

# Public Private Partnership in Developing a New Urban Quarter

Pertti TAMMINEN, Finland

**Key words:** public private partnership, implementation of plans, planning partnership

## SUMMARY

Vuores is a new urban quarter, which will be developed on the border of Tampere City and Lempäälä municipality. The goal is to build a structurally and functionally harmonious urban district on the territory of these two municipalities. Tampere and its surroundings is the second largest urban region and growth area in Finland. The total population of the area is 300 000 inhabitants. The total population of Vuores will be about 13 400, 10 200 in Tampere and 3200 in Lempäälä. The amount of jobs is 3000-5000. The planning and building of Vuores are still under way. The planning stage should last until 2012. The goal is to develop new public/private partnership (PPP) models to be used in the implementation of the Vuores project. First among these are the operations concepts developed in preparing the Mäyränmäki residential area and the Vuores centre.

Expected benefits of the PPP models in developing the new city quarter include: the city being able to choose the best implementers for each site, with co-operation from the early stages of the planning process ensuring that the plan is not too binding but leaves room for additional planning and creation of innovations; the planning process receiving ample resources, with the developers' planners participating in the planning alongside city planners; the time needed for the projects being shorter, with the project planning of the implementers starting alongside the drawing up of the plan.

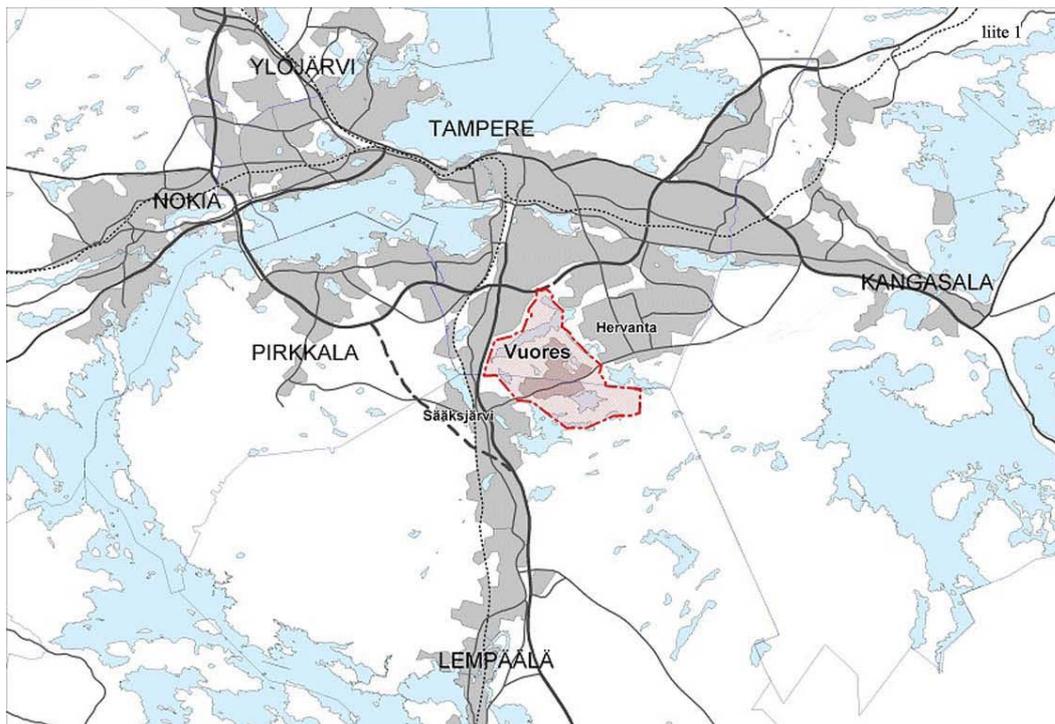
# Public Private Partnership in Developing a New Urban Quarter

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## 1. BACKGROUND

Vuores is a new urban quarter, which will be developed on the border of Tampere City and Lempäälä municipality. The goal is to build a structurally and functionally harmonious urban district on the territory of these two municipalities. Tampere and its surroundings is the second largest urban region and growth area in Finland. The total population of the area is 300 000 inhabitants. By the year 2020 the population of Tampere itself is expected to grow by 30 000 and that of the surroundings by 50 000. The planning of Vuores forms part of the preparation for this growth.

The total population of Vuores will be about 13 400, 10 200 in Tampere and 3200 in Lempäälä. The amount of jobs is 3000-5000. The extent of the area is 1256 hectare. The main goal is to create a “small town”, which is active throughout the day and will provide high quality services and a variety of residential options as well as attractive work-place areas to serve the needs of commerce and trade. Natural environment and ecology are an essential part of the area identity. The environmentally valuable areas will be protected. The traffic system emphasises public transport, walking and cycling.



**Figure 1:** Vuores in urban framework



**Figure 2:** Oblique.

## **2. NEW MODELS OF FOR PROJECT DEVELOPMENT**

### **2.1 Current situation**

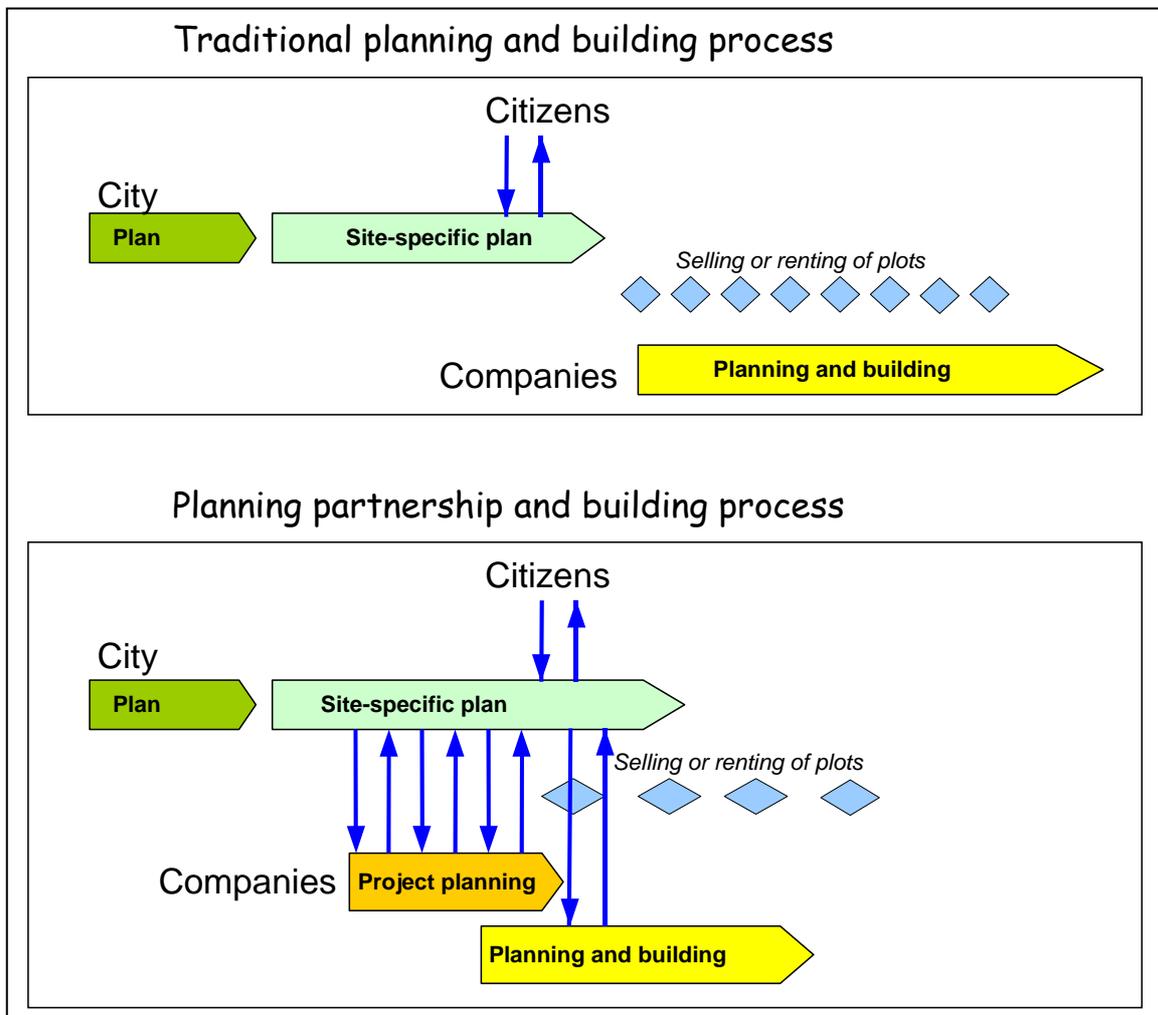
In Finland, the model used in building new residential areas is usually one in which the planning and implementation of the urban area progresses as a sequential process: the development plan, site-specific development plans, allocation of sites, implementation of the infrastructure, planning, building. Attempts have been made to ensure the quality of the areas to be built up, by increasing the elaborateness of the site-specific development plans. Especially in growth centres, the traditional planning and implementation processes have struggled to meet market demand in time. Elaborate plans restrict the possibilities of the parties involved in the implementation to develop new planning and implementation solutions. In other words, the municipalities are failing to utilise the planning resources of the developers and contractors in planning.

### **2.2 The Beyond Vuores research project**

The Beyond Vuores research project aims to renew the models of co-operation in planning and building according to the needs of modern civil engineering. 'Beyond' comes from the term 'built environment on demand'. The basic idea has been to develop the public/private

partnership (PPP), starting from the planning stage, and to ensure thus that the professional skills of the planners and builders serve the community and residents better than before.

The aim is to find models of co-operation that make it possible to give the companies a chance to start planning their own projects in tandem with the municipal planning process.



**Figure 3:** The principle of planning partnership

### **3. THE MÄYRÄNMÄKI RESIDENTIAL AREA**

#### **3.1 General**

The implementation of Vuores will start with the Mäyränmäki area, on the eastern side. In the Vuores masterplan, the Mäyränmäki area has been reserved mainly for the building of urban smallhouses. The area has been planned in such a way that each block has a direct connection to the recreational areas. The original natural environment of the area will be preserved as much as possible.

In the spring of 2005, the City of Tampere decided to organise a block-planning competition to be used as a basis for the planning, allocation of plots, and implementation of the Mäyränmäki area. The subjects of the competition were the first blocks of the new area, which, once completed, will embody the future image of the entire quarter. The quality of the architecture and building work must meet high standards. The Mäyränmäki area is intended to be a multifaceted, small-scale, and cosy residential area combining residence and work considerations.

#### **3.2 The basis of the block planning competition's PPP model**

The competition was open to developers, building firms, and other organisations believed to be capable of implementing block areas. It was recommended that the competition team also include an artist, and an artist bank was created for artists interested in the subject. Among the companies entering, the field of competitors was narrowed according to the following pre-selection criteria developed in the Beyond Vuores project:

Verification of competence (fulfilling legislative obligations, meeting skills and technical requirements, fulfilling economic requirements)

Determination of preference for the various implementers (implementation organisation, references, production requirements)

Evaluation of individual planners chosen for the team (references, competition history)

Fourteen teams entered the block planning competition covering planning, allocation of plots, and implementation according to the instructions, and these were divided up so that there were three or four teams competing per block. The competitors competed under pseudonyms.

The competition programme did not specify the materials used for the front of buildings and roofing, or other building details. Instead, it was hoped that the competitors would come up with innovative solutions creating a distinctive and coherent block. Important aspects for consideration in planning were creation of both public and block-specific urban space, an appropriate relationship to nature, and attention to significant natural elements such as topography.

### 3.3 The result

Overall, the level of the competition was very high, and the results were excellent. Among the competition entries, there were proposals with potential to be utilised on other sites in Tampere. As encouraged in the competition programme, all proposals included artistic aspects. In some proposals, the artistic element was quite significant.



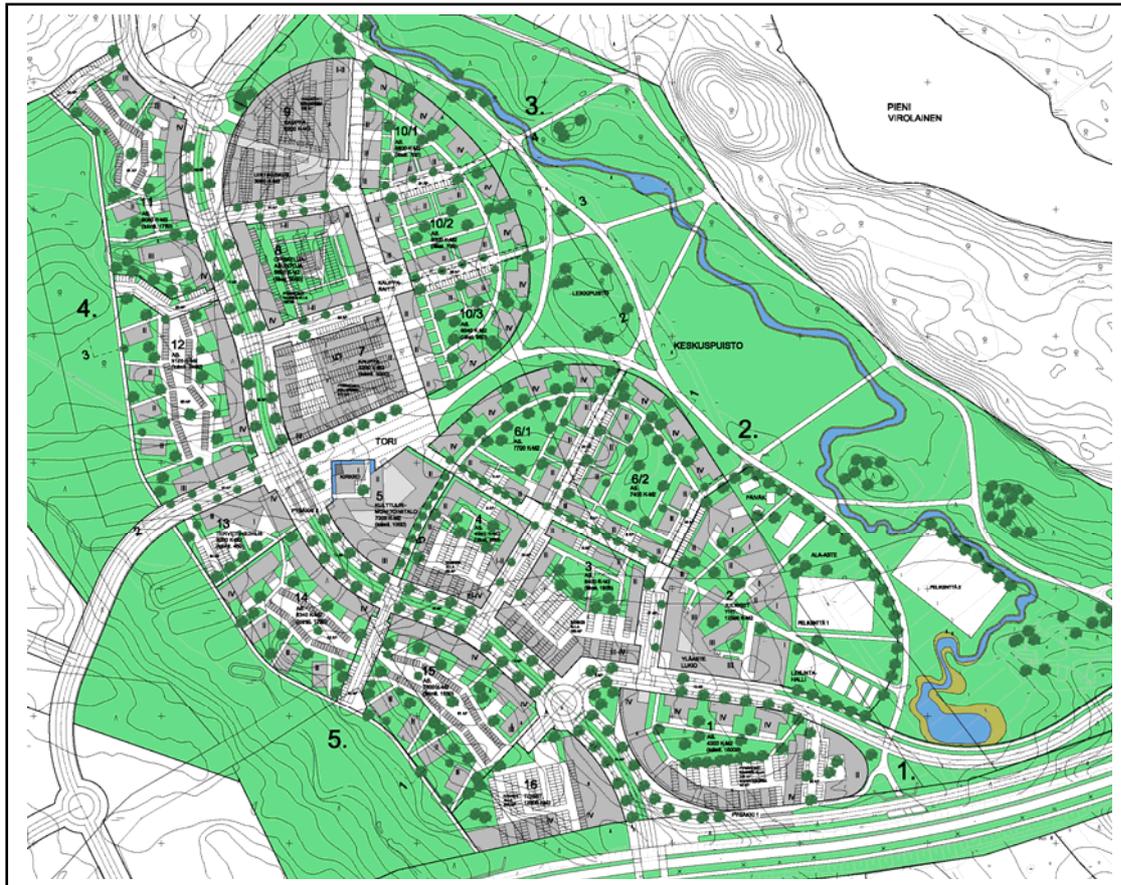
**Figure 4:** Example pictures / block designs.



## 4. VUORES CENTRE

### 4.1 General

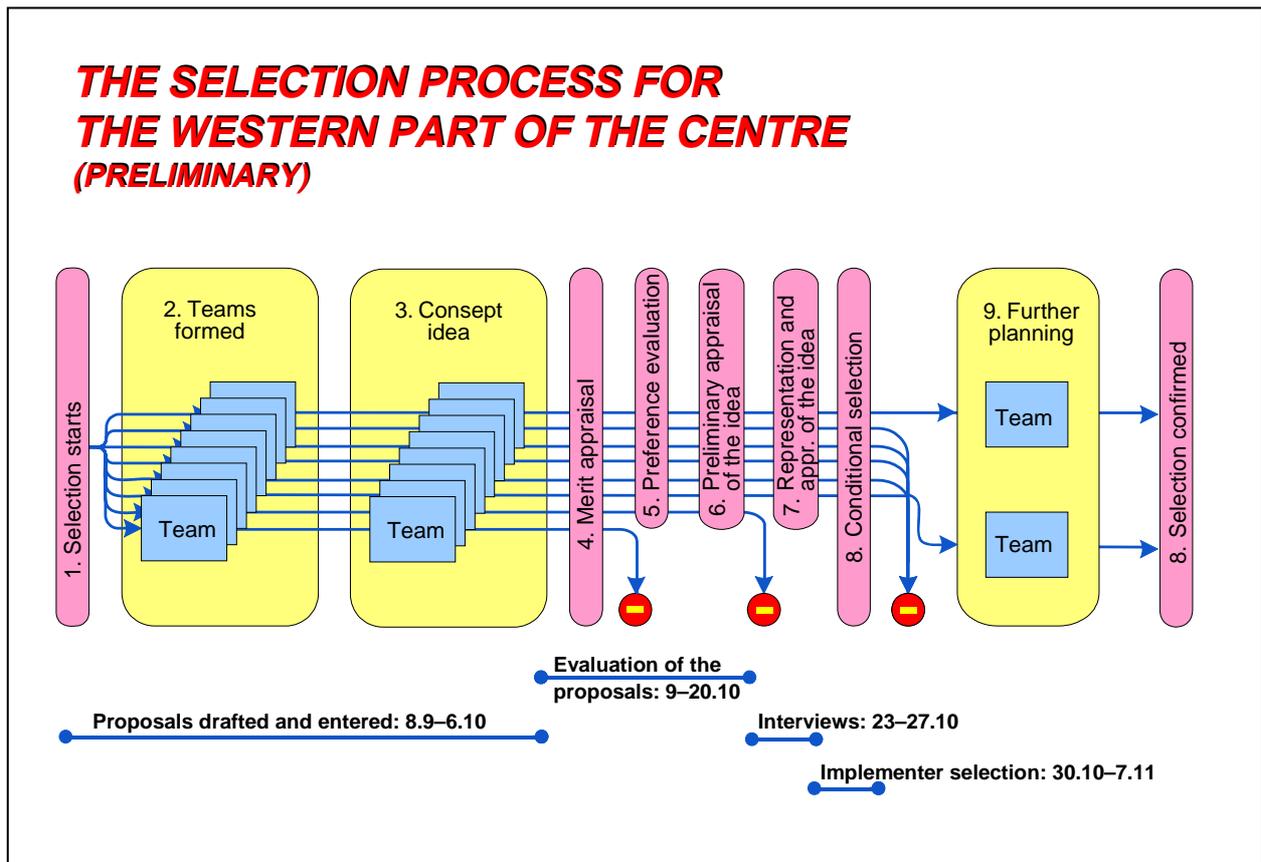
The centre of Vuores is the most important factor in terms of the formulation of the identity of the whole area, and, because of this, special attention has been paid to its design and implementation. The site planning process for the Vuores centre was started in 2006. The planning is based on the architectural competition held in 2005. The first part to be planned and implemented is going to be the western part of the centre area. The first resident-oriented blocks implemented are located to the west side of the boulevard in Vuores.



**Figure 6:** The Vuores centre plan draft (Citta).

For the basis of the implementation of the centre, a new PPP model, based on the Mäyränmäki area 'planning partnership' model but more simple, has been developed. The aim of the selection procedure is to find the actors and ideas with the best potential to continue the design and planning of the area. Once the site-specific development plan is ready, the plots of the area should be allocated to implementers chosen according to the procedures specified.

A particular challenge for the buildings to be constructed along the Vuores boulevard are the commercial and office premises to be taken into consideration in planning the ground floor of the buildings. Other challenges include parking solutions, implementation of the blocks in phases, and questions concerning the cityscape. The selection procedures are open to developers, building firms, and other organisations judging themselves capable of planning and implementing block areas. The selection is based on the skills and references of the groups of companies, as well as on the concept-level solution proposal prepared by the entrants for the area in question and to be supplied to the organiser on entry for the selection process.



**Figure 7:** The selection process for the western part of the centre / VTT.

## 4.2 Appraisal of merits

For the purpose of merits' appraisal, the companies participating in the selection procedure must supply company reference information with respect to the field of activity in question, a faithful account of the quality assurance level of the company, and their annual report and accounts for the past three years. The requirement applies separately to each key party: the planner, the contractor, and the developer.

## 4.3 Preference evaluation

For the purpose of preference evaluation, companies participating in the selection procedure supply material based on which the competition organiser's group of experts can evaluate expertise and the potential of the group of companies to implement the block areas in question. At minimum, the material should cover the following points:

- Key implementation companies and their operational links
- The companies' level of experience with the building type in question and the most similar forms of implementation
- The companies' previous mutual activity and co-operation relationship
- The references and competition history of the planner
- The references and possible customer feedback or other quality assessments of the implementers
- The procedures for quality assurance and other operational control

At their own discretion, the companies may address other, relevant factors not mentioned on the list. However, the information should be presented in a such a way that the organiser can verify its validity; if necessary, they should, for example, include contact information for the giver of customer feedback. The form of the material is free.

## 4.4 Concept proposal

For the purpose of ensuring comparability, all entrants adapt their solution to the south part of the block south-west from the market square, no matter which areas the group of companies in question is interested in. The solution proposals should express the implementation idea. While the form of the proposal is free, the actual construction plan must include the following plans:

- 1:500 site layout describing the arrangements within the blocks and connection to the immediate surroundings. The illustration includes the purpose of use of the buildings and their number of floors, parking arrangements, fairways, common and play areas, plants, waste management, and other service functions, as well as any canopies, fences, and other such structures.
- 1:250 facade sketch, showing the view seen from the direction of the market square and showing both the building facade and the relationship with the surrounding streets in such a way that at least portions of the adjacent blocks are visible.
- 1:250 floor plan example of a street-level staircase representative of the site.

In addition to these items, the entrants are requested to supply a description of the general justifications of the solution and how it interrelates with the special challenges of the given site. At the business idea level, the description must also specify the price level of the residences and the form of housing as well as the estimated implementation schedule.

## 5. CONCLUSION

Public private partnership (PPP) procedures will be used in various ways in the development of Vuores. The planning process of the first residential area, called Mäyränmäki has been based on the planning competition, in which 14 developers and their architects and other planners were competing for five residential blocks. As a result 6 developers were selected to implement the area. The planning process carried out in cooperation with the developers in Mäyränmäki is a new PPP solution in Finland. The developers are responsible for taking care of the municipal utilities as well as constructing the dwellings.

The centre of Vuores is the most important factor in terms of the formulation of the identity of the whole area and, because of this, special attention has been paid to its design and implementation. PPP will be used in planning and implementing the residential blocks but also the blocks, which have been reserved for the public services such as a church and a library, or the private service blocks.

The planning and building of Vuores are still under way. The planning stage is going to last until 2012. The goal is to develop new PPP models to be used in the implementation of the Vuores project. The first of these are the operations concepts developed in implementing the Mäyränmäki residential area and the Vuores centre area.

On the basis of the experience gained, the Vuores PPP models shall be based on the following principles:

- The implementers/developers are chosen in the early stages of the planning process.
- The selection process is based on lightweight idea competitions and references of the groups of companies.
- The city planner and developers work side by side and co-operate in order to benefit from each other's work.
- In the planning process, the final power of decision remains with the city.

The benefits of the PPP models in developing the new city quarter are that:

- The city is able to choose the best implementers for each site.
- Co-operation starting in the early stages of the planning process means that the plan is not too binding, that it leaves room for possible planning and building innovations.
- The planning process receives ample resources, with the planners of the developers participating in the planning alongside city planners.
- The overall schedule for the projects can be cut down with the project planning of the implementers starting alongside the drawing up of the plan.

## **BIOGRAPHICAL NOTES**

Mr. Pertti Tamminen was born in 1950 and graduated from the Department of Surveying at Helsinki University of Technology in 1975. Since 1976, he was employed at the Tampere Branch Office of Plancenter Ltd. as a planner and project manager in town and land-use planning tasks. Since 1985, Mr. Tamminen was Head of Branch Office. His tasks have included extensive master planning and urban planning projects both in the capacity of planner and project manager. Since 2002, Mr. Tamminen has been working in the Mayor's Office of the City of Tampere as Director of Vuores project. Vuores is a new urban quarter which will be developed during the years 2006-2015 in cooperation with Tampere's neighbouring municipality Lempäälä.

Mr. Tamminen is member of the Finnish Association of Surveyors and the Finnish Association of Urban and Regional Planners.

## **CONTACTS**

Pertti Tamminen  
City of Tampere  
Frenckellinaukio 2 B  
Tampere  
FINLAND  
Tel. +358400638218  
Fax + 358207166193  
Email: [pertti.tamminen@tampere.fi](mailto:pertti.tamminen@tampere.fi)  
Web site: [www.vuores.fi](http://www.vuores.fi)