MASTER

Stagnation in the initiative phase of brownfield redevelopment
a flowchart for the main stagnation

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A flowchart for the main stagnation

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RISKS:

The unknown unknowns

as we know,

there are known knowns.

There are things we know we know.

We also know,

there are known unknowns.

That is to say,

we know there are some things,

we do not know.

But there are also unknown unknowns,

the ones we don’t know

we don’t know*.

*Donald Rumsfeld (former minister of defence of America) during a press conference in 2002.
PREFACE

You can call this a dissertation, I call this the summit of my educational career. I started in a valley, which seems far away now I am here, but certainly not forgotten. The journey towards this summit started in 1998 when I finished my second education and started at the MTS in Apeldoorn, which I finished in 2002 to climb higher. In 2005 I finished the HTS to start at the TU/e where I first started another master to end now in 2010 my master Construction Management and Engineering in the graduation direction ‘process engineering for urban development’ at the Technical university of Eindhoven. To finish this master, a dissertation has to be written. Working on the dissertation was a quit lonely affair, but the goal was clear and did keep myself motivated.

The content of this dissertation is about the stagnation in the initiative phase of brownfield redevelopment. It contains 30,407 words, which are put in 964 paragraphs and 3,403 lines.

I would like to thank several people, my thank goes to my two daily supervisors dr. A. den Otter arch. AvB and mr. W. Wenselaar for there knowledge’s and help to complete this dissertation. I also want to thank Prof. dr. ir W. Scheafer for he was the so-called competent supervisor during my research. I also want to thank the respondents who where willing to cooperate in the research.

At last but not at least I’m very grateful to Nanette for al the love se gives to me, the support and help for continuing my dissertation, the patience and belief in me. I’m also very grateful to my parents for their support and my friends for just being there.

Sjoerd de Waard

Utrecht 25 January 2010
MANAGEMENT SUMMARY

In the Netherlands there are old industrial areas, which are called brownfield "A brownfield site is any land or premises, which has previously been used or developed, and is currently not fully in use, although it may be partially occupied or utilized. It may also be vacant derelict or contaminated. Therefore a brownfield site is not available for immediate use without intervention" (Alker S. et al, 2000). The problem of redeveloping brownfields are the many stagnations in the initiative phase (the initiative phase is about: the start of an idea of redeveloping, defining that idea, investigates the feasibility of the idea, giving definition to the idea, structure the idea in concept plans, and make an approach how to start the idea). These stagnations are making the project start-up slowly and time consuming.

This dissertation is about finding the main stagnations (whereby stagnation is a time extension of the initiative phase while this phase could go smoother) in the initiative phase of brownfield redevelopments.

In the literature research is found that there are several factors involved in the common stagnations of urban brownfield and urban redevelopments. These stagnations can be dived in 4 main groups, namely:
- Government factors,
- Project developer factors,
- Location factors,
- External factors.

In these 4 groups are several different factors that can cause stagnation, whereby there are in the government group a lot of legislation factors, which are most of all process-bounded stagnations. Project-based stagnations are located more in the location and external factor group. In the project developer group are the factors as well as on process as on project basis. From the list of factors are 21 questions (problems) in short sentences composed, which are representative for most of the factors that can create stagnation(s). With the use of interviews a research is done to find out how much these 21 problems are creating stagnation (not, some or strong). In this interview research is found that all the 21 problems are creating stagnation. A top 10 can be divided from which the respondents mostly answered strong and some stagnating. This top 10 is listed below:
- Complexity and timeframe of decision-making process by municipalities.
- Negotiations between municipality and parties about the ground prices.
- Timeframe of legal procedures development plan.
- Objection procedures citizens and interest organizations.
- The lack of a clear and useful vision on the redevelopment location.
- Urban, architectural, and prosperity demands of the municipality.
- Job-hopping of employees, with the effect of knowledge loss.
- Inadequate expertise of the municipalities.
- Cooperation between different principle's on one location.
- Mid stage changes in plan elements by municipality or market parties.
In the interview research were also 4 verification questions for the respondents to find out if they had knowledge about stagnations in the initiative phase of urban brownfield redevelopment. The main finding of these questions is that the definition of brownfields in the Netherlands is different than in the international literature. Where in the international literature contamination is an important aspect, it is in the Netherlands not mentioned once in the definition as well by the respondents. The definitions of stagnation and the initiative phase, that were given by the respondents, where almost the same as in the literature. Concerning the fourth question, which was about the difference of project approach between urban redevelopment and brownfield redevelopment, it can be discussed if there is a lot of stagnation in the initiative phase of brownfield redevelopment by the cause of project/process approach. Most of the respondents’ approach in brownfield redevelopment is the same as by urban development. However from previously research can be seen that in the initiative phase of urban brownfield redevelopment and urban redevelopment are differences. These differences can be seen in that:

“Negotiations between municipalities and parties about the ground prices” is a more stagnating problem than in urban redevelopment.

“Job-hopping of employees, with the effect of knowledge’s loss” is a problem that is not mentioned by urban redevelopment.

“Cooperation between different principles on one location” is more stagnating than by redevelopment projects.

“The lack of a clear and useful vision on the redevelopment locations” is not mentioned in previous research. However, in my exploring interviews is mentioned that this is a major stagnation. The problem with the lack of clear and useful vision is that it has effect on a lot of stagnations, for instance the “Timeframe of legal procedures development plan”. Without a clear and useful vision there can’t be a useful development plan, because this is based on the vision.

However, for all these differences between urban brownfield redevelopment and urban redevelopment more research is needed to determine significant difference.

To find out which of the 10 main stagnations is the one with the most influence on the others is used the Porras-method (This method defines the relations between problems within a problem organism, and is suitable for subjects of which the context is difficult and of which it is difficult to observe where the problem arises). This is done to identify the core stagnation that is the basis of a bigger problem and to define the stagnation into main and sub stagnations. The method is also used to find out if the stagnation that is creating the most stagnation is not created by another less stagnating stagnation. Hereby, the problem can be maybe overcome to solve the less stagnating stagnation. With the use of power/stagnation-model, this method visualise what the power of the stagnation is. This means which amount of political power it may have and which amount of stagnation it will create.

From these methods can be concluded that “The lack of a clear and useful vision on the redevelopment location” is the main stagnation because when this stagnation occurs it has the biggest effect on other stagnations. This problem is affecting the project
developer as well as the municipality, which are the key players that are being used as respondents. This problem is not a legislation problem, which can only be solved by the government, and it's also not an internal problem of project developer or municipality, but it is a project process problem what can be solved by good process management.

To overcome this main stagnation there is created a flowchart that is keeping in mind that a vision can be seen as the picture of the expectation/dream of which you have of the future (Guiver-Freeman, 2004). When discussing the vision, the mission will be also discussed, because these two terms are connected whereby the vision of a brownfield can be seen as new developed area within the city. According to Guiver-Freeman is the mission a subtraction of the vision of which the mission will be more concrete, in what the goals will be for the area. It is important that a vision is a realistic dream for citizens to let them become motivated/supporting the vision. The citizens need to have the idea that their meaning count, that their ideas can fit in the vision and that their help help's to fulfil this dream. The vision is created for the position a city wants to be within a certain time frame. It is good that the goal that is created with the vision is ambitious, but too ambitious can cause a non-believe in the vision by citizens and government what can result in the leg of support and willing to realise the vision. So a vision has to be realistic whereby the context of the vision has to be correct with it’s surrounding. The flowchart that is created to overcome the main stagnation consists out of 5 steps and sub steps, which are explained briefly below. While reading the steps of the flowchart the text above about vision has to be kept in mind. To view the flowchart see the 5th page of the management summary:

Step 1: The inventory of trends and developments
The first step is to make an inventory on the common environmental trends. The goal of this step is to put down on paper the perceptions of the participations.

Step 1.1: Select the participations
The first part of step 1 is to select the participants for the vision creation process. There are 4 groups of participants that are selected out of and are representative for the 4 actor groups.

Step 1.3: Brainstorm
The brainstorm session will be about trends of the city. Thereby the trends have to be clustered and organised in categories of sustainability, which are: social, economical, political, and environmental activities.

Step 2: Swot on the trends
The SWOT is to make an inventory on the changes and threats of the brownfield redevelopment. In the broad category trends are there developments that can have changes and threats for the redevelopment. These are threats on the cooperation between the different actors. The goal of this step is to find out the corresponding and conflicting threats.
Step 3: Analysing the context
In this step the context of the brownfield has to be organised. What was the position of the brownfield (history of the area with the different perspectives of the actors) and, what and where is the position of the brownfield within the city nowadays.

Step 4: Create the vision and mission
This step is the most important step of the process. The creation of a vision is a tool in the redevelopment of brownfields, to speed up the process. Within this step are two sub-steps.
Step 4.1: Stipulate the dream
Where does the brownfield want to be in XX years? A vision provides the most obvious future picture of the brownfield. It has to be inspiring, create involvement and connection.
Step 4.2: Translation of the dreams to the vision (Closed step)
This step is a closed step, which means that the participants do not cooperate in the translation of the dreams into the vision. This is to keep the process in control.

Step 5: Translating the vision into the mission
In the following two steps the dreams have to be translated in a mission. This mission will be the guideline on which will be worked to make the vision real.
Step 5.1: How to realise the dream.
From the vision it is necessary to translate the long-term vision into a short-term vision, which is the mission. The mission statement has to make sense and give meaning to the activities of the redevelopment of the brownfield, which gives the concept development the focus on which decisions there has to be made.
Step 5.2: Translating the mission statements into the mission (closed step)
This step is a closed step for the same reason as in step 4.2. The mission is the area in which the vision is put into practice. In other words it describes, once again briefly and convincingly, exactly how there will be intended to meet the needs and requirements of the target group.

When the vision and mission are created and all the participants do agree with the outcome (what is very important to create support), the process will go one with actions that has to be taken to make the redevelopment fit into the vision. To carry this out, there are several models and systems that can be used and will help to produce to a right end product. A conducted action list from the vision and mission will help the plan to be developed. During the whole process the plan constantly has to be checked and verified with the steps of the flowchart to see if the designed idea and actions are not conflicting.
# TABLE OF CONTENT

**PREFACE** .................................................................................................................................................................................. II  
**MANAGEMENT SUMMARY** ...................................................................................................................................................... III  
**1 INTRODUCTION** ........................................................................................................................................................................ 5  
1.1 Motive .................................................................................................................................................................................... 5  
1.2 Description about the subject/context .............................................................................................................................. 6  
1.3 Problem .................................................................................................................................................................................. 8  
1.4 Goal ....................................................................................................................................................................................... 8  
1.5 Target group .......................................................................................................................................................................... 8  
1.6 Research question .............................................................................................................................................................. 8  
1.7 Sub questions ......................................................................................................................................................................... 8  
1.8 Definition of scope ............................................................................................................................................................ 9  
1.9 Result expectation ........................................................................................................................................................... 10  
1.10 Anonymity respondents .................................................................................................................................................. 10  
1.11 Validation / consolidation ................................................................................................................................................ 10  
**2 RESEARCH METHOD** ............................................................................................................................................................ 11  
2.1 Research strategy ............................................................................................................................................................... 11  
2.2 Research model ................................................................................................................................................................. 11  
2.3 Dissertation terms .............................................................................................................................................................. 12  
2.4 Interview strategy ............................................................................................................................................................. 12  
2.5 Interviews ............................................................................................................................................................................ 12  
2.6 Data-analyse method ......................................................................................................................................................... 13  
**3 LITERATURE STUDY** ............................................................................................................................................................ 15  
3.1 Brownfields ........................................................................................................................................................................ 15  
3.2 Process management ......................................................................................................................................................... 22  
3.3 Actors in urban brownfield development ........................................................................................................................ 24  
3.4 Stagnating factors brownfield redeveloping .................................................................................................................... 29  
3.5 Conclusion literature study ................................................................................................................................................ 41  
**4 QUALITATIVE DATA ANALYSIS** ................................................................................................................................................ 43  
4.1 Conducting the questions .................................................................................................................................................... 43  
4.2 Sub questions ...................................................................................................................................................................... 43  
4.3 Conclusion qualitative data analysis .................................................................................................................................. 48  
**5 ANALYSING THE RESULTS** .................................................................................................................................................. 51  
5.1 Assumptions ....................................................................................................................................................................... 51  
5.2 Stagnation .......................................................................................................................................................................... 51  
5.3 Conclusion: ........................................................................................................................................................................... 54  
**6 DESIGN SPECIFICATIONS** ..................................................................................................................................................... 57  
6.2 The Initiative ..................................................................................................................................................................... 58  
6.3 Creating a vision ................................................................................................................................................................. 59  
6.4 A cooperate vision ........................................................................................................................................................... 59  
6.5 The importance of a vision .............................................................................................................................................. 59  
6.6 The creation of a vision ................................................................................................................................................... 60  
**7 RESULT** .................................................................................................................................................................................. 61  
7.1 Explanation process design ............................................................................................................................................. 61  
**8 Recommendation** ............................................................................................................................................................... 73  
8.1 Research recommendations ............................................................................................................................................. 73
9 EVALUATION AND RECOMMENDATION .......................................................... 75
  9.1 Theoretical outcome .................................................................................. 75
  9.2 Practical outcome .................................................................................... 75
REFERENCE: ..................................................................................................... 79
1 INTRODUCTION

In this chapter will be explained why the subject of stagnation in the initiative phase of urban brownfield redevelopment is interesting and why it needs further research. This will be done to understand the context of this relative new development in urban redevelopment. The clarification will be done with; newspaper articles, publications, scientific articles, and websites. The clarification will lead to a problem definition, purpose, the main research question and its sub questions. To come to a solid and good end product there will be chapters about; the scope, results expectations, a time frame, the anonymity of the respondents, and validation/consolidation. The research proposal was the framework of the research, wherefrom the research is started.

1.1 Motive

The motive to write about the subject, “stagnation in the initiative phase of urban brownfield redevelopment”, of this dissertation is risen in the master Construction Management and Engineering at the technical university of Eindhoven. My interest during the master was on the process of developing and redeveloping urban area’s, and then especially on support, however when writing my research proposal my interest was more focused on the bigger picture of stagnation than on one form of stagnation, which is support. In the atelier, process management (there are two graduation orientations process management and business management) of the master construction management and engineering, the subject of brownfield is the subject of the main research that they are doing now. So that is how the two subjects (brownfield and stagnation) came together.

From pre-research is found that the subject, “stagnation in the initiative phase of urban brownfield redevelopment”, is relevant and something that is a real problem in practice. In the following paragraphs a few text fragments from (scientific) publications, newspapers, and websites are given, to verify the relevance of the subject of dissertation:

Redeveloping urban areas is seen as one of the most successful instruments to adjust the current housing inventory and to create the housing evolution and to make an end of the selective evolvement. Redeveloping is nowadays inseparable connected with the strategic stockpile of the housing cooperates. Redeveloping has direct consequences with the total possessions, as well in the numbers of rental units as in the total business value (www.habiforum.nl).

The problem of city making today is as much about making new cities as it is about transforming our existing metropolises, especially suburbs, and edge-city developments. The suburban metropolis is relatively young. We have yet to develop coherent strategies for transforming metropolitan agglomerations into urban configurations that are ecologically, economically, and socially sustainable while creating environments that are memorable and provide architectural delight. Recently, French President Sarkozy ambitiously addressed these issues by bringing together teams of internationally recognized designers, prompting them to develop bold visions for the transformation of Paris and its suburbs (www.worldchanging.com 11 August 2009).
It is remarkable of the strong increase of number of company areas in the provinces. In areas where there is a surplus to areas, after 2020 areas are again arranged and are whole or partly transformed to living area’s, because of the attractive position to the edge of urban areas and the good opening-up. Large new living area’s are arisen in the Dutch cities: Almere, in the Haarlemmermeer, in the Purmer, between Delft and Zoetermeer, on IJsselmonde at south of Rotterdam, in the area Leiden-Alphen-Utrecht along the old Rhine, between Utrecht and Amsterdam along the Vegt (River), between Utrecht and Zeist, at south of Leeuwarden, Meerstad at Groningen and the blauwe stad (Dutch project). (Bouwman A.A, Kuiper R, 2009)

Minister J. Cramer (minister of area development and milieu by the Dutch government 2009) said: "There still is much green and open space disappearing unnecessarily and too often ugliness returns for it. I want the game rules on greenness clearer for the municipalities and provinces. If necessary we make the rules stricter. The cabinet works in the program 'Mooi Nederland' (which is the policy program of the minister for sustaining the beautifulness of the Netherlands) for a good assessment between a thriving economy, accessibility, house construction and sustainable environment."

According to NEPRON (Dutch organisation for project developing companies) CEO, C de Reus, by building on Brownfield’s it is releasing the pressure of the other re-developing projects. Because the government has the policy that new house-building projects have to accomplish as much as possible within the borders of the city. By doing this the pressure on the house market of buy houses after starters houses will increase and be in the way of urban re-developing projects. (NEPRON, 25 April 2002)

F. Asselberg said in a publication of the VROM (Ministry of citizens housing, area development and environment management), I see the last 6 to 7 years more and more projects where there is a professional, relaxed, and judicious way to deal with culture in the redeveloping. But there is almost always a difficult start; with the search for the right ambition, and program and direction for the project. When these difficulties are overcome, interesting developments are possible. The Main problems of stagnation are normally involve by the complexity of the project, time span of the decision making process. But also on the amount of legislations on urban development, prosperity, and architectural of the municipality and of their capacity and expertise (VROM 2007).

The government wants to Create ‘a more sustainable approach of urban development whereby 20 till 40 percent of new urban area has to be filled within the existing urban area’, which means that a lot of urban area’s such as brownfields have to be redeveloped (VROM 2006)

1.2 Description about the subject/context

In the Netherlands there are many building projects and many of these projects are delayed or will be delayed. There is no exception for any kind of building project: housing, urban redeveloping (brownfield/urban area’s), or urban development. But all these delays have one thing in common: it costs a lot of money. Below are a few examples of delay of building projects that are found on the Internet.
Uitstel van de bouw van huizen kostrente, zegt wethouder Wim de Jong van financiën. Hoeveel geld ermeegemoeid is kan De Jong niet zeggen. Dit is over bouwprojecten in Rijnsburg waar Katwijk wil honderd huizen in een gebied dat's caald Kleipetten Zuid en De Horn (www.deleeuw.nl, Leidsch Dagblad, 18 August 2008)

D66 (D66 is a political party local as well as national) maakt zich grote zorgen over de kosten voor de bouw van het Muziekpaleis. Als de oplevering inderdaad vertraagd gaat worden, kost dat enorm veel geld. Dit is over music centre Vredenburg in Utrecht. (Oskam G, Utrecht, 15 november 2006, www.d66utrecht.nl).

Lansingerland – Uitstel van de bouw van een nieuw gemeentehuis zal alleen maar kostenverhogend werken. Dat was de mening van vrijwel alle fracties in de raadscommissie Algemeen Bestuur en Veiligheid, vorige week donderdag. In die vergadering had Pedro de Haas (Partij tot Behoud Huis de Haas) gevraagd om een gedachtewisseling over de aanbesteding van de bouw. Dit is over de delay of building a council house, which will only cost more money if the project will be delayed. (Strooij H, www.heraut-online.nl, 16 April 2009)

The examples above are all representing the costs were stagnations are conjugated with. When it comes to stagnation there is no exception what type of building project it is or what has caused stagnation, it will simply cost money. There are a lot of causes for the stagnations, whereby stagnations in the first phases of a project all have effects on the further process/phases of the project.

The theme of this dissertation is the stagnation in the process between the municipality and the project developer in the initiative phases of a collaboration (project) for the redeveloping of 'brownfields' in urban areas. The redevelopment of brownfields is a very up to date subject and the major problem on stagnations seems to be in the initiative phase of a redevelopment project (see the italic text fragments in chapter 1.1 Motive). The two actors: Project developers, and Government, are chosen because they seem to be the two main players on brownfield redevelopment. This is because of that the initiative to redevelop a brownfield is in most of the time from these two actors. The other two actors (financers and users) are more sort of factors in the initiative phase than real role players. How these actors are related will be explained in chapter 3: Literature study.

For this dissertation the following definition of 'brownfield' will be used: 'A brownfield site is any land or premises, which has previously been used or developed, and is currently not fully in use, although it may be partially occupied or utilized. It may also be vacant derelict or contaminated. Therefore a brownfield site is not available for immediate use without intervention' (Alker S. et al 2000).

For the phases of building developments, the following process is used; the 1st phase is the initiative phase, 2nd phase is the programming phase, the 3rd phase is the design phase, 4th phase is the realization phase, 5th phase is the use and exploitation phase. To come to the start off a project (the actual (re)developing of the area, phase 4) in an urban area, the stagnations have to be overcome.
The focus of this dissertation will be on stagnations in the relationship between the project developer and the government, this to keep the problem well ordered. There will however be a certain kind of overlap in this focus, because strategies will not only affect one actor but also the others. Because the actors are all related to one object, which is the project, whereby some actors will be against because of the effect that the other is supporting the project.

1.3 Problem
There are stagnations in the initiative phase of brownfield redevelopments and these stagnations make that the start up of redevelopment of brownfields are slow and time consuming.

1.4 Goal
Find out the main stagnations that create the time extension of the initiative phase of the redevelopment of brownfields and to find out if these are different stagnations then in normal urban redevelopments, and to give for the main stagnation that can be overcome an advice/recommendation.

1.5 Target group
The recommendation of this dissertation is meant for two of the four actors in urban development namely, the project developer and the municipality.

1.6 Research question
The main research question is: What can be distinguished as the main causes of stagnation in the initiative phase of urban brownfield redeveloping, considering an urban district with mixed functions, regarding real estate features, and opportunities and threats for developers? What is the best strategy/method for a project developer to avoid the main stagnation in the initiative phase of urban brownfield redevelopment, considering an urban district with mixed functions, regarding real estate features, and opportunities and threats for developers?

1.7 Sub questions
1.7.1 Desk research
What can be distinguished as the main causes of stagnation in the process (towards) of urban brownfield redevelopment?
- Which position thus brownfield redevelopments have in urban development?
- What are uncertainties/stagnations in urban brownfield redevelopment?
- Which aspects are influencing stagnations in urban brownfield redevelopment?
- What is process management and how does it deal with uncertainties/stagnations in urban redevelopments?
- What are the common process/risk models that are used in urban brownfield redevelopment?
1.7.2 Field research
What are the main stagnations in urban brownfield redevelopment in the initiative phase?
- Is the overall definition of initiative phase between companies (project developer) the same?
- Is the definition of stagnation between companies (project developer) the same?
- What can be seen as the main stagnations of the initiative phase in urban brownfield redevelopment?
- Is there a difference in urban redevelopment and brownfield redevelopment?

1.7.3 Analysis
How can the problem so be modelled that there can be easily chosen a strategy to overcome or avoid the problems of stagnation in the initiative phase of urban brownfield redevelopment?
- Which strategies could minimize or avoid stagnation in the start of urban redevelopment?
- What are the main stagnations threats for brownfield redevelopment on the scale of urban district with mixed functions?

1.8 Definition of scope
The research will be limited to the research of the 10 main stagnations in the initiative phase of urban brownfield redevelopment, which are found by having the interviews in combination with the literature study. This will result in a model that will clarify the present situation of the main stagnation, and an advice which strategy is best suited to avoid the main stagnation.

The research's scope is limited to redevelopment only of urban brownfields. There will however be some comparisons made between urban brownfield redevelopment and urban redevelopment, this to clarify the context of the problem. This will be done because there is a lot of research on urban redevelopment and not that much on urban brownfield redevelopment.

The limitations of this dissertation is limited to urban brownfield, whereby there is chosen (this to keep the context of the problem clear), to do have interviews with the following two actors:
- The project developer;
- And the municipalities.

These two actors are chosen because these are the two main role players in urban redevelopment in general and urban brownfield redevelopment in particular. These two parties are also the two parties that experience the most problems of stagnations. Because the two other role players in urban redevelopment; Financers, and users, are more role players that get involved in a later stadium/phase than the initiative phase (this will be more explained in the literature study chapter 3)
1.9 Result expectation

The result of this dissertation is a recommendation for an urban brownfield redevelopment, in the form of a model that will be helpful to avoid or overcome the main stagnation that can occur in the initiative phase.?

1.10 Anonymity respondents

The interviewed respondents will be anonymous, this to give the reader his unpredictable opinion of their and respondent verdicts (which can occur by the title, or job function of the respondent). When being anonymous, the respondent can freely give his opinion on the topic, which will make the interviews more reliable, and give it more value for the research.

1.11 Validation / consolidation

The validation and consolidation of the different parts of the dissertation will take place as well formal as informal, in the meetings with the supervisors, interviews with the respondents, and with the final research results with the respondents. So the supervisors will provide feedback on the delivered work. Interviewing respondents will do the validation on the result of the desk research and for the recommendation will be done by an expert panel.

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2 RESEARCH METHOD

In this chapter is the way of research written, first will be written what the strategy is and it will be clarified in a model. This will be followed by the most important terms of this master dissertation, these terms will be put in an interview strategy, data-analyse method, and this will be put in a tool.

2.1 Research strategy

This research is a desk research, in combination of expert interviewing. First will be the desk research to have literature about the subject to understand the problem and to know the most common stagnations in brownfield re-development in the initiative phase, whereby the search is to find the most responsible factor of the stagnations between the project developer and the municipality/government.

After the desk research there will be expert interviews done to verify the findings from the desk research on stagnations, and to search for additions the existing literature. The interviews are chosen that way that a part of the interviews is from project developers and the other part from the municipalities. During these interviews the experts will be asked to give their opinion on the most important and problem creating stagnations in the initiative phase.

From these interviews in combination with the theories and methods from the literature will the analysis be made, where the final conclusion with recommendations will be drawn from the remarks of the expert panel (Verschuren P., Doorewaard H., 2007).

2.2 Research model

To answer the research question of chapter 1.6 a research model is created to use as a guideline during the process (see Figure 2.1: Research model). To understand the context of stagnations in urban redevelopment and in this case the stagnations in the initiative phase of the redevelopment brownfields a theory research will be done on the process management that is involved in these situation. Thereby is the focus on the stagnations that are occurring in the initiative phase of a redevelopment of a brownfield and how to deal with this with risk management, because it seems that there is no commonly agreed idea how to deal with all the stagnations in urban redevelopment.

The interviews will be of function if the stagnations that are found in the literature are validated and up to date. Whereby there will the question if the municipality and the
project developer do have the right knowledge of brownfield redevelopment and if they see what is causing the stagnations in the initiative phase. The findings of the interviews will be analysed wherefrom conclusions will be drawn, which will conduct the main findings.

From these conclusions a recommendation will be made, which helps to understand the main problem in the initiative phase of urban brownfield redevelopment, and help to anticipate on the main stagnating factor. There will be no solution but a recommendation given to overcome the stagnations. The interviewed experts will validate the findings and the recommendation.

2.3 Dissertation terms
The most important terms of this dissertation are brownfield, stagnation, and initiative phase. These terms will be explained in chapter 3: Literature study.

2.4 Interview strategy
To collect data for the case study, interviews will be done with experts. The interviews will be selected on the following base: if the developers and municipality are active in urban brownfield redevelopment, if they are pro-active developers, and if they were/are involved in the initiative phase. The different parties to be interviewed will also be selected by their involvement by a brownfield projects.

Face-to-face and telephone interviewing will be the interview strategy, this to have the contact with the respondent where every answer can be countered back. By interviewing a so-called dept interview strategy is conducted.

A semi-structured interview is chosen as a method to get qualitative as well as quantitative data. This because a structured interview has a formalized, limited set of questions, and a semi-structured interview is flexible, allowing new questions to be brought up during the interview as a result of what the interviewee says. To have the best results of the interview the specific questions will be send to the interviewee at least one week before the interview will take place. It is generally beneficial for interviewers to have an interview guide prepared, which is an informal "grouping of topics and questions that the interviewer can ask in different ways for different participants" (Lindlof & Taylor, 2002, p. 195). Interview guides help researchers to focus an interview on the topics at hand without constraining them to a particular format. This freedom can help interviewers to tailor their questions to the interview context/situation, and to the people they are interviewing (Lindlof & Taylor, 2002)

2.5 Interviews
The interviews for this dissertation will be done in the two actor groups, which are discussed in chapter 3.3, government and project developer. The respondents will be chosen of involvement in the initiative phase of brownfield redevelopment. The respondents are chosen on brownfield projects, which mean that they are active participants in brownfield redevelopment.
2.5.1 Project developers:

- At-Osborn (Managers consultant company)
- Atrive (Advice and managers consultant company)
- BAM vastgoed (Real state project developer)
- Credo (urban plan development company)
- Fortuin (social urban area redevelopment advisor)
- Kompaan (Urban area and real estate development developer)
- Minerva Vastgoed (Urban area and real estate development developer)
- Nova Vastgoedontwikkeling (Urban area and real estate development developer)
- NS-Poort (Urban area developer located a long or nearby railway stations)
- Wereldhave (Urban area and real estate development developer)
- Twijnstra Gudde (Advice and managers consultant company)

2.5.2 Municipalities

- Eindhoven
- Utrecht
- Apeldoorn
- Amsterdam (Project Management Bureau)

2.6 Data-analyse method

The data-analysis of the information obtained by the interviews and the documents that are obtained by the interviews will be analysed qualitative and quantitative.

2.6.1 Qualitative

By the qualitative analysis are the documents and the interview reports analysed on opinions, situations, quotes, etc. Which will be all compared, well ordered and combined in one document, wherefrom there will be made conclusions, which will be used in the design of the end result.

2.6.2 Quantitative

In the quantitative analysis will the collected information of the interviews be combined, well ordered and put together. Contradictions in respondents opinions will be marked and ordered on basis off which actor the opinion was, this will be put in de conclusion to help and use in the end product, to make the end product relevant for the different actors.
3 LITERATURE STUDY

This chapter contains the literature study, which will answer the sub question: What can be distinguished as the main causes of stagnation in the process (towards) of urban brownfield redevelopment? In order to answer the sub question three subjects, which are conducted so that they answer the sub question, has to be investigated namely; Brownfields, Process management, and Role players. To know what these three subjects are and what their roll is in the sub question are there subject questions conducted. See below for the subject questions:

Brownfield subject questions:
- What is the definition of brownfields?
- Which position thus brownfield redevelopments have in urban development?
- What are Brownfields specific characteristics?
- What is the need of brownfield redevelopment?
- What are the pro's and coins of brownfield redevelopment and why to start the redevelopment?

Process management subject questions:
- What is process management?
- What are the management phases in urban development projects?
- What are the stagnations in brownfield redevelopment?

Role players subject questions:
- What can be seen as the main actors in brownfields?
- What is the role of the government in the redevelopment of brownfields?
- What is the role of the project developer?

3.1 Brownfields

3.1.1 What is the definition of brownfields?

To come to a definition of brownfields, are there several theories and definitions cited and is there one chosen for the best definition. But first the meaning of what is a definition: in the dictionary is written by definition, statement of the exact meaning or description of the nature, scope, or meaning of something. Although the word brownfield is a common word, the definition differs between countries and scientist. Below is a short list of the definitions that are being used:

- A former industrial or commercial site where future use is affected by real or perceived environmental contamination (Dictionary).
- Brownfields are abandoned, idle or underused industrial and commercial properties where real or perceived contamination complicates expansion or redevelopment (Simons mentioned by Albertini et al, 2005).
- Brownfields are sites with low value functions, such as train rail areas, old business and industry complexes, and harbours that will redeveloped to a mix of high value functions area, such as living, shopping, working and entertainment (VROM 2006, Hoogendoorn en Peeters, 2005).
- A brownfield site is any land or premises, which has previously been used or developed, and is currently not fully in use, although it may be partially occupied or utilized. It may also be vacant derelict or contaminated.
Therefore a brownfield site is not available for immediate use without intervention (Alker S. et al, 2000).

- Syms P mentioned Fields; brownfields are abandoned, idled or underused industrial and commercial facility where expansion or redevelopment is complicated by real or perceived environmental contamination (Syms P, 1999).

By analyzing the different definitions above there are a few definition characteristics that are similar in all the definitions:

- Current situation: Low value function area,
- Future: the possibility to become a high value function area after intervention,
- Status area: In idle and contaminated (however this is not mentioned in the Dutch definition, this dissertation assumes that brownfields are contaminated).

For this dissertation the definition of Alker S et al is used because this definition is a combined definition of twelve other definitions from different countries and scientists and contains the similar characteristics of the above-mentioned definitions.

When this definition is conducted on the Dutch situation, then there are several areas that fit in the definition. These areas are developed in the 20th century, such as: Military complexes, harbour regions, new industry areas and train rank area (Rangeerterrein). There are in the Netherlands 9,000-11,000 hectares of brownfield that fit in the described definition, which are divided over an estimated 110,000-120,000 locations. These brownfields where developed at the boarder of the smaller cities. Because of the economic growth and the public movement towards the city, the cities capped growing and enclosed these new industry areas. These areas are most of all not longer suitable for the use they were once designed for and because of the new demands of the city environment; better air quality, better public spaces and accessibility, etc, require these areas new purposes, and in most of the cases redevelopment (Alker S. et al 2000, VROM 2007).

So the definition of brownfield is: “A brownfield site is any land or premises, which has previously been used or developed, and is currently not fully in use, although it may be partially occupied or utilized. It may also be vacant derelict or contaminated. Therefore a brownfield site is not available for immediate use without intervention” (Alker S. et al, 2000).

3.1.2 Which position thus brownfield redevelopments have in urban development?

Urban development is a combination for large environmental developments in urban areas. Examples are: re-development of urban housing development, re-development of urban city centre's, the construction of urban parks, development of new urban area's industrial or housing (Wolting, 2006)

There can be seen two types of urban development; the development of new land (greenfield) and the redevelopment of existing developed urban areas. There is not a specific definition of a greenfield for this dissertation will the following definition be used; "Land which has not been previously developed" which means that this type of land is land that already cultivated and in some form in agricultural use (Alker S et al,
2000). This literature study is done on brownfields, which are part of urban redevelopment, so the part of greenfield will be out of the dissertation.

According to Bruil can urban redevelopment be positioned in the degree of physical change and structural change, and the change in identity. Projects that are on both of these changes active are according to Bruil brownfields, because these are projects that are restructured which give them a new identity. So this means that brownfield redevelopment is part of urban redevelopment. There are four types of urban redevelopment, that are depending of the structure and the identity of the area, see the figure 3.1 (bruil et al 2004).

<table>
<thead>
<tr>
<th>Old structure</th>
<th>New Structure</th>
</tr>
</thead>
<tbody>
<tr>
<td>New identity</td>
<td>Urban repositioning</td>
</tr>
<tr>
<td>Old identity</td>
<td>Urban renewal</td>
</tr>
</tbody>
</table>

Figure 3.1: Positioning of urban redeveloping types (Bruil et al, 2004).

A different opinions on what urban development is, is given by, the advice cammission urban development, which gives the following characteristics; It is a coherence approach on social-economical problems, utilitarian buildings, business areas, infrastructures, transformation of the agricultural sector, natural and landscape developments, and the water strategies in clear enclosed areas; it is crossing community boarder on a scale level that is recognizable for citizens and parliaments and which are therefore willing to invest in the development, which are directly over crossing there interests. It can be cooperation between municipalities and the province. It is cooperation between private parties, such as project developers and social responsible parties as nature and milieu organisations. And it is financial constructions that cross the municipality boarders (Adviescommissie gebiedsontwikkeling 2005).

So brownfield redevelopment is giving a part of the city a new identity and a new structure well using the old components of the area, which gives brownfields redevelopment a special position in urban development.

3.1.3 What are the specific brownfield characteristics?

To know where the problems are in the redevelopment of brownfields is it important to know what the specific brownfield characteristics are. The specific characteristics of brownfields are in the changes that take place (see chapter 3.1.1 “What is the definition of brownfields”) it is in brownfield redevelopment that as well as the identity as the structure will change, which makes it different of other redevelopments.

By the focus on the change of the physical structure are the following specific characteristics of brownfields found:

- On business and industry areas are in most of the time a lot of companies present, which al has its own ground on which the company is located. This causes a lot of different landowners on one business area (VROM 2007, VROM 2006, Hieminga, G. 2006 and Ruimtelijk planbureau 2008),
- The type of companies that are on these sites are in most cases causing contamination even with the strict laws, or the contamination can already be caused in the past by a previously company (VROM 2007, Aalbers 2000, Hieminga, G. 2006, and Alker S. et al 2000, etc),
- The current companies are in most cases not longer planned in the new situation, which means that there has to be found a new locations for them, this because they are not using the location very optimal any more (VROM 2007, Alker S et al 2000)
- The redeveloping will be done in phases, whereby there will be a temporary mix of new and old functions (Aalbers 2000, Hieminga, G. 2006 and VROM 2007),
- The time frame in which the redevelopment takes place can be up to 15 till 20 years, because of the scale of the project (Hieminga, G. 2006, VROM 2007).

Beside the physical characteristics are there also identity characteristics, the current identity of most of the brownfields are in most of the times negative. This negative image finds his originate in the degradation of the area. The areas that are suitable for redevelopment are in idle, which makes them derelict. This causes emptiness of the buildings. The emptiness of the buildings gives the area a negative image downwards what is causes a cold blooded feeling in the area, and the actual insecurity what makes the area uncontrollable and inaccessible, this image is also created by the actual contamination and/or criminality that has taken place in the area (VROM 2007, VROM 2006, Syms P et al 1999)

There can be concluded that are in the literature a few specific brownfield characteristics on which the cases during the interviews will be tested if these characteristics are correct and if the chosen projects are really brownfields or do these fit in other urban redevelopments. The following characteristics are seen as specific for brownfields;
- Multiple ownership,
- Contamination,
- Ground use is in idle,
- Phased redevelopment,
- Long process time,
- Bad image.

3.1.4 What is the need of brownfield redevelopment?

The countries in the Western Europe are highly economical, have some of the world’s highest population densities and all have extremely densely populated urban regions. As a consequence the amount of Greenfield land available for future development is becoming increasingly limited in these nations, with a resultant need to maximise the potential presented by there generation of previously developed (such as brownfields) land. The prevailing notion of brownfields in Western Europe seems therefore to be driven be the need of these nations to make more land available for development in urban areas, and according to the environmental ministry are there is in the Netherlands between the 9.000 and 11.000 hectares of brownfield land which are
The Netherlands is a small country whereby the Dutch government is aiming at a good balance between; working, living, nature, recreation en mobility. Whereby it wants to preserve the typical Dutch panoramas, urban structures, architecture and nature. The fact is the preservation on the one hand and the needs for space on the other hand is in conflict with the preservation and are competing on space with one and each other. By creating for instance a good living and working environment the typical Dutch panoramas will disappear. Minister Cramer (minister of area development and milieu by the Dutch government 2009) said on this subject: “There is still disappearing unnecessary much green and open space and too often ugliness returns for it. I want that game rules on greenness clearer for the municipalities and provinces. If necessary we make the rules stricter. The cabinet works in the program ‘Mooi Nederland’ (which is the policy program of the minister for sustaining the beautifulness of the Netherlands) for a good assessment between a thriving economy, accessibility, house construction and sustainable environment."

The Dutch government policy on urban development is that its inhabitants are more satisfied in 2011, about the environment. Where there is now dissatisfaction on the urban sprawl, petrifaction of the landscape, the government wants by using a motivation program, which is called ‘Mooi Nederland’ the priority reversing the urban sprawl and petrifaction of the Netherlands and wants to be economical and smart with the space to have a better environment.

What the policy program/minister Cramer says:

- Stop of new urban sprawl;
- Reverse urban sprawl;
- Stimulate development that support openness and the greenness of the landscape;
- Improve quality of business area;
- Create a more realistic plan of new business area;
- Create a more sustainable approach of urban development whereby 20 till 40 percent of new urban area has to be filled within the existing urban area (target of the ‘Nota Ruimte’);
- Stimulate the urban re-development within the existing urban area;
- Improve the environment quality with the innovative program ‘Mooi Nederland’ (Beleidsprogramma 2007-2011)

From these statements can be concluded that the Dutch government wants to create a more sustainable urban environment. This can been concluded from the following perspectives, Shirley – Smith cited from “Creating a Sustainable London” a sustainable city is a city that works so that all citizens are able to meet their own needs without endangering the well being of the natural world or the living conditions of other people now or in the future” (Shirley – Smith p.3). To be sustainable (for more information on urban sustainability see appendix I: Urban sustainability, is that the uses of resources have to be as minimal as possible, however it’s important that the resources are available. Space/land is an essential resource for a city, for a city to become sustainable the use of new undeveloped land is no option, this to keep the
amount and quality of the natural resources stock at the current level, therefore acquisition of land has to be done within the borders of the city/urban area (Nijkamp P. et al.). Here comes the role of brownfield, because brownfields are land that is in idle and can so for fill the prefect role for urban redevelopment to create new space with in the urban borders. This also have positive sustainable side effects, that the use of resources will be minimised by a high building density, this means a mix of housing and working close to getter which reduces the travel distance. The high density also encourages social interaction and is essential for an “walk able city” which are better for community life and the health of an city (Bagaean, 2006). Walsh mentioned Newman ‘So the larger the denser the cities are, the more sustainable they are in terms of per capita use of resources (land, energy, water) and production of wastes (solid, liquid and gaseous) for the reason of economies of scale’ (Walsh et al. 2006, p 47). So this can be done by redecorating a city ore part of a city on such (such as brownfields) way that for instance the economic development creates more jobs and income and tax income then before the decoration (Bagaean, 2006 p 341).

The need of redeveloping brownfields are a part in the process of a city to become sustainable, whereby the use of resource land, which is in this case a brownfield, is reused to create a mixed city whereby housing and working are close together which reduces the use of resources, this to become sustainable.

Nijkamp et all mentioned Rodenburg et al. that besides the Dutch policy on urban redevelopment, which includes brownfields is there also the Dutch policy on soil rehabilitation, which is positive for the redevelopment of brownfields. The policy on soil rehabilitation conducts that;

- By the year 2022, on all urgent locations, adequate measures of sanitation has to be taken, these are site that are urgent because of human exposure, ecological exposure, and/or risk of diffusion,
- In 2022, on all seriously polluted locations for which pollution means an obstacle for further development the site, the impediments have to be removed.

3.1.5 Pro’s and coins of brownfield development

In the definition brownfield characteristics is mentioned that brownfields can become a mix of high value functions, this makes these areas attractive for governments, and comes that this redevelopment has very positive side effects; First, the cleaning-up of contamination in as well soil and ground water, reduces adverse effects on human health and ecological systems. Second, they help stop the conversion of agricultural land and rural sites to urban use and other development patterns that generate environmental problems, congestion and sprawl. Third, they promote economic growth in inner cities and are, therefore, potentially important components of sustainable growth (Alberini et al, 2005).

Project with the following features are most promising:

- Recognizable social value (identity/branding): value creation by connecting the existing context (qualities and essence value of the area), physical form and type of habitants (living pattern and value’s) are creating the area identity;
- Market conformity: trends and developments; consumer- and lifestyle focused; a good price- and quality relation;
- Flexibility: in concept and project phases
- Consistency in development and performing: structured concept development process and management during the development;
- Recognizable responsibility: who is responsible for what;
- Good detailed and financial vision: clear area strategy (marketing and communication);
- Differences: no mass production but meaning full concept;
- Active community; Stimulate the community to participate
- Support: involvement of on cooperation of the shareholders (Political, Social, commercial, market parties with development skills in the specified area);
- Participation: involvement of the social environment or the future inhabitants in an early phase of the development project.

Widely understanding of the recognizable social values gives support and gives the feeling of urgent to the society and the willing to provide a solution for the problem. Whereby it is important that the redevelopment leads to a new balance in area's that are now declined into unpleased area's. (Nederlands Vastgoed Instituut, 2008; Nijs and Peters, 2004 Identiteit en Branding)

3.1.6 Decisions criteria by the start of brownfield development

To start a brownfield redeveloping several issues have to be considered to decide whether the project is feasible. These issues are environmental, and economic costs of reclaiming or remediation land, which do not exist in Greenfield developing.

List of a number of the key issues relevant to the regeneration of brownfield sites (http://www.cabernet.org.uk):
- Persistent and increasing quantities of urban brownfield sites across Europe;
- Breakdown of economics in former industrialised areas;
- High unemployment rate in such areas;
- Lack of skilled workforce to assist in regeneration projects;
- High cost and practical difficulties in developing brownfield sites;
- Complexity of policies and funding mechanisms at EU, national and regional level;
- Unwillingness on the part of investors to take up brownfield sites;
- Competing development of greenfield sites with adverse environmental effects;
- Difficulties in evaluating and incorporating sustainable development of brownfield sites in land use planning and urban design;
- Conflicting economic and environmental objectives;
- Adverse effects on urban life;
- Pressures on society and culture

The most important criterion, which has to be taken in account when there is thought about redeveloping a brownfield, is the location. This because brownfield are in most
of the cases not the “prime” locations, and for “nonprime” locations a higher risk factor has to be calculated. To deal with brownfield redevelopment other issues/factors are as well important. One of these issues, which are mentioned below are according to Syms P is, if the brownfield is stigmatized by its previous use.

To give an example of what issues that are being considered are (Syms p 1999):
- Who is the owner of the site, or which are the multiple owners of the site?
- What is the accessibility of the site?
- What is the obsolete service?
- What is the possibility of tax incentives, or penalties to encourage the redevelopment?
- Where is the site located?
- Is there the possibility of insurance cover?
- Has the land been “stigmatized”?

3.1.7 Problem description in Brownfield re-development.
F. Asselberg said in the publication “oude gebouwen, nieuwe functies” of the VROM, I see the last 6 to 7 years more and more projects where there is a professional, relaxed, and judicious way to deal with culture in the redeveloping. But there is almost always a difficult start; with the search for the right ambition, and program and direction for the project. In case when these difficulties are overcome, interesting developments are possible. The Main problems of stagnation are normally involve by the complexity of the project, time span of the decision making process. But also on the amount of legislations on urban development, prosperity, and architectural of the local municipality and of their capacity and expertise (VROM 2007)

3.2 Process management

3.2.1 What is process management

Process management has an important role in urban redevelopment. In the initiative phase will the process manager create interaction between the different actors (See Chapter 3.3: Actors in urban brownfield redevelopment). By doing so the efficiency on the approach and resistance and improvements will be broad in a bigger picture. After the definition of the plan of approach can the roll of the process manager divert in the roll of principal, which makes the roll of the process manager more from advising and executive to a directing roll (KTB, 2006)

According to de Bruijn can the roll of process manager be seen in the following actions:
- Formulating the strategic vision by attracting the stakeholders,
- Creating commitment between the stakeholders,
- Organise the process and the risk’s that are involved in this,
- Create the design process of the vision and the support for the vision,
- Have an important role in organising and participating (Bruijn H. de, 200).

There can be assumed that the importance and the roll of the process manager will by bigger when the scale, complexity and the different demands on the process will increase. You can however not assume that the bigger and complexity of the process and the project is, the complex of the complex of process design increases. The
optimal degree of normalisation depended on the specific design situation, however a certain of normalisation and organisation of planning on the big design the design process is advisable. Process design is often more vague then object designs and is often based on experience and the object, than on experience in combination with concrete process design knowledge (Aken JE van, 2003).

Process management can it self also manifest in;
- Process agreements before the cooperation,
- The focus on the attitude of the council and a process manager attitude (Bruijn H de, 2000).

The process approach is important for the values within the organisation and is not less or more efficient. The transformation from hierarchy to network is requesting process management whereby negotiation is the new key word. Dilemmas will be divided and organisation will support a process strategy whereby the dilemmas will be clarified (Bruijn H de, 2000). For this to create a process-based network six important aspects have to be taken into account (Bruijn J.A de et al, 1998);
- Creating support,
- Reducing uncertainties,
- Enrich the problem definitions and solutions, by using the participating parties,
- Stimulate important participators,
- Create transparencies, so that it is clear what is going on in the process and where the decisions are and will be made,
- Depolitisering (het ontnemen van ieder politiek karakter aan) of the decision, whereby the focus of process design is on process towards the possible change.

Important to know is that a process manager is not a project manager, a project manager has his focus and knowledge on the technical and building processes, wherefore in-depth knowledge is importance (See for the difference in process manager and project manager appendix II: Verschillen procesmanager en project manager) (KTB 2006).

3.2.2 Phases in urban (re)development

A development project can be seen in different phases, which are the same as a redevelopment project. The following phases can be seen (Nepron, Nozeman et al 2008, Bruijn J.A. de et al 1998);
- Initiative phase,
- Feasibility phase,
- Realization phase,
- Exploitation and Maintenance phase.

3.2.2.1 Initiative phase

In this phase come the idea and the initiative to start with the project. In this phase is investigated if there is support for the project and what is the best idea to for the problem or location. There is a global search for the possible solutions. In this phase there not yet a written contract with the precise agreement between the different
stakeholders, there is only the agreement with the joint intention on the possibility to development. This phase includes;

- The start idea,
- Defining the idea
- Feasibility
- Project definition
- Structure design
- Plan of approach

3.2.2.2 Feasibility phase

In this phase are the plans for the development of the project are worked out, to make it possible to feather agreements on the realisation and the dividing of the project costs and the responsibility's, risks, and participation. This phase divides the definition, design and preparation phase. The results of this phase will be the master plan, the urban building plan, and the build and furniture plan. In most cases is the end result of this phase the contractual agreement on the collaboration on the feasibility and the next coming phases.

3.2.2.3 Realization phase

In this phase will the plan be made and put into practise, where by it depends on the stakeholders that are involved and the chosen form of collaboration if the government will do the ground exploitation, the real-estate exploitation, and area exploitation. A market party will in most of the cases do the real-estate exploitation.

3.2.2.4 Exploitation and Maintenance phase

In this phase the project will be exploit and controlled. The exploit and controlling will be on ground, green and water, and the maintenance of the building.

3.3 Actors in urban brownfield development

This paragraph is about the actors in urban development, redeveloping is a very complex with a lot of different actors with various roles, tasks and responsibilities in the development. The relationships between the various actors are also considered (who takes the ultimate decisions, who has to consider whom and when). In figure 3.1 (Main actors in urban development) are the four main actors suited that are in an urban development process involved.
The development of urban brownfield sites involves many different (private) organisations, government, including transport companies, investors, developers, landowners, companies occupying or wishing to locate on the site, etc. These parties will have very different interests in relation to the redevelopment of the site, and the way they participate in the process. Private companies look at a project in cost-benefit terms. They will only be interested in participating in a project if they think it has market potential. If the private sector is to be brought into a project, it is therefore important that the costs are reduced or that there are ways in which the return of investment can be improved. In practice are potential investors more and more involved in an early planning process, to help and control costs and/or maximise the potential return of investment. If public authorities as the municipality show confidence in a project by investing in it, private investors will be more inclined to follow, because of the risk share this creates. Public investment should create a climate, which induces others, e.g. housing associations and other private bodies, to invest in the same neighbourhoods. If the redevelopment is set about in an effective manner it can give rise to a process of self regeneration which will automatically draw in other parties. When the government cooperates with the private sector on a redevelopment project, all those involved can bring their own interests, creativity and knowledge to bear to create a realistic and financially sound development which can count on the support of both public and private parties.

Public-private partnerships of this kind are becoming very common, and the various stages of the development process are often regulated through agreements, contracts and covenants.

A large-scale study by the ICES (Interdepartmental Committee for the Economic Structure) into private sector (user, investor, developer and financier) involvement in the development and use of major infrastructural projects will be completed very shortly. The study is looking both at projects of national importance, such as the sitting of stations on the high-speed rail network and underground construction projects, and at major infrastructure on a local and regional scale. The thinking underlying this is that major projects of this kind demand funding on a scale too large for the relevant public authorities to bear on their own. The ICES study is also looking at the redevelopment of industrial sites in inner cities in view of the large number of sites and high costs involved (Zandvoort)
3.3.1 Government

What role thus the government need to have or has in the redevelopment of brownfields?
The role of the government is two sided namely; Policy making (national policy on land
use, as well country as urban), and directing the project (Local government).
Whereby the government is involved on three ways; Dutch government, Province,
local municipality

3.3.1.1 Directing the projects

The power of the government in the decision making process is very big. Because of
the special character of land, in general is land a rather unique good, this of the
geographical site or its indigenous quality, the limited of it, and with a cause of the
danger of monopoly power by its owner. The development of land has the side effect
that it influences others that have land nearby (positive or negative). As a consequence
of imperfect development of previously sites, the intervention of government is
justificated. Thereby comes that brownfields are in most cases polluted, which gives
the government the prominent role, to:

- Protecting humans and the ecosystem for the soil pollution, which are
  affected directly and indirectly affected by the pollutions (polluted
  groundwater, or other exposures),
- Securing ground works for the contamination, like pipelines or other utility
  networks, due to chemical reactions between them,
- Regulating public owned spaces, because of the functional limitations due
to the pollution,
- Regulating privately owned sites, due to fact the a polluted site is a heavy
  economic burden of value assets by cleaning,
- To help projects those are delayed in there development (Nijkamp P. et al.).

3.3.1.2 Policy on brownfields

The policy of the Dutch government on brownfields is two-sided namely; Restructuring
urban areas, whereby brownfields are included, and the policy on soil rehabilitation.
Therefore is the local government in brownfield development almost always the party
with the most dominant ground position according to “oude gebieden, nieuwe
functies”, which makes than automatically almost always the initiative taker. When
there is multiple ownership of the ownership of the ground, it is important to buy the
ground the give the process a boost. An important task for the government is to create
support by the surrounding citizens, entrepreneurs, action groups, and within
government. This because there are a lot of interests involved in redeveloping a
brownfield within an urban area. When a market party has the initiative the
government has the role of controlling if the project fits within its scheme. The
government needs the market parties even when the have al the ground within there
position. They need the market for commercial targets, to have the optimal mix
between culture, financing, market approach, and the actual realising of the
redevelopment. It's important that both parties are aiming at the highest quality,
whereby the focus is on long-term solutions and not on fast solution. The classical
approach of the government as designer and the project developer as builder is not longer possible in these projects because of the complexity, duration, knowledge that is needed by these cases. The need for brownfield projects is to start by creating a vision, whereby the vision is the guideline throughout the whole project and guideline within the different phases. (VROM 2006)

At present the Dutch are engaged in further decentralisation and deregulation. It is acknowledged that local policy means more than simply implementing the policy determined by central government. The interaction between policy-makers within the various administrative strata is becoming an increasing focus of attention. Municipalities are being given more freedom to implement national policy at the local level in an integrated manner, and to adapt it to local circumstances. Although this philosophy has not yet been fully applied in all areas of policy, a shift can nevertheless be discerned towards what might be described as, 'tailor-made policy', area-specific policy, etc. Policies are increasingly being developed at the level at which the problem is felt and can be solved. The present policy on urban restructuring leaves the responsibility for implementation to the local parties. The municipalities have a key role in this. Their job is to coordinate and oversee the entire process, have regard to the desires and interests of local residents and businesses and to monitor the relationship between the interventions being made and the development of the town or city and the surrounding area. The municipalities will also have to create the conditions, which encourage the other parties, housing associations and the market to assume the roles expected in this process. There is a clear trend at different levels towards a more integrated approach to urban brownfield sites in the Netherlands. This means that within each level, intensive cross-sectional cooperation between different policy departments is needed and is indeed occurring. The sectors involved include housing, spatial planning, the environment, location policy, economic affairs and transport infrastructure. This cooperation is crucially important in restructuring projects.

3.3.2 Investors
There are two types of investors, which are the financer and the investor. A financer is not directly involved in the development process what is restricted by law. They take care of the liquidity of the developer during the development process. There are however developments in law that a financer also can function as contractor and developer. The investor is a financial that needs to invest in long during profitable developments, to fulfil their obligation to their clients that lent them their money, for interest in return. In the urban development process can the investor have several rolls; he used to be the contractor, but nowadays he is becoming more and more the developer, or the financer. The investor as well as the financier are normally taking the initiative in development and are when the decision is taken not a stagnating actor, but more a stimulating actor.

3.3.3 Project developers
A project developer is active as initiator and of financial reasonable risk concerning the project developments. These projects developments are based on measured and assumed market demands, and will take place on the risk of the developer. The
developer is integral involved with urban developments form the first initiative until the actual use by the user, investors, or cooperation. The developer is not only a facilitator during the hole process, which means that does not only have a coordinating roll but is the key role player went it comes to the concerns of, user, exploiting, user, etc (VEN, van de, 2003).

Because projects developers are in most phases involved in the development process, they will probably know, and badly influenced by stagnations. There are according to Ven seven different project developers:

- Independent project developer; this developer is not allied with an other organisation, this kind of developer has to be careful whit is liquidity position, because developments need a big investment before starts, which is approximately 25% of the total costs.
- Project developers-investor; they start development initiatives because they want to invest in projects, these developers are most of the time small particular investors.
- Project developers-constructors; the initiatives that are made by these developers are directly developed by this developers, which are in most of the time big constructing companies with it owns development department.
- Projects developers-bank; this kind of developers in investing most of the time in houses for thee potential customers, this developer will not develop the actual buildings or urban area, but will be more the investor and financier.
- Project developer-mortgage bank; these banks have as goal to loan mortgage and settle them selves in the development area.
- Project developer-architect; this type of developer is concerned with the design of the development.
- Project developer-housing association; a small number of housing association develops it's own houses to enlarge there housing stoke. These developing associations are separate department, because it is in the Netherlands not allowed for associations to develop their own houses (Ven, van de, 2003).

Restructuring and revitalisation projects in the Netherlands increasingly seek the close involvement of at least the local business community, residents, workers and interest groups. Projects involving changes in and the development of urban areas can have differing consequences for the various stakeholders involved.

There is a statutory requirement for some involvement of interested parties. The Town and Country Planning Act provides for the involvement of local residents, and any interested natural or legal person in a relevant municipality, when land-use plans are being prepared or revised.

3.3.4 Users

User is a term that is clear on its own. There are two types of users; one type of user is directly involved, and one that is indirectly involved. When the user is directly involved is he probably the contractor or the one who is using the building. When the influence
of the user is in the initiative phase, which can be the new occupants or gusts that are visiting the area or the building, the users will be seen as indirectly involved.

### 3.4 Stagnating factors brownfield redeveloping

In the following paragraphs 3.1, 3.2 and 3.3 of this literature study are the most important aspects that are of importance of urban brownfield redevelopment discussed (policy, actors, and process). Each of these aspect can create stagnation, as well separate or when in combination with each other. In this paragraph will put out the different stagnations in urban redevelopment, these stagnations have to fit to the definition of stagnation in this dissertation: A stagnation is a disruption of the development process in any form of embarrassment of the process, which causes that the assumed expected planned time will take longer.

Stagnation in the redevelopment of brownfield will take place in every phase of the process (Vries, et al, 2003). In the search of the main stagnations of brownfield redevelopment, the focus of the literature study is on the stagnation between the project developer and the government in the initiative and defining phase. Whereby the focus is not searching for stagnation for the project developer or government but for the development of the brownfield.

The redevelopment of brownfields is a complex process with a multiplicity of actors, procedures and difficulties (Nijkamp P. et al, 2002). To make the complex situation understandable and clear the stagnations are divided in different groups (Figure 3.2: Stagnation groups of brownfield development), these different groups are combined the brownfield redevelopment:

- Location
- Project developer
- Government
- External

![Figure 3.2: Stagnation groups of brownfield development (Owen design).](image)

#### 3.4.1 Locations

This paragraph is about the stagnations that are involved with the location, these are mainly technical stagnations, such as how to deal with the contamination, and the surrounding factors. These stagnations have to and can be recognised by the project developer, so that they can deal with them. The following stagnations will be discussed in this paragraph;
3.4.1.1 Actors

Citizen's participation, an interactive policy with participation evenings, it is common now a day to have these evenings for a government to say that the meaning of the citizens is important. The problem is that it is most of the time unsuccessful and very time consuming. It is still unclear for the citizens what will happen with their opinion about the project and there will be done with there commends. It is surprising that a lot of plans will not start when there the citizens put a lot of time and effort in the plans and there ideas, which leads to a drop a support and a lost of confidence in the government. Years of experience with the interactive policy have shown were the problems are (Oudsten H.T, et al, 2006):

1. At the start of a project there is no plan for the process of citizens participation, in a lot of cases the steps that will be taken towards the citizens and what to do with there knowledge and the roll of council and board of directors, will be made on the spot, So there is no clear timeline with process decision information;

2. There is no clearance on what the citizens can be participating, because there are legal, financial, and policy boarders by the fact of the contracts that are made and the applied law in the Netherlands, that limit the chances that can be made. So it is necessary that the participators know where a justifications of the plans are possible;

3. There is realistic time plan, and it is not clear who will make the decisions on the subjects that are on the time plan;

4. It is unclear what will happen with the comments that are made on a certain subject. So it is important that it is known what the status is of the comments and who and when there will be a decision made on the subject, whereby it is important that the participators know what is happened with there comment by sending them a the information, or invite them to the board when they are dealing with the subject.

5. The wrong use of instruments on the subjects, a subjective and complex subject needs an other approach than a concrete practical problem or the creation of a vision. The instruments that are chosen are in a lot of cases wrong, for instance a broad debate will lead to more support, which is of great value for projects, but it will not lead to a well-based detailed input.

A problem can also arise that when during the initiative phase, a stakeholder and actor, and management identification, will be made and that actors or stakeholders are misjudged. So actors, which were seen as potential negative for the project/initiative can be positive, and the other way around, which will or can cause stagnation in a way that is not for seen. This can happen because plans of the initiative are seldom comparable with the final design. The identification will be made two levels
within external environment, it can be divided into two environments; general and task environment.
The external environment is anything considered being outside the boundaries of the company and the firm's environment, which can be broken down into; the general environment, and the task environment;
- The general environment is anything that can potentially or indirectly affect the project and would include the economy, demographic variables, society's values and attitudes, and the technological change at the societal level. Other variables would include the legal and cultural framework of a country,
- The task environment comprises those variables, and only those, that have a direct and immediate impact on the company. Due to its impact on the firm it is likely to be better understood than the general environment.

So an actor analysis has to be made to get insight in the network of parties and their power and interest concerning the project. This structured information will be used to determine the requirements of the actors that should be taken into account for the realization of a project. First a list of actors has to be made, in which all actors have to be divided into seven categories e.g.: governmental (central and local authorities) experts, users, owners, investors, media and other. Than the result of the actor's analysis is a so-called Power/Interest (P/I) grid, showing the proportions of power and interest of the actors compared to each other. From this P/I grid the key actors (a subset of actors who, if their support were to be withdrawn, would cause the project to fail) are coming forward (Bryson, 1995).
The purpose of the whole analysis is to get insight in the network of actors in which the design is made. From this list and all the identified actors, the requirements for the project can be drawn up.

3.4.1.2 Ground conditions
Is the ground contamination or not? In most cases is the ground of brownfields contaminated. A problem of this is that the practical achievements of the cleaning of contaminated sites is not very impressive, this can be explained by several factors (Nijkamp P, et al, 2002);
- A diversity of multiple actors with mutually contrasting interest on future land use,
- High financial costs of cleaning-up operations which are often at odds with a further commercial exploitation of clean-up areas,
- Ambiguous liability questions regarding soil rehabilitation strategies, especially in case of land transfers in the past,
- An extreme uncertainty about the level of the cleaning costs, so that a private financing of rehabilitation becomes always problematic,
- Frequent absence of a consistent physical and environmental planning framework, due to changes in legislation or uncertainty about the behaviour of multiple public actors (a example of this is the new WRO).

The results of the study that Alberini et al found are a little in contradiction of what Nijkamp et al said, because when the redevelopment is actually undertaken; then are the immediate contamination costs are considered more important than liability, that
the cleanup costs are often overestimated, and developers do not believe that “contamination stigma” may hinder the profitability of the redevelopment of brownfields (Alberini et al 2005, pp330).

Contamination however is not the only ground factor that can be stagnating. Other factors are archaeological goods (this will be explained in paragraph 3.4.3.3.3: Treat of Malta) in the ground, or utility pipes in the ground. The problem of cables and pipes in the ground are more a stagnation in the realisation phase, because of the lack of good situation maps, of the current situation and of old pipes that are still in the ground. Stagnations can however also occur when there is a main transportations pipe in the development area, which has very tide restrictions on ground disturbance within a certain range.

3.4.1.3 Image
As mentioned in paragraph 3.1.3: What are specific brownfield characteristics and 3.2.3.4: Support policy. Is a bad image negative for a location, this can have influence attracting investors and in creating support. The problem with urban area is, even when it is a brownfield or not, that these areas already have a certain kind of image. The image is created by previously use and the absorbance of use. The negative image has as effect that investors are not to cooperative in these projects (Priemsu H. and Smid I.S, 1996).

3.4.1.4 Multiple Ownership
Before development can start with the actual plan, design, etc, he must first be owner of the ground. Other wise the decisions that have to be made, has to many opinions to take into account, which will be a cause of stagnation. But the purchase of the land from multiple owners will also take some time the question on this is whether or not the owner wants to leaf and if the owner can find a good place for the company (Nijkamp P, et al, 2002).

3.4.1.5 Cultural elements
The power and the danger of cultural historical elements within the brownfield area, is a contradiction of its own. By investing in cultural elements of a brownfield you can create by development, which means that by being conservative with the cultural elements the position of the identity, knowledge, living pleasure, and tourism will be empowered. By doing this the project will have a higher selling value than in the case of a non-conservative method. So to avoid stagnation it is important to know which elements and buildings are of cultural importance for the project and for the society. The cultural elements in an area are the representations of stories and memories of the inhabitants of the city, by conserving this the tales will be capped a life. By attracting the inhabitants who know the tales of the elements, support will be created for the project. This is why inhabitants of the city have to be involved in the process. To be clear to all the parties on how there will be deled with the elements a covenant has to be made (VROM 2007).
3.4.2 Project Developer

This paragraph is about the stagnations that are involved with the project developer, these are mainly stagnations that are arising with the complexity of the project. The stagnations in this paragraph are mainly on the cooperation between the different parties. The following stagnations will be discussed in this paragraph:

- The amount of actors and communication,
- Vision
- Support,
- Finances,
- Public parties,
- Private parties (advisors, developers),
- Time span project,
- Knowledge loss.

3.4.2.1 Communication

Communication, is between the: project members, project developer and the actors (citizens and companies), project developers and government, project members and their representatives, mass media. (VROM 2007)

3.4.2.2 Types of communication

To create a successful process for the future, especially in a complex and multidisciplinary planning project like brownfields, it is necessary to look at the way the process is approached. In the past decennia, process managers have developed different types of communication/planning approaches. The communication/planning approach is crucial for the further design of the process. In process management theory, three major planning approaches can be identified: communicative planning, interactive planning and strategic planning. For the total information see appendix III: Three communication plans.

In the table below (Table 3.1: Summary communication approaches) the main characteristics are collected and summarized. For each approach the table reproduces the main differences and agreements between these communication approaches.

<table>
<thead>
<tr>
<th>Result</th>
<th>Interactive</th>
<th>Communicative</th>
<th>Strategic</th>
</tr>
</thead>
<tbody>
<tr>
<td>Result</td>
<td>Consensus</td>
<td>Compromise</td>
<td>Commitment</td>
</tr>
<tr>
<td>Stakeholder involvement</td>
<td>Equality</td>
<td>Negotiation</td>
<td>Negotiation</td>
</tr>
<tr>
<td>Selection of participants</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Power differences</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Focus on</td>
<td>Process</td>
<td>Process</td>
<td>Product</td>
</tr>
<tr>
<td>Transaction process</td>
<td>Long</td>
<td>Medium</td>
<td>Medium</td>
</tr>
<tr>
<td>Includes implementation</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
</tr>
<tr>
<td>Controls changing environment</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
</tr>
</tbody>
</table>

Table 3.1: Summary communication approaches.
3.4.2.3 Vision

"Organizations that are working with and on the realization of clear a vision, are working on a understandable goal, which is a clear defined goal. With a clear vision they can react faster and easier on new demands and expectations, which creates new opportunities" (Guiver-Freeman, 2004).

A good and clear vision gives the employees and the company/city a guideline what it wants to create and what the end goal is. By having a clear vision employs and project developers know exactly what the municipality wants with a project. It also creates a social cooperate responsibility for the realization for the future. A shared vision bound people together, which gives a project a we feeling, which works motivated.

To come to a good design, the quality of the start-up phase is the most important one of the project and its process. The most important for the process of the project is the vision of the project, which has to be clear about the existing and the buildings that have to be built. The vision has to fit perfect in the area with it existing buildings and the position within the city or the position that want to achieved after completion of the project. With a clear vision there can be handled with problems as contaminated sites and problems as the phases of releasing of the building for re-development. Because when you capture the re-use of populated ground within the project and deal with the problems of legislation of the in phases released buildings. (oude gebieden, nieuwe functies).

The lack of vision by the project developers as well as the government (local municipality, and national government) is becoming aware of the need of a vision for a project. This awareness is only there were projects are seen in the bigger picture, which means that the awareness is there were the projects are making the city instead of that the city will make the projects;

Unclear vision, even when there is a vision, the vision itself can be stagnating factor. The vision that will be used for the project have to be the vision that fits in the bigger picture. A good vision is build from top to bottom; the top is of the overall vision of the Netherlands, what to do or how to build the city/urban area. The next step down to the bottom is the vision of the province, how does each city of the province fits into the national vision. From there it will go downwards form city, to urban district, street, and eventually to building. If these steps are not followed precisely a vision will not correspondent with the vision above what will result wrong implementations. An unclear vision will lead to question of the citizens why the project will have a certain design with the functionalities while these are subject that are not in the vision or are in conflict with the higher order vision

3.4.2.4 Support policy

The problem of support is the timing of when to start creating support for a project, within the different actors group, in which phase of the project do you start with it. Because when the creation of support begins in a later stadium (for instance at the end of phase 4, the design phase) of a project resistant can occur, because actors feel that their opinion is not valued only heard. There is also the problem of which strategy of approach do you use for which actor, are you going to approach a one on one strategy or you going to leak information to the media to warm the actors up. Besides this it is that support is not a visible aspect of a project and is there for be an underestimated aspect. Whereby support is a very powerful aspect in realizing a project. By
underestimating this aspect a problem as stagnation can occur. Stagnation of a project is not only bad for the image of a project but also is affecting, costs, and share- and stakeholder behaviour. A side problem is the impact of NIMBY (Not In My Back Yard), a project in order of the government can be for the public interest, whereby the project has to go on but the will of the actors to give their support, or at least be neutral to project, is it sometimes necessary to have no stagnation. With neutral to a project the actors have a point of view, whereby they give no resistance. To realize a project within an urban area broad support within the different actor groups is necessary. Redeveloping brownfields within urban areas, a necessary aspect in having a good process in project developing is support. In a lot of brownfield projects was a lack of support in the initiative phase. A cause of this was the manner of communication during the project. The right policy for creating public support for a brownfield is very important because: creating support means that you have approval and recognition of the problem. The type of policy that is very useful by creating the public support is also very important because of the sociological effect that some policies have. To create a successful process for the future, especially in a complex and multidisciplinary planning project like a brownfield, is it necessary to look at the way the process is approached. In the past decennia, process managers have developed different types of planning approaches. When looking at the stagnation support the policy is crucial for the further design of the process. Because when to start with informing the actors and how to inform the actors. In process management theory, three major policies approaches can be identified: communicative planning, interactive planning and strategic planning, see chapter 3.4.2.2 (Bentvelsen Y 2009, Boedeltje M 2004, Louis Albrechts 2004, Innes, 1998).

3.4.2.4.1 Types of support is it internal or external
There are two types of support, internal and external. Internal support is the support that is for a project, within the government or within a company. An organisation does not only have to create support within the different actor groups but also within in its own parties. By the government is it to get money for the project and approval from the different coalition groups, which is the needed political support. External support is the support that has to be created within the actor groups.

The NIMBY (Not In My Back Yard) effect is an important aspect of support. It means that actors are positive for the project and if it is build they will use the new facility. They will support the project as long as it is not build in their neighbourhood. These are projects that are build for common good. When starting a project and it is known that this effect will occur a special approach have to be adopted.

The YIMBY (Yes In My Back Yard) effect is the effect of a type of project that actors want to have in their back yard. This is what a project developer is aiming at when starting a project.

3.4.2.5 Financing the project
Financing the project is often a stagnation what is has influence in the different stages of the project. In brownfield projects is this because of the uncertainties in clean-up operation of the site, whereby the stagnation is not only during the project itself, but also during the negotiations and considerations before the operation (which means
the initiative phase of the project). Thereby comes that investors supposedly shy away from potentially contaminated properties for fear of becoming liable for the cost of cleanup under the applicable hazardous waste site legislation, this even al the economical benefits for the developer as well for the economical benefits of urban area or city (for the benefits see chapter 3.1.5: Brownfield pro's and coins) (Nijkamp et al 2002 and Alberini et al 2005 pp 328).

3.4.2.6 The loss of knowledge
A common problem of urban redevelopment is the loss of knowledge on a project. Because of internal reorganisations within the project developer are there many cases that there was the loss of knowledge. A cause of this the long time span of these projects. The people who work on the project also find another job, which also lead to knowledge loss. A less common knowledge loss in the project can be that the company that the project runs got bankrupt or that the whole project will be under the direct of another company (Vries et al. 2003).

3.4.3 Government
This paragraph is about the stagnations that are involved within the government, this are mainly stagnations that are arise with the complexity and of the location of the project. The development has to be legal on law as on legislation. This has as consequence that there can arise administrative stagnations because of the long duration of the application. Thereby is the problem that the government demands very high conditions, which are very hard to satisfy in urban redevelopment (Gehner 2004). The following stagnations will be discussed in this paragraph;

- Policy levels,
- Legislation (Dutch and European),
- Governmental demands,
- Political interests.

3.4.3.1 Policy Levels
Brownfield redevelopments are typical initiatives with a very long process time, whereby the government control can take place on three levels:

- Developments with municipality control
- Developments with province control
- Development with governmental control

As long as the development is within the municipality boarders and as long as the influence is not crossing the boarders the municipality is the right party to realise the development. In most cases is this where the development is the traditional urban redevelopment or landscape developments. However urban development are now most of the time crossing the boarders, as well physical or by influence, because they need to get the regional target. In these cases is the province in charge, whereby the local municipalities are cooperating and sharing in the benefits and loads, which are not always equally the same, but it is most of the time positive for al the parties. The stagnating factor in this is when the loads are not equally shared and the risks are also out of balance. An other stagnating factor in this is the communication, the more parties are involved and the more complex the communication will be (see chapter 3.4.2.1: Communication).
Important in this is that the stakeholders are cooperate in the development, the citizens and the parliaments organisations have to see the importance of the project/development and that they are willing to make some sacrifices. Only then can there be support for the development, otherwise this will be produce a lot of stagnation (Adviescommissie gebiedsontwikkeling 2005).

3.4.3.2 Dutch legislation
The redevelopment of brownfields is bounded to a lot of rules. Before the actual redevelopment can start are there a lot of licenses that have to be applied. These applications often take a lot of time, because of the jungle of licenses and difficulties about who is responsible for what. The factor procedures is often cause of stagnation, which means that the application is often a long process before the actual start of the project, and is often a cause of stagnation. In the following paragraphs are the most common licenses that have to be applied for brownfield redevelopment (NEPRON 2002, Nijkamp et al, 2002, Vries et al 2003).

3.4.3.2.1 Building permit:
In January 2003 there is a change made in the legislation on permits for buildings, it is for the government no longer allowed to chance a building permit after this is given to building applicant. This is necessary when plans are changing after the start, which happens a lot by brownfield re-developing (Nijkamp et al, 2002, and NEPRON 2007).

3.4.3.2.2 Demolition permit:
On a brownfield are a lot different type of buildings, monuments, low or high structured buildings, functional or totally not function for re-developing. To demolish this building for every type of building a different permit has to be applied. Every permit application takes time and there are a lot of grey area's, which makes the application time even longer (VROM 2007, and NEPRON 2007).

3.4.3.2.3 Building sustainable legislation:
DUBO (sustainable buildings, what is translated from Dutch, Duurzaam Bouwen) has become common good in the Netherlands. The government has put out the leading trend on this and the municipalities can add extra measures to create the level of which the want to have the city or urban area. A problem of the DUBO is that some instruments are not tested in practice, which causes a lot of stagnation towards other project where they want to use the DUBO. The problem lays in the fact that the VROM says that the building regulations are universal and that the local municipalities are not allowed to ad extra demands. But at the other hand stimulates the government, local municipalities to have additional policies on DUBO. An example of this is the MMG (Milieumaat voor Materiaalgebonden Milieubelasting), the VROM is setting up a new NEN-norm, but the local municipalities are creating their own norms on this, which lead to unclear situations (NEPRON 2007, VROM 2007).

3.4.3.2.4 Fire regulations:
Every municipality has its own regulations and it’s own way to handle the implications. To get a fire regulation permit a project developer is always obligated to hire an expert on this field. And when the permit is finally in hand the permit have to be adjusted to
the demands of the prosperity commission. This is causing stagnations in brownfield re-development because it is unclear whether a building, which are in most cases old industry building, can get a fire regulations permit, or whether it can get one after adjusting the building without being in conflict of the prosperity commission (NEPRON 2007).

3.4.3.2.5 Monument care:
The start idea of the monument care is to preserve the cultural heritage. The problem of the monument care is that it is a way to protest against the plans by the means of objection procedures of the citizens and by interest organisations, and especially a action that actors will make that are negative when al the other objection options are turned out to be negative for them. It is good way to make protest against a project will lead to a pre-protection for the monuments of 5 months. During this period no adjustments what so ever on the buildings me by made. This is a really big problem especially when a project is made in phases. The governmental monument care has extremely high requirements on detail level of the building. Which are not always necessary in concern of the cultural heritage of the building and will make the desing phase longer (NEPRON 2007, Ven van de, 2003).

3.4.3.2.6 Noise pollution:
The legislation on noise pollution is there to proteet the civilians of the Netherlands against noise. The effect of noise pollution are devastating on a humans live. However the problem with this legislation is that it is extremely complicated and the application of the article 19-procedure (article of the law area ordering, WRO, to let a project continue even if there is no support by the citizens because for the common good) made it easier to implement project in noise sensitive areas, but with the new WRO this procedure is there no longer (NEPRON 2007). Because of that urban areas are very dens with busy high and train ways located a long these or even trough these areas is this often a big problem. Whereby the solutions are very expensive. Different forms of noise pollution are (VROM 2005):
- Air traffic,
- Rail and highway traffic,
- Industry noise,
- Neighbours,
- Recreation noise.

3.4.3.2.7 Law ground protection
This law put on requirements on the trading on ground and the clean up of polluted ground. The problem lay in multiple ownership; when the redeveloping plans requires that the ground of multiple owners has to be attracted, and the soil is polluted and this in known by the new owner as well as by the seller, the right of subsidies for the cleanup of the contamination will disrepair, for the buyer of the ground. This is because when the buyer bought the ground he accepts the pollution and the cleanup cost that are involved with this. The ground has to be cleaned before there can be build. Of the effect that he accepts the pollution is that the project developer has to invest in the ground without even knowing if the plan is profitable, with the extra cost of losing subsidies. So when a project developer wants to build somewhere has the
current owner cleanup the contamination, which they are most of the time not willing to do (NEPRON 2007, VROM 2004, Vries et al 2003).

3.4.3.3 European legislation
In the Netherlands is the legislation stricter then on European level. This is not always recognizable in the text but more in retention of the rules in the Netherlands. The effect of this that the Netherlands is less attractive for investors and developers from outside the Netherlands. This makes the financing difficult for big project whereby a lot of money is involved (NEPRON 2007).

3.4.3.3.1 Flora and Fauna law, bird and habitat guidelines,
The list of protected birds and other animals and plants is very long in the Netherlands. This list is longer than the one that the European union requires. At the start of every project an investigation has to be done if one of the birds, animals or plants is at the specified project area, because it is not known where and in which time of the year these live or growth. Thereby comes that there are terms like disturb in the law, which are hard to interpreted in common words (NEPRON 2007, Vries et al. 2003).

3.4.3.3.2 Air quality
The purpose of law is to protect the civilians for air pollution. The problem is that the air quality is only measured nearby the producer of the pollution and not further away from the source. It is not known what the amount of pollution is that may be there in the air and how this percentage has to be measured. The effects of the developments in the care industry are also an unknown factor in this. This is uncertain because it is not known yet what the air quality will be in 50 years because of the strict rules that are now made for exhaust gases. The stagnation is in the other of how to measure the pollution and is the project-site suitable for the idea or not. The problem is that the rules on how to redevelop are in some areas of cities impossible because the new buildings have to pass to tight legislation well the old buildings and infrastructure that not have these problems, so what to do with the area redevelop with very tight legislation or renovate the building what will not improve the living quality (NEPRON 2007, Priemus H, and Smid I.S, 1996, VROM 2005).

3.4.3.3.3 Treat of Malta
The treat of Malta is about archaeological findings in the ground that have to protect. This treat protects the archaeological peaces in the ground, and puts out that these peaces have to be kept in the ground. In urban redevelopment projects these value's has to be taken in account. In the treat is mentioned that the disturber of the ground has to pay for all the archaeological research that has to be done, which means that the risks are very high in urban districts. This because of age of the cities, the older the city, the more like le you will find archaeological goods in the ground. When there is found or when they aspect that there will be archaeological findings the process time can be extended or the project can even be called to a hold (NEPRON 2007).

3.4.3.4 Government
The Dutch government is aware of the importance of improving the competitive position of the Netherlands, whereby the need for improvement of the environmental
factors (transport and infrastructure) is necessary. This policy degenerate itself in improving the urban climate and the sustainable milieu quality. The NEPROM find this very good development, but there are problems in this; the local municipality does not have the knowledge to put the policy into practice. The need for vision and institutional decisiveness for fast urban developments is therefore necessary (NEPROM, February 2007).

An other problem is the cooperation of the local government, if they were more assisting in knowledge and thoughts, the process would be speed up and not stagnated in aspects that could have been avoided. An example is the legislation around buildings, all the facilities are ready to start the activities in the building but by mistakes and the slow process in legalising, the whole process has to be re done (Leeuw C, May 2009). A problem that has to be taken in account is political interest, some locations have a high political interest because of the neighbourhood, city, or region of where it is located. Good and uncomplicated processes are for these areas is a must. This is especially in the election time, when the political power in a region can move. A stagnation is also the election time in the process of redevelopment, because of new political powers are on hand and they can have different ideas about the project.

3.4.4 External

This paragraph is about the stagnations that are involved with external factors, these are stagnations that are not in the power of the location, project developer or the government. The market, media, or other external factors create these stagnations. The following stagnations will be discussed in this paragraph;
- Media,
- Market.

3.4.4.1 Media

In urban redevelopment can the influence of the citizens be very high, the media has a big role player in this, the media can influence with what it writes and on the way it writes on the citizens and all the other actor. So it is important that the project developer tries to position the project in the most positive manner in the media. The media is something that can be influenced and the way on how there has to be dialled with the media has to written in the process plan.

3.4.4.2 Market

An important stagnation is that the market is under the control of the government. The government releases the housing market, which means that they will not cooperate with the initiatives of the market and led them decide what there has to be build. The problem is that the government is still involved in the developments. Examples of this are DuBo (See chapter 3.4.3.2.3), the price categories, and the type of housings. NEPRON says that these constrains are limiting the market to choose what to build, and what there is build not in demand (NEPRON 2002). An other aspect, according to Nepron CEO, C de Reus, is the one of that building on Brownfield’s is releasing the pressure of the other re-developing projects. Because the government has the policy that new house-building projects has to accomplish as much as possible within the borders of the city. By doing this the pressure on the houses after starters
houses will increase and be in the way of urban re-developing projects. (NEPRON, 25 April 2002)
The demand of the market within cities are small family houses with a little garden, well with the high ground price and the high construction and demolition costs and the demands of the municipality, which is to create more houses within the city borders, is that the only option is high rise buildings in the high price category, well the demand is on low price small family houses. This makes the sales of these houses difficult, which will effect the initiative phase by developing the concept (Vries, de P, et al, 2003).

3.5 Conclusion literature study

From the literature study there can be seen that there are several factors that are involved in stagnations that are common in brownfield and urban redevelopment. First of are the stagnations dived in 4 main groups, namely;
- Government factors,
- Project developer factors,
- Location factors,
- External factors.

These 4 groups together are symphonising the brownfield redevelopment and each group has it own stagnations, however there are also stagnations that can be found in two, three or the four groups. One of these is the contamination, the government has to make the policy on how they will deal with contamination, the project developer have to adopt his process plan to it and to request the licenses for the area, for the location itself it is clear what contamination means, and external got involved by or true the media and the image of the area. It is obvious by these kinds of problems that brownfield redevelopment is a complex matter, and there are a lot of stagnations. It is however not if there is a different approach on brownfields or on urban redevelopment. The Dutch definition (which is used by the VROM) of brownfields is also different them the definition that is used in international papers. For the further research is it important to know what the participants see as the definition of brownfields, this to distinguish the difference between urban redevelopment a brownfield redevelopment, and this to make verify the right outcome. The definition of the initiative phase in Dutch redevelopment is very clear and is the same as in international papers and can be seen in chapter 3.2.2.1 (whereby it is important for the further research that this definition is known by the participants and they will answer according to this definition because it is important that the answers are given for the initiative phase and for the feasibility phase or others.).

During the desk research are great number of stagnations found, which are explained in the literature study. The factors that are causing the stagnations are listed below, and divided in the 4 main groups and appointed as the factor. For the further research are these stagnations and the complexity of the brownfield redevelopment the basis.

Locations:
- Actors
- Ground conditions
- Area image
- Multiple ground Ownership
- Cultural elements
Project Developer:
- Communication
- Vision
- Support policy
- Finances
- The loss of knowledge

Government:
- Policy Levels
- Dutch legislation
- Building law
- Demolition permit
- Sustainable building
- Fire regulations
- Monument care
- Law Noise pollution
- Law ground protection and building material
- European legislation
- Flora and Fauna law, bird and habitat guidelines
- Air quality law
- Treat of Malta
- Government

External:
- Media
- Market
4 QUALITATIVE DATA ANALYSIS

In this chapter is the summary given of the qualitative data (the interviews). The questions are made form the information of the literature study, and with research that is already conducted, these already conducted research is not conducted on brownfield redevelopment, but on urban redevelopment and on green field development. By using similar questions will give also the opportunity to compare between the two findings.

4.1 Conducting the questions

The questions for the further research are made form the conclusion and findings of the desk research. Important by questions for the further research is to know what is the research question that has to be answered. The research questions is “What can be distinguished as the main causes of stagnation in the initiative phase of urban brownfield redeveloping, considering an urban district with mixed functions, regarding real estate features, and opportunities and threats for developers?”. To answer this question it is important that the participants know what a brownfield is and what the initiative phase in urban redevelopment is about. This because the answer that has to be given do not have to be given for urban redevelopment but for brownfield redevelopment, and the answers have to fit in the definition of the initiative phase of urban redevelopment. For stagnation is assumed, that the time span of the initiative phase will take longer than expected or assumed by the initiative taker, which is in the case of this dissertation the project developer. The definition of stagnation is assumed because in the initiative phase is there not yet a time schedule prepared.

4.2 Sub questions

From the research question that is adopted here are sub question prepared, with the subject questions below will be answered in the next paragraph.

“What can be distinguished as the main causes of stagnation in the initiative phase of urban brownfield redeveloping, considering an urban district with mixed functions, regarding real estate features, and opportunities and threats for developers?”:

- Is the overall definition of initiative phase of urban redevelopment between companies the same?
- What is the definition of brownfields in practise?
- Is the definition of stagnation in the initiative phase of urban redevelopment between companies the same?
- Is there a difference in management approach between urban redevelopment and brownfield redevelopment?
- What can be seen as the main important stagnations of the initiative phase in urban brownfield redevelopment?

From the sub question “What can be seen as the main important stagnations of the initiative phase in urban brownfield redevelopment?”, is with the use of the found stagnations a list of question conducted on which the participants can give their opinion and the degree of stagnation. How these sub questions and subject questions are formulated in a inquiry can be seen in appendix IV: Inquiry. By the selection of interview participants the definition of project developer, municipality and brownfield
where taken into account. This means that it were selection criteria to choose a participant.

4.2.1 Is the overall definition of initiative phase of urban redevelopment between companies the same?

The definition of the initiative phase between the different parties is slightly different but it is mostly commonly agreed that this phase is about: The acquisition of the brownfield, whereby the possibilities of the location will be investigated with global calculation on the global ideas. Of these possibilities is that there will be an investigation on the nature of the ground, is it contaminated, what were the previously activities on the location (is this of historical importance). Important is the internal approve and if the project is started by the municipality or if it’s independent initiative, this is important for the support that has to be created, and what plan will get the most support as well political as social. Hereby is the research of the feasibility of a preliminary design very important, who will support the project and who will be against be investigated with an actor analysis. In this phase will there be exploring meetings with the different parties on ground casts and with the different parties were will be a possible cooperation with. The research on the risks that will be made by starting this initiative, with the financial contractual obligations, that are involved with these risk and the parties that will be involved in the project, an result of this exploring meeting will be a cooperation vision and cooperation model made by and with risk management.

It can also is seen that it’s a council decision to start the creation of redevelopment intention. Whereby the intention is making investigation costs on the study of the initiative of the area, such as; the concept building plan, feasibility of the concept plan, and the present buildings.

The definition of the initiative phase can also be seen from different perspectives namely, from which actor the initiative comes, it can come from three different parties. The first is that the initiative phase comes form the municipality, by an individual such as the project developer, or the idea can come a group for instance the citizens have an idée to do something with an area. This difference in market push (providing houses) and market pull (market asks for new houses) makes the definition of the initiative a little bit different, but what will be done in this phase will be in most cases the same namely, the details of the actual plan will not be discussed in this phase but a more global plan, where in the there will be an exploration on the feasibility and a first market research, the definition of the initiative will be not included in this phase. There are also respondents who do not have the definition of the initiative phase on their mind, they work following a list that has the be followed to start a project, or developers who say that the initiative phase is only the phase where the idée is generated and whereby there is not yet a clear study done if the possible project is feasible.

The overall definition of the initiative phase of brownfield redevelopment is not the same between the different companies. It differs in the amount of work that will take place in this phase. What will be done in this phase, some say that in this phase the feasibility has to be known and others say that that this will be done in the next phase. There is also a difference in definition if the company starts with the initiative or if the initiative comes form the municipality, whereby the municipality already has done a
part of the initiative phase. Every company however has components of the definition that is found in the desk research.

4.2.2 What is the definition of a brownfield?

The definitions that the respondents gave were: It is a location of which the current functions, of which it was originally designed for, will completely or partly disappear, to make place for new functions what will be in most of the cases a mixed use area. Where some say the original design is no longer functional because that the area has become to small or that the area is no longer suited for the activities by the means of a changing environment. One adjustment on this is that brownfields are area that use to be located at the boarder of the city are now because of the growth of the city, more located to the centre. An effect of this is that these areas are therefore no longer suitable for the use they were designed for. Whereby the old buildings on these locations has to be seen as the memory of the area, and can be used for city branding. Because the area’s are no longer suitable for the designed use they have in most of the times fall into abeyance. Where some say that the old buildings are a pain in the as, others say that very pleased with them because they create the area, and give them the write feeling. The definition that was found in the literature study is not very known by the Dutch developers. Most of the developer’s only declare the change of one tunetion to a mixed function use. Thereby said that only 16 percent of the exciting buildings are an advantage for the new to developing area. None of the developers declared contamination as an aspect of brownfield. According to the developers contamination is an aspect that belongs in the initiative phase, it is a standard test that has to be done on a location no matter if it is a brownfield or an urban redevelopment.

4.2.3 What is the definition of stagnation in the initiative phase of redevelopment project?

It is commonly agreed that stagnation in the initiative phase is something that is hard to capture in a definition. This because in this phase there is nothing agreed on paper and are al agreements made on expectations form the different parties. But it is still commonly agreed that stagnation in the initiative phase is that the expected time that this phase will be longer. There are different reasons to declare it as stagnation namely; It is called a stagnation when it is internal approved, with a institutional establishment, that the expected time is longer expected, well this could take less time. It is a stagnation when the internal responsibilities of the municipality are drowning back, with the stagnations that are being answered in questionnaire. There are also some contradictions in the answers; some respondents are agreed that the stagnation can also come from support within the organisation, but other say that internal decisions are not stagnations, because this are aspects that are controllable. The main effect of the stagnations is that it costs time, which is in a company equivalent to money. So it is important to know that stagnation is that the extended time that the initiative takes will it can take less time. But it will be a difficult to express stagnation in the initiative phase, because the time of the initiative phase is very depending on al of the
aspects that are located on the brownfield. Because less complex projects will take longer than complex projects.

4.2.4 Is there a difference of approach between an urban redevelopment and a brownfield redevelopment?

Only 11% of the respondents have a different way of approaching an urban brownfield redevelopment. According to these respondents is a different way of approach crucial for the redevelopment of the brownfield. They said that the major difference is on citizen’s participation. Because with the redevelopment of a brownfield a change in area use will occur, the function of the area will be different, with in most cases from industry to mixed use. With the new function of an area new support have to be created, which can be done with the right participation intention. The other 89% of the respondents give in their answer that there is no different way of approaching the redevelopment of a brownfield or an urban redevelopment.

The change of function use of a brownfield is an aspect that is found in the literature study and which would have been expected to have influence on the intention of approach of a brownfield redevelopment. However the majority uses the same approach.

4.2.5 What can be seen as the main stagnations in the initiative phase of brownfield redevelopment?

To answer this question a quantity research has been done, with 21 questions of which the main questions was, in which degree do you currently have in the initiative phase of brownfield redevelopment stagnations on the following questions, which the respondents could answer on three categories, not, some, or strong, however in the results can every question be concluded on 5 levels: not, not-to-some, some, some-to-strong, and strong. By the categories not-to-some and some-to-strong will both the majority of the data be on two categories due to fluctuations in the answers of the respondents. In the table below 4.1: Stagnations ordered, can be seen that question 5 “Complexity and timeframe of decision-making process by municipalities”, 9 “Negotiations between municipality and parties about the ground prices.” What is a big problem because brownfields have a lot of different landowners what makes it harder to come to a solution with every owner, especially when there is good contact between the different owners, when they talk about the prices what they will get for the ground. 10 “Timeframe of legal procedures development plan.”, 12 “Objection procedures citizens and interest organizations.”, and 21 “The lack of a clear and useful vision on the redevelopment location”, are the main stagnations in the initiative phase of urban brownfield redevelopment, with the most answer “strong”.

In the category Some-to-strong, whereby a few respondents gave the answers “Not” can the following stagnations be seen; 16 “Urban, architectural, and prosperity demand of the municipality” whereby the respondents said that these demands of the municipality are not clear and to lined out for brownfield developments. 24 “Job-Hopping of employees, with the effect of knowledge loss” what happens in all projects but it is even harder to deal with in brownfield developments because of all the different aspects that are involved in these projects. 7 “Inadequate expertise of the municipality” a lot of the respondents gave on the expertise of the municipality that the smaller the municipality is the less expertise they have, which is clear that an
smaller municipality has less knowledge, 20 "cooperation between different principle's on one location" what is often the case by brownfields because these area use to lay at the boarder of the city of the municipality boarder what and often lay in two different municipalities, 18 "Mid stage changes in plan elements by municipality of market parties" what is a effect of the unknown detailed plan in the initiative phase, what is an effect of the lack of a good vision for the redevelopment.

In the category "Not-to-Some" whereby the majority of the respondents said that this stagnation is not or some stagnating, can the following stagnations be seen: 11, 22, 14, 19, 6, 15, and 25. Whereby 25 "Contaminations in the ground or the building" is said that contamination is always a cause in the city, this is from respondents that are active in capital of the Netherlands (Amsterdam).

In the category "Not" can be seen that the stagnations, 13, 8, 17, and 23 have the most answers that this stagnation is not really stagnating. There are however still respondents that give these stagnations a strong or the answer some.

<table>
<thead>
<tr>
<th>nr.</th>
<th>In which degree do you currently experience the following stagnations?</th>
<th>Not</th>
<th>Some</th>
<th>Strong</th>
</tr>
</thead>
<tbody>
<tr>
<td>5</td>
<td>Complexity and timeframe of decision-making process by municipalities.</td>
<td>2</td>
<td>2</td>
<td>14</td>
</tr>
<tr>
<td>9</td>
<td>Negotiations between municipality and parties about the ground prices.</td>
<td>2</td>
<td>4</td>
<td>12</td>
</tr>
<tr>
<td>10</td>
<td>Timeframe of legal procedures development plan.</td>
<td>1</td>
<td>6</td>
<td>11</td>
</tr>
<tr>
<td>12</td>
<td>Objection procedures citizens and interest organizations.</td>
<td>1</td>
<td>6</td>
<td>11</td>
</tr>
<tr>
<td>21</td>
<td>The lack of a clear and useful vision on the redevelopment location.</td>
<td>4</td>
<td>4</td>
<td>10</td>
</tr>
<tr>
<td>16</td>
<td>Urban, architectural, and prosperity demands of the municipality.</td>
<td>2</td>
<td>10</td>
<td>6</td>
</tr>
<tr>
<td>24</td>
<td>Job-hopping of employees, with the effect of knowledge loss.</td>
<td>2</td>
<td>10</td>
<td>6</td>
</tr>
<tr>
<td>7</td>
<td>Inadequate expertise of the municipalities.</td>
<td>3</td>
<td>11</td>
<td>4</td>
</tr>
<tr>
<td>20</td>
<td>Cooperation between different principles's on one location.</td>
<td>3</td>
<td>8</td>
<td>7</td>
</tr>
<tr>
<td>18</td>
<td>Mid stage changes in plan elements by municipality of market parties.</td>
<td>4</td>
<td>8</td>
<td>6</td>
</tr>
<tr>
<td>11</td>
<td>Timeframe of legal procedures of build permits.</td>
<td>5</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td>22</td>
<td>Current buildings protected or not.</td>
<td>6</td>
<td>7</td>
<td>5</td>
</tr>
<tr>
<td>6</td>
<td>Inadequate employee capacity by the municipality.</td>
<td>7</td>
<td>9</td>
<td>1</td>
</tr>
<tr>
<td>14</td>
<td>Changes in building legalization.</td>
<td>7</td>
<td>9</td>
<td>2</td>
</tr>
<tr>
<td>19</td>
<td>Complexity of the MER procedure.</td>
<td>9</td>
<td>6</td>
<td>3</td>
</tr>
<tr>
<td>15</td>
<td>Complexity in demands building resolutions.</td>
<td>9</td>
<td>6</td>
<td>3</td>
</tr>
<tr>
<td>25</td>
<td>Contaminations in the ground or in de buildings.</td>
<td>9</td>
<td>6</td>
<td>3</td>
</tr>
<tr>
<td>13</td>
<td>Lack of suitable brownfields.</td>
<td>8</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>8</td>
<td>Inadequate expertise by market parties.</td>
<td>9</td>
<td>9</td>
<td>0</td>
</tr>
<tr>
<td>17</td>
<td>Extra demands of the municipality on sustainability.</td>
<td>12</td>
<td>6</td>
<td>0</td>
</tr>
<tr>
<td>23</td>
<td>Time frame legal procedures flora and fauna.</td>
<td>13</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

Table 4.1: Stagnations ordered

In the questionnaire was also the possibility to give 2 stagnation that were not in the list, but that the developers although were expiring. There are a few of these stagnations that are not the some as in the list and of which can be seen that it's a real stagnation.

The following stagnations are mentioned and especially for brownfield and can be subordinate to one of the stagnations that are in the questionnaire an can be a cause of one of the stagnations; Archaeological findings, the will of the municipality of to cooperate with a project (this can also be a reason that the municipality has expertise
or to less employee to start the project where for it looks like it does not want to cooperate). This stagnation is mentioned three times, the risks of making agreements in this financial hard time (this is something of risk management, who is responsible for what and what are the expectations that are made in the initiative phase). The lack of feasible project, which comes from the effect that the municipality has no focus for a project, but focuses on several projects (this can be an effect of the lack of expertise and the amount of employees by the municipality). The changes in the new WRO and how the deal with changes and the missing of article 19 in this new WRO. (This is something that is mentioned in the list under changes in the building legislation)
The renegotiations of the involved parties on the responsibilities, which is an effect of changing the plan during the projects what happens a lot in the initiative phase.

The conflicting interests of the different ground owners what can be seen as an combination of the following stagnations, “Negotiations between municipality and parties about the ground prices” and “Cooperation between different principle’s on one location.”
The lack of a social approach on brownfields, this is something that is subordinate to “Objection procedures citizens and interest organizations.”.

4.3 Conclusion qualitative data analysis
The overall definition of the initiative phase of brownfield redevelopment is not the same between the different companies. It differs in the amount of work that will take place in this phase. What will be done in this phase, some say that in this phase the feasibility has to be known and others say that that this will be done in the next phase. There is also a difference in definition if the company starts whit the initiative or if the initiative comes form the municipality, whereby the municipality already has done a part of the initiative phase. Every company however has components of the definition that are found in the desk research.

In the literature study the definition of a brownfield is: “A brownfield site is any land or premises, which has previously been used or developed, and is currently not fully in use, although it may be partially occupied or utilized. It may also be vacant derelict or contaminated. Therefore a brownfield site is not available for immediate use without intervention” (Alker S. et al, 2000), is found is there in the interviews no respondent that mentioned the contamination that in most of the literature as an aspect of brownfields is seen. Further more can be said that the definition of brownfields that is used by the respondents representative for brownfield redevelopment. Because they al say that is an area that is vacant and not longer available for immediate use.

It is hard to mention what stagnation in the initiative phase of urban brownfield redevelopment is, do al the respondents agree that stagnation is that it extended time that the initiative takes, well it could take less time. But it is a difficult to express stagnation in the initiative phase, because the time of the initiative phase is very depending on al of the aspects that are located on the brownfield. Whereby the stagnation is something that is an unknown event or a know event but unknown that it will happen, which will therefore take longer than expected.
Although all the respondents gave a definition of brownfields that is mostly correct, they do not approach brownfield development differently than urban redevelopments. Whereby you can say that when an aspect of development is different you approach it different. To say if the cause that there are a lot of stagnations in the initiative phase because of the fact that a lot of respondents do not have a different approach on urban brownfield development or urban redevelopment a bigger sample size has to be taken, because this was not in the scope of this dissertation and a to big subject to deal in a master dissertation, although it can be said that the majority of the respondents do not use a different approach and there are a lot of stagnations in brownfield redevelopment.

There can be seen in table 4.1: Stagnations ordered, that a “Complexity and timeframe of decision-making process by municipalities”, “Negotiations between municipality and parties about the ground prices.”, “Timeframe of legal procedures development plan.”, “Objection procedures citizens and interest organizations.”, and “The lack of a clear and useful vision on the redevelopment location”, are the main stagnations in the initiative phase of urban brownfield redevelopment, with the most answer “strong” and a lot answers “Some”. There can also be seen that “Urban, architectural, and prosperity demand of the municipality”, “Job-Hopping of employees, with the effect of knowledge loss”, “Inadequate expertise of the municipality”, “Inadequate expertise of the municipality”, “cooperation between different principle’s on one location”, “Timeframe of legal procedures of build permits”, “Mid stage changes in plan elements by municipality of market parties”, and “Timeframe of legal procedures of build permits” are also seen as stagnating factors. By this category are the respondents not as uniform as by the first 5 stagnations. By the rest of the stagnations is much more sprawl in the answers, whereby it is difficult to say if these are main stagnations, or project bounded stagnations, however a lot of respondents gave there opinion on these stagnations so it can be said that they are stagnating. Every year investigates the TU/Delft the stagnations in urban redevelopment with a stagnation monitor. Form these results and form the results form this research can be seen that there are some differences in brownfield development and urban redevelopment. These differences can be seen in that question 9 “Negotiations between municipalities and parties about the ground prices” is a more stagnating factor than in urban redevelopment. That question 24 “Job-hopping of employees, with the effect of knowledge’s loss” is a factor that is not mentioned by urban redevelopment. Question 20 “Cooperation between different principles on one location” is more stagnating than by redevelopment projects, and question 21 “The lack of a clear and useful vision on the redevelopment locations” is not mentioned in the study of the TU/Delft but even in my exploring interviews is mentioned that this is a major stagnation. The problem with the lack of clear and useful vision is that it has effect on a lot of stagnations, for instance the “Timeframe of legal procedures development plan”, without a clear and useful vision there can’t be a useful development plan, because these are based on the vision. So to see this problem the awareness of the importance of a clear and useful vision has to be created. A lot of the stagnations like can be undo with good management and the right process model.
5 ANALYSING THE RESULTS

F. Asselberg said in the publication “oude gebouwen, nieuwe functies” of the VROM, I see the last 6 to 7 years more and more project where there is a professional, relaxed, and judicious way to deal with culture in the redeveloping. But there is almost always a difficult start with; the search for the right ambition, and program and direction for the project. In case when these difficulties are overcome, interesting developments are possible. The Main problems of stagnation are normally involve by the complexity of the project, time span of the decision making process. But also on the amount of legislations on urban development, prosperity, and architectural of the local municipality and of their capacity and expertise. During a telephone conversation with a professor is said that the problem of these projects are the complexity and the factors that are involved. Process management is not something you can put in a diagram or a model. The process of redevelopment is a process of feeling what and when a step has to be made.

5.1 Assumptions

In order to come to a good end result there have to be made some assumptions, these are:

- The process of redeveloping a brownfield can be modelled
- Brownfields are polluted
- The initiative is risen by the project developer
- There is a difference in the process of urban redevelopment and brownfield redevelopment

5.2 Stagnation

The definition of stagnation in this subject is the stagnation in the redeveloping of brownfields in the initiative phase, is that the process towards the next phase in the redevelopment will start later than the theoretical time span. Whereby the theoretical time span is set on 2 years, which is assumed to be the most feasible, and the minimal necessary time to come from the initiative phase towards the feasibility phase.

5.2.1 Main stagnations

In the conclusion of the literature study is a list of the most common stagnation (see chapter 4.3: Conclusion), of which are the most mentioned in the literature. These stagnations are being tested during the interviews if they are “not” stagnating or “some” stagnating or a “strong” stagnating factor. By doing these interviews of the stagnations that are found in the literature study can be said that these are problems that are real in practise. The list of stagnations that is being tested during the interview can be seen in table 4.1: Stagnations ordered.

5.2.1.1 Bottleneck analysis

The stagnations that are found in the literature study and from the interviews can be analysed as bottlenecks. Almost every stagnation has a cause and so almost every stagnation has an effect. The meaning effect in this case will be the effect that another stagnation will occur. There is however a double effect for the stagnations and that is that every stagnation has an effect, which is that it stagnates the process of brownfield redevelopment.
redevelopment. These stagnations have been analyzed and there has been a pre-selection what will be the basis for the bottleneck analysis. This analysis is been done on by the interviews the stagnations whereby the respondents gave the most answer on “Strong” and on “Some”. From these answers are the highest 10 stagnations chosen. This is done to keep the bottleneck analysis possible. The stagnations are analysed with the Porras-method, with this method are the relations between problems within a problem organist. This method is suitable for subjects of which the context is difficult and is difficult to say where the problem arises. It gives the possibility to identify the core problem(s) that are the basis of bigger problem. With this method the researcher defines the problem(s) into main and sub problems. So it can be used to search for the problem that has to be overcome to improve the quality. The porras-method is used on this problem, because stagnations in the initiative phase of urban brownfield redevelopment is a complex and difficult to understand problem. With the result of the bottleneck analysis will be a stream analysis made for diagnosing the founded bottlenecks. It is important that by conducting the porras-method on the stagnations problems in the initiative phase of brownfield redevelopment, the specifications of the initiative phase will kept in mind. An example on how the porras-method works is that “The lack of a clear and useful vision on the redevelopment location” causes “Mid stage changes in plan elements by municipality or market parties”. This is because without a clear and useful vision there is not yet a good guideline to work with, which can have as consequence that during the development process changes will occur because of that the idea thus not fit reality.

<table>
<thead>
<tr>
<th>STAGNATIONS</th>
<th>Cause</th>
</tr>
</thead>
<tbody>
<tr>
<td>5. Complexity and timeframe of decision-making process by municipalitie</td>
<td>5</td>
</tr>
<tr>
<td>9. Negotiations between municipality and parties about the ground prices</td>
<td>9</td>
</tr>
<tr>
<td>10. Timeframe of legal procedures development plan.</td>
<td>10</td>
</tr>
<tr>
<td>12. Objection procedures citizens and interest organizations.</td>
<td>12</td>
</tr>
<tr>
<td>21. The lack of a clear and useful vision on the redevelopment location.</td>
<td>21</td>
</tr>
<tr>
<td>16. Urban, architectural, and prosperity demands of the municipality.</td>
<td>16</td>
</tr>
<tr>
<td>24. Job-hopping of employees, with the effect of knowledge loss.</td>
<td>24</td>
</tr>
<tr>
<td>7. Inadequate expertise of the municipalitites.</td>
<td>7</td>
</tr>
<tr>
<td>20. Cooperation between different principles’s on one location.</td>
<td>20</td>
</tr>
<tr>
<td>18. Mid stage changes in plan elements by municipality or market parties.</td>
<td>18</td>
</tr>
</tbody>
</table>

Table 5.1: Porras cause and effect table

In table 5.1: Porras cause and effect table are the relations given between the 10 main stagnations. For a good overview of what the outcome of the analysis, which is to say what the main causes are and what the effect(s) of this problem is, see figure 5.1: Porras stream line.
In the porras streamline can be seen that stagnation 24, "Job hopping of employees, with the effect of knowledge's loss" is the main stagnating factor for brownfield redevelopment. This can be explained by the fact that when employees switch form job the project on which they were working have to be taken over by some one new and this person will in most of the cases not have the knowledge of the project as the leaving employee what causes time stagnation. The first problem below stagnation 24 is stagnation 7 "Inadequate expertise of the municipalities" what can be explained by that when employees changes of job the knowledge is going away and new employee’s has to be attracted, in case of the municipality is this difficult because of the image of working by the municipality and the difference in salary of working by the municipality and working for developer. An effect of stagnation 7 is stagnation 21 "The lack of a clear and useful vision on the redevelopment location", the creation of an clear and useful vision is very difficult and needs a lot of knowledge about making visions and what the main coal will be for a location. The vision is such important because plans are made on basis of the vision, when a vision is not clear mistake will be made, with al the consequences that this will take. When it is known that a vision is unclear it has to be specified with the effect that some parts of the initiative have to be redefined. By an unclear vision is it also possible that, the developers have another opinion on how the visualise the vision in to practise. A cause of that there is know good vision on the location is that the area is in disuse and no longer suitable for the function where they where design for. To redevelop the area the first thing that has to be adjusted is the vision.

An effect of stagnation 7 en 21 is stagnation 5 "Complexity and timeframe of decision-making process by municipalities" this is an effect of an unclear vision, because when it is known what to do with a certain brownfield the timeframe will be much shorter, because it can function as an sort of guideline.
There is one connection between stagnation 18 and 12 “Mid stage changes in plan elements by municipality or market parties” and “Objection procedures citizens and interest organizations” which can be seen an loop, when there are changes in the plan, objection of actors can occur because that there was first positive of an aspect in the plan that is then gone or the objection of actors will lead to changes in the plan. This loop is however not of importance in the initiative phase, because in the initiative phase is there not yet an definitive design which has to be changed by objections.

5.2.2 The power of stagnations

To get an idea of what important stagnations are in terms of the amount of stagnation that the stagnation will create, this means what extra time, will the stagnation cost when it occurs. And to get an idea of what the power of the stagnation is, which means that when stagnation occurs what political power it may have. For instance “The lack of a clear and useful vision on the redevelopment location” creates a lot of stagnation but is has no high political power. But the power of “mid stage changes in plan elements by municipality or market parties” is high because these changes are made by a political reason as well by municipality as by market parties, whereby it can be internal or external political policy. For this analysis are the 10 main stagnations used, which are also used in the Porras-method, see table 5.1: Porras cause and effect table, and in the left lower quadrant of the figure below are the stagnations also given.

5.3 Conclusion:

The conclusion is made on brownfield redevelopment wide basis, which means that the experiences of the participants are not on based of one project but on several. This has the effect that the variances that are normal between projects are eliminated. In the porras streamline figure (Figure 5.1) is “Job-hopping of employees, with the effect of knowledge’s loss” the main stagnating factor for brownfield redevelopment. However the respondents gave as the main stagnation the “Complexity and timeframe of decision-making process by municipalities” the difference of this can be seen that
complexity is being created by or a cause of job-hopping, well the effect of job-hopping only can be seen in the complexity of the decision making process. Stagnation 7 "Inadequate expertise of the municipalities" is an to generalization stagnation, there can't be said that all the employees that are working by the municipalities are inadequate, there can be said that they have less knowledge than the developers have, what is obvious because developers are assigning for these project because they have the knowledge to deal with the problems that will arise, and the municipalities have the problem.

The lack of vision, by as well project developers as the government (local municipality, and national government) are aware and are becoming aware of the need of a vision for a project. This awareness is only there were projects are seen in the bigger picture, which means that the awareness is there were the projects are making the city instead of that the city will make the projects. Unclear vision, even when there is a vision, the vision itself can be stagnating factor. The vision that will be used for the project has to be the vision that fits in the bigger picture. A good vision is build from top to bottom, the top is of the overall vision of the Netherlands, what to do or how to build the city/urban area. The next step down to the bottom is the vision of the province, how does each city of the province fits into the national vision. From there it will go downwards form city, to urban district, street, and eventually to building. If these steps are not followed precisely a vision will not correspondent with the vision above what will result wrong implementations. An unclear vision will lead to question of the citizens why the project will have a certain design with the functionalities while these are subject that are not in the vision or are in conflict with the higher order vision. Citizen participation, the problem is that it is most of the time unsuccessful and very time consuming. It is still unclear for the citizens what will happen with there opinion about the project and there will be done with there commends. It is surprising that a lot of plans will not start when there the citizens put a lot of time and effort in the plans and there ideas, which leads to a drop a support and a lost of confidence in the government.

The Porras-method in combination with the power-stagnating figure, gives the overview that the stagnations with the most power and most stagnating influence are effects of the stagnation with a high stagnating influence but with a low power. The stagnations with a high power are not stagnations that can be easily solved. Most of these are problems have a relation with legislations, and most of these problems are long known and have to be solved by the politics. These stagnations are known because they are mostly the same in urban redevelopment.

For the further process of this dissertation will "The lack of a clear and useful vision on the redevelopment location" used as problem because this is a problem that is effecting the project developer as well as the municipality, which are the key players that are being used as respondents. This problem is also not a legislation problem, which can only be solved by the government and is also a project process problem and not an internal problem of project developer or municipality.
6 DESIGN SPECIFICATIONS

From the research question "What can be distinguished as the main causes of stagnation in the initiative phase of urban brownfield redeveloping, considering an urban district with mixed functions, regarding real estate features, and opportunities and threats for developers?", is found by the use of interviews that "The lack of a clear and useful vision on the redevelopment location" is the stagnation that is one of the main stagnations, but it is the stagnation with the most effect. This makes of overcoming this problem a lot of stagnations will be less or they will disappear.

So in this chapter are the design specifications worked out, that have to answer the research question. In this paragraph will first be the design methodology explained what would lead to the design question with its sub questions. Then to come to an end product the design restrictions are conducted and the exploration of the design question. This all lead to design specifications.

6.1.1 Design methodology

For this research is chosen for a basis structure of a design. First will be the design question conducted and the design restrictions. After conducting this the exploration of the sub questions will be done, whereby the sub questions will be translated into concrete design specifications that fit in the design restrictions. From these specifications several results will come forward and of these the best will be worked out. The outcome of this process of diverging, converging and consolidation, will be validated by an expert panel that is created by the interviews (Gassel, F.J.M. van, 2008).

6.1.2 Design question

For is part of the dissertation is the following question conducted, "What is the best strategy/method for a project developer to avoid the main stagnation in the initiative phase of urban brownfield redevelopment, considering an urban district with mixed functions, regarding real estate features, and opportunities and threats for developers?".

What process design (methodology), will help to overcome the problem that is the come out form the research? This problem is stagnation that is effected by the lack of useful and clear vision for the brownfield redevelopment location.

6.1.2.1 Sub questions

- Which method will provide a solid vision and mission?
- What method will not only provide a solid vision and mission but will also create support for the redevelopment?
- How can all the parties/actors be involved in the vision design process?
- How can this method help to overcome stagnations in the initiative phase?

6.1.3 Design restrictions

The design has to be appropriate for the standard questions you will have to ask yourself; what needs to be happened, on which moment thus this need to happen, how does it has to happen, and why does it need to happen on the given moment and on that way.
Beside the standard questions on which the model have to answer, has the model also have to fulfil an certain kind of logic, which can be called the logic of a track notebook (spoorboekje); which route have to been followed, for which project is this model meant for, which parties have to be attracted. Beside this in combination with a list of checkpoints by every step in the model, have the model presented. The model will not be on subjects that are not in the scope of the research, so will it be for the initiative phase and developed for urban brownfield redevelopment. The scope of the research was for the project developers and the local municipalities. The model have to be developed for the relation between project developer and the municipality and the relation between the other actors (users, and investors), to overcome the problems of the main stagnation(s) in urban brownfield redevelopment.

6.1.4 List of requirements
From the analysed conclusion of the literature study and of the case research, are the following came the following demands on the model design:

6.1.4.1 Requirements on brownfield redevelopment projects
Create a model that will take into account the current buildings and its users, whereby the history of the area have to be captured and sustainability have to a main principle, and that this model will help the process to avoid or overcome stagnations that will occur when there is the lake of an clear and useful vision on the redevelopment area.

6.1.4.2 Common requirements
- Select the participants that have to be involved to help to create the vision
- Create awareness by the participants to participate in the creation process
- Make the participants aware of the term sustainability in urban development
- Create awareness between the participants about the positions the other is in with the terms of sustainability
- Make the participants aware of there dreams and led them speak what their dreams are
- Led the participants think about the mission that is connected with the vision
- All important steps have to be evaluated
- Open and closed steps have to be accepted and understand
- The vision creation leader have to be accepted by al the participants of the process

6.2 The Initiative
Whether to start the initiative of redeveloping the brownfield or not, is influenced by factors on several levels process as on site related factors that are common for development. These factors do not differ much from a Greenfield development or a brownfield development. Factors that are of influence when taking the decision to start with the redevelopment of a project, the initiative, are (Nijkamp et al, 2002);
- Size area,
- Construction suitability,
- Time availability, Availability of infrastructure connections,
- Connections to local road traffic network,
- Connection to the public transport network,
- Ground ownership (multiple or in one hand),
- Contamination.

However to deal with these kind of uncertainties/risks a live line has to be adopted. This live line is in redevelopment project a must especially in brownfield redevelopment projects. Whereby the history of the area have to captured.

6.3 Creating a vision

What is a vision? According to the dictionary is a vision a way looking, examining or valuing. A vision can be seen as the picture of the expectation/dream of which you have of the future (Guiver-Freeman, 2004). When discussing the vision the mission will also be discussed, because these two terms are connected, whereby the vision of a brownfield can be seen as new developed area within the city. According to Guiver-Freeman is the mission a subtraction of the vision. On which the mission will be more concrete on what the goals will be for the area.

6.4 A cooperate vision

A vision is based on the values that valid within the organisation or business, for urban development is the basis of vision on the values of the ruling political party. These values are the basis of the organisation/political party and find their beginning in their history, whereby management defines these values.

A vision is a dream that is realistic. For citizens to become motivated/supporting the vision, thus the citizens have to have the idea that there meaning count and that their ideas can fit in the vision and that their help help's to fulfil this dream. The vision is created for the position a city wants to be within a certain time frame. It is good that the goal that is created with the vision is ambitious, but to ambitious can create that the citizens and the government do not believe in the vision what can result that the support and the willing to realise the vision becomes zero. So a vision has to be realistic whereby the context of the vision has to be correct with it's surrounding.

6.5 The importance of a vision

Organisations that work with a realistic and clear vision do have a clear view on what they their goals are and how to achieve this. Because of this they can easier and faster deal with expectations and by this they create successful new chances (Guiver and Freeman, 2004). This is also the conclusion form the interviews that with a clear vision projects can easily, be started and designed.

The municipality of Rotterdam has conducted a vision for the upcoming 25 years. They have developed this vision to fasten the developments and to make the competitive position Rotterdam stronger (Rotterdam has one of the biggest harbours of the world). With their vision they hope to become more attractive for their citizens, for companies to settle there, and for visitors (www.rotterdam.nl). So where in the past the development of a city could be done with out a long term vision, now a days a vision is indispensable if a city wants to be competitive on global level. To survive in this fast chancing environment is strategic management with a vision a must. Because of a clear vision, the risks of the constant changes that will be made in cities in context of
the changing environment can be lead and directed. A clear vision is very important to
attract business and new citizens because then they no how a city lives its values.
So a vision creates a social association, with the effect of cooperate responsibility.

6.6 The creation of a vision

According to Coppenhagen a vision can created in two ways: an open, and closed
process. The most common one is the closed process, however this can lead to a lot of
misunderstandings. In this situation are vision and mission defined by the politics, with
or with out external leading. After de creation of the vision will the development plan
of the municipality be changed with the new areas that have to be redeveloped or that
have to be upgraded. When the development plan is upgraded to the new vision and
mission plan, there will be a presentation of the ideas. This presentation is very
important or even crucial for the vision. Because this presentation will decide how the
vision will be broad to people that were not there with the presentation and here is
most of the time the miscommunication. Because there is a major difference between
of what the context in contents is and what the target group/citizens hear. The citizens
expect a lot of changes that will occur and the changes will be for them personally.
However the municipality thus not have translated the vision into a real action plan. So
by making the situation clearer, the situation will be unclear. This unclear situation
causes a negative feeling by the citizens and which will lead to negative support and
even resistance for the vision. So the process towards the creation of the vision is very
important. It is the art to conscious shift between an open and a closed creation
process, whereby respect, attention, and interest for the citizens are the leading
principle (Coppenhagen, 2002).

Coppenhagen supposed that an open process design needs more precision and
courage of the municipality or the developer. The precision is to involve as much as
possible citizens and the courage to give away the short-term process for a long-term
process. By involving, as much as possible citizens a high supported vision will be
created, which has the potential that the vision will be broad into practice. There are
numinous ways of letting the citizens involve in the creation process, the type of
involvement however thus not matter only the intention is important (Coppenhagen
2002).

By the creation of a vision, do al the actors have to work together. When working top-
bottom the government and municipalities, developers and housing association,
investors, and users will have to work together, the difficulty is the translation
between this process and the process between the municipality and its citizens.
7 RESULT

In this chapter the result of the research is been design in a useful flowchart. With this flowchart is an explanation of all the steps that have to taken to come to useful vision and mission. There is for every step in the flowchart a checklist conducted to keep the process valid with its previous steps.

7.1 Explanation process design

7.1.1 Bookmark

First of all is the process design restricted for the initiative phase, for which initiative the model is, after which the process participants will be explained, with the actors that has to be involved. After this “wyberen” (Dutch word) and the legend in the right upper corner of the process model explained (see figure 7.2: Vision creation model).

In the following paragraph will the process model explained. With first the explanation of the process steps, and after that the steps will have to be follow as given in figure 7.2: Vision creation model. With the goal to come to a cooperate vision and mission that have wildly based support by the participants and so also by the actors. Whereby the checklist that is in the explanation of the process steps, is to avoid the errors and mistakes that can occur in the use of the model.

In the paragraph 7.2: Recommendations, are the recommendations given which are supporting the process model and the checklist. These recommendations are for there for the further process phases of redeveloping and on which aspects there has to be done a further investigation to avoid stagnations in the following steps of brownfield redevelopment.

7.1.2 Initiative (project) type

The type of project for which the model is design is a brownfield. Specific brownfield characteristics on which the initiative have to be tested, to see if they are correct and if the chosen projects are really brownfields or do these fit in other urban redevelopments. The following characteristics are seen as specific for brownfields;

- Multiple ownership,
- Contamination,
- Ground use is in idle,
- Phased redevelopment,
- Long process time,
- Bad image.

7.1.3 Process participants

Redeveloping is a very complex process with a lot of different actors with various roles, tasks and responsibilities in the development. These actors do all have relationships with the other actors. In the figure below (Figure 7.1: Main actors in urban development) are the four main actors that are involved in an urban development process (for explanation of the actors see chapter 3.3: Actors in urban brownfield redevelopment).
7.1.4 "Wyberen"

The process of creating a vision and mission is characterised by producing new ideas and insights. These characteristics will or can lead that the actors/participants of the process will maintain or reinforce the opinion positively on the project or initiative. Three steps characterize this process: Diverge, Converge and Consolidate (See Figure 7.2: “Wyber”). First there is the need of space to open and broaden the perspective (Diverge). Analysing and communicating on possibility and thoughts about the process steps will do this. This will lead to the filling up the caps in the ideas about something (Converge). About these steps that are taken will be an opinion adapted on what to do and where to get. To come to a common idea and opinion on where to get and how to get there, have to be negotiated and concession has to be made. This eventually has to been captured on paper (Consolidate). This process is called in Dutch “wyberen”. In the process model is a “wyber” placed at the right side of the flowchart when this is applicable (Bekkering T, et al, 2001).

7.1.5 Explanation legend

In the process model are different clinical form types of tables illustrated to identify the different process steps. There are three different types of tables: a parallelogram, a rectangle, and a trapezium. The parallelogram is green and represents a process action, this means that where a green parallelogram is an action will take place. These are the actions that are explained in the steps in chapter 7.1.7: Flowchart. The Orange rectangle is representing a process input, which means that this is an outcome from the parallelogram and will be an input for the eventually outcome. The marine blue trapezium is representing a process outcome this is the outcome of the process action of the step. There are also two grey trapeziums and parallelograms that are representing a step, these are steps in the process model that are closed steps, which means that there is no cooperation of the participants. In these steps will the process outcome from the previously table reorder and put in words that will be useful for the initiative.
7.1.6 Vision process start

The process begins by an initiator, which is the person who has an idea for an initiative, in this case, the redevelopment of a brownfield. The first need for an initiative is support within the organisation. In the begin of the initiative will the process be a closed version, there is often the lack of time and capacity to make the whole process open, however brownfield redevelopments are long term process what makes the time for vision creation relatively short. It is important that for the creation to give some time. It is important to be clear and open when the process is open and when it is closed.

After the initiative start is it important to get the mandate and to structure the redevelopment process in headlines. To do this a vision is needed to use as a guideline. When there is not a good or useful vision there has to be one created. This can be done with the model that is represented in chapter 7.1.7 but before stating with this process model a vision creation leader has to be appointed. This has to be a reliable and neutral party. This leader has the important task to select participations, this because the amounts of people do not have to be too large, because of the effectiveness. Therefore is it ideal to make participation groups of around 20 persons, who will cooperate in workshops. It is important that during these workshops people do have responsibilities and are represented for larger groups, such as citizen’s spokesman (Coppenhagen, 2002).

7.1.7 Flowchart

In this paragraph is a flowchart been put out that will have to been followed to create a successful vision see figure 7.8 and the figures 7.3 until 7.7 for the separate steps. This flowchart is set up from the process manager’s perspective. For this flowchart is being used the book of R. Coppenhagen “Creatieregie” and the book “Visie ontwikkeling of M. Guiver-freeman”, and the “Format Business Plan 2007” whit the interpretation towards brownfield redevelopment. The flowchart is a process design that is focussing on a group of people that are selected form the actors concerning the redevelopment to come to a vision for the brownfield redevelopment. As mentioned in paragraph 3.3 are their four different actor groups involved. It is important that not one group of actors is more representative than the other in the vision creation process and that from the users group not one type of user is involved but several type of groups with a different back ground. The creation of a vision can be done in several ways, in the case of a brownfield is chosen for a mostly open process because this creates the most support and with the use of this flowchart can a workshop be done to come to a useful vision. There are however 2 step that are closed, these steps are closed because to make the process workable and make the outcome of the process useful. It is important that an independent advise office or vision creation leader has to be attracted. The vision creation leader have to be accepted by al the participants of the process.

Important to know is that the creation of a vision and mission is not easy. By doing so there will be conflicts between the participations groups it self and with the participators. They have to generate creativity and energy form the other participators and from the participators itself. By doing this the words in which the vision and mission are done, the formulating, are very important because the participators do
have to find their meaning and essence in the vision and mission. This will be done by viewing back to the previously steps, which will be explained in the steps below.

7.1.7.1 Step 1: The inventory of trends and developments
The first step is to make an inventory on the common environmental trends (See Figure 7.3: Step 1). The goal of this step is to put down on paper the perceptions of the participations. It is in this step not necessary if it is reality based, because social and environmental trends are very abstract and can be misinterpreted by non-specialist and even by specialist. During the flowchart every step that will be made will be less abstract and so it will be more and more concrete during the steps.

7.1.7.1.1 Step 1.1 Select the participations
The first part of step 1 is to select the participants. There are 4 groups of actors in urban brownfield redevelopment and so will there be 4 group of participants selected for the vision creation process. These four groups are Investors, Municipality, Users, and Project developers. Depending on who has started the initiative for the redevelopment of the brownfield will it be clear of who will cooperate in the process. From the investors have to be selected the most obvious and willing parties that wants to be involved in the redevelopment initiative. By involving the investors more trust can be created for the initiative because they understand the idea better. From the municipality have to be attracted the policy makers and the policy performer. The users participants are a very important group because this group is being a group that will and can stagnate the initiative with objection procedures and interest groups. From the users group the most important key player players have to be selected, these key figures have to hold contact with the other users, these key players can be seen as an baffle group (klankbordgroep). From the project the developer the design department and the most important key players with the company have to be attracted.

Checklist:
- Is the chosen baffle group (klankbordgroep) representative for all the users?
- Are the key players in the baffle group?
- Is it clear for the participants what the meaning is of the process?
- Are the other participants representatives for their company?

7.1.7.1.2 Step 1.2 Pre-brainstorm
In this step it is important for the user group to do a pre-brainstorm for the brainstorm between the other actors (on what the brainstorm is about see step 1.2). This has to be done because the baffle group is representative for larger groups, but these groups have to give their opinion for the brainstorm true the key persons. So the key persons need to know what there adherent say.

Checklist:
- Is the pre-brainstorm session done in all the different groups, from which the key players are representative?
- Was it clear what the outcome needed to be?

7.1.7.1.3 Step 1.3 Brainstorm
In this brainstorm it is important that every participant will do it on its own, without the interference of the other participants. The brainstorm session will be on trends of the city. Whereby the trends have to be clustered and organists in categories of sustainability, which are: social, economical, political, and environmental activities. This step will be the basis of the final vision for the location. When there is already a city or area vision, this vision has to be taken along in the process, because this is a trend within the political category.

Checklist:
- Is the brainstorm session done between the different actors?
- Was it clear what the outcome needed to be?
- Did the different actor groups have the same influence?
- Did every actor group listen to the other?
- Is it clear how the categories are made?
- Are the basic rules taken into account?
  - Is everybody known with the usefulness of his or her cooperation?
  - Are the participants listing to each other?
  - Are all the participants on the same level of importance?

7.1.7.2 Step 2: Swot on the trends
This step is to make an inventory on the changes and threats of the brownfield redevelopment (See Figure 7.4: Step 2). In the broad category trends, from step 1.3 are there developments that can have changes and threats for the redevelopment. These threats are on the cooperation between the different actors, which are mentioned earlier. The goal of this step is to find the corresponding and conflicting threats. This is to understand for the different parties in what situation the others are (Financially, economical, the amount of resources). When the changes and threats are know these points create a common picture of what is known of each other and what is possible.
This picture is the basis on which can come back when there are problems later on in the process. So this step is all about making a SWOT of the different positions that the actors are in and to find out what the corresponding and conflicting threats and changes are.

Checklist:
- Are the threats real threats?
- Are the changes real changes?
- Is there a common understanding of the threats and changes by the other participants?
- Thus the participants see what corresponding and conflicting threats and changes are?

7.1.7.3 Step 3: Analysing the context.
In this step the context of the brownfield has to be organised (See Figure 7.5: Step 3). This first has to be done for every actor on its own, and then with the total participation group. What was the position of the brownfield (history of the area with the different perspectives of the actors) where, and what is the position know of the brownfield within the city. To help the process there can be thought of the following questions:

- What is the function of the brownfield now?
- What makes the position of this area different in relation to other areas (this is very location bounded)?
- What are the core values of the area?
- Who is there active in the area?
- What is the history of the area, and how can this be captured?
- What are the connections to the area?
- What are the problems of the area?
- Who is interested in the area?
What can be the function of the new developed area? (Business, living, leisure, etc)?

From these answers will become clear what the important elements of the brownfields is and which of these elements are too important to disappear. In combination with the city vision can be decided which elements of the area will have to disappear or that have to be adapted.

Figure 7.5: Step 3

7.1.7.4 Step 4: Create the vision and mission.

This step is most important step of the process (See Figure 7.6: Step 4). The creation of a vision is tool in the redevelopment of brownfields, to speed up the process. Within this step are two sub-steps.

Figure 7.6: Step 4

7.1.7.4.1 Step 4.1: Stipulate the dream.
Where does the brownfield want to be in XX years? A vision provides the most obvious future picture of the brownfield. It has to be inspiring, create involvement, and connection. To come to the vision the following questions can help to develop the vision:

- Which position does the participants wants to give to the brownfield within the city? How thus the developed area fit into the city? How thus they want to influence the surrounding areas?
- What do the participants see as the target group of the area?
- Which function does the participants see that the area will get?
- What does the participants want as the core value of the area?
- Which historical accents are important?
- What will be the direct influence on the surrounding area?
- Which impression will the area get (city branding)?
- What defines a good area?

Checklist:
- Are al the participants stimulated to give his or her dream on the initiative?
- Thus al the participants agree with the list of common dreams?
- Are al the dreams on the same abstraction level?
- Do the participants agree on in which category the dreams are?
- Are the dreams not conflicting with the outcome of step 1.3 and step 2? And if they do are al the participants agree with this?

7.1.7.4.2 Step 4.2: Translation of the dreams to the vision (Closed step)
This step is a closed step, which means that the participants do not cooperate in the translation of the dreams into the vision. This is to keep the process in control. When conducting the vision there has to be kept in mind what the target group of the vision is and what the market region is (this describes the challenge), which will be the target group and what will eventually be the basis for the services that will intend to be offered. So the should therefore be described very concisely (in a few lines) what needs are addressing with the brownfield, and at the same time the issues that definitely have to be taken into account. In brief: the vision will predict the development of the demand in the longer term, on the basis of the trends. But it has to be short and to the point!

Checklist:
- Do al the participants agree with the translation of the dreams?
- Is the vision not conflicting with previously stepped trough steps?
- Is the vision understandable? For the participants or for non-participants?
- Thus is capture the most important dreams?
- Is the vision not the ambitious?
- Is the vision realistic?
- Is the vision not short period based?
7.1.7.5 Step 5: Translating the vision into the mission

In the following two steps the dreams have to be translated into a mission (See Figure 7.7: Step 5). This mission will be the guideline on which will be worked to make the vision real.

Figure 7.7: Step 5

7.1.7.5.1 Step 5.1: How to realise the dream.

Now the vision is made, and it is known what the long-term focus will be, is it necessary to translate the long-term vision into a short-term vision, which is the mission. By doing so the mission has to be adopted on the vision, and have to be inspiring, challenging, but is has to be realistic, honest, plausible, ambitious, and regularity adopted and if necessary regularly defined. The mission statement has to make sense and give meaning to the activities of the redevelopment of the brownfield, which gives the concept development the focus on which decisions there has to be made. By doing so the participators have to ask there self what are there live of values (in Dutch: Normen en Waarden) are.

Checklist:
- Do all the statements have the same abstraction level?
- Do the statements have the same abstraction level as the dreams?

7.1.7.5.2 Step 5.2: Translating the mission statements into the mission (closed step)

This step is a closed step, which means that the participants do not cooperate in the translation of the mission statements into the mission. This is for the same reason as in the step by translating the vision to keep the process in control. The mission is the area in which the vision is put into practice, in other words it describes, once again briefly and convincingly, exactly how there will be intended to
meet the needs and requirements of the target group as which is taken in the vision above and also again, the mission is short and to the point!

Checklist:
- Do the vision and the mission have the same abstraction level?
- Is the mission realistic, honest, plausible, and ambitious?
- Is the mission realistic, honest, plausible, and ambitious in contrast with the vision?
- Do all the participants agree with the translation of the statements?
- Is the mission not conflicting with previously stepped through steps?
- Is the mission understandable? For the participants or for non-participants?
- Thus is capture the most important statements?
8 Recommendation

Beside the process model and the checklist are the other recommendations that have to be done. These recommendations are based on the literature study and the analysed data, form the interviews.

After that the vision creation process is done the project developer will continue the process towards the eventually design and construction. After compelling this vision creation process there will be a certain kind of support created by the participants. To make the project financial feasible the investors support is very important or even life treating for the project if there is no support. The support of municipality is very important because of the al legislation and permits that have to be requested, also the political support is very important for the go-no-go decisions. The support of the municipality depends also on the support of the users, when there is no support of the users there will likely be any support of the municipality. So the support of the users is very important. With the creation of the vision with attracting the users there will be support because of the engagement. The support of the user is very important because in the outcome of interviews can be read that the stagnation "objection procedures citizens and interest organizations" is very high and it occurs by many companies.

To keep the support of the participants (investors, municipality, and users) a certain kind of involvement has to be created. Further research on what the best method to do this has to be done, because this is out side the scope of this dissertation.

So after the vision and mission are now finished, and all the participants do agree with the outcome (what is very important to create support). Now will the process go one with actions that has to be taken to make the redevelopment fit with the vision. To do this there several models and systems that can be used and that will come to the right solution. From the vision and mission can an action list conducted on how the plan will and can be developed. There will be started with a concept plan and ended with a final design. During this process the plan has to be constantly checked with the steps of the flowchart if these design idea and actions are not conflicting, whereby the vision will be the guideline.

8.1 Research recommendations

In this chapter are the recommendations given on which the subject has to have further exploration and on recommendations on the research process.

8.1.1 Common recommendations

In the list below are recommendations given on which a research can go easier:

- Take time for your research proposal and finish first your proposal and then start your research.
- Take time for your research.
- Make a good time schedule and keep your self to your schedule.
- Take time to create a good and solid interview/enquiry
- Have some focus interviews to see what the real problems are in practise.
- Be consistent and persistent with the interviewing participants.
8.1.2 Research recommendations

In the list below are recommendations given, on which further research has to be done:

- Research has to be done on the steps that have to be taken after the flowchart.
- A certain kind of research has to be done on one part of the creation of support such as, communication, participation, trust, and the perfect composition of the participants group.
9 EVALUATION AND RECOMMENDATION

In this chapter are the theoretical and the practical outcome of the research evaluated, and the improvement points of the research.

9.1 Theoretical outcome

9.1.1 Problem and goal of the research
There are stagnations in the initiative phase of brownfield redevelopments and these stagnations make that the start-up of redevelopment of brownfields are slow and time consuming. The goal was to find out the main stagnations that create the time extension of the initiative phase of the redevelopment of brownfields and to find out if these are different stagnations then in normal urban redevelopments, and to give for the main stagnation that can be overcome an advice/recommendation.

The main stagnations that are creating the time extension in urban brownfield redevelopment are found in this by using theoretical and practical information. There can also be seen in the outcome that the stagnations are slightly different in urban redevelopment as in brownfield redevelopment. To say that the outcome is significant there have to be a larger sample size. However there can be assumed that there is a difference, only not how big this difference is. When the flowchart of this dissertation will be used, the stagnations that are created by the main stagnation, which means with the most effects then this stagnation will be overcome or less. With the use of this flowchart the positive site effects of creating support by all the actor groups can even speedup the process, this effect however has to be tested. The problems of the stagnations of slowing down the process, with the effect of time extension of the process will not longer be that vehement.

9.1.2 Result expectation
The result expectation of this dissertation was, a recommendation for a the main stagnation for two actors (namely; The project developer, And municipalities) in the initiative phase of urban brownfield redevelopment, in the form of a model that will be helpful to avoid or overcome the main stagnation that can occur in the initiative phase. When considering chapter 7 there can be seen and said that for this expectation is satisfied.

9.2 Practical outcome
In the evaluation of the practical outcome will the end result of this dissertation be validated and reflected on value for practical use.

9.2.1 Validation
The purpose of the validation is to check if in practice the outcome is valid and useful. The validation is done by asking an expert panel, which is composed form the interview participants, the following questions:
- Is the solution accepted in the given situation?
- Is the solution well founded and is this clear?
- Is the generalisation acceptable?
- Is the solution reliable, logical, professional created?
- Is the process towards the solution open and transparent, to verify it?
- Are there bottlenecks seen or accepted if this method will be used?
- Which concrete improvement points do you see or recommend?

(Nijhuis, S. 2007)

From the validation answers is clear that the purpose of the solution is clear for the problem in urban brownfield redevelopment. The solution is conceptual substantial founded as well theoretical as practical useful. The difficulty is the readability of the models, which they look very theoretical, but with the use of the text is it very useful information. The creation of a vision is according to some participants of the expert panel more a process of time, in which the dreams will rise, then a cooperate brainstorm.

The solution is clear and is enough explained to make the generalisation acceptable. What makes the outcome reliable, the solution is useful but it can be done on several ways, so can a vision be created on more ways then on with this method, this method however is especially created for brownfield redevelopment but it can be used in more situation than brownfields. The solution is useful and adequate because the VROM is already using teams to boost this kind of projects that are recognising this problem and are active on this subject.

The result is being valuated as professional with especially important items as, the will and consistence and cooperates focus of a vision, the vulnerability of the individualist, the awareness of and the urgent of the problem. The transparency of the research approach is very good, which makes the process even better to understand, which makes the outcome verifiable. The openness about steps closed and open makes that is better explain why these steps have to be taken as expressed. A remark on the research is that if there are not to many considerations been taken into account.

The difficulty is in the application of the flowchart/model/process, the application of this make that we have to change our whole approach of the project. To do this brings big risks with it, because is it possible to adopt this model? Thus the model work? What are the site effects of the model? So the solution is very solid and gives the feeling that it will overcome the problem but there risk by adopting this before it is tested. The link with scientific research approach is in this case very useful.

There was also said that the adoption of the model depends very much on what type of company the model will use. This can be said in perspective of the different approaches the companies have. Some companies do not believe in actively create support and the involvedness of actors in the redevelopment process, well other say this can be the success or failure factor. This was not in the scope of this dissertation but it can be assumed that support is an essential component for a successful redevelopment.

There can be concluded that the solution is accepted for the given problem, and for the given situation (urban brownfield redevelopment). That the solution is sufficient founded on a scientific approach. The generalisations that had to be done for a
research are being, acceptable, trustful, adequate, professional and logical. The remarks that were given are already processed.

9.2.2 Practical value

What has to be seen as important factors is that the process of redeveloping urban brownfields is most of the time done on intuition and by improvisation and not by models. A model has restrictions which in practice these restrictions are not always valid, so is the model will be implemented, this has to be done on a flexible way. The model will be in practice more one of the ways to create a vision instead the one method to create a vision.

9.2.3 Improvement of the research

Improvements that can be done on the research are:
- Create a better and clearer research proposal
- Better and earlier structuring of the literature research
- The validation of the results had and can be done earlier in the process
- Create more feedback moments by experts
- Make a better time schedule to work on
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