



International Symposium Enhancing City Attractiveness for the Future

2-3 June, 2005
Nagoya Congress Centre, Japan

Hosted by: Organisation for Economic Co-operation and Development (OECD)
Ministry of Land, Infrastructure and Transport, Government of Japan
Aichi Prefecture
City of Nagoya
Urban Renaissance Agency
Chubu Economic Federation
Nagoya Chamber of Commerce and Industry

Overview

The attractiveness of a city has been increasingly regarded as a key factor to maintain and strengthen its competitiveness in an era of global competition and knowledge-based economies.

With the purpose of exploring the opportunities that policies to enhance city attractiveness could provide to urban economic regeneration, *the OECD International Symposium in Nagoya, Aichi* will be held with the theme of “Enhancing City Attractiveness for the Future.”

The symposium will be held on 2 and 3 June 2005, back to back with the annual session of the Working Party on Territorial Policy in Urban Areas of the OECD Territorial Development Policy Committee on 1 June. The symposium aims to provide new ideas that OECD member countries can share with one another to address issues in their cities.

Wednesday 1 June

10:00 - 17:30 **OECD Working Party on Territorial Policies in Urban Areas**
(WPURB - 7th Session, for delegates from member countries only)

18:30 *Welcome Reception*

Thursday 2 June

9:00 - 9:30 *Registration*

9:30 - 10:10 *Opening Remarks*

Susumu Hasumi, Senior Vice-Minister of Land, Infrastructure and Transport,
Japan (to be confirmed)

Odile Sallard, Director, Public Governance and Territorial Development
Directorate, OECD

Masaaki Kanda, Governor, Aichi Prefecture, Japan

Takehisa Matsubara, Mayor, City of Nagoya, Japan

10:10-10:55 Key-note Speech 1

Shosaburo Kimura, *President of Shizuoka University of Art and Culture, Professor Emeritus, University of Tokyo, Japan*

10:55-11:15 Coffee break

11:15-12:00 Key-note Speech 2

Leo van den Berg, *Professor, Euricur, Erasmus University Rotterdam, the Netherlands*

12:00-13:30 Lunch

13:30-15:30 Session 1: Strategies for Enhancing Attractiveness

A city's attractiveness is determined by a wide range of elements. OECD member countries are implementing various measures to enhance their cities' attractiveness based on their own history, cultural assets, and excellent landscape. Session 1 will focus on the strategic aspects of policies for enhancing attractiveness. Topics will cover various strategic issues, including city-centre redevelopment, cultural policy, the role of events, city promotion and infrastructure.

Key Issues for discussion

- What factors are key to achieve successful strategies that have had a considerable impact on local economic structures and succeeded in achieving the long-term goal of modernising cities' economies?
- What policies are effective in promoting linkages with existing local economies to diffuse growth momentum to wider areas?
- What measures are necessary to complement centre-pillar projects of physical renovation and culture-led regeneration programmes?

Co-ordinator

Adam Ostry, *Director General, Cities Secretariat, Privy Council Office, Canada (Delegate of WPURB, OECD)*

Discussion Panel

Kyu-Bang Lee, *President, Korea Research Institute for Human Settlements, Korea*

Alfonso Martínez Cearra, *Director of the Association BILBAO METROPOLI 30, Spain*

Yukio Nishimura, *Professor, University of Tokyo, Japan*

Akiko Okabe, *Assistant Professor, Chiba University, Japan*

Péter Szegvári, *President, Hungarian Territorial and Regional Development Office, Hungary*

15:30-15:50 Coffee break

15:50-17:50 Session 2: Ensuring Sustainability of City Attractiveness for the Future

The enhancement of urban attractiveness is a continuous and long-term process of building policy efforts, and not simply a one-off, "quick-fix" operation. Hence, economic, environmental and social sustainability should form strategic pillars in planning policies to enhance city attractiveness. Session 2 will cover issues such as sustainable urban environment and social cohesion as factors of city attractiveness.

Key Issues for discussion

- How should sustainability be incorporated into urban regeneration programmes?
- How could the best policy mix be achieved in formulating urban regeneration policies so that economic, social and environmental issues are sufficiently addressed simultaneously?
- How could policies to enhance attractiveness be pursued without undermining social cohesion?

Co-ordinator

Anne Ruden, *Director, The Norwegian State Housing Bank, Head Office, Norway*
(*Vice Chair, WPURB, OECD*)

Discussion Panel

Minoru Matsuo, *Former President, Nagoya University, Japan*

Norihiro Nakai, *Professor, Tokyo Institute of Technology, Japan*

Ullrich Sierau, *Councillor, Head of Department for Town Planning, City of Dortmund, Germany*

Keith Thorpe, *Head of Urban Policy Support Team, ODPM, UK*

Friday, 3 June

9:30-11:30 Session 3: Partnership for Attractiveness

Character, identity and uniqueness are crucial ingredients in a city's attractiveness, which can only be exploited by careful planning at a local level, acknowledging social, economic, cultural and natural diversity and comparative advantage in each city. This entails local initiatives based on entrepreneurial thinking and local leadership. On the other hand, the cross-sectoral nature of policies to enhance city attractiveness since the 1980s necessitates involvement of a wide range of local stakeholders and strong partnership among them. Session 3 will be dedicated to discussion of how strong partnerships among various stakeholders could be formed while strengthening local initiatives.

Key Issues for discussion

- What are the keys to securing local consensus to maintain long-term momentum?
- What are the preconditions for successful partnerships among various stakeholders?
- How can entrepreneurial leadership be reconciled with co-ordination and co-operation among wider interests?
- How can the private sector's innovativeness be best achieved through local partnerships for enhancing city attractiveness? What role should local and central governments play?

- How can local initiatives be best promoted? What are effective measures for local capacity building?

Co-ordinator

Takayuki Hara, *Advisor, Minister of Land, Infrastructure and Transport, Japan*
(*Chair, WPURB, OECD*)

Discussion Panel

Vincent Fouchier, *Councillor, DATAR, France*

Jim Gill, *Chief Executive, Liverpool Vision, UK*

Jin Matsuno, *Executive Director, Urban Renaissance Agency, Japan*

Robert Orr, *President, Boeing Japan, USA*

Gerda Roeleveld, *Project Manager, Directorate General for Spatial Policy of the Ministry of Housing, Spatial Planning and the Environment, the Netherlands*

11:30-11:50 ***Coffee break***

11:50-12:50 ***Closing Session***

Co-ordinator

Leo van den Berg, *Keynote speaker*

Discussion Panel

Adam Ostry, *Co-ordinator (Session 1)*

Anne Ruden, *Co-ordinator (Session 2)*

Takayuki Hara, *Co-ordinator (Session 3)*

Takeshi Abe, *Deputy Director-General, City and Regional Development Bureau, Ministry of Land, Infrastructure and Transport*

Odile Sallard, *Director, Public Governance and Territorial Development Directorate, OECD*

12:50 ***Closing Remarks***

Tetsuo Oomura, *Director-General, Chubu Regional Bureau, Ministry of Land, Infrastructure and Transport*

ANNEX

Background Note

INTRODUCTION

1. Attractiveness of cities has been coming up high on the agenda of urban policy planners across the OECD member countries and beyond since the impact of globalisation and the emergence of knowledge-based economies posed a formidable challenge for them. The challenge they face is to maintain and enhance the competitiveness of their cities by achieving a flexible, adaptable and diverse local economic structure which would better position their cities in the global competition. In doing so, cities compete for growth momentum, both exogenous and endogenous, such as a highly skilled and creative workforce and entrepreneurs, who are the driving force of knowledge-based economies. Hence, one of the key elements that determines a city's competitiveness lies in its effectiveness in competing for these factors. In other words, a city's attractiveness, which could be defined as the "ability to attract factors necessary for economic development," in this context, could be regarded as an important indicator of its potential for future economic success.

2. Cities have been the forum for civilisation throughout history. The dense accumulation of cultural and historical heritage in cities characterises each city as a unique existence and serves as the historical and cultural identity of a people. Their power to attract people and activities is what makes a city a city. The economic advantage of cities, which is called agglomeration economies in urban economics, has its basis in their ability to attract people and activities. Therefore, it is particularly worrying to observe that in the course of global economic change and technological advancement, many cities are rapidly losing their attractiveness by failing to appeal to the types of a workforce and firms that drive the economy forward in new social and economic circumstances (see Box.1).

3. What is acutely felt by urban policy planners is the fact that location choices in the 21st century are governed by a set of rules different from those in the 20th centuries. In the previous century, location choices were first and foremost optimised according to the needs of firms. In the 21st knowledge-based economies, where the comparative advantage of a firm in the market is determined predominantly by the creativity of the core workforce, the location preference of people, particularly that of creative and highly qualified workforce, comes first. What characterises the new location choices, compared with traditional ones, is that they are much more strongly influenced by attractiveness, or 'quality of place', rather than cost factors, which were the most predominant consideration in selecting the operational location of large firms and multinationals. This recognition has led to the emergence of urban policy packages which explicitly target enhancing city attractiveness.

4. The purpose of this symposium is to explore the opportunities policies to enhance city attractiveness could provide for urban economic regeneration. In the course of discussion, lessons will be drawn both from academic insights and experiences of policy planners involved in formulating and implementing policy packages that consciously aim at enhancing city image and attractiveness.

Box 1. Attractiveness in Urban Context

Images of Industrial Cities

Many of former industrial cities, which once prospered on the economic base of the 19th and 20th centuries, are experiencing a rapid decline of traditional industries with massive job losses and quickly spreading urban decay. The foundation on which the buoyant economies in the first half of this century were based is now serving as the fundamental source of problems they face today. Hence, the restructuring of local economies by introducing new economic sectors, most notably developing knowledge intensive activities in the service sector, is one of the most pressing tasks for urban policy planners across the OECD member countries. However, urban policy planners involved in the economic regeneration of these cities share the view that lack of attractiveness acts as a severe hindrance to it. Their images are deeply associated with the declining traditional industries, and the physical environment and the socio-economic texture, which were optimal for the Fordist production mode, are exerting strongly negative influence when they try to attract a highly skilled workforce and innovative entrepreneurs.

Decline of Town Centres

Another issue that has been nagging urban policy planners for decades is the decline of town centres, which has progressed in hand with unfettered suburbanisation promoted by recent advances in transport, particularly motorisation of private transport. One of the most noticeable trends in the functional change of cities in the post-industrial era is that they are becoming increasingly important as centres of consumption, apart from production. Cities are becoming more important as a place to visit for shopping and eating out, to take part in social events, to have cultural experiences at movie theatres, concert halls and museums, to meet and communicate with others. In short, city centres have been the focal point of citizen's urban life. Therefore, their decline could be regarded as an immediate threat to the liveliness, and hence competitiveness of a city's economy, which would lead to the erosion of the competitiveness of each city as a whole and even the entire region where it is located.

SESSION 1: STRATEGIES FOR ENHANCING ATTRACTIVENESS

5. A city's attractiveness is determined by wide ranging elements. To name a few, there are such basic factors as effectiveness of infrastructure, particularly public transport and road networks, availability and quality of housing stock, quality of education, availability of job opportunities, safety in the street. There are also less tangible factors such as liveliness of local economies, prestige and city image. With the recognition that it is crucial for a city to attract a highly skilled workforce and innovative entrepreneurs to achieve urban economic restructuring and regeneration, increasing attention has been paid to place image which often has a decisive influence on location decisions by these people, and policy planners have adopted diverse measures to enhance it. Among those measures, physical renovation, cultural policies and city promotion are the most common components and have often been combined together into a policy package (See Box.2)

Box 2. Some Common Strategic Components

Flagship City Centre Redevelopments

It is notable that in formulating these strategies much attention has been paid to physical renovation of city centres. Physical environment, particularly in city centres, has continuously been, and will be an important aspect for urban policy planners to address when they need to alter and enhance city image, since it is the most fundamental and conspicuous factor of urban environment, and city centres serve as focal points of citizen's urban life and social and cultural heritage. Hence, city centres have been chosen as the most strategic locations for policy planners to concentrate their limited public resources to enhance city attractiveness.

This strategic thinking has led to the proliferation of a particular type of city centre redevelopment projects, called "flagship redevelopments," displaying distinctive characteristics. For example, they are considerably large scale so they have a significant impact on city image. They have high profiles with innovative designs by internationally famed architects. Private investment is eagerly sought and sometimes used as a form of leverage ratio, as a criterion to gauge the potential of the project. Project locations are carefully chosen so that economic potential can be materialised with a minimum of public investment in infrastructure improvements. These prestigious projects, which often require a considerable amount of public and private investment, are expected to act as symbols of urban regeneration, as the "flagships" of modern and dynamic economies.

Cultural Policy

So-called "culture-led" regeneration has been playing an important role in enhancing city image and achieving economic deindustrialisation based on a widely shared assumption that cultural policy has a substantial impact on place image which, in turn, plays a crucial role in attracting talented people, entrepreneurs and investors. The underlying thinking is that attempts to persuade these highly-qualified people to target their location choices at certain cities will be aided if those cities are closely associated with arts, culture and entertainment and that cultural infrastructure, such as theatres, museums, galleries, acts as a powerful magnet for creative people by offering attractive lifestyle opportunities. It is also expected to serve as an effective tool to tackle structural unemployment since it could contribute to diversifying the local economic base by sowing the seeds of new economic activities that are characterised as knowledge-based and which could eventually grow into major growth engines in future. This recognition of the crucial role that cultural policy could play in urban regeneration drove many cities to create new cultural infrastructure, including galleries, theatres and concert halls, as a tourist attraction and a community platform for culture-related economic activities to expand.

Events

Similar strategic thinking has been driving many cities to seek opportunities to host international events, and the concept of "event city" has come to signify to policy makers that special events can be used to give a specific character to the city that hosts them, change its image, and thus change the local economy. Considerable amounts of public money have been spent on such measures in the hope that the image of an event city will significantly enhance the city's attractiveness and contribute to economic regeneration.

6. In many cases flagship city centre developments and culture-led innovation policies have had a significant impact on enhancing city image and attractiveness and have been successful in achieving the long-term goal of modernising the local economic base: However, in other cases some important issues have become apparent. One such issue is that the predominance of property-led physical renovation as an attractiveness enhancement factor actually leads to the serial reproduction of a similar built environment, which in effect undermines the character and uniqueness that the city originally possessed. For instance, it is widely recognised that a successful model of waterfront development in Baltimore has been copied by many urban planners in various countries and has appeared in virtually every city with developable waterfront space, sharing similar features such as an aquarium, waterside promenades, restored ships, and converted warehouses. This argument poses a difficult challenge for urban planners to preserve intrinsic local character, which is a significant factor in attractiveness, in the physical renovation process.

7. In addition, concentration of precious public resources on a small number of selected projects, which are chosen as the most strategic locations for urban economic regeneration, has often caused strong criticism from those who feel they were "left out" of the process. It was criticised as being unfair to choose project locations in areas that already had significant economic potential rather than in those in need. Against this criticism, it has been argued that concentrated investment in centres is vital to trigger economic growth and that it will eventually diffuse more widely into other parts of a city through backward and forward linkages in local economies. However, empirical evidence to support this spillover effect is not particularly strong and it is sometimes the case that links between these projects and existing local economies are weak and that they are sometimes reduced to a closed economic enclave detached from the local economic fabric.

8. Another issue has also been raised against the effectiveness of policies to achieve the long-term goal of structural change in local economies by modernising and diversifying local economic structure. Although it is generally accepted that there is a conspicuous impact of these projects on city image, which is reflected in increases in the number of tourists and the demand for tourism-related services, it is sometimes pointed out that the economic impact is only felt in the service sectors which are immediately related to tourism and that restructuring effects on the local economy as a whole were not very evident.

9. From these experiences many policy planners now realise that spill-over effects and structural changes in local economies do not come on their own and that conscious policy efforts are necessary for them to materialise. Physical renovation of town centres and culture-led regeneration programmes should incorporate other complementary policies to promote linkages with the existing local economies and trigger a widespread impact which leads to restructuring and modernization of local economies.

Key Issues for discussion

- What factors are key to achieve successful strategies that have had a considerable impact on local economic structures and succeeded in achieving the long-term goal of modernising cities' economies?
- What policies are effective in promoting linkages with existing local economies to diffuse growth momentum to wider areas?
- What measures are necessary to complement centre-pillar projects of physical renovation and culture-led regeneration programmes?

SESSION 2: ENSURING SUSTAINABILITY OF CITY ATTRACTIVENESS

10. Enhancement of urban attractiveness is a continuous and long-term process of building up policy efforts, not simply a one-off, "quick-fix" operation to execute a set of renovation projects. Hence economic, environmental and social sustainability should form strategic pillars in planning policies to enhance cities' attractiveness. For example, increasing attention is being paid to how existing local assets, particularly social and cultural heritage, could be better exploited to enhance urban attractiveness, in an attempt to avoid a scrap and build approach. This cumulative approach would not only contribute to sustainability in urban regeneration but also to strengthening the uniqueness and character of a city, which are sometimes said to be neglected in large scale renovation projects. Similarly, it is also important to exploit opportunities arising from adjusting existing policy tools to better target attractiveness enhancement. For example, urban liveliness could be strengthened by promoting mixed use in urban land use planning by shifting emphasis from dealing with negative externalities in urban land use to promoting positive externalities in certain areas.

11. Furthermore, a city's attractiveness has its roots in its environmental, social and economic sustainability, and urban policy as a whole should be directed and concerted in a sustainable way so that the long-term sustainability of attractiveness of the city would be maintained and strengthened. Sustainable urban policies should aim at meeting continuously rising welfare and utility levels for urban population while maintaining a balance with clear environmental constraints and long-term economic and social viability. It is widely accepted that urban sustainability should encompass three sub-systems that constitute the essence of the city, namely the economic, the social and the physical - natural and built – environments. This widening of perspective on urban sustainability has brought about important progress in policy making for urban attractiveness in the form of the understanding that urban attractiveness is not only determined by hard environment, such as buildings and infrastructure, but also by soft environment, particularly people and community, and that urban attractiveness could not obtain sustainability without addressing the social aspect of urban environment as well as physical renovation. With the importance of the social aspect of urban environment coming to the fore, policy approaches to urban regeneration have been considerably broadened and have become increasingly comprehensive and holistic by integrating people and place, community and economy. The wider scope of policy fields and the comprehensive and holistic approach characterise recent developments in urban regeneration compared to the project-led urban renovations in the 1980s.

12. In this regard, an important issue in the social dimension of urban attractiveness that is attracting special attention of urban policy planners is social cohesion. This reflects a widespread recognition that the image of a 'divided city' has detrimental effects on city attractiveness and that social cohesion is the foundation on which attractive social environment should be created. It is often argued that urban renovation policies in the past have not always been successful in solving the problem of social divisions in a city and achieving social cohesion. Sometimes they have, it is argued, aggravated social disparity rather than ameliorated it. Hence, it has always been one of the main concerns of urban policy planners how attractiveness enhancement measures could be deployed in a fashion that strengthen social cohesion of a city at the same time.

13. The basic idea is to let the wider spectrum of people benefit from the urban economic regeneration promoted by enhanced attractiveness in terms of employment and new business opportunities. However, if these new economic opportunities are to be seized by local people, some conditions need to be fulfilled. First of all, these new opportunities should be perceived and exploited by local people, hence,

information on economic opportunities and entrepreneurship to exploit them are the preconditions. Secondly, if the local people wish to benefit from new economic opportunities, they need to fulfil various requirements, such as new skills, qualifications, new technologies and higher quality of goods and services, to satisfy the new employers and customers who are attracted to the city. These issues must be addressed in conjunction with the policies to enhance city attractiveness, if policy planners try to achieve wider economic effects which benefit wider range of local people and contribute to achieving social cohesion of the city.

Key Issues for discussion

- How should sustainability be incorporated into urban regeneration programmes?
- How could the best policy mix be achieved in formulating urban regeneration policies so that economic, social and environmental issues are sufficiently addressed simultaneously?
- How could policies to enhance attractiveness be pursued without undermining social cohesion?

SESSION 3: PARTNERSHIP FOR ATTRACTIVENESS

14. One of the most important developments in urban economic regeneration policies to enhance cities attractiveness since the 1980s is that they have become increasingly cross-sectoral by incorporating a wide range of related policies. This development has drawn policy planners' attention to the importance of long term strategies to concert various policies concerned in a fashion that would produce a cohesive city image.

15. From past experiences it has become apparent that strong local consensus and an effective co-ordination platform to facilitate it are among the most important preconditions for successful policy formulation and implementation, since co-operation and co-ordination across various stakeholders and committed participation of a broad spectrum of local population throughout the process are crucial to produce long-lasting momentum. In some cases, it was shown that under-performance of local organisations responsible for city centre revitalisation, such as Town Management Organisation, could be ascribed to the lack of local consensus partly caused by prematurely moving to the implementation stage curtailing local consultation process.

16. In conjunction with local co-ordination and co-operation, entrepreneurial forms of city leadership are becoming increasingly important, which makes a shift from policy making with traditional 'managerial' approaches to that characterized more by risk-taking, inventiveness, and flexibility. One such model of local governance is a growth coalition approach where public private partnership plays a predominant role. In addition to entrepreneurial leadership, flexibility and efficiency are much needed in the process of policy implementation, which is the reason why in many cases special bodies responsible for implementing policy measures are created. Past experience shows that the use of private sector innovativeness and entrepreneurial thinking in the management of these bodies is crucial and that, in successful cases top managers are quite often people from the private sector with much expertise in management. In these cases, the public sector only played a supporting role, such as consultation and credit supply. The effective functioning of the organisations is predicated on whether management responsibility is clearly defined and periodically monitored. Hence, it is important to set goals that are clearly defined in terms of quantitative and qualitative targets with a specification of allowed time frame and the human and financial resources available. This should be complemented by regular performance monitoring and assessment by an independent organisation. Availability of experts with extensive knowledge in various aspects of attractiveness enhancement and urban regeneration would also be crucial.

17. Character, identity and uniqueness are crucial ingredients in a city's attractiveness, which can only be exploited by careful planning at a local level acknowledging social, economic, cultural and natural diversity and comparative advantages in each city. This planning entails local initiatives based on entrepreneurial thinking. Hence, building strategic capacity in local governments is crucial for successful formulation and implementation of the strategies. Experience in many OECD countries has shown that capacity-building at local levels comes hand in hand with increased responsibilities and that cities respond by being more proactive, entrepreneurial and successful if they are given more freedom and autonomy. It is thought that cities that have a wider range of responsibilities and greater fiscal independence based on more diverse forms of local revenue and more buoyant tax bases would have more chance to mobilize various policies proactively, integrate them into a cohesive policy package and experiment with it. It is notable that Germany, which has the most decentralized governing structure, has the most successful cities in Europe, and that Barcelona's achievements in attractiveness enhancement are thought to have much to

do with the move towards regionalization in Spain, while economic underperformance of some cities is ascribed to the level of decentralisation.

18. The relationship between central and local governments also has significant implications for the capacity building of local governments. In this regard, the recent trend in France and the Netherlands is worth noting in that the partnership relations between central and local governments are moving toward a more contractual, outcome-based approach, which replaces central micro-control over formulating and implementing policies with agreements on the expected outcomes of policy. This approach should be effective in facilitating more proactive, more entrepreneurial policy efforts by local governments.

Key Issues for discussion

- What are the keys to securing local consensus to maintain long-term momentum?
- What are the preconditions for successful partnerships among various stakeholders?
- How can entrepreneurial leadership be reconciled with co-ordination and co-operation among wider interests?
- How can the private sector's innovativeness be best achieved through local partnerships for enhancing city attractiveness? What role should local and central governments play?
- How can local initiatives be best promoted? What are effective measures for local capacity building?

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