

PROCEEDINGS OF THE SAVE VALUE SUMMIT 2016 “THE POWER OF VALUE”

THE POWER OF VALUE IN URBAN DEVELOPMENT: A CASE STUDY

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Biography

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Dorine Cleton is a strategic advisor, senior lawyer for spatial planning and environment, mediator and Value Engineer, as well as director-owner of the firm Cleton & Com in Rotterdam. She advises on a strategic level, and searches for creative solutions for various parties in the field of city and area development, spatial planning and environment. In this work she uses mediation and Value Engineering. She has held positions as a lawyer and senior advisor with several companies in the past.

Abstract

The City Council of Rotterdam wanted to redevelop an area in the southern part of the city. This is a complex area: densely populated, packed with facilities and bordering one of the main arteries of the city. Together all of these activities place a multitude of demands on redevelopment of the area. Often, the demands are hard to balance and any change can lead to opposition from stakeholders.

In order to meet as many demands as possible, the city council decided to join forces in a Public Private Partnership with two commercial parties: a building company and a development company. Faced with the complexity of the situation the development company, [Ballast Nedam](#), asked Cleton&Com to guide the changing of the zoning plan as well as the citizens participation within the project. The whole process was in full cooperation with a specially formed proactive team of city staff. The city of Rotterdam remained

responsible for approving the zoning plan that the Private Public Partnership in consultation with the community developed.

Cleton&Com used Value Engineering (VE) to improve the plans and Public Private Neighbourhood Partnership (PPNP (PPBS in Dutch)) to build trust and support among the stakeholders. Thereby preventing time consuming law suits.

PPNP (Public Private Neighbourhood Partnership) is a special form of mediation dedicated to urban development projects. The purpose of PPNP is to avoid distrust and resistance by bringing together the stakeholders and involve them into a project in an early stage, as early as possible.

Value Engineering played a decisive role in this project. For projects of this size Dutch law requires the plans to be compared with alternatives for an Environmental assessment. Because of the multitude of activities the assessment can become very time-consuming effort. However, with the use of VE within the PPNP Cleton & Com was able to obtain all approvals within seventeen months.

Introduction

Rotterdam is the second largest city of The Netherlands and the biggest port in Europe. The river Maas divides the city in two: with a northern part where the majority of the financial, political and cultural activities are and a southern part that is in dire need of redevelopment. The City Council wants to redevelop an area of the southern part that measures approximately 750 by 550 yards (700 by 500 meters). It is a complex area, densely populated, with a multitude of activities and bordered by one of the main roads of the city. The area is packed with facilities: two high schools, sports facilities, a theatre, a multipurpose hall, a mall, a library, and the busiest public transport station of the Netherlands. This is challenging situation where every change may result in a conflict of interests.

The area was named [Heart of the South](#) ('Hart van Zuid' in Dutch), and the redevelopment project carries the same name. With the application of Value Engineering and PPNP, this project, with a net worth of 300 million euro's, was approved within 17 months.

The project area

- 1 – Bank
- 2 – Theater
- 3 – Swimming pool
- 4 – Bus station (31 platforms with 4000 busses passing every day)
- 5 – Subway station
- 6 – Shopping mall with underground parking facilities
- 7 – High school (Hoornbeeck college)
- 8 – High school (Wartburg college)
- 9 – Tennis courts
- 10 – Ahoy: sports and concert hall

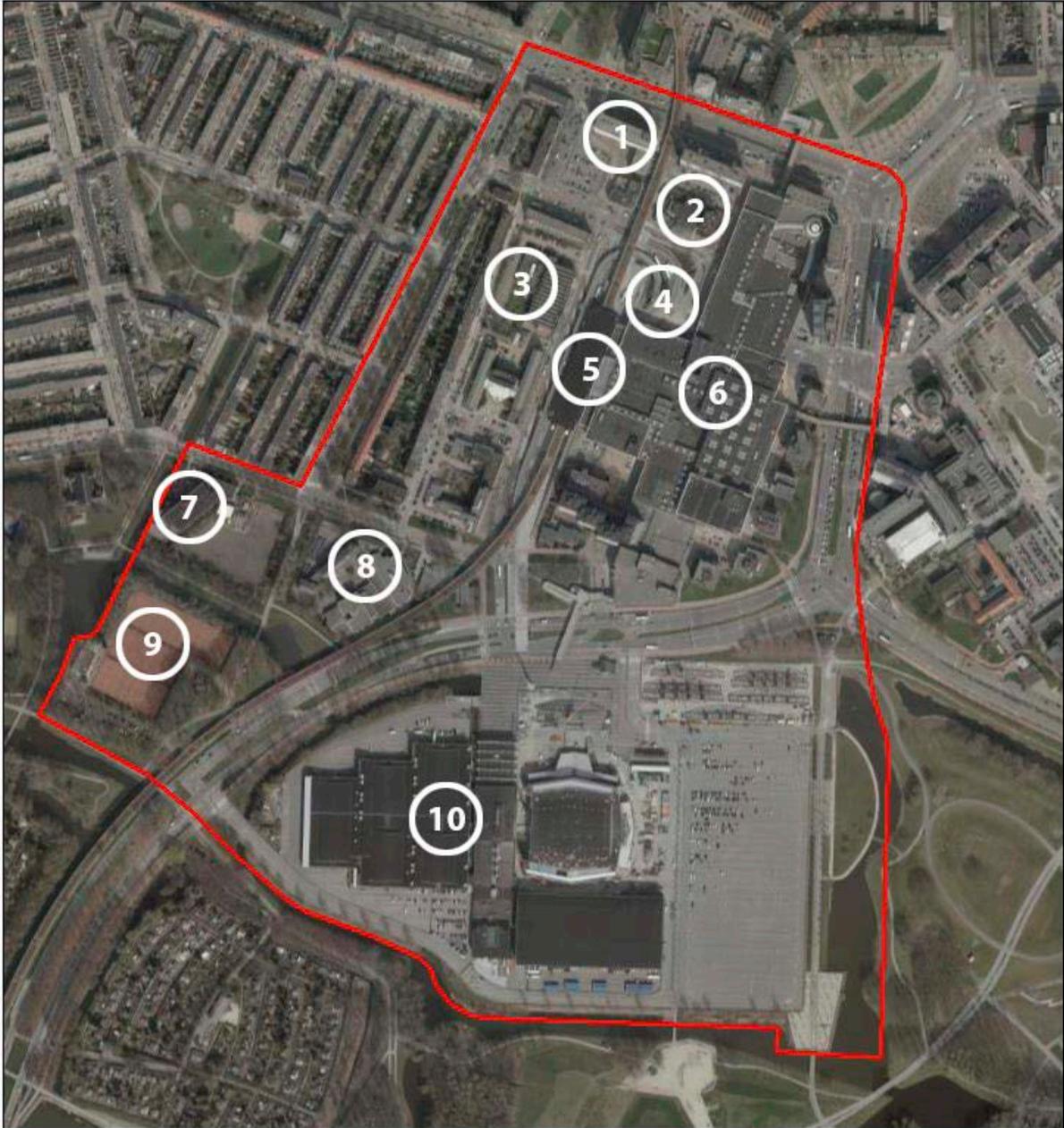


Fig. 1 – The project area

One of the objects for this project comes from the City Council, who wants to secure the flow of the traffic in and around the city. Along the western and northern border of the area runs a main artery. This road is very important for traffic to and fro the northern part of town on the other side of the river.

The management of the sports and concert hall [Ahoj](#) want to expand their business by building a hotel and a conference center next to the hall. The buildings are planned on their own grounds, but the activities will have significant impact on traffic and parking space in the surrounding area.

The residents are very concerned about the availability of parking spaces and the accessibility of their homes during and after the building period of Heart of the South.

Environmental Impact Assessment and VE

A project of a scale like Heart of the South has to pass through various stages and for each stage the corresponding approval must be obtained. One of these stages is an Environmental Assessment. The Dutch law requires that the actions of the plan will be measured against alternative solutions. VE was the preferred tool for finding these solutions.

Some of the proposed changes are necessary where others were open to discussion. The latter were turned into topics for the VE sessions.

Value Engineering as Part of PPNP

Cleton & Com make a clear distinction between VE and PPNP. Both are interactive methods, but the aims and the targeted elements differ. The goal of VE is to improve value and the method is targeted at products and services.

The goal of PPNP is to lighten and speed up the execution of a project by creating support among residents and the other stakeholders and improving the project as a whole. PPNP offers the possibility to add new concepts to a project and is targeted at the project and its stakeholders. PPNP solves conflicts even before they arise.

VE and PPNP are independent methods that can be applied separately or in conjunction with one another. When they are applied together, there is a strong symbiosis and it is difficult to distinguish the separate contributions. Since the main objective of the assignment was to involve the stakeholders and to grow support among them, the emphasis lies on PPNP. Yet VE took up most of the time and its contribution was paramount. Both methods are aimed at exploring all available knowledge to find the best 'solution'.

And, as stated before, the two methods work flawlessly together.

Gathering Information

A PPNP process starts with raising awareness in the community. A trusted way to do this is by distributing flyers with information for the public about the project. Before the first public meeting, the initiators decided which elements of the plan could be changed and to what extent. The next step was to identify the stakeholders and the residents, and invite them for an information meeting.

A PPNP information meeting starts like any other, with providing information about the purpose of the plan and the PPNP-system. However, after that the meeting will be completely different. The emphasis of a PPNP information meeting does not lie on providing information, but on gathering information from the stakeholders and building trust between them and the initiators of the project. Trust comes also with the mediation approach of PPNP: information is given about the goals of the other stakeholders: the initiator (development company) and the city.

This information is necessary to improve the plan, therefore all participants were asked to come up with their ideas and wishes. Every remark was noted and at the end all remarks were divided into themes. Generating alternative ideas requires thinking out of the box. Everything goes: there were no boundaries.

After grouping the similar remarks and deleting the doubles 175 ideas remained. Subsequently these were divided into five themes:

- Improve the livability of the area
- Encourage the development of local talent
- Stimulate the local economy
- Improve the direct access of the public transport systems
- Improve the accessibility of the area

It was announced that each topic would be the subject of a working group during the VE-sessions and the visitors were encouraged to join one of these working groups. During the meeting assistants of the organization mingled with the participants. It was the assistants' job to identify people who had bright ideas but did not want to be in the spotlight. They tend to avoid active participation, therefore the assistants tried to persuade them to join in a working group.

Working Groups for Value Engineering

The 175 remaining ideas were translated into functions; this made the discussions tangible and understandable for every participant. Every theme had its own working group where the ideas were subjected to thorough function analysis according to the 'Why and How' procedure.

The participants, citizens and other stakeholders, the initiator and the city were encouraged to speak freely about their interests, their worries and the limits of their possibilities. When the participants understand the situation of the others, they become more prepared to reach out and try to meet each other halfway. Creating a compromise is stimulated by the rule that 'no' is not an option: someone who does not agree with a proposition has to offer an alternative solution. The difference between local representatives and the professionals was striking. For the engineers and the civil servants, thinking out of the box was very hard in the beginning, but their creativity was stimulated by the enthusiasm of other participants.

The working groups were led by non-participating guides whose task it was to establish and maintain a level playing field with equal opportunities for every participant. As a rule the representatives of commercial parties are seasoned speakers, quick thinkers who feel comfortable in public debate and can easily overthrow the residents and other stakeholders.

Plenary Feedback

During a second plenary session the outcome of the working group sessions were shared. In the following discussion, the outcome was refined into a basis for an Environmental Impact Assessment.

Notes

- Make a list of all the stakeholders of the project.
- Prior to the first information meeting, make a list of all the parts of a project that are open for discussion.
- Inform the participants about which parts of the project are open for discussion.
- Stimulate participants to give as much feedback as possible.
- Establish a level playing field so every stakeholder can be heard.
- Promote positive attitudes.
- Try to encourage creative people to participate even when they are held back by introversion.

- With so many facilities and activities in such a small area it was difficult to keep a clear view on every situation. An urban planner clarified the situations by making drawings of the ideas that were being discussed.

- It is hard to overestimate the value of the knowledge of the people who work and live in an area. An elderly couple confessed that ever since they had heard about the project, they went for a stroll every day. They realized that it was their environment that was going to be changed and that they were the ones that would either benefit or lose. No initiator can ever invest so much time as these people were willing to spend.

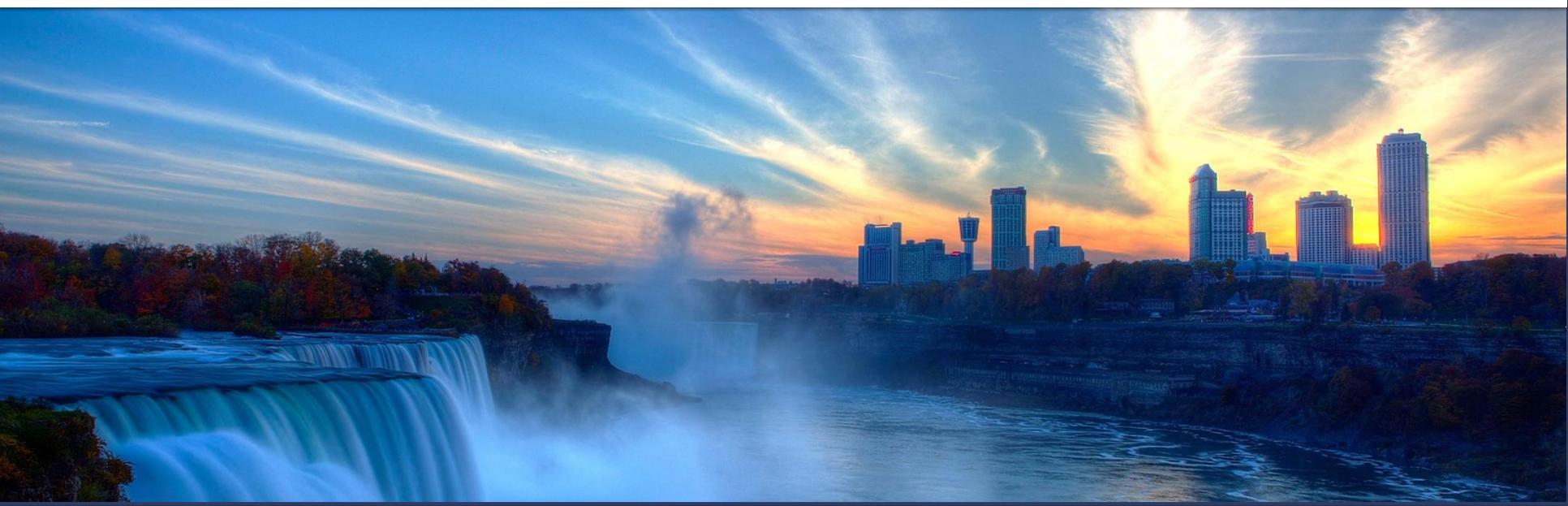
The Power of Value in Urban Development

Value Engineering taps into the knowledge of inhabitants and users, who know the area by heart. One of the most striking results was the improvement of the routing of the busses. The engineers of the initiator had been working on this particular subject for six months. Still, one of the residents was able to come up with an improved solution, one that causes less noise pollution, offers more possibilities and will be much cheaper.

Value Engineering is a very powerful aid for the prevention of resistance from stakeholders and to ensure valuable citizens involvement. It gives them a possibility to change it for their own benefit. These changes will mirror the interests of the stakeholders and be a token of acknowledgement of their influence. Seeing the return of their input converts many participants from a possible opponent into a defender of the project. In combination with PPNP the integrated approach reduced time and energy. It created an integrated process that took only 17 months to be approved by city council.

The Power of Value in Urban Development: A Case Study

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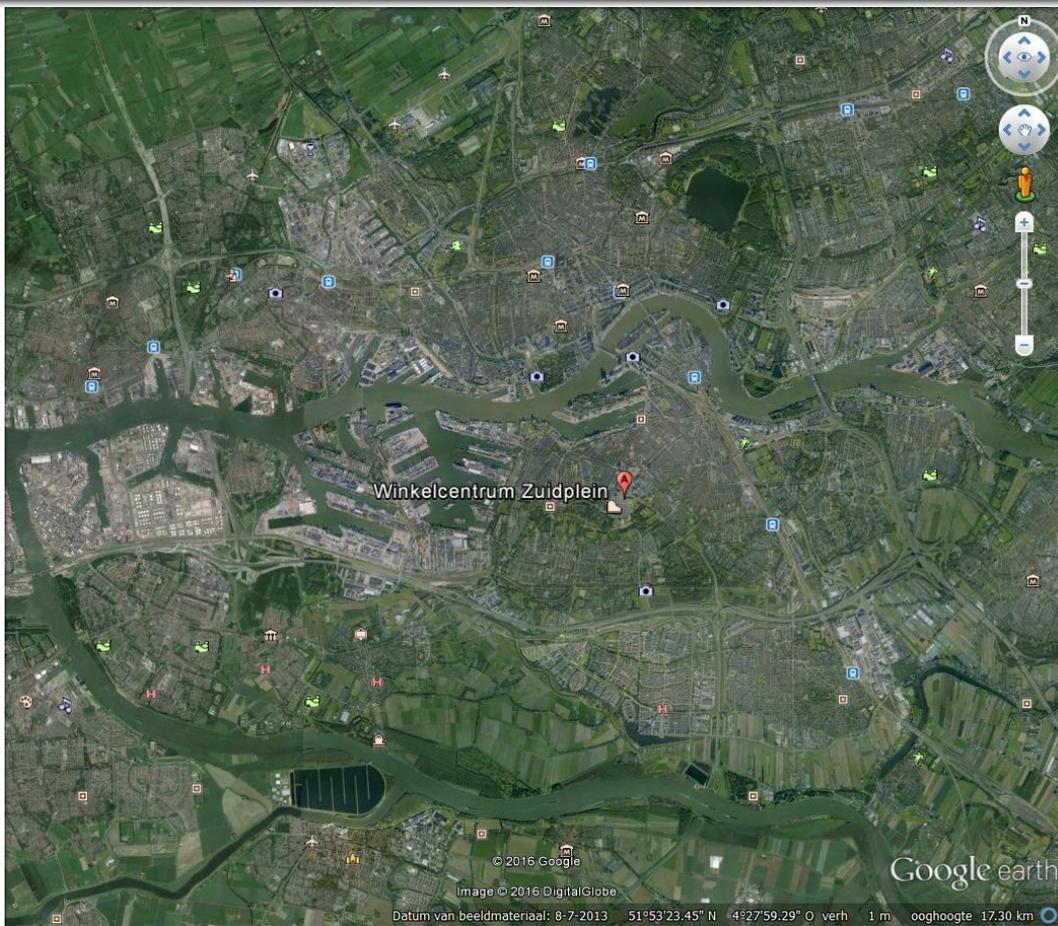
SUMMARY

How Cleton&Com used Value Engineering to improve a large scale redevelopment plan for an area which is densely populated and crowded with activities.

SUMMARY

- Project area
- Challenge
- Approach
- Outcome
- Advantages
- Power of Mediation and VE
- The Future?
- Questions?

PROJECT AREA IN ROTTERDAM



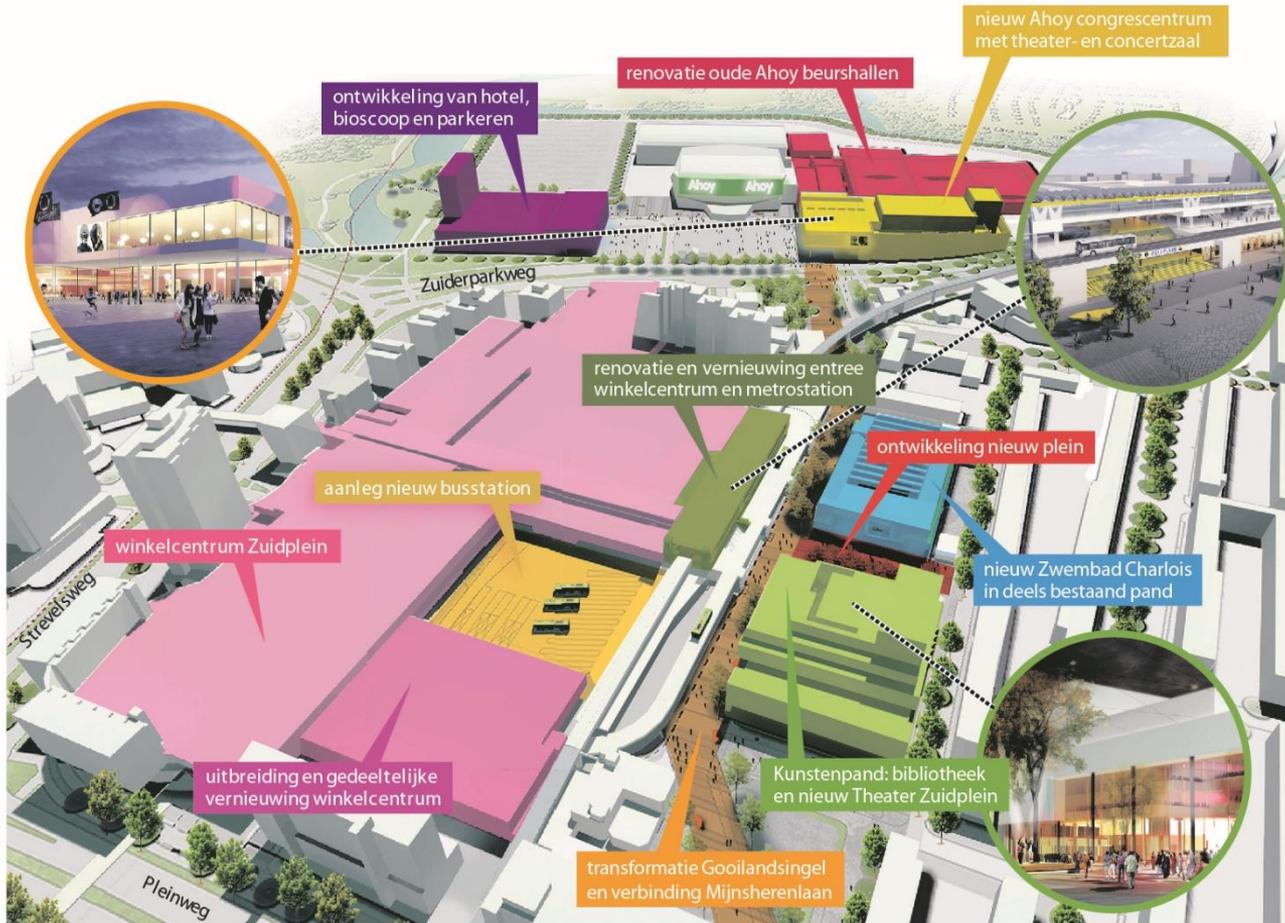
PROJECT AREA



THE PROJECT AREA

- 1 – Bank
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THE CHALLENGE



THE CHALLENGE

Heart of the South

- Public Private Partnership
 - Short time to start building
- Changing the Zoning Plan
 - Environmental Impact Study
 - Public Complain Procedures
- Creating a new City Development Vision
- Stakeholders involvement is required

THE APPROACH

Proactive + Interactive + Multidisciplinary

- Proactive team of civil servants
 - New approach: more room for expertise of project developer
 - Requirements and cooperation in stead of strict orders
- Interactive
 - Participation of residents and stakeholders is essential
- Multidisciplinary
 - Complexity calls for multidisciplinary approach
 - Issues: air and noise pollution, water, traffic, parking, cultural heritage, (social) safety, economy, landscaping, etc.
 - Challenge: turn opposition into integration of ideas and solutions

THE APPROACH: PPBS + VE

PPBS (=PPNP)

- Public Private Neighborhood Partnership
- Mediation-method



THE APPROACH: PPBS + VE

VE as part of the PPBS

- First PPBS session: open workshops, yielding 175 ideas
 - Establishing the do's and don'ts for the project
- From ideas to criteria and functions – small team effort
- Fast diagram – small team effort
- First VE session - study
 - Homework
- Second VE session - study
 - Homework
- Second PPBS session: evaluation of VE results, detailing
- Basis for a Environmental Impact Study

THE APPROACH

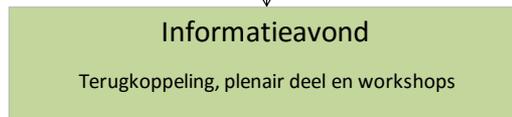
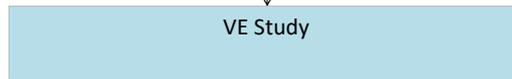
P+P+BS
(Publiek + Privaat + Buurtsamenwerking)

cleton  com

Spelregels worden aan het begin van het proces aan alle belanghebbenden bekend gemaakt.



Tijdens de informatieavond kunnen belanghebbenden zich opgeven voor de plangroep. Deze zal bestaan uit omwonenden, gemeente, ontwikkelaar, enz.



THE APPROACH



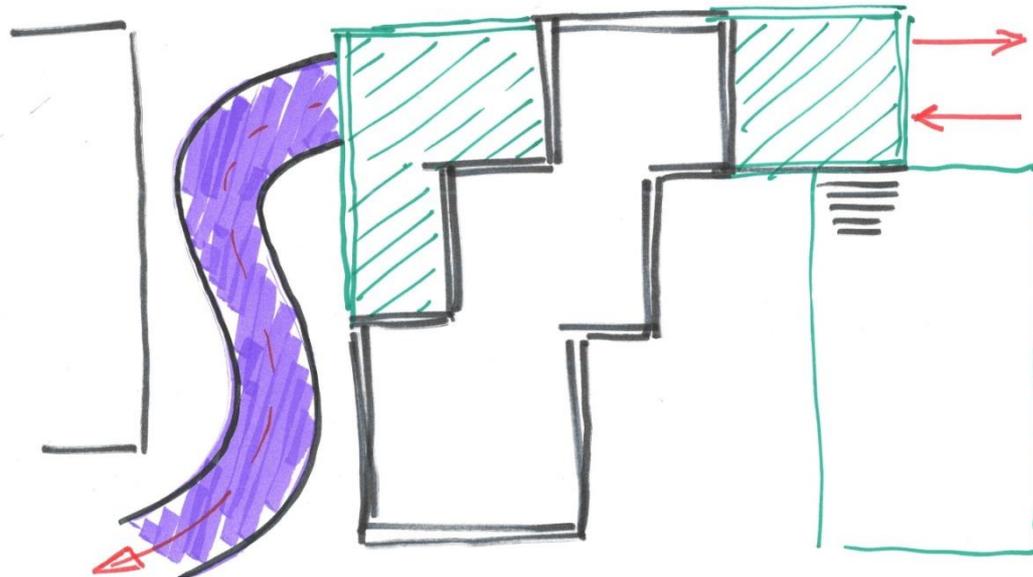
THE APPROACH

Idee (11)

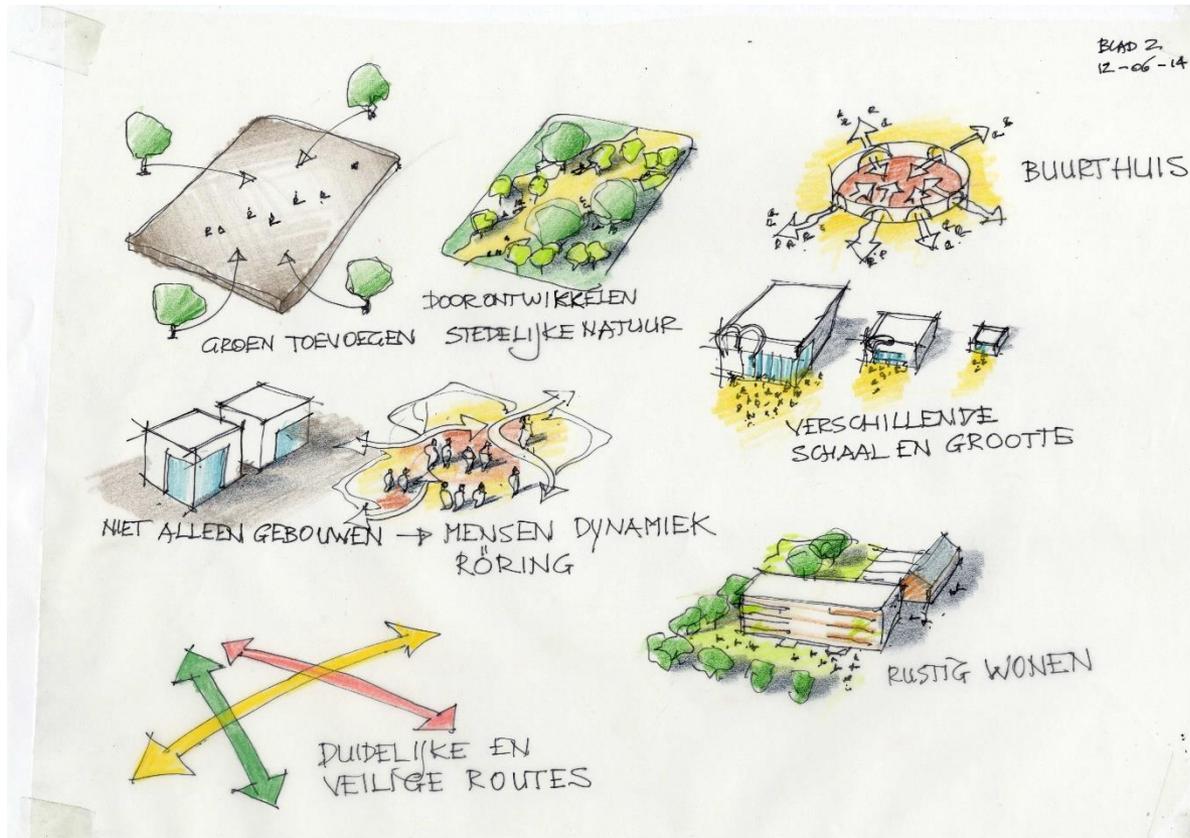
overkapping

Bovenaanzicht

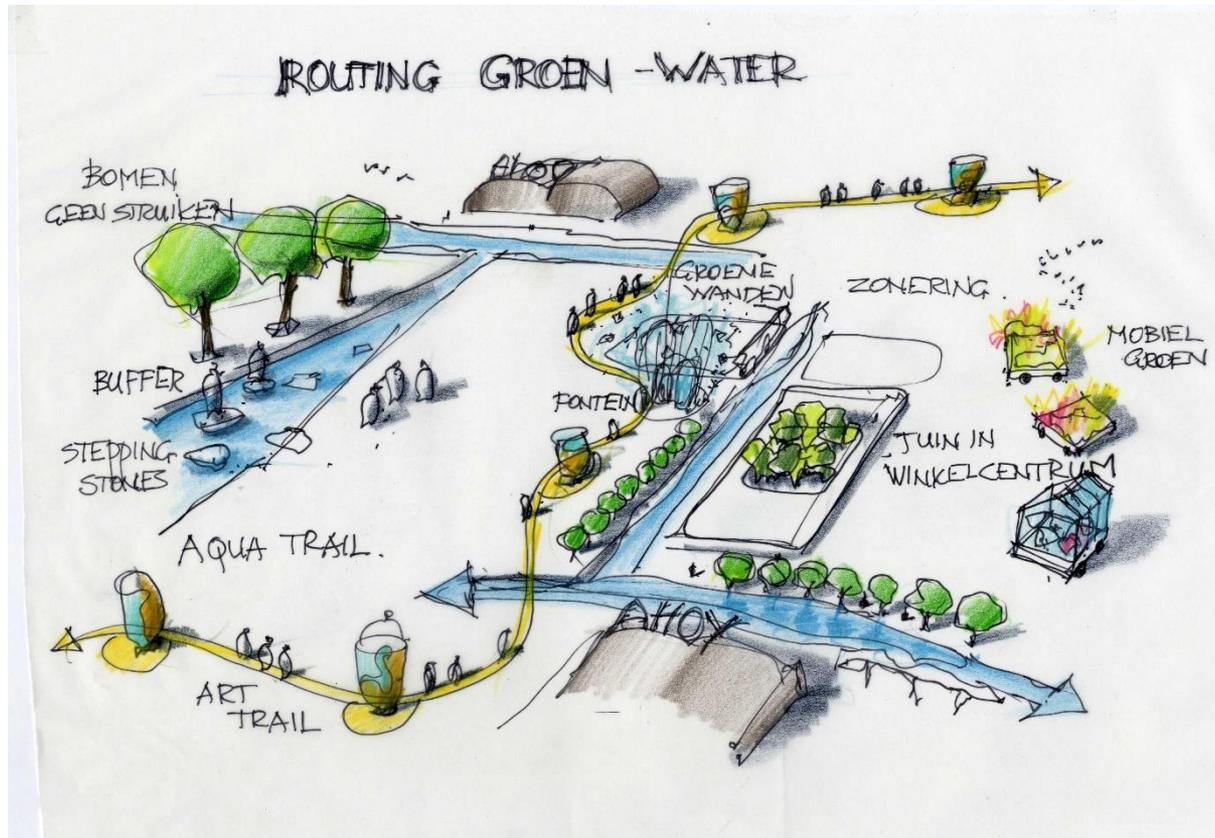
aan zij
Route bus



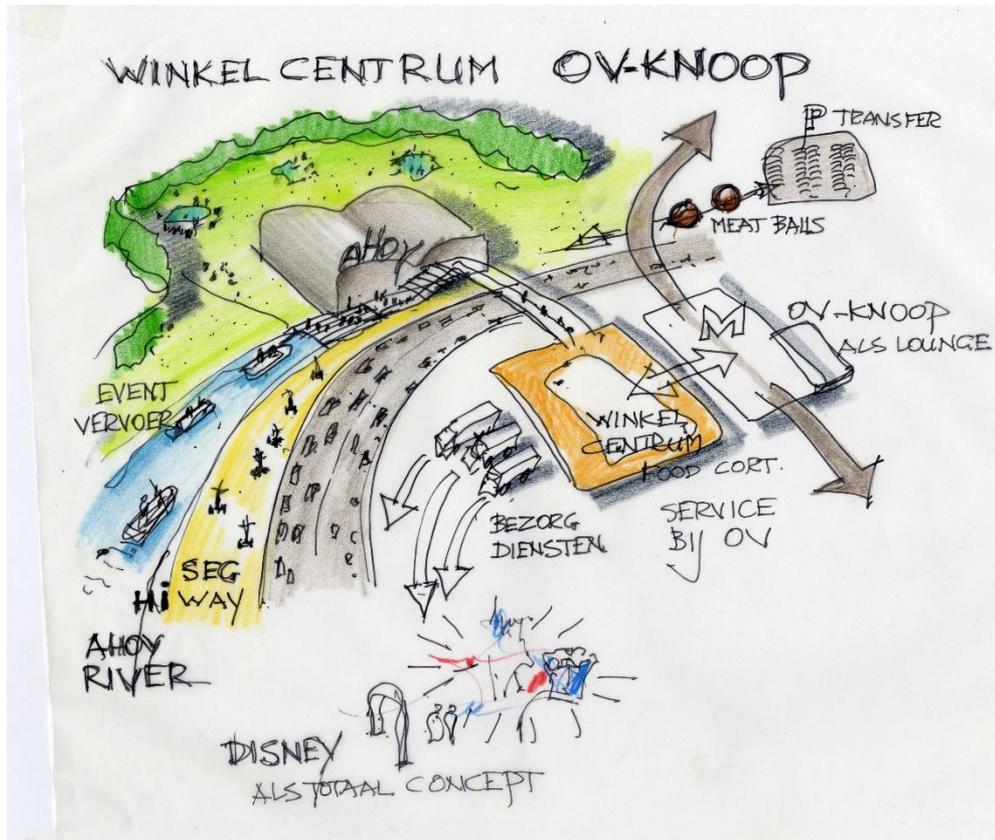
THE IDEAS



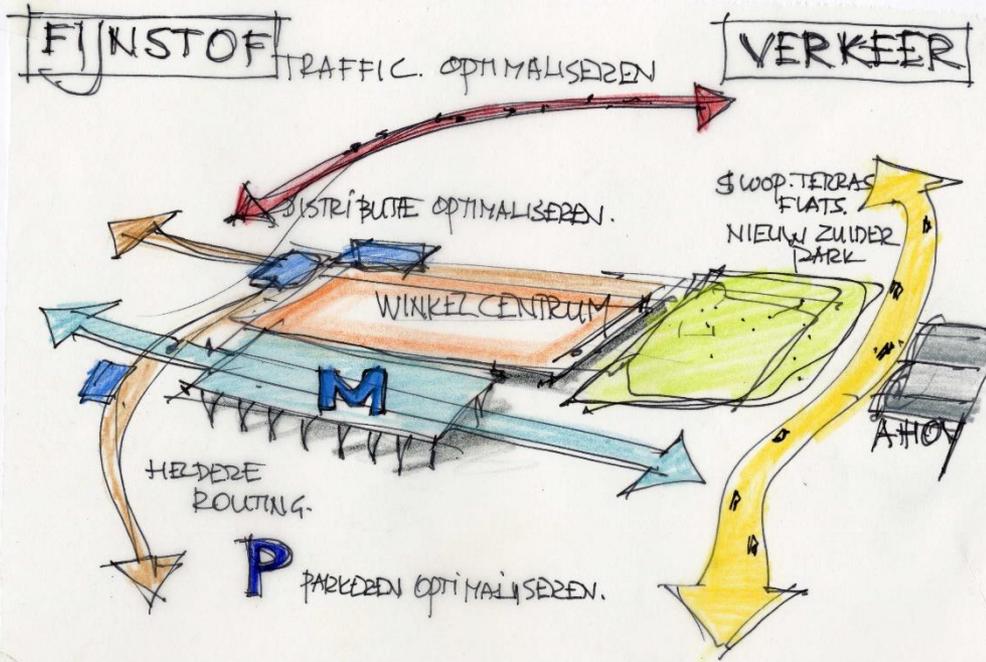
THE OUTCOME



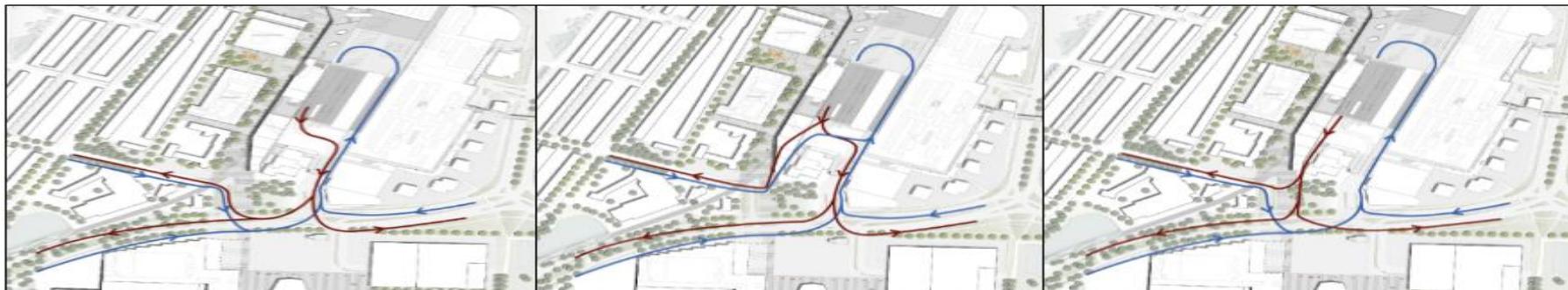
THE OUTCOME



THE OUTCOME

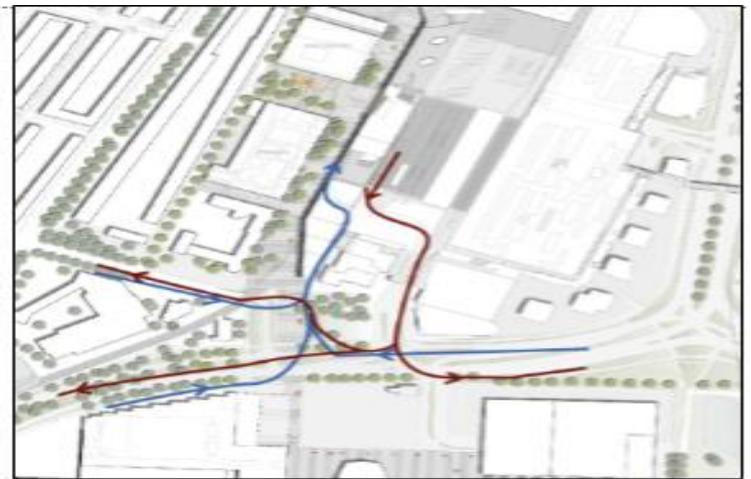


THE OUTCOME



Routing buses at bus terminal at ground level. The blue line for inbound buses, the red line the outgoing buses

THE OUTCOME



Routing buses patio variants A and B

THE OUTCOME



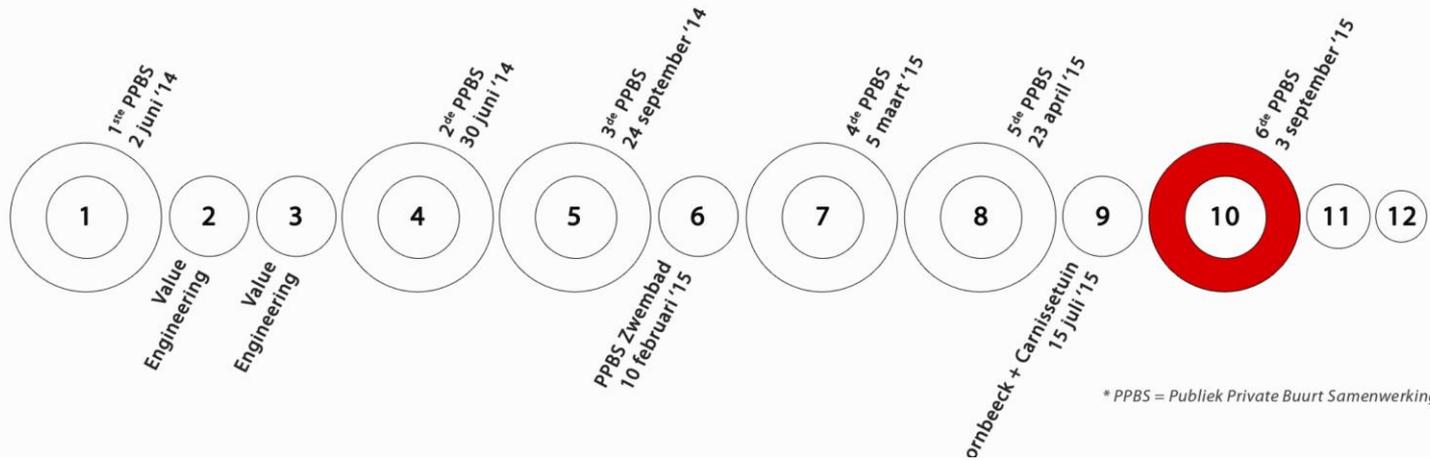
Visualization optimization variant 2

THE ADVANTAGES

True participation

- VE creates understanding between
 - disciplines, specialists, citizens and different approaches
- Residents devised some of the best solutions
- Enhancing involvement = more commitment and acceptance
- Complaints about the contents, not the process
 - Less complaints and appeals
 - Many complaints led to improvements of the plan
- Basis for long term cooperation (20 year project)

THE RESULTS



THE ADVANTAGES

Viable Alternatives for Environmental Impact Study

- Each promising alternative was investigated
 - Full information for City Council, EIP-committee and Court
- No need for additional environmental studies
 - Less costs
 - Faster process
 - Every demand of this complex project was met
- A better plan for a very complex situation

POWER OF MEDIATION AND VE

Real power in complex situations

- Power of translation
- Power of equality
- Power of multidisciplinary process
- Power of transparency
- Power of respect and bonding
- Power of a fast process
- Power of exploring the wisdom of the crowd for essential solutions



THE FUTURE?

**Great need for Participation
and
Multi Disciplinary Tools**

WE CAN OFFER THE SOLUTION!

QUESTIONS?

