

# PEGASUS



PLANNING. ENVIRONMENT. GOVERNANCE AND SUSTAINABILITY

## The PEGASUS Files

A practical guide to  
integrated area-based  
urban planning

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THE NETWORK  
OF MAJOR  
EUROPEAN  
CITIES



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# Preface : About PEGASUS and how it all started...

After 2 and a half years of exciting applied research, of seeing how cities across Europe deal with some of today's challenges, the time has come to summarize our learning experience in a final report. We do this with the collaboration of the European Commission that has funded the project from the beginning until the end under the City of Tomorrow programme of the Research Directorate General of this institution<sup>(1)</sup>.

We all know Pegasus: the winged white horse that sprang from the blood of the Gorgon Medusa when the hero Perseus beheaded her. In late antiquity the Pegasus' soaring flight was interpreted as an allegory of the soul's immortality. In modern times it has been regarded as a symbol of poetic inspiration.

But the story that we would like to explain to you here is about a different PEGASUS (although we would be very proud if our PEGASUS became a source of inspiration for your work too!). Our PEGASUS stands for "Planning, Environment, Governance and Sustainability" and its inspiration goes back to early 2001 when a few people in EUROCITIES<sup>(2)</sup> learnt about the ROM experiences in The Netherlands.

ROM stands for "ruimtelijke ordening en milieu", which in English means something like "Spatial Development and Environment". The ROM approach, as our Dutch colleagues explained to us, is an integrated area-based policy approach that they have been testing for the last 15 years<sup>(3)</sup>. Such an approach is aimed at tackling complex problems in a specific area, where traditional policy-making does not deliver a satisfactory, integrated solution. These are situations in which the solution cannot come from a single actor or from a single policy field.

We found the approach interesting and in EUROCITIES we thought that assessing the applicability of such an approach to other European cities and urbanised areas would be worth the effort. And hence PEGASUS and the work carried out in the last 30 months that we now present to you in the form of the project's final report.

This report was not drafted by some isolated researchers in their "ivory towers" but by the city practitioners and experts in urban management that take day-to-day decisions and are responsible for the implementation of policies<sup>(4)</sup>. This is why we did not bother looking for complicated words when we could explain what we thought in simple terms, and we have tried to present it in a reader friendly way.

We hope to have succeeded with the above, but we particularly hope that you will find this report both interesting and relevant for your day-to-day management of the complexities of urban areas at the beginning of this 21<sup>st</sup> Century.



**Jordi Gómez**  
PEGASUS Coordinator

**EUROCITIES**  
Governance Policy Officer  
Brussels, European Union

*" the ROM approach is aimed at tackling complex problems in a specific area, where traditional policy-making does not deliver a satisfactory integrated solution"*

<sup>(1)</sup> Further information about the Directorate General Research of the European Commission available on:

[http://www.europa.eu.int/comm/index\\_en.htm](http://www.europa.eu.int/comm/index_en.htm).

<sup>(2)</sup> Further information about EUROCITIES available on:

<http://www.eurocities.org>

<sup>(3)</sup> To start getting familiarised with an example of a ROM programme we can recommend visiting the website of the ROM-Rijnmond programme on: <http://www.rom-rijmond.nl>

<sup>(4)</sup> The members of the editorial committee for this report were: David Stevens, Freek Deuss, Jordi Gómez, Martin de Jong and Martin Hogeboom. Please see the appendix for their contact details.

# Introduction :

## Integrated Area-Specific Policies in The Netherlands and Beyond

Although in the Preface to this report we briefly mention the ROM experiences in The Netherlands in the last 15 years we feel that before going to the core of the report - where we will step by step go over each of the phases of such approaches- we should give a more detailed explanation about the context within which the first ROM projects developed.

In the Netherlands, spatial planning and environmental planning had traditionally been separate as it is still the case in many of our countries. Twenty years ago, however, they were combined in a single ministry. They had, however, their own strategic plans. All in all there were a large number of strategic policy documents that needed to be formally coordinated. These plans had in turn to be adapted into the provinces and municipalities strategic plans... So, not only horizontal but also vertical coordination is necessary.

Of course, this coordination causes considerable problems at the operational level, since horizontal and vertical agreements must be reached. If there is an incoherent package of projects and powers are divided amongst various administrative levels and sectors, confusion will be rife.

The coordination of spatial planning and environmental policies involves yet another problem. In spatial planning, decision-making chiefly occurs at the municipal level. Moreover, the balancing of interests involved has always been a main objective of spatial planning. In recent decades attention has been devoted to spatial quality, this term comprising three elements closely related to each other: perception value, utility value and future value.

On the other hand, at the national level the focus in environmental policy was on decision-making because that is where objectives and standards are set. The emphasis had thus far been placed on defining quality - for example by setting standards - and balancing interests had played a minor role in environmental policy. Overall there had been little mutual understanding or appreciation between spatial planning and environmental policies.

In the late Eighties, efforts were made in The Netherlands to formulate a new national policy document for spatial planning. When the work was started, the political emphasis was mainly on reinforcing economic strengths, as there was massive unemployment and a general feeling that the spatial planning of The Netherlands had been completed anyway. The emphasis of the policy document was on issues such as the development of the Dutch main ports, with the catchphrase "The Netherlands, a distribution centre."

While the Fourth National Spatial Planning Policy Document was being formulated, efforts to prepare the first National Environmental Policy Plan were underway. It became clear that environmental problems would require a much more radical change of policy than was expected. Our minister at that time, responsible for both spatial and environmental policy, personally placed emphasis on the fact that spatial and environmental planning should be more mutually supportive. Environmental policy should create favourable conditions for spatial development and, conversely, spatial policy should help prevent environmental problems.

*" spatial and environmental planning should be more mutually supportive "*

These new insights contributed to a narrowing of the cultural gap between spatial planners and environmental officers. The spatial planning policy document and the subsequent national environmental policy plan designated ten areas of national significance, where this mutual reinforcement was a prerequisite for realising spatial and environmental objectives.

The types of plans and approaches could be different because these were only experiments. Both unpolluted areas, where it was assumed that that it would not be easy to keep them unpolluted, and very polluted areas, where it was assumed that the problems could not be solved by one sector or one level of government, were included in the experiments.

Included, for example, were the region around the national airport, some areas with extreme concentrations of intensive livestock breeding and the Rotterdam Rijnmond area where the national seaport is of major importance.

*" spatial quality comprises: perception value, utility value and future value "*

The designation of such areas of national significance naturally highlighted a special type of administrative problem. Mere horizontal and vertical coordination were not sufficient to solve the problems. A diagonal line had to be drawn: diagonal coordination is a good image that helps illustrate the need for different public authorities to reach a common viewpoint on different policy areas.

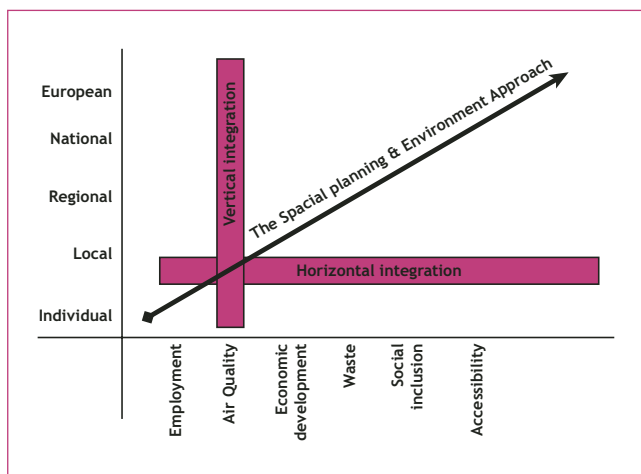


Fig 1. "Diagonal coordination" of different actors and policy areas

The objectives for these ten national projects were as follows:

- To develop a coherent view on the long-term development of the area;
- To establish a coherent package of measures to accelerate the implementation of the policy;
- To involve environmental protection in advance in considering future developments;
- To create a solid basis for the authorities and other parties concerned;
- To respond to specific regional opportunities and problems.

An additional underlying objective for the Ministry of Housing, Spatial Planning and Environment was to gain experience with an integrated approach in itself. A decision was made to work on the basis of a formal administrative agreement between all parties concerned in all projects. Such an agreement would specify the parties involved, the objectives and the completion date of the project in question. It was decided to opt for a short-term planning procedure, covering one to two years, in order to emphasize that not a new plan but joint implementation of the policy was paramount.

In practice though, it was not possible during the drawing up of the Fourth National Policy Report for the different ministries to arrive at a common vision. Even within the Ministry

for Spatial Planning and Environment there was little motivation for spatial planners and environmentalists to cooperate.

It was also a time where the traditional central government top-down approach was no longer accepted. The age of hierarchical planning was over but not everyone was aware of it. The topic of new multi-level governance practices was just starting to emerge.

When the Fourth National Policy Report was almost finished an alarming report emerged about the environmental situation in The Netherlands. Although the policy document was about to be published the Minister insisted on incorporating environmental policy into spatial policy. The idea of what it would later be known as a ROM "area-based approach" was proposed as an innovative way forward.

This new approach had to be formulated quickly and there was hardly time for consultation with other ministries. This innovative ROM-policy approach was therefore not an initiative supported across the board but an opportunity that was grasped.

In a brief text it was announced that central government would take the initiative of bringing the parties together in the 10 designated areas. Cooperation with other ministries was announced. To great surprise of the promoters of the idea the Parliament insisted that 15 million of the old Dutch guilders per annum be allocated to these innovative national ROM projects.

Neither in the horizontal nor the vertical senses was there a culture of cooperation. The insight that there had to be more cooperation began to be realised in all sorts of ways. ROM policy of course played a small role as a catalyst in this process. The promoters of this new policy approach were looking for a negotiating style that was focused on consensus and saw the public sector more as a part of the network society than as the core of a hierarchical system.

But developing and implementing the 10 first ROM projects in The Netherlands took longer than had been expected. One of the reasons perhaps was that they tried to set up tailor-made projects: sometimes a project was implemented in a very bottom-up way, sometimes more top-down; sometimes a project was very open, sometimes more closed; some projects attracted enormous political interest, some hardly any at all; with some projects there was a sense of urgency, with some none at all; some projects covered relatively small areas, some very large ones...

There was also a lot of mistrust: did central government really want to achieve something or was this a civil servants'



game? Covenants or multi-partite agreements were a new phenomenon in The Netherlands and there were not equivalent practices in other countries.

But it all appeared to gather momentum when some ROM-projects achieved concrete results. Important success factors in achieving results that had proven impossible previously were:

- Political acceptance in the region
- A project leader who was a good process manager
- A sense of urgency
- Insight into mutual interdependence
- Insight into concrete solutions

It was apparent from various evaluation studies that had been carried out that the overall picture was positive. In many places parties who never normally communicated with each other started to do so. Central government was confronted with the inconsistencies in the implementation of their own policies and as a result learned a great deal about practical problems at the local and regional levels.

Today in The Netherlands area-specific policy is now no longer exceptional. It is applied in all types of locations and at all scales. But, luckily, during the last 2 1/2 years of experience in the framework of the PEGASUS project we realised that in other countries similar trends have emerged. This shouldn't surprise us. The Netherlands is not an isolated country with unique political pressures that are not to be found anywhere else - all this process develops during a period of time (as from the mid Eighties) and an environment that dramatically changed the way urban policy is developed not only in The Netherlands but in all Western urban areas.

With differing names in different cultural contexts integrated area-specific policy approaches have developed - not always in a very systematic way - in all the contexts we have explored in PEGASUS. We have found similarities and differences in their approaches; particular practices that worked in Rotterdam but that did not work in Malmö, cases where Central government was the initiator of the whole process and cases where the Municipality or even just a city District was the initiator, etc.

The rest of this report will hopefully help you develop a deeper understanding of the potential and limitations of 'integrated area-based policy approaches' through presenting its main elements and the synergies between them. You will (hopefully!) find out that many of the elements described are already part of the current urban management practices in your area but we also believe that is a particular combination of these elements in a properly defined area

following a certain methodology and mind frame that makes the originality and added-value of such approaches and that, therefore, justifies the efforts undertaken in the last couple of years in the framework of PEGASUS.





# HOW

1. INTEGRATION ALL THE WAY THROUGH

2. MIND THE PROCESS !

3. THE IMPORTANCE OF COMMUNICATION

## 1. INTEGRATION ALL THE WAY THROUGH

### the definition

Integration means combining all parts into a whole. It is the opposite of “segregation”. In PEGASUS by integration we will mean tackling both the physical and non-physical problems in an area, working towards improvement in all these respects, using technical and non-technical tools and solutions. In practice we deal with the economy, the environment and different societal aspects in an area.

### the rationale

Tackling all different aspects of an area may seem to complicate things. Solving one problem at a time sounds more manageable and more realistic. “One thing at a time” certainly looks simpler. But reality is that this is not the way our economies, the environment and society work. They are complex and intertwined. If you analyse their workings, you find that most causes have many effects, and most effects have many causes. Building a motorway usually stimulates the economy but the resulting increase in car traffic is no good for air quality. The increase in noise makes adjacent housing areas less attractive. People, who can afford it, move out. While keeping their job in the area, the quicker car access allows them to do so. Commuter traffic increases, before long the new motorway’s capacity reaches its limits. And, socially, the area declines, because the high-income earners have moved out.

There is no way around the need to understand and take account of the relations between economy, environment and society, and the causes and effects at play. To successfully improve one aspect, we have to take into account its whole cause-and-effect web. Simplicity does not work here.

But there are very positive reasons too for taking an integrated approach. Our aim is to best serve the combined interests of all parties involved. In other words, the net improvement of the area. This does not mean that we yield equal gains in all respects. In some respects we may lose. But as long as the combined gains offset the losses, our area improves.

One of the advantages of taking an integrated approach is that by involving more parties you will have access to more resources; not just financial but also in expertise. One may have the knowledge to develop a solution, while another has the money to pay for it, a

third may be needed because they wield political power, and a fourth may be important because by being uncooperative they would be able to halt everything.

This very complex aspect of PEGASUS needs an approach that is in essence simple: think laterally, communicate freely and act practically.

Think laterally means: think sideways; don’t only look for the obvious causes and effects. To make sure you don’t miss the important cross-links. Between economy, environment and society, between the physical and the non-physical. This doesn’t mean you should not pay attention to straightforward causes and effects. But these usually won’t be overlooked anyway. The many single-minded experts among us will look after that. For instance, when looking for ways to improve access to an area, of course you think of new roads. But do the activities that seem to require better access really have to stay in that location? Couldn’t maybe “poor access” be a quality in its own right? Our historic cities derive much of their charm from their narrow alleys. In modern housing areas, originally wide roads are being narrowed or fitted out with speed bumps to discourage and slow down the car traffic for which those wide roads were built in the first place.

Integration depends very much on communication. Communicating across the field of stakeholders exposes all participants to problems they may not have thought of otherwise. And to solutions they may have overlooked. So we can avoid pitfalls, and find the really bright solutions. Complex, cross-field problems are characteristic of PEGASUS areas. If problems had been straightforward, so would have been solutions, and things would not have become so bad. So your problem is likely to need the input by another expert, and vice versa.

Having thought of everything and made sure all people concerned have contributed their analysis and ideas, we must not become stuck in the resulting multitude of possible solutions. Get a well-argued, broadly supported decision on what measures are likely to be the most effective and efficient. Next, make sure these are carried out properly. Stretching your resources over too many actions by too many people may be an integrated approach, but one that will result in integrated failure. In other words: organize the work professionally, with a sensible work plan and clear-cut responsibilities. The “steps” chapters will go into this.

*“one of the advantages of taking an integrated approach is that by involving more parties you will have access to more resources”*

## the example

### The Zielgebiet Gürtel, Vienna

In the Zielgebiet Gürtel programme we tried an integrated approach, right from the start. The challenge was to bring together not only different levels of administration (Districts, City Council) but also key players (chamber of commerce and other local players) and to be able to penetrate the vertical borders between different City administration departments.

The latter proved its worth from the very start: we were financed by three different departments. Another merit proved to be the permeability for bottom-up recommendations: stall-owners of a street market calling for a market manager caused the central administration in cooperation with the chamber of commerce to devise a city-wide solution for neglected market areas.



## 2. MIND THE PROCESS!

### the definition

Process means “course”, “procedure”: the way we do things, the method we follow. Since PEGASUS is a method, this guideline lies at the very heart of it.

### the rationale

PEGASUS is obviously not in itself the desired development for our area; what we are describing is the way to getting there. But only through a sound process we will achieve this development.

If you are the facilitator of such a process, you could consider PEGASUS as a paradox, and act accordingly. The paradox lies in the fact that the PEGASUS programme is strongly goal-oriented. But at the same time, using this approach, while targets are important, we don't worry about achieving these goals as such. That's for the stakeholders to do. We concentrate on the process, the “game”. To us, achieving whatever goals is the natural outcome of an effective, efficient and fair game.

PEGASUS is more about “carrots” than about “sticks”. We deal with many parties that do not always have formal, let alone hierarchical relations. Therefore, developments can't be forced. Even if they could, things generally work better when parties are happy to co-operate, rather than digging in their heels. In fact, should a clear and effective hierarchical relation between all parties exist, we hardly need PEGASUS.

“Carrots rather than sticks” also means we should foster the programme's working atmosphere. The “feel” of the programme, the emotional side, is just as important as its formal structure and contents. The parties involved should enjoy taking part in it. They generally have many other things to do and worry about. Their PEGASUS involvement should be one of their most attractive and rewarding activities, if it is to get the attention and hence the resources it needs.

Trust is a major part of a sound process like the one we are describing. In an integrated policy approach many boundaries need be crossing. This only works when parties feel safe with all these “trespassers”; safe too when out themselves in foreign or even enemy territory. Would you dare to debate openly your own knowledge, your own interests, with others, when there is no mutual trust? Our experience has taught us that building a trustful relationship is a crucial element that will help us overcome old fashioned bargaining

and classic power play styles and in so doing open new doors to find solutions where traditional policy-making didn't deliver integrated and satisfactory solutions.

Process-integration also applies to decision-making. A PEGASUS organisation (see "who" chapter "programme organisation") does not stand on its own. Its decisions need ratifying in parent organizations, like city councils, boards of directors of companies, NGO's, etc. This will take presentations, discussions and time to consider. A mere nod of some boss is not sufficient if what you are asking is for real commitment. Involving these "outsider" decision makers in PEGASUS meetings and other events is a very effective way to help make the programme their concern and interest too. Of course you take all such steps into account in your planning.

"Don't beat them, join them". Our PEGASUS programme is likely to run into many partly overlapping organizations, plans and projects. Fine. Find out what they are about, and make clear to all involved what they contribute to the PEGASUS programme. They may like to join the PEGASUS programme. That would be great of course. If not, regard them as outside help or just a co-operative environment. In case such "external overlaps" turn out to oppose our goals and efforts, we are to blame: we have overlooked them in our analysis of the area and parties involved. So make up for this, and include them. This is integration at the process level.

A final consideration about the different speeds of the process. On the one side you shouldn't waste time; keep the pressure on and strive for early results to keep up belief in the programme and satisfy the expectations of the least patient in the partnership. But on the other hand you have to be aware that getting parties to understand one another and drop their defences and prejudices often takes a lot of time. But let's not be discouraged by this: this will be an investment that will pay back in the long run because it will save the programme from opposition, including drawn-out legal battles, later on.

## the example

### The Grorud Valley, Oslo

The Grorud Valley Development Programme involved a planning exercise with many elements and stages. This include topical plans on transport and green structure as well as regional scenarios - all covering the whole valley or a bit more; in-depth "area programmes" for four smaller, sensitive areas; and finally the development of a holistic plan drawing on all of these.

This complex design reflects the diversity of interests and challenges in the valley. But a complex process places high demands precisely on design - including co-ordination and timing - which have not always been met. For instance, the scenarios, which should have been an input to the area programmes, had not yet been completed, four months after the deadline for the latter. City authorities had set new deadlines for the various elements along the way, including a very tight deadline for the holistic programme. Although the City Council decision mandating the Programme called for stakeholder participation, this was only organised in the case of the area programmes when they were well down the road, and hardly at all in some other cases. The programme would have benefited from a more thorough discussion of time frames as well as participation at the very outset, and from involving more stakeholders in these discussions.



### 3. THE IMPORTANCE OF COMMUNICATION

#### the definition

In the kind of process we are concerned with by “communication” we mean exchanging information. This exchange is not unidirectional but is a two-way traffic flow. Telling others about your project is only part of it - but listening to their input is as important. Communicating internally, within your organization, is as important. Finally, finding out what you really think and feel yourself about the process - in other words... communicate with yourself!

#### the rationale

PEGASUS is about what people want for their area, and how to achieve this. This you have to find out and decide in an exchange of information, between organisations, within organisations, between people, even within people. So people themselves, and all others involved, realize what it really is they want, and what resources they can think of to realize these needs. There is no PEGASUS process possible without good communication flows.

Hundreds of textbooks exist on communication. You can study the subject for years, at the highest academic level, and in the most in-depth practical ways. Below follow some of the aspects that we thought to be more important with our experiences with PEGASUS-type processes:

- Don't be afraid of communicating. You should have good reasons for not communicating. If in doubt: do communicate!
- This does not mean “the more the better”. Quality counts, not quantity. Repetition may help, but beware of irritation and allergy;
- Good communication happens when the message we intended to pass gets across. This obviously needs some preparatory work: in the interest of the process, be clear of what is the message that you or your organisation would like to convey. That is not the same as what's foremost on your tongue!
- Think of the best means to get your message across. What means are most suitable mostly depends on your audience. Internet is no good for a population that has few computers. Fat reports are no good for decision-makers that have no time. Little and light text with lots of pictures is usually most effective when your audience isn't used to reading much. Avid readers like this too, if only for a change;
- You probably know of the power of kind words: use them when the one you talk to is defensive or aggressive;
- Use your own style and means - such communication is most credible and effective;
- Be emphatic, without losing sight of your role as organizer and facilitator. You're not the psychiatrist, but the ability to encourage others to tell what they really feel and think is extremely important. The project can't do without a firm footing in the parties' real thoughts and feelings;
- Passing judgement on what others interests or thoughts is definitely not a task of the process facilitator! You may not like what a party thinks or represents, but deciding on the aims and means of the project, is up to the board of directors and ultimately the politicians responsible.
- In order to check if the message got across correctly and acknowledge that all is understood and appreciated we recommend confirming what has been said or written, and ask others to do so too. Confirming in writing is especially useful because it helps our poor memories...
- Good communication flows are not just required between project organisations involved in the PEGASUS process - it is equally important that communication flows penetrate the single participants' organizations. Help them to do so: supply brochures, newsletter content, presentations, etc.
- Act on what has been said and written to reinforce the power of communication and prevent distrust. Communication loses its meaning when words turn out to be empty. Next, tell your partners what has been done with their ideas and concerns. This applies the other way around too: ask others after their promises. Not doing so creates an atmosphere of “they don't really care”, or even distrust. This is lethal for PEGASUS-type projects.
- Structure helps. This means regular meetings, a newsletter, an e-mail bulletin. But beware: regular does not mean at fixed intervals. Having a meeting because it was decided, even if there is nothing to discuss, is not just a waste of time. It also conveys the message “This project is about nothing important”. Similarly with newsletters: as their name aptly indicates, they are for news, not for filling pages! Given the usual cramped agenda's, flexible planning is needed. An important task of you as a project organizer is to think when meetings or publications are needed, and to plan for them, so everyone is available to contribute.

## the example

### The “Ieders Land” interactive planning process, Rotterdam

“Ieders Land” (Everyman’s Land) was an interactive planning process on the redevelopment for housing of a 50ha. green area on the outskirts of Rotterdam. High political pressure, shortage of time and the large number of parties involved, demanded very good communication. The means used were:

- Newsletters, paper version and e-mail, published whenever there was news, on average once every 3 weeks.
- Reports - distributed widely. With presentations to a wide circle of interested parties, including political parties and press. Enlivened by excursions.
- Forums: meetings open to anybody, to get comments and ideas. The forums provided the project’s communication and creative backbone.
- Surveys were produced at the end of each forum and presentation. Results were published in the next newsletter.
- Meetings of the various project bodies, with city council planners and experts, were convened whenever needed.
- A frequently updated website containing anything published in and around the project, including downloadable draft plans - no secrets!
- Press statements and newspaper articles.
- E-mails, phone calls, informal talks; countless.

The surveys showed a high appreciation of the way the project was handled as well as of its final product. Paper-version newsletters turned out to be the favourite means of communication, but most people used a mix of communications channels. Electronic communication was used widely, but hardly exclusively.

# WHO

1. THE ROLE OF THE INITIATOR

2. STRUCTURE AND FUNCTION

OF THE PROGRAMME ORGANISATION

## 1. THE ROLE OF THE INITIATOR

### the definition

The initiator is the actor who takes the initiative to start the process leading to a fully-fledged PEGASUS programme. These will often be public authorities (central government, regional government, local authority, etc). This is so because they are general interest organisations that need to serve different public interest and this is what PEGASUS programmes usually deal with.

The initiator is broadly speaking leading the initial phase; i.e. defining the area, finding out about background and trends, identifying parties and interests.

### the rationale

Someone starts the process because they have an interest of their own. Or they feel a responsibility to serve some public cause. This will typically be a public organisation or an organisation with a public remit. In the case of the ROM-Rijnmond programme it was the Rotterdam Port Authority basically because they wanted to enlarge the port. This was sure to meet much resistance. Something was needed to make the enlargement acceptable to opponents. The ROM programme opened ways for ameliorating negative effects of the port extension, and so serving the interests of other parties too. Initiating the programme is not the hardest phase, but surely the most undefined. Who will support the programme? What ways exist to reach its goals? What precisely are the goals anyway? Our experience shows that bearing in mind the following aspects might prove useful:

*" the initiator of such a process will typically be a public organisation or an organisation with a public remit "*

*" the ROM programme opened ways for ameliorating negative effects of the port extension, and so serving the interests of other parties too "*

- As an initiator, in order to gain enough momentum for a good start gathering support from strong and helpful partners is crucial. If you are strong yourself, you may think you don't need this, but being strong often means you can easily attract strong opposition. Although influential, the Rotterdam Port Authority early on in the ROM Rijnmond process contacted environmental groups. These were small, but tend not to like "big business" like ports very much. And they are able to organize strong opposition.

- A good way to start the process is to draw up an "Agenda Note", formulating the first ideas on scope and aim of the programme. This Agenda Note is in fact the first draft of the "Starting Note".
- Next, conduct a round of talks with all parties likely to be relevant. This starts the process described in the "steps" chapter "actors".
- Do not let your interests as initiator interfere with the needs of a sound process. You do have interests of your own - normal! That's why you took on the job! But watch out: these shouldn't get in the way of a sound programme and a sound process ("how" chapter "mind the process" and "steps" chapter "action programme" detail this aspects). In the initial phase, though the double-role of initiator and facilitator is unavoidable: there is no balanced group of parties yet to organize a facilitating agency, and usually no money to fund one. Our advice is to just be clear about the two roles, and separate them within the initiating organization. The persons acting as initiator should not be those advocating the interests of the initiating body.
- An effective initiating body need not to be large, but one doesn't do this important part of the process in one's spare time. The work of an effective initiator comes close to a full-time job for one person - with adequate support. And this work takes time - years. This costs money, without any certainty yet of a beneficial outcome.
- The person(s) acting as initiator should have sufficient authority to be accepted by key parties. Because at times some pressure may be needed to convince others, or to act as a mediator, when conflicting interests arise. Some formal standing may help, but overpowering is no good at all. What counts is first of all a matter of communicative skills, starting with the fine art of listening.



## 2. STRUCTURE AND FUNCTION OF THE PROGRAMME ORGANISATION

### the definition

“Programme organization” is about what structures we will need to be able to successfully bring forward a PEGASUS type process but also about how this structure should work and inter-relate with process actors and other organisations and established institutions. This organisation will have to be able to do justice to all different interests and points of view that we will encounter in the process. For this, it needs to be independent.

A word of caution before continuing this chapter: As we have mentioned in the course of this pages a PEGASUS process development is only meant for highly complex urban situations where the participation of many parties is required to reach a solution. Don’t set up a complicated process and a costly programme organisation if it is not strictly necessary.

*“ don’t set up a complicated process and a costly programme organisation if it is not strictly necessary ”*

### the rationale

With so many different tasks to be performed over such a long period of time, we need to make clear arrangements as to who does what. In principle it would seem best to have all this work done by existing organizations and bodies. This would save the time and effort needed to set up new ones, and the extra overhead they invariably require. However, our experience tells us that we will be better off if we set up a new organisation to run a PEGASUS programme. The reason for this is that this organisation will have to develop new forms of cooperation among well-established parties with a long record in the area and with some institutional habits and maybe even well-anchored prejudices towards another participating party. In some cases, however, an overarching public body with a similar role and ability already exists and can be adapted to lead a process like the one we want to start.

*“ our experience tells us that we will be better off if we set up a new organisation to run a PEGASUS programme ”*

Having said this, the fact that our new organisation should be independent does not mean that we cannot use the institutional capacities of the various parties in the process but this should be done carefully to avoid that the actor that provides with some institutional infrastructure appropriates itself with the control of the process or a part of it.

Considering the tasks that our organisation will need to fulfil an effective PEGASUS organization will generally consist of the following bodies and structure:

- A board of directors: consisting of representatives at director-level of all major participants. Its task is twofold: leading the PEGASUS programme, and advising the parent organizations. The first task will mean that this board takes the main decisions on the programme direction. The second task means its members will advise what action the party they represent should take with respect to the overall PEGASUS programme: what resources to make available, what policies to adopt, what actions to take. Usually representatives cannot individually decide these things on their own; each party has and maintains its own hierarchy and decision-making mechanisms. But the stronger their mandate, the easier they operate as members of the PEGASUS board of directors. These directors must be able to advocate their party’s interests, but also seek the common good.
- An advisory council: consisting of the managers of the participants’ departments most involved in PEGASUS. This council has three tasks: advise, manage and think. Its members advise “their” member of the board of directors. Secondly, within their home organization they direct and manage the work that needs to be done by their own people for the PEGASUS programme. Thirdly, this council acts as the PEGASUS think tank. These tasks ask for people with access to their party’s leaders; management authority over their party’s workers; plus a wide view (wider than their party’s needs) and creativity.
- An independent programme bureau: This is the only part of the PEGASUS organisation that does not consist of members of the participating parties. Unlike the board of directors and the advisory board, they do not represent member parties. They need to be neutral, and operate independently. Their task is to organize and monitor the programme, support the board of directors and the advisory council. They must be emphatic but resolute, and respected by all parties. The programme bureau could well sprout from the initiator’s organization. This means their members may well originate from one of the main stakeholders in the area. Fine, but make sure they subsequently distance themselves from these roots so that they gain independence and credibility in the eyes of all parties.
- Project organizations: These will be responsible for the implementation of individual projects. The PEGASUS programme bureau may have to start or co-ordinate certain projects, but actual implementation best lies with the

partner organizations. And this for 3 main reasons related to commitment, skills, size and cost of the programme bureau: 1) Partner organizations doing projects themselves will feel more committed to the work than when it is outsourced; secondly, they will be more skilled to do technical and practical work than the generalist process workers of the programme bureau; thirdly, the fewer the tasks of the programme bureau, the smaller it can be, and the less participants have to spend on such seemingly unproductive coordinating costs.

Just as important as their make-up, is the way these bodies work. Their members will usually have lots of other things to do, and many other activities and projects competing for their precious time, their own and their bosses' limited resources. For their PEGASUS tasks to get enough priority and be successful, PEGASUS must be not only good for their parent organizations, but personally rewarding too. In practice this means their PEGASUS meetings should offer a welcoming atmosphere, interesting partners, exciting discussions and challenging but achievable tasks to take home.

This document is mainly about planning. But it is realisation that counts in the end. To ensure an effective link: do not forget the individual project leaders! Working in very separate organizations and work fields, they easily feel miles away from the PEGASUS programme and its aims. As a programme bureau worker, you must regularly talk to them, support them, and invite them to stimulating, pleasant meetings with their fellow PEGASUS project leaders. Asking them to present results of their projects to their fellow project leaders, the advisory council and the board of directors, offers them affirmation, and shows the PEGASUS planning bodies the results of their decisions in the real world.

The role of programme leadership<sup>(4)</sup> deserves special attention. Like all major undertakings, a PEGASUS programme needs a good sense of leadership. This is no easy task. Not only due to time constraints but also because of many and diverse skills required. In practice, PEGASUS leadership could very well be shared between the director of the programme bureau and the chairperson of the board of directors.

Good leadership will be particularly important for the first building blocks (chapters) of this report: the way the programme is run (integration, process, communication), and the actors-related aspects. Leaders relating mostly to particular steps are useful in that particular phase, but if we pay little attention to these five most essential ones, the programme could potentially suffer in the longer run.

Finally, changes in leadership demand special attention. They will occur: PEGASUS programmes last long. Here a mul-

ti-person leadership offers the advantage of greater stability: the leaders who stay on can and in fact must carry over the spirit of the programme to the new one(s). Formally, the board of directors should make sure this happens, but in practice a remaining and inspired leading figure will be the one to look after this. If such a person is absent, we have a big problem!

## the example

### The Grorud Valley, Oslo

When it initiated the Grorud Valley Development Programme, the Oslo City Government set up a new organisation, the Grorud Valley Planning Office, to co-ordinate the various elements of the programme as well as contacts with other stakeholders within the valley. The Office is, however, not a stakeholder-controlled body, but subordinated to the City Planning and Building Authority. Within the City organisation, there is also a Co-ordinating Group including representatives of other interested authorities and City-owned companies, while contacts with central government have partly been managed by the City Council itself.

Important is the location of the Grorud Valley Planning Office: right in the programme area. This serves three purposes: it demonstrates independence from the City organization; it makes for easier access by actors; it gives its workers a better feel of their area. This importance we saw demonstrated elsewhere too, for instance in Vienna, with their Area Service Offices.

<sup>(4)</sup> Further information about different types of leadership and their complementarities with different types of community involvement practices in cities see can be accessed from the European Commission funded project PLUS: <http://www.plus-eura.org/>

# STEPS

1. DEFINING THE AREA
2. READING THROUGH THE HISTORICAL  
BACKGROUND OF THE AREA
3. UNDERSTANDING THE TRENDS
4. IDENTIFYING THE ACTORS
5. TAKING ALL INTERESTS INTO CONSIDERATION
6. DREAMING UP A SHARED VISION FOR THE AREA
7. FORMULATING A STRATEGY
8. DRAWING UP AN ACTION PROGRAMME
9. IN THE WAY TO REACHING AND SIGNING  
A CROSS-PARTY AGREEMENT
10. MONITORING AND EVALUATING THE PROCESS

## 1. DEFINING THE AREA

### the definition

In PEGASUS terms, an area is a geographical unit, which is characterized by challenges and opportunities.

### the rationale

Defining an area for applying PEGASUS methodology for local and urban planning equals to understanding the types of challenges and opportunities that are likely to be encountered during the process in this area. This has important implications because where you draw the boundaries of your area will, for instance, influence the actors that will be involved in the process and this will influence the types of solution that will be made available for the area. This is why our approach came to be defined as “integral” and “area-specific”.

When framing the area, a detailed analysis of its territorial, historical and administrative characteristics shall be drawn, listing all the situations that need to be tackled and the feasible solutions. This last element is very important: urban planning solutions cannot be implemented in every context. They need to be deeply grounded in the historical, political and governance framework of the area of action.

The first step of the application of the PEGASUS approach would therefore be that of marking boundaries. Boundaries often can be traced back to three types:

- Historical developments. PEGASUS areas tend to be parts of a city needing regeneration. Historically seen, they are past their prime, but on their way to a hopefully promising future.
- Functional characteristics. This can apply to an area that has important functions, such as, for example, an industry-dominated area, the area surrounding an airport, etc
- Administrative borders, such as districts, municipalities, provinces, regions, etc.

Such boundaries may initially seem self-evident to the initiator, but should nonetheless be discussed with the main actors involved in the project. Due to their different institutional positions, actors are likely to bear different approaches to the area, which should be clearly identified.

Even after the boundaries have been identified and agreed upon, it should not be forgotten that no area exists in isolation and a certain amount of interdependency with the surrounding areas has to be taken into proper consideration.

Generally speaking, the smaller the area, and the more manageable the process is likely to be. However, the urban area is best thought as a system, whose complexity often requires a multidisciplinary approach. The PEGASUS initiator may come to realise that in order to be effective, solutions need to be implemented in different territorial units at the same time. The issue of interdependency must therefore be considered with regards to the following dynamics:

- The nature of the situation to be addressed. In case of traffic issues for example, both its origin and scope will hardly ever fit within manageable boundaries.
- The scope of the intervention.
- The multiplicity of institutional actors over the same area. This applies both horizontally and vertically, and refers firstly to the different levels of government, and secondly to the representatives of business sector and the civil society.

Administrative boundaries can sometimes be useful to frame an area. However, it is important to consider that other factors may be more relevant. Considering the selected area in a wider perspective and therefore crossing administrative borders might be very useful for 2 reasons: Firstly, environmental, spatial, social problems never pay attention to administrative borders - why should we always stick to such borders? And, secondly, the PEGASUS team may observe that in some cases neighbouring areas (belonging maybe to a different administrative or political unit) can contribute to solving each other's problems. PEGASUS' objectives can hence be achieved by considering package deals allowing for win-win solutions that would not been possible to attain if we would just have considered the traditional administrative demarcation.

Once the PEGASUS process is initiated, it would be difficult to modify the boundaries of an area, since this would involve taking into consideration different characteristics, actors and interests. Experience shows that there are cases in which changing in a later stage cannot be avoided, however, due to the difficulties that may arise, framing an area is worth the highest consideration in the analytical phase, when PEGASUS implementation has not started yet.

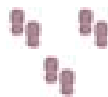
## the example

### The Zielgebiet Gürtel, Vienna

The Zielgebiet Gürtel was not defined by traditional boundaries (like city districts, ,etc), but by the sphere of influence of its central feature, the traffic artery around the city. Hence the name "Gürtel", meaning "belt". This seemingly loose delimitation achieved the goal of bringing into focus a border region, for which nobody seemed to feel responsible. It shows the possibility to cross administrative and topographic borders and bring together alongside a landmark, people who share common problems.

*" the innovative aspect of the Zielgebiet Gürtel approach was bringing into focus a border region, for which nobody seemed to feel responsible "*

The Zielgebiet Gürtel obviously is a border area at the level of neighbourhoods; seen from a city perspective however, it is a central infrastructural feature. This difference illustrates the importance of involving the views of various key actors, when defining the area.



## 2. READING THROUGH THE HISTORICAL BACKGROUND OF THE AREA

### the definition

In PEGASUS terms, the background refers to the area's past and present. It refers to the dynamics of development on the territory, the governance structure, and the present conditions. Thematic integration is at the core of the PEGASUS approach.

### the rationale

Often the future is a projection of present circumstances - the present has its roots in the past'. This is why being aware of past and present evolutions of the area selected is so crucial. By having a better understanding of the background of the area being considered, the PEGASUS team will be able to make sense of present conditions in an area and infer about future developments. The team shall be able to give an answer to the following questions:

- What are the main forces that drive evolution in this area?
- What are the main obstacles to progress in the area?
- What is the origin of the present trends?
- Who are the relevant actors, and what are their interests at stake?

These questions will provide meaningful insights on the potential of a territory, and will help assessing the feasibility of different solutions to old problems.

There are two elements of the background that are worth particular attention: 1) the political setting and 2) the planning context. The political setting refers mainly to the institutional landscape acting over a given territory. The planning context refers to the history and the rationale of previous planning interventions.

PEGASUS focuses on the implementation of a methodology for complex problems in an area where traditional policy-making does not deliver a satisfactory, integrated solution. Here again, it should be stressed that the scope of such achievements shall be assessed against the governance framework of the area, notably against an evaluation of the actors and their competencies, and of the decision-making processes.

PEGASUS will aim to develop a participatory methodology for the area. This kind of methodology is particularly appropriate for highly complex areas as they often are urban areas. Considering previous planning intervention should be carefully analysed, in order to take into due account positive experiences and avoid previously encountered pitfalls.

Finally, some of the planning policies that have been implemented on the territory may carry obligations on the types of further development, which cannot be ignored. Identify them at an early stage!

In order to give a full account of the background of the area for PEGASUS intervention, the team initiating the process has to study and summarize the main documents, describing its history and political structure. This should be done in such a way as to consider neighbouring areas as well. Moreover, the local, regional and national framework should be considered. Development plans could provide useful information. Previously tested urban intervention may teach valuable lessons.

Finally, during the work done in the last couple of years in the framework of PEGASUS we found some interesting cases where written documentation was usefully complemented

by local and orally transmitted knowledge. Asking residents to fill in surveys can be considered as a good means to get a picture of perceptions and values.

As much as it is important to fully describe the background, no description shall be overdone either. The most detailed description bears the danger of getting lost in details and lacking the wider perspective that is typical of the PEGASUS approach. The aim of the exercise is to provide a basis for the following phases of the PEGASUS implementation, and that is all. When writing down the description, the PEGASUS team will present only the most essential information, by making use of maps, illustrations and diagrams, and every device that improve the accessibility of the documentation. A complete bibliography will complete the work and ensure that the reader is directed towards further reference material, if needed.

### the example

#### The Augustenborg project, Malmö

The industrial base of the Malmö disappeared in a short space of time in the 1980's, followed by a large immigration into the city as a result of the collapse of the Berlin wall and the Balkan conflict. This has resulted in a Swedish workforce with redundant skills and a large disenfranchised immigrant community. The struggle to develop the potential in this new situation has not borne fruit with sufficient speed, and despite a decrease in unemployment rates there are still pockets of very high unemployment, usually coinciding with areas of high immigrant population. Even though there are skills within these areas that correspond to needs in the labour market, there are still too many institutional, cultural and some linguistic barriers to allow many people from ethnic minority backgrounds to break into the labour market. There is a significant danger of a second generation growing up in the city with few local or family role models and limited prospects to participate in economic and community life.

Many of these areas of greatest need are located in post war housing areas in the city. Whilst housing standards are, from a European perspective, high, there are still significant problems with the living environment in these areas that reflect some of the problems in the social environment. These peripheral neighbourhoods suffer often from a poor image, limited access to service, high-energy consumption and sometimes poor communications with other areas of the city.

## 3. UNDERSTANDING THE TRENDS

### the definition

In PEGASUS terms, a trend refers to a tendency, or general direction. The PEGASUS team will be looking at the trends that are related in some way to the current challenges experienced in the selected areas, and their potential solutions. The description will then become a projection of the background into the future.

### the rationale

After having pictured the area and its background, understanding the trends represents the following step in the initial phase of the PEGASUS implementation. The problems to be tackled in PEGASUS areas are generally part of long-term developments. To see where they are heading without our interventions, and what is really necessary and effective to improve on their autonomous course, we need to know what this course is likely to be.

Every trend requires its own assessment technique. All different techniques share an element of uncertainty, as the say goes: "Predicting is difficult, especially if it deals with the future".

Predicting future scenarios requires a fair consideration of not only factual developments, but also of interests and perceptions. Different trends have cost and benefit implications for the actors involved in the regeneration of an area. How can this uncertainty be dealt with? Firstly, it is crucial to be honest about the degree of certainty. All the assumptions on which expectations are based should be made explicit. When describing trends, it is also important to encourage all actors' active participation. In case of divergent opinions, the team can use scenarios to work out the potential outcomes of different trends.

As with boundaries and backgrounds, spending too much time on trend analysis may slow down the initial phase of the programme, which is in some way the most delicate one. Also, actors that should take part in the programme may not be available yet. In conclusion, the aim of trend analysis should be to bring all actors up to one workable level of knowledge, and start the next phase of the project on a reasonably balanced, broad base. Further in-depth work can be done later, as process and solutions require.

## 4. IDENTIFYING THE ACTORS

### the definition

In PEGASUS terms, actors are all the relevant stakeholders for the area selected. They include local authorities, residents, developers, interest groups like NGO's, private companies and land owners; but maybe the regional government or one or the other central government ministry or maybe even a European institution that has agreed legislation with particular impact in our area. They all have in common: interests and expectations on the area in question.

### the rationale

The PEGASUS approach requires a commitment to team building, and PEGASUS gatherings may at times appear to be crowded. This is due to the fact that PEGASUS is about implementing a participatory mechanism for urban regeneration. From this perspective, stakeholders should always be seen as a source of additional resources and opportunity.

In modern European societies, power and knowledge are spread among a multitude of institutional and non-institutional actors. This makes problem solving fairly dependent on the capacity of establishing and feeding a consensus among all actors that share power and knowledge over a certain area. All actors need therefore to be empowered and be put in the position to express their views.

The importance of consensus building is justified by three main arguments:

- Legitimacy. Although it might seem obvious, it is important to keep in mind that for maximum acceptance and support, the programme needs the "vote" of the maximum number of actors affected.
- Quality. Greater participation means additional knowledge and experience at your disposal. Furthermore, knowledge does not lay only with institutional experts and city officers. Local knowledge makes an important difference in delivering a regeneration plan.
- Resources. Additional human resources and financial contributions will improve the quality of the entire process.

When starting a PEGASUS process, the initiator and the partners engage in an actor analysis. Rather than listing, this exercise will be aimed to identify the actors that have interests in the area. Initially, institutional representatives from local governments and all the relevant city administration departments will be contacted. Bringing the private sector on board can prove difficult, although this very much

depends on political culture of the country in question. Certain citizens groups will more or less spontaneously join the process but it could happen that others are marginalized of the process. The initiator of the process should assess if these could be of added value to the process and if this is the case try to devise a way to bring them on board.

Once all actors are identified, the PEGASUS team has to assess their relevance and define their role. If possible, they will be accommodated according to their preferences. However, it must be remembered that the greater the number of people involved, the greater the number of voices, viewpoints and expectations will be.

Consulting the actors will also help task assignments. It should be clear for all the actors that participation empowers but implies responsibility and pressure as well. Some of the actors may wish to shape from first hand the process; in this case they have to accept the greater responsibilities that go with it. If they fail to accept that, their role could be significantly reduced. At the same time, passive participation may cause problems as well. An active and assertive attitude is desirable.

At this initial stage, a major source of difficulties for the PEGASUS programme is the fear for opposition, which may lead to the exclusion of some actors. Although this fear is understandable, insofar as the programme is still young and vulnerable, it should be ruled out. An open presentation is an ideal device to boost confidence, and the ability to communicate openly with all actors is essential to the success of the programme. Both the PEGASUS partners and the initiator need to develop this ability as early as possible. If the process is bound to failure, because original intentions meet fierce opposition, or because partners are unable to deal with key actors, it is important to realise it at a very early stage.

In conclusion, it can be stated that including all relevant actors in a PEGASUS type of urban intervention since the very beginning of the process is a crucial precondition for its success. However, the leaders will have to maintain a certain degree of flexibility. Allowing actors to change their role in the programme is healthy. A further stage or changed perspective within the course of the programme may well mean that someone's input will grow or decline automatically.

Research organizations will be more important in the early phase of a programme, while contractors have more to contribute when it comes to realization. This flexibility actual-

*" including all relevant actors in a PEGASUS type of urban intervention since the very beginning of the process is a crucial precondition for its success "*

ly encourages parties to join: many important (so often busy) people prefer to be actively involved only when they really need to. Demanding heavy involvement throughout the project scares them off.

### the example

#### The Grorud Valley, Oslo

The Grorud Valley Development Programme was initiated by the City of Oslo, which has sole authority over spatial plans. A broad range of other participants - NGOs, residents' and business associations, major institutions and companies - have been consulted and invited to participate in workshops at various stages of the process. The City Council has been perceived as a more or less neutral referee. It has been another matter when the City and other powerful actors have had clearly opposing interests. One such opposing actor is the State Railways Authority. Norway's largest railway goods terminal is located in the heart of the valley. The Railways Authority want it to stay in its present location, while the City would like to see it move outside its territory to make way for residential as well as commercial development. Through much of the planning process, the Railways Authority has felt either conspicuously overlooked or misunderstood. At the PEGASUS Oslo Local Workshop, their spokeswoman protested that "Sometimes it seems as if we didn't speak the same language" - referring to the different world-views of city planners and the Railways representatives. At this meeting however, both parties were happy they found an opportunity to express and listen to each other's views. "We should have had these discussions long before!", she added.

## 5. TAKING ALL INTERESTS INTO CONSIDERATION

### the definition

In PEGASUS terms, interests are the concerns, the stakes of the actors involved in the identified area.

### the rationale

The interests at stake are at the heart of the PEGASUS approach. PEGASUS aims to improve an area in all respects: economically, environmentally and socially. Improving means to better serve the combined interests of all parties involved. Therefore, PEGASUS has to identify the interests at stake and to formulate an effective approach to the different parties.

Before proceeding, a few words on the term "problem". PEGASUS is about facilitating an approach to tackle complex problems in a specific area, where traditional policy-making does not deliver a satisfactory, integrated solution. These are situations in which the solution cannot come from a single actor or from a single policy field. However, the term "problem" does not deserve a great emphasis. Firstly because problems are relative. What constitutes a major problem to one party will be minor or even good according to another. A winding, tidal waterway for instance, is a problem to shipping, but great for nature. It is hence, in the end, a matter of interests. And secondly because a positive approach works best. Working out a direction together generates more positive involvement than defining worries and obstacles.

*"one should not forget that the term 'problem' is in itself very relative; what constitutes a major problem to one party will be minor or even good according to another"*

First of all the PEGASUS initiator has to find out what everyone involved in the area really wants - the word "really" encompassing here both the concrete reality and the level of commitment. To picture the reality of interests, it is crucial to ask parties what they see as their ideals for the area, from the most abstract to the most down-to-earth level. From "We want a healthy environment for our children" to "We want playgrounds for our kids within safe walking distance from our homes". The abstract level is needed to help widen people's view, to find common ground with other interests at stake. The practical level is needed for three reasons: firstly, to help everyone stay focussed on reality; secondly, to be able to communicate with all involved; and thirdly, to define concrete projects and project goals.

Using both the abstract and the concrete level serves more functions. To succeed, the programme needs the long term. But it must also show results in the short term. Many real improvements can only be achieved by a sustained effort, which takes long. But to maintain commitment, especially of politicians, short-term successes are a must.

When considering the interests, everything should be included, and not just socially acceptable interests. This is vital to get and keep everyone's commitment, and to ensure that no hidden agenda will come out unexpectedly. If a party thinks one thing, and tries to achieve another, this is not just most unhelpful for the overall success of the programme but also will breed distrust between parties.

But how is one to uncover the real interests? Following two rules can do this; one referring to a general principle to bear in mind and a second of a more practical nature. In principle, all interests should be regarded as valid and equal. No party must be blamed for pursuing whatever (lawful) interest. The programme's aim is to best serve the combined interests of all parties involved. So meeting whatever interest of whatever party is a potential gain. A potential gain, not a sure one, because obviously meeting one interest may harm another. But it is still crucial to have a fully extensive picture of them all.

*" all interests, and not just socially acceptable ones, should be considered. This is vital to keep everyone's commitment and avoid hidden agendas "*

The practical rule to use when searching out interests, is to provide for a safe atmosphere. The first step to do so is to establish the above principle of "anything legal goes" as a ground rule. In practice, the PEGASUS attitude would be to first approach parties separately, and best on their home ground. So there is nobody to challenge them for a start. At later stages, all parties can meet and discuss their needs.

Even the ability to create high levels of trust and openness may at times fail to break down all barriers and get all interests out on table. It may happen that people express their own interests, but they may not do so publicly. (Partly) hidden agenda's and resulting strategic behaviour are likely to remain a fact of life. What to do then? Interests are to be respected and accommodated, if need be implicitly. PEGASUS is about achieving the best possible, not about doing the impossible.

*" PEGASUS is about achieving the best possible, not about doing the impossible "*

## the example

### La Lanterna : The Genoa Lighthouse area, Genoa

The Genoa Lighthouse area touches on a lot of interests. The lighthouse has a high symbolic value for Genoa's inhabitants and government. But the power plant next to it hides it from view. Citizens in their leisure time and tourist business would love to have access to the site. Major roads now make access almost impossible. Linking the Lighthouse area to the old port would fit fine in the Porto Antico's development vision. Shifting coal stocks away from the lighthouse would make it somewhat more visible. Closing down the power plant is in the interest of air quality. But taking it down now may limit the region's future allowable CO2 emission. Closing down the plant would cost jobs too, in the short term. Politicians are not keen to touch on this sensitive issue. Shifting the Lighthouse would be good for the industrial activities around it, but some historians have already shown their disapproval for this "falsification of history".

## 6. DREAMING UP A SHARED VISION FOR THE AREA

### the definition

In PEGASUS terms, the vision is the common ideal, the goal of the programme as it should be realized. The vision is the basis of the planning phase proper. Its importance is, understandably, hardly ever overlooked.

### the rationale

When talking about the PEGASUS approach, a vision is not simply chosen - it is properly and actively constructed by all parties involved. The vision has to be ambitious, shared and viable. But achieving this is a different kettle of fish though - but hereafter follow a few criteria that should help you in successfully create this ideal for the area.

The vision is far-reaching insofar as it expresses the highest, most important objectives of the programme. However, these aims should be expressed as concretely as possible. There may also be an important technological and economic uncertainty.

*" the vision for our area has to be ambitious, shared and viable "*

The main constraint placed on the development of the vision is the level of support from the parties involved. This means that keeping everyone on board is what counts. A good vision should be clear and easily understandable. It can be ideally expressed with the help of one or a few maps, pictures and as little text as possible. Moderation means mastery.

Partial, single-aspect visions such as visions on energy, on transport, on nature, etc are often needed as building blocks. Mutual understanding between partners is gained if actors are asked to draft visions of their "opponents". But they need to end up the brainstorming period by presenting one integrated vision.

There different perspectives under which the vision needs to be viable, or realistic. Perceptions of the future change, and so do visions. An example: a vision for a large industrial estate aiming at 100% sustainable energy within 30 years is hardly realistic. Maximum sustainability is the best goal. How to remain realistic? The PEGASUS team has to make sure that all relevant actors have their proper input. This should strike the right balance between idealism and realism. All of them must have their say, in a constructive atmosphere. Engineers and economists, environmentalists, citizens groups, private sector interests and a couple of city departments and a central government ministry... dreaming a same vision for the area: what a challenge!

Finally, there are further elements to be taken into proper consideration. Time wise, the PEGASUS approach supports a fair balance between enough time to realize the vision (which will make the period over which your vision applies longer) and a reasonably overseable period (shorter). In ROM Rijnmond, the time span covered 15 years - and turned out to be on the short side. In addition, a certain degree of flexibility is needed. In a sound PEGASUS process, planning and agreement, changes will be allowed for - as long as all partners support them. The vision, being the basis of the cross-party agreement (see "steps" chapter 9), should be the last thing to change. The vision shall also be attractive and comprehensive. Attractive insofar as it makes room for "creative expressions". After all, a vision should have something of a dream - but one all parties believe in and agree on. Comprehensive insofar as it includes all relevant policy areas: business, housing, services, transport, nature, environment, etc.

*" the vision, being the basis of the eventual cross-party agreement, should be the last thing to be changed "*

It is important to highlight that the vision must not be conceived as if it were an island in all the process; our vision is an integral part of the context and will contribute to shape the institutional, economical, social and environmental urban landscape.

A last hint before concluding: you would like to engage in such a process but don't know very much how to go about it in your local context? Maybe the municipality

(or one of the municipalities) that will include your target area did engage in a Local Agenda 21 process? If this is the case, ask the responsible team because they might have gone through a similar process for the whole of the city!

*" our vision is an integral part of the context and will contribute to shape the institutional, economical, social and environmental urban landscape "*

### the example

The essence of the vision dreamt by the stakeholders in the Rijnmond area around Rotterdam was simply "A stronger economy and a healthier environment". It sounds basic, but what it became to be known as "the double objective" guided the entire programme, and time and again it proved its worth in discussions on where to go.

## 7. FORMULATING A STRATEGY

### the definition

In PEGASUS terms, the strategy is a set of general solutions to realise the vision.

### the rationale

Like a vision, a strategy is a logical step in a PEGASUS programme. Somewhat less obvious than a vision though - in the course of our comparative work in the framework of the PEGASUS project we have seen that in many cases one tends to skip this step and proceed directly with projects. We think though that this might lead to inconsistencies in the overall approach.

PEGASUS programmes are too complex to translate a vision straight away into concrete objectives and measures to achieve these, i.e. projects. A decision on your general approach is needed, in order not to lose the support of parties with opposing views. Many actors need the security of this intermediate step. Also, without a strategy, projects run the risk of becoming a haphazard bunch of efforts, lacking coherence and a good coverage of all relevant issues.

There is no fixed table of contents for strategies. After analysing different strategies used in the different PEGASUS partner cities we can point at the following suggestions:

Strategies are good when they credibly lead to the realisation of the vision, provide the framework for the programme, and get the support of the actors involved.

Strategies cover long- and midterm actions.

Strategies do not necessarily have to do with large and ambitious projects. Small incremental projects may create a fundamental improvement in the quality of an area.

Working from general (the vision) to detail (the projects) means defining and detailing aims and actions. So unlike the vision, which must be one integral "story", a lot of different strategies may be required. One for each major policy field is logical. These strategies will be quite different; improving the transport system for instance requires another approach than developing bird habitats.

All the strategies, covering different policy fields, have to connect and add up. In this way all projects support each other, rather than overlap, interfere or work in opposite directions. For example, working towards more public transport means services must be in central locations. Or

developing a more natural water management may increase floods and droughts, if storm water drains and water retention areas are not adapted accordingly.

Strategies must be dynamic; they have to be allowed to develop over time. This is another characteristic of working down from the general vision to detailed projects: what both strategic thinking and action should become more flexible as things get more detailed and practical. The goal (the vision) remains the same, but the way to get there may change.

Changes are not to happen lightly however; they are for the board of directors to decide. The process has to be dynamic but thoughtful and participatory.

### the example

#### The Malmö Quality Programme, Malmö

The leading document for the development of the Western Harbour in Malmö has been the area's Quality Programme, a consensus document developed by city professionals in dialogue with other interested parties - principally developers and the energy services provider. The creation of the Programme inevitably involved compromises but ultimately presented a basis for development agreements which all parties felt was ambitious and challenging, yet achievable and interesting for future development.

The Quality Programme acted as a supplement to existing strategic environmental documents in the city. The Programme's strong environmental focus covers issues ranging from construction materials, waste management and energy consumption to aesthetic qualities within buildings, public spaces and provision of community services. Adherence to the agreed targets of the Quality Programme was central in the contracts signed between developers and the landowner, the City of Malmö.

## 8. DRAWING UP AN ACTION PROGRAMME

### the definition

In PEGASUS terms, a programme is a number of coherent actions, to be carried out both in the short and the long term to achieve your goals.

### the rationale

The programme should show the planned actions, and everyone's commitment to these. The programme makes clear to everyone involved who is expected to do what, when and how. Without this clarity and stated commitment, the programme and its goals are likely to remain a "castle in the air". The aim of the programme is to make the project real, practical, down to earth. This may prove to be more difficult than expected.

The action programme should answer to the following questions: what exactly are the aims we try to realize, and how will we know we are reaching these? The answer must be something that people can see, know, and measure. Good intentions are put to the test in this phase of the methodology: will everyone be prepared to "put their money where their mouth is"? Getting such a programme together and agreed on, will take a lot of "3 C-ing": Consultation, cooperation to finally reach a consensus on the shape of the programme. But the story will not end there - great deals of cooperation will also be needed to actually implement the vision!

But before consensus is reached you are bound to encounter obstacles. The initiator of the process will often hear comments of the like by project participants: "We can only agree when we know the cost", "We can't decide on things that will take place after our term of office".

To overcome these objections we suggest:

- Rule #1: all arguments and objections must be treated as genuine. Objections often represent interests, and as it was stated in the "steps" chapter 5, all interests are valid. It is actually a positive sign if interests showing up. The worst that may happen is for real interests to remain undiscovered. Undisclosed interests means hidden agendas, powers remaining unused, and forces working in opposite directions.
- Rule #2: parties decide together on the contents of the programme. Proposals to which parties fail to commit should be dropped. But this should not happen without a good discussion to explore needs and benefits, consequences and (missed) opportunities of the proposed actions.

Discussions in this phase of the process should range freely, but within the framework of the vision and strategy. And they should end in consensus and commitment. Otherwise there will be no effective action. Still, here again "flexibility" is a keyword. If projects run into new objections, or turn out to be not as effective and efficient as expected, they have to be allowed to change. Monitoring (see "steps" chapter 10) should guide this.

When modifying an existing programme, it is crucial to keep the above "3-C's" in mind. Change shall only be allowed when the agreement of all parties involved is made clear. In practice this means that the programme should be fixed for a specific period, evaluated, and if need be adapted at certain intervals. On average these periods are of between 3 to 5 years.

Individual projects should be open for change any time, but again, only with proper consultation and consensus. In either case, only the Board of Directors has the authority to give the go-ahead.

To conclude this section about how to overcome objections in the partnership we would like to make a few practical suggestions to successfully manage your action programme:

- Taking one step at a time, in other words: split the project into phases. At the end of each phase, parties decide on the next step, which will go only as far as parties agree on.
- Being careful not to waste time. Some parties may try to postpone decisions indefinitely by systematically suggesting further research be done, etc. Get clarity on this.
- If no agreement can be reached on the financial aspects, calling off the project should be considered. The organizer alone can advise the programme's directors on this, but should not hesitate to do so and to be very clear about the consequences. This type of pressure may make parties reconsider their willingness to pay.

What projects should be included in the PEGASUS programme? The PEGASUS exercise is unlikely to be the first and only attempt to reach the goals it is about. Usually there are existing projects that apply to the same fields, and aim for similar goals. What to do with these? There are two possibilities: either to include them, or to acknowledge them. They should not be opposed in principle, and they must not be ignored. Whoever or whatever works towards the PEGASUS goals, is an ally. Formal inclusion in the PEGASUS programme would be nicest, because it strengthens the programme, and may yield earlier results than with new projects only. But inclusion could be good for the existing

project as well. For instance because it benefits by more political recognition, better practical cooperation or access to more money. Some project organizations however prefer to keep their work out of your programme. For whatever reasons: practical ones, but also pride and power. If possible, they should be included as part of the context.

How to structure and present a PEGASUS-programme? The best structure uses policy fields or “themes”, like the ones that were used to build on a strategy (see “steps” chapter 7). This structure can also be used to define what to monitor (“steps” chapter 10). Commonly used themes are Economy, Housing, Social Life, Environmental Effects, Sustainability, Transport, Nature, Recreation, etc. Themes can be split or added up to fit individual situations. For example, environmental effects could be divided into soil, air, and water issues.

## the example

### Contents of the ROM-Rijnmond programme:

The aims agreed by the partners in the Rijnmond area were twofold: to strengthen the mainport position and to improve living conditions in the area (left hand side of picture below). This joint objective may be divided into 5 targets: space, accessibility, environmental effects, energy and raw materials and spatial quality. In order to monitor the progress of these targets, nine indicators have been drawn up. The 22 projects on the right-hand side of the figure are contributing to the realisation of the joint objective.

Objectives	Indicators	Projects	
<b>Strengthening the Mainport Position</b>  More Space for Mainport Rotterdam  Increasing the Accessibility of Port and Industry	Creating Space for the Port	Land reclamation Motorway 15, Vaanplein-Maasvlakte	
	Congestion	Opening Regime Bridges The A4 Corridor	
	Modal Split Goods Traffic	Platform Modal Split Rotterdam Internal Logistics (RIL) Agro-Logistics Promoting the Use of Pipelines	
	Decreasing Environmental Pressure through Enterprise	Noise Pollution Traffic	Motorway 20: Reducing Traffic Noise Delta Project Noise
		Traffic Emissions	Delta Project Road Traffic Urban Distribution of Goods Transporting Hazardous Goods by Sea Vessel
		Energy Use	Energy 2010 Industrial Ecology Sustainable Site Selection Policy
	<b>Improving Living Conditions</b>  Cutting Down on use of Energy and Raw Materials  More Recreational Facilities and Better Living Conditions	A Vital Port	Riverfront Project Southern Bank Sustainable Restructuring Port Areas
Environmental Awareness		Restructuring Waterfront - North Bank of the Maas Hoogvliet North	
Nature and Recreation		Cultural Heritage Regional Green Agreement	

## 9. IN THE WAY TO REACHING AND SIGNING A CROSS-PARTY AGREEMENT

### the definition

In PEGASUS terms, a covenant or agreement is an official document, to be signed by all (key) parties involved. Although it is not legally binding, the political and public nature of it makes it morally binding.

### the rationale

The experience in The Netherlands in the framework of the development of ROM processes shows that it is of utmost importance that participants in the process sign a somehow binding document. The latter will act as an explicit sign of commitment. Without this basis it would be unrealistic, even irresponsible, to embark on the realization of a PEGASUS programme which is long, costly, and involves many and opposing interests.

The actual signing of the agreement acts as the formal starting point of the realization phase. Its symbolic and communication importance to the success of the programme should not be underestimated: it gives a powerful signal to all concerned, especially politicians and other parties for whom visibility counts. But the agreement is more. It is the cornerstone of the programme, and the touchstone of the quality of the process so far.

The agreement needs to include all steps covered in the planning phase, specifying how they have to be conducted and by whom. Building stones for a PEGASUS covenant or agreement include:

- Vision and objectives;
- Strategy;
- The main action programme elements, including finance and planning;
- Monitoring and evaluation specifics;
- Programme organization;
- The main procedures for consultation and decision-making;
- Communication aspects.
- The signatures of the persons that can commit the engaging organisations.

Reaching such an agreement requires a step-by-step process, which includes all phases, from deciding on the area to putting together the action programme. It also presents a realistic time frame, which usually encompasses from 2 to 5 years.

It is important to make sure that the partners' commitment includes their home organizations. Getting only their chiefs along provides a shaky basis for an agreement. The PEGASUS initiator shall insist on them going through their own full decision making process. The best way to build this is to extend the PEGASUS approach to their home ground, including and consulting all their own relevant people.

In some cases reaching an agreement is very hard, and needs an intermediate step, which can be represented by a letter of intent. This type of agreement commits parties to start working seriously on reaching a full agreement of the kind described above. In the PEGASUS sequence of steps such a letter of intent would come at the end of the initial phase, after the initiating party has clarified basic aspects like what are the main actors and their interests, but before a common vision has been reached.

*" a letter of intent can be seen as an intermediate step before being able to sign a fully-fledged cross-party agreement "*

*" our cross-party agreement gives a powerful signal to all concerned parties, especially politicians and other parties for whom visibility counts "*

However, one should be cautious that the tool of a letter of intent be abused by one party or the other. Parties who, while being unable to oppose the process due to political reasons, still try to slow it down the process, may make use of the letter of intent as a delaying device.

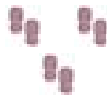
We should conclude this chapter briefly reflecting on a somehow side aspect of an area-specific policy approach like the one we are describing here, namely, the relationship between the process that we are putting in place and other formal, institutionalised processes and plans. In this respect it is important to bear in mind that the PEGASUS process does not replace formal authority and political decision-making procedures. Common democratic structures and procedures still apply. City councils, ministries and company boards decisions remain as important as ever. But the PEGASUS agreement should and will act as a powerful device as a mediator of all these for the particular needs of the area.

*" however, it is important to bear in mind that a cross-party agreement does not replace formal authority and political decision-making procedures "*

Living up to the agreement is up to the participants themselves. No formal authority can enforce it, no formal sanctions exist. The programme bureau or "programme organisation" however has the role to signal, mediate and intervene if things prove not to work out. Also, it is advisable for participants to agree on how to manage disagreements, even if this means "agree to disagree".

### the example

One of the municipalities involved in the ROM Rijnmond agreement did not sign in a first instance the agreement that had been put together by the other parties. Instead through a "side letter" they formally communicated to all other parties its position and the reasons of its disagreements. This reasoned way of managing disagreements proved its value and subsequently this organisation did join some of the individual projects of the process.



## 10. MONITORING AND EVALUATING THE PROCESS

### the definition

In PEGASUS terms, monitoring refers to "watch and warn". Evaluation means: "tell how well". Obviously the two are closely linked. You can't tell how well something goes if you don't follow its evolution. Watching without judging what you observe is, indeed, possible... but not useful in our case!

In our PEGASUS development process the programme organisation will be in charge of coordinating these monitoring and evaluation measures.

### the rationale

Thanks to the strategy and action programme jointly put in place our vision should start taking shape thanks to concrete measures, concrete projects. But the question quickly arises: to what extent are these projects being successful? To what extent are we achieving our goals? To what extent are they contributing to the shaping of the vision we all dreamt?

Again, with the experience gained in the last 30 months in the framework of the European Commission DG Research funded project PEGASUS, we realised that sometimes we tend to implement agreed projects. And there we stop! Often any further reflection feels like a burden. And yet a sound assessment of the actions implemented is necessary for the overall success of the programme.

The process partnership that we have put in place is like a well-crafted ship. It may even be a very big ship. The programme organisation is the captain of our ship. But we still need a compass. This unavoidable navigation tool will be

provided by a system of monitoring and evaluation. This means watching the process and its results, to see whether they are likely to meet the expectations or not. If they do not, there are two ways to go: either adapting the project, or adapting the expectations.

Apart from this fairly obvious need for navigation, there is something else. PEGASUS needs a continued effort by many different people. So it is very easy to lose commitment somewhere along the long way. Being aware of progress made is the best antidote. But let's not be afraid of half successes or even of failures. Important in this case is to have a solid assessment of the extent to which it is a failure or a success and why. It is clear that a half success is not so encouraging as a full success - but what will for sure contribute to the loss of morale of participants is not being informed about developments. Another good reason to monitor and evaluate results, and openly communicate the findings.

*"making partners aware of progress made is the best antidote to some of the involved parties start losing commitment along the way"*

Hereafter a list of measures conducive to an effective monitoring <sup>(5)</sup>:

- Measuring results against the set objectives. In other words: chose parameters for your output monitoring as close as possible to those of your final aims. The state of the economy is usually measured by a parameter called "added value" (the sum of wages, profit and depreciation). So the added value created is a good measure of success of the projects concerned.
- Defining the right parameters should not be an afterthought. It should start when defining the aims. Project partners should make sure they define them as much as possible in concrete terms. This means: measurable terms.
- Some input measures are useful too, like money and time spent. Mainly for project managers and politicians.
- Measurements must be reliable. This is not only a matter of technical quality, but also a matter of credibility. All parties should trust the figures provided to them. Noise levels measured by an airport company may not be credible to the inhabitants of housing areas affected. An independent monitoring agency will be needed.
- Parameters should be practical and affordable. A monthly count of the number of salmon in a river may be a great indicator of water quality, but requires catching and tagging large numbers. Not too good for the fish themselves, and

expensive. The presence or absence of sensitive indicator species is likely to be more effective. Monitoring is absolutely necessary, but it does remain a secondary task within the PEGASUS programme; there is no need to overspend on this.

- The number of parameters should be limited to the minimum needed in order to obtain a clear view of our progress, and no more. Too much information has implications in terms of efforts and expenses.
- In some cases, parameters needed may have been already measured by someone else. If so, it may be worthwhile to adjust monitoring to existing available information. Again a matter of cost-effectiveness.
- Monitoring and evaluating the whole programme every year is usually not necessary. Overall progress can be shown once a year. The results of individual projects has to be communicated only at important stages. But an in-depth assessment and evaluation of results and efforts are necessary when important decisions are to be taken. Surely when the PEGASUS programme as a whole is due for review.
- Finally, results shall be presented in an appealing way. Tables are OK for scientific use and in appendices. But the best communication tool is often a graph, showing results over a period of time, and including the level aimed for.

## the example

Birmingham City Council already has a well-developed corporate performance monitoring and evaluation programme and this includes performance indicators for the case study area chosen in PEGASUS: Eastside. These indicators are decided every year in the Cabinet and Corporate Priorities and are set out in the Performance Plan. The Deputy Mayor of the City Council holds responsibility for Performance Monitoring in his Cabinet Portfolio and monitors progress against these indicators on a quarterly basis.

Birmingham as a partner in the PEGASUS project has found that the best way to ensure monitoring for sustainability is to ensure that actions and indicators are embedded in the Corporate Performance Plan. In the case of Eastside, monitoring of progress towards sustainability has been achieved by including recommendations from a SMART <sup>(6)</sup> action plan that resulted from a Peer Review of the City Council's Sustainable Development performance in 2002 (arranged through a LIFE project - PRESUD) and by obtaining endorsement at senior level to address these recommendations.

The recommendations that relate to Eastside and therefore to PEGASUS as a result of the Review in 2002 include;

- Need to ensure that sustainability is embodied in Eastside development and does not hang in the balance
- Need for the creation of high quality green open space to address the lack of such a resource in the City Centre and to provide good quality recreational space for residents in the Eastside area

A separate indication of progress has also been the reaction of the PEGASUS team members who visited the City recently. When learning about the latest developments in the area they remarked that Eastside had become more "sustainability aware" since their first visit in 2002.

Monitoring is essential if you are going to keep external stakeholders who may be remote from the project but still local, briefed and engaged sufficiently to sustain their interest in your work. They will need regular and accurate updates on progress and monitoring naturally forms the basis for this kind of information.

<sup>(5)</sup> With the objective of assessing the quality of urban life in Europe's cities the European Commission launched in June 1997 the Urban Audit initiative ([http://europa.eu.int/comm/regional\\_policy/urban2/urban/audit/src/indicator\\_domian.htm](http://europa.eu.int/comm/regional_policy/urban2/urban/audit/src/indicator_domian.htm)). The initiative has developed an exhaustive list of urban indicators that will be a good source of inspiration for the reader of this chapter. The indicators cover 5 fields: socio-economic aspects, participation in civic life, education and training, environment and culture and leisure. Based on these indicators the Urban Audit initiative undertook as well a general assessment of the quality of urban life in some 60 major European cities.

<sup>(6)</sup> The SMART Action Plans have been devised in the context of the PRESUD project and stands for "Specific, Measurable, Achievable, Realistic or Time-limited". Further information about the project approach and about the kind of actions included in a SMART plan visit: [www.presud.org](http://www.presud.org)

# Epilogue :

## Some final reflexions on cross-cultural learning

### PEGASUS: The ideal environment for multilateral learning

European projects constitute the ideal environment for learning from the experiences that fellow European cities have gone through. Regular interaction through symposiums and conferences allows participants from all countries to exchange ideas. The PEGASUS project is a typical example of such a learning environment. The cities of Rotterdam, Sevilla, Malmö, Vienna, Oslo, Genoa and Birmingham have teamed up to form such a community of practice. The direct reason for this project was the ROM approach developed in The Netherlands over the last 15 years. It is important to stress that the project can be considered successful in that it has contributed to change the thinking in the partner cities about this form of area-specific integral process management and has made them consider the approach as a potential alternative or at least as a complementary approach to their current decision-making practices.

*“ the PEGASUS project has been successful insofar as it has made partner cities consider the approach as a potential alternative, or at least as a complementary approach, to their current decision-making practices ”*

But seen from a wider angle, PEGASUS is a learning environment in which multilateral exchange takes place. Some cities have ample stories of their experimentation with participatory planning and the way in which citizens react to the “interactive planning”; others tell about how package deals are struck between public and private partners and how these work out in the long run; some refurbish their inner cities, while others revamp port areas. This learning is relatively undirected and not compulsory. This is necessary; European projects should not and cannot force new policies onto their participants. But watching everyone’s reactions during the process, much was gained from PEGASUS already by its very happening.

### Importing foreign ideas

If lessons learned elsewhere are to be productive at home, two requirements have to be met for a start: demand and familiarity. Finding out about demand boils down to the ques-

tion: do we have an area with multiple problems, involving many interests and parties, but no organization to tackle this as a whole? In PEGASUS, the answer was positive. Like Rotterdam, Genoa has a port lacking room for expansion, and putting a lot of environmental pressure on the adjoining housing area. In addition, the municipal government seems unable to solve all this. Vienna, Oslo, Malmö and Birmingham all have run-down areas close to their inner city. So Oslo surely was interested in the way Malmö had involved its citizens in the renewal. And Birmingham’s public-private partnerships did inspire participants to critically examine the potential of “win-win” solutions in their home communities. On the other hand, participants realized that bright solutions to problems you don’t have may be interesting to look at once, but not worthwhile to take any further. This is basic economics: if there is no demand, only offer, there is no market.

*“ if lessons learned elsewhere are to be productive at home, two requirements have to be met for a start: demand and familiarity ”*

Next, parties at home have to be able to familiarize themselves with this foreign solution. Placing this report on your supervisor’s desk with a brief note, is insufficient. More active moves are needed for successfully spreading fresh ideas among your peers back home- the ones who are in need of such solutions. Or, to put it in terms of evolutionary theory, these ideas should spread like “memes” (word viruses in people’s minds).

### Adapting ideas to fit your situation

However, selling useful ideas is not enough. Presenting the Dutch model as the ideal way to cope with the issue may impress, but this does no justice to how the model actually works. First of all, don’t forget: no cure is perfect. ROM had lots of problems starting up, and changing political winds have thrown it off course. To convince parties of the value of the approach as such, it is important to first tell the success story. For the actual implementation however, it is crucial to avoid weaknesses and pitfalls, encountered by the original model.

Secondly, there will be some or even a wide divergence between areas, in political and administrative culture,

financial situation and geography. We have seen how ROM was shaped in and by a specific context. Its mechanisms were developed to meet this. Its exact shape is unlikely to fit precisely your situation. So it is imperative that you do not just copy the Dutch or whatever original. Also, you will need room for negotiations between parties to avoid the outright rejection by sceptics of this, after all, foreign model. "Not invented here" may be as strong a reaction as "What works in the world's greatest port, must surely work here". Reformulation of the original in the light of familiar approaches may not only lift its quality because the local context is taken into consideration, it will also increase its chances for political survival.

*" do not just copy the Dutch or whatever original. The ROM approach was shaped in and by a specific context. Its ideas will only be useful if you adapt the approach to your local situation "*

Making such adjustments presents a dilemma. It means striking a balance between the risk of rejection of new-fangled processes and institutions on the one hand, because they differ too much from existing local ones, and on the other hand the risk that the change will be so minimal that the new approach has hardly any effect. New institutions must be in line with existing ones, so they fit in, but at the same time they have to be sufficiently different to realize change. New ideas and organizing routines need to grow out of the specific concerns of your stakeholders, and must develop with the grain of local culture. Yet to carry transformative power, they must have the capacity to challenge existing conceptions and re-frame ways of thinking, valuing and doing. Have the PEGASUS ideas around area-specific policies challenged exiting conceptions in the PEGASUS partners cities? Could they potentially re-frame ways of thinking in your city?

*" to what extent do the PEGASUS ideas have the necessary transformative power to challenge exiting local conceptions and re-frame ways of thinking in the partner cities? "*

It is commonly believed that transfer of ideas between similar partners ("like-to-like transplanted") is more feasible than between partners that are believed to be very different. For instance, it might be thought that Spanish and Italian partners have more to learn from each other than from Swedish and Norwegian partners, which in turn resemble each other more and therefore have more to offer each other. This is believed to be the case because of the existence of legal and cultural "families of nations". It is too soon to judge this conception a myth, but empirical evi-

dence so far suggests there is no connection. In fact, it appears that when countries believe they are similar, their players tend to underestimate the subtle institutional differences that exist between them.

Lastly, it is better to adopt general ideas than to copy legislation or procedures. When transferring the latter, the discussion tends to start where it should end: the implementation details. The best way to import and adjust a foreign policy model is to promote just the appealing ideas among your key players. Only when the essence has taken root, practical details have to be worked out. When all negotiations needed between parties are well underway, the implementation will look different anyway.

# Appendix :

## Contact details for the pegasus members

### CONTRACTUAL PARTNERS

#### EUROCITIES

PEGASUS Project Coordination  
**Jordi GÓMEZ** *Governance Policy Officer*  
EUROCITIES  
18, Square de Meeûs  
1050 Brussels - Belgium  
Phone : + 32 2 552 08 80  
j.gomez@eurocities.be

#### European Commission

**Brian BROWN** *Scientific Officer*  
*DG Research*  
LX46 2/53  
European Commission  
B-1049 Brussels - Belgium  
Phone : +32 2 296 36 28  
Brian.Brown@cec.eu.int

#### ROM-Rijnmond Bureau

**Martin HOGEBOOM** *Chief Executive Officer*  
Wilhelminakade 909  
Postbus 6526  
3002 AM Rotterdam - The Netherlands  
Phone : +31 10 252 48 32  
MG.Hogeboom@portofrotterdam.com

#### Birmingham City Council

**Julia BROWN** *Regulatory Services*  
Ladbroke House  
Bordesley Street - B5 5BL Birmingham  
United Kingdom  
Phone : +44 121 303 5448  
Julia\_Brown@birmingham.gov.uk

#### ARE Liguria, Genoa

**Maria FABIANELLI** *Chief Executive Officer*  
*Regional Energy Agency of Liguria*  
ARE Liguria SpA  
Via Peschiera 16  
16122 Genova - Italy  
Phone : +39 010 840 33 43  
are.liguria@filse.it

#### City of Malmö

**Per-Arne NILSSON** *Project Manager*  
*Miljöförvaltningen*  
LIP-kansliet  
20580 Malmö - Sweden  
Phone : +46 40 35 95 67  
per-arne.nilsson@malmo.se

#### Trevor GRAHAM

*Project Manager*  
*Environment Department*  
Augustenborgsgården  
Ystadvagen 52  
S-21445 Malmö - Sweden  
Phone : +46.70.342.66.43  
trevor.graham@malmo.se

#### City of Seville

**Modesta HOYUELA** *EMASESA, Division de*  
*Control de Gestion*  
Escuelas Pías, n° 1  
41003 Sevilla - Spain  
Phone : +34 95 502 04 19  
mhoyuela@emasesa.com

#### City of Oslo

**Guttorm GRUNDT**  
*Environmental Affairs Coordinator*  
*Department of Environment and Transport*  
Oslo City Hall - 0037 Oslo - Norway  
Phone : +47 23 46 15 55  
guttorm.grundt@radhuset.oslo.kom-  
mune.no

#### Ingrid KARSTEN

*Spatial Planner*  
*Oslo Kommune*  
Plan og bygningsetaten  
Trondheimsveien 5 - 0540 OSLO - Norway  
Phone : + 47 22 66 25 41  
ingrid.karsten@pbe.oslo.kommune.no

#### City of Vienna

**Regina WIALA-ZIMM**  
*Magistrat der Stadt Wien*  
*Municipal Department 21A*  
District Planning and Land Use  
Rathausstrasse 14-16  
1082 Vienna - Austria  
Phone : +43 1 4000 880 13  
wir@m21aba.magwien.gv.at

#### Ideas Bank Foundation

**John HILLE** *Head of Research*  
Stiftelsen Idébanken  
P.O. Box 2126, Grünerløkka  
N-0505 Oslo - Norway  
Phone : +47 74 14 07 50  
john@idebanken.no

### REGULAR ASSOCIATED PARTNERS

#### Flanders Region

**David STEVENS** *Directoraat-Generaal Aministratie*  
Koning Albert II-Laan 20, BUS 8 - 1000  
Brussels  
Phone : +32 2 553 83 03  
david.stevens@lin.vlaanderen.be

#### Province of South Holland

**Freek Deuss** *Spatial and environmental planning*  
*Organisation & communication*  
PO Box 90602  
2509 LP The Hague - The Netherlands  
Phone : +31 70 441 73 39  
Mobile phone : +31 6 51 57 31 83  
deuss@pzh.nl

#### Malmö University

**Per HILLBUR** *Head of Environmental Science*  
*School of Technology and Society*  
Malmö University - Sweden  
Phone : +46.40.665.72.36  
Per.hillbur@ts.mah.se

#### Delft University of Technology

**Martin de JONG** *Associate Professor*  
*Faculteit TBM*  
Sectie Beleidskunde  
Jaffalaan 5  
2628 BX Delft - The Netherlands  
Phone : +310703923341  
w.m.dejong@tbm.tudelft.nl

#### Sienna College

**Matt LINDSTROM**  
*Associate Professor of Political Science*  
*Director, Siena Program for Sustainable Land Use*  
515 Loudon Rd.  
Loudonville, NY 12211 - USA  
Phone : +1 518 783 2399  
MLINDSTROM@siena.edu