



RANDSTAD 2040

SUMMARY OF THE STRUCTURAL VISION

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Foreword

The future has much in store for us in the Randstad. Whereas signs of contraction are already evident elsewhere, the Randstad's growth is set to continue in the next few decades. The growth will be in numbers of people and even more homes for ever smaller households, not to forget rising employment and the ease of access that this will demand. And we all want a green, attractive and climate-resilient living environment, not just for ourselves, but also for generations to come. In the meantime, we are rightly concerned about rampant 'urban clutter' and the loss of green and open space.

This perfectly illustrates the potential conflict that the government and the Randstad's administrators have been addressing in the 'Randstad 2040 Structural Vision'. This vision is a stimulus for a Randstad that can measure

up in all respects to other urban areas in Europe, while at the same time being sustainable and climate resilient. The vision sets the course for our long-term spatial development, not just in terms of building and planning, but also of the relationship between spatial development and such things as nature, leisure activities, education, health and labour market participation.

A Structural Vision is not a blueprint, but, rather, something that we interpret together. 'We' are the government, social organizations, members of the public, and industry. To this end we engaged in an inspiring dialogue with all these parties as part of the preparation for the Structural Vision. It goes without saying that we also took advice from planning agencies and advisory councils, and learned much from

research through designing. Implementation of the vision will succeed only by accommodating the preferences and ambitions of future implementers, and using their knowledge.

The Randstad 2040 Structural Vision is part of the government-wide Randstad Urgent programme, which involves municipalities, provincial governments and urban regions alongside the government, all working towards a strong Randstad and a strong Netherlands. This programme comprises several projects that require decisions in the short term. With Randstad 2040 the government wishes to convey the idea that also addressing the long term is a matter of urgency now.

What the near future holds for national government, the region, private parties, members of the public and social organizations is joint implementation of the vision. This will be a sustainable implementation with respect for green and open space. I see it as my duty to ascertain the added value of spatial key projects and to explore which 'Randstad Key Projects' have potential strategic and international significance for the Randstad. I am pleased to have observed support and enthusiasm for a total approach of this kind in the preparation of the Structural Vision. This support and enthusiasm will be vital, because '2040 is now'.

The Minister of Housing, Spatial Planning and the Environment



Jacqueline Cramer



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1. Randstad: a leading region in Europe

The government's aim with the 'Randstad 2040 Structural Vision' is to turn the Randstad into a sustainable and internationally competitive leading region. The Randstad in 2040 will be a leading region of international significance, and with powerful, attractive cities with convenient access by road and public transport alike. This region will have many different and attractive living environments, and sufficient green space and water for leisure activities.

It will be climate resilient and well protected against flooding. Furthermore, the Randstad in 2040 will benefit in full from Amsterdam's metropolitan diversity and strength, and from the specific commanding international functions located in Rotterdam, The Hague and Utrecht. This factor will help keep the number of jobs and the growth in prosperity high enough to sustain support for the rising costs of social and other services.



Issues of accessibility, ageing of the population, climate change, society's demanding requirements on the living environment and increasing international competition are just some of the compelling reasons for strengthening the Randstad conurbation in the long term. The Dutch government's ambitions are not restricted to spatial matters, but encompass education, opposition to segregation, and the cultural climate. While these nonphysical subjects are raised in the Randstad 2040 Structural Vision and summarized in this document, they are not discussed in detail. The Structural Vision primarily addresses the spatial choices and actions for the long term, together with the associated spatial development concept.

WHAT IS A STRUCTURAL VISION?

The Spatial Planning Act (Wro) determines that municipalities, provincial governments and the national government set down the spatial policy for their respective territories in one or more Structural Visions. A Structural Vision is a policy document about spatial structure strategy. A Structural Vision outlines the spatial developments of the area that it covers, also explaining how the policy or developments are to be achieved, which is to say which authorities and instruments will be used. The kinds of authorities involved could be integration plans, project decisions or general rules (in the case of the national government, an order in council, or in the case of a provincial government, a bye-law). Some examples of instruments are money, communication and administrative coordination.



RANDSTAD URGENT PROGRAMME

The Randstad 2040 Structural Vision is part of the Randstad Urgent programme, in which the national and provincial governments, municipalities and metropolitan regions are jointly tackling various issues in the Randstad. The point of the programme is to resolve any difficulties and make decisions, with a view to ensuring the Randstad's international status as an economically strong region, now and in the future.

Arriving jointly at practical results

The government is obliged to collaborate with other public and private parties on realizing the ambitions. The issues must be tackled on the scale at which they operate, which implies an international approach in some cases. An international example is the mitigation of river flooding risks that are exacerbated by climate change. Other issues have more of a local or regional impact, such as on the housing market. The projects in the Randstad Urgent programme have an important role in achieving practical results, similar to the various sectoral actions that issue from the Mobility Approach, the Landscape Agenda, and other plans, which are to be adopted soon. Furthermore, the government will consider starting a study into comprehensive and substantial 'Randstad Key projects' as part of the Multi-Annual Programme for Infrastructure Spatial Planning and Transport (MIRT). The government envisages a scope of a few substantial projects of major national significance. These will be comprehensive projects, the physical and functional aspects of which will attract international interest, while being consistent with the issues, guiding principles and choices set out in this vision. Implementation partnerships will have an important role to play. They will bring together public authorities, market parties, social organizations and other stakeholders to translate significant components of the vision into action.

The government's approach to achieving the practical results is set out in detail on pages 16-59.

Robust and flexible

The future will always be uncertain. It is impossible for the government to give an exhaustive prediction of what the Randstad will look like in 2040, and it has no intention of doing so. Instead, robust and flexible choices have been made. The choices are robust in the sense that they can be expected to add value even in the event of unforeseen circumstances and trends, and flexible in that between now and 2040 there must always be scope for applying new insights and innovations in interpreting them.

Process

The government reached its choices at the end of an extensive process along the following lines.

- Dialogue
The opinions, views and ideas of the public and stakeholders were gathered in a dialogue conducted on Internet and in physical meetings, and they have contributed to the Randstad 2040 spatial development concept
- Consultation and study
The government solicited the advice of the Netherlands Social and Economic Council (SER) and the Council for Housing, Spatial Planning and the Environment, in consultation with the Council for the Rural Area and the Advisory Council for Transport, Public Works and Water Management. The Netherlands Institute for Spatial Research, the Netherlands Environmental Assessment Agency, the Netherlands Bureau for Economic Policy Analysis and other agencies have also carried out specific studies concerned with the Randstad.
- Design
The detailed discussion and the dialogue about the future of the Randstad were supported with concepts that emerged from research through designing, which is a process of depicting new design issues.
- Implementation partnerships
Several implementation partnerships were established in the course of the process, with the participation of stakeholders, such as public authorities, market parties and social organizations. There were contributions from the national government and the region. Additional information about this preliminary process is given on pages 68-77.



2. The government's choices



Cities and urban regions have become important players because of the blurring of national borders and the increasing importance of 'knowledge' as a factor in the world economy. Much of Europe's spatial and economic expansion in recent years has taken place in relatively small, but internationally oriented, cities, such as Barcelona, Frankfurt, Copenhagen, Prague, Brussels, Helsinki, Dublin and Amsterdam. There is an ongoing process of specialization and concentration. Increasingly, it is in the cities and their surrounding regions that international power is tending to concentrate, in terms of the economy, culture, politics and knowledge.

Cities are the venues for people to gather and to exchange knowledge. They are where knowledge, knowledge development and the creative power

needed to renew products, services and production processes converge. Cities are developing in this way into the engine of the world economy.

In future, individual cities and their regions will be in competition as international business locations, and it will be important to be able to offer an attractive living environment for employees. The city will be a meeting place and business location for international knowledge workers, highly qualified people, and families with children. This demands that an attractive living climate be created for talented people and innovative businesses. People seek out interesting, first-class jobs, and an extraordinary living environment with a wealth of services. The government is therefore counting on cities and their surroundings acquiring greater spatial quality and becoming more attractive.

Many of the choices made for turning the Randstad into a sustainable and internationally competitive leading region are an extension to the National Spatial Strategy (2006). The Structural Vision also introduces new accents, such as:

- the changing use of space, with climate change in mind;
- enlarging, waterlogging and increasing the diversity of the Green Heart;
- developing 'excellent' green space near the city in the form of metropolitan parks;
- pursuing continued consolidation in the cities.

Guiding principles

The government's choices in the Structural Vision are derived from the following four guiding 'principles'.

1. Living in a safe, climate-resilient and green-blue delta.
2. Creating quality through greater interaction between green (landscape), blue (water) and red (urbanization).
3. Strengthening what is already strong internationally.
4. Powerful, sustainable cities and regional accessibility.



“ The officials and authorities in the Netherlands need to show a bit of courage, and start to think and act on a larger scale. We have to leave our parochial outlook behind”

Source: A member of the public at the Madurodam 'Randstad Session' in February 2008

THE GOVERNMENT'S SPATIAL CHOICES

The spatial choices made by the government in the Randstad 2040 Structural Vision are derived from the four guiding 'principles' set out below.

Living in a climate-resilient and green-blue delta

1. Protecting the Randstad permanently against flooding
2. Being prepared for increasing salination and water shortages
3. From Green Heart to Green-Blue Delta: protecting, developing and making climate-resilient

Creating quality through greater interaction between green, blue and red

4. Protecting and developing a differentiated landscape
5. Agricultural transition
6. Developing green living and working environments linked to the green-blue issue
7. Developing a green-blue quality in the cities in the form of 'metropolitan parks'

Strengthening what is already strong internationally

8. Utilizing and strengthening international leading functions
9. Improving the international links between the Randstad and other urban regions

Powerful, sustainable cities and regional accessibility

10. Scaling up the urban regions: accessibility on the level of the northern and southern Randstad
11. Optimally utilizing city centre space, making it climate-resilient for living, working and providing services, through transformation, restructuring and intensification
12. Achieving a step change in scale for Almere in relation to developing the Amsterdam region, accessibility and the ecological improvement of IJmeer-Markermeer

The spatial choices are explained on the following pages.





1. Protecting the Randstad permanently against flooding

The Randstad in 2040 will be a delta where people can live and work in safety. Residents, visitors and businesses alike need have no concerns about flooding. It will be unnecessary to relocate to the more elevated parts of the Netherlands. The government will make provisions for safety within the established flooding levels. Large areas in the west of the Netherlands are below sea level or adjacent to major rivers. Climate change and the rising sea level make continued investment in coastal maintenance and reinforcement important. Sufficient space must be preserved around the rivers to allow safe discharge of the water. In view of the government's aim to guarantee long term safety against flooding, more detailed choices will be set down in the National Water Plan in late 2008. The government will incorporate the recommendations of the Delta Committee (also known as the Veerman committee) in this plan. The Netherlands also has an opportunity to establish an international profile with a safe, climate-resilient and sustainable delta of this kind. Our knowledge and experience of flood defences, water management, landscapes and new green living environments are a potentially important export product.

2. Being prepared for increasing salination and water shortages

Climate change also obliges the government to redefine the balance between fresh and salt water and to find answers to both water shortages and excess water in the future. Salt seepage, as seawater infiltrates underground, will increase, causing salination in some parts of the Randstad. Furthermore, there will be insufficient clean fresh water to flush the outlet waterway system in the event of a lengthy drought. This problem will be particularly pressing in Bollenstreek, Westland and the deep polders, such as Haarlemmermeer and Zuidplas polder. The government is defining a vision for national water distribution and fresh water supply.

3. From Green Heart to Green-Blue Delta: protecting, developing and making climate-resilient

The Randstad 2040 Structural Vision makes the Green Heart part of a large Green-Blue Delta. The Green Heart can be protected, developed and made climate-resilient by steering development towards a delta of this kind. The area will also be liberated from its isolated position.

The traditional picture of a single open zone surrounded by cities neither does justice to the greater whole that the Green Heart is part of, nor does it adequately express the multiple landscape qualities and diversity of the Green-Blue Delta. The traditional picture will therefore be superseded by one with more diversity, and by an area-specific approach. The diversity will mean a policy of waterlogging in some parts of the Green Heart, while retaining the characteristic dairy farming in others. Elsewhere there could be unique combinations that include homes. Moreover, a key consideration is the total number of homes agreed as part of the National Spatial Strategy ('zero net migration'). If at the same time the area is brought more

into line with the cities, the landscapes around the cities can gradually acquire a different use from those further afield.

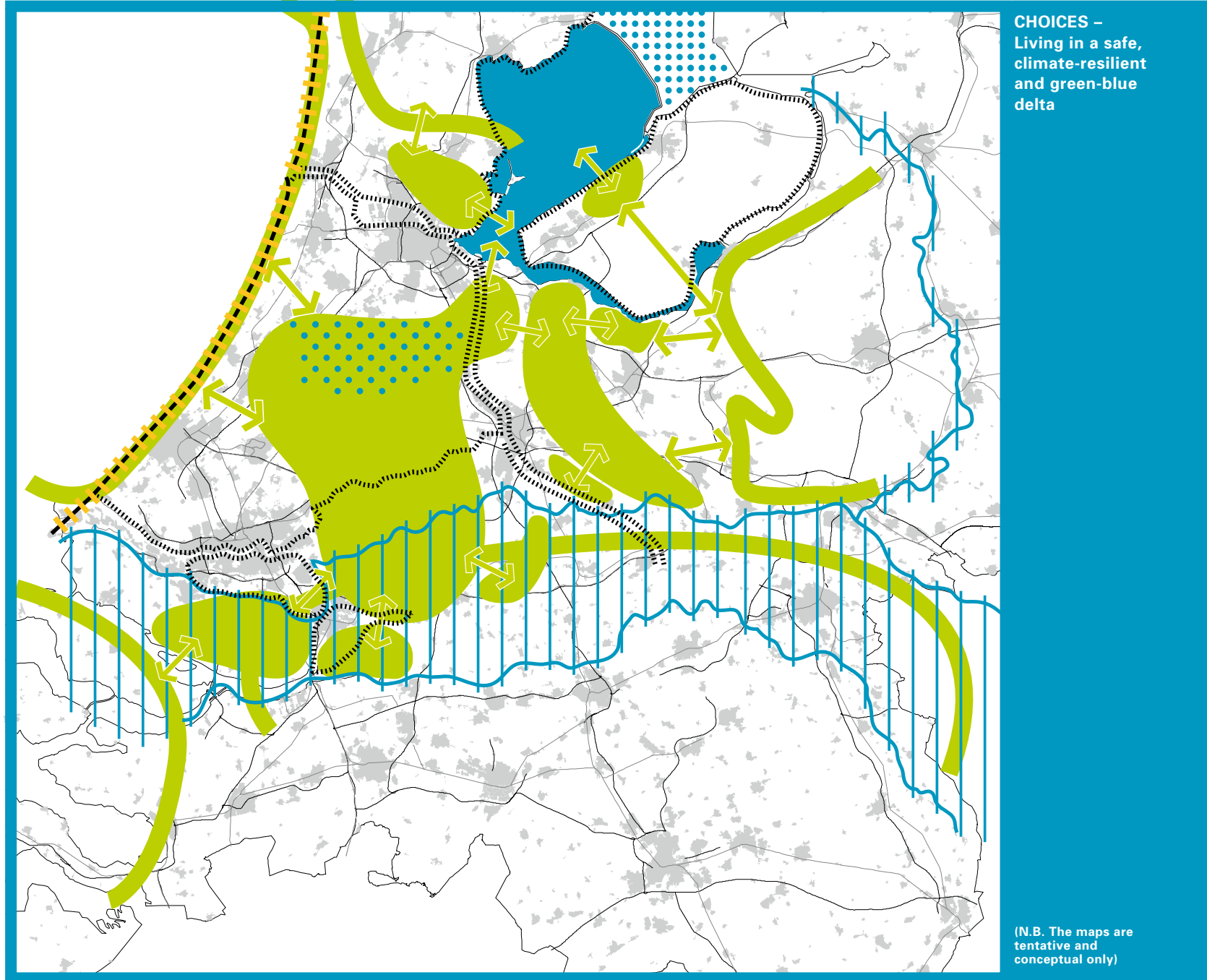
The development of a Green-Blue Delta can facilitate a more effective response to the impacts of climate change. The delta also offers a firm basis for a system of smaller 'green-blue' links with the cities, which will be an attractive complement to urbanization. More green space and water near cities will provide for a better and healthier living climate, in which city residents and visitors will enjoy more opportunities for leisure activities.

“ The coast, IJsselmeer and the southwestern Delta are developing within this delta as the Randstad’s front garden, with the Green Heart as the back garden”

Source: Randstad 2040 Structural Vision, September 2008

GREEN-BLUE DELTA

The Green-Blue Delta is a chain consisting of the river area, the Utrecht Heuvelrug, Low Holland, the Green Heart, the IJsselmeer area, the southwestern delta and the coastal zone. The important links to be retained in this connection are the Vecht region, Biesbosch, Merwede zone and Delta Gateway. New links between the larger green units are also conceivable. Agricultural and protected landscapes and parks can be developed in these areas for such things as leisure activities, water storage, the enjoyment of nature, urban agriculture, care functions, and small-scale housing.





4. Protecting and developing a differentiated landscape

The combination of water, nature, landscape, cultural history, housing and work will create a varied living environment. It is therefore important to benefit on both national and regional levels from the interaction between these different elements, and above all to develop and protect variety in the living environments. With this in mind, the government intends to accentuate the qualities and contrasts in the landscape and develop new landscapes with green space and water around the cities. Water, nature, landscape and cultural history will steer the Randstad's development. This development must be executed on multiple scales and will demand much custom work.

5. Agricultural transition

The use of space in the Randstad must change in order to be able in the long term to provide sustainable water management at socially acceptable costs. This point is particularly relevant in the peat grassland areas. Subsidence and the salination of the water system have led the government to opt for altering the designated use of the most vulnerable areas, in particular in the Green Heart. Function is to follow the water level. Agriculture in the less vulnerable areas can be made compatible with the constraints imposed by the water. Agriculture occupies a more central position in areas with moderate subsidence and a thin peat layer. Farms in the Randstad between now and 2040 can respond to the opportunities on the world market, as well as those from the regional market. For example, they could concentrate on specific products and services that strengthen the link between city and country.



6. Development of green living and working environments linked to the green-blue issue

There will be several places in the Randstad of 2040 where it will be possible to live and work in a green and water-rich area. Linking housing and work with green and water in this way will create sharper contrasts between the various parts of the Green Heart. The amount of water will increase in some places, and in due course there will be more opportunities for creating attractive living and working environments. This will demand a phased approach on various scales in order to take advantage of opportunities. The future picture is of a green-blue backbone interwoven with economic carriers, such as agriculture, housing, work and leisure activities, and with functions such as nature, water storage and cultural history. This development will contribute to greater spatial differentiation in the landscape and a higher quality of life.



7. 'Metropolitan parks' as an extra green-blue quality boost in the cities

The dialogue with the public revealed a substantial demand for parks where people can play, enjoy themselves and relax. This is another illustration of the importance of recreational 'green space' near cities. The current buffer zones, in the form of green areas between cities, will acquire a more pronounced recreational function.

An additional step up in quality will be needed on top of the green space that already exists. This will take the form of metropolitan parks, like Central Park in New York, Fontainebleau in Paris and Hyde Park in London. This development will demand a joint effort between public authorities and market parties. Besides their importance for the residents of the cities, metropolitan parks are also an attraction for national and international visitors. The parks enhance the quality of life and improve the commercial climate near cities. They also complement urbanization in an attractive way. Areas such

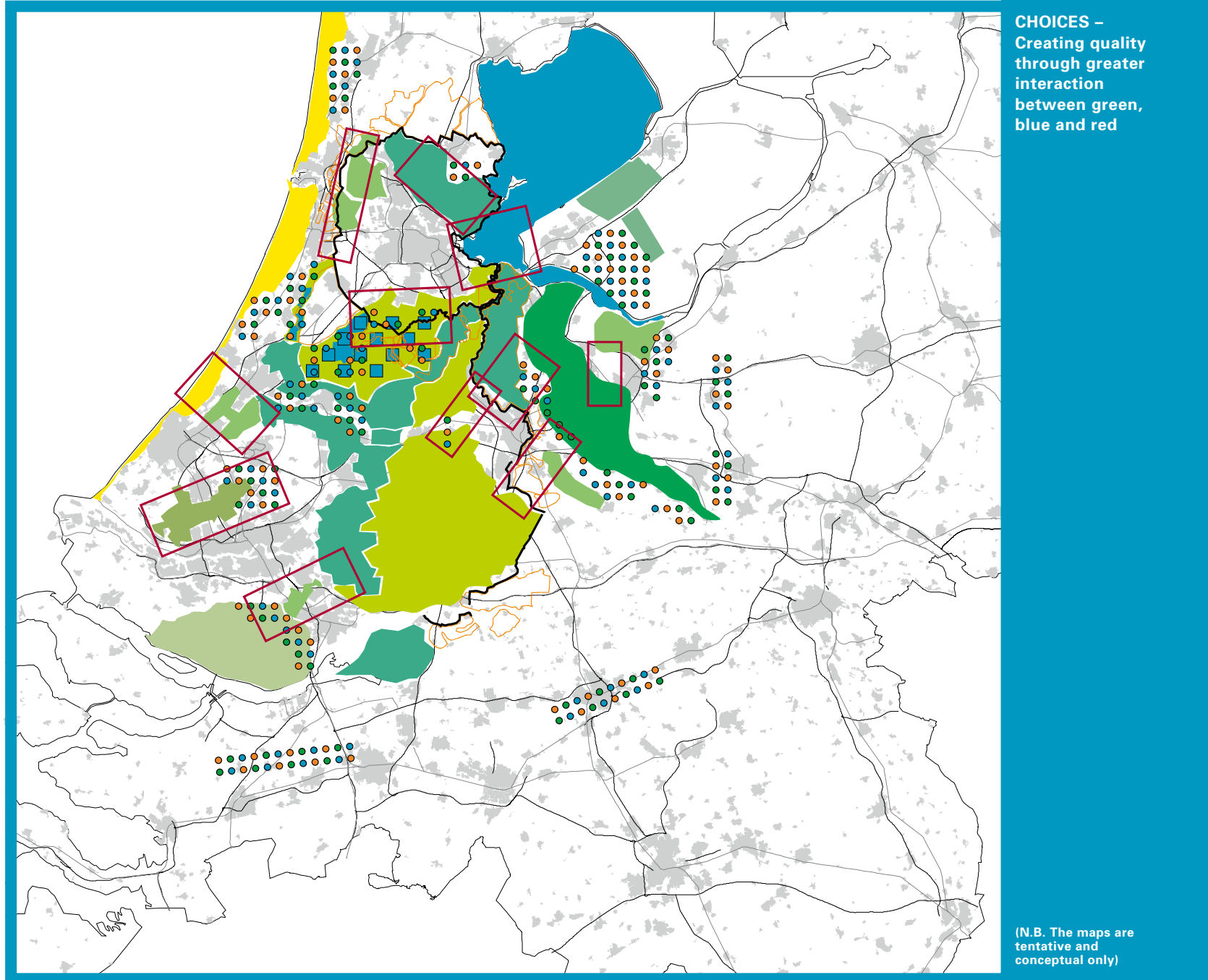
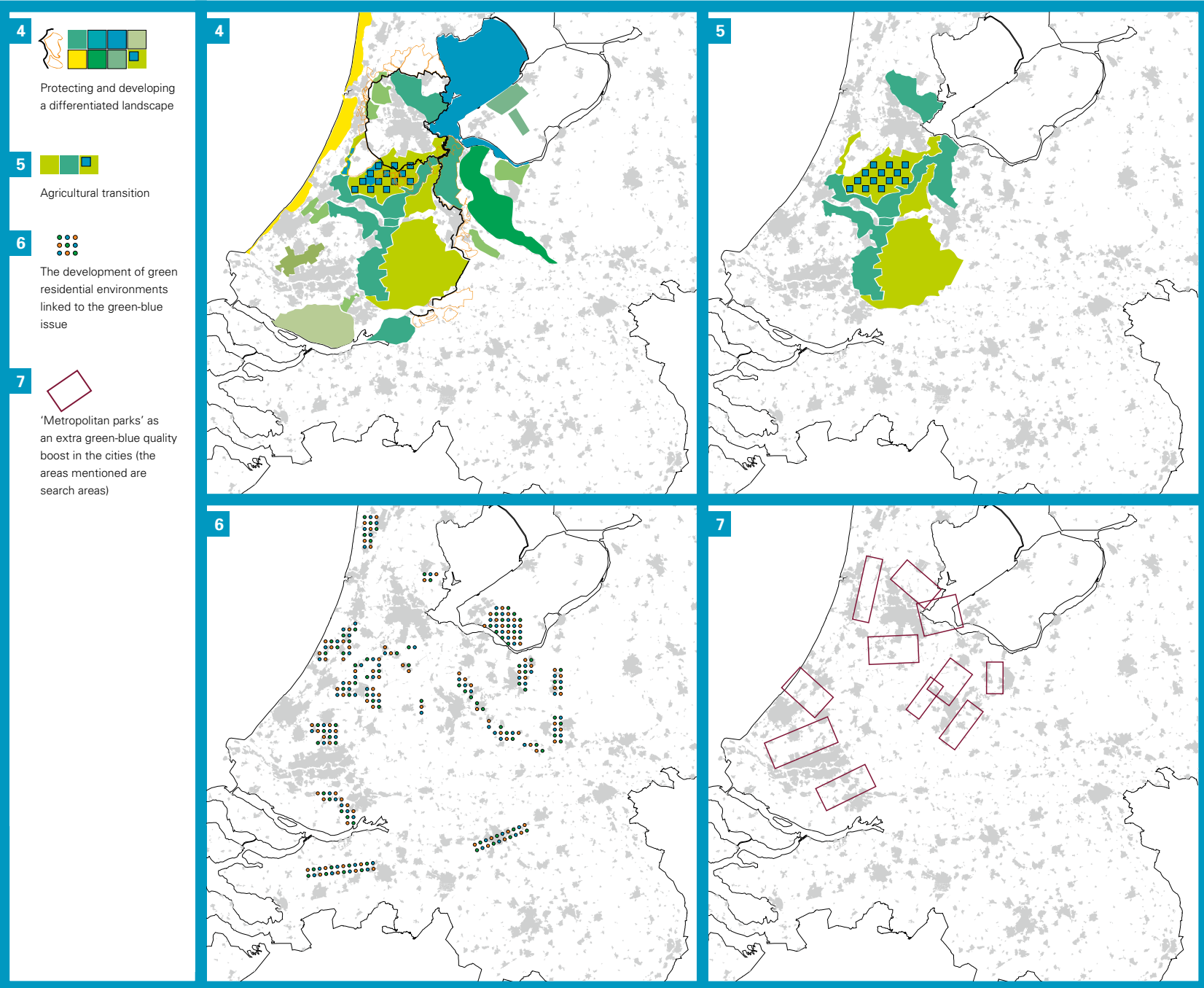
as Midden-Delfand, the Delta Gateway and Waterland are potential metropolitan park sites.

A 'Metropolitan Parks' implementation partnership has already been initiated as part of Randstad 2040 development. In view of the significance of parks for city dwellers, the government sees an important role for the city administrations in crystallizing ideas and implementing these parks. Another challenge is to persuade private parties to invest in the quality of the landscape. We are looking to financially strong, creative and innovative entrepreneurs to make proposals for parks of this kind. This is how 'excellent green' and 'excellent red' can contribute to the Randstad's international appeal and allure.

DEVELOPMENT AND PROTECTION OF GREEN SPACE

More green space plays an important role in the urbanization agreements for the period to 2020. The development of metropolitan parks could build upon the 'ongoing development' of the national buffer zones. A necessary task alongside the development of these zones is the protection of areas that have unique values. The living and working environments can be made more varied and the Randstad made more attractive to international knowledge workers by creating more space for green environments. The locations involved are generally those with relatively few homes. This is supplementary to the general urbanization strategy, which is oriented to concentration and consolidation. It is important from the viewpoint of costs that this development aligns with existing road and public transport links.





8. Utilizing and strengthening international leading functions

The government has made the following choices to ensure the Randstad's position as an internationally leading region. 'Strengthening what is already strong internationally'. This means strengthening Amsterdam's sound and internationally oriented position, and the internationally powerful functions located in Rotterdam, The Hague, Utrecht and the greenports. The government wishes to gain from the international opportunities presented by the city and region of Amsterdam in interaction with the international leading functions located in the other cities. The government wishes to build upon Amsterdam's potential and to ensure that the benefit spreads to the entire Randstad and throughout the Netherlands.

The Randstad comprises multiple residential and labour markets. From an international point of view, the Amsterdam region occupies a leading position because of its highly versatile economic profile and metropolitan character. Schiphol is one of Europe's largest airports, and the Zuidas is a prime international

location for business and financial services. The world port of Rotterdam has the largest maritime cluster in Europe, and The Hague has a worldwide reputation as an international city of peace, justice and security. Furthermore, the Utrecht region is an attractive living environment with a creative knowledge climate, and the greenports are an international market leader in the production, processing and logistics of horticulture and ornamental plants. The Netherlands must gain from these various international strengths and improve its competitive position. Besides these internationally prominent functions, all cities also have more regionally and nationally oriented strengths and potential. A strong Randstad will contribute to a strong Netherlands. Strengthening the various cities' and urban regions' own identity and developing their own strengths must therefore be their highest priority.

In summary, the government's approach is to:

- **strengthen and utilize the Amsterdam region's international and metropolitan opportunities;**
- **enhance the Port of Rotterdam's leading position through innovation, transformation and the development of the port network;**
- **strengthen Schiphol, with Lelystad and Eindhoven as interesting options for reinforcement and support;**
- **strengthen and develop The Hague as an international city of peace, justice and security;**
- **strengthen the greenports' centre function;**
- **strengthen Utrecht's national potential as a hub and knowledge city;**
- **strengthen advanced economic clusters around the Randstad's six universities.**





9. Improving the international links between the Randstad and other urban regions

The Randstad 2040 Structural Vision opted for effective national and international public transport and road links. The Randstad must not be allowed to become merely a fast train terminus in the international network of 2040, because that would threaten the international competitive position. The government is putting effort into the national and international links between the leading functions in the northern and southern Randstad, BrabantStad and Arnhem-Nijmegen, and the major urban areas in Belgium, northern France, Great Britain and Germany. The government is focusing where possible on efficient and robust connections, with more modes of transport in the zones to the:

- south: the A4 zone, Amsterdam-The Hague-Rotterdam-Antwerp;
- southeast: the A2 zone, Amsterdam-Utrecht-Eindhoven-Liège;
- east: via the A12, A15 and Betuweroute towards Arnhem and beyond.

Investments are to be concentrated in or around the major transport axes in the Randstad and in its offshoots. For instance, the ICE to Cologne will be given free passage on existing track. Quality and capacity are important factors in facilitating a rapid and comfortable link with Central Europe. The government is also examining the need for any adjustments to the major international transport axes, such as the freight links between Rotterdam and Antwerp and an international train service through Eindhoven to the southeast.



PORT COOPERATION

The major Dutch seaports, mainport Rotterdam and, to a lesser extent, Amsterdam, occupy a central position in the international cargo network, contributing 30 billion euros (6.2 per cent) annually to GDP and providing work directly and indirectly to 240,000 people. Until 2040 international cargo flow is forecast to double, and container transport to quadruple. The aim is to utilize and add value to this strong position. Among other things, this would suggest more end-product manufacturing rather than only the transit of raw materials and semi-finished products. Indeed, end products have more added value. This strategy will create new opportunities for process industries to form clusters around the port.

In due course a joint international development strategy for the ports of Rotterdam and Amsterdam could contribute to greater efficiency and an even stronger international position, with favourable consequences for large-scale investments, the environment and the claim on space. From the point of view of efficient public expenditure, the government will promote the cooperation between the seaports of Rotterdam, Amsterdam, the Zeeland harbours and Moerdijk, and Antwerp. The assumption is that no third Maasvlakte or expansion in the North Sea Canal area will be needed before 2020. Space must be found in the first instance by using the existing area more intensively. If this approach is insufficient, use must be made of space in other ports. Only then will 'new space' be considered.

SCHIPHOL REINFORCEMENT

Schiphol is a vital ingredient in Amsterdam's competitive strength. Schiphol is also an inextricable part of the Amsterdam region. The Randstad gains as a business location for national and international companies with a direct or indirect connection with the airport, but also as a centre of tourism and culture. The greenports also rely on Schiphol for much of the transport of fresh flowers and plants to all parts of the world.

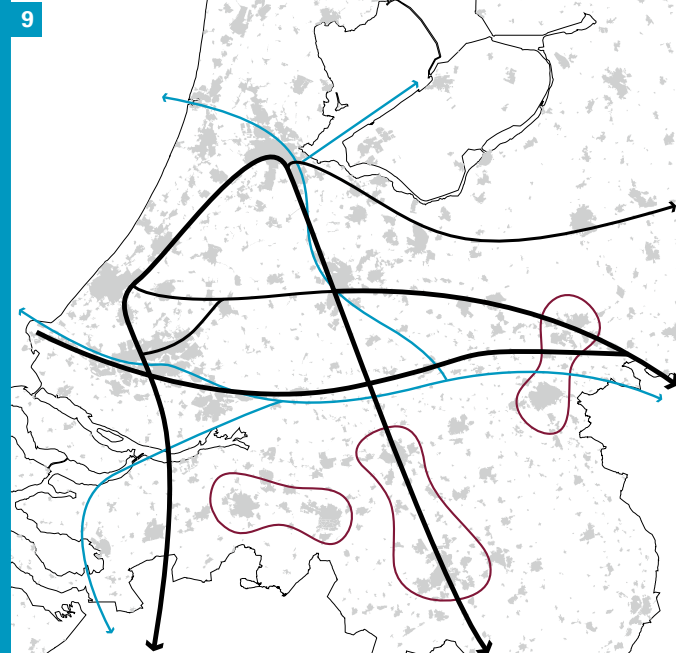
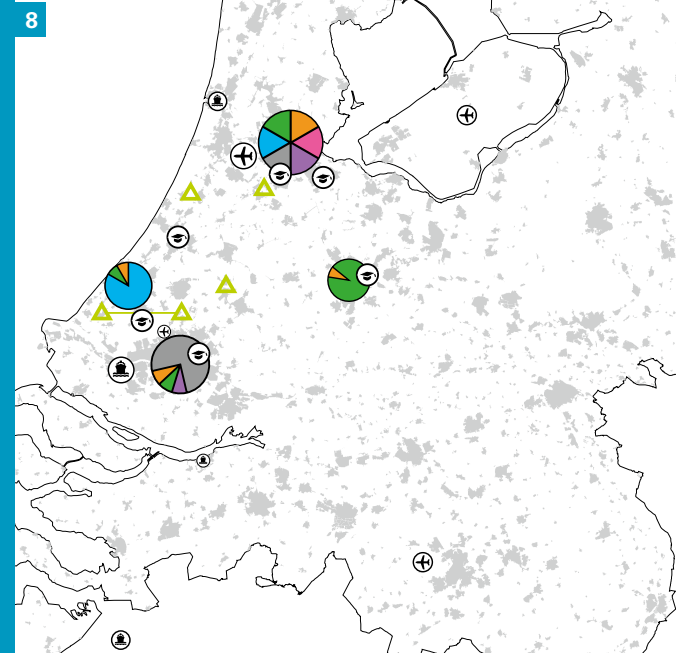
Conversely, an internationally oriented and attractive region is interesting for airlines. An enormous number of destinations are served by Schiphol, often with direct flights, reflecting the airport's hub function for many airlines. The potential for passenger and freight transport determines whether airlines include Schiphol in their networks. Schiphol has major significance as a direct or indirect employer, which makes the airport crucial to the economies of both Amsterdam and the entire Randstad. Investing in the Randstad's international accessibility and strength means investing in a vital international airport with sufficient opportunities for development.

Long term expansion of air traffic via Schiphol must be assumed. With a view to environmental quality, some of this expansion could be absorbed by other airports. Lelystad and Eindhoven offer interesting opportunities for reinforcing Schiphol's hub function. Between now and 2040 the government is opting to keep Amsterdam Airport Schiphol at its current location and to pursue a growth strategy that observes the environmental constraints. The government is exploring the potential function of regional airports and how they might contribute to Schiphol's development. The government will make final decisions about the future of aviation in the Airports Strategy that is due in late 2008 or early 2009.



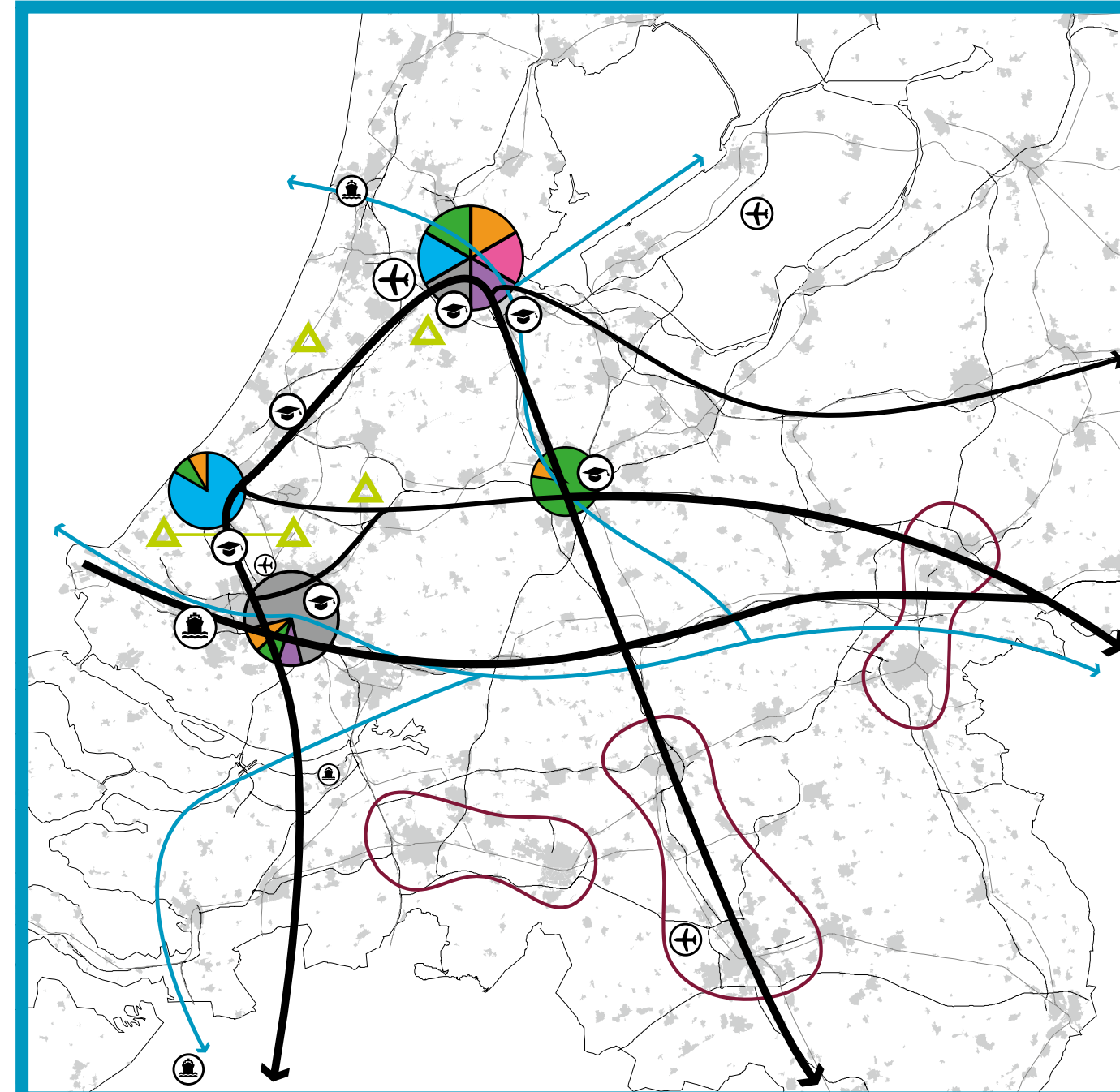
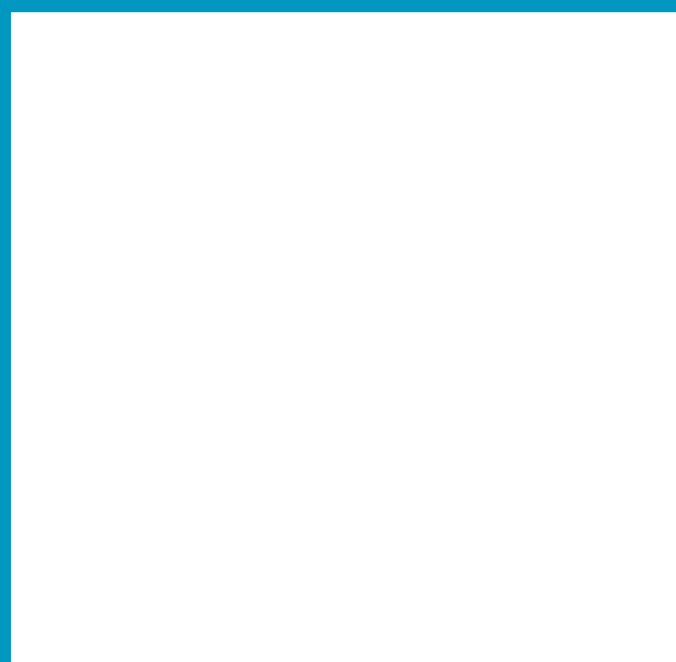
8 Utilize and strengthen national and international leading functions by:

- utilizing and strengthening the Amsterdam region's international metropolitan potential;
- strengthening Schiphol's hub function, in conjunction with a study of possible overflow to Lelystad and Eindhoven;
- developing the Port of Rotterdam's leading position through innovation, transformation and the development of the port network;
- strengthening and developing The Hague as an international city of peace, justice and security;
- strengthening Utrecht's national potential as a hub and knowledge city;
- strengthening the greenports' centre function;
- strengthening advanced economic clusters around the Randstad's six universities.



9 Improve the national and international links between the Randstad and other urban regions (road and public transport):

- urban networks;
- waterways;
- road and public transport;



CHOICES –
Strengthening
what is already
strong
internationally

(N.B. The maps are tentative and conceptual only)

10. Scaling up the urban regions: accessibility on the level of the northern and southern Randstad

Ease of access is a vital condition for economic expansion, spatial dynamics and social development. Ongoing investment is therefore needed on all levels and in all modes. A particularly important quality boost within the Randstad is concerned with the accessibility of the urban regions and the northern and southern part (with a range between 0 and 40 kilometres). The aim is higher public transport utilization and better coordination with the road system. The focus of attention is on the regions around the cities, which is where the problems are the most severe. Investment in the public transport system on this scale will enhance freedom of choice in living and working environments. The intelligent coordination of investments in locations and public transport will also provide an additional stimulus for restructuring and transformation in the cities.

The government also wishes to improve links within the Amsterdam-Almere-Utrecht and Rotterdam-The Hague regions. Faster and better links facilitate interaction between the residential and employment areas, which will benefit the economic dynamism of the Randstad.

11. Optimally utilizing city centre space, making it climate-resilient for living, working and providing services, through transformation, restructuring and intensification

The Randstad will need at least 500,000 new homes by 2040. If economic expansion turns out to be on the high side, this number could even double, which means a space ten to twenty times the size of Amersfoort. The government believes it can find this space by :

- restructuring and transformation;
- concentration and consolidation;
- increasing supply through development areas identified in the National Spatial Strategy.

Diversity in cities

There is limited diversity in homes and offices in the cities. It is important to rectify this situation in order to give the public and entrepreneurs more choice. A great diversity of people is crucial for the economic and social vitality of cities, which is one of the reasons for creating a more differentiated urban landscape. High, urban densities must be accompanied by low densities, and both must be strengthened in a way that contributes to climate resilience, safety, health, welfare and social cohesion. The government's choices of the means for increasing differentiation are continued concentration and consolidation contrasted with space for green living and working environments. The public dialogue also revealed a desire for diversity and freedom of choice. The public favours more creative solutions, based, for example, on double land use, or double 'time use'. The government has embraced this desire in the vision.

Restructuring and transformation

In interpreting the consolidation strategy, the government will commence a new series of urban transformations and restructuring projects in outdated residential and employment locations in the cities. Some other candidates are the former centres of urban growth, such as Zoetermeer, Nieuwegein and Spijkenisse. The government also intends to transform unused industrial sites into new urban areas with a residential and employment function. Additional long-term financial support may be needed from the parties involved in order to achieve this transformation. Some examples of current city centre locations are the northern banks of the river IJ in Amsterdam and City Harbours (Stadshavens) in Rotterdam.

Restructuring and transformation create scope for new housing that contributes to the level of facilities, vitality, mass and strength of the cities. Restructuring and transformation moreover reduce urban pressure on the landscape. The public looks favourably on the results achieved so far, emphasizing in the dialogue that even more locations in the cities are eligible for transformation. Vacant office buildings frequently attracted comment, and the public wonders if the space could also be used for temporary, or more permanent, housing.

LINKING SPACE AND MOBILITY

The government opts for stronger links between the road and public transport systems in combination with consolidation and the creation of centres in the urban regions and the northern and southern Randstad. This approach can be applied on a larger scale and in more locations than at present. Investments in the public transport system can be strengthened by road traffic measures such as disentanglement. Disentanglement is the separation of long distance and local traffic, thereby creating an integrated 'mobility system' linked to the international and regional urbanization centres. A study into the necessity and desirability of a public transport authority is to be carried out as part of the Randstad Urgent programme. A public transport authority might be charged with improving the coordination between individual modes of transport and harmonizing the approach to public transport in the various Randstad regions.

Concentration and consolidation

Concentration and consolidation contribute to a competitive level of facilities, public transport access, and protection of the Randstad's natural and landscape values. They can also help reduce energy consumption and CO² emissions. The ambition is a coordinated development of the northern Randstad (Amsterdam-Almere-Utrecht) and the southern Randstad (Rotterdam-The Hague) in terms of housing, employment and transport. The government's approach is to fulfil the urbanization agreements in the National Spatial Strategy, and the same is expected of the local and regional authorities and market parties involved. Fulfilling these agreements together with the additional efforts on city centre housing will, for the time being, dispense with the need to identify new expansion locations. However, should the future housing demand significantly exceed current estimates, new expansion locations will be developed in the following sequence:

- within existing built areas;
- adjacent to the cities in the northern and southern Randstad at relatively elevated locations that are situated favourably relative to infrastructure;
- locations further afield.

It is expected that the costs of consolidation will increase towards 2040. It must also be investigated how far consolidation will go towards meeting the current and future housing demand.

Interaction between people in the cities

Powerful cities that wish to be economically competitive internationally also need social cohesion on a neighbourhood level. Public dissatisfaction is concerned mainly with how people in the cities interact. Segregation, unsafe situations and social exclusion threaten the attractiveness of cities for people of all lifestyles. A sustained split between poor and rich, young and old, ethnic minorities and native Dutch people, undermines the attractiveness of the cities, and can also be detrimental to the competitive position. This represents an enormous task, extending far into the future and calling for a determined approach from all parties involved.

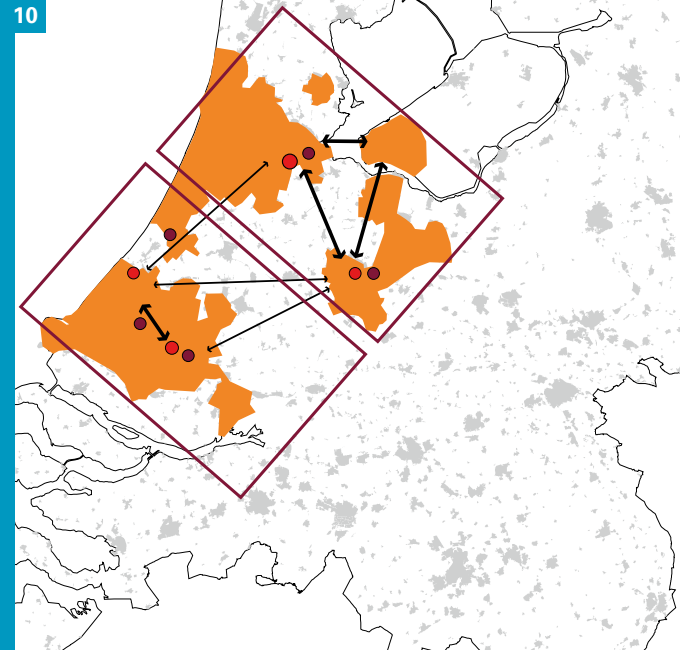
HIGH-RISE BUILDING

High-rise building can be an inspiring interpretation of urban consolidation, restructuring and transformation. It can mark locations where high housing and employment densities coincide with infrastructure interchanges, such as the station districts of The Hague Central and Amsterdam Amstel. It even creates opportunities for defining a national and international identity. For instance, the current high-rise building in Rotterdam is contributing to a distinctive profile in the Netherlands. High-rise building in the cities must link in with densely populated urban locations, with due regard to cultural history and the perception of city and country from the viewpoint of surrounding, valuable landscapes. This means, for example, that high-rise building is inappropriate in national landscapes.



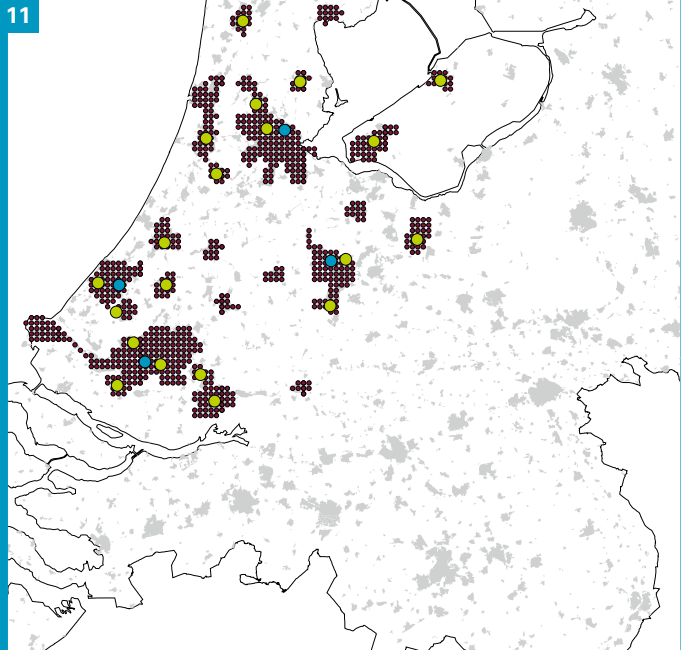
10 Scaling up the urban regions:

- concentration and climate-resilient urbanization plans, with space for employment locations;
- public transport and road access improvements;
- centre development for the northern and southern Randstad

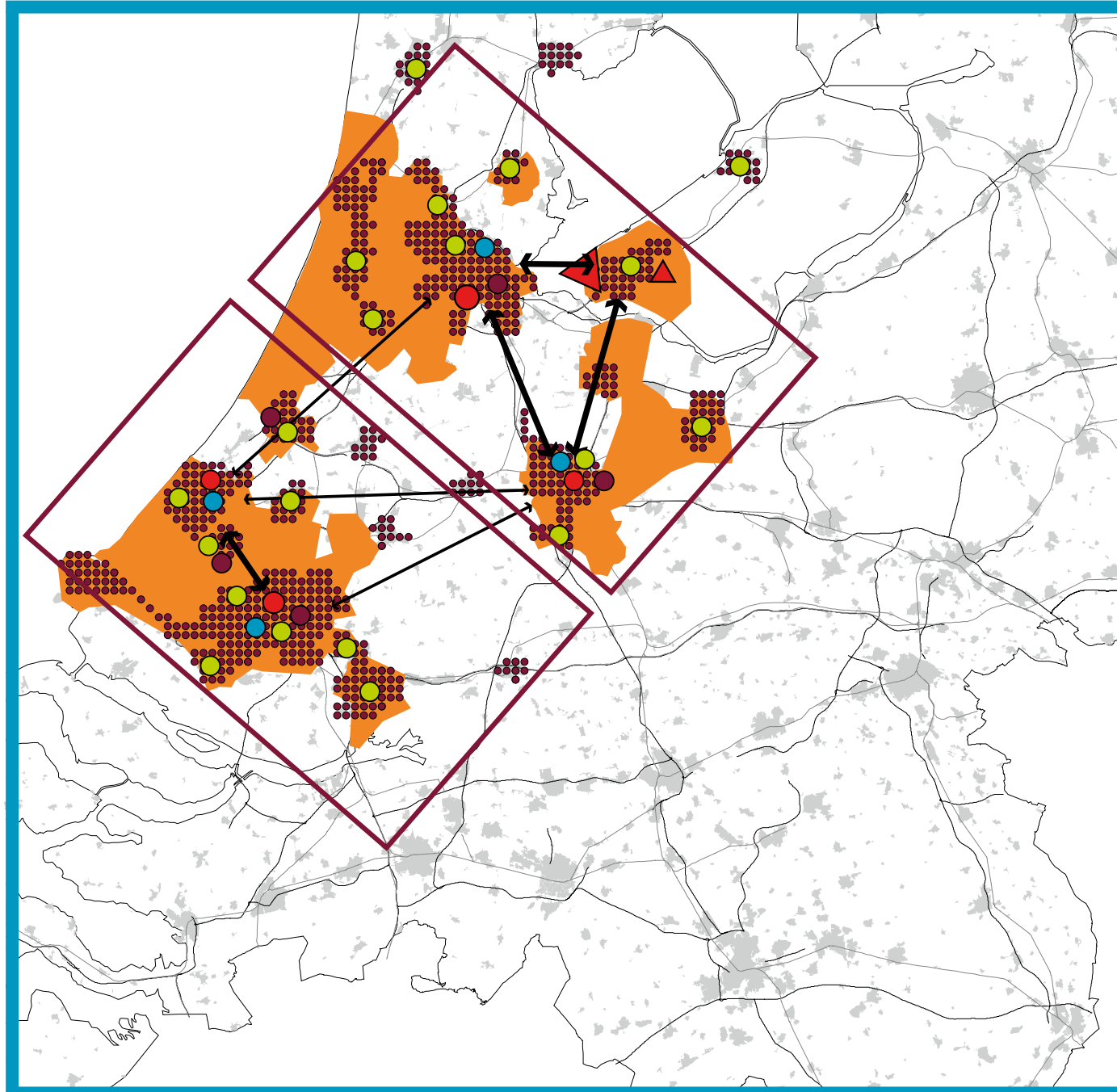
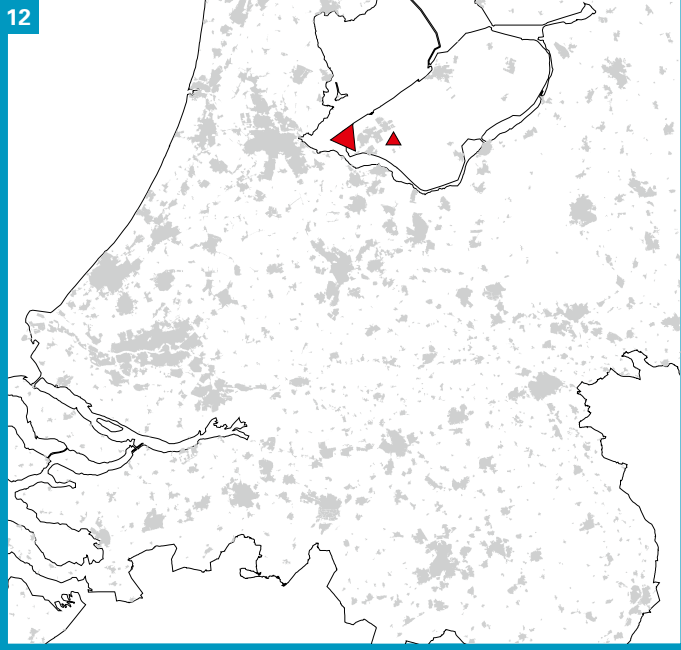


11 Optimally utilizing city centre space, making it climate-resilient for living, working and facilities, through:

- transformation;
- restructuring;
- intensification.



12 Achieving a step change in scale for Almere in relation to developing the Amsterdam region, accessibility and the ecological improvement of IJmeer-Markermeer



CHOICES –
Powerful,
sustainable cities
and regional
accessibility

(N.B. The maps are tentative and conceptual only)

12. Achieving a step change in scale for Almere in relation to developing the Amsterdam region, accessibility and the ecological improvement of IJmeer-Markermeer.

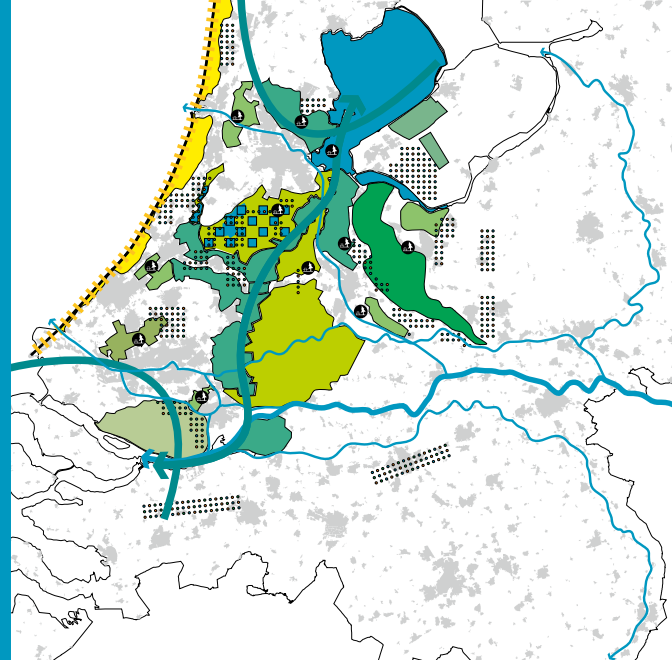
Comprehensive agreements will be made with the municipality of Almere in 2009 about the urbanization issue in the 2010-2030 period, which is known as the 'step change in scale for Almere'. This issue will involve building 60,000 new homes, strengthening the social and economic structure and achieving a satisfactory residential-employment balance. The national government has a sense of responsibility for the step change in scale for Almere for several reasons. The first has to do with the Amsterdam Metropolitan Area's international competitive position, which must be strengthened. Both the residential town of Almere and the employment town of Almere will develop an identity of their own as part of the larger whole. Almere is not just a part of the Amsterdam Metropolitan Area, it also serves an important function within it. This role demands a closer linking of the two municipalities, which applies to the transport flows between the Amsterdam region and Almere, as well as to harmonization of the residential environments and economic profiles. This harmonization will be achieved by new centre development, for example in the urban heart in Almere City and in Almere Port. The second reason is the general shortage of building locations in the northern Randstad, in particular in the coming decades. Almere will be able to provide these locations. The third reason is that building in Almere will relieve pressure on vulnerable areas on the old land. A large building task in Almere will make it easier to protect valuable green areas elsewhere, such as the national landscapes in North Holland and Utrecht.

Attention is needed in the step change in scale of Almere to reversing the decline in natural quality in IJmeer and Markermeer. This is an important topic in the vision for the future for IJmeer-Markermeer. It is also related to what form the step change in scale will take. Restoring the natural quality in these areas is a constraint on the development of functions outside the dyke. The government has made funds available for ecological pilots as part of the Randstad Urgent programme.

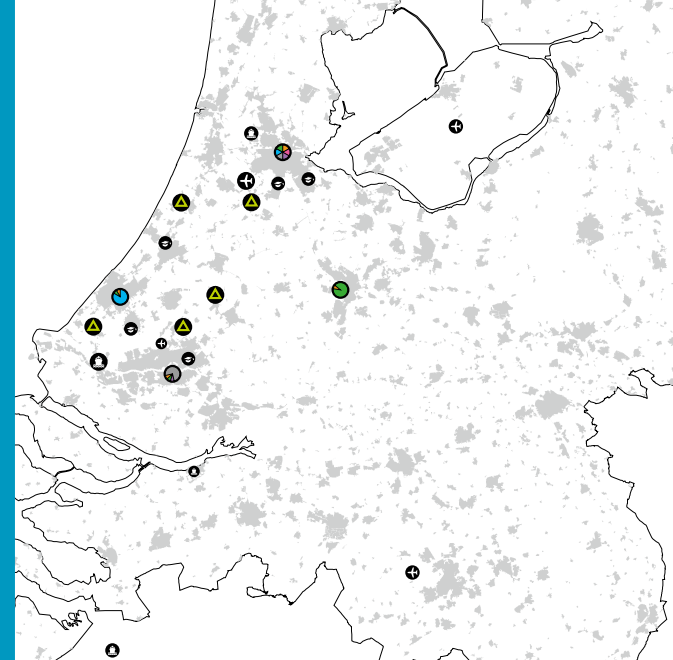
Almere's new living and working environments must definitely match future demand. It is well known that many people choose to live in Almere because of the availability levels, types and prices of houses. It is desirable for Almere to have a great diversity of living and working environments in combination with Amsterdam. This may possibly be a far greater diversity than people are accustomed to in other regions. For example, building homes is a relatively simple matter, but building a sustainable city is much harder. Sustainability demands a proper balance between people, planet and profit. Almere's expansion must be sustainable in an ecological sense, too. The 'cradle-to-cradle' principles will be applied within socially acceptable cost constraints on all scales (i.e. regional, city, district and building) and to the multifaceted relationship between land and water.



Spatial development perspective detail maps

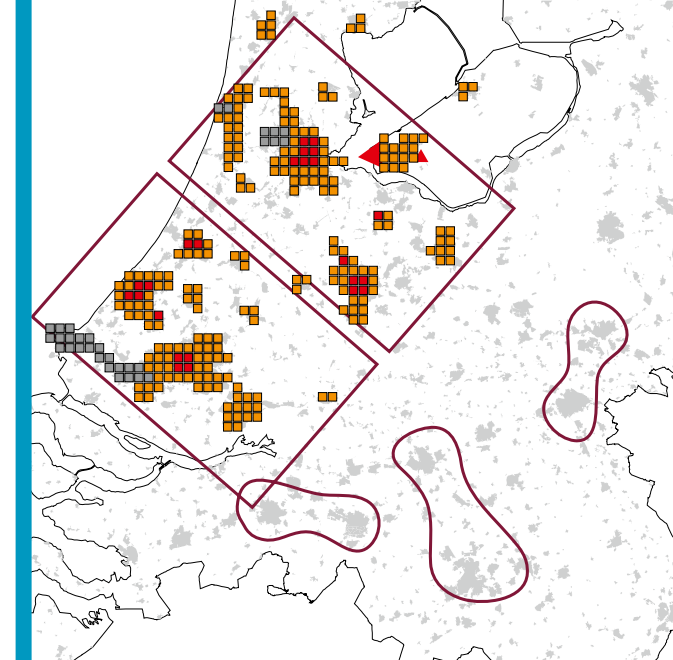


- Safe, climate-resilient, green-blue delta as an urbanization framework**
- strengthen diversity and identity
 - reinforce coast
 - space for the river (or waterway)
 - from southwestern delta to IJsselmeer
 - space for green-blue residential environments with a stronger identity for landscapes
 - metropolitan parks (search areas)



- Give backing to strengths: strengthen the leading functions**
- strengthen the leading functions in the cities (head offices of international organizations and NGOs, science, international conferences, trade fairs, exhibitions, etc., urban tourism, head offices of multinationals and international banks, ports, airports and international accessibility)
 - develop port network
 - strengthen Schiphol's hub function
 - strengthen the greenports' centre function
 - strengthen clusters around the universities

(N.B. The maps are tentative and conceptual only)




























- Focus on the city**
- cities central, with extra effort on consolidation
 - upscaling 'daily urban system' from urban regions to the northern and southern Randstad
 - step change in scale for Almere
 - strengthen relations with other national urban networks

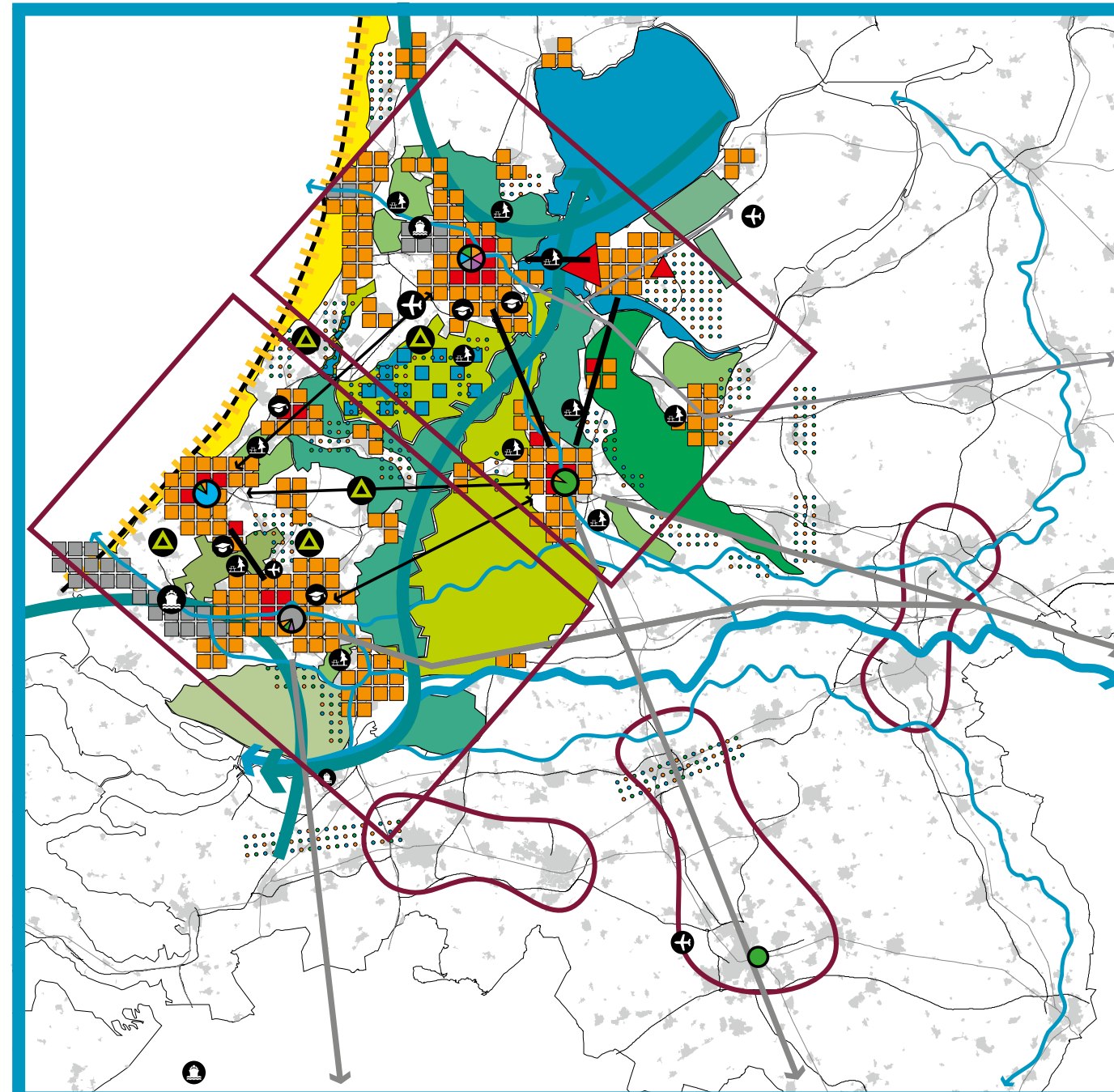


- Effective and robust national and international road and rail links, with an emphasis on the corridors to the south, east and southeast.**
- South: A4 Amsterdam – Antwerp, HSL South and possibly an improved Rotterdam – Antwerp (Robel) freight line
 - Southeast A2 and possibly an improved international train service via Eindhoven to the southeast
 - East: A2/A12, free passage for the ICE to Cologne, A15 and Betuweroute.
 - Other: A1 and Schiphol – Lelystad link upgrade

“Show resolve and ambition”

Source: Member of public at the Amsterdam ‘Randstad Session’ in February 2008

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-  **Improve accessibility (road and rail)**
 - between the cities and their regions
-  - between the northern and southern Randstad
-  **Effective and robust national and international road and rail links, with an emphasis on the corridors to the south, east and southeast.**
 - South: A4 Amsterdam – Antwerp, HSL South and possibly an improved Rotterdam – Antwerp (Robel) freight line
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Spatial development perspective

(N.B. The maps are tentative and conceptual only)

3. Actions for the future

The Randstad 2040 Structural Vision will augment and refine the course already embarked upon and that was set out in the National Spatial Strategy. Many initiatives and projects that will contribute to the refinement are already in progress or in preparation. The government will not be presenting a new and all-embracing programme for implementing the vision. It wishes instead to align with what is already ongoing while initiating a limited number of new actions.

It is important to have sharply defined national government choices for the long term in order to encourage new initiatives, entrepreneurship and private investment. There were also repeated calls in the public dialogue for clear choices to be made. The government is responding to these calls with the Randstad 2040 Structural Vision.

Work will proceed along three tracks in order to achieve actual results:

- development into national government and other policy documents, and other instruments, such as covenants, incentive grants, orders in council and integration plans (policy agenda);
- encouragement of knowledge and innovation (knowledge agenda);
- investment in specific projects (investment agenda).

This approach is in line with the recommendations of the Randstad 2040 Platform, the Social and Economic Council (SER) and the Council for Housing, Spatial Planning and the Environment, in consultation with the Council for the Rural Area and the Advisory Council for Transport, Public Works and Water Management.

1. Current national government and regional policy programmes

Three documents that the government submitted to parliament in 2008 presented several choices with respect to tourism, industry and innovation. The present government will also make strategic choices within its term of office, including on:

- accessibility and mobility in the Mobility Approach;
- the future of Amsterdam Airport Schiphol in the Aviation Strategy and the Schiphol Structural Vision;
- the seaports policy in the Seaports Strategy;
- the management of flooding risks and the separation of fresh and salt water in response to Delta Committee findings to be incorporated in the National Water Plan;
- the delineation and interpretation of the robust green-blue structure of the delta in the Landscape Agenda.

- The choices made will be reflected in:
1. current national government and regional policy programmes;
 2. performance of the research and development agenda in relation to the Randstad Urgent programme;
 3. execution of current Randstad Urgent programme projects;
 4. the possible quest for several 'Randstad Key Projects';
 5. operation of current and new 'Randstad 2040 implementation partnerships'.



2. Performance of the research and development agenda in relation to the Randstad Urgent programme

Additional knowledge and innovation is required in order to achieve a satisfactory result. Actions arising from the Randstad 2040 Structural Vision will be given a place in ministerial and interdepartmental knowledge and innovation programmes.

An agenda to be worked out in relation to the Randstad Urgent programme will incorporate the following key areas:

- the Green-Blue Delta;
- city centre consolidation and the quality of living and working environments;
- proactive coastal development;
- a step change in quality of mobility.

3. Execution of current Randstad Urgent programme projects

Improving the links between initiatives and projects can strengthen individual initiatives, leading on to new initiatives and projects. The government is making an active contribution to the Randstad Urgent programme by:

- conducting marketing and communication activities for specimen projects;
- holding regular Randstad symposiums;
- running competitions;
- promoting better coordination between the knowledge and innovation programmes run by public authorities, universities, knowledge institutes, market parties and social organizations.





4. Quest for key projects

The government may initiate a study into comprehensive and substantial 'Randstad Key projects' for the period after 2020, after evaluating the current key projects. What the government has in mind is a modest number of substantial projects, of major national significance, with international appeal in both spatial-physical and functional senses, and that are comprehensive in nature. The projects will align with the issues, guiding principles and choices presented in this vision. Some possible examples are hosting the Olympic games, integrated safety projects, and large-scale urban interventions with international appeal.

5. Current and new 'Randstad 2040 implementation partnerships'

The government is aware that it is unable to achieve the ambitions unaided. Instead, 'Implementation partnerships' of public authorities, market parties, social parties and the public are to tackle the execution together. Five partnerships of this kind have been started in line with the vision, including those for metropolitan parks, port cooperation and urban transformation.

INTERNATIONAL EVENTS THAT MAKE A SUSTAINABLE, SPATIAL CONTRIBUTION

The government is open to special forms of projects, such as the organization of major events, in particular those that align with one or more of the choices. For example, world exhibitions can leave an area a legacy that would be hard to achieve without the event concerned. The Olympic Games in the Netherlands (one-hundred years after the 1928 Amsterdam games) would be just such an event, but so would a future 'Aquade' (a show put on by the water sector, the leisure industry and others), or an architectural exhibition. The most important point is careful consideration of the sustainable and spatial contributions that these events will leave behind.

4. How the choices were made

An important aim in Randstad 2040 is to create a vision that puts people, cities and quality at the centre. This is why the vision has used input from people who form a cross section of Randstad residents and users. There has been intensive dialogue with businesses, the public and social organizations. They have indicated what they consider important for the future of the Randstad, based on inspiring design concepts, research results and discussions with politicians.

Dialogue

The opinions, views and ideas of the public and stakeholders were gathered in a unique and inspiring dialogue, and they have contributed to the Randstad 2040 spatial development concept. The group of stakeholders consisted of businesses, social organizations and professionals from the worlds of science and consultancy.

The Ministry of Housing, Spatial Planning and the Environment requested the association 'De Publieke Zaak' (DPZ) to assist as a coproducer in the dialogue with the public. The approach that was adopted brought many thousands of people into contact with Randstad 2040. There was a campaign to recruit as many different people as possible to take part in the dialogue. Strenuous efforts were made to involve young people and difficult target groups in the process. More than fifteen-thousand Dutch people took part in the dialogue in some form or other.

Online discussions

There were four online discussions. These interactive sessions gave some four-hundred members of the public an opportunity to discuss with each other the most relevant themes for the Randstad. A record was kept in each discussion of how many people agreed with a given statement, and what arguments they considered important. Besides these discussions, there were also opportunities to bring forward new subjects for the Randstad agenda, such as people's attitudes, and health.

Randstad Sessions

Seven 'Randstad Sessions' were held in Amsterdam, Rotterdam and The Hague, with both stakeholders and the public. Each session was attended by a political representative who took an active part in the discussion. The themes selected for discussion were those considered most important by the online discussion participants. The initial spatial designs from the design studios played an important part in the Randstad Sessions. They provided a 'visual concept' of the choices to be made in view of the limited space in the Randstad.

Online survey

The output of the Randstad Sessions was analysed and translated into an online survey, to which more than 13,500 people responded in the space of a month. The purpose of the survey was:

- to make clear to participants the choices that had to be made and the associated consequences;
- to investigate which of the alternative solutions and choices that emerged from earlier steps in the public process and the overall vision process enjoyed support, and why;
- to create support for decisions.

The working conference

The various insights were linked together in a concluding working conference. The participants were given an opportunity to respond to specific statements relating to each of the subjects. Members of the public and professionals made a joint recommendation to the Ministry of Housing, Spatial Planning and the Environment based on the results of the dialogue. Approximately two-hundred people attended the conference.

The citizens' panel

There was an online citizens' panel throughout the process, for which approximately two-thousand people registered. Of these, some two-hundred made an active contribution. Statements were frequently submitted for comment, and there were regular polls.

BACKGROUND TO RANDSTAD 2040

When the National Spatial Strategy was adopted in 2006, parliament called on the government to draw up a Structural Vision and an investment strategy. The Randstad 2040 preliminary memorandum defined the assumptions for this project. This memorandum was adopted in June 2007. It set out the government's view of the issues facing the Randstad.

The three main issues are:

- a climate-resilient delta;
- accessibility and economic dynamism;
- quality of life through an attractive residential, employment and living climate.



Consultation and study

In order to add depth to the Structural Vision, the government solicited the advice of the Social and Economic Council (SER) and the Council for Housing, Spatial Planning and the Environment, in consultation with the Council for the Rural Area and the Advisory Council for Transport, Public Works and Water Management. The Netherlands Institute for Spatial Research, the Netherlands Environmental Assessment Agency, and the Netherlands Bureau for Economic Policy Analysis produced a joint ex-ante assessment. There have also been investigations into areas such as the implementation strategies adopted in several other European regions, and an international benchmark was performed.

An expert platform was formed, under the leadership of René Smit, the Randstad 2040 ambassador. The platform made recommendations on two occasions in the process, in particular about the positioning and execution of the long-term vision. A planning environmental impact report (planMER) was also drawn up, and the output used in weighing up the choices.

UNIQUE 'INVOLVING CITIZENS IN POLICY' APPROACH

Never before has an 'involving citizens in policy' approach been used on such a large scale and with so many different instruments. Many of the outcomes of the dialogue have been used in drawing up the Randstad 2040 Structural Vision, for example as inspiration for new ideas, or as backing for existing lines of thought. All contributions were involved in the political process. It goes without saying that it was impossible to honour all contributions, and the government made choices between various elements on the basis of usability. All the outcomes of the dialogue are presented on www.randstad2040.nl. At the end of 2008 the Minister of Housing, Spatial Planning and the Environment will also document how the suggestions were handled and why some subjects found their way into the Structural Vision while others did not.

Design

The detailed discussion and the dialogue about the future of the Randstad were supported with concepts that emerged from research through designing, which is a process of depicting new design issues. The issues shaped the political choices. Three inspiring future concepts, or models, were created for the 'green-blue', 'networks' and 'urbanization' themes: the Randstad as 'global city', 'coastal city' and 'outer city'. These models helped in understanding the issues and illustrated the variation in possible future concepts for the Randstad.

Green-blue

The same basic choices emerge from the 'green-blue' theme in all three models: the landscape is acknowledged as a carrier of urbanization and as a value that gives the Randstad its unique identity. A different interpretation was then given in each model as to how the landscape is to be used to strengthen the quality of the Randstad. The diversity and identity of the landscapes are reinforced in different ways.

Networks

Some of the important conclusions from the 'networks' theme are:

- accessibility is the Randstad's Achilles heel;
- the distinction between the national structure and local structures of the Randstad is blurring.

Accessibility could be improved by introducing hierarchy into the Randstad's traffic and transport network. All three models have a separation between the national system

and the local system. The local system is then interpreted differently in each of the models, in terms of how the Randstad connects with its hinterland. It was also important to concentrate various functions around the national network of the Randstad, such as places for gathering, office sites, business parks and weekend and recreational functions. If these functions can be linked together effectively through the national system, the new urbanization locations can then be organized locally or regionally.

Urbanization

The solutions sought in the 'urbanization' theme have to do with the major spatial issue in the Randstad. The desire was to improve the quality of the living environment. The models dealt with the spatial issue in the following three ways:

- 'expand space' (global city);
- 'follow space' (outer city);
- 'make space' (coastal city).

Implementation partnerships

Various partnerships were formed in the run-up to the Structural Vision. The partnerships involve various stakeholders, such as public authorities, market parties and social organizations. The partnerships will not be disbanded on publication of the Structural Vision. See also page 67.

"The Randstad belongs to us all"

Source: Member of public at the Amsterdam 'Randstad Session' in February 2008

NATIONAL GOVERNMENT AND REGIONAL CONTRIBUTION

The same ground-breaking approach to administrative cooperation between the national government and regions as in all Randstad Urgent projects is also being followed in Randstad 2040. Concepts and building blocks of the vision are discussed in administrative consultation between the Minister of Housing, Spatial Planning and the Environment, the city council officials of Amsterdam and The Hague, and members of the Provincial Deputies of North Holland and South Holland. Furthermore, the four provinces, the four urban regions, the four major cities and Almere have submitted information, ideas, choices, opinions and insights. There has also been national government-wide cooperation on the vision, under the leadership of the Minister of Housing, Spatial Planning and the Environment.



CONCLUSION

The Randstad 2040 Structural Vision has drawn on recommendations from professional advisors (SER, Council for Housing, Spatial Planning and the Environment, and planning agencies) and the contribution of designers, other experts and the public. A report was also drawn up of the vision's sustainability and environmental impacts. This is the planning environmental impact report, or 'planMER'. The vision and the planMER will be available for inspection until the end of October 2008. Besides being able to contribute prior to publication, everyone then will have an opportunity to respond to the Structural Vision.

**“Randstad 2040:
internationally
strong and
regionally
attractive”**

Source: Ministry of Housing, Spatial Planning and the Environment press release, September 2008

Glossary

Dutch abbreviations and acronyms

AMvB: order in council
DPZ: the association 'De Publieke Zaak'
IBO: interministry policy research
ICE: Intercity Express
MER: environmental impact report
MIRT: Multi-Annual Programme for Infrastructure Spatial Planning and Transport
PKB: key planning decision
SER: Netherlands Social and Economic Council
WLO: Prosperity and Living Environment report
Wro: Spatial Planning Act (2008)

Definitions

Benchmark: a comparative study of economic strengths that produces a ranking.

Outlet waterway (system): (a system of) waters into which polder water is discharged.

Concentration: the process of bringing together urban functions within an area.

Cradle-to-cradle principle: 'waste=food', developed by William McDonough and Michael Braungart, see also: www.afvalisvoedsel.nl.

Greenport: an area designated by the government for economically strengthening Dutch horticulture.

Hub function: a transfer function.

National buffer zone: a zone designated by the national government to prevent urbanization and to realize green functions with a view to creating a quality that is able to withstand erosion of the area.

Structural Vision: a strategic policy document and implementation package in which the government documents its policy and explains how it intends to achieve its aims.

Consolidation: a process of bringing together multiple functions in an area within a city.

Salination: 'salting up' of the soil or groundwater.

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RANDSTAD 2040

SUMMARY OF THE STRUCTURAL VISION