made it easy to plan different phases of the mixed-use development.

- **Culture fund**
Capital available to spend on temporary initiatives has helped to stimulate initiatives and contributed to upgrading the reputation of the area.

- **Public private partnership**
Performing an area development under a PPP construction has enabled public and private parties to cooperate and share risks for the development.

- **Open attitude towards market**
The plus packages ensure collaboration with an open attitude to the market, with the intention to use who is best in what.
- **Intensification of the area**
  The urban axes state that the development is aimed at urban renewal and intensification, mixing of functions

- **Infrastructure bundling**
  The urban axes state that infrastructure for bicycle, bus, pedestrian and car should be bundled. The infrastructural plan shows a focus on slow-traffic for the area.

**Strategic activities within Strijp S development**

The most important findings for the transformation of Strijp S into a mixed-use urban area can be categorized as strategic activities, as mentioned by Daamen (2010) (chapter 3.1.2). This urban area development project shows the activities of strategic planning, venturing, visioning and learning. Table 15 describes the subdivision of the most important findings within these strategic activities, as being part of the process or product of the urban development strategy.

**Table 15: Strategic activities in the Strijp S development**

<table>
<thead>
<tr>
<th>Process – finding the frame, using the frame</th>
<th>Product – strategic frame</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Planning</strong> – deliberate plans with tangible product</td>
<td>Approach based upon land positions</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Venturing</strong> – emergent patterns with tangible products</td>
<td>Culture fund</td>
</tr>
<tr>
<td><strong>Visioning</strong> – deliberate plans within a broad perspective</td>
<td></td>
</tr>
<tr>
<td><strong>Learning</strong> – emergent patterns within a broad perspective</td>
<td>Public private partnership</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Conclusion empirical research

This chapter describes the results of the analysis of three area developments projects – Amstel III, Binckhorst and Strijp S – that contributed to formulating answers on the remaining sub-questions as stated in table 12 (p. 59).

Which strategic activities within urban area development strategies are important for urban development?

Table 16 describes the strategic activities encountered in the three case studies as being part of the process or product of the urban development strategy.

Table 16: Strategic activities categorized as process or product aspects

<table>
<thead>
<tr>
<th>Planning – deliberate plans with tangible product</th>
<th>Process – finding the frame, using the frame</th>
<th>Product – strategic frame</th>
</tr>
</thead>
<tbody>
<tr>
<td>Approach based upon land positions</td>
<td>Vision document</td>
<td></td>
</tr>
<tr>
<td>Public space &amp; infrastructure development</td>
<td>• Sub-areas based on infrastructural grid</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Densification by adding (social) functions</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Connection with city</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Hierarchy of roads</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Transformation &amp; demolition</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Infrastructural plan</td>
<td></td>
</tr>
<tr>
<td>Planning – deliberate plans with tangible product</td>
<td></td>
<td>• Master plan</td>
</tr>
<tr>
<td>Vision document</td>
<td></td>
<td>• Intensification</td>
</tr>
<tr>
<td>• Vision document</td>
<td></td>
<td>• Infrastructure bundling</td>
</tr>
<tr>
<td>• Approach based upon land positions</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Public space &amp; infrastructure development</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Vision document</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Venturing – emergent patterns with tangible products

• Large-scale first development
• Market initiatives
• Pioneering
• Culture fund

Visioning – deliberate plans within a broad perspective

• Create area vision
• Initiative team
• Cooperation in sub-areas
• Framework at early stage

Learning – emergent patterns within a broad perspective

• Changing municipal role
• Create supportive network
• Public private partnership
• Open attitude towards market

How is mixed-use implemented in urban area development?

The implementation of mixed-use is attempted to achieve by means of a vision document, provided by the municipality. Within Amstel III and the Binckhorst this document provides a division of the whole area into sub-areas, based upon the infrastructural grid of the area. Furthermore it shows the following aspects included in the document, that seem to contribute to the urban area development: the densification of the area by adding (social) functions, ensure a connection with the city, create a hierarchy of roads, allow transformation & demolition and define an infrastructural plan.

What are the roles/objectives and goals of the involved actors in urban area development (public and private actors)?

Within the area development of Amstel III and the Binckhorst, the municipality acts facilitating, because the municipality does not own all the land in the area, and market parties have taken the initiative. This differs from Strijp S, where the municipality is in full charge of developing their own land. By adapting a facilitating role, the municipality enables market parties to come up with initiatives. A municipal initiative team contributes to ensuring the development plans can be realized, resulting in a first large-scale transformation project and pioneering activities.
How do roles/objectives/goals of the actors’ conflict or align

The facilitating role of the municipality allows market parties to come up with initiatives. A pioneer in Amstel III and the Binckhorst ensured a network in the development area to bring back cohesion. These network meetings function as a platform for public and private parties to collaborate and share their concerns, aiming at reducing conflicts in the area. An open attitude of all parties within the urban area development also contributes to reducing conflicts. Thereby, collaboration within sub-areas ensures that all objectives and goals of the actors can be implemented in the development plans, reducing conflict.

How do actors contribute to the implementation of mixed-use in urban area development?

In all three cases, initiative for the area development came from the municipality. Whereas in Strijp S the municipality determined the vision document for the area, within Amstel III and the Binckhorst this has been done by consulting the market on their market knowledge. By drawing up a vision for the area development in collaboration with market parties, the municipality is guaranteed that the vision document prescribes guidelines for the development that market parties can work with. Market parties however addressed the urge for an infrastructural development plan, since their developments depend on this. In Amstel III the municipality included an infrastructural plan in their vision document. In the Binckhorst an infrastructural plan has been provided for the development of the Rotterdamsebaan, connections of public transport and an approach how to reach the ports and shores. In Strijp S an infrastructural plan is included in the master plan.

The next chapter will elaborate on these strategic activities by a cross-case comparison reflecting upon the theoretical framework, as input for a new urban development strategy.
5.

The theoretical framework and the empirical research provided answers to the sub-questions stated in chapter 1.4. This chapter elaborates on the results of the empirical research, reflected on the theoretical framework. Based upon these results lessons are drawn, which will function as input for the strategy in chapter 6.

5.1. Cross-case analysis

The research of previous chapters distinguished three themes. First of all, it provides insight in the initiative of the urban area developments. Each urban area development consists of a process, which concerns the collaboration of involved actors in order to come to a mixed-use development, and the product, that describes the strategic frame: the mixed-use characteristics and requirements. The strategic activities emerging from the empirical research are summarized in Table 17. In this section the strategic activities of the researched development locations are compared, analysed and reflected on the theoretical framework. Based upon this critical analysis, lessons will be determined, which will be discussed in section 5.2.

Table 17: Strategic activities of the researched development locations

<table>
<thead>
<tr>
<th>Planning – deliberate plans with tangible product</th>
<th>Vision document</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Approach based upon land positions</td>
<td>• Sub-areas based on infrastructural grid</td>
</tr>
<tr>
<td>• Public space &amp; infrastructure development</td>
<td>• Densification by adding (social) functions</td>
</tr>
<tr>
<td></td>
<td>• Connection with city</td>
</tr>
<tr>
<td></td>
<td>• Hierarchy of roads</td>
</tr>
<tr>
<td></td>
<td>• Transformation &amp; demolition</td>
</tr>
<tr>
<td></td>
<td>• Infrastructural plan</td>
</tr>
<tr>
<td>• Vision document</td>
<td>• Master plan</td>
</tr>
<tr>
<td>• Intensification</td>
<td>• Infrastructure bundling</td>
</tr>
</tbody>
</table>

5.1.1 Urban area development

Initiating urban area development

Initiating an urban area development is dependent on the type of approach that is used. The different approaches for the urban area development are related to the type of land positions. Research on urban area development executed by Buitelaar et al. (2012) shows the occurring shift in the approach of urban area development. The empirical research shows the difference in land positions in each of the cases (Table 18). Whereas an organic approach has been used in the Binckhorst and Amstel III, Strijp S is an example of an integrated development project (Figure 32). Buitelaar et al. state that in practice a combination of integrated and organic development also occurs. They emphasize that practice is characterized by many mixing shapes of organic and integrated developments (Buitelaar et al., 2012). Therefore initiating an area development requires a good analysis of the parties concerned and assumed land positions to come to the right development approach (Wolting, 2006).

Table 18: Land ownership in the researched development area’s

<table>
<thead>
<tr>
<th>Amstel III</th>
<th>Binckhorst</th>
<th>Strijp S</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipal ownership</td>
<td>2 small pieces of land</td>
<td>± 33.3%</td>
</tr>
<tr>
<td>Leaseholds</td>
<td>± 80%</td>
<td>± 33.3%</td>
</tr>
<tr>
<td>Private ownership</td>
<td>± 20%</td>
<td>± 33.3%</td>
</tr>
<tr>
<td>Approach</td>
<td>Organic</td>
<td>Organic</td>
</tr>
</tbody>
</table>

* In a public private partnership with a market party.
Comparing the integrated development of Strijp S (in 2000) with the attempted integrated development of the Binckhorst (in 2005) (Table 19), two aspects could explain the stagnation of this development approach of the Binckhorst. Reflecting on Strijp S, the crisis could have caused the investor to step out of the development. The purchase of multiple objects can be addressed as an additional difficulty: Where the municipality purchased Strijp S as one object, the purchases in the Binckhorst were more complex. Integrated development is an effective way of area development. However, it depends on the land positions if public private partnerships can occur within an area.

### Table 19: Comparison between the integrated development process of Strijp S and the Binckhorst

<table>
<thead>
<tr>
<th>Approach</th>
<th>Scale of Development</th>
<th>Plan Type</th>
<th>Type of Developer</th>
<th>Role Local Authority</th>
<th>Development &amp; Maintenance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strijp S</td>
<td>Gradually</td>
<td>Strategic</td>
<td>Small developers &amp; individuals</td>
<td>Facilitative</td>
<td>Mixed</td>
</tr>
<tr>
<td>Binckhorst</td>
<td>At once</td>
<td>Blueprint</td>
<td>Large developer</td>
<td>Active and risk bearing</td>
<td>Sequential</td>
</tr>
</tbody>
</table>

The integrated development is a less complex way of approaching urban development, because the municipality owns all the land and is able to develop the planned master plan. For the organic approach, an overview of all land positions will contribute to the development process. This did not happen in the researched organic development areas. However, it seems to be an important condition to know all the land positions to determine the type of approach for the area development. Therefore the first relevant aspect for urban area development is:

- **Get insight in all land positions before starting an urban area development**

Compared to the integrated approach, the organic approach shows a shift in the role of the municipality and market parties, associated with different ways of implementing mixed-use in the area development. The next paragraphs, **process** and **product**, will elaborate on this.
5.1.2 Actors (process)

Research into the process of urban area development shows the involvement of different actors, each with its own role, goals and objectives. The theoretical framework has described each of the different actors and their collaboration forms. The empirical research shows which collaboration forms have been used in the urban area developments and the actions that must be taken within the urban area development process to come to an area transformation. All aspects named within the process in Table 17 will be discussed and analysed upon the findings of the theoretical framework.

Within each case different actors are involved. Table 20 provides an overview of these actors, and Table 21 shows their roles in the area development.

**Table 20: Involved actors the cases**

<table>
<thead>
<tr>
<th>Amstel III</th>
<th>Binckhorst</th>
<th>Strijp S</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipality:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Project manager</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Office space intermediary</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Market parties:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Developer</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Investor</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Pioneer</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Companies (tenants &amp; owners)</td>
<td>✓</td>
<td>✓</td>
</tr>
</tbody>
</table>

**Table 21: Roles of the actors in the cases**

<table>
<thead>
<tr>
<th>Amstel III</th>
<th>Binckhorst</th>
<th>Strijp S</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipality:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Facilitating &amp; Initiating role</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Creating sub-area visions</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Leading role:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Initiating initiatives</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Participating in network meetings</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Creating sub-area visions</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Investor:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Leading role:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Initiating initiatives</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Participating in network meetings</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Creating sub-area visions</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Leading role:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Initiating initiatives</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Participating in tenders</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Passive role:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Participating in tenders</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Pioneer:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Organizing place-making activities</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Organising network meetings</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Responsible for small-scale initiatives</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Marketing of the area</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Companies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Attending network sessions</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Attending network sessions; Creating core values with I’M BINCK.</td>
<td>✓</td>
<td>✓</td>
</tr>
</tbody>
</table>

A remarkable aspect is the involvement of the pioneer in Amstel III and the Binckhorst, which did not come forward in the theoretical framework. Each of the actors involved will be briefly discussed.

**Municipality**

Empirical research shows a different municipal role in organic and integrated development. Within integrated development the municipality adapts a directing (framing) role, whereas in the organic developments both municipalities have taken a facilitating role from the start. Within the Binckhorst the municipality shifted towards a framing role by revealing the new environmental plan for the area, and acted as an initiator with regard to the development of the Rotterdamsebaan and public transport. The municipality of Amsterdam stayed facilitating, but acted as an initiator for the development of the public space and infrastructure. Therefore it is assumed as an important aspect for the office area transformation process that for the organic development a facilitating role is required form the start, but that a shift is necessary towards a more steering role to promote the process of area development.

Based upon this analysis, the following aspect is concluded as relevant for the area transformation:

- Consider a change of the municipal role during the process
The different approaches used in the case studies, all based upon the land positions in the area, show different tools used to steer upon the area transformation (Table 22). It can be concluded that for municipal land, the municipality is determining and decisive on initiatives. As far as leasehold and private ownership concerns, market parties take a lead in the development process, which ensures the municipality to take a facilitating role. Whereas the municipality of Amsterdam stays facilitating with their ‘ontwikkelperspectief’, which provides guidelines for the development, the municipality in The Hague is more steering with their ‘omgevingsplan’. Although leaseholds nowadays only occur in The Hague, Amsterdam and Utrecht (Nelisse, 2008), financial steering upon these contacts can enable municipality to get parties involved in the area development. As a final resource to involve owners in urban area development the municipality is able to use the Municipal Preferential Rights Act. However this has not occurred within the researched cases.

<table>
<thead>
<tr>
<th>Amstel III</th>
<th>Blinckhorst</th>
<th>Strijp S</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipal ownership</td>
<td>Financial steering upon leaseholds</td>
<td>Financial steering upon leaseholds</td>
</tr>
</tbody>
</table>

The different steering instruments for the development process are related to the role of the municipality. The ones that came across during the case studies are shown in bold in Table 23.

<table>
<thead>
<tr>
<th>Instruments</th>
<th>Impact on markets</th>
<th>Steering roles</th>
<th>Steering objective</th>
<th>Sub-types</th>
<th>Steering instruments</th>
<th>Case study analysis</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shaping</td>
<td>Shape decision environment of development actors by setting broad context for market actions and transactions</td>
<td>Framework (policy-based)</td>
<td>Creating the area potentials, Shaping the decision-making environment of the market</td>
<td>Development/ investment plans, Regulatory plans, Indicative plans</td>
<td>Urban policy, regional vision, master plan, covenant</td>
<td>Master plan (Strijp S)</td>
</tr>
<tr>
<td>Regulatory</td>
<td>Constrain decision environment of development actors by regulating or controlling market actions and transactions</td>
<td>Framework (legal, planological)</td>
<td>Demarcating area potentials, Limiting the decision-making environment of the market</td>
<td>State/third party regulation, Contractual regulation</td>
<td>Structural concept, land use plan, environmental permit, regulation</td>
<td>Land use plan (all 3 cases)</td>
</tr>
<tr>
<td>Stimulus</td>
<td>Expand decision environment of development actors by facilitating market actions and transactions</td>
<td>Initiating</td>
<td>Increase area potentials, Broaden the decision-making environment of the market</td>
<td>Direct state actions, Price adjustment instruments, Risk-reducing instruments, Capital-raising instruments</td>
<td>Subsidy, premium, tax regulation, financial construction, public space/ infrastructure/ real estate</td>
<td>New highway (Blinckhorst)</td>
</tr>
<tr>
<td>Capacity Building</td>
<td>Enable development actors to operate more effectively within their division environment and so facilitate the operation of other policy instruments</td>
<td>Facilitating</td>
<td>Explore the area potentials, Support the decision-making environment of the market</td>
<td>Market-shaping cultures, mind set, ideas, Market-rich information, Market-rooted networks, Market-relevant skills</td>
<td>Cooperation forms, process guidance, area manager, municipal office</td>
<td>Development perspective &amp; Urban guidelines &amp; project manager (Amstel III)</td>
</tr>
</tbody>
</table>

Table 22: Steering tools used for different land positions

Table 23: Public steering instruments used in the cases (Heurkens, Adams, et al., 2015)
In each case, a clear vision was provided, based upon the role of the municipality. This enabled market parties to initiate development plans within a clear framework. Based upon this analysis, it is concluded that the following aspect is necessary for an urban area development:

- **A clear vision for the urban area development is required from the start.**

According to Jansen (2008) a leading role of private parties requires acceptance of dealing with long terms for their initiatives. However, empirical research shows how the municipality of Amsterdam adjusted their role to act upon these long terms. By facilitating an initiative team they enabled speeding up the processes of initiative until development, which is beneficial for the start of the urban area development. Furthermore, the municipality in Amsterdam facilitated initiatives by asking input from market parties. By friendly requesting to draw up a vision for a sub-area together with all stakeholders involved in the sub-area, the municipality can use the market input for determining a framework for the development, on which market parties can base their initiatives. Therefore it is concluded that the following aspect is relevant for an urban area transformation:

- **Involve stakeholders to determine guidelines for the urban area development**

**Market parties**

Within the integrated development a different cooperation form occurs between actors compared to organic development. The integrated development in Strijp S exists of a public private partnership, which provides the municipality the opportunity to develop the area according their development plan, where they can spread the risks. The Binckhorst and Amstel III show an initiating role of market parties. Within the Binckhorst, market parties even started collaborating as a result of a lacking public vision on the area. Traditionally, private parties do not cooperate. However, gaining more knowledge by discovering each other’s interests can be seen as added value (Koppenjan & Klijn, 2014). Therefore a remarkable aspect of the Binckhorst is the definition of a shared vision for the area, drawn up by market parties. According the market parties involved this emerged because of a lack of vision from the municipality and contributes to the coherence of the development plans. Whether this would have occurred if the municipality had provided a more specific vision or ambition for the area cannot be determined by this research. However, it is concluded that this can be seen as a relevant aspect for the area development process:

- **Collaborating market parties contributes to the coherence of the urban area development plans**

Drawing up sub-area visions as happens in Amstel III can also be seen as collaboration between market parties, although the municipality is also involved. Because public parties and private parties are involved in these sub-area vision creation sessions, collaboration enables negotiation on development plans, which makes it possible to reach an agreement on short term. Empirical research shows that negotiations within sub-areas help the municipality to implement social facilities such as schools in the area development. In addition, it provides market parties the opportunity to collaborate about the infill on functions, which enables them to enforce each other, so they have something to negotiate about with the municipality. Therefore, creating collaboration instead of competition between market parties is assumed as an important aspect of area transformation since it contributes to the final result of the area transformation. Therefore the following aspect is considered important:

- **Collaborating public and private parties (in sub-areas) contributes to the speed of the area development process and the coherence of the development plan**

Furthermore both Amstel III and the Binckhorst show a first large-scale development project into a new function, which caused rumours in the area and attracted new developers. Therefore it is suspected that a large-scale development into a new function contributes to the area transformation. It requires a facilitating role from the municipality. The conclusion based upon this analysis is:

- **A first large-scale trend-setting transformation project attracts new developers**
Pioneer
An interesting result of the organic development projects in Amstel III and the Binckhorst is the presence of a pioneer during the initiative of the area development. In both cases, one person got involved out of own interest, with the aim of bringing back cohesion in the area and putting it back on the map. Their involvement has resulted in the realization of a huge network, where network meetings provide a platform for all stakeholders to share their concerns and the municipality to present their ideas. In both cases the pioneers can be seen as a first link between public and private parties involved in the area. Their independent role ensured impartiality, although they did have their own objectives regarding the development of the area. It is assumed that their role has been of great influence on the start of the area transformation and therefore should be considered and assigned in new transformation projects. The following lesson therefore is:

- Organizing network meetings contributes to creating support in the area

Furthermore the pioneer has been responsible for other activities as marketing for the area. Place-making activities such as a festival are organized in the Binckhorst, and small-scale initiatives as a beer brewery were added to both locations to attract people to the area on short terms. Therefore it is assumed that the following aspect is relevant for the urban area development:

- Pioneering activities (place-making, marketing, small-scale initiatives) contribute to putting the area back on the map.

5.1.3 Mixed-use (product)
Research on the product of area development has showed the different aspects of mixed-use. The theoretical framework has described the mixed-use characteristics and requirements. The empirical research has examined how and if these aspects have been implemented in the area development.

Mixed-use is implemented in the projects in different ways. Empirical research shows that a document has been provided in each case, showing the mixed-use requirements for the area. For the integrated development in Strijp S, a clear vision has been recorded in the master plan and the land-use plan. With regard to the organic development approach, within Amstel III the municipality developed the ‘Strategiebesluit’ and an ‘Ontwikkelperspectief’ which includes urban guidelines. In the Binckhorst the ‘Gebiedsaanpak’ suggested too little guidelines. The environmental plan though provided enough guidelines for the whole area. Therefore it is concluded that a good framework is required for market parties to act upon within the area development, resulting in:

- A clear vision document is required, showing the mixed-use requirements (guidelines)

Within Amstel III and the Binckhorst sub-areas have been defined. The sub-areas in Amstel III are defined based upon the (planned) infrastructural grid in the area, and include 5 or 6 buildings. In the Binckhorst, sub-areas have also been determined, only including many more buildings, and they area defined by following the current infrastructural grid. Whereas in Amstel III these sub-areas are used to ensure the coherence of the development plans by drawing sub-area visions for the sub-areas, contributing to the coherence of the total urban area development, this does not occur in the Binckhorst. According to Franzen (2011) splitting an urban area development project into separate, independent projects will contribute to its success. Therefore it is assumed that these sub-areas contribute to the coherence of the urban area development, therefore the following aspect is assumed relevant:

- Define sub-areas of 5/6 buildings within the area, based on the (planned) infrastructural grid,

The requirements for mixed-use are expressed within the vision documents, as shown in Table 22. However, the amount of m² allocated to each function differs in each case. Within the Binckhorst, the ratio office/residential is 1 dwelling for 2100 m² of office space (1.050.000 m² / 5000 dwellings) which suggests the area will remain an office location for a large part, while in Amstel III this ratio is 1 dwelling for 48 m² office space (720.000 m² / 15.000 dwellings). Amstel III is approximately three
times smaller than the Binckhorst where more focus is laid on adding residential functions, compared to the Binckhorst where the focus seems to lay on remaining the area as a work location for the creative industry. In Strijp S this ratio is 1 dwelling for 30 m² of office space (90.000 m² / 3000 dwellings), which suggests that even more dwellings in ratio with office m² will be added than in Amstel III. However, the numbers mentioned in Table 24 are an indication of the development plans and have not been realized yet. Based upon this analysis, no conclusions can be drawn on what the best ratio for office space in relation to amount of dwellings is to get the best mix of functions in the area. Therefore the only aspect that can be concluded as relevant, as also stated in the theoretical framework, is:

- A mix of at least three functions is required to get a mixed-use urban area

### Table 24: Mixed-use functions in the area development

<table>
<thead>
<tr>
<th>Area surface</th>
<th>Amstel III</th>
<th>Binckhorst</th>
<th>Strijp S</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>1.400.000 - 2.100.000 m²</td>
<td>15.000 dwellings (50% Work/live/facilities combination)</td>
<td>720.000 m²</td>
</tr>
<tr>
<td></td>
<td>50 ha</td>
<td>5000 dwellings</td>
<td>280,000 m²</td>
</tr>
<tr>
<td></td>
<td>130 ha</td>
<td>2500/3000 dwellings</td>
<td>31 ha</td>
</tr>
<tr>
<td>Office</td>
<td>280,000 m² (current)</td>
<td>10.000 m² (new)</td>
<td>90.000 m²</td>
</tr>
<tr>
<td>Facilities</td>
<td>791.000 (creative industry)</td>
<td>80.000 m²</td>
<td></td>
</tr>
<tr>
<td>Monuments</td>
<td>130,000 m²</td>
<td>Unknown</td>
<td>135,000 m²</td>
</tr>
</tbody>
</table>

Furthermore, as also concluded in the theoretical framework, mixed-use occurs in different settings, of which the distinction between building level and area level is the most important. Mixed-use should occur on each layer: The shared premise, the horizontal-, the vertical- and the time dimension. A mixed-use area development requires a coherent plan, where at least three functions are interacting and integrated. A mixed-use area is a live-work-play environment, where space usage is optimized, and where the public space is oriented on the pedestrian user. Table 25 and 26 show if and how each of these aspects is included in the cases.

### Table 25: Mixed-use aspects present in the cases

<table>
<thead>
<tr>
<th>Coherent plan</th>
<th>The 'ontwikkelperspectief' provides sufficient guidelines that show how coherence can be achieved in the area: A mix of functions in each sub-area, connected by small and main roads.</th>
<th>The 'omgevingsplan' shows an indication of which functions could be implemented on which locations in the area.</th>
<th>A master plan has been designed, showing each phase of the development.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maximation of space usage</td>
<td>The amount of offices remains the same, while new functions will be added.</td>
<td>There will be room for new ('high-rise') developments, which will maximize the usage of the space in the area.</td>
<td>The area will be densified.</td>
</tr>
<tr>
<td>Planned interaction between at least three functions</td>
<td>Dwellings, offices and facilities will be added to the area.</td>
<td>Dwellings, offices and facilities will be added to the area.</td>
<td>Functions have been added and will be combined not only in the area but also on building level.</td>
</tr>
<tr>
<td>Physically and functionally integrated functions</td>
<td>The determination of how plinths should be filled determines the integration of functions. Furthermore a part of the plan is addressed to a mix of work/live/facilities.</td>
<td>By restricting parties to only develop residential functions in a plan a mix of functions is realized.</td>
<td>The area provides room for a combination of functions, aimed at the creative sector.</td>
</tr>
<tr>
<td>Work/live/play elements</td>
<td>A part of the plan is addressed to a mix of work/live/facilities (1400.000m²).</td>
<td>Specific statements on how the infrastructure of the area should be filled in mainly focus on main roads and secondary roads, but say nothing about slow-traffic.</td>
<td>The master plan contains a complete plan on the new infrastructure and the slow-traffic route through the area.</td>
</tr>
<tr>
<td>Pedestrian oriented</td>
<td>Within the sub-area visions it should be considered how pedestrians could move through the area. The hierarchy of roads will help to bring back the human size in the area, where private plots will be used to add slow traffic routes.</td>
<td>The area provides room for a combination of functions, aimed at the creative and innovation sector.</td>
<td></td>
</tr>
</tbody>
</table>
Results of the three case studies show that almost all aspects required for mixed-use have been implemented and documented in a vision document. Where Amstel III shows a clear plan for the infrastructure and public space development, the Binckhorst shows a lack vision for the infill of the infrastructure focussing on pedestrians. Market parties have addressed the importance of the infrastructure, since their development plans depend on it. Showing a plan for the infrastructural development focused on slow traffic increases the permeability of the area (Rowley, 1998). Therefore it is concluded that:

- A plan for infrastructure & public space development is required.

In addition, mixed-use occurs can be measured by a certain degree of grain, density and permeability of the area. This permeability is related to the amount of possible routes for a pedestrian. Within Amstel III these routes are must be made available in the sub-areas, not only to create a coherent plan, but also to ensure slow-traffic has the ability to move through the area. Within the Binckhorst no specific solutions have been provided for slow-traffic routes. Based on the theoretical framework it is concluded that this is an important aspect to ensure the area to become a mixed-use area, therefore the following relevant aspect for a mixed-use development is:

- The infrastructure development plan must focus on slow-traffic routes

Adding new functions increase the degree of grain and density ((Rowley, 1998) ensuring densification. Table 25 mentions the functions that will be added to the area to intensify its use and thereby contributes to the densification of the area. Densification the area seems to be an important aspect for a mixed-use area. Therefore the following lessons is formulated:

- Densification of the area contributes to the development of a mixed-use urban area

Furthermore, Hoppenbrouwer & Louw (2005) mention the four layers/dimensions that should occur in a mixed-use development. Within the three case studies, these layers are not all recognized (Table 26). As far as the horizontal, vertical and time dimension concern; these are present in all three areas. Therefore it is assumed these layers implemented in the development plan easily. However, with regard to the shared premise dimension, nothing specific has been mentioned. It is suspected that a combination of living and working will occur in the area, but the vision documents do not address this information.

<table>
<thead>
<tr>
<th>Table 26: Mixed-use layers present in the cases</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Amstel III</th>
<th>Binckhorst</th>
<th>Strijp S</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shared premise</td>
<td>Nothing specific has been mentioned in the vision document about a one point multifunctional use. However it is expected to occur since residential will be combined with the office function. Thereby, working at home is not uncommon these days.</td>
<td>Nothing specific has been mentioned in the vision document about a one point multifunctional use. However it is expected to occur since residential will be combined with the office function. Thereby, working at home is not uncommon these days.</td>
</tr>
<tr>
<td>Horizontal dimension</td>
<td>The different functions that will be added in the area provide a vertical dimension. Furthermore the area is connected to the rest of Amsterdam, which emphasises its vertical dimension.</td>
<td>Several different functions have been combined in the area, which makes the horizontal dimension present.</td>
</tr>
<tr>
<td>Vertical dimension</td>
<td>In some parts of the area a mix of functions in a horizontal dimension is required. This depends on which road the development is located. The ‘Strategiebesluit’ shows these requirements for parts of the area.</td>
<td>The municipality has addressed that realizing a full residential development is not allowed (Spriensma, 2017). A mix of functions within a building is required.</td>
</tr>
<tr>
<td>Time dimension</td>
<td>By adding different type of functions (office, residential and other), the time dimension is realized.</td>
<td>Several different types of functions (office, residential and other) have been combined in the area, which makes the time dimension present.</td>
</tr>
</tbody>
</table>
To ensure the right implementation of mixed-use in the area, it seems an important condition to include mixed-use in each layer of the development area. Therefore the following aspect is addressed as important for transformation of an office area into a mixed-use area:

- **Mixed-use should occur in every layer to ensure a mixed-use development**

At last, although all projects are described as area transformation projects, they do not completely include 100% transformation projects. As mentioned, demolition of buildings provides space to make adjustments to the public space. For example, demolition can help to solve the problems of parking on a sub-area level instead of solving the problem on plot level. However, transforming unique buildings in the area instead of demolition ensures characteristic buildings are retained. This results in the last condition that seems to contribute to the transformation of the monofunctional area into a mixed-use area:

- **Demolition & new building contributes to adding new quality to the area**

It can be concluded that the research shows the importance of providing clarity on how the area can be developed to mixed-use. By means of a document, describing guidelines or a framework for the new functions, market parties can be directed in the right way. These guidelines should include the requirements for mixed-use to reach a mixed-use development.

### 5.1.4 Conclusion cross-case comparison

The lessons that have been drawn based upon the cross-case comparison are summarized in Table 27, categorized as strategic activities for the urban development. These lessons show important conditions that seem to contribute to the transformation of a monofunctional office area into a mixed-use urban area.

**Table 27: Strategic activities based upon theoretical and empirical research**

<table>
<thead>
<tr>
<th>Process – finding the frame, using the frame</th>
<th>Product – strategic frame</th>
</tr>
</thead>
</table>
| **Planning** – deliberate plans with tangible product | • A clear vision document is required, showing the mixed-use requirements  
• Define sub-area’s, including 5/6 buildings, based upon the infrastructural grid  
• A mix of at least three functions is required to get a mixed-use urban area  
• A plan for infrastructure & public space development is required.  
• The infrastructure development must focus on slow-traffic routes  
• Densification of the area contributes to the development of a mixed-use urban area  
• Mixed-use should occur in every layer to ensure a mixed-use development  
• Demolition & new building contributes to adding new quality to the area |
| **Venturing** – emergent patterns with tangible products | • A first large-scale trend-setting transformation project attracts new developers  
• Pioneering activities contribute to putting the area back on the map. |
| **Visioning** – deliberate plans within a broad perspective | • Get insight in all land positions before starting an urban area development  
• A clear vision for the urban area development is required from the start. |
| **Learning** – emergent patterns within a broad perspective | • Consider a change of the municipal role during the process  
• Involve stakeholders to determine a framework for the area development.  
• Collaborating market parties contributes to the coherence of the area development plans  
• Collaborating public & private parties in sub-areas contributes to the speed of the area development process and coherence of the development plan  
• Organizing network meetings contributes to creating support in the area |
5.2 Lessons learned

This paragraph describes the definition of the lessons, drawn from the relevant aspects for an urban development project in the previous paragraph (Table 27). The cross-case analysis provides the most important aspects related the transformation of a monofunctional office area. The opinion of experts is used to improve the most important aspect for the transformation of a monofunctional office area into a mixed-use urban area. Based upon this analysis the lessons learned are defined.

5.2.1 Expert consultation

Several consultations have been executed with different actors, both public and private. The people consulted have been approached via the Platform Ontwikkeling Rotterdam (POR) (appendix VII), and have been involved in urban area developments across the country. The aim of the expert consultation was to investigate to what extent the lessons are applicable for the transformation of other locations, and if they are recognised as important by the market. The expert meetings took place in one week, one meeting a day, and can be seen as an iterative process: The lessons were adjusted directly after the meeting, and presented to the next expert the following day. By questioning whether the lessons would be applicable for their company and their way of working, they were complemented into their final form, as presented in the next paragraph.

5.2.2 Lessons learned

The iterative process of questioning experts helped to improve the lessons, which are discussed in this paragraph. The lessons are divided in three categories. First the lessons related to initiating the urban development are discussed, followed by the aspects related to the process, and at last the relevant aspects for implementing mixed-use (product) are discussed. The lessons learned are:

| Table 28: Lessons learned, defined as strategic activities for urban development |
|---|---|
| Planning – deliberate plans with tangible product | Process – finding the frame, using the frame |
| Venturing – emergent patterns with tangible products | |
| Visioning – deliberate plans within a broad perspective | |
| Learning – emergent patterns within a broad perspective | |
| Product – strategic frame |
| 1. Insight in all land positions | 4. A first trend-setting transformation project |
| 2. Overview of involved stakeholders | 5. Pioneering |
| 3. Define and provide a vision | 6. Consideration of the municipal role |
| 1. Consideration of the municipal role | 7. Network meetings |
| 8. Collaborating public and private parties | |
| 2. densification by using at least three functions | a. Sub-areas |
| 3. Public space & infrastructure development | b. Focus on slow-traffic |
| 4. A mix of functions in each layer | c. Focus on slow-traffic |
| 5. Focus on slow traffic | d. Focus on slow-traffic |
| 6. Demolish to add quality | f. Demolish to add quality |

Initiating urban area development:

Based upon the formulated aspect (Table 27): “Get insight in all land positions before starting an urban area development”, the following lesson is formulated:

**1. Insight in all land positions**

Fragmented ownership in an area, which implies land positions taken by public and/or private parties, guides towards a different area development approach or strategy, also associated with the application of different steering tools or policy instruments. Whereas the municipality can steer directly upon their own development by using private-law instruments, they are dependent on market parties regarding privately owned land, which requires a different role of the municipality. Insight in all land positions before starting the area development contributes to speeding up this process.

Experts reckon the importance of an overview of all land positions. Not only because of the large amount of stakeholders involved, but also because insight in public transport companies contributes to making a plan for the area development. Although this did not come forward in the empirical research, they are important stakeholders since they often own the land underneath the railway present in the
area. Experts on the other hand also address the difficulty of the task of identifying all stakeholders, since ‘bad’ real estate owners could be involved in the area, which must be taken into account.

The second lesson is based upon the aspect “Involve stakeholders to determine a framework for the area development”:

2. Overview of involved stakeholders

Before starting an area development, an overview of involved stakeholders (building owners, companies, etc.) in the area not only gives insight in the land positions in the area, but informing all actors about a development plan, and involving all actors in the development process and the determination of the vision for the area, will generate support.

Experts appoint the importance of a joint initiative, but also address the fact that market parties are scared to actually cooperate. However, by working together and drawing up a vision together the risk profile can be reduced. Ensuring an overview of all land positions and real estate, and the willingness of actors to cooperate will contribute to the process of area development. The involved actors not only concern companies, market parties and building owners, but also public transport companies and users of adjacent neighbourhoods or municipalities. Experts point out that an overview of the plans of adjacent municipalities on certain locations could help municipalities to hear and learn from each other, so a shared vision can be created for adjacent or interweaved office areas. This way connection between parts of a city can be facilitated.

Based upon the aspects “A clear vision for the urban area development is required from the start” and “A clear vision document is required, showing the mixed-use requirements” the third lesson is formulated:

3. Define and provide a vision

Initiating an urban area development requires a vision. On the basis of an overview of land positions and involved stakeholders in the area, the municipality is able to determine a vision for the area development, implementing all mixed-use requirements. Their approach (integrated, organic or a mixed approach) not only determines their role, but also indicates whether documents need to be provided, describing the municipal vision and guidelines for the area development, on which market parties can act. The vision should consist of the main lines for the development, functioning as a ‘dot on the horizon’.

Market parties (experts) express that a municipal vision on the area development decreases the risk profile for new developments in the area. If a vision is provided, market parties dare to get involved and start an initiative, because there is a clear framework on which their development is based, so the failure chance is reduced.

Experts address that in practice lesson 1,2, and 3 should happen simultaneously, and establishing a vision should be seen as an iterative process. Approaching involved stakeholders for an area development process does not go without a vision. Arriving at the desired result (the vision) can be achieved by repeating rounds of communication with actors and meanwhile sharpen the vision until the desired end result is reached. However, according the experts consulted, writing down a vision is a time consuming process. Determining a vision not only requires research into all involved actors and all land positions, it also requires input from many municipal departments such as urban planning, residential, traffic, safety, economics, etc. In addition, by involving the current stakeholders located in the area in the iterative process, the determination of the final vision takes a long time. This means market parties will most likely start initiatives before the vision is provided, since market parties always look for opportunities in the market, and structural vacant offices area potential transformation locations.
Process

Based upon the aspect “A first trend-setting transformation project attracts new developers” the following lesson is formulated:

4. A first trend-setting transformation project

A first large-scale transformation functions as a driving force for the area development. A transformation of a building into a new function (residence) of a certain scale, facilitated by the municipality, enables the start of rumours in the area and attracts new initiatives from developers.

In addition, experts address the difference between ‘me-two’ and ‘me-first’-developers and investors. A certain sensational first development will presumably attract these ‘me-two’ types of developers. However, experts indicate that attracting the right me-first developer and investor can be a hard task since not all developers and investors are able to be an initiator. On the other hand, the first development does not have to be a real estate development project. It can also be the upgrade of important public space nodes or attracting small temporary initiatives to upgrade the liveliness in the area. The first initiative therefore does not necessarily have to be taken by market parties; Municipalities can also introduce upgrading the area. However, these types of developments strengthen each other if they happen at the same time.

The next lesson is based upon the aspect “Consider the change of the municipal role during the process”:

5. Consideration of municipal role

A facilitating role of the municipality contributes to the acceleration of the start of an area development with regard to privately owned land in the area. This role expands the decision environment for developing actors, which increases the area potential. The municipality must act facilitating by providing structure and enabling a conversation with and between market parties, to create an overview on the influence of each of the development plans on the total area. Thereby, the development of infrastructure and public space is desired, preferably executed by the municipality.

Experts agree that it would be best if the municipality decides what role they will adapt not only from the start, but also think about the process in 5 or 10 years and be transparent about it. This way market parties can respond to this and know what to expect. One remark though is the difficulty of determining the change of the municipal role in the future. Even though the municipality would determine a long-term strategy, their role is dependent on many other aspects in time, for example because of the elections every four years. Therefore, determining a specific role for over 5 or 10 years is not possible. However, they indicate that they are able to steer towards this, and ensure a good communication with market parties to inform them about possible changes.

Lesson six is based upon the aspect “Pioneering activities (place-making, marketing and small-scale initiatives) contribute to putting the area back on the map”, resulting in:

6. Pioneering

Pioneering activities, such as place-making activities, small-scale initiatives, stimulate additional investments in the area, marketing and the establishment of a network in the area, contribute to putting the area back on the map on short term.

Whether a person/party must be assigned for this pioneering role, or if the municipality must act facilitating to provide room to let a party/people arise in the area has not been researched in this thesis. However, when assigning a pioneer, both public and market parties agree they must contribute to financing this person/party. This can be done for example by a membership fee, which would also provide them access to the network meetings, or a fund. One of the municipal facilitating tasks could be the introduction of this independent pioneer by providing a start budget until more market parties are involved and they have delivered their shares. On the other hand, market parties could also introduce an independent party as a network creator in the area. This must be determined at the start of the area development. Examples of these types of parties are “Mannen van Schuim”, or ‘beingadesigner.com’. 
Based upon the aspect “Organizing network meetings contributes to creating support in the area” the following lesson is formulated:

### 7. Network meetings

Network meetings contribute to creating support in the area. Co-creation sessions with all interested actors help to discuss the concerns and problems that are experienced in the area, and that can be solved on the short term. Participation of the municipality contributes to the speed of solving those issues and creates a platform to present public plans. Network meetings must be introduced from the start of the area development, since it takes some time to generate a network.

Based upon the aspects “Collaborating market parties contributes to the coherence of the area development plans” and “Collaborating public & private parties in sub-areas contributes to the speed of the area development process and coherence of the development plan” the following lesson is formulated:

### 8. Collaborating public & private parties

Market parties take a leading role in urban area development. The collaboration between private parties enables them to determine a joint vision, which contributes to the development process of the area development. Using their market knowledge to draw a framework for the area development contributes to the coherence of the development plan. By drawing up sub-area visions in collaboration with public parties this coherence is increased.

Market parties agree that they should let go of their ‘closed door policy’, and start sharing ideas in order to improve the process of area development and its results. They furthermore address that alliances of current building owners could help to facilitate place-making plans in the area. Both public and private experts reckon that including the municipality will increase the optimization of sub-area visions. Collaboration ensures transparency, which contributes to the development process and its final result and therefore is required for an effective and efficient area development process.

**Product**

Based upon the aspects “A clear vision document is required, showing the mixed-use requirements” the following lesson is formulated:

### 9. Vision document

A vision document provides the guidelines for the development of the area. It shows the requirements to turn the area into a mixed-use urban area.

The vision document shows the required conditions how to transform the area. The following lessons show the requirements that must be included in the vision document, since the implementation of these aspects contributes to the transformation of the area into mixed-use. The lessons are based upon the aspects: “Define sub-areas, including 5/6 buildings, based upon the infrastructural grid” “A mix of at least three functions is required to get a mixed-use urban area”, “Densification of the area contributes to the development of a mixed-use urban area”, “Mixed-use should occur in every layer to ensure a mixed-use development”, “A plan for infrastructure & public space development is required”, “the infrastructure development must focus on slow-traffic routes” and “Demolition and new buildings contributes to adding new quality to the area”:

#### a. Sub-areas

The vision document must show the sub-areas, so collaborating public and private parties are able to drawing up sub-area visions. Both the general vision and sub-area visions describe how the function mix is included in each layer of the plan and how the infrastructure will be developed.

#### b. Densification by including at least three functions

To ensure a complete mixed-use development, a combination of residential, office and other (supporting) facilities is required. By compacting the area, leaving the office space as it is and adding residential and other functions, the area will become a mixed-use urban area.
**c. A mix of functions in each layer**

A combination of residential, office and other facilities in the area must occur in each layer: the horizontal and time dimension (24/7), the vertical dimension and the shared premise dimension. This full implementation creates incentives to move not only within a building, but also between buildings in the area. Programs of the plinths therefore are an important aspect that must be considered in the area vision, since this program influences the movements in the area.

According to the experts, the implementation of mixed-use functions could be improved by involving new parties (not present in the area) in sub-area vision meetings. By brainstorming about the infill of functions other than residential, office or shopping in the area the mixed-use implementation can be improved. Furthermore the municipality indicates the consideration of the infill of social functions in the area from the start. They should address the urgency of adding school facilities when adding residential functions. Dependent on the land positions in the area, they should include their idea on this in the vision document so collaboration with market parties can be executed more easily.

**d. Public space & infrastructure development**

The potential of an area increases if a development plan or ambition is provided for the public space and infrastructure, emphasising the vision on parking in the area and the infrastructure, not only within the area but also the connection with surrounding neighbourhoods. By including an ambition or plan in a document the municipality provides a grip for market parties for their development plans.

Experts agree upon the necessity of the adjustment of the public space or infrastructure, because it contributes to improving security in the area. This development however does not have to be executed by the municipality. There should be clarity on how to deal with the development with the aim of bringing (back) the feeling of safety in the area. Experts indicate the importance of public transport or accessibility of the area when developing new plans, so a vision on developing public transport connections in the area must be thought of by the municipality from the start.

**e. Focus on slow-traffic**

The area will recover its human size when a clear hierarchy of roads is introduced, giving pedestrians and cyclists a leading role. Compacting the area is required to bring back human scale.

Experts address the fact that there should be a reason to move from A to B. A right mix of functions in each layer therefore is required. The focus on slow traffic must be implemented from the start to ensure the first residents to be able to move through the area by foot or bike. By including a vision on how to bring back human scale in the area vision the latter can be achieved.

**f. Demolish to add quality**

Demolishing buildings in the area provides room for adjustments to the public space. Demolition and new building ensures the ability get rid of the old image of an area and create room for the best new development. Demolition therefore can function as booster for the whole development.

Experts on the other hand address that if the area has a certain image or historical value, unique buildings can be transformed, so the character in the area can be retained. Then, a combination of demolition and transformation will create a balance of quality and character in the area. The experts however also indicate that recent years most buildings with a transformation potential already have been transformed into a new function. It is suspected that the Netherlands does not have a lot of potential transformation projects left. If there is no value to be retained, demolition is the best solution to bring back quality in the area.
Conclusion lessons learned

This chapter describes the lessons learned that have been formulated based upon the theoretical framework and the empirical research. By using expert consultations, the lessons learned are complemented into their final form.

The lessons learned are categorized as strategic activities for urban area development and subdivided as part of the process or product of the urban development strategy (Table 29).

**Table 29: Lessons learned, categorized as strategic activities**

<table>
<thead>
<tr>
<th>Process – finding the frame, using the frame</th>
<th>Product – strategic frame</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Planning – deliberate plans with tangible product</strong></td>
<td>9. Vision document</td>
</tr>
<tr>
<td></td>
<td>a. Sub-areas</td>
</tr>
<tr>
<td></td>
<td>b. Densification by using at least three functions</td>
</tr>
<tr>
<td></td>
<td>c. Public space &amp; infrastructure development</td>
</tr>
<tr>
<td></td>
<td>d. A mix of functions in each layer</td>
</tr>
<tr>
<td></td>
<td>e. Focus on slow-traffic</td>
</tr>
<tr>
<td></td>
<td>f. Demolish to add quality</td>
</tr>
<tr>
<td><strong>Venturing – emergent patterns with tangible products</strong></td>
<td>4. A first trend-setting transformation project</td>
</tr>
<tr>
<td><strong>Visioning – deliberate plans within a broad perspective</strong></td>
<td>6. Pioneering</td>
</tr>
<tr>
<td></td>
<td>1. Insight in all land positions</td>
</tr>
<tr>
<td></td>
<td>2. Overview of involved stakeholders</td>
</tr>
<tr>
<td></td>
<td>3. Define and provide a vision</td>
</tr>
<tr>
<td></td>
<td>8. Collaborating public and private parties</td>
</tr>
<tr>
<td><strong>Learning – emergent patterns within a broad perspective</strong></td>
<td>5. Consideration of the municipal role</td>
</tr>
<tr>
<td></td>
<td>7. Network meetings</td>
</tr>
</tbody>
</table>

The first step for an urban area transformation is to have an overview of land positions, which helps to determine which strategy to use for the area development – organic, integrated, or mixed. In addition, a clear overview of the involved actors and the land positions in the area enables the municipality to inform them about and involve them in the planned transformation. Because market parties have great market knowledge, involving them at an early stage when creating vision for the development, will ensure a supported vision.

Facilitating a large-scale first development of several office buildings into a new function will ensure the area gets attention. If the municipality allows a first transformation project, this presumably causes rumours and attracts new developers who also want to be involved in the area. The municipality must consider their facilitating role from the start of the development, and its change to more initiating role when the process continues, so market parties are able to act upon their plans, increasing the efficiency of the development process.

Furthermore, network meetings contribute to creating support in the area. Because of the large amount of involved stakeholders in the area, network meetings can function as a platform where public, private parties and other stakeholders can share their concerns and present their plans.

Ensuring collaboration between market parties not only contributes to the cohesion between the actors in the area; it also contributes to the cohesion between development plans in the area. Involving public and private parties in creating sub-area visions for parts of the development area will improve the process of plan realisation and cohesion of the total development area.
Next to activities, pioneering is a way of actually realizing something in the area. Pioneering activities, such as place-making activities, small-scale initiatives and marketing of the area will put the area back on the map again. Allowing these activities also requires a facilitating municipal role.

In order to transform the area into a mixed-use area, the mixed-use requirements must be defined in a vision document, which should be available from the start of the development process. This document must function as a ‘dot on the horizon’ describing the sub-areas for the total area development, so mixed-use can be implemented in a way that it contributes to the coherence of the whole area. Furthermore a mix of – at least three – functions interact in the horizontal, vertical, time and shared premise layer and should be realized within the plan to densify the area. A plan for public space and the infrastructure development, focussing on slow traffic is required. This contributes to compacting the area, aiming on bringing back the human scale in the area. At last, the document must state that demolition of buildings is allowed to add quality to the area.

Based upon these lessons learned, an urban development strategy for the transformation of a monofunctional office area into a mixed-use urban area will be proposed in the next chapter.
MASTER THESIS
S.C. HUI

URBAN DEVELOPMENT STRATEGY FOR MIXED-USE OFFICE AREA TRANSFORMATION

DESIGN

© Satyawan Narinedhat, www.unsplash.com
This chapter describes the designed strategy, based upon the learned lessons, which are defined by a critical analysis of the academic and empirical research. The input for the strategy will be discussed, resulting in the designed urban development strategy for initiating the transformation of a monofunctional office area into a mixed-use urban area.

6.1 Strategy input

The theoretical framework and empirical research have provided insight into the aspects related to urban area development, the process of area development and mixed-use development. The literature forms a good basis on how mixed-use can be present in an urban area, by the definition of its requirements. In addition, literature about the process of area development describes the roles of all involved actors and their cooperation possibilities within urban area development. The empirical research has contributed to create insight in how these two subjects are combined in practice. It showed the important aspects when initiating an area development. Furthermore, it has provided insight into how roles of actors can be performed, and how collaboration between actors can be executed. At last, it has shown how mixed-use is implemented in the area development projects and created insight in the relevant strategic activities of these development areas. Subsequently, lessons have been drawn, based upon a cross-case comparison where empirical and theoretical researches have been critically analysed and complemented by expert validation. These lessons learned are used for the design of the urban development strategy.

6.1.1 Goal

The goal of this research is to provide an urban development strategy for the transformation of a monofunctional office area into a mixed-use urban area. Within urban area development each of the involved actors has its own strategy regarding a project development, and is a decisive guideline for the process. The aim of this strategy is to provide an optimization for the initiative process for all stakeholders. The strategy provided focuses on an organic approach, since the traditional process of integrated development is well known and includes a different role of the municipality and the involvement of market parties.

As far as organic development concerns, strategic decision-making takes place at different levels by all the different actors. This strategy for the initiative of transforming a monofunctional office area into mixed-use urban area aims at linking these different levels in such a way that all individual development strategies, development visions and policies complement and reinforce each other. It is an optimization of the process for initiating an urban development of a monofunctional office area into mixed-use, which shows the most important aspects on how the transformation of the area must be initiated and executed. It provides an advised guidance for combining pre-existing convergence or divergence of actor orientation and conflict resolution between actors involved.

6.1.2 Structure

As stated in the theoretical framework, a strategy consists of both a product and a process. Effective strategies involve relationships and perspectives that allow people to work together enduringly towards shared outcomes (Daamen, 2010). Within the research of Daamen (2010) it is argued that effective strategies for urban development projects do not only seem to consist of appropriate legal arrangements and other planning instruments; they are also composed of the ability to draw together different interests, skills and perspectives and continuously assess the feasibility of shared ambitions. In practice, urban development projects are signified by concrete material interventions; the strategies behind these projects essentially consist of decisions and actions, which are produced by actors who intent to realize buildings, infrastructure and public space (Daamen, 2010, p. 256). These decisions and actions can be categorised in strategic activities: planning, visioning, venturing and learning, as stated in chapter 3.1.3. Planning and learning are defined as deliberate attempts of organisation, while
on the other hand venturing and learning concern emergent decision and actions that respond to the unforeseen events and circumstances that occur in the process of urban area development.

The lessons learned described in chapter 5 have been categorised as strategic activities (Table 30) that contribute to the transformation of a monofunctional office area into a mixed-use urban area. The design of the strategy has been an iterative process, constantly adjusting the model until it reached its final form. The strategic activities shown in Figure 33 are determined as relevant for tackling an urban development project of transforming an office area into a mixed-use urban area.

**Table 30: Lessons learned, categorized as strategic activities**

<table>
<thead>
<tr>
<th>Process – finding the frame, using the frame</th>
<th>Product – strategic frame</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>a. Sub-areas</td>
</tr>
<tr>
<td></td>
<td>b. Densification by using at least three functions</td>
</tr>
<tr>
<td></td>
<td>c. Public space &amp; infrastructure development</td>
</tr>
<tr>
<td></td>
<td>d. A mix of functions in each layer</td>
</tr>
<tr>
<td></td>
<td>e. Focus on slow traffic</td>
</tr>
<tr>
<td></td>
<td>f. Demolish to add quality</td>
</tr>
<tr>
<td>Venturing – emergent patterns with tangible products</td>
<td>4. A first trend-setting transformation project</td>
</tr>
<tr>
<td>Visioning – deliberate plans within a broad perspective</td>
<td>6. Pioneering</td>
</tr>
<tr>
<td></td>
<td>1. Insight in all land positions</td>
</tr>
<tr>
<td></td>
<td>2. Overview of involved stakeholders</td>
</tr>
<tr>
<td></td>
<td>3. Define and provide a vision</td>
</tr>
<tr>
<td></td>
<td>8. Collaborating public and private parties</td>
</tr>
<tr>
<td>Learning – emergent patterns within a broad perspective</td>
<td>5. Consideration of the municipal role</td>
</tr>
<tr>
<td></td>
<td>7. Network meetings</td>
</tr>
</tbody>
</table>

**6.2 Strategy**

The strategy (Figure 33 & 34) is divided in several aspects related to the process, and one relevant aspect for the product. As far as the process concerns, the first step describes the **strategic visioning**. Ideally, creating a vision should be done before starting the actual development of the area. However, practice shows the difficulty of the time required to develop a vision. The second step shows the **strategic learning, venturing and visioning** steps. These steps can happen at the same time. Each part in the strategy indicates which parties are concerned by the small coloured figures (square, round, pyramid, diamond, Figure 34). Each step will be explained: The definition of the strategic activity is first described, followed by the necessity of the activity, who are involved, how the activity is executed, and what the roles and objectives of the different involved actors are within the activity.

**Figure 33: Concise version of the urban development strategy (Own ill.)**
Figure 34: Extended Version of the Urban Development Strategy (OWN ILL).

Overview of land positions
- Land position
  - Land/building owner
  - (leasehold)

Overview of all involved actors & stakeholders
- Developers
- Building owners
- Companies
- Municipality

Objective: Eager to start a new development in the area to earn money
Objective: Invest money, and then earn money by renting their building
Objective: Tenant - Owner of a building/land - (leasehold)
Objective: Grant parents/policy-making/long term goals

Step 1 - Strategic Visioning
Create vision
Creating a vision should be an iterative process with the involved public and private parties.

Next steps (beyond scope)
- Development

Step(s) 2 - Strategic Learning, Venturing, Visioning
Establish network
- Collaborating private parties
- Developers
- Building owners
- Companies
- Municipality

"Area manager"
- Role: Link between public & private parties
- Role: Facilitating/initiating/learning

Start projects in the area
- (A) Tendcious first transformation project
  - Examples: Large scale residential project
  - Infrastructure
  - Improvement/infrastructure node
- (B) Planning
  - Monitoring FR
  - Large-scale activities
  - Stimulate additional investments
  - Small scale initiatives

Visioning
- Municipal
- Member parties
- Planner
- Companies
STEP 1 – VISIONING & PLANNING

The first activities consist of creating a vision and determining the input for the vision document. This step is based on the learned lessons 1, 2 and 3 (table 29).

Ideally, this step should happen before step 2 since a clear vision contributes to the next steps for the area development process. In practice, though, creating a vision document takes a long time since multiple municipal departments are involved, research is required and the vision document must be approved by the city council. Due to the different interests of all actors, it turns out market parties do not have time to wait for those documents; market parties see opportunities in the market and respond to this. Therefore creating a vision must happen as soon as possible, to direct market parties and promote an efficient process. According to Daamen (2010) visioning requires commitment and legitimacy, which means all actors and all policy decisions should be included.

<table>
<thead>
<tr>
<th>What?</th>
<th>Create a vision</th>
</tr>
</thead>
<tbody>
<tr>
<td>Why?</td>
<td>Fragmented ownership in the area can be approached with an organic approach. Market parties then take a leading role in the area development. Since multiple stakeholders are involved it is important to have a vision for the area, which function as guidance for market parties.</td>
</tr>
<tr>
<td>How?</td>
<td>The municipality must take a lead. By creating insight in the land positions in the area and an overview of all involved stakeholders, all relevant actors can be involved before starting the area development. Creating a vision can be seen as an iterative process where the vision is sharpened through the process of involving stakeholders.</td>
</tr>
<tr>
<td>Who?</td>
<td>Municipality: As fragmented ownership exist, the municipality does not have all land positions and is dependent on market parties for the area development. The municipality should take a facilitating role from the start: they should initiate the visioning by notifying all relevant stakeholders about the plan of transforming the area. This also requires the municipality to create insight in all land positions in the area. Involving all stakeholders also means involving all relevant departments within the municipality, to get to a complete vision with urban guidelines. They are able to create long-term goals, which should be included in the vision. Developers: Developers are able to have land position in the area. They are eager to start a development in the area to earn money. They have great market knowledge. Their role is to provide input when creating the vision. Showing market potential and guiding the municipality in creating a vision will contribute to an effective urban area development. Building owners (investors): Building owners are involved as owners of land in the area. Their objective is to earn as much money as possible by renting their buildings, and to start the transformation as soon as possible. Transforming the area will likely increase prices, which is beneficial for this party. Involving current building owners and new investors will ensure all concerns for the area development are considered when developing a vision for the area. Their role is to provide input for the market potential to get to an effective urban area development. Companies: Companies are involved as the current tenants and users of the area. Current companies in the area could be considered to involve in creating a vision. Since they already occupy space in the area, they know the qualities and weakness and have their own vision of what the area should become. Other stakeholders could include public transport companies (in the case of a train/metro station present in the area, or adjacent municipalities. Involving these actors in the vision creation will create a coherent complete ambition for the area and its surrounding neighbourhoods.</td>
</tr>
</tbody>
</table>
The result of ‘finding the frame by strategic visioning’ is a vision document. This document can be seen as the strategic frame for the area development process. It describes urban guidelines, which direct upon mixed-use requirements for the development process. This strategic planning activity is based upon lesson 9. a, b, c, d, e and f (table 29)

<table>
<thead>
<tr>
<th>STRATEGIC PLANNING [PRODUCT]</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>What?</strong></td>
</tr>
<tr>
<td><strong>Why?</strong></td>
</tr>
<tr>
<td><strong>How?</strong></td>
</tr>
<tr>
<td><strong>Content:</strong></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>

After completing the vision document the municipality is able to steer upon developments by referring to the document. In addition, market parties are able to start developments since the guidelines for the area are known.
STEP 2 – LEARNING, VENTURING & VISIONING

The following activities contribute to the process of the urban area development. The activities can occur at the same time and are not dependent on each other. In practice, these activities will likely occur when the vision document is not yet approved. Step 2 shows the process of ‘using the frame by strategic learning, venturing and visioning’

The strategic learning activity is based upon lesson 7 (table 29)

<table>
<thead>
<tr>
<th>STRATEGIC LEARNING [PROCESS]</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>What?</strong></td>
<td>Create a network (platform)</td>
</tr>
<tr>
<td><strong>Why?</strong></td>
<td>Monofunctional office areas experience the problem of separation, where neighbours do not know each other. By bringing together all companies and other relevant stakeholders cohesion can be brought back in the area. The establishment of a network in the area contributes to learning and helping each other. Sharing problems and concerns opens up new possibilities of solving these problems that would be hard to tackle alone in the area. By collaboration between public and private parties, ideas and thoughts can be shared which can contribute to the quality of the urban area development.</td>
</tr>
<tr>
<td><strong>How?</strong></td>
<td>An area manager could be responsible for establishing a network. An area manager should be an independent party and must act as a link between public and private parties. Involving an area manager enables the establishment of a platform where market parties and public parties are brought together. The municipality can assign this area manager. However it is important that market parties do not get the idea that the area manager is working for the municipality; the independent role must be emphasized. Therefore it would be a good if market parties also contribute to paying this area manager when they want to be involved in the network, so the presence of the area manager is supported by public and private parties.</td>
</tr>
<tr>
<td><strong>Who</strong></td>
<td>Municipality</td>
</tr>
<tr>
<td></td>
<td>The municipality should be facilitating in this network. They are able to present their own ideas and plans, but are also able to listen to plans of private parties. This creates a low-threshold way of cooperation and makes the process of problem solving more efficient and effective.</td>
</tr>
<tr>
<td></td>
<td>Developers</td>
</tr>
<tr>
<td></td>
<td>Developers are able to discuss their concerns regarding the development. By participating the network they can meet other developing parties and this way collaboration between market parties can be started, contributing to the effective and efficient area transformation. Traditional developers however are used to develop plans within their own firm: Their doors are closed and they prefer not to share too much of their ideas with other developers as they want to gain the highest profit out of their development. This role should change: By being (more) transparent and be prepared to share ideas a shared intention to come to the best result for the area development can be achieved.</td>
</tr>
<tr>
<td></td>
<td>Building owners (investors)</td>
</tr>
<tr>
<td></td>
<td>Current building owners are able to discuss their concerns regarding the development. By participating the network they can meet other developing parties and this way collaboration between market parties can be started, contributing to the effective and efficient area transformation. The same goes for new investors that are involved in the area throughout the process. Building owners or new investors should also be more transparent to come to the best result for the area development.</td>
</tr>
<tr>
<td></td>
<td>Companies</td>
</tr>
<tr>
<td></td>
<td>All companies in the area will be able to discuss their concerns in this network, which will contribute to finding solutions on short terms.</td>
</tr>
<tr>
<td></td>
<td>Area manager</td>
</tr>
</tbody>
</table>
|                              | The area manager should function as an independent link between the public and private parties involved. This area manager could be a pioneer, also carrying responsibility for the pioneering activities (see strategic venturing). Their role is to initiate the start of the platform and try to bring all involved stakeholders in the area together.
Within this network, public and private parties should jointly be responsible for drawing sub-area visions that include all aspects for the sub-area development. This strategic visioning activity is based upon lesson 8 (table 29)

<table>
<thead>
<tr>
<th>What?</th>
<th>Create vision per sub-area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Why?</td>
<td>The division of the area in sub-areas makes it easier to develop a coherent urban area development plan, which will contribute to the implementation of mixed-use in all layers in the area. Furthermore creating a sub-area vision contributes to solving small scale problems such as parking or waste collection.</td>
</tr>
<tr>
<td>How?</td>
<td>Market parties should jointly come up with ideas for the to-be developed sub-areas in the area. By becoming more transparent, shared ideas can be improved, and coordination of demolition and new buildings can be achieved, which will contribute to the quality of the plan. In addition, mixed-use can be implemented in a better way if market parties collaborate on the program of their development plans. By ensuring the right infill of program, movement between buildings can be optimized. For example: A parking problem can be solved for a whole sub-area, instead of all separate plans developing their own idea on solving this issue</td>
</tr>
<tr>
<td>Who?</td>
<td>Municipality: The involvement of the municipality contributes to realizing a coherent plan for the sub-area. By being involved within the vision creation sessions, they are able act upon request from market parties. Being involved in these sessions enables them to negotiate on plans, for example on the implementation of social functions in exchange for approval of private development plans. Developers/BUILDING OWNERS (INVESTORS): All developers and investors that are involved within one sub-area should jointly work on a vision for the area. This means they should be transparent about their plans and be open to adjustments on their own development plan to increase the quality for the sub-area. Since the municipality is involved netting can happen and feasible plans can be developed. COMPANIES: The involvement of companies in the collaboration process ensures that their concerns become part of the sub-area plan. The vision for the sub-area is adjusted to existing function if necessary.</td>
</tr>
</tbody>
</table>

To initiate the transformation of the area, two venturing steps are determined as relevant activities that will give the development of the area a kick-start. The first is a trend-setting first transformation project, and the second is pioneering in the area. These activities are based upon lesson 4 & 6 (table 29)

<table>
<thead>
<tr>
<th>What?</th>
<th>First trend-setting transformation project</th>
</tr>
</thead>
<tbody>
<tr>
<td>Why?</td>
<td>A first trend setting project of transforming (or demolish and new build) an office building into a new function will show the ability of the area to change into a new area, where other functions than offices are allowed. This transformation project will attract other developers who also want to participate in the area development. Therefore a first transformation project can be seen as a flywheel for the whole urban area development as it creates rumours and shows the potential of the area.</td>
</tr>
<tr>
<td>How?</td>
<td>A developer/investor (or collaboration of multiple actors) should take the initiative of starting a first development in the area. These parties are aware of the market potential and must take the risk of developing a new function in this monofunctional area.</td>
</tr>
<tr>
<td>Who?</td>
<td>Municipality: The municipality should take a facilitating role in this process. If a first initiative comes up, they should be flexible in getting this initiative off the ground. They should be a facilitating municipality and help this first initiative through all steps of the municipality to receive the right permits.</td>
</tr>
</tbody>
</table>
The municipality can also be initiating a first large-scale development into a new function to show developing parties the area potential. A developer can take the first step. This means also taking some risks, but if the municipality takes their facilitating role a feasible plan should be achievable. An investor can also take the first step. This means also taking some risks, but if the municipality takes their facilitating role a feasible plan should be achievable.

It is assumed that a first transformation project will occur, initiated by a market party. However, if this does not happen, the municipality would also be able to introduce this development on land they own by tendering this land and facilitate the development, or allow a private party to develop a good proposed plan (one-to-one). If they do not have land positions they could also show the area potential by creating an ‘ambition (document)’ for a certain plot to show its potential, which will attract developers to start acting.

<table>
<thead>
<tr>
<th>STRATEGIC VENTURING [PROCESS]</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>What?</strong></td>
</tr>
<tr>
<td><strong>Why?</strong></td>
</tr>
<tr>
<td><strong>How?</strong></td>
</tr>
<tr>
<td><strong>Who?</strong></td>
</tr>
</tbody>
</table>

At last, lesson 5 is not translated into a strategic activity. However, consideration of the municipal role is important throughout the entire process of the urban area development. Being aware of a required change of their role will ensure an efficient and effective urban area development.
Conclusion strategy

This chapter describes the proposed urban development strategy for the transformation of a monofunctional office area into a mixed-use urban area.

The urban development strategy consists of a process and a product. The strategy shows the strategic activities that contribute to the transformation of a monofunctional office area. Naturally, each stakeholder has its’ own strategy regarding smaller scale project developments. This urban development strategy provides an overview for collaboration, and the first tasks that contribute to the area development. The strategy consists of two main steps with relevant aspects as strategic activities.

Ideally, before starting an area transformation process, a clear vision for the development must be available. This concerns a strategic visioning activity. Getting insight in land positions enables to involve all relevant stakeholders. Involving these actors contributes to drawing a vision that is supported by both public and private parties.

The vision document concerns a strategic planning activity. An overview of the sub-areas and all mixed-use requirements related to real estate, infrastructure and public space must be provided. To realize mixed-use within the area, the development plan must show a mix of at least three functions, implemented in each layer within the area, meaning a combination of functions within one room, one building, between different buildings and on different time frames. The document shows a plan for the infrastructural development focused on slow traffic. It shows a plan for the development of the public space and it allows demolition to add quality to the area.

After a vision is determined, the next strategic activities contribute to the area transformation. A first large-scale transformation project of an office building into a new function concerns a strategic venturing activity. This will kick-start the area development and will attract new developers. Pioneering activities, also a strategic venturing activity, include marketing of the area, small-scale investments and initiatives that boost the area on short term. Pioneering activities can be initiated by anyone, as long as the municipality acts facilitating. However, being aware of a required change of their role will ensure an efficient and effective urban area development. Furthermore, establishing a network, involving all relevant stakeholders, concerns a strategic learning activity. A network platform contributes to the cohesion in the area. At last, cooperation within sub-areas concerns a strategic visioning activity and ensures the right implementation of mixed-use in each sub-area, contributing to the coherence of the total plan.

The strategic activities indicated contribute to an efficient and effective process of transforming a monofunctional office area into a mixed-use urban area.
CONCLUSION

Research shows that adapting vacant office space on building level does not provide a structural solution for structurally vacancy in monofunctional office areas. To reach an area-based approach, a development strategy is designed for the transformation of a monofunctional office area into a mixed-use urban area. This research examined the strategic activities of the process and product of an urban development strategy through literature review and case studies, which enabled to answer the main research question:

*Which aspects of an urban development strategy contribute to the transformation of a monofunctional structurally vacant office area into a mixed-use urban area?*

It can be concluded that a strategy for urban area development consists of both a product and a process. The product reflects the strategic frame and the process focuses on finding the frame and then using the frame. The process of finding the frame depends on whether an integrated or organic approach is used. This relates to the land positions in the area and the roles the public and private parties adapt within this approach. Since the integrated approach assumes full public land positions the designed strategy focuses on the organic approach, where fragmented ownership must be handled to transform the area as a whole. Furthermore urban development strategies consist of strategic activities: planning, venturing, learning and visioning. These activities reflect concrete interventions for urban development projects. Based upon the research findings, the strategic activities relevant for the area transformation have been determined and translated in an urban development strategy.

The first part of the strategy describes the need for a vision before starting the urban development. This part of the process describes the step of finding the frame by means of strategic visioning. Based upon insight in all land positions and by involving all relevant stakeholders this document functions as a clear guide on which market parties can start acting and develop plans. The document describes the strategic frame by means of a strategic planning activity. It provides the urban guidelines for the urban development, defining sub-areas within the area and showing the mixed-use requirements for the real estate, infrastructure and public space development. Verbalizing the vision document though is a prolonged process. Therefore a concept vision document must be provided as quickly as possible to enable market parties to take their leading role.

The second part of the strategy describes the strategic activities that can occur at the same time, not being dependent on each other. Starting the urban development process, a network contributes to creating cohesion in the area. This step is part of the process and describes the activity of strategic learning by all involved stakeholders. Collaboration between public and private parties within the defined sub-areas contributes to ensuring the coherence of the whole development. Transparency about development plans will ensure mixed-use can be implemented into each sub-area, not only creating the right mix of functions, but also ensuring the right types of movements within each sub-area, contributing to the movements within area as a whole to make it vibrant again. This step, part of the process, describes the activity of strategic visioning, only related to a sub-area instead of the area as a whole. At last, two relevant aspects for giving the urban development a kick-start are the strategic venturing activities. The facilitating municipal role enables market parties to start a first large-scale transformation project, creating room for rumours to start that will attract new developers. In addition, pioneering activities as marketing, small-scale initiatives and place-making activities are necessary to attract people to the area, to make the area become vibrant again on short term.

Based upon the findings in this research, it can be concluded that the proposed strategic activities within an urban development strategy contribute to the transformation of a monofunctional office area into a mixed-use urban area. It represents guidance for all stakeholders to reach an urban development.
RECOMMENDATIONS

Because this research is bound by means and time, recommendations are made, which function as input for further research and practice. The recommendations are explained below.

Recommendations for further research

The following recommendations on academic research are made, which arise from the knowledge gained during this research project:

• The role of the government and province is an interesting aspect related to urban development that requires further research, because it is assumed that these public actors are of influence for municipal policy. Further research should focus on determining the vision of the government and province on urban development and their influence on municipal policies.

• The cases researched are area transformation projects in the first phases of the urban development. It takes some time before results of these developments are visible, but further research could be conducted to determine in the success factors of urban area development. The urban development strategy then can be reflected and adjusted.

• The defined strategy indicates the importance of a provided vision on the start of the initiative of the area development. Creating a vision however is a time consuming process. Further research should focus on the steps required to finish the documentation of the vision document in time. This requires research into the municipal organisation.

• The case studies have all been started just after the crisis has ended. Further research must be conducted to determine if this could have influenced the process. By researching a healthy economic situation the process of initiating the urban development can be compared.

Recommendations for practice

This section contains recommendation for the implementation in, and further research for practice.

• The designed urban development strategy has not been tested in the market yet. Its design is based upon three cases, of which the results have been reflected on market knowledge by presenting it to the municipality and market parties. However, it is up to the market to test the strategy.

• The strategy is only focused on the initiative of an area development process. To become a complete strategy for transforming a monofunctional office area into a mixed-use urban area, it is interesting to explore these later phases of the development so they can be included in the strategy.

• This research has tried to make a statement about how a mix of functions is implemented in an area: i.e. the m² for residential, office and other functions. However, more case studies must be executed to conclude the best mix of functions, so this can be included in the vision document for the area development.

• The provincial role and its vision on urban area development have not been included in this research. However, there is a great provincial demand for housing within the inner city in the Randstad. Therefore the potential of adding this residential demand in transformation projects might be interesting, to see if these locations are suitable for this residential demand.

• At the moment, the pilot of the Environmental Plan is used in the Binckhorst, a front-runner in using this policy document. Further research could examine the extent to which the environmental plan affects the process of the urban development.

• It is recommended to municipalities to work together on a common vision and approach for urban area development, since they can learn from each other. This way connection between parts of cities can be facilitated, and reinventing the wheel can be prevented.
DISCUSSION

This chapter compares the findings of this research against scientific literature. It explains the differences and mentions limitations concerning the validity and reliability of the study.

Validity of the research

The validity of a research consists of internal and external validity; it encompasses the entire experimental concept and establishes whether the results obtained meet all the requirements of the scientific research method.

The internal validity of this research dictates how the experimental design is structured and if it encompassed all of the steps of the scientific research method, which includes a good structure and execution. It describes the quality of the method, the data collection and analysis of the results. The scientific method steps in this research are introduced in each chapter. Each chapter describes the main conclusions of the previous chapter functioning as input for the chapter. This way it is clear for the reader how the results from the empirical research and the conclusion of the theoretical framework have been used to define the learned lessons. Introducing and concluding each chapter with its most important findings, provides a clear structure for this research, which contributes to the internal validity of this research. Furthermore, in this research for each interview the same semi-structure interview has been used, not depending on the type of actor interviewed. However, it was not possible to ask all the questions in the right order since the interviews were more equipped as a dialogue. In addition, the interviews have not been conducted under the same circumstances, since some interviews have been done face to face, while others unfortunately could only be conducted over the phone. By conducting all interviews under the same circumstances the internal validity could be increased. However, for one case study no interviews have been conducted, which causes a lower validity.

The external validity of this research shows the process of examining the results and questioning whether there are any other possible causal relationships. The input for this strategy is based on three cases, of which for only two cases interviews have been done. To increase the external validity of the strategy, more interviews should be held to gain more results from both public and private parties. In addition, more cases should be researched to see how municipalities and market parties have acted in other cases. The external validity of the expert consultations however is higher than the intended use of an expert panel (a focus group). By interviewing several respondents in a focus group, there is a chance that some respondents will take a lead and some will keep quiet, due to the fact that some people tend to display socially desirable behaviour by agreeing with a general opinion, or just because people talk less easily in a group. Since all expert consultations have been executed as one to one conversations, generalization of the results is prevented which increases the external validity of the research. For these consultations the same ‘interview’ structure has been used, which increases the validity of this method. However, the circumstances of the consultations differ, since the conversations took place at different locations. To improve the validity the conversations should be held at the same location. However, due to time and planning limitations this was not possible within this research.

Reliability

The idea behind reliability is that any significant results must be a one-off finding and be inherently repeatable. Executing interviews on the one hand are not reliable, since they include opinions of people. On the other hand, the case document analysis is a reliable method, since this research can be repeated. By combining the interviews with the case documents triangulation is caused, which increases the reliability of the results. The interviews have provided the validity of the research, whereas the case documents have increased the reliability. To increase the reliability of the interviews, more interviews must be executed for each case study.
Interpretation of the results

One of the interesting findings of this research, as far as the process concerns, is the involvement of a pioneer in the area. The academic research has been unable to demonstrate that this actor is an important stakeholder within area development. The empirical research though showed how this person is involved and why it contributes to the transformation process. Furthermore, it is interesting to note that in all three cases of the study the role of the municipality differs. The findings suggest that all municipalities try to ‘invent the wheel’ themselves for such area transformation projects. It could be appointed as remarkable that municipalities do not share their way of working, so they can learn from each other in tackling problems within their own municipality. Thereby, research shows the importance of the flexible role from the municipality. It is not naturally that a municipality is able to take a facilitating role, but the findings of this research show the importance of a municipality to do so. The results of this research furthermore indicate that the role market parties adapt in an area development differ greatly, but seem to be dependent on whether a company is open for a change of the way of working, so collaboration between market parties can be achieved. The findings suggest that a more traditional company does not like to share ideas and thoughts with other (competitive) market parties, while on the other hand companies that focus on new ways of working seem to be open for collaboration and reckon the usefulness of sharing ideas to reach a higher goal.

This research furthermore shows that a certain amount of function mix in the area is required. According to Schipper (in Kurver, 2008) only this way the composition of the area can be changed in such a way that there is support for new functions, and the negative spiral is interrupted. If, for example, the large-scale approach yields sufficient critical mass of the residential function, there will actually be mixed-use that will enable people to live in the area, and support arises for facilities, so the liveliness on the streets will become a fact. Therefore an interesting finding is the first large-scale transformation into a new function that must be realized in the area to attract new developers. According to Van der Hoek (2008) an independently functioning part of the area that must at least be given a multifunctional interpretation to attract the desired target groups, can be called a critical mass for development. This critical mass will in itself have to function well as a lively urban area within the office area. The size of the critical mass will therefore always have to be determined in conjunction with the scale of the area. In a smaller office area it can even be about the approach of the entire site.

Limitations of the study

This research and the designed strategy mention a certain role of the public parties, delineated on the role of the municipality. It is beyond the scope of this study to examine the difference of the roles of all public parties: all municipalities, the province and government. According to Kruijt, Needham & Spit (1990) the role of the municipality differs in each city, whereby the role of the public parties in the Netherlands also differs greatly from other countries. Van der Krabben (2011) argues that Dutch practice of area development has a special character in an international perspective, with regard to the separation between land or area development and the development of real estate. In other Western countries, the project developer is responsible for both land and development operations. Furthermore the reader should bear in mind that the study is based on executing this research a couple of years after the crisis. As far as the pioneer concerns, it is expected that within the two empirical cases a pioneer has stood up because of a lack of direction from the municipality, partly due to the crisis. Experts address the fact that at this moment business cycle (Dutch: conjunctuur) can be recognised within the market. This means that having a pioneer could be seen as a trend, since the market allows a person to take this role. At last, unfortunately, this research does not engage with the final result of the transformation project of the case studies, so the end results and the success factors of an urban area development cannot be discussed. Due to this practical constraint, this paper cannot provide a comprehensive review of the amount of m² per function in the area. For these aspects, further research is required.
REFLECTION

Reflecting on this research, first, this research is positioned within its graduation laboratory. Subsequently, a reflection upon the research process and methodology is provided.

Theory

Position within graduation laboratory

The graduation laboratory Adaptive Re-use provides a broad range for all types of graduation research related to the transformation of vacant real estate. Office vacancy covers a large part of this total amount of vacancy in the Netherlands. In the past years, students have executed many different graduation studies related to vacancy, and office vacancy in particular. Most of these studies however focussed on adaptation of unoccupied square meters on building level.

In the past years, studies about adaptation of vacant offices have been related to refitting vacancy for different purposes; e.g. temporary initiatives or the creative industry (Bruijning, 2016; Van der Hoek, 2016). Furthermore, research on the process of the transformation of vacant areas show the aspects of collaboration between public and private parties when tackling vacancy in company area (Labruyere, 2015). A tool, that supports involved parties in the process of initiating development projects in monofunctional office areas (Van Velzen, 2013) is designed, contributing to the problem as a supported joint-area approach. However, it remains largely unknown what is required for a transformation of a monofunctional office area into a mixed-use urban area. Studying the context of urban area development and mixed-use development formed the basis for this graduation research.

Research method

Research process

The process of this research was iterative in nature. In order to be able to connect academic research (the theoretical framework) with the empiric research I have been going back and forth many times. Based upon these results I adjusted the conceptual model and the research design several times. However after handing in this report, the feeling that some parts can be adjusted remains. By experiencing this iterative process, my abilities being a researcher grew, contributing to the final product delivered for this graduation.

This graduation has opposed to answer one main research question according several sub-questions. However, it feels like this research has also yield more questions. Understanding what practice is about grew when I started my four months ‘in practice’ at a real estate developer while executing my case studies. During my first weeks of my internship I realized that the knowledge of Stebru on developments in the market and the roles of different actors take was of great value for understanding the complexity of my research. Executing the interviews and the expert consultations made me realize the relevance of my research. Many interviewees showed interest in research results. Talking to these people of different work fields not only provided me the opportunity to generate data for my research; it also gave me the opportunity to have a look at potential employers.

Theoretical framework

When starting this research, it was important to define which actors are involved in urban development, and what mixed-use includes, to be able to understand what an urban area transformation process into mixed-use is about. The structure of the semi-structured interview of the empirical research was based upon the information of the theoretical framework, complemented by my mentors, colleagues and my supervisor from Stebru.

For the theoretical framework I initially focused on the involved actors and mixed-use characteristics, while during the design of the urban development strategy I realized literature study on urban development strategies was required to design a strategy. The strategic activities of urban development
strategies, found in literature study after executing empirical research, tuned out as a determinant factor for the whole structure of my research. Therefore the information about urban development strategies was added to the theoretical framework after the empirical research and strategy design. If this information would have been included from the start, the empirical research, and the interview structure, could have been based completely upon this urban development strategy, which would have contributed to the validity of this research.

**Empirical research**

As just mentioned, the interview structure is based upon the theoretical framework. This framework however did not include the strategic activities of urban development strategies from the start, as they are used in the proposed urban development strategy. This means the validity of the research would have been higher if literature about urban development strategies had been included in the theoretical framework from the start. Only then these strategic activities could have been tested optimally within the empirical research.

Furthermore, as this graduation research is bound by means and time, only three case studies have been executed, and for only two of these interviews have been executed. Using different sources of data and research techniques increases the validity of the findings. By combining multiple observers, theories, methods, and empirical materials, the weakness or intrinsic biases and the problems that come from single method, single-observer and single-theory studies have been tried to overcome (Yeasmin & Rahman, 2012). Because this research is bound by means and time, no survey has been used. However, this would have been a good method to question all current building owners/tenants in the development areas, so including their interests in the urban development strategy would be improved. Now, only one actor for each sample group (one developer, one municipal employee, one tenant and one investor) is questioned in an interview, so answers for each actor have been generalized. To increase the validity of this research a survey and multiple interviews would contribute to complete insight in the roles, objectives, and goals of all involved stakeholders in the area.

A dangerous aspect of executing case studies is the tendency to falsify assumptions. According to Flyvbjerg (2006) this is due to the fact that the researcher can adjust hypotheses during the research process by means of reflecting on the empirical data found in the case studies. By doing an internship at a real estate developer, and executing a major part of the interviews and expert consultations with market parties, it was hard to not get influenced by preconceptions. Therefore it was hard to safeguard the scientific research approach sometimes. However, the validity of this research is not influenced by these preconceptions by also discussing the results with public actors. Although a structure for the semi-structured interview was made, it turned out it was hard to stick to the order of the questions during the conversations. Questions regarding the financial aspect of area transformation hardly came up for discussion. Therefore this aspect has not been elaborated upon more in this research.

**Lessons drawing**

Drawing up the lessons is based upon a comparative design, by at the same time reflecting upon the results described in the theoretical framework. The lessons are based upon issues that have been determined as important for the development process of the case studies. Expert consultation has contributed to collect feedback to adjust the lessons. However, the lessons should not be considered as complete as it concerns own interpretation. The expert consultations have been a substitute method to the intended expert pane. An expert panel would have brought a lively discussion, which would have been interesting for this research. However, the use of expert consultation has brought the benefit of consulting actors separate from each other. This enables them to speak openly about their opinion, whereas a discussion could unintentionally influence their opinion during the panel. Since this research is bound by time and means, the learned lessons have not been framed optimal scientifically. This could be achieved by presenting the results to a more elaborated formal expert panel consisting of people from (Dutch) practice and scholars.
Strategy design
Designing the strategy has been an iterative process, which was difficult because the requirements of the strategy were not clearly defined from the start. Once the variables were determined by executing a literature research on urban development strategies, the process of drawing up the strategy became easier. This iterative process has ensured that the model has become as it is now.

According the practice validation, the strategy presumably describes the ideal situation of initiating a transformation project. However, the question can be asked whether the strategy is applicable in each situation. Since the transformation of an office area describes a very large complex project, it is presumed that these steps could not be applicable on each case. Thereby, the strategy design is based upon three case studies. The challenge now lies in the consistent implementation of the strategy; it lies with the actors, who must follow this strategy. However, the strategy has not been tested and therefore a successful transformation process cannot be guaranteed.

Personal reflection
This graduation research has created the opportunity to dive into the process of transforming office areas. Vacancy is a huge, and thereby complex problem in the Netherlands. During the execution of the case studies, and in particular the interviews, I realized that the process of area development is even more complex than I thought it was. The different objectives of actors as they also appear in normal project developments did not seem to be the problem. I realized that the problem is much broader than that. Transformation of office areas requires a shift in behaviour for all involved parties. Where municipalities formerly were initiating in area development projects, they require a different approach these days. And where market parties formerly did not share any ideas, the future requires a more collaborative method.
REFERENCES


INTERVIEWS:

Boer, de, R. (2017, October 12th). Developer at BPD
Boxtel, van, J. (2017, October 13th). Developer at Stebru
Habets, P. (2017, September 14th). Municipality of Amsterdam, Office Intermediary
Heijkers, S (2017, October 12th). Initiator at I’M BINCK.
Nijboer, V. (2017, September 27th). Initiator at ZO!City
Post, M. (2017, September 14th). Municipality of Amsterdam; Assistant project manager Amstel III.
Spriensma, J. (2017, October 5th) Developer at Borghese, Building owner
Veen, F. (2017, September 27th). Developer at Blauwhoed
APPENDICES

Appendix I: Terminology
Appendix II: Public policy instruments
Appendix III: List of case study references
Appendix IV: Semi-structured interview
Appendix V: Extensive case study descriptions
Appendix VI: Municipal (policy) documents of case studies
Appendix VII: Practice validation
Appendix I – Terminology

An urban area can be defined as an area with a large amount of people residing in it, an area which has been significantly been developed, or an area where the distance between buildings is very small. Urban is used in contrast to rural, which generally indicates a low-population, often agricultural-based area (InvestorWords, 2016).

Urban (area) development can be defined as ‘a way of working in which government bodies, private actors and other actors involved reach an integration of planning activities and spatial investment, eventually resulting in the implementation of spatial projects’ (Daamen, 2010, p. 3).

Urban design is the process of designing and shaping cities, towns and villages. In contrast to architecture, which focuses on the design of individual buildings, urban design deals with the larger scale of groups of buildings, streets and public spaces, whole neighbourhoods and districts, and entire cities, with the goal of making urban areas functional, attractive, and sustainable (Urban Design, 2017).

Urban management refers to the strategic decision-making process for the development and improvement of urban regions. This strategic decision-making process for cities is by definition multidimensional and consists of several stages: analysis, vision, strategy and planning, implementation and evaluation. (Franzen et al., 2011, p. 54).

Private sector led urban development is an urban (area) development in which private actors (developers, investors, communities, corporations) take a leading role and public actors (local planning authorities) adopt a facilitating role in managing the development of an urban area (Heurkens, 2018).

Sustainable urban development is the development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainable urban development highlights the need for reform of market mechanisms to achieve environmental goals and the achievement of a balance with social and economic considerations (Centre for studies in urban sustainability, 2017).

An actor is broadly defined as ‘an organization or representative individual actively involved in urban development project (Heurkens, 2012).

The role of the actor (relation interaction) is defined as ‘a coherent set of organizational tasks and related management measures carries out by actors involved in urban development projects’ (Heurkens, 2012).

An area coalition is a partnership between public and private parties with the purpose of influencing area development processes. This can be by strategically managing relationships in and between networks (process basis) and / or directly by formalizing a regional coalition so that it is intercepted (project bases) from a formal cooperation. Area coalitions therefore have legal, financial, organizational and relational characteristics (Berg, 2014).

A floor area ratio (FAR) (Dutch: Floor space index: FSI) is the ratio of a building’s total floor area, to the size of piece of land upon it is built. The FSI says something about the efficiency of space use.

A pioneer is a person or party who is among those who first enter or settle a region, thus opening it for occupation and development by others.
Appendix II – Public policy instruments
This appendix chapter describes the policy instruments public parties use when combatting vacancy

Governmental policy documents

**Office fund** (Dutch: Kantorenfonds): The office fund is the result of cooperation between public and private parties ('office top') who have set up the covenant offices with the main goal the reach a well functioning office market (Rijksoverheid, 2012). Provincial governments, municipalities and IVBN, Vastgoed Belang, NEPROM, CoreNet and FMN may jointly come to the initiative of setting up a regional or local office fund in (a part of) an offices area, designed to redevelop out-dated, structurally vacant offices by providing financial compensation to owners who decide to rehabilitate their existing office, either by demolishing or sustainable transformation into another function. This fund is seen as a 5-year temporary instrument, with a maximum renewal of another 5 years (Rijksoverheid, 2012).

**Demolish fund** (Dutch: Sloopfonds): Demolition is seen as a means of getting rid of the unavailable offices. The demolition fund is an initiative that arose from the ‘office top’, just as the office fund did. Legally speaking, realizing this demolition fund is difficult because it is desirable that a compulsory payment is being made to owners of the demolition fund. Thus, financial compensation can be offered to owners who want to demolish or transform their existing offices. A mandatory payment requires a new tax, which requires a new legal basis. Zijlstra (2015) mentions in his research that the municipality of Amsterdam initially indicated that they wanted to erect a demolition fund. However, this was not overlooked because there was a lack of owners and developers who wanted to pay a mandatory payment. According to Zijlstra (2015) the municipality of Rotterdam indicates that they considered a demolition fund to be counterproductive, but is not realistic since the size of the problem is too large and that it must be solved by the market (Hoekstra & Wintgens, 2013).

**Expert team office conversion** (Dutch: Expertteam kantorentransformatie): because of the scarcity on the residential market and a surplus of the office market, the government has been looking for residential solutions in vacant buildings. The goal of the expert team is to inform municipalities and office owner about transformation of vacant offices to residential. The expert team has developed a toolbox that includes information regarding transformation, such as spatial planning, building decree 2012, noise regulations, tax and sustainability. The expert team advises municipalities with (1) project organisation, (2) building legislation and regulation, (3) tax and legal opportunities, (4) financing opportunities, (5) urban design concepts, and (6) matching of owners and potential customers. (Zijlstra, 2015)

**Vacancy fund in relation to ‘office PPP’** (Dutch: Leegstandonttrekkingsfonds in combinatie met een kantoren PPS) another tool pleaded for is the vacancy deduction fund. The aforementioned demolition fund is an additional tax for owners and developers. The vacancy fund is a fund that allows you to purchase old vacant offices within a particular region or municipality. This fund can be established by both public and private partnerships (PPS). This will allow for sharing costs, financing and risks and broad knowledge. However, the municipalities (G4) think this is a problem the market should solve (Zijlstra, 2015). A substantial financial contribution from a public service does not fit into this idea.

Provincial policy documents

**Provincial environmental regulation:** As mentioned before, the central government writes down the environmental law. This includes the general instruction rules, the content explanation and motivation of plans, programs and decisions of lower governing bodies. The provincial government must establish a provincial environmental law, which includes the general instruction rules of an environmental plan. The municipalities draw up this plan. This law allows provinces to steer municipalities upon their own policy, so they do not plan on constructing new offices (Bosma, 2013).

Municipal policy documents

**1. Environmental plan** (Dutch: omgevingsplan). Municipalities are obliged to draw up an environmental plan. This is the successor to the current land-use plan, but as far as the subjects are concerned, the
environmental plan is more detailed. The environmental plan contains not only planological aspects, but it also includes rules that are not of a planetary nature (Zijlstra, 2015).

2. Spatial development strategy (Dutch: Structuurvisie). Within a spatial development strategy, a municipality can express its ambition regarding spatial planning. This will be done for a period of 10 to 30 years. It describes the vision, the objectives and the spatial tasks in detail. Besides, it describes how a municipality intends to realize this. A spatial development plan is not binding, but constitutes the starting point for the destination plans together with the structural visions of the Kingdom and the Province. Nowadays it must no longer be seen as a blueprint, as times are changing ever faster (Zijlstra, 2015).

3. The (regional) office space intermediary (Dutch: Kantorenloods) has been created by several municipalities to address the approach to vacant commercial offices. Supply and demand should be balanced to make the office market healthy. Office space intermediary pilots initiators who want to transform an office building through the municipal procedures, civil service and regulations. The purpose of the office space is to speed up the transformation process of vacant office premises. The regional office space intermediary has the same purpose, but the scale differs. The ‘normal’ office space intermediary is operating at a municipal level and the regional office is about several municipalities. The regional office space intermediary can in particular provide a solution for smaller municipalities. They can use the expertise within the region regarding the deployment of policy instruments and accelerating the transformation. (Zijlstra, 2015).

4. Area manager (Dutch: Gebiedsmanager). In addition to a project manager, a municipality can also appoint an area manager to manage all projects within a particular area within the municipality. When some vacant offices are clustered, it can be valuable when a person has specific knowledge of the area. There is more chance that the same obstacles will occur. When an area manager has already encountered this, this can lead to acceleration of a transformation.

5. Adaptive re-use team (Dutch: Transformatieteam). When a transformation team is present within a municipality, targeted obstacles can be removed. A team of specialists can look up the boundaries of laws and regulations to enable transformation and accelerate the transformation process. The transformation team seems to be a goal at the national level expert team. The advantage of such a team is that they are embedded in the municipality, so know the internal organization well. In addition, they are well aware of the municipal policy and often also of the specific case (Zijlstra, 2015).

6. Project leader: Because of the many different projects in large municipalities, a municipality may choose to appoint a project leader to accelerate the transformation process. In this way, contact with stakeholders within the project can be easily maintained and is the contact with the various departments within the municipality.

7. Pilot projects are cooperation between market parties and the municipality, with a number of long-term vacant office buildings being designated for transformation into another function. During such collaboration, various transformation possibilities are be mapped out. This gives an owner an idea of what can happen to the building and is also the opportunity for project developers to contact the owner. In addition, appealing pilot projects can promote the social interest in redevelopment and reuse of vacant property (Rodenhuis, 2012).

8. Approaching office owners: The municipality can organize a meeting inviting a number of owners who have a vacant building. During such a meeting, the problem of vacancy is discussed with its consequences for the city and for the owner. In the big cities there are often large (foreign) mutual funds owned by offices. It happens often that they do not even know that their building is empty and that they only know the building from an excel sheet. When noted, this may lead to increased urgency.

9. Modification of land leasehold contracts: There are still a number of municipalities in the Netherlands who use the leasehold system. As mentioned before, these include the municipality of
Amsterdam, The Hague and Utrecht. The right of leasehold is a business right. If the tenant dies, the lease does not end. In principle, the leaseholder has the same enjoyment of the ‘case’ as an owner, unless otherwise specified in the lease agreement. The tenant is formally legally not owner of the land and of the estates. That's the landlord though. However, when establishing a right of residence, it is stipulated that the owner of the land is not the owner of the building. The land can be bought for a certain period of time, redeemed forever, or a periodic payment may take place. The latter is called the canon. The provisions of the Civil Code are supplementary or regulatory. That is, the parties involved can fill in how business law can be formed. Specific provisions can be included at the individual contract level. As a consequence, the municipality has an additional means of control when an office building is on leasehold (Spaans, 2010). Amsterdam and Utrecht can apply lease changes with the help of a so-called experimental scheme, which can make an owner more money to invest or less at transformation (Zijlstra, 2015).
Appendix III – List of case study references

This appendix chapter describes the approached people when executing the case studies and the expert consultations. Access to the interview transcripts/summaries is limited to the graduation committee. You can contact the researcher for more information on case references.

Amstel III – Amsterdam South East

For all interviews transcripts and recordings are available. The interviews executed for this case study are:

<table>
<thead>
<tr>
<th>Interview contact</th>
<th>Function</th>
<th>Date &amp; Time</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amstel III</td>
<td>Pieter Habets</td>
<td>14/9/2017 12:30u</td>
</tr>
<tr>
<td>Amstel III</td>
<td>Madelon Post</td>
<td>14/9/2017 12:30u</td>
</tr>
<tr>
<td>Amstel III</td>
<td>Frank Veen</td>
<td>27/9/2017 13:00u</td>
</tr>
<tr>
<td>Amstel III</td>
<td>Violet Nijboer</td>
<td>27/9/2017 15:00u</td>
</tr>
</tbody>
</table>

Reference:
- Post, M. (2017, September 14th). Municipality of Amsterdam; Assistant project manager Amstel III.
- Habets, P. (2017, September 14th). Municipality of Amsterdam, Office Intermediary
- Nijboer, V. (2017, September 27th). Initiator at ZO!City
- Veen, F. (2017, September 27th). Developer at Blauwhoed

Reports:
- Gemeente Amsterdam (2014). Bestemmingsplan Amstel III Oost. Amsterdam
- Gemeente Amsterdam (2017b). Ruimtelijk en programmatisch ontwikkelperspectief Amstel III. Amsterdam.

Binckhorst – The Hague.

For all interviews transcripts and recordings are available. The interviews executed for this case study are:

<table>
<thead>
<tr>
<th>Interview contact</th>
<th>Function</th>
<th>Date &amp; Time</th>
</tr>
</thead>
<tbody>
<tr>
<td>Binckhorst</td>
<td>Bob van Hasselt</td>
<td>29/9/2017 10:00u</td>
</tr>
<tr>
<td>Binckhorst</td>
<td>Paul Kersten</td>
<td>26/9/2017 11:30u</td>
</tr>
<tr>
<td>Binckhorst</td>
<td>Jos van Boxtel</td>
<td>13/10/2017 09:00u</td>
</tr>
<tr>
<td>Binckhorst</td>
<td>Rosalie de Boer</td>
<td>12/10/2017 10:00u</td>
</tr>
<tr>
<td>Binckhorst</td>
<td>Bram Heijkers</td>
<td>11/10/2017 12:00u</td>
</tr>
<tr>
<td>Binckhorst</td>
<td>Johan Spriensma</td>
<td>05/10/2017 11:30u</td>
</tr>
</tbody>
</table>

Reference:
- Heijkers, S (2017, October 12th). Initiator at I’M BINCK.
- Boer, de, R. (2017, October 12th). Developer at BPD
- Spriensma, J. (2017, October 5th) Developer at Borghese, Building owner
Reports:


Participatory observation:


  "Kernvraag van de sessie: Wat zijn de gedeelde principes die richting moeten geven aan transformatie van de Binckhorst tot een succesvol, onderscheidend, dynamisch woon/werk, werk/woon milieu. Wat moet wel en wat mag absoluut niet? De sessie wordt door BPD, Studio Nine Dots en Delva georganiseerd in samenwerking met Local. BPD is op verschillende manier actief betrokken bij de Binckhorst; als eigenaar, place maker en als gebiedsontwikkelaar. ‘Wij zien dat de Binckhorst in beweging is en dat is mooi! De marktontwikkelingen zitten in een stroomversnelling; initiatieven genoeg. Maar we zien ook risico’s. Net als andere stadmakers zijn we op zoek naar een manier om te zorgen dat de Binckhorst een succesvolle gebiedsontwikkeling wordt en geen verzameling van plekken en locatie ontwikkelingen? En dat kan alleen maar samen.’ Er ligt een kwaliteitsagenda ‘Hâh ut râh’ van marktpartijen, I’m BINC heeft samen met de ondernemers een aantal kernwaarden opgesteld, het omgevingsplan is bijna af, de gemeente is bezig met de herijking van de gebiedsaanpak, er komt een ruimtelijk-economische visie en stedenbouwkundig plan. ‘Wij willen graag onder andere van hieruit samen met andere stadsmakers de basis principes voor de ontwikkeling van de Binckhorst halen. Met de gemeente hebben we afgesproken dat we deze verder aanscherpen en als input meegegeven op de werkconferentie van 2 oktober.’


- 2017, October, 6th. I’M BINCK FESTIVAL. Binckhorst Top 2017 BINCtHORST TOP 2017 / 16:00 – 18:00 uur / Locatie: De Besturing / Loods

  “Samen ontwikkelen en verrijken we de Binckhorst! Binckse ondernemers, ontwikkelaars, politiek en publiek gaan in gesprek over hoe de Binckhorst de komende 10 tot 15 jaar samen door te ontwikkelen. Zodanig dat het gebied een eigen, herkenbaar én voor diverse groepen aantrekkelijk karakter behoudt. En tegelijkertijd een dynamiek kent die tot creativiteit en innovatie leidt. Hoe werken, wonen, groen en verkeer in de Binckhorst optimaal te combineren? De rauwe kracht van het gebied vast te houden? Hoe de Binckhorst tot een plek voor iedereen te maken? En hoe de komende jaren ruimte te bieden aan zowel ambachtelijke werkgelegenheid als de nieuwe, circulaire economie? Ondernemers, ontwikkelaars, politiek en publiek gaan in gesprek over de toekomst. Met als doel concrete vervolgspraken om te komen tot een authentiek, duurzaam en all inclusive gebied. Deelnemers zijn onder andere Robert van Asten (D66 Den Haag), Rosalie de Boer (BPD), Peter Bos (Haagse Stadspartij), Jos van Boxtel (Stebru), Jan Jongert (Superuse Studios), Jan Paul Kerkhof (Shell Binckhorst), Sietske Knüppe en Roy Gosenshuis (Triodos bank) en Sabrina Lindemann en Bram Heijnkens (I’M BINC).”

Strijp S – Eindhoven

Reports:

- Gemeente Eindhoven (2001) Raadsbijlage Voorstel tot het instemmen met de aankoop van Strijp S van Philips Nederland B.V.
- Van der Hurk (2009). Case study Strijp S: De Creatieve stad
Appendix IV – Semi-structured interview

This appendix chapter describes the structure for the semi-structured interview. The interviews are conducted in Dutch; therefore this structure is also in Dutch.

Semi-structured interview:

Naam: ..............................................................
Bedrijf: ............................................................
Kunt u kort uw achtergrond beschrijven (werkervaring)?

........................................................................................................................................

A. Initiatief.

1. Hoe is het initiatief voor deze gebiedsontwikkeling ontstaan. Wat is de reden geweest dat een gebiedsgerichte aanpak voor het gebied noodzakelijk werd geacht?
2. Welke partijen zijn essentieel geweest voor de opstart van dit project? Welke partij was de kartrekker?
3. Hoe zijn jullie gezamenlijk tot een omarming van het idee gekomen?
4. Hoe lang heeft het geduurd om van initiatief tot actie te komen?
5. In hoeverre wijkt het nieuwe imago van het gebied af van het oude?
6. Is het imago/visie voor de gebiedsontwikkeling gedurende het project nog bijgesteld?

B. Rollen van betrokken partijen.

1. Wat is jullie rol binnen deze gebiedsontwikkeling?
2. Wat is jullie visie voor de gebiedsontwikkeling? Is deze visie nog gewijzigd gedurende het project?
3. Wat zijn jullie belangrijkste doelstellingen (geweest) voor dit project? Zijn de doelstellingen gezamenlijk opgesteld, of ieder voor zich?

Vragen over betrokkenheid van de gemeente

4. Wat is de rol van de gemeente binnen dit project?
5. Welke beleidsinstrumenten zijn van belang geweest bij deze gebiedsontwikkeling?
6. Hanteert de gemeente regels op basis waarvan voorstellen voor de gebiedsontwikkeling te weigeren zijn?

Vragen over betrokkenheid van de marktpartijen:

8. Wat is de rol van marktpartijen binnen deze gebiedsontwikkeling?
9. Op welke manier is de samenwerking met marktpartijen tot stand gekomen?
10. Waarom doen marktpartijen mee? (Wat zijn voorwaarden?)
11. Wat is de rol van gebouweigenaren in deze gebiedsontwikkeling?
12. Hoe kan met gebouweigenaren van panden tot overeenstemming worden komen om het gebied als gebied aan te pakken?
13. Is er nog verschil tussen de verschillende typen gebouweigenaren?:
14. Zijn er gebouweigenaren die niet hebben deelgenomen, en hoe is hier mee omgegaan?
15. Hoe wordt dit met buitenlandse eigenaren ervaren?

Overige vragen

16. Hoe stellen jullie je (anders) op t.o.v. andere betrokken partijen?
17. Welke conflicten komen jullie tegen in samenwerking met alle andere betrokken partijen? En welke zaken waren juist vanzelfsprekend in de samenwerking?

C. Proces / planning

1. Op welke manier is de planning voor deze gebiedsontwikkeling tot stand gekomen?
2. Hoe ziet het proces er tot nu toe uit?
3. Welke aspecten van het proces zijn essentieel, en in welke volgorde?
4. Hoe ziet het vervolgproces er uit? Zijn er processtappen die anders hadden gemoeten / zijn overgeslagen of geen toegevoegde waarden zijn gebleken?

D. Financiering
1. Op welke manier is de financiering van dit project ingevuld? Welke financiële middelen waren beschikbaar bij de start van het gebiedsontwikkeling?
2. Waren er subsidies beschikbaar voor het project, en zo ja, welke?
4. Hoe is met de risico’s van het project omgegaan?
5. Wat is er afgesproken over de winstuitkering?

E. Mixed-use

1. Zijn er (nieuwe) functies in dit gebied die de grootste bijdrage leveren aan de succesvolle opstart van dit herontwikkel project?
2. Welke functies zijn / functiemix is noodzakelijk om de herontwikkeling tot een succes te maken?
3. Is er een wenselijk % wonen/werken, is hier een visie voor?
4. Hoe wordt er omgegaan met tijdelijke functies in het gebied?
5. Denkt u dat tijdelijke initiatieven noodzakelijk zijn om gebiedsontwikkeling van de grond te krijgen?
6. Wat is de rol van de creatieve sector in een gebiedsontwikkeling?
7. Hoe is de marketing van het gebied ingevuld?
8. Wat zijn de belangrijkste succesfactoren van de gebiedsonwikkeling?

F. Afsluiting

Zijn er nog relevante aspecten die noemenswaardig zijn in relatie met dit onderwerp?
Heeft u nog aanbevelingen voor interessante partijen die ik zou kunnen spreken over dit onderwerp?
Appendix V – Extensive case study descriptions
This appendix chapter provides an extensive description of the executed case studies. Each case is analysed based upon the initiative of the area development project, the role of the actors and the implementation of mixed-use in the project.

Case 1: Amstel III – Amsterdam South East

Amstel III concerns an office area in the south east of Amsterdam, and is divided in an office and company zone. The office zone is 50 ha and contains 730.000 m2 of office space, with a vacancy rate of 25%, of which 50% is structurally vacant. This means that 100.000 m2 will not be used as office space in the future. The area contains 120 buildings, owned by 80 owners, mostly real estate funds who usually have little involvement in the area as a whole. Around 80% of the land positions in the area are under leasehold contract with the municipality. Private parties own the remaining 20%.

Amstel III has been completed in the 1980s and provides space to a large number of companies. In addition, a number of car dealers and construction markets can be found in the area. There is a large home-store and a prison for youth. A distinctive building is the Atlas Building, which has been occupied by Fokker in its first years. Although the area knows a high vacancy rate, well known brands like Adidas, ABN AMRO, Huawei, IKEA and de Bijenkorf are still located in the area.

Initiative
It has been since the crisis in 2008 that the municipality of Amsterdam started thinking of a plan for this monofunctional office location. From the start, the idea was to transform as many buildings to residential as possible. Results of questioning the companies in the area showed that there was a wish for liveliness, which ought to be found in a mix of functions, in combination with an upgrade of the quality of the public space.

![Figure 35: Timeline Amstel III Development (Own ill.)](image-url)

The redevelopment of the area started in 2011, when the municipality revealed the ‘Strategiebesluit’ (strategic decision) for the area. This decision was based on the path ‘Ruimte voor Initiatieven’ (space
for initiatives), with the aim of reversing the rising vacancy rate in the area. The gradual transformation takes place along this path whereby:

- Market parties were enabled and encouraged to introduce other functions than offices; The municipality carried out a passive land policy, where facilitating and stimulating were the core concepts;
- The funding of the municipal deployment was based on the principle, "benefit from the cost", so first earning, then spending;
- The use of municipal resources was primarily aimed at improving public space and accessibility in connection with transformation initiatives (Projectbureau Zuidoostlob, 2011).

The ‘Strategiebesluit’ states that the area must retain its value for employment while adding new functions to the area: the redevelopment of a monofunctional area to an inspiring mixed-use area including residents. In the meantime, the municipality had also been experimenting with their land leasehold policy, also to enable owners to do something with their real estate. By changing the land use plan in 2014 the catering-, retail- and hotel industry actually got the opportunity to become part of the area. The development of residential functions however required a ‘kruimelprocedure’ (crumble procedure), which enabled the municipality to steer upon the development and the amount of dwellings in the plan (Habets & Post, 2017).

Parallel with the efforts of the municipality Saskia Beer, initiator of ZOICity (former Glamour Manifest) had been working as an independent platform to connect and activate various stakeholders in Amstel III, to jointly shoulder the transformation of the area and attract new target groups (Nijboer, 2017). Starting with small initiatives to bring neighbours together, this platform grew to a large network with monthly meetings, where the municipality nowadays is also involved. These network meetings generate conversations between all involved actors in the area. According to Nijboer (2017) this helps to get transparency and enables parties to cooperate and create solutions and plans together.

In 2017 the municipality revealed the ‘ontwikkelperspectief’ (development perspective) (Figure 36), after market parties with positions in the area asked for frameworks and requirements to guide the development of the area. The ‘ontwikkelperspectief’ includes ‘stedenbouwkundige spelregels’ (urban guidelines) divides the area in smaller sub areas, and draws a framework for new development initiatives (Habets & Post, 2017). The area does not have a final picture; the city is able to develop organically, which is a unique situation in Amsterdam. The perspective is not a master plan, but creates guidelines for the development. The municipality ensures that public space is suited to a mixed residential area.

![Figure 36: 'ONTWIKKELPERSPECTIEF' AMSTEL III (Gemeente Amsterdam, 2017)](image-url)
Role of the actors

*Municipality*

Around 80% of the land in Amsterdam is owned by the municipality, but issued in leasehold (Post, 2017). The municipality is not able to enforce actors to participate in area development; during the interview they indicated that they are sentenced to market parties.

Whereas in the past, the municipality had an active role in urban development, by means of sale, demolition and issue of the land, they determined a change of their role to a more facilitating one with a passive land policy when revealing the ‘Strategiebesluit’. According to Post (2017) a facilitating role was necessary to help guide the initiatives through the municipality. Post and Habets (2017) mentioned: ‘In the start we even had to pull initiatives to make sure something was going to happen and to make sure the initiatives would be realized. We were happy with each initiative.’ The introduction of an initiative team contributed to continuance of initiatives until realization: New market initiatives could be presented to this municipal team, which included a project manager, lawyer and people from maintenance and licence. Their advice helped to guide the initiative through the following procedures. Market parties were enabled and encouraged to introduce other functions than offices, to realize the final image of the area. The municipality had asked all market parties to look beyond the borders of their own plot, to cooperate with the municipality in creating new neighbourhoods; Especially the pioneers, who work out their plans now, because they are seen as a trend setter.

A few years later the ‘ontwikkelperspectief’ (development perspective) (Gemeente Amsterdam, 2017) has been developed both because of a request from market parties, but also because of the growth of amounts of initiatives for the area. To be able to deal with all these initiatives, the municipality determined they must hit the brake to be able to steer upon new initiatives and decide what comes first, not only to assure the quality of the area, but mainly because of the lack of capacity from the municipality to guide the initiatives. According to Habets & Post (2017) the role of the municipality has been shifting from facilitating to a more steering role. Within the ‘ontwikkelperspectief’, market parties are kindly requested to develop a ‘sub area vision’ for the to be developed area, including all involved stakeholders in this sub-area and the municipality. Municipal resources are aimed at improving public space and accessibility in response to transformation initiatives.

One of the addressed challenges of the area development is the implementation of social functions. Because of the lack of land position in the area, this requires a new strategy for the municipality. Post (2017) indicates that the municipality is still searching for the right way to deal with this, but expects that the ‘sub-area vision’-creations will contribute to implementing these functions in the area.

The investment strategy of the municipality exists of investing money that has been earned too much in 1980, back in the area. This strategy consists out of investments on micro, macro and meso level:

- **Micro:** Small investments in public space, which are directly visible and add value to the public space and routes through the area. Functions to give transformation a kick-start.
- **Meso:** Investments to move actors to start acting and intervening on their own plots. By designing the plots more open, slow traffic routes arise.
- **Macro:** Larger amount of investments in public areas, such as the train/metro stations.

*Market parties*

Market parties are enabled and encouraged to introduce new functions in the area. According to Veen (2017) Blauwhoed and Greystar received a lot of freedom for their (re)development project of Holendrecht Centre. The opinion of Veen (2017) that this development has functioned as a kick-start or driving force for the whole area development is shared by the municipality (Post & Habets, 2017). Post (2017) mentioned that the purchase of this real estate has created speculations in Amstel III, which caused a flow of new initiatives.

*Pioneer*
The suspicion is that the presence of ZO!City can be seen as the link between all the present actors in the area and the municipality, as a turnTable (Nijboer, 2017). It is thought that ZO!City has been of great value for establishing a large network in the area. Being an independent party, functioning as a link between public and private parties, helped to bring together all objectives, trying to create a consensus for the area development (ZO!City & Gemeente Amsterdam, 2015).

**Cooperation**

It emerged from the interviews that all decisions regarding initiatives for the area happen in good dialogue between market parties and the municipality. Negotiations during the creation of a sub-area vision speed up the process from initiative to realization, ensuring quality of the plan and including the objectives and goals of all involved actors.

**Mixed-use development**

Within the ‘Strategiebesluit’ the new functions that should be present in the new developed area are distinguished (Figure 37 & 38). The existing qualities and significance of Amstel III, as an attractive field of work, will be completed and optimized by reorganizing existing office meters and by expanding functions to ensure an integration and interaction of functions. Area expansion of office floor space is not allowed. The introduction of living in Amstel III is supported, but due to the many sound-proofed parts of Amstel III this will be done by customizing on an initiative (Gemeente Amsterdam, 2014).

---

**Figure 37: Schematic impression of the mixed-use functions (Gemeente Amsterdam, 2017)**

| Office/residential ratio: 50/50 |
| Office: 720.000 m² |
| Residential |
| • 2.100.000 m² |
| • 2025: 5.000 dwellings |
| • 2040: 15.000 dwellings |
| • FSI: 2-3 |
| Adaptive program |
| • Mix of work/live/facilities |
| • 1.400.000 m² |
| Other facilities: 10-12% |

**Figure 38: Functions as determined in the ‘Strategiebesluit’ (Gemeente Amsterdam, 2017)**
Furthermore, a clear hierarchy of main roads, streets and orientation points will help to bring back the human size in the area, where private plots will be used to add slow traffic routes (Figure 39). The area will become an optimally connected city district which fits in the city as a whole (Gemeente Amsterdam, 2017). The use value and attractiveness of the public space in Amstel III will be increased to provide the new residents with a pleasant living environment. The current streets in Amstel III are primarily designed for the car. This set-up will be systematically converted to a design in which the public space primarily provides an opportunity for street life where meeting, playing, sports, running and cycling are paramount (Gemeente Amsterdam, 2017).

As far as the buildings concern, they gain freedom in terms of volume, design and program to celebrate the diversity and creativity of entrepreneurs and to create an interesting mix of existing and transformed office buildings and new buildings. Requirements on building level focus on the plinth and entrance (Figure 40). The provided guidelines show where functions should integrate and interact with each other.

In order to implement create a coherent plan, the municipality asks market parties to draw up sub-area visions. This way a sufficient mix of functions is aimed to achieve within each area.

The municipality values demolition and constructing new buildings as positive. Post (2017) acknowledged that the municipality had no clear vision on demolition or transformation of current buildings. Post (2017): ‘Sometimes demolishing is necessary, since some buildings are not able to adapt to new functions’. Thereby demolishing buildings also creates the opportunity to solve the parking of the building.’
Case 2: Binckhorst - The Hague

The Binckhorst is an office and company location in the east of The Hague, consisting of 130 ha of land. Companies have settled in the Binckhorst since the beginning of the twentieth century. Over time, the Binckhorst has developed into a large business area with companies of all kinds and sizes.

The Binckhorst is a mixed business area with high-quality office locations such as KPN's headquarters and the old International Criminal Court on the Maanweg, and on the other hand car dealers in the northern part of the area. The alternation of large office buildings, port activities, small-scale car companies, retail and waste management functions characterize the area. In addition, there also is a small residential area and the St. Barbara cemetery. The Binckhorst furthermore houses two well-known corporate collection buildings: Bink 36 and the Caballero Factory.

Infill of 50% of the companies in the area is offices, while the other half houses workshops, retail, showrooms and industry. Since 2000, the vacancy rate in the area has increased. Major automotive brands such as Mercedes, Jaguar and BMW abandoned the area (Berg, 2014) and KPN's head office activities have been reduced. The increasing vacancy makes it clear that the area is aging.

Initiative

There are two periods in the area development process of the Binckhorst. The first period consists of an integrated urban development between 2006 and 2010. The second period began in 2010, where the approach shifted to an organic approach.

In 2005 OMA, Office for Metropolitan Architecture developed a master plan for the area as part of the ‘Wereld aan Zee’. The plan contained a large-scale area development, which required big investments carried out by the municipality, the government and a selected couple of real estate developers. The master plan for the area enterprise was mainly a residential model; there was hardly any space for other developments (Gemeente Den Haag, 2011).
Due to the crisis that started in 2008, a stagnation of cooperation between public and market parties was caused and the integrated approach was no longer seen as realistic. In 2009 an ‘Integraal Ontwikkelings Plan’ (integrated development plan) was made, but it has not been implemented. In addition, the new land use plan in 2009 aimed at transforming the southern part of Binckhorst to New Binckhorst South, only focusing on the new Rotterdamsebaan (Labruyere, 2015).

The pressure of the economic crisis caused a new era for the Binckhorst. Nevertheless, it was not easy to achieve a new approach for the Binckhorst. Releasing the master plan and formulating a realistic approach based on the principles of the ‘Investeringsprogramma Stedelijke Ontwikkeling’ (IpSO 2011, the Investment program Urban Development) required a shift in the way of thinking. In December 2011, the City Council adopted the ‘Binckhorst Gebiedsaanpak’ (regional approach), which focuses on the organic development of the area. Since that time, market parties were invited to come up with plans (Gemeente Den Haag, 2011).

The new approach emphasized small-scale developments and strengthens existing opportunities and qualities as source of renewal. The ambition to eventually transform the Binckhorst into a mixed urban area with residential next to working remained, but the accent shifted from realizing and phasing out a definite final picture (master plan) towards an approach aimed at the foreseeable term.

Parallel with the start of the organic approach, Sabrina Lindemann, founder of I’M BINCK saw the opportunity to develop (bottom-up) methodologies to create another city-based approach, based on utilizing existing qualities and potentials of the area (Heijkers, 2017). She started with network meetings since 2011, and together with Heijkers organised the Round Table from 2015 on. In these platforms companies and entrepreneurs in the area can discuss the matters of the area development. These sessions have led to the determination of the 10 core values for the area. In addition I’M BINCK festival is held once a year with the aim to create cohesion (Heijkers, 2017).

The municipality has facilitated in organic developments from 2010 until now. However, they noticed stagnation in the area development (Van Hasselt, 2017): The market asked for more directions. This resulted in the pilot of, and later the reveal of the ‘Omgevingsplan’ (environmental plan) in 2017, which is an extended version of the land use plan (Gemeente Den Haag, 2017). This policy instrument states:

- A shift from working on detail level to providing main lines for the development. The final picture for the Binckhorst is not detailed but more general. Natural growth is possible. As a result, the planning is also less clear.
- From spatial functions to quality of life: The environmental plan is based on qualities.
- From regulations to open standards: Because the environmental plan is based on quality, the municipality is focusing on spatial development. This gives initiators more freedom to come up with alternative solutions.

Role of the actors

Municipality

The municipality owns ca. 30 buildings and 200 renTable units in the Binckhorst. According to the municipality, they own around one third of the land; one third is owned by private parties and the last part is given out in leasehold contracts (Kersten, 2017). The municipality can steer upon the developments of their own land, but they are dependent on the initiatives of private parties for the remaining parts of the area.

Since the Investment program Urban Development (IpSO 2011) and the ‘Gebiedsaanpak’ (2011) the municipality of The Hague has changed their role. The shift from developing a master plan to the new organic approach made them change towards a more initiating municipality. In the new approach, the municipality fulfils various roles regarding the future development of the Binckhorst (Gemeente Den Haag, 2011):
• Developing: The municipality is setting up the Rotterdamsebaan district. Thereby, the municipality will create an infrastructural framework in the area: They are committed to strengthening the spatial structure and improved embedding of the Binckhorst in urban fabric through the renewal of the outer space.

• Facilitating private initiatives is a priority in the new approach. If initiators come up with plans or ideas, the municipality acts facilitating.

One of the facilitating initiatives of the municipality was the definition of their ambition for a location owned by a private party. The economic department drew a ‘kavel ambitie’ (plot ambition) to show the location potential, which caused several developers to bid on the plot, and resulted in the start of a larger-scale development in the area (Kersten, 2017).

At the time (2012) the master plan was swept of the Table, a small budget of 2 million was approved to support all the small initiatives in the area. This budget was not addressed to initiate business; people had to do that themselves (Berg, 2014).

Market parties

The organic approach provided market parties room for initiatives. However, because of the lack of directions from the municipality between 2011 and 2017, five actively involved developers combined their forces as the ‘Stadsmakers’ (City Makers) in 2016 and have addressed the facilities they think the Binckhorst needs to make it a viable city district (De Boer, 2017; van Boxtel, 2017). These ‘Stadsmakers’ jointly developed a quality agenda (Dutch: Kwaliteitsagenda 2016) "Hâh ut râh" (keep it raw) The initiative from the market, summarized in 10 development principles, has been presented to the municipality in the first week of October. These market parties see the those principles as the base on which concrete agreements must be made with the municipality.

Pioneer

I’M BINCK is (one of the) first organisations that contributed to the establishment of a network in the area (with their network meetings), where all involved stakeholders are able share their concerns (Heijkers, 2017). Their slogan ‘together we make the Binckhorst’ emphases how important this cohesion is. I’M BINCK’s most important concern is making people consider the impact of their development for over 10 years, not just focussing on what is established for today.

Cooperation

According to the municipality, entrepreneurs from the area and other stakeholders are emphatically involved in the process of moving towards the new organic plan. Market parties have been invited to start initiative. However, market parties addressed the problem of an unclear vision from the municipality on how to deal with leasehold contracts, public space, etc. According to the market parties, the ‘omgevingsplan’ has brought more clarity on these aspects. However, it appeared from the interviews that it has turned out this policy document (2000 pages) has been restricting market parties on arrangements they had already made with the municipality before the reveal. In addition, the document is not seen as an easy to use document. It is full of restrictions and a very high ambition level is set, which makes it hard for market parties to negotiate on netting for their developments. This has caused a conflict in the process of the area development.

Mixed-use development

Within the ‘Gebiedsaaapak’ decisions regarding mixed-use have been written down. A development perspective per sub-area has been made (Figure 42), the land positions in the area have been determined, the potential infrastructure has been designed and a map with characteristic buildings has been provided (Gemeente Den Haag, 2011).
The revealed ‘Omgevingsplan’ (2017), which is about 2000 pages, seems a contradiction to the ‘Gebiedsaanpak’, which provided a lot of freedom to market parties. Within the ‘Omgevingsplan’ it is suspected by market parties that there is no room left for developments: All small details concerning area development have been thought through and rules have been written down in this document (van Boxtel, 2017).

The municipality has no clear vision on whether buildings should be transformed, or demolished and rebuild. They want the area to become vibrant, so therefore a work/living environment must be created. Within the ‘omgevingsplan’ a guideline for the amount of economic functions is provided (Figure 43).

Not only residential functions can be added to the area. Each initiative from the market is investigated. The municipality prefers adding economic functions before adding residential, because residential is always a possibility (Kersten, 2017). The maps in the ‘Omgevingsplan’ show which locations have potential for which functions, and how the infrastructure can be developed (Figure 44). Focus for the infrastructure is restricted to the main and secondary roads.
Case 3: Strijp S – Eindhoven

Strijp S concerns the former Philips (office) area. The huge abandoned area of the Philips factory, a major source of income for the local economy, was left unexploited and needed a large-scale planning strategy in order to regenerate the “Forbidden City”. When Philips was in a deep crisis in the early 1990s, the entire city was in crisis. Drastic lay-offs, unemployment and depression were the key issues to be addressed back in 2000. Therefore Philips decided to reject its industrial area Strijp I in the late 1990s. This 31-hectare metropolitan area, with its central location within the Eindhoven ring and the city centre was excellent for an inner city transformation of its 150,000 m2 industrial heritage.

The area consists of monumental buildings like the ‘Klokgebouw’, the ‘Videolab’ and the ‘Apparatenfabriek’. The area is aimed at developing for the creative industry.

Initiative

In 2000 the first conversations took place to make plans on how to rebuild the area, on departure from Philips, which resulted in the organization of a tender for the sale and redevelopment of Strijp S in 2001. On the basis of the developed master plan, a purchase agreement has been concluded between Philips Electronics Nederland and the municipality of Eindhoven. In addition, a cooperation agreement has been made between the municipality of Eindhoven and Royal Volker Wessels Stevin N.V., who won the tender for the best development plan. VolkerWessels became the owner of the area through a construction in which the municipality purchased the land from Philips, for fiscal reasons because it is more tax-attractive when a municipality buys land than when a developer does. VolkerWessels then transferred the land from the municipality and decided to realize the project through public-private partnership (PPP, in Dutch: PPS, Publieke Private Samenwerking). Together they formed Park Strijp
Beheer: a public/private partnership that gave the municipality the opportunity to play a leading role in the area development, and the risks were spread for VolkerWessels.

In 2004 Philips the purchase of Strijp S to Park Strijp Beheer was completed. Buildings that are still used by the companies are rented back from the municipality.

The "Definitive Urban Planning Plan Strijp-S Eindhoven; a bubbly knot for Eindhoven", dated from September 2004 forms the basis for the underlying (new) land use plan. From 2006 the Strijp S redevelopment is taken seriously and the first buildings were demolished. In 2007 the new land-use plan has been determined with the purpose of enabling the transformation of the industrial area into an urban sub-centre of Eindhoven with mixed-use facilities. They started building/redeveloping buildings around 2009.

In the meantime, in 2008, ‘Cultuurfonds-S’ (culture fund Strijp S) was launched as a public/private fund to stimulate initiatives, events and programs in the Strijp S area so as to contribute to the national and international reputation of Strijp-S. It supports cultural and creative projects with grants ranging from €5,000 to €25,000.

In 2012 the first residents moved into Strijp S. Today several other residential developments have been realized, and multiple new projects are planned for the coming years.

Roles of the actors

The municipality of Eindhoven and KVWS, cooperating in Park Strijp Beheer, initiated the development project. Other involved parties in the area development are Trudo, Woonbedrijf, Spoorzone BV (VolkerWessels, 3W, ING) and De Koning Beleggingen.

Municipality

The municipality of Eindhoven is the commissioner of the Strijp-S project and aimed at realizing a completely new residential, work and recreation area on the former Philips site. In 2001, the municipality established a master plan for Strijp-S to give it high-quality appearance. Within the Park Strijp Beheer they have a leading role. Since the municipality owns the land, they can steer directly upon their own development plan. The city of Eindhoven has created a project team, consisting of a general manager, financial, real estate and legal experts, a project manager for cultural development and a communication manager (Culture for Cities and Regions, 2015), for the development of the plans. The municipality focuses on the ultimate goal, with the various developers engaging in the actual implementation of redevelopment (Van der Hurk, 2009).

The purchase of the location by the municipality in conjunction with the cooperation agreement gives the municipality the necessary private-law control, which is necessary in addition to the public-law management capabilities in order to achieve the high municipal ambition level. The management options discussed with KVWS are laid down in the cooperation agreement.

Market parties
Multiple market parties are involved in the area development. The major actor is VolkerWessels, who is responsible for the construction & real estate development. After the establishment of Park Strijp Beheer, other actors became involved. ‘The Board of Inspiration’, which is the board for all stakeholders of Strijp-S, is the main platform where strategies are discussed and major decisions made.

Cooperation

Because the area development is performed under a public-private partnership (PPP), the Park Strijp Beheer is in full charge of directing the development. The municipality and VolkerWessels are both 50% risk bearing. They are responsible for the entire area and plots are sold to plan developers.

For Strijp-S it has been chosen to steer upon smart management on sub-developments from standing land exploitation. Integrated cooperation between municipality, corporations and commercial parties is the basis of Strijp-S. Within the original PPP-framework, plus packages are developed with partners. Therefore it is not a close cooperation, but collaboration with an open attitude to the market, with the intention to use who is best in what. Involved parties in the area development are:

- Credo Intergrale Planontwikkeling is a delegated property company that deals with the development and redevelopment of residential and workplaces. Credo is affiliated with VolkerWessels.
- Trudo Foundation is a housing corporation and owns all the real estate Trudo leases and sells.
- Woonbedrijf is the project developer and responsible for the first 180 - 200 homes
- West 8 is an international office for urban design and landscape architecture. They have designed the urban planning plan and are appointed as supervisor.
- Spoorzone BV has been established by VolkerWessels for the realization of the railway area within Strijp-S.
- Mobility-S is one of the plus packages of the PPP. It is a parking concept which reduces the price per parking lot. Mobility-S always acts in line with the Strijp-S brand. By setting up coalition-wide foundations, the continuity of the brand can be guaranteed, even if the PPP ceases to exist.
- Cultuurfonds S is a fund that stimulates new initiatives in the area.

The participation in land management has implied that both municipality and VolkerWessels provide available capital for the purchase of the land. The ‘Samenwerkingsovereenkomst (SOK)’ (Cooperation Agreement) stipulates the financial relationship between the municipality and VolkerWessels. This research will not elaborate on the exact purchase process. However, an interesting aspect is that part of the income of temporary rents goes to the Cultuurfonds S. With this capital cultural and creative projects are supported with grants ranging from €5,000 to €25,000.

Mixed-use development

The developed master plan states that Strijp-S must become a new creative centre for the city. The plan combines the preservation and renovation of a number of the site’s historical buildings with the construction of a large number of new developments. The determined land-use plan of 2007 enabled the transformation of the industrial area into an urban sub-centre of Eindhoven with functions such as living, working, culture and facilities. The land use plan states the realisation of an ‘urban axes’, where the development is aimed at urban renewal and intensification, mixing of functions and bundling of infrastructure for bicycle, bus, pedestrian and car. The urban axes are important carriers of the urban structure for the long term (Gemeente Eindhoven, 2007).

The master plan describes the amount of dwellings, the amount of m2 of office space and the typology of these offices, and describes the phasing for this development process until 2030 (Figure 46&47). The municipality has chosen to maintain 130,000 m2 of the existing building volume and to provide a new destination for the remaining 450,000 m2. The buildings left by Philips have been filled with over 500 companies in a short term, focussing on smaller companies in the creative industry and technology, at affordable rentals and with flexible lease (Mak & Roodbol, 2014). Furthermore the plan describes a complete infrastructural plan for the area, focussed on slow-traffic.
The plinths in most buildings in Strijp S contain public functions, done to attract more people to the area and create a lively atmosphere on street level (Van der Hoek, 2016).

<table>
<thead>
<tr>
<th>Category</th>
<th>Area</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>280,000 m²</td>
<td>2500 – 3000 dwellings, specific typologies determined</td>
</tr>
<tr>
<td>Offices</td>
<td>90,000 m²</td>
<td>Transformation or new construction projects determined, typology determined</td>
</tr>
<tr>
<td>Facilities</td>
<td>60,000 m²</td>
<td>For catering, design clusters, shops, culture, and creative industry</td>
</tr>
<tr>
<td>Monuments</td>
<td>135,000 m²</td>
<td></td>
</tr>
<tr>
<td>Parking</td>
<td></td>
<td>5000 are required, based on parking standards</td>
</tr>
</tbody>
</table>

**Figure 46: Numbers of functions as determined in the masterplan (Aussems, 2010).**

**Figure 47: Master plan planning until 2030 (www.strijp-s.nl)**
Appendix VI – Municipal (policy) documents case studies

This appendix chapter provides a summary of municipal policy documents mentioned in the research during the case studies. Since these documents are only available in Dutch, the summaries are also in Dutch.

Amstel III
Het Ontwikkelperspectief (2017) met stedenbouwkundige spelregels:

In de afgelopen tijd hebben erfpachters, ontwikkelaars en beleggers in hoog tempo belangstelling gekregen om in het gebied te investeren en daarmee bij te dragen aan de transformatie en herontwikkeling van Amstel III. Tot 2027 zullen er minimaal 5.000 woningen gerealiseerd worden, gedifferentieerd in grootte en prijs. In de periode 2027-2040 kunnen nog eens circa 10.000 woningen in het gebied worden gerealiseerd. Dit ontwikkelperspectief geeft richting aan deze ontwikkelingen. Marktpartijen met posities in het gebied hebben de gemeente verzocht om kaders te scheppen en richting te geven aan de ontwikkeling van het gebied. Met deze kaders wordt houvast geboden aan marktpartijen om hun plannen nader uit te werken.

De ruimtelijke en programmatische spelregels leiden bovendien tot een gelijk speelveld; de regels zijn opgesteld per buurt en gelijk voor alle ontwikkelaars en eigenaren in die buurt. Daarnaast heeft de gemeente ook haar eigen ambities en doelstellingen voor Amstel III. Denk bijvoorbeeld aan het verbeteren van de ruimtelijke kwaliteit, een uitgebalanceerd woonprogramma, de verduurzaming van het gehele gebied en de uitgangspunten voor parkeren en mobiliteit. In dit ontwikkelperspectif komen de ambities van marktpartijen en gemeente samen. Het maakt duidelijk wat gemeente en marktpartijen met het gebied voor ogen hebben, wat de gemeente verlangt van marktpartijen ten aanzien van de ontwikkeling van hun locaties en omgekeerd wat de marktpartijen van de gemeente kunnen verwachten ten aanzien van de investeringen in de openbare ruimte. Deze transformatie- en verdichtingsopgave is geen lineair proces. Het is een gezamenlijke opgave waarbij afstemming en bijsturing van plannen continu aan de orde is. Daarbij is het zaak voor de gemeente om de pijlers zoals deze in dit ontwikkelperspectief verwoord zijn scherp in het vizier te houden; Wij willen naar een uitnodigende, verbonden en gezonde stadswijk toe. De weg daarnaar toe is nog niet geplaveid. Het vaststellen van dit ontwikkelperspectief, als onderdeel van de Herziening Investeringsbesluit Amstel III Kantorenstrook, biedt zekerheid aan alle betrokken partijen, wat tot versnelling van de transformatie- en verdichtingsopgave zal leiden. De uitnodigende, verbonden en gezonde stadswijk komt daarmee weer een stap dichterbij (Gemeente Amsterdam, 2017).

Binckhorst:
Gebiedsaanpak Binckhorst (2011)

Het was zeker niet eenvoudig om tot een nieuwe aanpak voor de Binckhorst te komen (aldus de Gemeente Den Haag). Het loslaten van het masterplan en het formuleren van een realistische aanpak die is gestoeld op de uitgangspunten van het Investeringsprogramma Stedelijke Ontwikkeling (IpSO) - en daaruit voortvloeiende prioriteiten - vraagt om een omslag in denken. In de nieuwe gebiedsaanpak voor de Binckhorst zijn de huidige kwaliteiten verbonden met het kader voor de lange termijn uit de Structuurvisie ‘Wereldstad aan Zee’ en de noodzaak van de Rotterdamsebaan.

De gebiedsaanpak wijkt sterk af van de manier waarop grote binnenstedelijke ontwikkelingen sinds begin jaren negentig vorm kregen. Hiermee vervult de gemeente Den Haag een voortrekkersrol door de veranderende context met betrekking tot stedelijke ontwikkeling in Nederland te vertalen naar een toekomstbestendige gebiedsaanpak voor de Binckhorst. Het is belangrijk om te beseffen dat het veel langer gaat duren voordat de Binckhorst verandert in een gemengd binnenstedelijke woon- en werkgebied. De gemeente is ervan overtuigd dat de Rotterdamsebaan als vliegwiel zal dienen voor de toekomstige transformatie van de Binckhorst. Door de gemeentelijke investeringen die samenhangen met de infrastructuur van de Rotterdamsebaan ontstaat een sterk ruimtelijk raamwerk, waarbinnen marktpartijen nieuwe investeringskansen zullen vinden. Met de nieuwe aanpak nodig ik potentiële
initiatiefnemers uit om met plannen te komen. Versterking van de bestaande kracht is daarbij belangrijk. De Binckhorst is in de eerste plaats een motor voor de Haagse economie. Qua doelgroep richt de gemeente zich op investeerders voor wie het gebied in de huidige situatie en met het huidige profiel potentie heeft. Dit kunnen zittende bedrijven zijn die graag duurzaam investeren in een toekomst in de Binckhorst, ontwikkelaars die durven te pionieren met woningbouw aan de oevers van de Trekvliet of een kans zien om vernieuwende woon-werkcombinaties te realiseren, of een ondernemer met een goed tijdelijk initiatief. De Binckhorst biedt een breed scala aan mogelijkheden. De gebiedsaanpak is bedoeld om in een economische onzekere tijd vertrouwen te wekken en richting te geven aan de ontwikkelingen in de Binckhorst. De nadruk ligt op de voorzienbare termijn en er worden geen nieuwe keuzes voor de lange termijn toekomst vastgelegd. Dit biedt de mogelijkheid om de aanpak periodiek tegen het licht te houden en te actualiseren. (Gemeente Den Haag, 2011)

Omgevingsplan (2017)
Met het omgevingsplan voor de Binckhorst presenteert de gemeente Den Haag een nieuwe aanpak, speciaal gericht op het ontwikkelen van dit deel van de stad. Het omgevingsplan zet nieuwe spelregels op een rij voor iedereen die bouw- of ontwikkelplannen heeft.

- Met dit omgevingsplan loopt de gemeente Den Haag vooruit op de Omgevingswet die binnen een paar jaar overal in Nederland van kracht is. Waarom doen we dat? Wat is een omgevingsplan en wat is het verschil met een bestemmingsplan? Hoe zijn we gekomen tot dit omgevingsplan?
- Opstellen van het omgevingsplan is gedaan in zes stappen. Hoe zien die stappen eruit? Waarborgen van een goede leefomgeving: Meer ruimte voor initiatief is wat het omgevingsplan mogelijk maakt. Hoe waarborgt de gemeente dat initiatieven goed passen bij de ambities voor de wijk?
- Wat moet er nog gebeuren om het omgevingsplan voor de Binckhorst definitief te maken? (Gemeente Den Haag, 2017)
Appendix VII – Practice validation

This appendix chapter describes the people consulted after completing the learned lessons. Five expert consultations have been held with professionals from practice. Based upon these consultations the lessons have been sharpened.

Access to the full summaries of the expert consultations is limited to the graduation committee.

<table>
<thead>
<tr>
<th>Conversation</th>
<th>Company</th>
<th>Type</th>
<th>Function</th>
<th>Date &amp; Time</th>
</tr>
</thead>
<tbody>
<tr>
<td>Robert Steenbrugge</td>
<td>Stebru</td>
<td>Developer</td>
<td>Owner / Director</td>
<td>01/11/2017 10:00u</td>
</tr>
<tr>
<td>Bart van Sliedregt</td>
<td>Kikx Development</td>
<td>Developer</td>
<td>Director / Owner</td>
<td>13/11/2017 10:00u</td>
</tr>
<tr>
<td>Joris Stouten</td>
<td>Stevast Baas &amp; Groen</td>
<td>Developer</td>
<td>Director / Partner</td>
<td>14/11/2017 10:00u</td>
</tr>
<tr>
<td>Esther Roth</td>
<td>Municipality of Rotterdam</td>
<td>Municipality</td>
<td>Project manager office adaptation</td>
<td>15/11/2017 09:00u</td>
</tr>
<tr>
<td>Nico Mol</td>
<td>Vesteda</td>
<td>Investor</td>
<td>Director Acquisition and Development</td>
<td>16/11/2017 11:00u</td>
</tr>
</tbody>
</table>