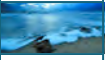




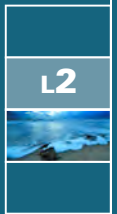
## bridging activities



## From now to then - bridging activities in regeneration programmes

- **Make visions clear to everybody.** The city's vision for regeneration must be clear and widely accepted both by stakeholders and ordinary citizens. The vision has to be specific both on which city-wide goals it aims to fulfil and on the objectives for urban life in the area.
- **Formal plans are not enough.** The municipality needs to implement a wide range of strategies even in small scale regeneration areas in order to achieve its goals. If the aim is to create a vibrant new "mixed use" area, the vision has to be followed up with action-oriented strategies.
- **Uncertainty given by rapidly ongoing markets.** What is forecasted to be a long-term economic process may suddenly change to a short term process and vice-versa. Strategies need to cope with this.
- **Pollution and sustainable development.** Regeneration of inner-city harbour areas and brownfield sites is a sustainable way of city expansion. But environmental pollution can hinder that. Odense has pushed for a change in the Danish National Environmental Legislation, now adopted, to make it possible to start the regeneration process step by step - e.g. by ensuring that noise levels from nearby existing industrial companies are reduced over time.
- **Dialogue with existing companies.** It is important to make companies in the area aware that reducing environmental pollution will bring a positive outcome for both the company and the development of the area. It is also important to involve existing companies in the harbour area, either to remain locally or to relocate productively.
- **Use temporary activities as part of the process.** Harbour areas may be virtually unknown to the city's residents, who would have been discouraged or even forbidden in the past to access the area. To redress the situation, people need to be 'lured' to the waterfront via lively, temporary activities, such as concerts, markets and fairs. This can help find the potential for more permanent activities.
- **Think twice before tearing down abandoned industrial buildings.** Historical and architecturally-interesting buildings ought to be reused. This is a way of bringing the past into the future. Even industrial buildings of less architectural interest are worth considering for reuse. They can be an invaluable resource for a wide range of future use, especially activities which demand huge interior spaces that would be expensive to build as new.
- **Make active use of evaluation.** Evaluation is essential, especially in long-term regeneration. The world is changing quickly, so strategies and plans have to be revised in order to secure objectives in a changing environment.

- manage transitions (explained below)
- evaluation of the ongoing process, and establishment of a framework to help keep focus on the vision through the whole process
- dialogue with existing companies on environmental issues
- survey of, and Task Force for, existing harbour users to retain vital economic and employment activity
- survey of existing industrial buildings
- information on the history of the harbour and guidelines for retaining marks of the history in the future
- innovative temporary activities, including a harbour cultural festival
- informative activities: newspaper, website, information points, audio guides
- linking to nearby districts and the city centre
- improvement of water quality and nearby nature and green spaces
- leading the way by good example, e.g. build anchors (a program that attracts other investors) and set high standards in the designing of public space
- **New approach to the planning process**, working from objectives for social interaction to physical form rather than vice-versa, the public, stakeholders, and different professional skills, also during the regeneration process
- Odense is taking forward the idea of 'management of transitions model' - also called the 'Bridge Building Model' which integrates, over time, heritage, culture, environment, employment, transport, nature and water and harbour design. This approach addresses questions related to the time-span of the regeneration, to changes in the market (e.g. for new housing, and office space), delivery mechanisms that reflect aims and visions, and evaluation as part of the process. Guidelines and learning points from the implementation of this model are detailed later in this toolkit.
- Inviting active citizens, and stakeholders from educational institutions, art and cultural and other organisations and getting them work together on regeneration issues is both a productive means to develop innovative solutions and a positive method of public participation





## The Odense context

Long-term regeneration faces a challenge: the waterfront may be virtually unknown to the city's residents, who would have been discouraged or even forbidden in past to access the waterfront. To redress the situation, people need to be 'lured' to the waterfront by lively, temporary activities such as concerts, markets and fairs. But this can be challenging during a period of intense construction activity. A strategy for 'bridging' can be a key to achieving both, and to reinstating the waterfront in people's perceptions of the overall fabric of the city.

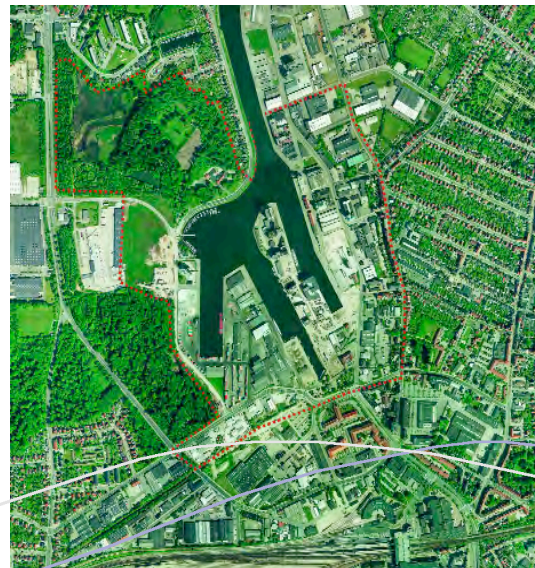
### The WCP pilot project

The challenge for the City of Odense is that the city's waterfront has been virtually unknown by the public, who have turned their back on it as it became industrialised and polluted. In a pilot project within the WCP, the city is now working to bridge the old with the new by focusing on the harbour's history and make best use of existing facilities. In order to change the public awareness of the area to be a part of the city, to get people to start visiting the area and to make them aware of the area's potential, Odense focuses on activities to bring the public to the harbour.

### Odense's regeneration task

In 2002, the City of Odense - Denmark's third largest city - was beginning plans for redevelopment of its inland harbour. Initially the municipality held a stakeholder conference to develop a vision for the area. This conference was combined with a public exhibition on initial drafts and thoughts and a public debate. This was summarized in 13 'consensus points'. Both the public and institutional stakeholders argued for the area to become a vibrant mixed use part of the city.

A master plan for the area's regeneration was approved by the city council in October 2003. This describes the city's vision in general terms and lays down the overall structure of the inner harbour area according to the 13 consensus points. For each area of the future harbour development, a more detailed district plan will be prepared.

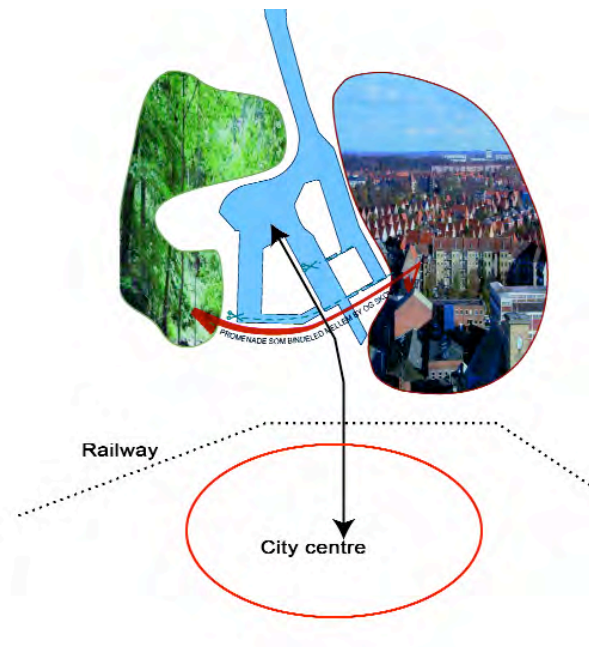


# Odense

It was obvious that regeneration would take a long time to complete because of - at that time - a slow market for new housing and office space, and the fact that there remain working companies in the area with long-term land lease contracts. Major challenges were therefore:

- how to masterplan a long-term process,
- how to tackle pollution,
- how to deal with the existing companies and ongoing harbour activities,
- how to 'reopen' the area for all the citizens, and
- how to "reconnect" the area to the rest of the city.

Experiences from elsewhere demonstrated that, even with the best intentions, market forces could dominate regeneration over visions and plans drawn up by local authorities on behalf of their citizens. Many once vibrant harbour areas are too often transformed into housing or office estates for limited groups or interests in society. The overall goal of Odense's participation in the Waterfront Communities Project, has therefore been to ensure a successful transition from a redundant industrial harbour to a living new city harbour district with broad appeal to the entire community - in conformity with the city's vision for the regeneration.





## Approach

The city's approach, informing their work in the Waterfront Communities Project, is based on the premise that successful harbour regeneration is not just about high quality plans, but is dependent on an awareness of and range of strategies which provide:

- a vision that expresses what kind of urban life and human activity should be in the area and how to achieve this,
- delivery mechanisms that match the vision to detailed aims,
- bridge-building between past and present,
- transforming of existing industries companies to ensure retention of existing jobs and creation of new jobs,
- public involvement and awareness, and
- mental, social and structural integration with the city as a whole.

## Wider context

The regeneration area is just a small part of the Odense's harbour facilities. Some years ago a new harbour section was established outside the city and nearer to the open sea. An intention is that revenue from the regeneration of the inner harbour will contribute to extension of the new commercial harbour, thus supporting the industrial sector of the local economy.

In terms of future economic development, Odense sees its emerging role as a knowledge-based and cultural city. According to the municipal vision, the regenerated harbour area is to be 'a creative neighbourhood' in a vibrant mixed use district and a location for incoming firms in the knowledge, culture and leisure sectors. To this end, a new cultural vision and strategy was adopted by the council in 2004. As part of this strategy the council has decided to build a "water culture house" at the harbour. Part of the strategy is also to establish an Innovation Centre, also in the harbour area.

# Odense

## The pilot project

Originally the regeneration of the inner harbour was predicted to be a very long-term process. Due to changing economic circumstances, it now seems to be a faster process which raises new challenges. Odense's work package on bridge-building activities is based on the concept of 'management of transitions'. Implicit in development of methods of forward planning was, therefore, to find ways of defining and communicating 'future potentials' of the area so that a positive dialogue could be created between stakeholders and the public in the harbour development processes.

In the Waterfront Communities Project, these potentials were identified as:

1. **Development model** - evaluation of the ongoing process, and establishment of a framework to help keep focus on the vision through the whole process.
2. **Heritage** - potential for preserving historic character and structures.
3. **Culture** - potential for inclusion of citizen participation and cultural activities.
4. **Environment** - potential for improvement of air and noise pollution in existing companies.
5. **Employment** - potential for development of new production and service companies as well as utilization of existing capacities and opportunities in existing ones.
6. **Transport** - potential for connecting the harbour and the city centre.
7. **Nature, water and recreation** - potential for development of water-based nature qualities and recreational facilities.
8. **Harbour design** - potential for new physical structure and visual quality.

The 'Management of transitions model' is closely allied to organisational change theories developed to deal with transitions in organisations in a globalised, post-modern world. Some of these theories - such as social constructionism - directly challenge the thinking which has dominated academic planning methodology for generations.





In simple terms, the new approach suggests that sustainable regeneration is more likely to arise as a result of visioning, story telling and building successful relationships rather than dogmatic reliance on professional expertise and compromises around a 'lowest common denominator' of commercial considerations. The work package and learning in the WCP concentrates, therefore, on the processes which produce knowledge to support integration of human activities in a complex urban environment. This brings viable meaning to the visions and innovative ideas for the transition process of Odense Harbour. Key elements of the new thinking embodied in the 'Management of transitions model' are the shown in the following table.

Odense Management of Transitions Model: Summary Table		
Thesis	Proposal/Implementation	Learning Points
In order to be a place for all citizens the harbour must contain functions which refer to the city as a whole.	Establishment of attractions for the entire city of Odense. Public attractions have to be integrated into a structure of public spaces to achieve urban quality. City Council must take initiatives to ensure location of relevant functions.	Building attractions before the actual regeneration is in full process can be a risk. The city council must be willing to take that risk if the attraction has to be an "anchor" e.g. has to attract other investors.
Creation of a new city district requires adequate critical mass in itself or to be a part of an existing urban district.	A mix of 50% housing, 30% business and 20% other uses would probably be appropriate. In Odense re-linking to the city centre is important because of the relatively small size of the regeneration area.	The "mixed use" concept can easily come under pressure according to what is profitable to build right now.
Existing companies can be a valuable resource to the mixed use of the harbour and to encourage the economic activity.	Develop a survey of the companies in the harbour area, which assessed the company's requirements and categorize those companies according to three types: - Those who can stay - Those who have to relocate - The new ones.  Dialogue with the companies and set up a task force.	Only a few of the companies stay in the harbour, the majority relocates into other estates. New companies which represent new lines of business have to be integrated into the harbour community.

# Odense

Odense Management of Transitions Model: Summary Table		
Thesis	Proposal/Implementation	Learning Points
By giving special priority to town life activities and locate them strategically the effect can be optimized for creating viable living spaces.	Drawing up of a ground-floor space plan. The value for investors should be made clear. The local council plays a decisive role. Land ownership may be a crucial issue.	Innovative measures may be needed to realize the strategy.
There is a direct relationship between form and the urban life which can be generated and can arise	Make a clear description of what kind of urban life is desirable and strategies to achieve this. Deduce urban form and the layout of building from this description.	Developers may have other views on this point. The possibility and willingness of the municipality to negotiate on content and form is crucial.
To attract creative businesses, it requires the creation of facilities for active urban living and different kinds of possibilities for location, from high tech to low rent.	Establishment of a network of stakeholders to support the overall development idea + space for artists and other creative initiatives. Establishment of knowledge and culture-based Innovation Centre in the area.	Reference of good examples worldwide such as Granville Island (Vancouver), Bristol, and Ouseburn in Newcastle.
To make the area “a creative” district you need to have artists, craftsmen and firms related to culture to settle down in the area.	Use of artists as consultants in the process. Consider use of development money to incorporate artistic views and works in the designing of open spaces and buildings.	Need for space with low rent. Industrial buildings can be perfect to that purpose as well as for student hostels for art students.
Site location near water can generate new types of activities and content of benefit for the entire city, the neighbouring areas and the area itself.	Drawing up of a plan for how the water areas should be integrated and used in connections with the public realm and facilities.	The blue element must be investigated in detail - as a plan precondition.
In harbour areas the water areas can serve as open space and recreational space.	The aim is that the area is for a wide range of lifestyles. Therefore green areas, playgrounds etc. have to be incorporated in the plans.	As part of the Waterfront Communities Project investigations has been made for integration of nearby green areas and forest as part of the regeneration. This seems to raise the value of land for housing projects in the harbour area.





Odense Management of Transitions Model: Summary Table		
Thesis	Proposal/Implementation	Learning Points
Focus on the potential of the harbour for future civic life can be forwarded by the introduction of new activities and events during the development process and create a feeling of ownership of the harbour.	Drawing up of an events calendar and the introduction of activities and functions as opportunities arise.	Interest in the new buildings and press coverage also plays a significant role.
Temporary activities are key methods in the bridging model to involve the citizens in the harbour. Diverse activities are necessary to make it vibrant.	<ul style="list-style-type: none"> <li>- Establish website</li> <li>- Cultural festival with music, art, and sport</li> <li>- Guided tours</li> <li>- Water bicycles</li> </ul>	Temporary activities are a good time for experimentation and they can attract new people to the area. Temporary activities are good to start up a process.

### Action plan and task force for existing companies

In an important area of bridging, Odense recognised that many existing companies in the harbour area could be considered a valuable resource, either to be encouraged to stay in the harbour area to retain diversity of uses, or to be assisted to relocate locally, leading to valuable jobs and economic activity would not be lost. They therefore developed an action plan for the private sector companies which assessed the company's requirements.

To follow up on this, a Task Force is to be established to look after private companies affected by the WCP. The Task Force consists of relevant business and public service institutions, including the Trade Council of Odense. Through the Task Force, direct approaches can be made to companies at the waterfront of Odense, expected to relocate, and dialogue can be had with relocating companies in order to assist them in finding another place to reside, permission to re-start industrial activities, etc. Finally, business premises have to be vacated but retained and marketed towards target groups of new lines of businesses: restaurants, cafes, hotels, cultural organisations, and business service companies.

## Temporary activities

Odense has initiated several temporary activities to draw people into the harbour area to promote future regeneration, to give the area 'back to the people' and to test the area's potential for more permanent activities. These include:

- an event called 1000 Years of Sailing Ships - held as a part of an 'Harbour day'
- a three-day harbour cultural festival held in 2006 to enable the city's citizens to re-discover the harbour and 'take possession of it for common benefit'. The festival was extensively marketed in the media. 2,000 citizens were active in showing their art, music and sport and more than 10,000 people attended
- regular guided tours of the harbour area organised through the city's museums service
- ten water bicycles have been decorated by well-known Danish artists and are available for touring the harbour
- interactive information screens and 'audio points' have been established to communicate the history and the future of key points in the harbour area
- on location, there are different kinds of art exhibitions at the harbour area and in former warehouses

There are a number of learning points to arise from Odense's experience of temporary activities:

- temporary activities are a good time for experimentation
- a problem is that temporary activities don't generate much income, and therefore land owners are rather hesitant about their organisation, but they do attract new people to the area
- temporary events need to have diverse activities to make them vibrant
- temporary activities are good to start up a process and introduce a new area but do not ensure a living city for daily users - for that good public spaces and a variation of user groups are necessary

### Further information

Please see [www.wcp.dk](http://www.wcp.dk), [www.odense.dk/havnen](http://www.odense.dk/havnen)

Public spaces - public life:

<http://www.arkfo.dk>





- In **Oslo**, a Network for Temporary activities - TEMPO Fjordbyen - has been organised. TEMPO includes the realisation of several art exhibitions in former warehouses (before they are removed for a critical road tunnel project); painting of 'the red carpet'; and the ongoing production of a leaflet/map of bike/walk routes through the harbour, attractions published in English. This has been part of a strategy to bring the public into the former harbour areas, closed off from the public for decades. To make this approach successful it is Oslo's experience that a strategy is needed on how to open areas to the public, which involve and commit the major developers and landholders.
- **Hamburg** uses public spaces (including the tunnel under the Elbe river) for temporary arts events and concerts, and media, thereby also widely promoting the use of public space. Similarly, 'Heritage Day' in Hamburg brings together the general public while visiting heritage and art objects. This historic monument day is a good opportunity to 'dive into' the ancient harbour world and to delight in what the coming years will have to offer.
- **Schiedam** organised a temporary ice skating rink in its Schieveste urban regeneration area for local residents, to introduce them to the project and generate neighbourhood interaction.
- **Genoa** harbour has two temporary spaces. One can be an ice rink in the winter and a covered performance and event space at other times. Another is a harbour-side swimming in the inner harbour area, which can be covered to become a performance stage in the evening and out of season.



## learning from other cities