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Gemeente Amsterdam
Dienst Ruimtelijke Ordening

PLAN Amsterdam

The New Structural Vision A Spatial
Response to Social Issues

Debating the Future of Amsterdam
The Making of the Structural Vision

The Implementation Agenda and
Instruments Handles for realizing
Ambitions

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Economically strong and
sustainable Structural Vision:
Amsterdam 2040



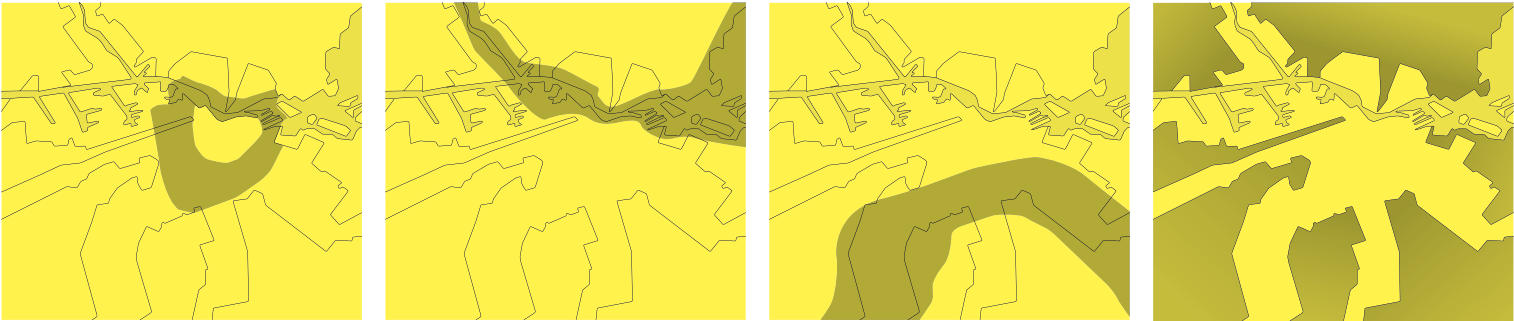
infographic Schematic rendering of the four major thrusts described in the Structural Vision.

map The ideal public transport network post 2030.
Map: DRO

— existing rail network
— existing HQPT connections

- new HQPT connections
- transfer station
- 1 RER rapid-transit option using existing track
- 2 East/West metro line option

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Koos van Zanen



Rolling out the city centre

Waterfront developments

The southern flank

Metropolitan landscape



A visionary scenario for the future, a framework of analysis for today

Credits

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The Structural Vision is a framework of analysis for spatial plans and provides the basis for setting the city's investment agendas, but first and foremost the Structural Vision is a visionary scenario for the future. In the Structural Vision, Amsterdam City Council sets out its ambitions for the period 2010 to 2040.

Amsterdam has deliberately opted for densification of the city centre. The city has not chosen for growth by increasing its surface area but for intensification of the existing urban territory and for transformation of business zones. By building 70,000 new dwellings with accompanying amenities within the city's existing boundaries we can expand the city centre milieu that makes the city so attractive. That is only feasible if we simultaneously invest in the public space, public transport and greenery. People want to live in Amsterdam because of its combination of metropolitan bustle and large expanses of greenery within a short distance of each other. That is our strength, with which we draw in residents and business enterprises.

In the Structural Vision, Amsterdam emphatically looks beyond its borders. Problems, challenges and opportunities present themselves on the scale of the Amsterdam Metropolitan Area, so the Vision Map covers the whole territory between Zandvoort, Purmerend, Almere and Haarlemmermeer. This is the region that must operate as an economically robust entity on the European and international stage, in order to be able to compete with, for example, the Ruhr Area. Amsterdam is the core city within this region and its showpiece.

During the Structural Vision's formulation, as many people and organizations as possible were encouraged to share their thoughts, using such means as the internet campaign and the extended series of challenging public discussions. All the municipal departments concerned with spatial development

contributed to the definitive version of the document, making this vision a product that can truly be said to belong to the whole city.

The Structural Vision outlines the ambition for the long term, which is why the vision must be continuously readjusted in the light of current events, such as the economic crisis. Or, indeed, quite the contrary: in turbulent times, the vision for the future must provide a framework of analysis to determine the plans that ought to be executed and those that are of secondary importance. The vision for the future should not be swayed by the issues of the day; it must map out how we respond to them. Only then can Amsterdam become both economically strong and sustainable.

Maarten van Poelgeest

Alderman for Spatial Planning

The New Structural Vision

by **Koos van Zanen** k.van.zanen@dro.amsterdam.nl

A spatial response to social issues

The complexity of urban development means it is no longer possible to make do with blueprint planning; 'certainties' that stem from them have long been lacking in credibility. The Amsterdam Structural Vision must seduce and convince with a coherent narrative, a story in which the social benefit of spatial interventions is explained and justified in terms that are as clear as crystal.

The 'Structural Vision: Amsterdam 2040' carries forward the city's long tradition of spatial structural planning, yet on important points the new Structural Vision diverges from previous structural *plans*, both in substance and in form. The emphasis has shifted to the vision for the city, while the spatial elaboration, in policy and regulations, primarily plays a complementary role.

Spatial plans usually excel in their indication of *what* must happen and *where*, but spatial ambitions are not an end in themselves; they emanate from social needs

and concerns. In the Structural Vision the interventions are constantly subjected to questions, such as 'But why ...?' and 'Then how ...?' Breadth of support makes or breaks a structural vision; if it were a paper tiger it would soon disappear into a bottom drawer, and that is hardly the intention.

The city-dweller and the everyday environment are key

In the lead-up to the Structural Vision, the arguments for the spatial ambitions were laid down in two

'Breadth of support makes or breaks a structural vision; if it were a paper tiger it would soon disappear into a bottom drawer, and that is hardly the intention.'



documents: a 'Memorandum of Starting Points' (*Vertrekpuntennotitie*) and 'The Pillars' (*De Pijlers*). The Structural Vision's subtitle and motto – '*Amsterdam: Economically strong and sustainable*' – is the briefest possible encapsulation of these documents. By focusing on the economy and sustainability, Amsterdam can continue developing into an attractive metropolis where people will also be able to reside, work and spend leisure time comfortably in 2040. The city-dwellers and their everyday environment therefore take centre stage in the Structural Vision.

Decline and growth

After a long period of suburbanization which began in the late 1980s, cities around the world have once again become popular and have been growing again. The countryside, by contrast, is faced with shrinking populations. By and large, the further away from the

city, the more marked the decline. The countryside of the former East Germany is emptying rapidly, while Berlin is growing. In the Netherlands there is already a considerable decline in the country's periphery, for example in Zeeland, South Limburg and East Groningen, while Amsterdam is growing.

It is hardly, for that matter, as if every city can boast that it is growing. Besides the dividing line between city and countryside there is another division running between cities 'that count' and those that have fallen out of favour. Amsterdam can count itself among the former category. The spatial development of the Amsterdam Metropolitan Area is to a large extent determined by this phenomenon of growth and contraction and by the increasingly knowledge-driven economy that underpins this. Amsterdam is expecting an additional 100,000 to 150,000 inhabitants between now and 2040.

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‘Clean air, properties full of character and an attractive, green public space are all aspects with which the city can secure the loyalty of people and businesses.’



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Economically strong and sustainable

There is a broadly shared view that Amsterdam must position itself robustly in the changing economic world order. Maintaining the welfare and prosperity of Amsterdam's residents is paramount. The starting points for Amsterdam are favourable. Major cities are in any case faring well in an economy that is becoming increasingly reliant on knowledge, but by no means are all large cities capitalizing on the knowledge economy: people are drawn to cities where life is good. Amsterdam attracts people with its free-thinking image, its historical city centre, the abundance of amenities, the many economic opportunities, the water and the greenery. Amsterdam boasts a diverse and relatively young population, which increases its magnetic pull even further. Scores of enterprises are establishing operations in Amsterdam because they are heavily dependent on the supply of highly educated professionals – the human capital. The quality of life in the city has thus become an important economic factor. All in all, Amsterdam holds the trump cards to remain economically robust.

In order to actually bring these trump cards into play, Amsterdam must nevertheless continue to work hard on the quality of the living environment in the city.

This primarily revolves around *sustainability*, in all its facets. The term 'sustainable' is usually associated with climatological and environmental factors and that is certainly the case in the Structural Vision, but sustainability is also relevant to other matters. A public space which has a high-quality design and use of materials will provide you with more pleasure and will be more durable. Many neighbourhoods and buildings that are technically speaking out of date prove to be of great significance for the city. Because of their specific character, experiential value and adaptability they are extraordinarily popular with 'the modern urbanite'. Properties and neighbourhoods from a distant past can in that sense be termed 'sustainable'.

Yet the essence of sustainability still involves the environment: in order to be a sustainable city we must be prepared for climate change: the air, soil and water must become cleaner; the city will be rendered quieter and more energy-efficient. Amsterdam is therefore switching to sustainable energy sources and land will be used more intensively.

Economic development and sustainability have for many years no longer been regarded as each other's counterpoles, but quite the contrary: they are increasingly becoming extensions of one another. Clean air, properties full of character and an attractive, green public space are all aspects with which the city can secure the loyalty of people and businesses. Investing in sustainability is therefore tantamount to investing in the economy.

The core city of the metropolitan area

To quote the axiomatic ambition of the Structural Vision, 'Amsterdam continues to develop further as the core city of an internationally competitive and sustainable European metropolis.' This has its roots in the 'Development Scenario for the Amsterdam Metropolitan Area in 2040' (*Ontwikkelingsbeeld 2040 voor de Metropoolregio Amsterdam*), in which the region's municipalities jointly stated the ambition to foster the growth of Amsterdam and environs into a metropolis.

3 Amsterdam Metropolitan Area Development Scenario for 2040.

Map: Johan Karst (DRO)

- urban transformation
- uitbreiding stedelijk gebied
- rural living environment
- offices
- business parks/industrial zones
- horticulture under glass
- creative businesses
- knowledge hub
- Science Park/Amsterdam Internet Exchange
- motorway
- park & ride
- regional railway
- regional bus route
- high-speed train
- ferry - pedestrians/ cyclists
- waterway
- expansion of water storage
- compartmentalization dike



3

The area in question, with 2.2 million inhabitants at present and a projected 2.5 million in 2040, boasts the scale and diversity that are necessary to remain competitive internationally. The North Sea beaches of Zandvoort, the family houses in Purmerend to the north, Schiphol Airport and the open water of the IJmeer lake – all these are aspects that make Amsterdam a fully fledged metropolis and mean that our city has become greater than the space within its own boundaries: Amsterdam is the central city, the core city, in the metropolitan area, and the Structural

Vision: Amsterdam 2040 has been written from this perspective.

Seven spatial tasks

What does Amsterdam have to do in order to become economically strong and sustainable and fully able to pull its weight in the metropolitan context? In short, to live up to the motto and ambition? The Structural Vision places the emphasis on seven spatial tasks that are decisive for the Dutch capital's developmental direction thrust: >

4 Structural Vision: Amsterdam 2040

Waterfront

- live/work mix
- work/live mix
- work
- projects in planning stage or recently completed

Roll-out of centre

- live/work mix

- work/live mix
- limited qualitative impulse for major streets and squares
- qualitative impulse for major streets
- qualitative impulse for squares
- Former naval base
- qualitative impulse for a city park

Southern flank

- Zuidas
- live/work mix
- work/live mix
- work
- projects in planning stage or recently completed

Metropolitan landscape

- Amstel Wedge
- Amsterdamse Bos Wedge
- Gardens of West

- Bretten Zone
- Zaan Wedge
- Waterland
- Diemen Wedge
- IJmeer Wedge

General

- aboveground expansion of motorway capacity
- underground expansion of motorway capacity
- high-speed railway line
- aboveground HQPT (bus/tram/metro)
- underground HQPT (bus/tram/metro)
- international public transport hub



- main public transport hub
- secondary public transport hub
- ① Schiphol/Almere Regiorail option
- ② East/West metro line option
- new ferry link
- underground connection**
- P+R facility
- sea lock
- 2nd ocean liner terminal

- temporary berths for inland shipping
- intensification of RAI precincts
- high-class retail area
- intensification of port urban support enterprises
- qualitative impulse for borough centre marina
- possible zone for port expansion

- water- or groundwater-related project
- 2nd Schiphol Airport terminal
- option for Olympic Games site study area*
- regional cycle route
- Defence Line of Amsterdam
- beach
- metropolitan place

- ★ recreational programme
- ★ proposed nature development
- ★ waterside development
- ★ qualitative impulse for a city/wedge transition
- ★ Sports Axis
- ★ Compass Island and cycle bridge

* For the Port-City study area this map presents Scenario 3,

with the exception of Buiksloterham. Future studies could result in adaptations anywhere in the Port-City study area. Potential developments on the southern shores of the Gaasperplas lake were investigated in the 'Gaasperdam Reconnaissance'. ** If the Port-City plans reveal that a connection is necessary, then this will be realized as a tunnel.



‘A region that wants to function as a metropolis cannot do this without fast, frequent and comfortable public transport on the regional scale.’

1 Densify

More intensive use of the space in the city will make it possible to accommodate many more people and businesses. This increases the customer base for amenities, which makes it possible to manage energy and transportation more efficiently and removes the need to infringe upon the landscape. In concrete terms it means that an additional 70,000 dwellings will be realized between now and 2040, with the corresponding amenities such as schools, shops and sports facilities. These amenities include services and maintenance, enterprises such as plumbers or garages, though this kind of business activity is increasingly being elbowed out from the area within the A10 orbital motorway. The Structural Vision includes measures to retain such enterprises within the ringroad.

The business parks within the city and the port area will also be used more intensively: more productive floor space and jobs per hectare. In addition, more high-rise development will be employed in Amsterdam, for example along the A10 ringroad and near public transport hubs. There will also be efforts to find space below ground.

2 Transform

As a component of densification, various mono-functional business parks will be transformed into areas with an urban mix of residential and business functions, in which the promising knowledge-intensive sectors will play an ever greater role. The prime candidates for this are the industrial sites alongside the IJ waterway. The greatest transformation task is the Port-City project – the section of the port complex that lies within the A10 ringroad. After 2030 it will be possible to realize between 13,000 and 19,000 dwellings there, mixed with businesses and amenities.

3 Public transport on the regional scale

A region that wants to function as a metropolis cannot do this without fast, frequent and comfortable public transport on the regional scale; people must be able to travel swiftly and without problems from Zaandam to Amstelveen or from Schiphol Airport to Almere, by means of regional trains, metro or rapid bus

connections. At the moment a number of important links in this regional public transport system are lacking. In the period through to 2040 the necessary ‘network-wide leap’ must be achieved, including the extension of the metro’s orbital line into Amsterdam-North, the linking of the Westpoort harbour complex with Schiphol Airport via a dedicated bus lane and the upgrading of the Amstelveen Line into a fully fledged metro service. In addition, a seamless transfer between car and public transport will become possible at a greater number of points than is currently the case, by means of the creation of additional P+R facilities around the A10 ringroad and in the region, as well as other measures.

4 High-quality layout of public space

The quality of life in the city is becoming increasingly important, and along with this the layout and the use of the public domain. Within the A10 ringroad in particular, the pressure on public space is great. Amsterdam’s streets, squares and waterside embankments must therefore meet high design standards in their layout. More space will be set aside for cyclists and pedestrians, which sometimes means less space for motorized traffic, though this does not herald the disappearance of cars from the city. The major streets, those thoroughfares that function as ‘high streets’, where the majority of amenities are concentrated and where there is usually plenty of passing traffic, such as the Bilderdijkstraat, the Middenweg and the Beethovenstraat, deserve special attention. The social atmosphere in the major streets will be further improved by increasing the quality and diversity of the shops and food services and by refurbishing edifices and street-level frontages.

5 Invest in the recreational use of green space and water

The use of the green spaces and water in and around the city is increasing and fulfils an increasingly important role in the welfare of Amsterdam’s inhabitants and as a precondition for businesses to establish themselves here. It has therefore become an important economic factor. Besides being attractive, the greenery and water must also be accessible and

The maps tell the story

On the cover of the Structural Vision there is a map of the Amsterdam Metropolitan Area in the year 2040. This map stands out in the series of maps from the structural plans of previous decades. It is colourful and lively, and by comparison with its predecessors looks slightly less clinical. What are the key differences?

The most striking difference is undoubtedly the framing. While the maps in previous structural plans were exclusively focused on Amsterdam's municipal territory, the new Structural Vision map is about the Amsterdam Metropolitan Area. This new outlook on Amsterdam as the core city of the much larger metropolitan region results in a slight tilting of the Structural Vision's maps, so that all the municipalities are properly in the picture.

This broadening of the outlook is not the only thing that has changed. The most important map in previous structural plans was always the 'Plan Map', in which Amsterdam was depicted in large coloured panels that indicated the functions of the various areas. The zoning plans of city boroughs

were appraised against that plan map. The most important map in the new Structural Vision is the vision map. Instead of large panels it uses subtle shadings that indicate the most important developmental thrusts in the metropolitan area.

The map dovetails with the new philosophy of the Structural Vision and tells a story. The map is the composite representation of the four thrusts: the 'rolling out' of the city centre, the renewed interest in the waterfront, the economic dynamism of the southern flank and the increasingly interwoven urban and metropolitan landscapes. The vision map tells at a single glance where the dynamism is likely to be highest over the coming decades. Where possible, the narrative of the Structural Vision is illustrated with many details, such as the development of major streets or qualitative impulses in public spaces.

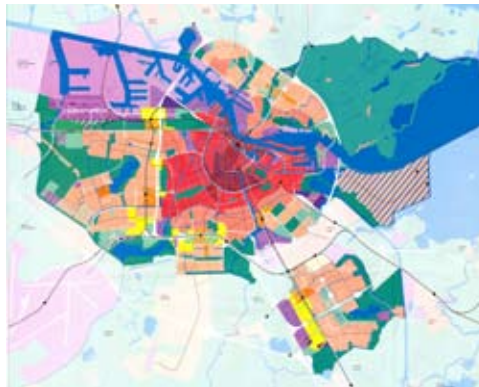
Another change in course compared to previous structural plans concerns the role of maps in the Structural Vision's development. Urban planners and designers worked on the vision's maps from

day one, never approaching the task from a single sectoral perspective or an isolated issue but consistently based on an integral vision for the city and the metropolis. The maps were honed and polished from the very start. This means that the maps do not illustrate just the final conclusion of the discussions about the city's future, but have chiefly served as guidance throughout the process. Discussions were focused more sharply by showing where strengths lie in maps, which also revealed where there are bottlenecks or where conflicts arise.

The City Council ratified the Structural Vision in February 2011, so the vision map can now be regarded as an inspiring beacon for the future. The earlier structural plans were primarily instruments of verification and the accompanying plan maps served as a benchmark for assessment, but the vision map serves a totally different purpose: to kindle enthusiasm and stimulate by outlining an attractive vision of the future.



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b



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usable for recreational purposes, which are aspects in which they sometimes falls short. The improvement is often a question of fairly minimal spatial interventions, such as the laying of missing links in the recreational cycle network, as on the route between Amsterdam and Muiden, or opening a teahouse in a park. This could, for example, augment the quality of the Rembrandtpark, the Vliegenbos woodland area, the Flevopark and the environs of the Sloterplass lake.

Extra marinas are planned on the IJ waterway for recreational cruising and the sailing possibilities for 'sloops' in and around the city will be expanded.

6 Converting to sustainable energy

At some point fossil fuels will be exhausted. The city must be ready for the post-fossil fuel era. Amsterdam must therefore become more *energy-efficient*. A big step can be made by rendering the existing housing

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5 Densification: pedestrians on the Han Lammers Bridge leading to the recently developed Western Dock Island (primarily residential).

Photo: Edwin van Eis

6 Transformation: the craneway at the former NDSM dry dock was transformed into a multi-tenant office building in 2007.

Photo: Edwin van Eis

7 Public transport on the regional scale: the bus station at the Bijlmer ArenA station, a transfer node for various modes of transport.

Photo: Doriann Kransberg

8 High-quality design of public space: the Rembrandtplein,

which was reprofiled in 2010.

Photo: Edwin van Eis

9 Recreational use of green space and water: a watersports association's sailing dinghies on the Sloterplas lake.

Photo: Edwin van Eis

10 The switch to sustainable energy: wind turbines,

oil depots and the typical cloud-filled skies of Holland in the Port of Amsterdam

Photo: Edwin van Eis

11 Entrance to the Olympic Stadium at the Stadionplein.

Photo: Edwin van Eis



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12/13 Port-City: Two scenarios for the transformation of the port area within the A10 ring-road.

- work
- work/live mix
- live/work mix
- qualitative impulse for a city park
- underground connection
- indicative route for HQPT



12



13

stock more energy-efficient, and Amsterdam has also chosen to generate a large proportion of its energy needs itself, which includes the collection of solar energy on rooftops, the construction of a closed heat-transfer system in order to be able to transport residual heat, and the installation of wind turbines. Amsterdam will also be investing in sustainable energy generation throughout the region.

7 Olympic Games, Amsterdam 2028

The Netherlands has the ambition to host the Olympic Games in 2028. The games are a national affair in which Amsterdam can serve as the logo and can provide space for the nerve centre of the games, in the form of the Olympic Stadium, the Olympic Village and swimming accommodation. There are two candidate locations for this: the Waterfront (the banks of the IJ) and Zuidas.

The four major thrusts

The seven spatial tasks are not autonomous, but are drawn along in the wake of what the Structural Vision terms 'the four major thrusts'. These are robust developmental trends which can be observed in large sections of the city and even outside it. These developmental trends can be decisive for the success or failure of an actual plan or project.

The crux is 'metropolitan logic': the right things in the right place. The 'right' plans hitch a ride with one or more thrusts, while 'illogical' plans battle against the current. Conversely, the major thrusts are actualized and reinforced by concrete plans and projects.

The four major thrusts are:

- 1 the roll-out of the city centre;
- 2 the interweaving of the metropolitan landscape and the city;
- 3 the rediscovery of the waterfront;
- 4 the internationalization of the city's southern flank.

1 Rolling out the city centre

One of the spatial trends is that Amsterdam's metropolitan centre is being used more and more intensively and is expanding ever further. Almost all the neighbourhoods within the A10 orbital motorway now display city-centre traits. Living within the ringroad is highly desirable, the parks in this area are attracting more and more visitors, and for creative and knowledge-based enterprises this area is the ideal business location. The abundance and variety of amenities in the northern part of the Pijp and Old-West neighbourhoods can pretty much hold their own against those in the historical inner city. Several neighbourhoods that were out of favour not so long ago are now being swept onwards and upwards in this 'roll-out of the city centre'. For example, the Bos en Lommer and Indische

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14 Vision for the roll-out of the city centre in 2040

Roll-out of centre

- live/work mix
- work/live mix
- limited qualitative impulse for major streets/squares
- qualitative impulse for major streets
- qualitative impulse for squares

- Former naval base
- metropolitan park
- qualitative impulse for a city park

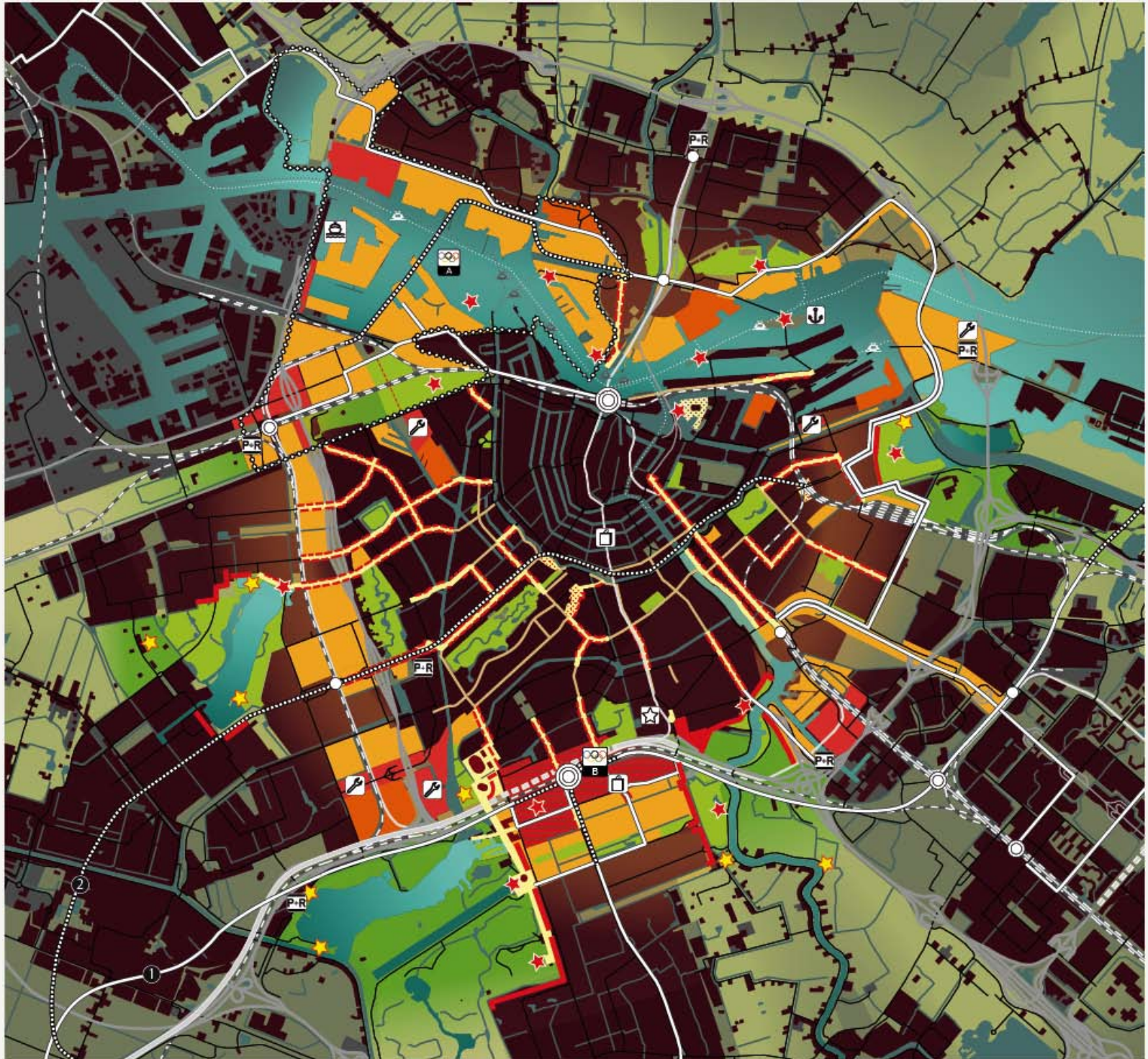
General

- aboveground expansion of motorway capacity
- underground expansion of motorway capacity
- aboveground HQPT (bus/tram/metro)

- underground HQPT (bus/tram/metro)
- international public transport hub
- main public transport hub
- secondary public transport hub
- Schiphol/Almere Regiorail option
- East/West metro line option
- new ferry link

- underground connection**
- P+R facility
- 2nd ocean liner terminal
- temporary berths for inland shipping
- intensification of RAI precincts
- high-class retail area
- urban support enterprises option for Olympic Games site
- study area*

- metropolitan place
- recreational programme
- qualitative impulse for a city/wedge transition
- Sports Axis
- Compass Island
- * / ** See notes on page 09.



15 Vision for the metropolitan landscape in 2040

Metropolitan landscape

- ① Amstel Wedge
- ② Amsterdamse Bos Wedge
- ③ Gardens of West
- ④ Bretten Zone
- ⑤ Zaan Wedge
- ⑥ Waterland
- ⑦ Diemen Wedge
- ⑧ IJmeer Wedge

General

- regional cycle route
- water- or groundwater-related project
- Defence Line of Amsterdam
- beach
- ★ metropolitan place
- ★ recreational programme
- proposed nature development
- waterside development

- qualitative impulse for a city/wedge transition



16 Vision for the southern flank in 2040

Southern flank

- Zuidas
- live/work mix
- work/live mix
- work
- projects in planning stage or recently completed
- metropolitan park
- qualitative impulse for a city park

General

- aboveground expansion of motorway capacity
- - - underground expansion of motorway capacity
- high-speed railway line
- aboveground HQPT (bus/tram/metro)
- underground HQPT (bus/tram/metro)
- international public transport hub
- main public transport hub
- secondary public transport hub
- ① Schiphol/Almere Regiorail option
- ② East/West metro line option
- P+R facility
- intensification of RAI precincts
- high-class retail area
- urban support enterprises

- qualitative impulse for borough centre
- ✈ 2nd Schiphol Airport terminal
- option for Olympic Games site study area*
- regional cycle route
- Defence Line of Amsterdam
- ★ metropolitan place
- ★ recreational programme

- qualitative impulse for a city/wedge transition
- Sports Axis
- * Potential developments on the southern shores of the Gaasperplas lake are being studied as part of the 'Gaasperdam Reconnaissance'.



Waterfront

- live/work mix
- work/live mix
- work
- projects in planning stage or recently completed
- qualitative impulse for a city park
- Former naval base

General

- indicative route for aboveground HQPT
- indicative route for underground HQPT
- international public transport hub
- main public transport hub
- secondary public transport hub
- new ferry link
- underground connection**

- P+R facility
- sea lock
- 2nd ocean liner terminal
- temporary berths for inland shipping
- intensification of port
- urban support enterprises
- qualitative impulse for borough centre
- marina
- possible zone for port expansion

- option for Olympic Games site
- study area*
- regional cycle route
- beach
- metropolitan place
- recreational programme
- proposed nature development
- waterside development
- Compass Island and cycle bridge

* / ** See notes on page 09.



17

Buurt neighbourhoods are now home to new trendy cafés and restaurants that attract a clientele from across the city.

This 'major thrust' emanates from the enormous magnetism of the heart of Amsterdam for countless people, enterprises and institutions. However, the scarcity of space means that people are always forced to search a little further out: first in the 19th-century districts adjacent to the city centre, then in the surrounding belt of development realized in the 1920s to 1940s, and now the 'city-centre milieu' is spreading out across the IJ waterway and towards Zuidas.

2 Interweaving the metropolitan landscape and the city

Amsterdam is surrounded by a highly diverse landscape, the so-called metropolitan landscape. This penetrates far into the city in the form of wedges of greenery, which increase the city's appeal and presents Amsterdam with the possibility of densifying within the existing urban footprint while remaining liveable. This means that the city is heavily dependent on its immediate surroundings. Well-heeled Amsterdam residents already sought their recreation in the

circumjacent environs during the Dutch Golden Age. Country estates sprung up in all directions: to the west (along the IJ waterway), south (alongside the River Amstel), east (along the River Vecht) and north (in the Beemster Polder). That landscape was incorporated into Cornelis van Eesteren's 1935 General Extension Plan (*Algemeen Uitbreidingsplan*, or AUP) as green wedges penetrating into the expanding city. The landscape was partly a given (the River Amstel and the IJ inlet) and partly constructed (the manmade Amsterdamse Bos woodland park and the Sloterplass lake). The ambition of the Structural Vision is to keep the green wedges green, improve their accessibility and make them more attractive for recreational use.

3 The rediscovery of the waterfront

The water in and around the city is of one of the qualities that distinguishes Amsterdam from most other metropolises. The awareness that this is a huge asset for the city will only grow stronger. The IJ waterway and the IJmeer expanse of water have a particularly high experiential value and offer many possibilities for recreation. The waterfronts and shorelines offer countless opportunities for urban



development, especially in the obsolete port precincts and industrial zones.

Amsterdam and the Zaan region can be physically interconnected via the IJ waterfront and the banks of the River Zaan. With the development of the second phase of IJburg and the Zeeburger Island, Amsterdam will finally gain a new 'city lobe', comparable with Amsterdam-Southeast (the Bijlmer) and Buitenveldert/Amstelveen. Due to all these developments, the IJ waterway is becoming increasingly central within the metropolitan footprint, while it continues to rank among the busiest inland shipping routes in the Netherlands. A delicate task is the upgrading of the natural qualities of the IJmeer, in combination with watersports and coastal recreation.

4 Internationalization of the southern flank

Amsterdam's southern flank is a succession of massive projects: the expansion of Schiphol Airport, the development of Zuidas and the intensification of the residential and business areas in Amsterdam-Southeast. Station-Zuid, at the heart of Zuidas, will become one of the most important public transport hubs in the Netherlands. The main driver of these developments

is the large bundle of infrastructure that links Amsterdam with the other municipalities in the Randstad conurbation, with the rest of the Netherlands, with Europe and, via Schiphol Airport, with the world. New initiatives such as the development of the corridor between Schiphol Airport and Zuidas and the further urbanization of Buitenveldert are being implemented at a swift pace.

Amsterdam is never complete

Do we now have a structural vision that seduces and convinces? Does it provide solid backing for concrete actual plans and projects? Does this vision allow sufficient developmental leeway and does it simultaneously give direction and a firm footing? A city is never complete, Amsterdam is never complete. The text of the Structural Vision has been finalized, but its strength should primarily be judged by its spirit rather than by the letter. The concrete spatial developments that will characterize our city over the coming decades should be regarded as the ultimate proof. ■

Debating the Future of Amsterdam

by Barbara Ponteyn b.ponteyn@dro.amsterdam.nl

The Making of the Structural Vision

More than ever before in Amsterdam's long tradition of structural planning, the City Council wanted this Structural Vision to take shape in an open process. Citizens, businesses, organizations and other government bodies had to be given the opportunity to share their thoughts and provide input throughout the process. The City Council had no desire to devise this vision on its own, seeing as it cannot realize the eventual outcome in isolation.

The process of jointly devising a vision by consultation was at least as important as the end product. The making of the structural vision took three years and consisted of three phases: reconnaissance, integration and ratification. Citizens and organizations were involved in these phases in various ways. By contrast with the previous structure plans, the formulation of the structural vision was managed as an integrated whole – both bureaucratically and politically – with the municipal departments involved in spatial matters working as a team and co-authoring the structural vision. This brought the tasks facing the various disciplines into the equation.

The great political engagement was terribly important for the process. The coordinating alderman, Maarten van Poelgeest, was in attendance at a great many meetings and also entered into smaller-scale discussions, with organizations such as the Amsterdam Centre for the Environment (Milieucentrum Amsterdam, or MCA), with students, allotment holders and the citizens who participated in the public campaign.



Reconnaissance: gathering expertise and ideas

During the first phase of the process (2008-2009) the emphasis was on the organization of the process and determining the important themes for the future of the city. To do this it was necessary to 'gather' the expertise and ideas that are alive in the city, not only in order to be working with the right information but also to arrive at a broadly shared outlook for the future. Citizens, the private sector, interest groups and planning professionals were consulted in discussions, conferences and workshops. A 'Memorandum of Starting Points' (*Vertrekpuntennotitie*) was drawn up prior to the dialogue, incorporating the basic

1 Alderman Maarten van Poelgeest discusses the Memorandum of Starting Points with planning experts.
Photo: DRO

2 The Memorandum of Starting Points was approved by the City Executive on 17 June 2008 and was discussed by the Council Committee for Urban

Planning, Land Use, Water Management and ICT on 27 August 2008.

3 'The Pillars' were approved by the City Executive on 14 April 2009 and were discussed by the Council Committee for Urban Planning, Land Use, Water Management and ICT on 6 May 2009.

4 Getting down to work at a 'southwest-wards' meeting held on 29 October 2009.
Photo: DRO

PlanMER

An environmental impact report (planMER) is a mandatory component of the process of formulating a structural vision. This report assesses the environmental effects of the choices made in the Structural Vision.

The planMER has had plenty of influence on the Structural Vision in various phases of the process. An expert meeting led to the four major thrusts in the vision, for example. The planMER also made a significant contribution to one of the Structural

Vision's objectives, namely its highlighting of sustainability. According to the committee responsible for the environmental impact report, the MER fulfils an exemplary function in the climatological field. The planMER translates sustainability themes into indicators against which the desired developmental directions are tested, such as 'the amount of space that will be reserved for the generation of sustainable energy'.

One outcome of the planMER was the heralding of a Wind Vision in the Structural Vision. Another product that stems from the environmental report is a mobility test, which provides insight into which combinations of infrastructure and spatial developments score best. This is useful in complying with diverse viewpoints and provides input for the fine-tuning of the phasing of projects.



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principles, trends and developments that are decisive for making choices in spatial development. One important guiding framework was the 'Development Scenario for the Amsterdam Metropolitan Area' (*Ontwikkelingsbeeld Metropoolregio Amsterdam*), with Amsterdam as the core city of an economically robust metropolitan region.

The metropolitan idea was already supported by the administration and the body politic, but the outside world was still insufficiently involved. It is city residents, social organizations, businesspeople, project developers and government bodies who

together make the metropolis; they shape the identity and appearance of their city. What are their ambitions and wishes for Amsterdam in the context of the Metropolitan Area? During this phase the City Council wanted to raise awareness and inspire people to action. In the '–wards discussions' the parties and stakeholders organized according to the points of the compass – including the relevant neighbouring municipalities – sat down at the conference table to talk about the city's future. The participants valued this regional orientation and were conscious that interdependence on a regional scale is increasing.

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The 'within 30 minutes' public campaign

During the drafting of the Structural Vision, Amsterdam's inhabitants were presented with the opportunity to share their opinions about the future of their city by means of a large-scale public campaign. The campaign prompted people to think about the future. Reactions were received from across the metropolitan area and sometimes even from far beyond. The title of the campaign was inspired by the fact that the city is bigger than you might think: it used to take half an hour to travel from the Central Station to the Muiderpoort gateway on the city's eastern perimeter, but nowadays you can reach Zandvoort on the North Sea coast or the city of Almere in Flevoland by train in those same 30 minutes. The website www.binnen30minuten.nl ('within 30 minutes') played a pivotal role. The online campaign was closely aligned with the phasing of the Structural Vision and encouraged the people of Amsterdam to continue sharing their thoughts. The reactions could be read on the site immediately and by everyone.

It was clear that Amsterdam's residents and visitors are keen that the green space in the city will be improved in the future. More possibilities for recreation, more cycle paths, fewer rules and measures to improve the city's cleanliness and



safety were other themes in the campaign. The city's continued growth and the attendant densification was often appreciated, though high-rise must be inserted with due caution. A greater diversity of neighbourhood amenities ranked particularly high on the wish-list of Amsterdam's citizens. A marginal note is that Amsterdam must retain its human scale. Opinion is divided about the prospect of hosting the Olympic Games.

When formulating the Structural Vision, the comments and heartfelt cries of the campaign participants were integrated wherever possible. The vision therefore assigns an important place to investment in the city parks and improving cycle routes into the countryside surrounding the city. The decision to give all the spatial tasks a place

a The first round of consultation via www.binnen30minuten.nl – 'within 30 minutes' – the public campaign that invited the people of Amsterdam to share their ideas for the city of the future.

b The launch of the campaign was highly visible in the city (March-April 2009).
Photo: Koos van Zanen

5 Scale model of the 'Nieuwe Meer, Global Awareness' project by Güller Güller architecture urbanism, which the bureau presented during the 'Free State of Amsterdam' exhibition.
Photo: Marjolein van Vossen



within the existing urban footprint, at least where that was possible, means that the majority of amenities are within cycling distance.

The fact that everything can be found in the proximity of people's homes contributes to the feeling that the city retains a human scale: it is not a sprawling city where you are forced to take the car, but a city where amenities are still be found around the corner. A special policy was formulated for the integration of high-rise development, so that there will be no unbridled growth in which the human scale is lost. These are just a few examples of the citizens' wishes that have been given their rightful place in the vision. The public campaign proved to be an important gauge during the Structural Vision's elaboration.



Integration into a well-balanced narrative

In the second phase (2009-2010) the emphasis shifted to the framing of a well-balanced narrative in which the ambitions and the long-term outlook for the spatial development of Amsterdam within the Metropolitan Area was pivotal. The initial impetus was 'The Pillars for Amsterdam's Spatial Development' (*De Pijlers voor de ruimtelijke ontwikkeling van Amsterdam*), a document outlining the '10 pillars' which provided the foundations for the definitive structural vision. The document describes the most important spatial tasks and issues. During the development of this document into a Draft Structural Vision, the stakeholders, adjacent municipalities and borough councils were once again invited to provide input. Amsterdam's citizens were consulted via www.binnen30minuten.nl ('within 30 minutes'), a public campaign using the web and social media. The 'Free State of Amsterdam' ('Vrijstaat Amsterdam') exhibition

was staged, with a public programme of narratives and discussions about the future of the city. This presentation employed unorthodox methods to coax city-dwellers and visitors into thinking about urban development and speaking their minds. Phase two drew to a conclusion in January 2010 with the City Executive's adoption of the 'Draft Structural Vision for Amsterdam in 2040: Economically strong and sustainable' (*Ontwerp Structuurvisie Amsterdam 2040, Economisch sterk en duurzaam*) along with the accompanying planMER environmental impact report.

Ratification: Responding and moving the procedure forward

During the third phase (2010), everyone was given 12 weeks to voice opinions about the Draft Structural Vision and the planMER in a letter to the City Council, whether they were a city resident or an organization

'The interconnection of various parties and themes was central to the production of the Structural Vision.'

6 'About Tomorrow: Is 020 ready for 2040?', a visual for the Structural Vision conference on 21 April 2011.

7 Public information meeting in the Zuiderkerk on 25 February 2010 at the start of public consultations.
Foto: DRO



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from within or outside the city. This served as the formal public consultation. The great public interest and engagement was demonstrated by the 420 views that were submitted. The Structural Vision's project managers also remained in full and frank discussion with bodies such as the city's borough councils during this phase. These discussions were intended as preparation for the submission of opinions, which resulted in more sharply formulated viewpoints and therefore facilitated their swift processing. The opinions were answered in a 'Memorandum of Responses' (*Nota van Beantwoording*). This contributed to certain shifts in emphasis and the modification of dozens of points in the Draft Structural Vision. One notable modification, in response to a large number of submitted opinions, was the re-routing of a planned road, which had until then been destined to cut through a complex of allotment gardens in the Bretten Zone. This is subject to the conditions that this section of road will not be laid until after 2030 and will be realized in the form of a tunnel. The views were especially helpful in the refinement and closer examination of several aspects, such as the more detailed study of the Waterfront as a potential Olympics site. This led to a variant that no longer presents any problems for the port-based businesses concerned.

In October 2010, with the feedback from the public consultations in hand, the newly installed City Executive pointed the way forward to the definitive proposal for the Structural Vision. During the ensuing discussions in the Council Committee for Develop-

ment, Housing and the Climate, interested parties could explain their standpoints in person once again. The Structural Vision was definitively ratified by the City Council on 17 February 2011.

A connecting role

The interconnection of various parties and themes was central to the production of the Structural Vision. The themes that were perceived as important by planning experts, private parties, social groups and city residents have, as far as possible, been tracked down, analysed and forged into a logical whole. The stimulation of debate about the city's future was integral to this process. Everyone was involved at every stage in the open planning process, which was fascinating and labour-intensive but resulted in a broadly supported vision.

With the City Council's ratification of the Structural Vision we are entering a new phase. Discussions with the city and with stakeholders within and beyond Amsterdam will continue. An important milestone in this regard is 'About Tomorrow: Is 020 ready for 2040?' (*Over Morgen, is 020 klaar voor 2040?*), a conference set to take place on 21 April 2011. The topic of discussion will be how we are going to join forces to implement the Structural Vision together. Thanks to the open process employed, which includes the forthcoming conference, the likelihood of the ambitions in the Structural Vision being realized is increased considerably. ■

Four personal impressions

An integral narrative?

Ronald Wiggers Department of Social Development (DMO)

In front of me there is a hall full of inquisitive faces. As best I can, I endeavour to explain the substance and principles of the Structural Vision to my colleagues from the Department of Social Development (Dienst Maatschappelijke Ontwikkeling, or DMO). My narrative prompts a throng of reactions: *But how does combating poverty come into it? What about the neighbourhood approach? How do you know what the world will be like in 2040? And where is the body of thought from the Social Structure Plan?* None of these are questions that the Structural Vision answers directly.

At the dawn of the 21st century, when we were in discussion with the whole city about metropolitan dynamism, human capital and a liveable environment, which resulted in a wonderful document: the Social Structural Plan 2004-2015, with the subtitle 'What drives Amsterdam?' And the idea back then was that we would never produce separate spatial and social structural visions again. The forthcoming Structural Vision would be a wholly integrated document.

Is this Structural Vision that integral document? No, but it is perhaps an initial step. The maxim that 'People make the city' is most prominent in the section about the vision and the social aspect of sustainability with room for greater flexibility, diversity and stakeholder responsibility is also distinctly present. It is just a shame that the human scale and socio-spatial tasks, such as those for sports and education, have often been obscured again in the elaboration. Wouldn't it be wonderful if we could also simply sketch in a new small-scale sports park, combined with education and childcare facilities as well as amenities for youngsters, on the Northern Banks of the IJ?

The social vision for the city's development calls for a spatial elaboration as well, and in my view that might have been embodied more emphatically, but we will do that next time.

A field of tension in several respects

Fokko Kuik Department of Infrastructure, Transport and Traffic and Transport (Dienst Infrastructuur Verkeer en Vervoer, or dIVV)

It was an honour to be allowed to work together with colleagues from other disciplines on the future of my own city. You gain a greater understanding, of each other's standpoints and of the choices that simply have to be made if there are many interests struggling for precedence.

At the same time I did not always feel that such a collaborative process, in which everyone sits down around a table together for each topic of discussion, necessarily leads to a balanced appraisal. Sometimes the alderman for spatial planning opted for his own line, which diverged from the advice of traffic experts. In and of itself it is, of course, perfectly legitimate that an alderman should set out his own course.

Something I am pleased with is that in the implementation section it was decided to couple the pace of spatial developments to the associated transport infrastructure. Something that pleased me less was that it upholds the long-term plan to develop the Gooiseweg into an urban avenue, despite the objections (in my opinion justified) to the transformation. One drawback is that it undermines two of the key principles described in the vision: first develop where there is already a good public transport access, and retain the important corridor function for motor traffic. The Gooiseweg is indispensable as a major arterial road that allows the city centre to function as an *economically strong* entity.

In general I perceive a field of tension between the towering longer-term ambitions of the Structural Vision and the increasingly pessimistic short-term prospects, because of the economic crisis. For a vision peering into the distant future one should, of course, never allow oneself to be guided by the issues of the moment, but the chasm between ideal and reality has as a consequence grown pretty large.

Quality, time and money

Keimpe Reitsma Amsterdam Development Corporation
(Ontwikkelingsbedrijf Amsterdam, or OBA)

The Structural Vision is first of all about ambitions and opening up broad panoramas. It goes without saying that quality is of paramount importance, but at a given moment the execution comes up for discussion, the matter of making choices. That is also a necessity, because the new Spatial Planning Act (Wet ruimtelijke ordening, Wro) prescribes that *in the Structural Vision the municipalities must also indicate how they expect to effect the policy's implementation*. That is a fine passage, which you could dwell upon for a long time, certainly the phrase 'to effect implementation'. The question is how you can bring about that materialization on the basis of your spatial ambitions. And for that we have found a simple but actually quite brilliant formula: it was decided to set out the realization of the Structural Vision along a timeline. By opting for a phased realization in three consecutive decades, time has become the flexible factor and the ambitions and the final outcome have been preserved intact. The motto is that if it doesn't materialize today, then it will tomorrow.

When the financial crisis raised its head, it happened upon a Structural Vision in the throes of development. What does this crisis mean for the Structural Vision? Relatively little in the light of the above, but it did become obvious that the ambitions for developing new housing over the first decade were too high. Shifting the construction of 10,000 dwellings further along the timeline resulted in the painting a more balanced picture of the future without it affecting Amsterdam's ambition to realize 70,000 new dwellings. This was made possible by the chosen arrangement by decade.

But what about that other factor, the money, and doesn't that throw a spanner in the works? Something that became increasingly apparent during the drafting of the Structural Vision was that less money would be available for urban projects than in former times. Important sources of revenue, such as the sale of land for office developments and state support for housing construction, have dried up. Sometimes it seems as if there are no longer any funds whatsoever for new projects, but this ignores the most important financial mainstay of urban developments: the 'big-money' demand for more city. And for the time being that demand shall not be drying up.

There will be a demand for more Amsterdam and more than before this will have to generate the means to continue building on Amsterdam. Capitalizing on that demand will therefore be an important objective of new site-specific developments. A passage such as 'to implement' then falls into place. You can then also deduce that the Structural Vision incorporates the necessary leeway, for which the filling in will only become obvious in the long run. Those who are not reassured by all of this might derive comfort from the words of the Nobel laureate Ivo Andric: 'The most terrible and most tragic of all human weaknesses is undoubtedly his complete inability to see into the future, which stands in sharp contrast with his many talents, his knowledge and his art.'

Haarlem to Amsterdam and back

Marc Hanou Project Manager, Structural Vision for North Holland

From a legal perspective the earlier structural plans for Amsterdam were regional plans, for which Amsterdam had received the mandate known as 'freedom in policy' from the Province of North Holland. But that was in the days of the 'old' Spatial Planning Act. In 2000, the City of Amsterdam and the Province of North Holland took the initiative to establish a platform for the North Wing of the Randstad (Noordvleugel), with the aim of devising a shared vision for the future in cooperation with the 30 or so municipalities across the region. For the region it was an unprecedented model of 'governance', though I wonder whether we knew what such a collaboration was called back then.

In 2007, even before the introduction of the 'new' Spatial Planning Act, a decision was taken to formulate the Development Scenario for the North Wing of the Randstad in 2040 (Ontwikkelingsbeeld Noordvleugel 2040), which was meant to serve as the point of departure for the formulation of all the structural visions in the Amsterdam Metropolitan Area. This Development Scenario was a vision for the future which had been forged by means of an open, participative and intensive collaboration among the government bodies concerned. Immediately after the ratification of this vision, the Province of North Holland began work on its Structural Vision. The preceding collaboration was well received, and had whet the appetite for more, so all North Holland's municipalities were invited – the City of Amsterdam and the Amsterdam City Region platform in particular – to participate in the 'Structural Vision for North Holland' project as full members of the team.

The involvement of Amsterdam's Department of Physical Planning and the City Region platform in the project team for the Province of North Holland's structural vision established a collaboration that fostered mutual trust and involved the sharing of content as well as weekly or even daily interchanges: different dishes were prepared using the same ingredients in everyone's respective kitchens. This was a unique situation that produced two structural visions, each of which does justice to the formulated point of departure in its own way, elaborating the essential points from the North Wing Development Scenario for 2040 – the growth and prosperity of the metropolis, the city centre densification, measures for dealing with the changing climate, tackling extra- and intra-regional accessibility and the use of the metropolitan landscapes – in different ways. Locally where possible and centrally where necessary, but always founded on mutual trust and reciprocal effort.

The Implementation Agenda and Instruments

by Conny Lauwers c.lauwers@dro.amsterdam.nl

Handles for realizing ambitions

The Structural Vision is not a book of pipe dreams, but articulates the ambitions of Amsterdam City Council, which sees opportunities for the city to grow and become stronger even in less prosperous times. Ambitions can, however, only be fulfilled if they result in concrete plans, in the awareness that it is impossible to do everything everywhere all at once.

It is necessary to phase, to organize and where necessary to adjust or rein in. These components of the Structural Vision are included in the implementation agenda for the coming decade and in the set of instruments.

The implementation agenda

The implementation agenda sets out the urban cohesion of projects and the feasibility of ambitions. It is used as a basis to strike agreements with regard to the phasing and scale of projects. It makes a distinction between plans that can be realized over

the coming decade and those plans that only come into play thereafter. In the latter case it also concerns plans with a relatively long preparation time, as is often the case with major infrastructure projects or the relocation of industrial activity. For the realization of all these ambitions, the city and city boroughs are highly interdependent, given that for many projects it is the city boroughs which turn the ideas into concrete plans.

The reason for one development following on the tails of another is usually rooted in the nature of those developments. For example, it is preferable to lay out the infrastructure first, followed by actual construction. The pace of restructuring and transformation is also dependent on many factors, not least the prevailing economic circumstances. From a metropolitan perspective it is therefore sometimes necessary to prioritize the transformation of one site before another, but factors such as accessibility and availability of sites for relocating industrial activity also play a part. The mixing of business activity with residential use is in certain cases only possible after the repositioning of environmental contours or taking noise-limiting measures.

The Northern Banks of the IJ as a model

The process of transformation along the Northern Banks of the IJ is in full swing, with extensively employed business premises slowly but surely making way for a mix of housing and smaller-scale enterprises that have ties with the city centre. The prospect of a markedly improved connection to the main public

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1 Phases of Development, 2010-2020

Developments

- live/work mix
- work/live mix
- Zuidas
- qualitative impulse for a borough centre
- urban regeneration
- live/work mix under development

- work/live mix under development
- work zone under development
- Zuidas under development
- ongoing urban regeneration
- qualitative impulse for a metropolitan park
- qualitative impulse for a city park

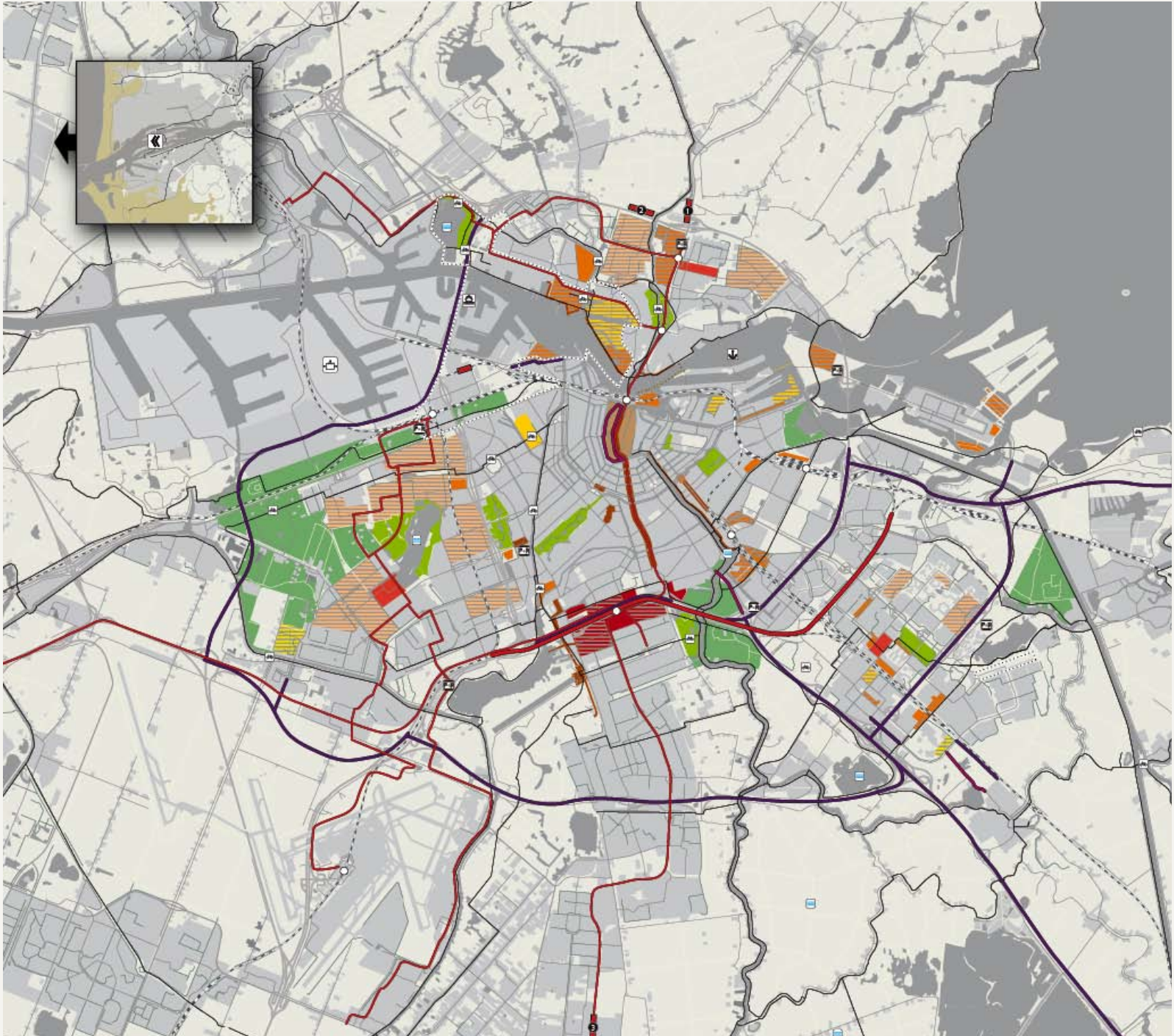
- qualitative impulse for public space
- postcode area 1012 project
- increase in rail capacity
- indicative route for HQPT (bus/tram/metro)
- increase in capacity for motor vehicles
- reduction in capacity for motor vehicles
- new ferry connection
- metro sidings

General

- options
- water- or groundwater-related project
- planned P+R site
- rerouting of a cycle path
- increase in station capacity
- temporary berths for inland shipping
- 2nd ocean liner terminal
- intensification of port area

- study area*
- sea lock

* See note on page 09.



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The Structural Vision's statutory basis

2 The Main Green Structure (Hoofdgroenstructuur, or HGS), showing different types of green space.

Types of green space

- curiosities
- corridor
- scrubland/nature discovery area
- polder on the urban periphery

- city park
- cemetery
- allotment complex/school garden
- sports park

3 The Noorder IJplas lake.
Photo: Wim Molenaar

The basis for the municipal Structural Vision is Art. 2.1 of the new Spatial Planning Act (Wet ruimtelijke ordening, or Wro), which came into force on 1 July 2008 and replaced the old Spatial Planning Act (Wet op de Ruimtelijke Ordening, or WRO) dating from 1965.

Art. 2.1 is formulated coercively: 'The municipal council is obliged to enact one or more structural visions for the purpose of a well-organized spatial planning for the municipality's entire territory.' The Wro does not provide for any direct sanction in the instance of a municipality failing to fulfil this obligation.

National and provincial tiers of government are also obliged to draw up one or more structural visions. There is no hierarchy between the struc-

tural visions of national, provincial and municipal governments. Leaving aside the question of whether this is desirable, the structural visions of the government bodies concerned can actually conflict with one another.

The municipal structural vision sets out the main features of the intended spatial development within the municipal territory and the main points of the spatial policy to be pursued by the municipal council. The Structural Vision must also address how the council envisages implementing that proposed development.

Just like the structural plan, its predecessor under the old WRO, the municipal structural vision is a purely indicative policy document. This means that it is impossible to lodge an objection or an

appeal against a structural vision. The Spatial Planning Decree's only provision is that a structural vision must explain how citizens and social organisations were involved in its preparation. The City of Amsterdam has nevertheless offered the city's inhabitants the opportunity to make their views known to the council in response to the public presentation of the Draft Structural Vision 2010 (Ontwerp Structuurvisie 2010).

A structural vision effectively represents a commitment only for the body that institutes it. This does not, however, alter the fact that, when the occasion arises and providing it is properly justified, the municipal council may diverge from the contents of an enacted structural vision.

transport network, first to the west and in about a decade's time to the east of the Sixhaven, is a huge help in this process, into which the implementation agenda provides insight.

The set of instruments

Actual plans must obviously satisfy the rules of law and the relevant policy frameworks of national, provincial and municipal tiers of government. In addition they must fit in with the mutual agreements between the municipalities within the Amsterdam Metropolitan Area. With the Structural Vision, Amsterdam is committing itself, the city boroughs included, to rules that spatial plans must meet. This also allows the City Executive to retain control over the execution of plans.

One of the tasks that Amsterdam has set itself is to intensify land use within the city while at the same time keeping the surrounding landscape open. This leads to some important basic principles: the green spaces in and around the city require robust protection, while other parts of the city are optimally exploited. Densification also leads to transformation (often gradual) and a greater mix of functions. That places great demands on the existing infrastructure and public space. Respecting Amsterdam's wealth of cultural-historical treasures is an important precondition in this equation.

Keeping it open

The green space in and around the city contributes significantly to the quality of Amsterdam's living and working environment. It is one of the reasons why our city is popular as a place of residence and as a business location. The minimum amount of green space that Amsterdam wants to safeguard is prescribed in the Main Green Structure (Hoofdgroenstructuur, or HGS). The zones to be included within the HGS and how these are characterized was re-evaluated in consultation with the city boroughs.

Green spaces that are part of the HGS acquire a certain status. The ambition is to make additional investments in these areas over the coming years. Over against this, the construction or surfacing over (e.g. for roads) within the HGS is subject to strict rules.

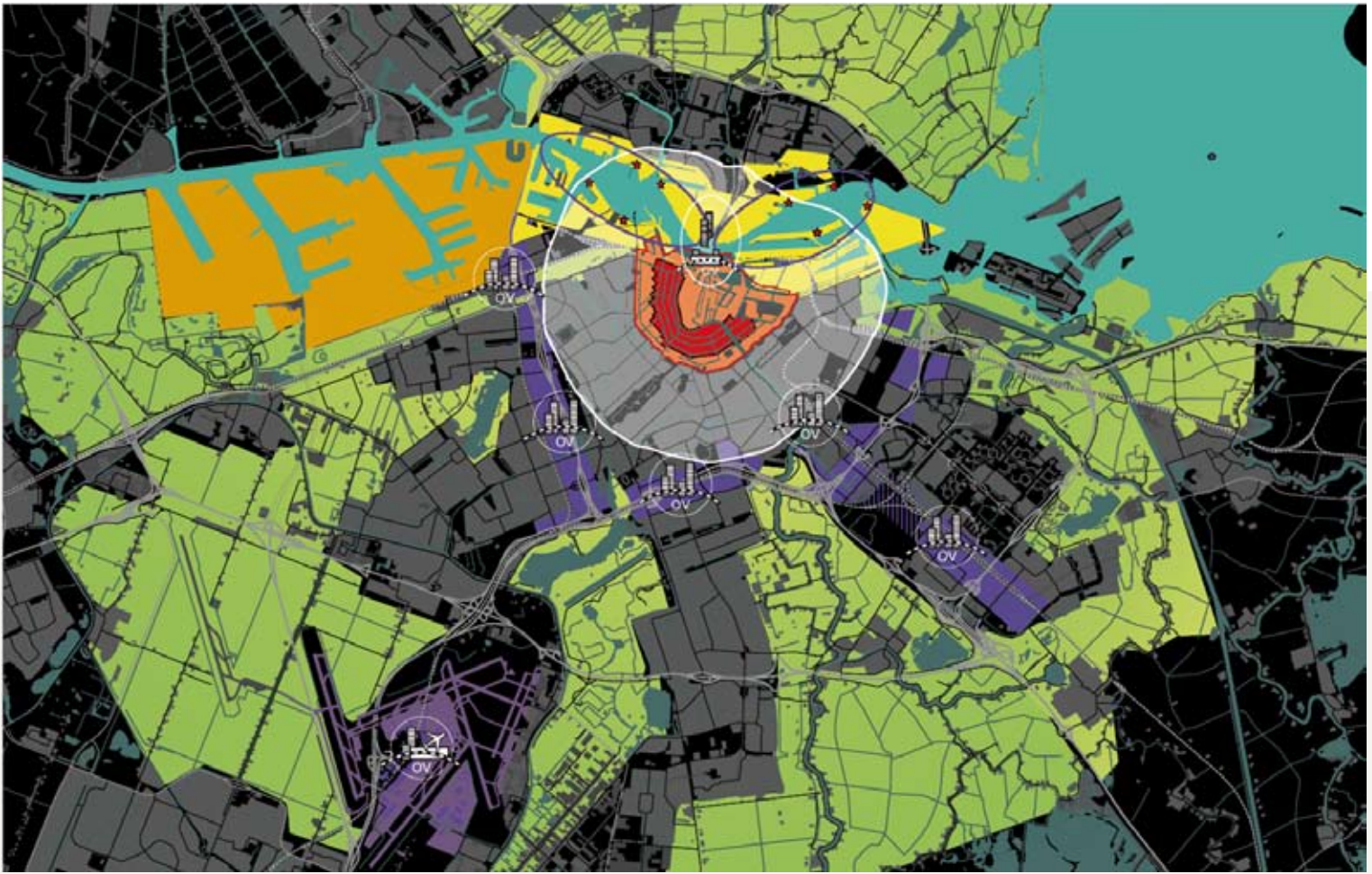
The green space around the Noorder IJplas lake was previously set aside for industrial activity with a relatively high environmental impact. This idea has now been abandoned and this green zone will be given the status and protection of being part of the HGS. The lake and the surrounding scrubland will assume an important recreational function for the inhabitants of the Borough of Amsterdam-North and the Zaanstad region. In the longer term it will also make a positive contribution to the broadly outlined ambitions for transformations along the Waterfront after 2030.



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4 The high-rise vision

-  UNESCO area in the Amsterdam city centre
-  2 km zone around the UNESCO area
-  zone alongside an infrastructure bundle
-  zone alongside an infrastructure bundle, outside Amsterdam's municipal boundaries
-  boundaries

 high-rise accents along the IJ waterway

 Central Station public transport hub

 public transport hub

 public transport hub Schiphol Airport

 port Amsterdam's wedges of greenery

5 Artist's impression of the high-rise cluster at the former Shell precincts.
Artist's impression: Cees van der Giessen

6 Panorama from the River Amstel looking towards the Omval high-rise quarter.
Photo: Edwin van Eis

Densification

High-rise construction is hardly a new phenomenon for Amsterdam. The city now boasts a number of highly distinctive high-rise clusters, which people use for orientation when approaching the city from the surrounding landscape. Besides being a means to intensify land use, high-rise is also a powerful urban development instrument. For example, it has been employed along the Waterfront, where towers on either side of the IJ waterway enhance the spatial relationship between the two parts of the city.

From the high-rise map in the set of instruments one can see where high-rise is being encouraged from the viewpoint of optimum land use or because there is reason for a hefty landscape-related or urban development accent. This arises in particular in the easily accessible and highly visible zones alongside national trunk roads, except in specific cases where there are solid grounds for raising objections for landscape-related reasons. This largely applies when there is the danger of a negative impact on the 'areas of exceptional value', such as the city centre's protected cityscape and the section of the historical ring of canals that was inscribed on UNESCO's World Heritage List since 2010. The high-rise policy is stricter than in the past, especially in these zones.

The Structural Vision is not just the source of inspiration but incorporates the joint agreements about its realization as well, in terms of a timeline as well as in terms of legislation and joint agreements. As noted, it is impossible to do everything everywhere all at once. Sometimes it is necessary to curb activities at one location in order to offer them a good chance of attaining their full development elsewhere, thus encouraging the right function in the right place at the right time. ■

This issue's authors

Conny Lauwers (b. 1950)

- Has been working as an urban planner for the DRO since 1980
- Between 1980 and 1987 she was involved in the urban regeneration process for Amsterdam's Dapper, Oosterpark and Transvaal neighbourhoods
- From 1987 to 1994 she designed urban developments and drew up zoning plans for various port precincts
- Since 1992 she has focused on the formulation of planning-related policy frameworks, as well as serving as a policy advisor and assessing policy effectiveness

Barbara Ponteyn (b. 1972)

- Has been working as a planning expert for the DRO since 1991
- She is active across various fields, including the hotel and food services industry and advertising policy, as well as in the programming of metropolitan projects such as the Northern and Southern Banks of the IJ, Zuidas and Overamstel
- Within the Core Team and the Structural Vision Project Group she was responsible for the organization and passage of the Structural Vision through to its governmental enactment
- Coordination and editing of the Memorandum of Responses and jointly responsible for the final editing of the Structural Vision

Koos van Zanen (b. 1963)

- Has been working as a planning expert for the DRO since 1992
- He has focused on aspects that include residential issues and the housing market in the Amsterdam Metropolitan Area
- Devises spatial policy for the knowledge economy in the city
- Served as the Structural Vision's general editor

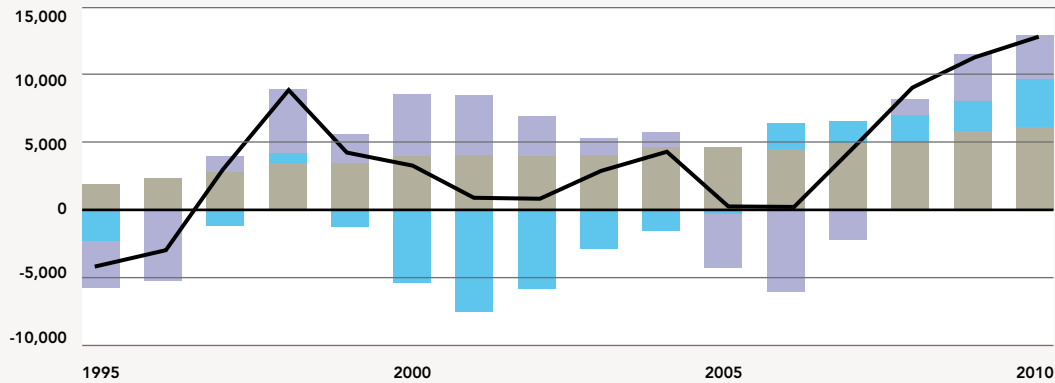
During the Structural Vision's preparation, the DRO collaborated closely with other municipal departments involved in spatial development. The DRO was responsible for the project management and provided most of the core team. The project group consisted of the following people:

Leonie van den Beuken (Port of Amsterdam)
Ton Bossink (DRO, project manager from January 2008 to March 2010)
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Suzanne Jeurissen (DRO)
Eef Keijzer (DRO)

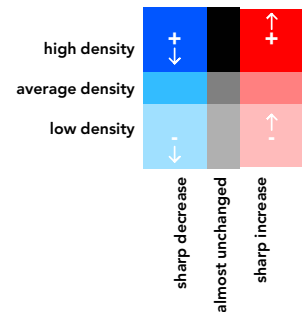
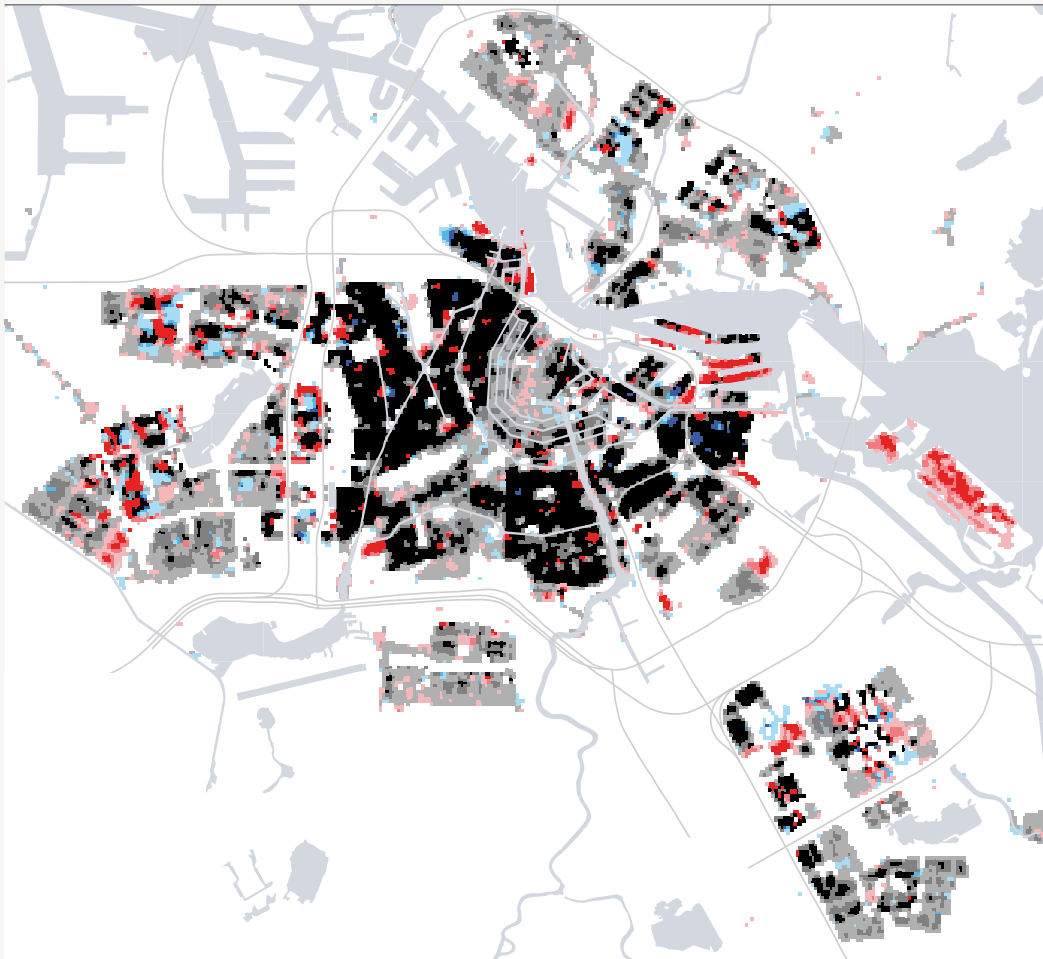
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City View 01/11

Urgency in the light of demographic developments



Growth of Amsterdam's population, 1995-2010



Development of the total number of inhabitants, 2000-2010



The thickness of the lines indicates the relative rate of migration to Amsterdam from the rest of the Netherlands in 2009

In 2010 Amsterdam's population grew spectacularly. Talented people from the Netherlands and abroad, many of them young, are moving to the Dutch capital. This influx is important for the economy, but we have to ensure that Amsterdam remains accessible for this newcomers. There is no longer any time for uncertainty or delay: Amsterdam and the region must quickly join forces. They need to jointly invest in a strong and sustainable metropolis and ensure that Amsterdam, as the region's core city, retains its force of attraction!

City View 01/11: Julian Jansen, a DRO demographer, on the consequences of Amsterdam's spectacular population growth
j.jansen@dro.amsterdam.nl

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