MP4 WP2 Place-Keeping in Masterplanning Report

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Place-Keeping in Masterplanning

I – Introduction

Within the MP4 project we have been working with a holistic concept of place-keeping. Within this concept it is considered that place-keeping needs to start before place-making, during the planning process. Therefore, during the MP4 Spatial Planning Workshop, which took place in Emmen (20-21 June 2011), a specific workshop was organised to explore the scope for the inclusion of place-keeping in masterplans. This document reports on the results of that workshop.

The workshop consisted of: (part 1) an introduction, where a presentation of the concepts of place-keeping and masterplanning was made by the Heriot-Watt University team and participants discussed in pairs how to include place-keeping in all the stages of development of a masterplan; and (part 2) a presentation of the Skejby Lab project in Aarhus, Denmark, was made by the University of Copenhagen team and a discussion was held, also in pairs, of how to consider place-keeping specifically in the masterplanning of this area, in order to provide a specific context and facilitate the discussion.

During the two days, MP4 project participants also had the opportunity to exchange ideas with participants of another European project on Lifelong Learning – professionals from different European countries, with different ages and experiences, working with a wide spectrum of individuals (communities, children, young people, etc), encouraging them to become active lifelong learners. This proved to be a very rich experience and contributed to the discussion of ideas on how to involve stakeholders in place-keeping including during masterplanning. The results of these discussions also informed this report.

In the next sections (II, III & IV), the holistic concept of place-keeping is briefly explained as well as the concept of masterplanning and a critique of this. Later in the document the ideas on how to consider place-keeping in the different stages of masterplanning which were debated in the workshop are presented and discussed (section V). Summary and conclusions are presented in section VI.

II – Place-Keeping

Place-keeping is understood as the long-term management and maintenance of a space in a sustainable way, guaranteeing its lasting social, environmental and economic qualities and benefits.[1] Place-keeping, therefore, requires the long-term involvement of several stakeholders in several

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[1] Wild, T.C., Ogden, S., Lerner, D.N., 2008. An innovative partnership response to the management of urban river corridors – Sheffield's River Stewardship Company. In: 11th International Conference on Urban Drainage, IAHR/IWA, Edinburgh.

'front-end' stages – planning, design and construction (stages of what is commonly referred to as "place-making") – as well as in long-term management and maintenance. The complexity of this concept is illustrated in Figure 1 below.
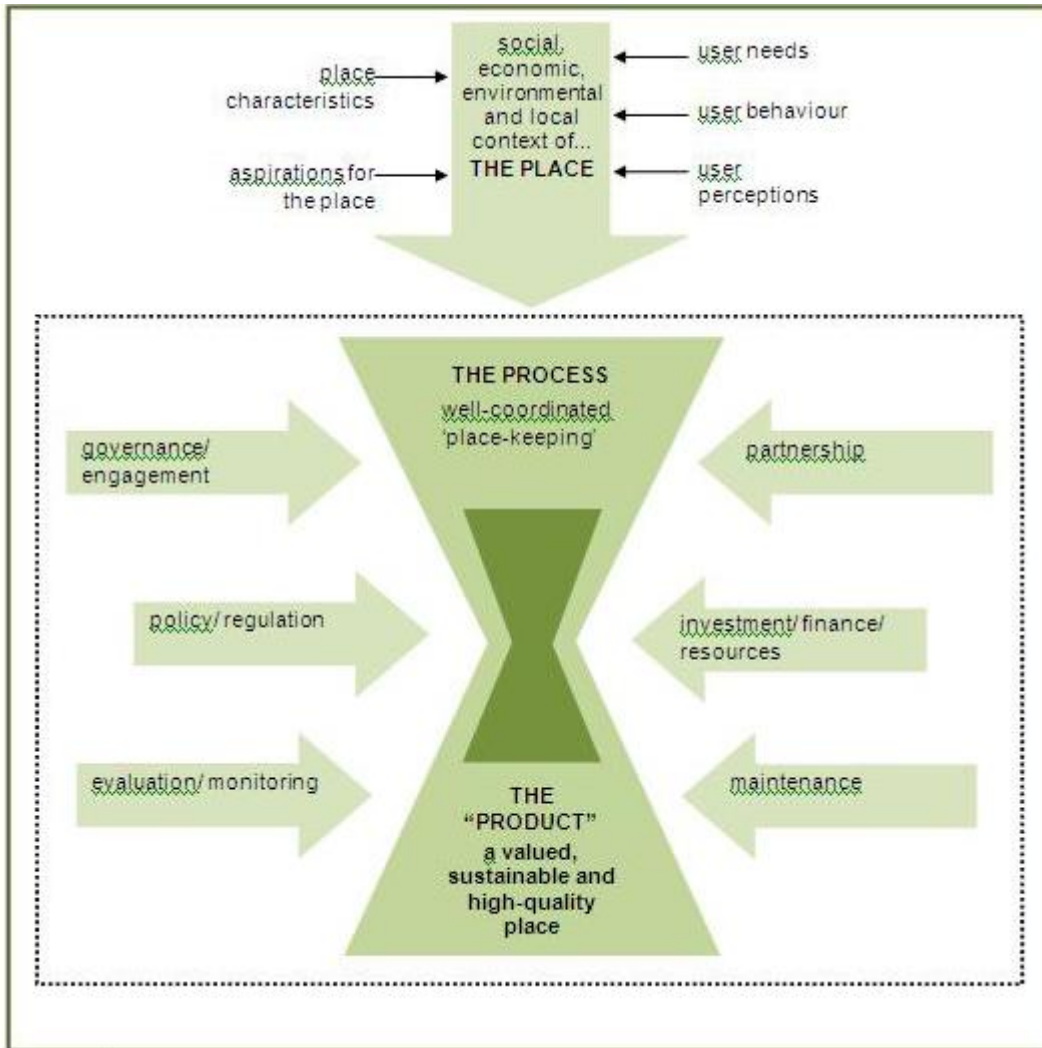

Figure 1: Place-Keeping diagram (Source: MP4 University of Sheffield team)

This holistic view of place-keeping as something that starts before and continues beyond place-making, raises the need to look at how to integrate place-keeping into one of the earliest stages in the process of creating a place: masterplanning.

III – Masterplanning

Masterplanning in urban development is an approach to planning that is 'based on the production of a detailed physical plan representing a desired future state' (Jenkins et al, 2007, p. 130)[2]. It developed particularly following World War 2 as 'comprehensive planning' used for inner city redevelopment and the creation of new towns. At this time masterplanning tended to follow modern movement ideals, separating land uses into often monofunctional zones, linked (and separated) by transport routes mostly based on the motor car.

Masterplanning emerged as a form of 'rational planning' which relied on a three-stage planning process comprising survey, analysis and plan – following the approach pioneered by Patrick Geddes in the early 20th century. This process was used to prepare large scale maps showing the location of functions and often physical characteristics of the built environment that was envisaged to be developed in each zone, this frequently being further described in supporting documents (e.g. ordnances or regulations).

'Rational planning' as a process, and the ideals of the modern movement as a model for urban development, were both subjected to strong criticism in the 1960s and 1970s. Masterplanning was superseded in many parts of Europe (and elsewhere) by a range of new planning approaches such as those based on the understanding of systems (structure planning), on incremental approaches (action planning) and on urban management – among others.

Masterplanning is an approach that is still used however, though the term is applied in a looser way than during the post-war heyday of 'rational planning'. It is sometimes used to refer to comprehensive plans which are in fact more akin to structure plans or strategic plans than the physical plans of 'master planning' in its original sense. In this original sense it tends to be used as an instrument to plan discrete areas, typically as extensions to existing settlements or for areas to be regenerated or redeveloped.

The post-war masterplans tended to be produced by the public sector, with the expectation that they would be implemented by either the public sector or the private sector, or a combination of both (e.g. infrastructure by the public sector and housing mostly by the private sector), depending on the political economy of the place for which the masterplan was produced. Currently masterplans tend to take account of a diversity of potential actors who may be engaged in its implementation, with the private sector generally having a prominent role, including in the production of the masterplan.

Existing guidance on the production of masterplans reflects the issues that current masterplanning processes are expected to take into account. For example, guidance on masterplanning available on

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[2] Jenkins, P, Smith, H & Wang, Y P (2007) *Planning and Housing in the Rapidly Urbanising World*, Routledge, Abingdon & New York.

the website of the UK's Commission for Architecture and the Built Environment (CABE, 2011)[3] includes sections on community involvement, preparing a business case, planning how to deliver the project, selecting partners, testing options, managing implementation, and developing mechanisms to deliver quality – among others. These sections are an example of how masterplanning has responded to the critiques it has been the subject of since the 1960s.

IV – Critique of Masterplanning

Major criticisms of masterplanning which emerged in the UK in the 1960s include the following[4]:

- the professional focus being more often on the plan as a product rather than on its effect on the ground;
- the emphasis on spatial factors and land use rather than on social, economic and environmental issues;
- the rigid land use planning approach, which is often quickly out of date due to changes in the forces and conditions which shape urban development;
- the lack of financial analysis and the unrealistic assumption of sufficient economic basis for a relatively high level of public sector interventions; and
- the poor institutional link between professional plan development, political interests, decision-making on city budgets, and other agencies involved in infrastructure and service provision.

Much of the criticism was focused on the poor connection between the future reality envisaged in the masterplan and the actual means available to implement this, as well as with the changing reality on the ground (social, economic and environmental). This connection is what several of the sections in the CABE (2011) guidance referred to above try to strengthen, by recognising the existence of different actors with their own agendas for development as well as with their own resources, the importance of the financial and economic viability of the proposals, and the utility of tools and mechanisms to aid the implementation of the masterplan. It can be argued that this still falls short of meeting some of the criticisms of masterplanning summarised above, particularly the inherent rigidity of masterplans in the face of change in the conditions surrounding urban development.

Criticism of masterplanning therefore identified a 'disconnect' between plan-making and actual place-making. Recent approaches to masterplanning attempt to bridge this 'disconnect' in various ways, with varying degrees of success. However, it can be argued that in current practice there is a further step between place-making and place-keeping, which by implication means that traditional

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[3] CABE (2011) Creating successful masterplans: A guide for clients, CABE, London. Online version available at http://webarchive.nationalarchives.gov.uk/20110118095356/http://www.cabe.org.uk/masterplans

[4] Jenkins et al, 2007, p. 132

masterplanning's inadequacies in relation to place-making are increased when it comes to its provisions for place-keeping. This was recognised in the critique of the poor institutional link between plan development and other agencies involved in service provision.

Just as masterplanning has evolved somewhat to strengthen the link between plan-making and place-making, there is scope to improve that between plan-making and place-keeping. The next section sets out possible ways in which place-keeping can be better integrated into masterplanning, based on the presentations and discussions held at the Spatial Planning Workshop in Emmen on 20th and 21st June 2011.

V – Key elements for integration of Place-Keeping in Masterplanning

Masterplanning covers a wide range of spatial scales, from strategic city-level plan to particular sites, but there are some basic steps that are common to all types of masterplanning. Although recognising that masterplanning is an iterative process, which needs to consider community involvement, design management and delivery all the way through, the publication from CABE (2011) proposes to break the process into four main stages which are: (1) prepare the process, (2) define the brief, (3) design the masterplan, (4) implement. Figure 2 shows how these stages can be developed, however, this is not presented here as an authoritative model, but rather as an illustration to guide the process of thinking about place-keeping in the various stages of masterplanning. It is important to highlight that, as in any design process, masterplanning has to go through several looping stages, with phases of analyses and synthesis: framing the situation, reflecting, acting and reframing, as put by Donald Schön (1991)[5].

Bearing in mind these considerations, the CABE masterplanning diagram was used in the workshop to help participants discuss how place-keeping could be integrated into all the masterplanning stages, especially considering how trust between potential stakeholders as well as wider involvement in place-keeping can be encouraged.

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[5] Schön, D. (1991) *The Reflective Practitioner: how professionals think in action*, Basic Books, New York.
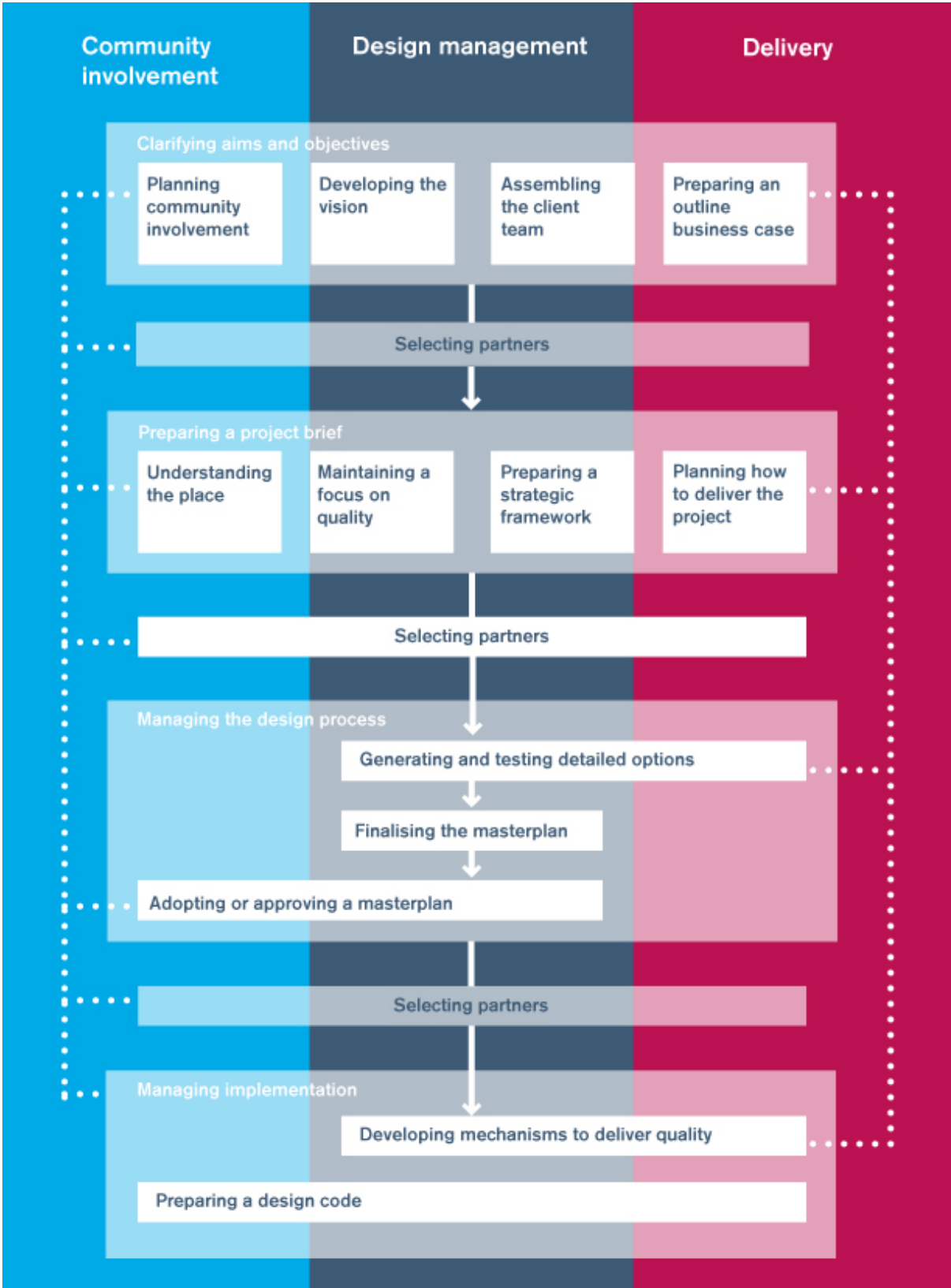
Figure 2: Masterplan development process (CABE 2011)

V.1 – General integration of Place-Keeping in Masterplanning

In the first part of the workshop to discuss ways of integrating place-keeping in masterplanning, a presentation of the concepts of place-keeping and masterplanning was made by the Heriot-Watt University team. Participants were then asked to discuss in pairs how to include place-keeping in all the stages of development of a masterplan previously presented. After the pair discussions, results were presented in the plenary and further discussed. A summary of the discussed suggestions for better integration of place-keeping into each stage of masterplanning, and boxes with brief illustrations from specific examples brought to the workshop by participants, are shown below:

Process preparation

- Stakeholders should define what they see is important and find common ground between them.

- Involve relevant stakeholders from the beginning, including maintenance representatives and contractors: consider quality and cost from the beginning.

- Why are businesses there? What is necessary to keep them there (place-keeping)?

- Encourage cooperation between businesses, facilities in catering, canteens, cafés (local catering).

- Define strategies to attract, motivate and involve all sorts of different stakeholders.

- Organisation of social activities with stakeholders to develop trust.

- Organise a brainstorm session with all participants to help to start building trust and generate new ideas.

- Create a platform for stakeholder involvement, having one of the stakeholders as a chairperson, not someone from government. This should generate new ideas via workshops and also be educational (using own organisation).

- Take other examples. Show where trust will get you.

- Show how they can "backscratch" (mutual benefit) and what they can achieve.

In the Municipality of Rheden in the Netherlands: the municipality invited educational institutes and (private) organisations involved in sustainability issues for joint discussions before starting the development of the Green Valley initiative: an economic development and (spatial) strategy plan (from which all participants can benefit).

Definition of brief

- Share skills in development: design website; knowledge from schools, communities, universities, and industries, among other stakeholders. This collaboration can be the basis for enduring place-keeping.

- Open place-keeping to education: training / curriculum to include "place-keeping" and/or planning.

> Strategies that facilitate and encourage private companies to invest in the maintenance of open spaces and have direct (e.g. tax reduction) or indirect (e.g. increased attractiveness to consumers) benefits, without privatising or controlling who uses these spaces, should be encouraged.

> In Gothenburg: there is a reduction of social housing rent for those who maintain common green spaces, which helps develop a sense of ownership, facilitates management and favours sustainability.

Design of masterplan

- Create shared identity: current use, current shortcomings, and future opportunities.

- Agriculture stakeholders to participate in maintaining / using green areas and farm shops.

- "Health landscapes" for recovery, reintegration, etc.

- Agreement on quality levels of maintenance in several areas.

- Ask stakeholders how to contribute to maintenance.

- Local level involvement by individual stakeholders should include the needs of others (negotiation).

> Facilitating participation and developing trust in Berlin: a shopfront approach to allow people to come in when needed combined with a mobile approach, with agents going where people are, where they like to meet and feel comfortable, speaking about their interests.

> In Emmen: maintenance quality levels are agreed as part of the planning process. Images which illustrate the different quality levels (A-D) are used to facilitate a visual quality assessment. This

enables inhabitants to have a better understanding of the difficulties with maintenance of large open spaces, particularly with regard to budget.

Suggestions to facilitate stakeholder involvement by the Lifelong Learning project participants:

. use of art projects to involve communities (e.g. in Northern Ireland – and elsewhere - young people are asked to paint murals for younger children playground areas[6]);

. use the power of good examples;

. learn with organisations;

. use the space to help people to learn from their surroundings;

. explore a variety of templates to communicate with communities – "communities are not the same";

. use of different methodologies to involve different generations;

. need to make participation fun.

Masterplan implementation

- Involvement of unemployed individuals, facilitating their reintegration in the work market via place-keeping, and providing an educational opportunity via the development of new skills.

- Stakeholders to invest in place-keeping, becoming "shareholders".

- Create links between: hospital – land – farmer, school – land – farmer, business – health.

In Sweden: maintenance is carried out by government personnel and also by contracted companies and, although there are shifts in the quantity of services contracted according to the degree of conservativeness of the government, the long-term plan is maintained. The City of Gothenburg have developed a practice that transfers maintenance responsibilities based on a voluntarily agreement between the City of Gothenburg and a third party. There are three main groups involved: private

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[6] A very specific example in Northern Ireland can be seen at
http://www.youthjusticeagencyni.gov.uk/community_services/articles/young_people_take_art_to_heart/

individuals or associations, community associations, and (public) housing companies. As stated owner, The City of Gothenburg remains legally responsible for the areas in question

Different approaches to deal with maintenance budgets: (a) in Emmen, the village council chooses what the money is to be spent on each year – e.g. maintenance, new park, new play area – and each village has a budget which varies depending on the size of the village; they are not expected to spend that budget every year, and if there is some left, they are able to carry it over, which allows them to save up for something larger the village may have identified; and villages are also able to arrange to borrow from each other as well as from the Province; (b) in the UK, however, if a budget is not spent in a year, not only is the budget holder barred from carrying the balance over, the budget will be cut the following year down to the amount that was spent; and the budget holder is not allowed to bargain with another Council or community.

In Edinburgh: the Planning Committee made up of elected representatives works closely with professionals and other stakeholders to set policy. In significant projects, they may also become involved in overseeing implementation. One case study examined a project in the centre of Edinburgh where an elected member convenes a special group of different stakeholders to manage a finished space. Relevant departments of the Council are brought together with businesses, members of the public, police, etc.

V.2 Place-Keeping in The Skejby Lab - Masterplanning in Aarhus

Skejby Lab: The City of Aarhus, Denmark has recently developed a new area in Skejby that integrates business, housing, agriculture, educational institutions and a new regional hospital. Basic functional requirements for transport and local planning are in place, but no overall vision or concerted action plans for future development of the open space exists. The Skejby Lab is a local pilot project that delivers a new model for integrated place-making and place-keeping that is based on local engagement and initiatives supported and co-delivered by local stakeholders. The Skejby Lab demonstrates the need to change attitude among both public and private actors and facilitate bottom-up processes that create a new understanding of the responsibilities for urban development.

In a second round of discussions, the MP4 Skejby Lab was used to generate a more focused discussion within a specific context. The Skejby Lab was presented and workshop participants were asked to discuss the same issues regarding the integration of place-keeping into the specific case of

the masterplanning in Skejby. Suggestions put forward during this part of the workshop are as follows:

Process preparation

- Develop professionals' awareness of sustainability via publications, education, and regulation.

- Involve maintenance officers from the beginning of the process (managers, contractors), not only the community.

- Develop commitment from the beginning.

- Start with the community! What issues / places do they think are key?

- Determine that place-keeping is not a "cost" and prove the cost of non-maintenance is higher (economic, social, health).

- Place-keeping and trust development are the same: a model for sustainability.

- The municipality has to be an equal and visible partner in the process.

- Take stakeholders seriously in the process: if you don't agree with what they say, explain why, and allow them the opportunity to do the same.

- Involve policy-makers and build trust "to the top".

- Know each other: what each one can do and cannot do.

- Honesty: don't make breakable promises. Listen and say what you can / cannot do. Need to understand each others' language.

Definition of brief

- Develop the brief in partnership with the community: transparency, trust and value in community views.

- Redefine people's perceptions – e.g. "this is a woodland and there is nowhere to play": not true.

- Design the place to be in keeping with the topography.

- More open communication during all stages.

- Exchange / engage with same stakeholders as before and, if necessary, with new ones.

- Tell what you do. Tell what you have done. Inform.

- Control (between phases: from brief to design).

Design of masterplan

- Explore innovative solutions in design and construction, taking future maintenance into account.

- Consider place-keeping consequences of different options (costs, support of public and private partners). Identify place-keeping partners.

- Alternative methods to communicate masterplans – i.e. less "polished" or professional and more community oriented.

- Be realistic: masterplanning should also be "masterkeeping" (not the case for the Sheffield and Gothenburg masterplans that were presented).

- Reflection group – enlarge the initial discussion group when designing/implementing the masterplan.

- Assembling stakeholders, joint working groups, and targeted dialogues in order to "defuse" potential conflicts.

- Control (between phases: from design to implementation).

Masterplan implementation

- Contractors need to use/comply with innovative solutions.

- Develop small scale achievable projects where communities can be involved in the construction process, developing a sense of ownership.

- Protection from changes in politics – plans should remain in place despite party/political differences.

- "Carry it out!" (as a reference to the effective implementation of what was planned, as much as possible, independently of political and economic reverses).

V.3 Discussion

The view that place-keeping has to be holistic and complex, involving an interaction of issues and actors in the long term, brings into discussion what the effect of timescale on the success of place-keeping and sustaining quality really is. What does a long-term commitment actually mean for involved partners? Consequently the need for **clear communication with and amongst stakeholders during all stages** is essential, as it allows for the development of **trust**.

Considering place-keeping at a masterplanning level implies bringing more complexity to the process, involving a wide variety of stakeholders and increasing time and costs involved. However, in

the long-term this will imply the generation of long-term social, economic and environmental benefits.

Instruments to promote this trust can be divided into:

Attitude-related:

- Encourage transparency and honesty: "Say what you do and do what you say!" (Dutch golden rule).

- Value all views.

- Openness to negotiation, also making choices which are of interest to others.

- Development of trust among all: policy makers, administration, municipality professionals, place-makers, managers, those directly responsible for maintenance, community (all user groups: different ages, gender, ethnicity, etc), private sector, non-governmental organisations, etc.

Understanding / learning:

- Development of awareness: realisation that place-keeping when considered early enough can bring social, economic and environmental long-term benefits, despite the increase in complexity and possibly in cost to the process in the short-term.

- Understanding the relevance of context: place distinctiveness & specific characteristics of stakeholders (types, skills, interests) and institutions involved.

- Encouraging stakeholders to learn from each other, respecting the knowledge and skills each sector / user type (e.g. community, children, schools, industry, farmers, shop owners, universities, different professionals) can contribute to the process.

- Understanding the scale of place-keeping (i.e. national, regional, local, etc).

Process management:

- Constantly evaluate the process: "are other stakeholders relevant and should be included in the next step?" The process should be "evolutionary" and "inclusive".

- Build good/clear communication channels and transparency.

- Trust needs also to be built "towards the top" – policy makers need to be included.

- Build relationships / trust by allowing stakeholders to know each other, developing familiarity (e.g. via social events).

- Manage expectations and develop an understanding by all stakeholders of what is achievable.

Finally, in general we can identify some important aspects in the four masterplanning development stages which need attention.

The **preparation of the process** should involve or at least consider the involvement of several private and public stakeholders: community, schools, farmers, businesses, municipality professionals, maintenance and management officers as well as policy makers from the beginning. This involvement will vary according to the scale of the masterplan – i.e. a place-keeping discussion for a very large city will be a more complex process.

At the **brief definition stage** the reformulation of stakeholders' perceptions should be allowed to take place and encouraged. Openness and trust need to be built for this to happen. The education of stakeholders plays an important role here.

The **design of the masterplan** should be conducive to the development of innovative sustainable solutions, which should be developed via the involvement and dialogue with all stakeholders, especially management contractors to generate realistic implementation – "masterkeeping".

The **implementation** phase should involve future users as much as possible, generating ownership through action, with community involvement in scalable, realistic projects: project-based place-keeping.

All the way through the masterplanning process, constant clear communication, information, and effective organisation and regulation should be present to guarantee community and stakeholders' trust. Moreover, a general feeling is that masterplans, although reflecting present socio-cultural and economic contexts, should be protected against changes in politics.

VI – Summary and conclusions

This report discusses the introduction of place-keeping in the process of masterplanning development, based on the MP4 Spatial Planning Workshop which took place in Emmen in June 2011.

The holistic concept of place-keeping used in the MP4 project – where place-making is seen as happening within place-keeping, and where the involvement of stakeholders in all stages of planning, design, implementation, maintenance and management of open spaces is seen as important – was presented. An overview and criticism of masterplanning was also provided. Following these, the results of the workshop on introduction of place-keeping in masterplanning were presented as well as a discussion of these. Instruments to promote the integration of place-keeping in all stages of masterplan development were identified and divided into three main clusters: (1) attitude-related, (2) understanding / learning, and (3) process management. Finally,

some important aspects in the four masterplanning development stages which need special attention to allow for effective place-keeping were identified.

The need for the involvement of a wide spectrum of stakeholders as early as possible, the development of trust and clear communication channels amongst all involved, the involvement of stakeholders as much as possible in scalable place-keeping implementation projects as well as the investment in innovative processes seem to be some of the most relevant aspects to be considered in the integration of place-keeping into masterplanning. In addition, across all discussions there was a concern with the need to bridge the gap between strategic decision-making and what happens on the ground. Despite these not being easily achievable aspects, it is important to emphasise and promote the understanding of the long-term social, environmental and economic benefits of this approach.

APPENDIX A - **MP4 Spatial Planning Workshop 20 – 21 June 2011, Emmen**

Day 1 – Monday 20 June 2011		
Time	**Activity** **Venue: Eden hotel** (**www.edenhotelemmen.com**)	**Responsible**
08.30 – 12.30	**Arrival, coffee**	Emmen/SYFP
12.30 – 13.30	**Lunch**	Emmen
13.30 – 13.40	**Opening address**	SYFP
13.40 – 15.30	**Spatial planning and open space** Presentations and discussion of experiences in preparation of city/region-wide open space strategies, if possible with an additional focus on place-keeping. Possible cases: - Emmen - Gothenburg - Sheffield	All
15.30 – 15.40	- VLM	Emmen
15.40 – 16.00	**Short break**	Emmen
16.00 – 18.30	**Short introduction and bustrip to Bargerveen*** **Field visit to Bargerveen*** Showcase of planning of a LIFE+/ Natura 2000 nature project, where (water management) measures were planned and discussed together with local residents and farmers	Emmen
18.30 – 19.00	**Return trip***	Emmen
19.00	**Barbeque Dinner at Camping**	Emmen

	Emmen*	

* joint activity with the participants of the Life Long Learning project

	Day 2 – Tuesday 21 June 2011	
Time	**Activity** **Venue: Eden hotel (www.edenhotelemmen.com)**	**Responsible**
08.00 – 09.00	**Breakfast**	Emmen
09.00 – 10.30	**Broad discussion on how to engage local stakeholder in planning, employment or other processes*** What have we learned from yesterday's field visit and discussions with other participants	All
10.30 – 10.45	**Coffee break**	Emmen
10.45 – 12.00	**Opportunities to integrate future place-keeping into spatial masterplans** (Parallel) workshops based on experience of participants	Lead: HWU (as facilitator)
12.30 – 13.30	**Lunch**	Emmen
13.30 – 14.00	**Wrap up, evaluation of the Workshop** Including lessons learned, etc.	SYFP/HWU, all
14.00 – 16.30	**Departure of (most) participants** **Optional: Excursion to Barger Compascuum, Nieuw Dordrecht and/or urban districts in Emmen** Review of the now complete pilots in the village of Barger Compascuum, on site discussion of (other) outcomes of the Emmen revisited planning method	Emmen
Evening and/or **Wednesday 22 June**	**Departure of all (remaining) participants**	
22/23 June	**Optional: Visit to the North Sea Region Annual Conference** (http://www.northsearegion.eu/ivb/home/)	

* joint activity with the participants of the Life Long Learning project