

AN ADVISORY SERVICES PANEL REPORT

# Utrecht The Netherlands



Urban Land  
Institute

# **Utrecht The Netherlands**

**A Strategy for the Regeneration of the Utrecht Centraal Station Area**

22-25 May 2005  
An Advisory Services Programme Report

ULI-the Urban Land Institute  
1025 Thomas Jefferson Street, N.W.  
Suite 500 West  
Washington, D.C. 20007-5201 U.S.A.

# About ULI—the Urban Land Institute

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**U**LI—the Urban Land Institute is a non-profit research and education organisation that promotes responsible leadership in the use of land in order to enhance the total environment.

The Institute maintains a membership representing a broad spectrum of interests and sponsors a wide variety of educational programmes and forums to encourage an open exchange of ideas and sharing of experience. ULI initiates research that anticipates emerging land use trends and issues and proposes creative solutions based on that research; provides advisory services; and publishes a wide variety of materials to disseminate information on land use and development.

Established in 1936, the Institute today has more than 30,000 members and associates from 88 countries, representing the entire spectrum of the land use and development disciplines. Professionals

represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognised as one of the most respected and widely quoted sources of objective information on urban planning, growth, and development.

This Advisory Services Programme report is intended to further the objectives of the Institute and to make authoritative information generally available to those seeking knowledge in the field of urban land use.

Richard M. Rosan  
*President*

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# About ULI Advisory Services

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**T**he goal of ULI's Advisory Services Programme is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programmes, and policies. Since 1947, this programme has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown regeneration, land management strategies, evaluation of development potential, growth management, community revitalisation, brown-fields regeneration, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and non-profit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a panel assignment is intensive. It includes an in-depth briefing composed of a tour of the site and meetings with sponsor representatives; interviews of key people within the community; and a day of formulating recommendations. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. At the request of the sponsor, a written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's panel assign-

ments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the programme is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academicians, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services Programme report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

## **ULI Programme Staff**

Rachelle L. Levitt  
Executive Vice President, Policy and Practice

Mary Beth Corrigan  
Vice President, Advisory Services and  
Policy Programmes

Nicholas Gabel  
Associate, Advisory Services

Carmen McCormick  
Panel Coordinator, Advisory Services

Yvonne Stanton  
Administrative Assistant

Nancy H. Stewart  
Director, Book Programme

Julie D. Stern, JDS Communications  
Manuscript Editor

Betsy VanBuskirk  
Art Director

Susan S. Teachey, ON-Q Design, Inc.  
Desktop Publishing Specialist/Graphics

Craig Chapman  
Director, Publishing Operations

# Acknowledgments

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sistance, the panel would not have been able to do its work. The panel also would like to thank the more than 25 members of the community who took the time to meet with the panel and share their views, opinions, hopes, and dreams for the station area and helped the panel develop a strategy that will meet their needs and aspirations.

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# ULI Panel and Project Staff

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## Panel Chair

Michael Beyard  
Senior Resident Fellow and ULI/Martin  
Bucksbaum Chair, Retail and Entertainment  
Development  
ULI—the Urban Land Institute  
Washington, D.C., USA

## ULI Project Director

Mary Beth Corrigan  
Vice President, Advisory Services and  
Policy Programmes

## Panel Members

Andrew Brooks  
Commercial Projects Director  
Grosvenor  
London, United Kingdom

Dominique Gagnon  
Managing Director  
Teczoom Limited  
London, United Kingdom

Paul G. Hanegraaf  
Director  
After Tuesday  
London, United Kingdom

Cle Van Beurden  
Director of Business Development  
TCN Property Projects  
Nieuwegein, the Netherlands

# Introduction

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**U**trecht is the fourth-largest city in the Netherlands and the central point for the Dutch National Railways. The first shopping mall in Europe—Hoog Catharijne—is located adjacent to the Utrecht Centraal Station and is a regional draw for the city. A large trade fair and congress facility, the Jaarbeurs, also is adjacent to the train station. Substantial office and residential development can be found nearby. The area is flanked by two large open spaces, the Jaarbeursplein and Vredenburgplein, which have the potential to become community focal points as the area is regenerated.

The city of Utrecht and its partners asked ULI—the Urban Land Institute to assemble a team of real estate, economic development, and planning experts to help the city and its partners as they finalise a strategy for the regeneration of the central station area. Much has been done to date, including the following:

- The citizens of Utrecht have voted for a spacious city centre vision for the area;
- Workshops have been held to provide input to the master plan;
- The master plan was developed and completed in 2003; and
- Conceptual plans for a larger rail station have been drafted.

Both the public and private sectors believe there is great potential for regeneration in the study area. The combination of the largest public transportation hub in the country—which is expected to serve a total of 100 million passengers by 2020—the trade fair, and the medieval city centre of Utrecht should attract many visitors.

## The ULI Process

Before they came to Utrecht, each of the panelists reviewed briefing materials prepared by the city. In Utrecht, the panel received additional briefings from the sponsoring organisations, followed by a tour of the Utrecht Centraal Station area on foot and on bicycle. The panel also met with community leaders and business owners, whose knowledge of and passion for Utrecht and the site were as inspirational as they were informative. This input, as well as the panelists' best professional judgment, helped the panel to prepare its findings and recommendations, which it presented on 25 May 2005 to the sponsors and invited guests. This report is a summary of those findings and recommendations, and reflects the panel's presentation. It is divided into four sections:

- Guiding principles;
- Market support;
- Project components; and
- Development and implementation strategies.

# Guiding Principles

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**A**s the panel began its deliberations, it became clear that the city needs to address several issues and adopt the following guiding principles, which it should keep in mind as it moves forward with the regeneration process.

- *The focus currently is unbalanced.* The city needs to expand its focus from the Old City to the entire city centre. While the Old City is a unique treasure that needs to be conserved, the balance of the centrum needs to be exploited as well.
  - *Energy is needed on the west side.* Except for the Jaarbeurs and the theater, there is little energy or activity on the west side of the station area. It is the back door to Hoog Catharijne and a staging area for buses. The panel believes that a great opportunity exists here to create a lively area that can become a destination.
  - *Do something soon.* The panel heard from several members of the community that they are tired of hearing about plans and want to see some progress and change. It is critical that one or two key projects get underway so people can see progress.
  - *Have a champion.* Every successful regeneration project needs a champion, someone who will be the voice of the project, garner political and citizen support, and make it his or her priority to get the project done. This can be a political leader or a business leader; it does not have to be a city staff member. City staff will be responsible for the management and ultimate realisation of the project; the champion should be the political face of the project and should work with the city staff to make sure they have what they need to do their jobs.
  - *Flexibility is key.* Every project of this scale takes time, which means that things can change.
- Market forces, political will, and economic situations are just a few of the variables that will affect the project's implementation. Therefore, it is critical to have a plan and a strategy that are flexible and can be modified based on these changes. That does not mean the overarching strategy should change, but rather that components within the strategy can. For example, although it is clear that Hoog Catharijne should remain a retail centre, the types of retail uses and the total amount of space dedicated to these uses may change, depending on the market. If the office market strengthens, more office space may be warranted.
- *Take care of the public realm.* The project contains several public areas. The public realm is as critical to the success of the project as the private development. Attention to detail in the public spaces says that the city cares about this area; that it wants people to come there to live, work, and relax; and that it is setting the stage for what it expects of the private sector.
  - *Establish business improvement districts.* One way to continue the momentum that began with the plans for the regeneration of the area—as well as to help fund many of the proposed improvements—is to establish one or several business improvement districts (BIDs) in the regeneration project area. This mechanism, by which businesses participate in the upgrade and upkeep of the area, has been used in cities around the world to help offset the cost of urban regeneration. It also gives area businesses a sense of ownership in the public realm.
  - *Differentiate between the east and west sides, but create stepping stones between them.* The panel feels that the east and west sides of the study area are very different and could serve very different functions, as defined later in this report. Therefore, they should be treated sepa-

rately but should be linked through Hoog Catharijne and the train station.

- *Create a vision.* While plans for the area already exist, the panel feels there is no vision for the regeneration effort. Successful regeneration projects are based on visions, not individual construction projects. It is important for Utrecht to decide what it wants the central station area to be. Should it be a lively arts destination, a cultural centre, a shopping district, a live/work area, or some combination of these places? The vision will help guide the project and provide focus. It also will lead to the creation of a brand image for the city. The panel heard from several of the people it talked to that Utrecht needs an image.
- *The vision will lead to the brand image.* Creating a vision for the city and the regeneration project area will lead to the creation of a brand that will help promote the city within the region, the Netherlands, and all of Europe. While the panel did not recommend a specific brand, it does believe that the city has several attributes upon which it can capitalise, including its image as a university town, the Old City, the Dom Tower, and so forth.
- *Stop thinking in terms of functional pockets.* The panel heard about the plans for this area in terms of each of the specific functional components for redevelopment, such as the tram and bus system, the buildings, and the pedestrian connections. These elements must be integrated and planned in harmony, not as individual components.
- *Stay people driven, not infrastructure driven.* The plan components appear to be centered around infrastructure needs, especially parking and transit. For example, a large portion of the Jaarbeursplein involves transit infrastructure, which will affect pedestrian circulation in the area. The regeneration effort should focus on what people need and want.
- *Do not ignore the Old City; protect and connect it.* Although the panel focused its attention on the central station area, it believes that this area should not be isolated from the Old City. The new and regenerated central station area must be connected to the Old City, so that each area can benefit from the regeneration.
- *Recognise five key project areas.* The panel saw five key areas as part of the regeneration project: the Jaarbeursplein, Utrecht Centraal Station, Hoog Catharijne, the Vredenburgplein, and the Jaarbeurs.

# Market Support

To begin to evaluate the development potential and phasing for the study area, the panel first looked at the market for the area. It examined four components: the retail, leisure, office, and residential markets. The panel evaluated what is planned and how it will affect the Utrecht Centraal Station area and its regeneration.

## Retail

Currently, 200.000 square metres of retail space is planned for the region, 35.000 of it in central Utrecht. The panel heard, and believes, that strong demand exists for national and international retailers, some of which already are present in the central city area. Because of the excellent transit connections, retail in central Utrecht depends not only on local consumers but on regional consumers as well. The location of the train station accounts for high 'footfall'—many people pass through the area and are likely to stop and shop there. This will help reinforce the attractiveness of the city centre's retail offerings.

## Leisure

The panel believes that central Utrecht can become a regional—perhaps even a national—destination, not just a place people pass through on the train. One way of accomplishing this is to develop

a large, multiscreen cinema in the regeneration project area. The cinema will not only bring people to the area; it also will act as a catalyst for the regeneration of the Jaarbeursplein. People do not just go to the movies and leave. They want to do other things before and after they see a film. Restaurants, shops, and other leisure offerings will be attracted to the area and supported by the cinema traffic. Some activity already exists there, such as the Beatrix Theatre, the casino, and a hotel. These, along with the synergy provided by a cinema, could lead to other large-scale leisure possibilities such as nightclubs and health clubs.

## Office

The area has excellent public transit links, both regional—with the Dutch rail line—and local—with the tram and bus system—as well as reasonable car access. These are important elements for office development. The panel heard that the existing stock of 750.000 square metres of office space in the city centre will be increased by 180.000 square metres, including both private office development and city offices. This seems to be a reasonable amount of growth for the next eight to ten years. Office workers will be customers for the retail facilities as well as for the cinema and other leisure uses.

## Retail Market Support

Retail Supply	Population	Retail Stock	Retail Stock per Capita
The Netherlands, 2005	16.000.000	25.000.000 m <sup>2</sup>	1,56 m <sup>2</sup>
Utrecht region, 2005	600.000	780.000 m <sup>2</sup>	1,36 m <sup>2</sup>
Utrecht region, 2015*	680.000	980.000 m <sup>2</sup>	1,44 m <sup>2</sup>

\*Projected.

## **Residential**

Throughout the world, more and more people are moving back into cities. Young professionals just starting their careers and older ‘empty nesters’ alike are taking advantage of the cultural and social amenities offered by city living. The regeneration of the central station area will create even more reasons for people to come and live in the city centre. This increase in population will help spur the development of the Jaarbeursplein. Urban residents will use the cinemas, restaurants, shops, and other leisure venues, bringing life to the area beyond the workday and providing ‘eyes on the street’ that will increase security and help make the area a place where others want to be.

The way to encourage more residential development in the regeneration project area—as well as more office, retail, and leisure space—is to promote the development of mixed-use buildings with retail and commercial space at the street level. The panel believes this area—with the changing demographics mentioned above—can support 2,000 housing units in higher-density buildings to complement the area’s existing residential offerings.

# Project Components: The Stepping Stones

The panel saw the study area as having five project components: the Jaarbeursplein, the Utrecht Centraal Station, Hoog Catharijne, the Vredenburgplein, and the Jaarbeurs. The panel's vision for each of these areas is described below, along with a discussion of how each component fits in with the overall strategic regeneration of the area.

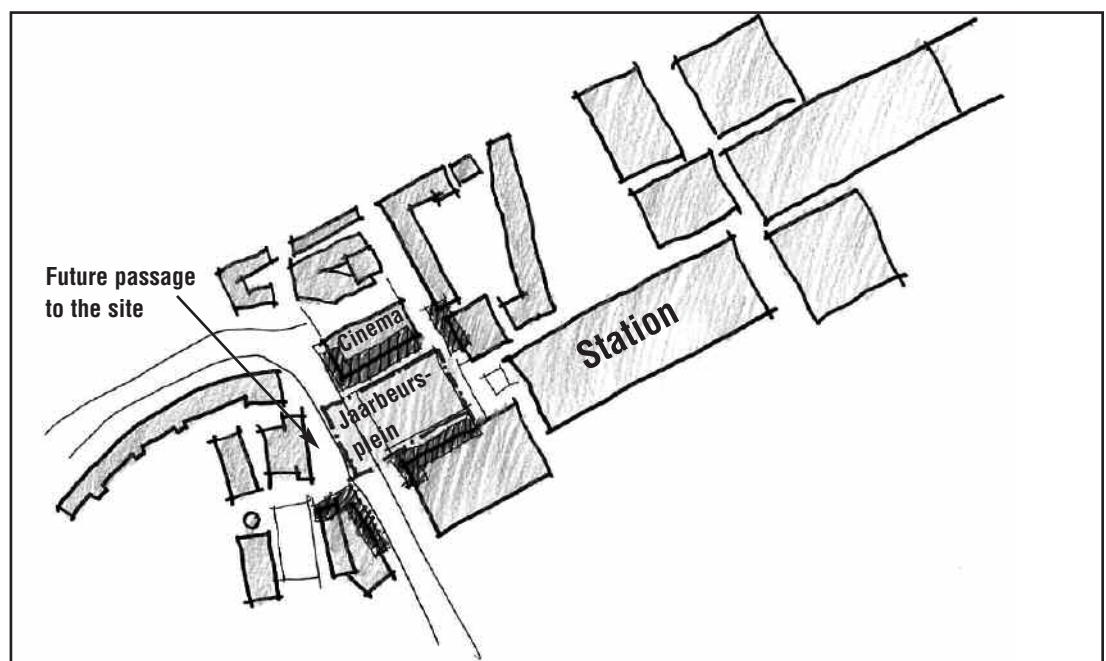
## Jaarbeursplein

The panel believes strongly that the Jaarbeursplein is the key to the redevelopment of the west side of the study area. It will drive all other aspects of development in the area and will bring people in. To realise this redevelopment, the city needs to create a vision for the area. The panel sees it as an intimate square surrounded by con-

centrated, connected uses including leisure and residential.

Today, the square is a sleepy—if not dead—space. It must be ‘animated’—brought to life—with fountains, lights, signs, kiosks, and other features. The panel believes that the Jaarbeursplein can become a lively area of daytime and nighttime activity analogous to London’s Leicester Square. To that end, the panel suggests reworking the proposed bus routes through the area to make it safer for pedestrians. The Jaarbeursplein should not be bisected by buses traveling through it.

Design guidelines will be needed to ensure that the Jaarbeursplein is redeveloped with a desirable look and feel. The many possible options include a funky, high-tech look or an ‘old town’ feel. Whatever option the city chooses, design guidelines will



### Jaarbeursplein

- The space must be contained and animated.
- The cinema should be located on the square.
- Parking should be placed below the square.
- Design guidelines must be created.

help the area to evolve in a way that is cohesive and welcoming.

To realise this regeneration of the Jaarbeursplein, the panel recommends developing the cinema first, to give people a reason to come there. The cinema should be on the square so that when a film ends, people exit directly onto the square.

The panel also believes that the car park serving the Jaarbeursplein could be redeveloped into a residential project with south-facing leisure uses. Tiered steps from the train station down to the square will create an inviting transition zone as well as a potential area for shops and cafés. Mockingbird Station, on the Dallas, Texas, transit system, created just this effect and has been very successful.

One way to fund the maintenance and upkeep of the Jaarbeursplein is to create a business improvement district (BID) or similar organization to manage the area. Businesses around the square would pay a tax or fee to the BID, which would use the money to pay for operations, maintenance, programming, and security for the area.

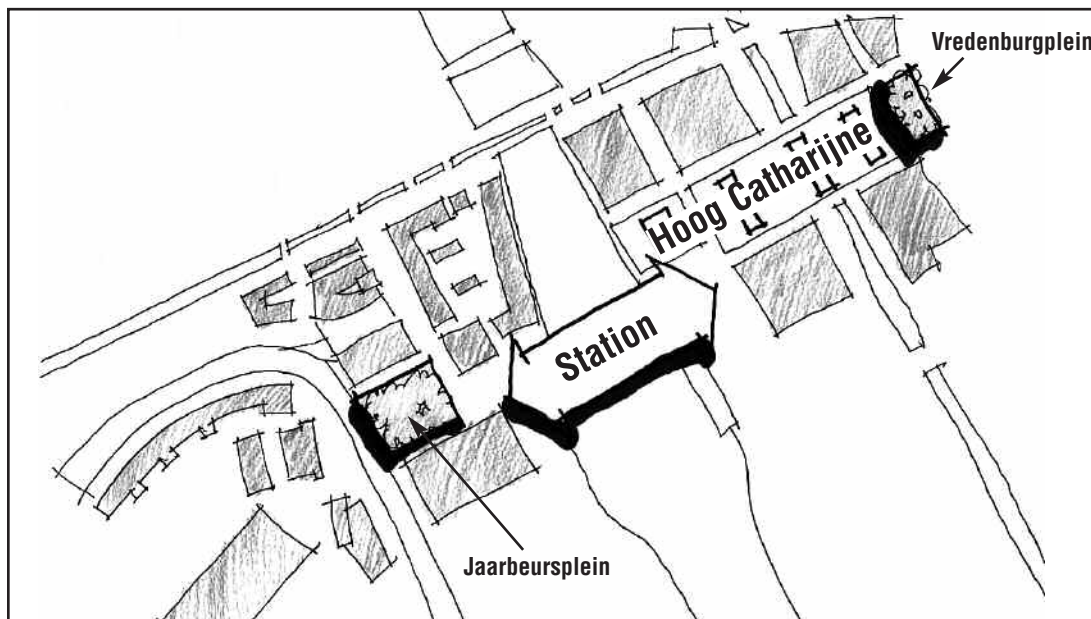
## Utrecht Centraal Station

Utrecht Centraal Station is the key link in the regeneration project. It is located at the centre of

the project area, is a vital pedestrian connection between the area's east and west sides, and brings people into the city. The challenge is to balance the security requirements of a major train station with the area's need to provide a lively retail experience. While the panel understands that a portion of the redeveloped station must be secure, it believes it is critical that this area be as small as possible and that the nonsecure area *not* be gated, but be animated with retail. People must feel welcomed as they pass through the train station.

While the train station's main purpose is to move people from one place to another, the station's retail component also is critical. It provides people with necessary day-to-day services such as convenience groceries and dry cleaning, as well as with opportunities to buy goods such as clothing and gifts. To increase the success of the station's retail component, the panel recommends that the rail line seriously consider having Corio manage this retail component. Since Corio is the owner of the adjacent Hoog Catharijne and an experienced retailer, its management of the retail portion of the train station could result in the project area's retail space having a unified appearance, rather than its current, 'chopped up' look.

As discussed in the section on the Jaarbeursplein, the west entrance/exit from the train station

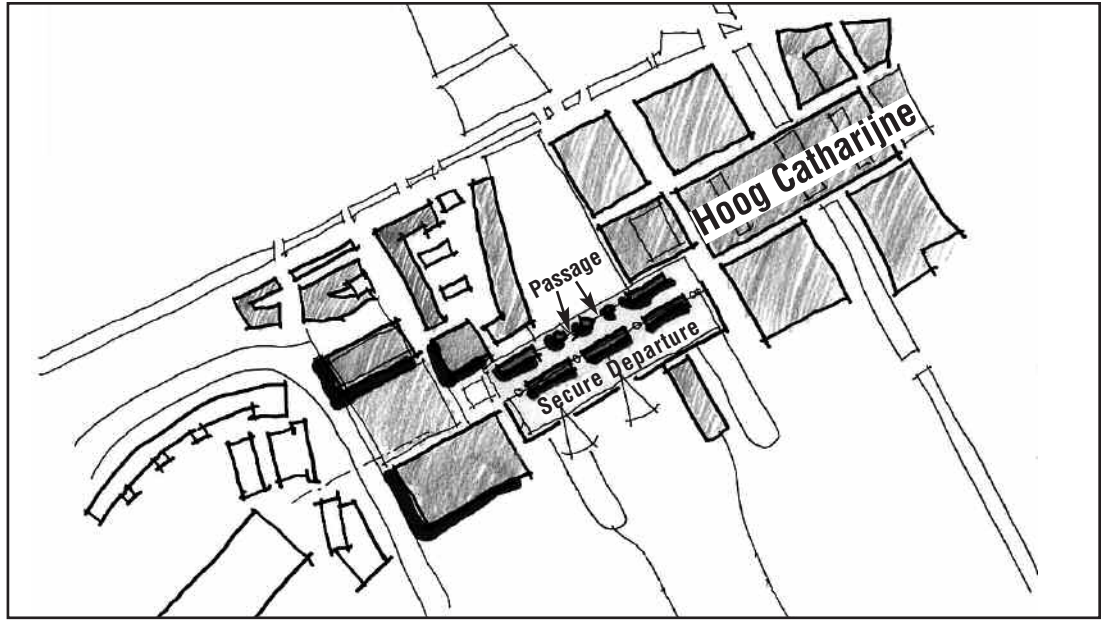


### The Key Link

The character and the quality of the design of the station are fundamental for the value of the whole.

### Animated Passage

The station must provide an animated, nonsecure passage open all hours.



should be enhanced. It could become Utrecht's version of the Spanish Steps, an interesting feature that welcomes people to the Jaarbeursplein. The 'Catharijne Steps' are the western gateway overlooking the Jaarbeursplein and could become a destination unto themselves.

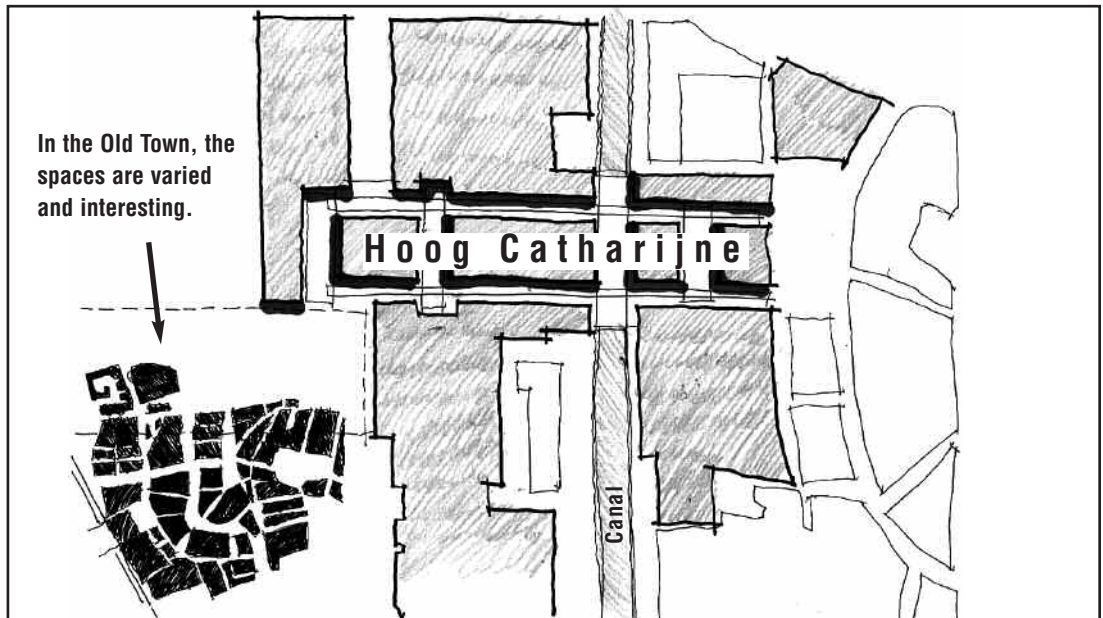
### Hoog Catharijne

Hoog Catharijne is another critical component of the regeneration project area. Although it is the largest shopping mall in the Netherlands, it is aging and in need of a facelift. Transforming Hoog Catharijne is the only option for the mall to remain competitive. Its owner, Corio, understands this and has been working for several years on a

plan to revitalise the mall. This is the most developed plan within the centrum.

The panel suggests that Hoog Catharijne be revitalised as 'rooms' that offer surprises, delights, discoveries, and diversity, not just a long corridor of stores. Because this facility is not just a shopping mall but also a passage between the eastern and western sides of the project area, it is important to make going to the mall an experience and to create clear pedestrian itineraries with signage and passages. Today's shoppers want to be entertained as they shop.

The panel believes that as part of the mall's revitalisation and the regeneration of the area as a



### Hoog Catharijne Designed Like 'City Rooms'

- Where are surprise, delight, discovery, and diversity?
- Where is the space-defining character?

whole, the Vredenburgplein needs to be treated as a high-quality front door to Hoog Catharijne.

## Vredenburgplein

The Vredenburgplein, on the east side of the project area, is a key stepping stone to the Old City. It is the transition from old to new and links the popular Old City with the soon-to-be-popular central station area. The square currently is empty and uninviting most of the time; it is a dead space that only experiences activity when markets are held there. It is the antithesis of what a public square could be. As the regeneration project area is revitalised, it is critical not only that its private buildings are attractive and inviting; the public realm also must be a place where people want to go. The Vredenburgplein needs to be clean, safe, and animated with fountains, art, and programmes.

The performing arts venues on the edge of the Vredenburgplein should be encouraged to extend their performance spaces into the square.

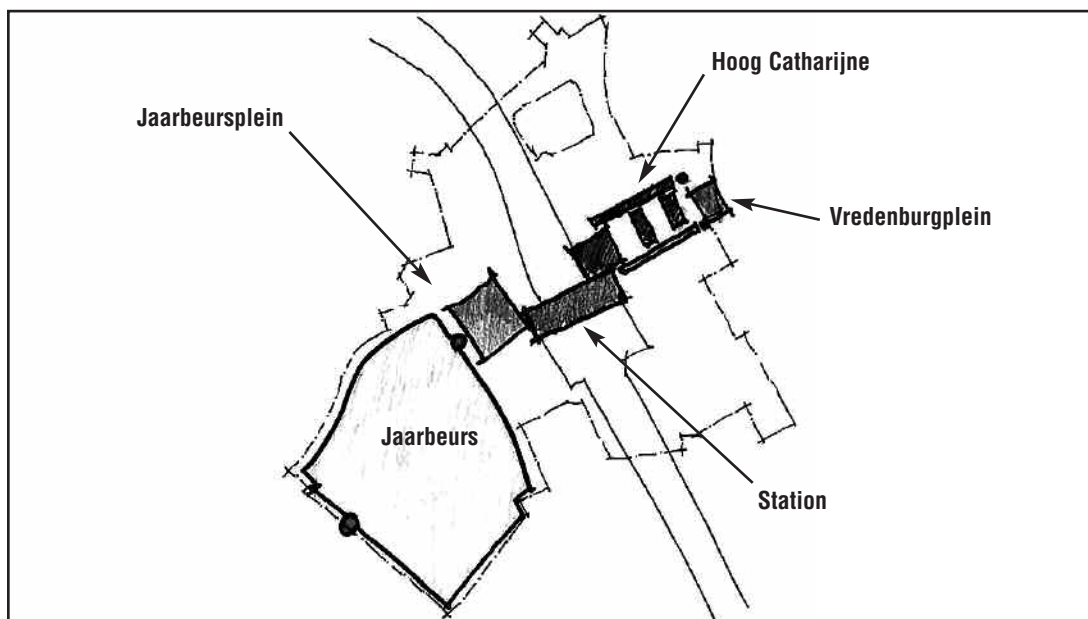
Evening performances in the summertime, pre-concert shows, and other short performances can help bring the square to life and attract people to the area.

The panel recommends that the Vredenburgplein, like the Jaarbeursplein, be incorporated as a BID. Doing so will provide the operational funds needed to keep the area safe, clean, and inviting.

An important component of the regeneration of the Vredenburgplein is its edge with the Old City. The Old City should not be neglected as this regeneration takes place; attention to the transitions between it and the regeneration project area is critical.

## Jaarbeurs

The Jaarbeurs is a facility in transition. It is undergoing a transformation, and it is critical that this transformation be integrated into the regeneration of the central station area. The Jaarbeurs



### Choreographed Events and Linked Spaces

- It is time to think of the area as interrelated events with a pathway linking east to west, rather than linear passages.
- This will begin to bring a more refined scale to the conversation and allow elements to be dealt with in more manageable and understandable bits.

must not be on the edge of or outside the regeneration area.

The panel believes that the Jaarbeurs—which will be affected by competition from larger facilities in other cities—has a limited lifespan. The panel envisions, over time, an intensification of uses on the site, which is a natural location for more development as the central station area is regenerated. This is an appropriate setting for an urban living environment, with higher-density residential uses that will support the entire regeneration project area. In addition, the canal that runs the length of the Jaarbeurs property could be exploited for the

development of a waterfront community. In the midterm, the area also could be used for parking, to support the project area and the growth at the Jaarbeursplein.

The panel recommends that the proposed cinema be located not at the Jaarbeurs, but rather on the Jaarbeursplein. Putting the cinema at the Jaarbeurs would draw people away from the Jaarbeursplein, not to it. The casino could be appropriately relocated at the Jaarbeurs, but it needs to be oriented to the Jaarbeursplein.

# Development and Implementation Strategies

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**A**s part of its assignment, the panel was asked to recommend development and implementation strategies for moving the regeneration project from planning to implementation. Its recommendations address the branding of the project area, accessibility issues, financing, organization, and next steps for implementation.

## Branding

Branding is defined as creating a recognisable image for a city or an area. New York is known as the 'Big Apple'; Paris is the 'City of Lights'. Even smaller cities have brands: Bethlehem, Pennsylvania, is known as the 'Christmas City' and Dusseldorf is known as the 'City on the Rhine'.

Branding can be viewed on two levels: macro and micro. At the macro level, the city needs to create a new 'product' and enhance its marketing efforts to brand and distribute that product. A new image and, perhaps, a landmark for the city are part of the macro level of branding. For example, the city can capitalise on its well-known university or the Dom Tower. It is important for people to associate Utrecht with an image. While this may be seen simply as public relations, it is important to find an image that will stay in people's minds and make them want to come to the city.

Branding also can be looked at on the micro level. This will be reflected in how the city presents its brand, perhaps, for example, by creating a 'Newtrecht City' experience. High-quality public space with obvious and inviting gateways, signage and other wayfinding elements with a consistent theme and logo, and kiosks that provide information about what is happening in the city all will be important aspects of this experience. A design competition could be held to create a logo, signage, and kiosks that would promote the best of modern Dutch design.

## Accessibility

The panel heard from several people that accessibility to the city centre is an issue. Traffic signals can be confusing and delay access to key parts of the city. Buses compete with cars for road space. Unfortunately, there is no single solution to traffic problems in urban areas. They are a fact of urban life. Certain actions, however, can be taken to alleviate accessibility problems in the city centre. They include the following:

- *Promote concentrated residential development near the Jaarbeurs to reduce the jobs/housing imbalance.* If fewer people need to drive to work, there will be fewer cars on the road.
- *Improve the pedestrian realm and land uses first; then improve transportation infrastructure.* People must be able to walk to and around the area, and the centrum must be pedestrian friendly.
- *Do not allow bus and tram traffic to dominate the Jaarbeursplein as currently proposed.* This would split the square and make it difficult for pedestrians to get from one side to the other. Alternatives to the proposed bus and tram routes should be explored.
- *Create a downtown circulator to reduce intra-city driving.* Once people are in the city, they should be able to park their cars and walk or get around on a circulator system using trams, jitneys, trolleys, or similar vehicles. A circulator system also would reduce automobile traffic by allowing people who live in the city centre to travel from one area to another without using their cars.
- *Increase requirements for secure bicycle parking spaces in office developments, and expand this requirement to include retail development.* Bicycles currently are parked all over the city, and there are few secure bicycle parking spaces.

To encourage more people to use bicycles, the panel suggests encouraging office and retail developers to include bicycle parking in their facilities.

- *Promote transit use on fair days.* Providing information about the trains and the trams will encourage people coming to the Jaarbeurs to take transit rather than drive into the city centre. This can be done by including information about public transit on event flyers and marketing materials.
- *Promote better event access and parking management at the Jaarbeurs and better utilisation on nonevent days.* The Jaarbeurs is not used 315 days per year; on these days, its parking facilities could be used as satellite parking, offering an opportunity to promote satellite parking on the periphery and encourage people to walk or take transit into the city centre.
- *Explore better traffic signal coordination.* Several people indicated that some of the traffic problems in the city centre are caused by a lack of coordination and timing of the traffic lights. Addressing this issue can lessen traffic backups.
- *Allow stores to open on Sundays.* Seven-day shopping may improve accessibility by providing an additional day on which people will come into the city centre to shop, thus spreading out weekly shopping traffic a bit.
- *Consider congestion pricing as a last resort.* Several cities throughout Europe have taken this route, charging a toll to cars coming into the city as a means to alleviate congestion and generate revenue for roadway infrastructure. The panel believes that this should be a last resort, since at this point it may deter people from coming into the city centre.
- *Resolve uncertainty regarding air pollution laws.* The panel heard that national air pollution laws—as they relate to car traffic in urban areas—may become an issue for the regeneration of the downtown. This issue needs to be resolved so the city can move forward with its revitalisation efforts.

## Financing

A critical component of any major regeneration project is how it will be funded. The panel believes that a project as strong as this one will be able to attract private capital. In addition, there are many private components to the plan, including the KFN building, Hoog Catharijne and other Corio interests, and the Jaarbeurs. In addition, the strong site fundamentals for office, residential, and leisure development on the west side will attract private capital.

The project's credibility, however, is a major concern. The panel heard from several sources that people in the community would like to see more action and less planning for regeneration. The city has demonstrated little commitment to make something happen in the area. In order to show its commitment and attract the interest of private investors, the city needs to pick a project and make it happen. The panel believes that this project should be the Jaarbeursplein revitalisation. As discussed earlier, this is an area waiting to be renewed, with many elements already in its favor.

Private investors consider many factors when they are asked to be part of a major urban regeneration project. For the regeneration of the central station area, they will evaluate the following factors:

- *Certainty and speed of the public approval process.* If a private developer believes that it will take years to get through the city's permitting and approval process, it will be cautious about investing in the regeneration project area. This is not to say that private developers should be given free reign to do as they please; however, the city should decide where it can streamline the permitting process for the area.
- *Construction delivery for Utrecht Centraal Station and Hoog Catharijne.* The train station and the shopping mall are key components of the regeneration project. Private developers want a sense of when the redevelopment of these areas will be underway and ultimately completed. They do not want to be left hanging without anchors.

- *Landownership or leases with acceptable conditions.* The private sector wants a fair deal in land leases or sales. Whenever possible, private developers also prefer to purchase or lease land that already has been assembled for development.
- *Level of public investment.* Public investment shows the private sector that the public sector is willing to take a financial risk on a project, and implies that the private sector also should be willing to take such a risk. Public investment creates platforms of value for the private sector and demonstrates that the project has the community's support.

## Organisation

Along with money, a strong leadership team is a critical component for implementing a revitalisation project such as this. The Projektorg Stationsgebied (POS) has been the lead agency for planning the regeneration of the station area, and it now needs to be the lead agency for *implementing*

the plan. This organisation is the champion that has been assigned by the city, and it needs to continue to be the champion. It should coordinate all redevelopment and should be the 'go to' organisation for all aspects of the project.

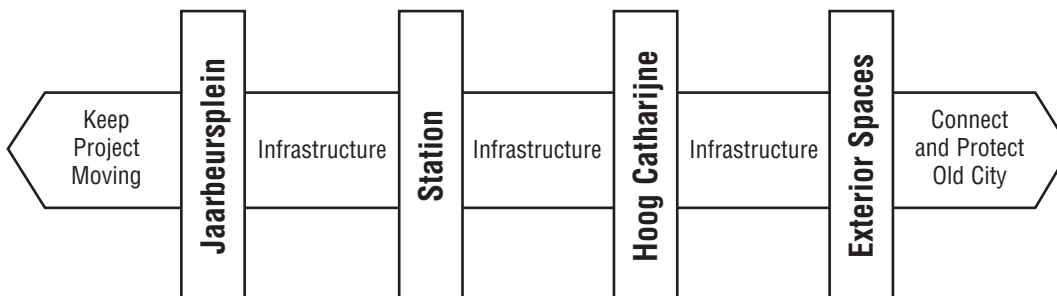
While POS needs to maintain control of the regeneration effort, it also must work closely with the area's key landowners: the city, Corio, NS Real Estate, KFN, and the Jaarbeurs. These entities can become a compact 'oversight group' to POS and have input into the process, since they have much at stake.

POS also needs the power to make all major decisions for the regeneration project. Today, various city departments are making decisions independently of one another: the transportation department is making transportation decisions related to trams, parking, and roadways; the public works department is addressing other infrastructure issues; and so forth. POS needs to consult with all involved departments and work closely with them, but it also must be the key decision maker; the one

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## Project Organisation

- Develop principles of design quality.
- Implement design approval panel.
- Balance development phasing.
- Market and promote key brand principles.
- Make sure people, not infrastructure, drive the vision.



that considers how all the different parts of the project fit together. In addition, POS needs to work with the city administration to develop a ‘one-stop’ permitting process for projects in the regeneration area. This will help create the certainty in the approval process discussed earlier.

POS also needs to continue to consult with the community. Plans are dynamic and change over time. People’s needs and desires also change. It is critical to remember that this regeneration project, like all major revitalisation projects, needs to be driven by the people, not by the infrastructure.

Other key roles and responsibilities of the POS include the following:

- Develop design standards for all development in the project area to ensure that it evolves in the way the city envisions it.
- Implement a design approval process for reviewing projects to make sure they meet the design standards.

- Market and promote key brand principles for the area; get the word out that exciting things are happening in Utrecht.

## Implementation Next Steps

The panel believes that great things *are* happening in Utrecht and that the regeneration of the Utrecht Centraal Station area will help make the city a destination, not just a place people pass through on the train. The following are the ‘next steps’ the panel sees as the city moves forward:

- *Build on what you have.* The city has a good framework and many strengths. The Old City, the university, major retailing, and a significant train station are all assets upon which the city can build. The regeneration project has five key stepping stones that need to be tied together: the Vredenburgplein, with its connections to the Old City and including the music centre; Hoog Catharijne; the train station; the Jaarbeursplein, and the Jaarbeurs.

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## Phasing

<b>Immediate</b>	<b>2005</b>	<ul style="list-style-type: none"> <li>• Refine structure of organisation.</li> <li>• Refine and agree on overall scheme vision.</li> <li>• Finalise master plan and vision for Jaarbeursplein.</li> <li>• Develop brand and marketing strategy.</li> <li>• Create design guidelines.</li> <li>• Establish BID.</li> <li>• Produce business plan and financial phasing of public/private contributions.</li> </ul>
	<b>2006</b>	
	↓	
<b>Short Term</b>	<b>2007</b>	<ul style="list-style-type: none"> <li>• Start regeneration of Jaarbeursplein and cinema/mixed-use project.</li> <li>• Lay out square and redirect transit off square.</li> <li>• Clear part of KFN building.</li> <li>• Create design guidelines.</li> <li>• Construct city offices.</li> <li>• Commence train station and Hoog Catharijne.</li> <li>• Commence music centre regeneration.</li> </ul>
	<b>2008</b>	
	↓	
<b>Medium Term</b>	<b>2013</b>	<ul style="list-style-type: none"> <li>• 2009—Occupy office building.</li> <li>• 2011—Open Jaarbeursplein, cinema, casino. Commence Vredenburgplein.</li> <li>• 2012—Complete Hoog Catharijne</li> <li>• 2013—Complete Vredenburgplein, train station.</li> </ul>

- *Develop area plans for each of the key components.* These should include specific land use plans showing height and density allocations, design controls, parking plans, infrastructure plans, and organisation and management plans for each area.

- *Create design guidelines for each area.* This will help ensure that the areas have the feel and look that the city wants, as well as make sure that private development complements the public realm.

- *Develop implementation plans for each area.* Each area needs its own implementation plan, which should include detailed costs, phasing, and roles and responsibilities.

The timeline on page 20 illustrates a realistic phasing plan for the regeneration of the area.

# Conclusion

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**T**he panel came to Utrecht and found a city ready to regenerate the central station area. Plans have been made, and the city's residents, business owners, and property owners are ready to implement these plans. The panel sees the western side of the project area, the Jaarbeursplein, as the place where the public and private sectors should start to create energy in the area and bring life to the west side of the city. It is an area where people can come to live, work, and relax, and has the potential to become a destination in itself. It also has the potential to become a stepping stone for the rest of the project, leading people into the revitalised train station, through a

significantly upgraded Hoog Catharijne, out onto the Vredenburgplein, where they can sit and listen to live music before going to a concert at the music hall or into the Old City to have dinner along a canal.

The key to this regeneration effort is to create a cohesive feel among the area's many parts. The panel believes the city is ready to do this. The time has come for implementation, and the panel looks forward to coming back and experiencing *all* that Utrecht has to offer.

# About the Panel

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## Michael Beyard

*Panel Chair*  
Washington, D.C., USA

Beyard is an urban planner and economist with more than 25 years' experience in the related fields of real estate development, land use planning, and economic development. His experiences in the United States and Europe have been focused on commercial and retail development, shopping centres, e-commerce, location-based entertainment, and downtown revitalisation.

Beyard is a ULI senior fellow and ULI/Martin Bucksbaum chair for retail and entertainment development. He is the author/project director of numerous ULI books, including *Developing Urban Entertainment Centers*, *Shopping Center Development Handbook*, the *Dollars & Cents of Shopping Centers* series, *Value by Design*, *Developing Power Centers*, *Downtown Development Handbook*, *The Retailing Revolution*, *Ten Principles for Reinventing America's Suburban Strips*, and *Business and Industrial Park Development Handbook*. He created and directs ULI's International Conference on Urban Entertainment Development and its technology and retail real estate forum. He also created *ULI on the Future*, the Institute's annual publication devoted to emerging land use and development trends and issues.

Beyard is a featured speaker in the United States, Europe, and South America on retail, entertainment, and downtown development issues, and is widely quoted in the national and international media, including the *New York Times*, *Wall Street Journal*, *CNN*, *CBS News*, *Los Angeles Times*, *Washington Post*, and *Chicago Tribune*, as well as U.S. and European planning and real estate journals.

Before accepting his current position, Beyard, as ULI's vice president of strategic development,

was responsible for the Institute's research, data collection, books, and conferences on commercial development as well as its new strategic initiatives. He created ULI's program in the retail entertainment field, including international conferences, books, *Urban Land* magazine supplements, and strategic partnerships with other organizations. In addition, he is the past director of ULI's advisory work in central Europe under the auspices of the United States Agency for International Development (USAID) and the coordinator of program activities for ULI-Europe.

Before coming to ULI, Beyard was a senior consultant in the fields of urban planning and real estate development. He spent ten years at Booz Allen & Hamilton, Planning Research Corporation, and Gladstone Associates, advising public and private clients on market analysis, feasibility, and development planning. Beyard has been honored with membership in Lambda Alpha International, the honorary society for the advancement of land economics, and was an appointed member of the Mayor's Interactive Downtown Task Force in Washington, D.C.

## Andrew Brooks

*London, United Kingdom*

Brooks is commercial projects director at Grosvenor and is based in the firm's head office in London. He has responsibility for commercial mixed-use regeneration schemes throughout the UK and currently is project director for the Bath Western Riverside regeneration, a public/private partnership with Bath and North East Somerset Council and the South West Regional Development Agency. Grosvenor is the lead development partner and currently is preparing the master plan for this 70-acre site as a £700 million value scheme that will comprise more than 2,000 residential

units, 50.000 square metres of new office buildings, and 45.000 square metres of retail space.

Previously, Brooks has been involved in some of the most significant regeneration projects in the UK. He served for ten years as development director for Associated British Ports' scheme at Cardiff Bay. This scheme transformed the redundant dock areas of Cardiff into a high-quality mixed-use waterfront that is now home to the new Parliament of Wales building—the National Assembly—as well as more than 60.000 square metres of new office buildings and 3.000 apartments.

More recently, Brooks was development director of a consortium of the Bank of Scotland, Taylor Woodrow, and Kilmartin for the transformation of the Royal Infirmary site in Edinburgh. This 19-acre city centre site is located within Edinburgh's World Heritage Centre. The resultant detailed planning consent represented the largest Listed Building Consent ever granted in Scotland for more than 700 residential units, 25.000 square metres of offices, and 30.000 square metres of retail, hotel, and leisure facilities. Brooks led the master plan team, which included world-renowned architects Foster and Partners. The scheme currently is under development and due to be completed in 2010.

Prior to his work at Cardiff Bay, Brooks developed offices and managed shopping centres throughout the UK for P&O Properties and Scottish Metropolitan.

## **Dominique Gagnon**

*London, United Kingdom*

Gagnon is the UK managing director of Teczoom, an outsourcing company based in India that provides computer-enabled services to UK companies in the construction and design fields. He previously was an investment manager at Invesco Real Estate Advisors (part of Amvescap) and at Trizec-Hahn Europe, where he sought real estate investment opportunities in the continental markets for both firms.

Gagnon has an MSc in business administration from London Business School and an architecture degree from the University of Waterloo, Canada.

A native of Canada, he has lived in the UK since 1988.

## **Paul G. Hanegraaf**

*London, United Kingdom*

Two years ago, Hanegraaf left RTKL UK, an architectural firm with a strong track record in retail development, to explore broader opportunities. With Milligan, the commercial retail developer, he interprets creative ramblings and unstructured thoughts into something architects can understand.

After 25 years in the industry, Hanegraaf remains passionate about architecture, design, and innovation. His wide-ranging experience includes the planning, development, and design of retail, entertainment, corporate, hospitality, institutional, and education projects. Hanegraaf crosses the divide between architect and developer, providing a vision for both.

Hanegraaf also is a partner in the creative group After Tuesday, a collaboration of design professionals who offer design guidance by becoming partners in development teams, setting goals for creativity and innovation with a fresh, external perspective. After Tuesday works within a network of talented individuals to offer flexible resources. It improves investment value by bringing fresh ideas and inspiration to the process from the start.

## **Cle Van Beurden**

*Nieuwegein, the Netherlands*

Van Beurden is director of business development, Europe, and a partner with TCN Property Projects, formerly known as Trammell Crow Netherlands. TCN has projects throughout Europe and offices in Germany, Belgium, Portugal, and Hungary. Van Beurden coaches these offices and is responsible for expanding the firm's European network. The firm's current international projects include a large, mixed-use development project in Aachen, Germany; a roll-out of several retail parks in Portugal; and the redevelopment of a trade mart complex in Hungary.

Van Beurden has managed and consulted on several development projects throughout Europe, including the Bucuresti Mall in Romania, Hannover Expo 2000, Home Boxx in Frankfurt, Asia-Center in Budapest, and the Sports Business Center in Leusden. He previously served on a ULI Advisory Services panel for the Barcelona Convention Centre.

Prior to joining TCN, van Beurden worked for Bohemen Real Estate in the Hague, where he was responsible for marketing leisure and hotel developments. Van Beurden began his career in the United States, where he conducted market research for Stouffer Hotel Corporation.