

Rotterdam, Netherlands

BACKGROUND INFORMATION	
PROJECT TITLE	RDM Campus – Rotterdam
Beneficiary	Port of Rotterdam
Duration of project	09/2008 – 12/2010: 28 months
Member State	Netherlands Rotterdam, Province of South Holland
Geographic size	Province of South Holland: 3 502 595 inhabitants – 3 403km ² City of Rotterdam: 617 347 inhabitants – 206.44km ² (<i>Stadsregio</i> (City Region) Rotterdam 1 211 253 inhabitants) Total port area complex – 1 600ha Heijplaat neighbourhood: +/- 1 500 inhabitants
Funding	Total budget: € 7 760 000 ERDF contribution: € 2 150 000 Public cofinancing: € 5 610 000 Port of Rotterdam (Havenbedrijf Rotterdam N.V.) The ERDF funding was restricted to phase 3 of the total regeneration project – to develop and prepare the ‘business hall’ facility. Phase 1, commissioned by the Port of Rotterdam to renovate and open the whole building complex for new activity, involved a €10m investment, while phase 2, commissioned by Albeda College and Rotterdam University of Applied Science (Hogeschool Rotterdam) to install a vocational education and training facility, involved a €14m investment. Total budget for 3 phases: €31 760 000
Operational Programme	Operational Programme ‘West Netherlands’ (Kansen voor West) CCI no: 2007NL 162PO002 http://www.kansenvoorwest.eu/
Managing Authority	College van B&W Gemeente Rotterdam Postbus 70012 NL–3000 KP Rotterdam Tel.: +31 10 417 91 11 E-mail: info@rotterdam.nl Web: http://www.rotterdam.nl/ Web: http://www.kansenvoorwest.eu/
Cohesion Policy Objective	Competitiveness
Main reason for Highlighting this case	The intervention to regenerate this former dockyard complex in the Rotterdam south/left bank area is an extremely important component in the strategy to revitalise the inner port areas of the city. This means looking at supporting both new marine-related activities and developing alternative functional patterns. In the case of the RDM Campus the exploitation of both territorial and heritage potential offers a sustainable solution for the future of an abandoned brownfield site providing a new lease of life for both the site and the neighbouring community of Heijplaat. Finalist RegioStars Awards 2010.
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1. PROJECT DESCRIPTION

Overall objective / goals

In 1983 the Rotterdam Dry Dock Company filed for bankruptcy, and although a new owner took over the site in 1994, this only brought a temporary respite. All activity on the site ceased in 2002. This signalled the end of a long tradition of shipbuilding and marine-related industrial activity which had begun in 1902 to become one of the largest shipyards in Europe in the post-war recovery years. As a result of the collapse the ownership of the site was taken over by the City of Rotterdam through its port development and exploitation agency 'Port of Rotterdam' (Havenbedrijf Rotterdam). Under the impulse of city and port authority policy, the former RDM yard (Rotterdam Droogdok Maatschappij) was incorporated into the 'City Ports' regeneration project which is a key strategy for the city to optimise development of active and former dockland areas with a specific focus on the inner-city and south bank (Nieuwe Maas) port area. Most port and surely heavy large-scale activity is moving out to new sites (Maasvlakte 2) closer to the delta mouth – leaving 1 600ha of dockland in the inner city looking for new functions and opportunities. For the city this can mean the development of existing, scaled-down or niche port-related activity or renovation to accommodate alternative mixed land uses.

The aim of the City Ports master plan is to progressively redevelop the inner harbour areas, as much as possible prioritising the introduction of new and locationally adapted port-related activities. Where this is not possible, other urban land uses will be allowed to create a more mixed development pattern (i.e. residential development). However the prime goal, and this is particularly the case for the RDM Campus site, is to achieve meaningful and effective brownfield regeneration, exploiting the advantages of a waterfront location and the industrial heritage (as both a valid contemporary facility and a cultural asset).

The objective of the project must be seen within this background. It is conceived to create an innovative learning and work environment on the former site of the RDM shipyard (Education, Training and Business Campus). This involves the conversion of the machine halls complex to accommodate Technical High School faculties, a business incubator and location for education and training linked to the establishment of an SME location and activity. The project focussed on attracting the following productive clusters: transport, logistics and trade; creative industries (ICT and new media); life sciences, medical technology, bioscience and environmental technology; maritime cluster and delta technologies. In addition there is firm focus on targeting sustainable development (in transport, energy, construction and innovative construction on water) in the renovation and adaptation of an important feature of the city's industrial heritage. Two principal initiatives lead the redevelopment process:

- The RDM Campus: the location of education, research and training facilities is prioritised as a means of maintaining and stimulating specific technical knowledge and skills in the port area. In this way education and the business community are encouraged and facilitated to work together with the aim of stimulating innovation and strengthening the labour market. RDM becomes 'Research, Design and Manufacturing';
- RDM Innovation Dock: a key component of the Campus together with RDM Dry Dock, RDM Dock Harbour and RDM Middle Strip. This part of the project will transform the monumental central machine hall of the dockyard (23 000m², minimum free height 12m) to accommodate technical (school) workshops and flexible business plots as a catalyst for synergy between education/training/research and business activities.

'The project emphasises and facilitates the unique link between lower and higher vocational education and the labour market'. The underpinning principles are to concretely promote integration between education, office and business space, to reduce the shortage of locations for starter companies, to accommodate spin-off opportunities and finally to make a significant contribution to job-creation.

Description of activities

The creation of the Campus in synchronisation with the conservation and adaptation of the industrial built heritage involved a number of phases. Already before the application for ERDF support, phase 1 of the total project had been realised to secure and renovate the building envelope on site (second half 2007,

	<p>€10m investment). Similarly the facilities for the installation of the faculties of the two educational establishments (Albeda College and Rotterdam University of Applied Science) were covered in the activity of phase 2 representing a budget of €14m.</p> <p>ERDF funding was brought in to support phase 3 as an activity principally financed by the Port of Rotterdam (Havenbedrijf Rotterdam). ERDF cofinancing was basically applied to implement the 'business hall' component of the project. At ground floor level, 30-40 individual but flexible workspaces for small businesses were created as well as a transport route and ancillary infrastructure (toilet blocks, waste removal, lighting, heating, telephone and electricity supply). This also involved removing certain historically unimportant and unnecessary structures, upgrading the existing upper floor accommodation and introducing new mezzanine floors to make optimal use of the opportunity presented by the volume of the space. In this way the industrial space could accommodate the essential interaction between business and learning through the development of joint service functions, meeting rooms, restaurant facilities, coffee bars, computer work spaces etc. without occupying critical potential production space at ground level. It also included the installation of a central reception, entry point and meeting place. Included in this is the introduction of Dnomo, a new incubator for 'innovative people', which offers pre-incubation and incubation programmes to empower new sustainable business and entrepreneurship. It can provide: office space and services; coaching; training; networking facilities; limited funding; a prototyping facility and advice (on intellectual property for example)</p> <p>The basis for the exploitation of the building is then regulated through the rent contracts between Rotterdam University of Applied Science (Hogeschool Rotterdam) and Albeda College with the Port of Rotterdam. Similarly the firms locating on site are tenants and bound to sign a 'knowledge contract' which confirms their commitment to work with the education/training/research stakeholders by linking to research and/or using trainees or providing in-house work experience.</p>
<p>Recipients</p>	<p>The project can be described as benefiting 4 main recipient groups, namely:</p> <ul style="list-style-type: none"> - The City of Rotterdam and the Port of Rotterdam authority whose primary role and ambition is to ensure revitalisation of the inner-port area as an integral part of city-centre development. - The further education colleges (Albeda College and Rotterdam University of Applied Science) which were both in need of additional space and could benefit from a dedicated link between training orientation and business/labour market. - Niche, high-tech and port-related SMEs seeking start-up or optimal port-related locations with knowledge and learning connections. In particular the provision of facilities is intended to minimise initial investment costs and risks for starter companies (i.e. infrastructure investment) and so increase growth opportunities. - The neighbourhood of Heijplaat (+/- 1 500 population) adjacent to the dockyard site, originally constructed as a company community to house RDM workers and completely surrounded (cut off from the rest of the Rotterdam residential environment) by port zones, activity and container terminals.
<p>Mainstreaming of gender equality and non discrimination</p>	<p>The project is clearly gender neutral but many of the activities on site correspond to traditionally male-biased sectors: technical trades, engineering, mechanics, maritime industry etc. The educational element guaranteed by the high school locations and ancillary activity does offer more opportunities for female participation in learning and the job market. While one of the young female apprentices on the shop floor confirmed that she was one of only 4 girls doing in-work training, she also said that the technical college was making serious efforts in terms of publicity and offer to attract more female participation in the educational training sectors and jobs opportunities being developed on site.</p>
<p>Intended outputs and results</p>	<p>The ERDF funded action itself the following targets:</p> <ul style="list-style-type: none"> - To accommodate 20 companies in a research and development cooperation (signed 'knowledge contract') with the educational institutions - 75% of these should be SMEs

	<ul style="list-style-type: none"> - Starters should be assisted – 50% of the locating firms should be younger than 5 years - All firms should sign a ‘knowledge contract’ with the educational institutes - The business hall should continuously ensure the employment of 100 persons with creation of 333 full-time employment places over the total project period. <p>The on-site confrontation and cooperation between triple helix partners is regarded by policy-making authorities as a key stimulus in fostering the competitiveness of the whole region.</p>
2. POLITICAL AND STRATEGIC CONTEXT	
National and regional framework for implementing ERDF funded urban development projects	<p>The operational programme ‘Kansen voor West’ (Opportunities for West Netherlands) 2007-2013 is consistent with Dutch national growth and development objectives in that the cities of Amsterdam, the Hague, Rotterdam and Utrecht, together with the provinces of Flevoland, North Holland, Utrecht and South Holland are united by their ambition to ensure that the ‘Randstad’ will retake its position as one of the top five European economic metropolitan areas in the near future.</p> <p>For the 2007–2013 period 4 operational programmes cover the whole territory of the Netherlands. These conform to the preoccupation at national level to increase economic growth in line with the Lisbon objectives and the introduction of the ‘Key Sector Approach’. This strategy of identifying target sectors for innovation (flowers and food, high-tech, systems and materials, water, chemistry, creative industry) initiated by the Ministry for Economic Affairs, Agriculture and Innovation is intended to support the country and its regions/cities to exploit their established economic strengths and develop innovative opportunity from a realistic and solid foundation. Furthermore this framework would allow regions and cities to play to their specific strengths and encourage specialisation. For the western segment of the country the port function of Rotterdam is a prime driver of the national economy and fits perfectly into the ambitions of the ‘Key Sector Approach’. The key priorities of the operational programme ‘Kansen voor West’ represent a logical extension of this policy framework, but at the same time provide an open and flexible orientation for the provinces and cities to develop their own initiatives and approaches, now with Europe 2020 as a further accepted impulse guiding decision-making. Key goals include:</p> <ol style="list-style-type: none"> 1. Increasing knowledge, innovation and creativity – this is needed to strengthen the competitive power of the Randstad 2. Making the region more attractive – by increased economic vitality coupled with conservation of landscape values and the environment 3. Reshaping the cities in a way that will make people invest, live, work and enjoy recreation in them <p>These are reflected in the identification of priority axes: knowledge economy, entrepreneurship and innovation; attractive regions; the urban dimension; technical assistance. It is evident that the development of the RDM Campus can play a role in responding to all these priorities.</p> <p>Kansen voor West covers a quarter of the Dutch territory, namely the 4 provinces of North Holland, South Holland, Flevoland and Utrecht with one-third of the funding earmarked for the four big cities – Amsterdam, Rotterdam, the Hague and Utrecht (total budget €771 million, ERDF €311 million).</p>
The planning context	<p>With around 1 200 000 inhabitants the City of Rotterdam has a past and continuing tradition of dependency, or at least orientation, on the physical presence of the port and its functions (one of the most important in Europe processing 400 million tons of traffic annually). Therefore within the strategic planning framework for the ongoing development of the city particular focus has been placed on the inner city harbour area through the creation of the project ‘Stadshavens (city ports) Rotterdam’.</p> <p>The area of the inner-city harbours (the original port location of the city) has in recent years been in a state of transition. The scale of economic port activity (larger ships, container traffic) can no longer be accommodated within the</p>

confines of channel depth and wharf facilities upstream and close to the city centre. Reclaimed land has therefore steadily been prepared to locate major dock activity ('Maasvlakte' 1 and 2) further downstream in the direction of the delta mouth. In common with other major ports this has involved a transfer of activity away from the original harbour locations. A master plan has been drawn up to steer the future of this area (40ha land, 30ha water) now facing difficulty but still regarded as having both economic and important urban potential for the city as a whole.

Here the city has delegated responsibility for the implementation of the project to redevelop and exploit the inner docklands to its port authority, the Port of Rotterdam (2/3rd funded by the city, 1/3rd by the state). This is based on the ambition to explore a continued economic exploitation based on port activity as the prime feature of a development and redevelopment process, but also respecting the specific competences involved in dealing with international standards of port security and specific environmental regulations applied to harbour areas. The focus is on scaling down but increasing or adapting port, or port supporting activities i.e. accommodating 'short sea trip' vessels, transfer to river traffic, developing offshore support and techniques, mechanical and engineering activity to support petro-chemical industry, delta-technology, marine safety and security initiatives and exploring new forms of port functions and activity. The agreement between City and Port (City/Port convention 2006) stipulates that should the Port of Rotterdam be unable to maintain existing activity or generate new development on dockland areas then the ownership of such designated sites will be transferred back to the city to be incorporated in more traditional urban planning strategies and land-use patterns.

The 'Stadshavens' project is a place-based action zone where a number of projects are already in development across all 3 constituent harbour areas (Merwehaven-Vierhavens; Rijnhaven-Maashaven; Eemhaven-Walhaven) and including the RDM Campus as flagship intervention. The projects are designed to fill in the master plan within the short-term (2015), medium-term (2025) and long-term (2040) perspectives. While port activity remains a driving force the structural vision for the area is also based on determining where housing and firms can optimally be located, where new access roads, public transport routes and cycle infrastructure is required and within which environmental contours businesses and industry can be developed. This means that there is a more open vision accommodating objectives of mixed development.

3. IMPLEMENTATION

3.1. PROJECT DESIGN AND PLANNING

Project idea

The idea of the project is the result of a general awareness and transparency created by the governance system in respect of development challenges and opportunities in the Netherlands and at local city level. In this way it was almost common knowledge that the city and port of Rotterdam were challenged by the need to find a solution for the abandoned RDM shipyard site – both in real estate terms and in response to brownfield deterioration. This also involved the question of maintaining heritage values and contributing to the ongoing need for the regeneration (economic, social and environmental) and reconnection of the southern districts of the city. In normal but especially in the current economic conditions a market intervention to re-exploit the site, with application of heritage regulations was more than unlikely. So the Port of Rotterdam was the initiator of the project. However the two institutes of higher education (Albeda College already having important locations in the south of Rotterdam) were actively seeking useful space to extend their operations – and so awareness, informal approach and brainstorming fruitfully led to formal engagement between the Port of Rotterdam and the two colleges to redevelop and occupy the site. Both stakeholders, public authority and educational institutes, were essential to the conceptualisation and decision-making process.

Needs assessment or analysis

Both educational institutes had analysed their existing spatial capacities in line with prognoses for current and future needs – study and training supply, student numbers. Already both institutions were operating within a limited and

constraining spatial context. So on the demand side needs were clearly identified. On the supply side the Stadshavens project formed the basis for needs assessment analysis with the ownership (by the Port of Rotterdam) of a historic dockyard site weighing heavily on the real estate portfolio of the port authority.

Selection by the managing authority

The Netherlands model for implementation of operational programmes is not based on a call for tender procedure as in many other countries. Instead the goals and objectives of the operational programme for a particular region are publicised and actively communicated by the managing authority in an attempt to inform all potentially interested stakeholders (public and private). On this basis applications are then invited to submit projects which fit the set priorities. Candidates are encouraged to make contact with the managing authority (Kansen voor West) to explore compliance of their proposals and then to complete and submit an application form.

Through this process it is possible to filter out ideas that do not match priorities prior to submission therefore freeing the managing authority to focus more on accompanying potentially effective proposals. Kansen voor West selects projects through the application of assessment criteria such as:

- project must be in line with one or more programme priorities (knowledge, innovation and entrepreneurship, attractive regions, attractive cities)
- project must be in line with policy at local, regional or national level
- project should benefit a specific area within the Randstad (city or region), or the Randstad as a whole
- project must meet horizontal priorities such as sustainability
- project must comply with requirements concerning cofinancing

Proposals for projects which meet the criteria set are then awarded funding on a first-come, first served basis as long as funds last.

Risk assessment

No formal risk assessment was applied by the MA to this project. The Dutch system delegates responsibility and accountability to the implementation level. At the same time public initiatives at the local level form part of an agreed and jointly understood collective and delegated responsibility where investment is approved, audited and monitored by the appropriate political and administrative bodies.

Envisaged sustainability, results exploitation and transferability

The installation of the RDM Campus represents a significant adaptation of normal development practice but it was conceived as an operational project designed to have a structural impact in reviving a specific brownfield site. In this sense the motivation was not to develop a pilot project and therefore transferability was not the starting point. On the other hand the initiative as a new approach does present an interesting response to generating triple helix solutions in specific port/dockland contexts but also for other forms of abandoned industrial areas. The quality and strong organisation of the intervention (physically and in cooperation terms) is here a valuable model to be explored for authorities facing similar challenges.

ERDF funding was only applied to phase 3 of the global project which is ongoing. Renovation and preparation of buildings on site is continuing at this point in time but the educational institutes are on site and in full operation. Equally the business hall is functional with work still going on to construct ancillary space and functions. The number of businesses already located may not fully meet the targets set at this point in time but represent serious and relevant occupiers of the site where the cooperation with vocational training and research is clearly visible. Development is ongoing and attraction levels are advancing with every new event organised on site. The current art exhibition in the former submarine production hall is a good example of how diversity of use and experience can be channelled in different ways but also contributes to raising awareness among the wider public and business community of the opportunities afforded by this unique venture in a special built environment. In difficult economic times it is not easy to predict success but the impression here is that the project continues on a rising line of

	<p>achievement.</p> <p>Role of EU support and added value ERDF support was a relatively small but essential contribution to the project at a critical point in time when in phase 3 the initiative was confronted with a budget deficit. Because of this, lack of EU funding may have formed a significant obstacle to progress but most opinions suggest that development of the project would have continued as planned but with a longer time scale and perhaps reduced programme.</p> <p>Involvement of other EU funds There is no direct involvement of other EU funds in the project. However the educational faculties and technical colleges which have located on site have also received support from the ESF which has clearly contributed to the construction of a facilitating package of funding to provide a secure starting dynamic for the Campus initiative.</p>
<p>3.2. MANAGEMENT, MONITORING AND EVALUATION SYSTEM</p>	<p>Selection of project manager The selection of the project manager is generally a matter for the implementing agency in this type of project construction in the Netherlands. As such the Port of Rotterdam appointed a member of staff with the necessary qualifications, experience and track record to steer the project. As already mentioned the global project to ensure full occupation and working of the Campus and its extension is still ongoing and Cor van Asch (Senior Real Estate Manager, Port of Rotterdam) continues to coordinate the development of the site as part of a 2 day per week secondment to the operational Campus management team.</p> <p>Delivery of the project The funding for phase 3 of the project was primarily directed to provisioning the business hall and setting up the Campus management offices – €7 610 000 with a smaller fraction €150 000 to cover the cost of management personnel to ensure ongoing coordination and steering of the Campus development. The managing authority released 10% of the total budget as a working advance with the remaining funding provided on the basis of real costs submitted as part of bi-annual reporting.</p> <p>Steering process During the inception phase at the project level the start-up and vision for development was supported by the creation of a 'sounding board' group which brought together representatives from the Port of Rotterdam and both the educational institutes (Albeda and Rotterdam). As the project moved into the implementation phase this group was slimmed down and formalised to establish a steering committee which meet on average every 4-5 weeks. Cooperation with businesses or tenants on site is carried out on a 1 to 1 basis based on need and the form and parties involved in the rental contract. At managing authority level steering is organised only if considered necessary as a result of issues arising from the 6-monthly progress (content and financial) reports. The higher authorities generally respect the situation that there are a number of control mechanisms in place to which any project must adhere, i.e. multiannual plan of the Port of Rotterdam, the 'Stadshavens' master plan and the strategic framework set out in the development policy of the city of Rotterdam. Basically the position of the managing authority is to allow the city and port of Rotterdam to decide where money should be directed as 'trustworthy authorities'. In fact the beneficiary is required to sign a commitment stating that they accept full responsibility and accountability for the good implementation and advancement of the project in line with regulatory agreements between funding authority and beneficiary. Any damages incurred in the progress of the project are for the account of the beneficiary authority.</p> <p>Monitoring and evaluation The project is required to submit progress reports twice a year to the managing authority and cooperate with inspectors, and to provide a final report accompanied by an audit report.</p>

At the project level the secondment of a manager from the Port of Rotterdam effectively means that project's progress is monitored on an almost daily basis. In the sense that the Port of Rotterdam has delegated responsibility for achieving project results there is almost a free hand, but certainly a high degree of flexibility afforded in order to react to opportunities or unexpected situations.

Similarly each entity on site is responsible for controlling its own activities i.e. number and type of courses, students and placements, degree of realisation of business plan, occupation of space etc.

Evaluation of results – targets and performance indicators

The momentum established by the initiative is ongoing but in respect of the target indicators set in the application for funding, 14 new enterprises had established activity in the business hall (innovation dock) occupying 40% of the space available in 2011. This represents 239 jobs, 85 of which are new jobs directly related to the Campus development. So there is a shortfall in relation to the target figures of 20 firms and 333 jobs. In evaluation terms this is in no way regarded as a failure in the current financial climate, but rather a confirmation of the added value of combining education and business forces in this way. 260 students are receiving in-work training with firms on site, and the business incubator for starters is in full operation.

The dynamic created is also considered to be having a positive spin-off effect on the development of other business activities in the city ports area, particularly the extension of the Campus model into the western area of the RDM dockyard site. Also many firms use the Campus without actually locating there, and in 2009 and 2010 some 175 events were organised within the perimeters of the former dockyard.

The slower take-up of the opportunity to locate on the Campus is not disregarded however, but rather evaluated as a sign to keep up the pressure of communication, awareness raising and attraction to exploit the special advantages of the Campus and site formula.

3.3 GOVERNANCE: PARTNERSHIP, PARTICIPATION AND EMPOWERMENT

Composition of the partnership

The project is based on a cooperation framework between the Port of Rotterdam, the City of Rotterdam, Albeda College and Rotterdam University of Applied Science, entrepreneurs and private companies.

Roles of the partners

The Port of Rotterdam acts as the instigating, controlling and coordinating agency for the project. This involves overseeing ongoing construction and installation works, and scoping new functional opportunities (and starting them where appropriate, for instance the new Aqua Dock initiative) which can lend an added value to the project. The project manager is highly visible on site and is a direct point of contact for tenants and businesses.

There is a formal cooperation between the Port of Rotterdam and the two educational institutes based primarily on the rental agreement, but which effectively transcends this simple financial arrangement. In order to combine forces for the optimal development of the site there is almost constant dialogue between the port and the two colleges, also represented by the operational manager and team of the RDM Campus. The Port of Rotterdam provides the hardware and the educational institutes the software of the project.

This informal dialogue trickles down to influence cooperation with the businesses locating and producing on site, where again the rental contract determines obligations and responsibilities on both sides. However each business is required to formally sign an undertaking that it will collaborate with the education, training or research activities of the vocational colleges, either working in direct partnership (i.e. research) or through provision of in-work training places, apprenticeships or other contributions to learning and access to labour market activities.

Wider and less formal partnership is also represented in the extension of functional activity patterns on site i.e. with cultural agencies, or in the relationship with the transport service which provides an 'Aqualiner' fast boat connection linking the Campus to the city centre (Erasmus Bridge) and beyond.

Involvement of the wider public

The wider public were not structurally engaged in the inception or development phases of the project, although specific heritage interests would always form a background of pressure influencing decision-making. The real connection to the wider public is through the opportunities provided by the activities that are evolving on the site, providing employment, training and learning opportunities for young people in Rotterdam, and real opportunities for entrepreneurs. Through art exhibitions (i.e. in the former submarine production hall) and organised cultural events, people are invited and attracted to the site from all over Rotterdam and beyond.

A major spin-off of the reoccupation and revival of the site is the impact on the Heijplaat neighbourhood, an almost forcefully introverted community that is physically isolated from the rest of the city. Although providing work for the residents of this neighbourhood, the dockyard doors were always closed, only allowing access for workers to enter or leave. Today the main door is open to the community (an important psychological as well as physical step) who can walk around the quays or visit the dockside café. A cashpoint is a small service taken for granted by most but Heijplaat had no such facility until the RDM Campus proposed that a bank should install one on the outside wall close to the main bus stop – so optimally serving both Campus users and the Heijplaat population. The introduction of the regular Aqualiner boat connection to the city centre (15 minutes – €2) substantially improves the local population's access to work, shopping and leisure activities in the city. Finally even the core activity of the Campus has an effect in the community with institutes and businesses actively looking to test or develop prototype solutions in Heijplaat (i.e. the installation of the pilot 'Concept House' – a high-level sustainable building on an empty site in the district).

Role of the city administration

The city administration has effectively delegated responsibility for the 'Stads-havens' (city ports) area to its port authority, Port of Rotterdam. These two bodies are united in steering the city development process and both are represented in city and port decision-making bodies. In this way as far as the port area development is concerned the city takes a background role but is in a position to be completely informed of all that is happening in the inner harbours complex. The city parallels the Kansen voor West programme with its own Kansen voor Rotterdam initiative designed to specify and support funded projects in the Rotterdam territorial area. A strong element of this is framed in the way the city couples its economic vision to results expected from the activities of the Port of Rotterdam. Delegation to the port authority also opens the opportunity of imagining development on sites regarded as 'free zones' less regulated by city land use planning rules.

This kind of general understanding and acceptance of an informed subsidiarity principle is further facilitated by the fact that it is the City of Rotterdam which has assumed responsibility as managing authority for the Kansen voor West operational programme. In a slightly incestuous relationship key city departments and personnel occupy the same building or even floor of the managing authority's building, and staff members already know each other and feel part of the same organisation.

Steering of the study and implementation process

The management and coordination of the pre-planning, planning and implementation of the project was firmly in the hands of the Port of Rotterdam in dialogue with the city authority. The project orientation and implementation was then subject to testing and adaptation as a result firstly of input from the 'sounding board group' and then the project steering committee which includes port, college, business and city representation.

4. INNOVATIVE ELEMENTS AND NOVEL APPROACHES

4.1 INNOVATION

New approaches, management practices different from common practice

The approach and management practices applied to the development of the site are relatively standard in terms of the Netherlands and city of Rotterdam context.

	<p>There is clear acceptance of delegation of responsibility to authorities implementing and running the Campus. The decision to continue a secondment of the project manager (from the Port of Rotterdam) to coordinate ongoing activities is a valuable commitment to support the Campus management team and monitor progress and needs, as the Campus begins to exploit and develop its own momentum.</p> <p>So it is not necessarily a case of new approaches but optimally applying tried and tested structures to a specific initiative with its own particular context of opportunity and demands. On the other hand the closeness of interaction which is possible between the driving authorities – Kansen voor West managing authority, Port of Rotterdam and City – is a clear advantage in cutting through decision-making processes and procuring swift reaction to problems or unforeseen developments.</p> <p>The well-structured and facilitating planning context allowing flexibility, and the decentralised project implementation, are interesting models to consider in terms of innovation of project delivery in a complex and challenging urban context.</p> <p>In respect of logistics and optimal utility of physical space, a modular system of ‘business plots’ is highly effective in providing an appropriate spatial utility for starters and growing businesses. Based on the spatial plot module, standard containers are used to create office, machine and tool storage or workshop space depending on the particular needs of the occupant. These clearly and cleanly delimited business plots within the business hall demonstrate an eye for operational detail and the college training workshops are of an exceptional standard. The level of attraction achieved is as a result very high because of the quality and flexibility of the utility on offer.</p>
	<p>New approaches in exploiting and transferring the results</p> <p>Similarly the exploitation and transfer of results is based on the principles of open disclosure and use of all communication and dissemination channels available. A high profile and visibility is achieved purely through intensity of communication – by using existing media, television, web and newsletters to sell the site both as an economic, production component of the city and also as a cultural attraction.</p> <p>The development of initiatives using the strengths of stakeholders on site is a strong feature of implementation and presentation of a high-quality response to the outside world, i.e. the design of the dock café by the faculty of Rotterdam University of Applied Science, or the installation of the prototype Concept House in the Heijlaat neighbourhood.</p> <p>The project also consciously took part in the RegioStars Awards as another potential way of branding the quality aspects of the integrated intervention in the dockland landscape.</p>
<p>4.2. KEY IMPLEMENTATION CHALLENGES AND PROBLEM-SOLVING PRACTICES</p>	<p>Main challenges during project implementation</p> <p>The preparation of the industrial buildings for reoccupation probably provided the greatest challenge, because of a number of unexpected deficiencies in the structural conditions and above all the outdated and malfunctioning services. This represented both more work and additional costs which were not originally foreseen and was therefore one of the reasons for seeking ERDF support.</p> <p>The heritage aspect which was a cause for concern prior to the project actually had less of a constraining impact. Both sides, developer and regulatory authority, adopted a sensible approach to achieve a justifiable and quality reuse of the industrial heritage. Often where discussions arose on colour or materials in the industrial context, nothing has been done to allow for study at a later date or reversible measures have been adopted. The scale of the buildings is also such that somehow contemporary interventions, even the introduction of mezzanines, do not detract from the experience of the spatial volumes.</p>
<p>4.3. THEMATIC FOCUS</p>	<p>Theme 1b: Europe 2020 sustainable growth</p> <p>The conservation and transformation of the dockyard brownfield site to accommodate a potentially strong economic and learning force for the city makes the</p>

RDM Campus a valuable contributor to sustainable growth. However the real justification is that the renovation and reoccupation also embraces aspects of smart and inclusive growth – in its business and labour market focus but also in its offer of opportunities for young people and particularly disadvantaged groups. The impact on the adjacent Heijplaat community is still limited but it offers a new potential for this district even in the short to medium term. Activities on site are aimed at stretching innovation in the field of mechanics, high-tech marine engineering, delta technology, carbon responsible mobility solutions including the production and sale of electric scooters (engaging young workers from the Antilles community in Rotterdam). There is consideration of low-carbon and renewable technologies and the climate regulation of the buildings will be regulated by a heat exchange system using water from the Maas pumped up by wind and/or solar energy in the near future.

It is also important to situate the fact that the focus for the site as a technical innovation centre is to achieve sustainable product development in the market areas of building, transport and energy.

5. FUNDING

ERDF funding and match funding

Total budget: €7 760 000
ERDF contribution: €2 150 000 (27%)
Port of Rotterdam: €5 610 000

Private sector leverage

The leverage aspect of the project is rather concerned with the public sector impulse to draw in firms and businesses to the Campus and its triple helix collaboration. In this the total Campus project has required some considerable public or semi-public investment in phase 1 – preparation of the constructed envelope (€10 million) and phase 2 – contribution of educational institutes to establish the vocational education and training faculties on site (€14 million) even before the ERDF-funded phase 3. Real private investment and return comes with the location of business and other activities on site. While it is always difficult to determine the cost-benefit of leverage investment, so far the private initiatives occupying the site appear to be sound and serious in their business planning. A rewarding result is the early involvement of companies with strong maritime connections, proving that the site is the right place for certain types of marine-related industry (i.e. Vetus boat systems, Huisman Equipment and Ampelmann marine and offshore technology). Well-known companies such as Shell and Van Gansewinkel are also represented on site while other non-port-related firms produce items ranging from electric scooters to modular furniture.

6. PROJECT ASSESSMENT

6.1. FINANCIAL SUSTAINABILITY

Financial stability is more or less guaranteed by the commitment of the city, *stadsregio* (city region) and Port of Rotterdam. However the presence of two important vocational institutes on site is a key to further synergy and business attraction. Even in a difficult economic climate the business hall is slowly but surely attracting more companies, while some of those already present have also expanded their operations and therefore their site occupation. It is the impact of business activity which will bring return and economic added value in the coming years and at the moment this seems to represent an effective growth strategy.

Continuity from previous funding periods

The project did not start in a previous funding phase.

Mainstreaming

The project did not start as a pilot action but is similar in conception terms to other triple helix campus formulas being developed in the Netherlands but also in other European member states.

6.2. TRANSFERABILITY

Transferability

This project is contextually bound to the specific and historic port location and to the governance relationships which characterise the Rotterdam approach to intervention. On the other hand the concept remains basically simple and capable

	<p>of replication in other brownfield situations (not only port locations) with heritage issues (or without). The key is the notion of supplying just enough leverage and the building of a strong relationship between the city, the educational/research agencies and the relevant sectors of the business community.</p>
<p>6.3 ISSUES AND PROBLEMS</p>	<p>As with many projects in this funding period, the RDM Campus has had to cope with an uncertain investment climate. This has required that more effort be placed on prospection in terms of attracting firms to locate in the business hall, and accounts for a slower take-up of work space than anticipated. On the other hand this gives the education and vocational training objectives of the Campus an increased level of relevance and importance.</p> <p>The preparation of the site was a major challenge involving considerable work and investment. The condition of certain constructions was much worse than initially imagined and the services and infrastructure (i.e. electricity, water supply, drainage) were of a very poor standard in relation to current norms and regulations. In one of the most recent dockyard buildings asbestos was also discovered which of course necessitated costly state-of-the-art removal procedures. When this type of deficit is combined with the obligations in respect of industrial heritage conservation it is not difficult to imagine a certain reluctance in the market to invest in redevelopment of a prime but difficult site. Initially a crucial discussion on whether to demolish or reuse the machine hall can immediately be placed in perspective.</p> <p>Another whimsical problem related to the site was the fact that it had had through its history only one postal address and here it was necessary to work with the post authority to find a solution to accommodate multiple users but not owners of the site.</p>
<p>6.4 PROJECT OUTPUTS & RESULTS</p>	<p>The project as a whole has not completely achieved the indicator targets. In common with many current development or regeneration initiatives the economic climate has exerted a slowing-down effect. Nonetheless the business hall has succeeded in attracting some serious players in terms of private business location. In this a momentum has clearly been established and is even represented by interesting (for the site and its infrastructural characteristics) marine-related activities. This was something that was hoped for, a logic in itself, but not set out as a principal objective. While renovation and installation work is still going on both inside the buildings and in the public space, all buildings programmed up to phase 3 are in full operation. The Campus management and representative spaces (reception areas, conference rooms) in the former offices of the dockyard, the installation of a café in the former works canteen, the college workshops and extremely well-organised business modules are all in working order, while new exhibition and event activities are making use of outdoor space and the unique volumes available in the former submarine shed. A relationship with the Heijplaat neighbourhood has been established and the boat transport link to the right bank and city centre is in full operation and well-used particularly at peak hours, transporting people but also their bicycles and even motorbikes and scooters.</p> <p>The RDM Campus currently offers two masters' courses: architecture and urban design, and product design. Furthermore Albeda College provides training primarily in metallurgy and maintenance, with 600 students using facilities on the site in their educational cycle and 180 in contract (apprentice-type) education. Rotterdam University of Applied Science (Hogeschool Rotterdam) offers education in industrial product design, water management, automotive engineering, architecture and urban design and civil engineering. It also has a throughput of some 600 students with 100 in contract education.</p> <p>In 2010, 20 000 people visited exhibitions and cultural activity organised in the former submarine production shed.</p>
<p>7. CONCLUSIONS: KEY SUCCESS FACTORS AND LESSONS LEARNED</p>	
	<p>The value of the 'Stadshavens' project with a master plan providing a coordinating and overarching framework and impulse and awareness of action area priorities and opportunities.</p> <p>Strong and open cooperation between the initial initiating partners, the city, port and colleges, to conceive and launch the project. The needs of the educational</p>

	<p>colleges are a key determining factor in the 'go/no go' decision-making and their commitment provides a high degree of assurance regarding long-term sustainability.</p> <p>Mutual benefit – exploiting win-win of businesses and research agencies looking to access skilled labour and collaborative partnership (while this is scarce in the marine sector) and young people looking to develop skills and capacities that will lead them into valuable employment.</p> <p>Opening of the site to the wider world and particularly the Heijplaat neighbourhood; this adds to the inclusive value of the project which already provides opportunities for the training of young people from difficult socio-economic backgrounds.</p> <p>Fast boat connection to the city centre for both commuters and visitors.</p> <p>The modular system of 'business plots' which can be rented within the building is extremely flexible, allowing businesses to grow by acquiring more space and using the standard container units made available to construct additional office, storage or workshop space. On the other hand it also allows downsizing or adaptation to less space-dependent activity.</p>
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8. FURTHER INFORMATION

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AEIDL has been contracted by the European Commission in 2012 in order to provide 50 examples of good practice in urban development supported by the European Regional Development Fund during the 2007-2013 programming period (contract reference 2011.CE.16.0.AT.035). The views expressed by AEIDL remain informal and should not under any circumstance be regarded as the official position of the European Commission.