



# **Part 1: Introduction and description of process**





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### 1. Introduction

#### 1.1 Background

Central government, the Overijssel provincial authority and the municipality of Enschede have been working together since 1 June 2007 on the development of the area where the former Twente airbase is located. For their joint account and risk, they together set up a project organisation called 'Vliegwiel Twente Maatschappij' (VTM i.o.) to prepare the establishment of a development company that will develop the area. The mission of VTM i.o., currently in the process of being registered, is 'to transform the present airbase into a flywheel for an economically stronger and more sustainable Twente'.

In autumn 2008 a report by Vliegwiel Twente Maatschappij (VTM i.o.) entitled 'A Flywheel for Twente' (Een Vliegwiel voor Twente) was discussed by the Municipal Council of Enschede, the provincial executive of Overijssel and the Ministerial Principals' Consultation Forum of central government. VTM i.o. was given the task of elaborating layout plans A and B into two spatial development strategies.

VTM i.o. was asked to indicate by means of transparent argumentation which of the two spatial development strategies will ultimately be best for Twente. This assessment must be compatible with the mission of VTM i.o.. This report fulfils that task.

#### 1.2 Planning area & study area

The government-owned land of the former Twente airbase is situated in the triangle between the towns of Enschede, Hengelo and Oldenzaal. This area consists of the airbase (414 ha), Zuidkamp (43 ha), Prins Bernhardpark (10 ha) and Overmaat (1.5 ha). The Ministry of Defence continues to use a few clusters in the area, including

the southern part of the airbase and a centrally located part of Zuidkamp (totalling approximately 23.5 ha). This gives the planning area of the government-owned land to be developed a total size of approximately 469 ha See illustration 1.1.

Outside the government-owned land, some sites around the airbase (approximately 157 ha) and the area north of the airbase adjacent to the A1 motorway and the Amsterdam-Berlin railway line (approximately 90 ha) were made subject to the provisions of the Municipalities (Preferential Rights) Act. These areas were examined in more detail to accommodate development programmes and accessibility before they could be acquired and used for the planning area. The plots of land essential for fulfilment of the plans will be put into the area development company. The maps of the two spatial development strategies show the definitive planning area. See part 4 of this report.

Outside the planning area and the plots of land covered by the Act, VTM i.o. has defined a study area for the purpose of analysing the planning area in a wider context. The study area is the point of departure for parts 2 and 3 of this report (Spatial inventory and Policy frameworks). (III. 1.1)

#### 1.3 Planning process

Under the new Spatial Planning Act (which entered into force in July 2008), a spatial development strategy is a strategic policy document that makes pronouncements about the spatial developments desired in a certain area. This policy instrument has replaced three other instruments, namely the Key Planning Decision (central government), Regional Plan (provincial executive) and Structure Plan (municipality). The spatial development strategy sets out the development framework for an elaboration

into regulations, planning maps and explanatory notes of a zoning plan.

VTM i.o.'s remit is to advise, based on two spatial development strategies, on which of the two spatial development strategies provides the economically, financially and ecologically most desirable spatial, programming and financial framework for developing the Twente airport area and surroundings. VTM i.o.'s advice to its stakeholders is based on the building blocks of (1) a qualitative assessment and (2) a quantitative assessment of the two spatial development strategies:

- The qualitative assessment is based on the degree to which the spatial development strategies are compatible with the policy objectives as formulated in 'A Flywheel for Twente' [59, p.12]. The spatial development strategies also need to be as compatible as possible with the policy objectives of central government, the province and the municipalities. An opportunities map for sustainability in the development of the two plans will also receive a great deal of attention.
- For the quantitative assessment, VTM i.o. uses a multi-criteria analysis (MCA) to weigh up the plans based on the scores obtained for environmental effects, economic effects and financial results. The environmental effects and the economic effects of the two plans weigh equally in the multi-criteria analysis for 40%. The input for the environmental effects and economic effects will be determined by an Environmental Impact Assessment (EIA) and a Costs/Benefits Analysis (CBA), respectively. The financial results have a weighting of 20% and will be determined by the VTM i.o. land exploitations. The CBA, like the MCA an integrated assessment tool, is used separately to the benefit of this quantitative assessment of the recommendations.

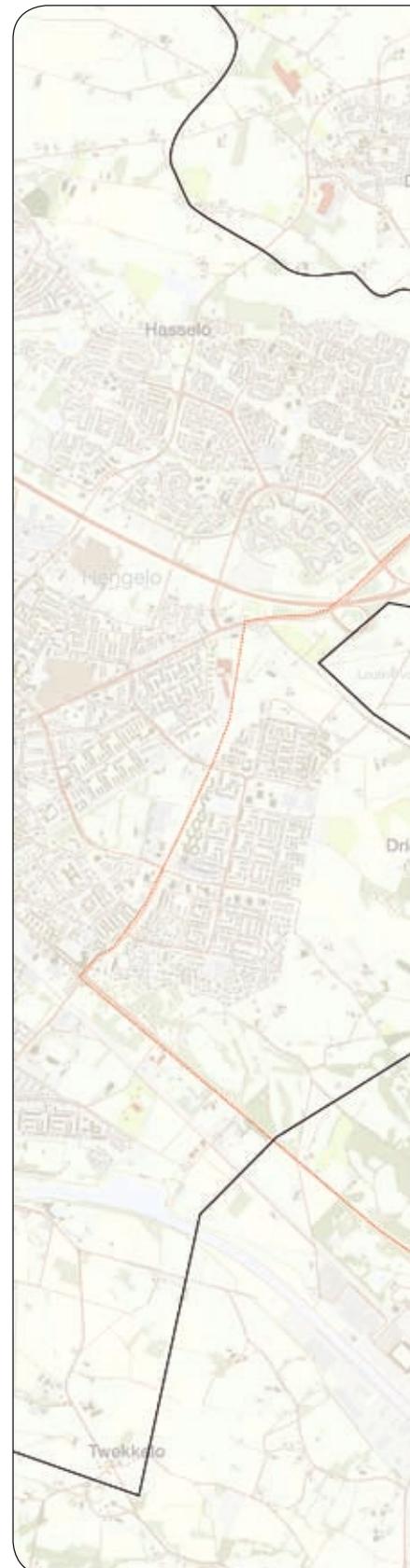
At each step in the planning process the

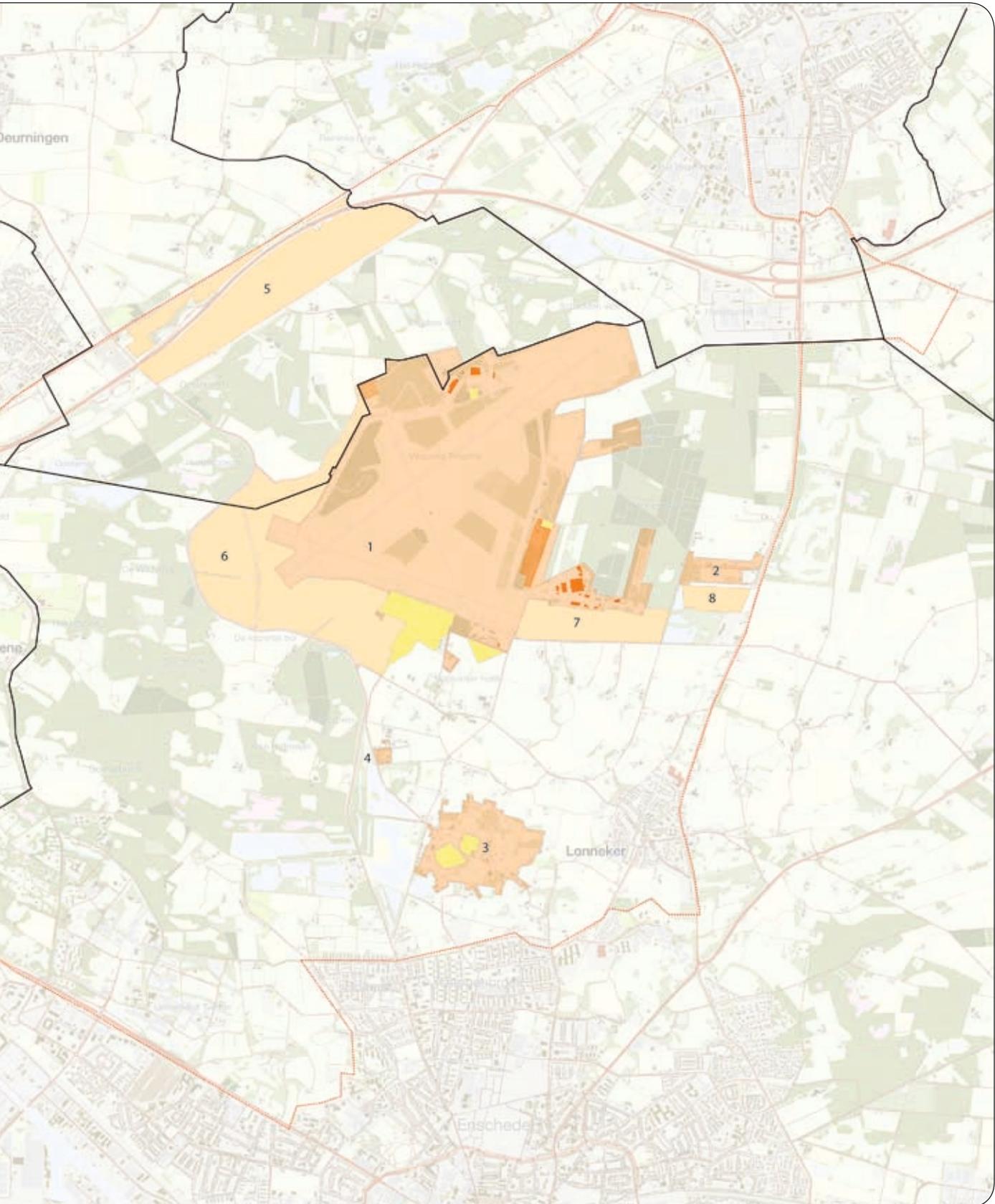
**Illustration 1.1: Study and planning area for developing Twente Airport area and surroundings.**

	Government-owned land: to be developed	
	Subject to Municipalities (Preferential Rights) Act ('the Act')	
	Government-owned land: continued use by Min. of Defence	
	Study area	

1	Former airbase	414,87 ha
2	Prins Bernardkamp	0,42 ha
3	Zuidkamp	43,00 ha
4	Overmaat	1,70 ha
5	A1 subject to the Act	90,38 ha
6	Weerseloseweg, subject to the Act	118,93 ha
7	Oostkamp, subject to the Act	28,40 ha
8	Prins Bernardkamp, subject to the Act	9,29 ha





environmental effects will be described in accordance with the recommendations made by the Environmental Impact Assessment Committee. In a previous phase an impact study was published [5x] and the EIA Committee subsequently gave its advice on the report. In the current phase, a planning EIA will be produced, describing the effects on matters such as landscape, traffic, external safety and noise.

The CBA will identify all the effects that the alternatives will have on prosperity. To allow comparison they will be expressed in monetary terms as far as possible. Therefore, the CBA will not be confined to the financial/economic effects, but will also factor in social effects such as employment opportunities, mobility, surroundings/environment and so on.

The planning process will also address sustainability, by working out an opportunities map for the area development presented in the two plans.

## 2 Planning process and public participation

### 2.1 Introduction

This chapter describes the reason for setting up VTM i.o.. Three public parties are cooperating in VTM i.o. with a view to developing the targeted area in Twente. It is fairly unique for three public parties jointly to take on the orchestration of a project of this kind. Similarly, the way non-governmental organisations are participating in this process is exceptional. The approach adopted is entirely in line with modern views of participation as propagated by the Dutch Cabinet (Elverding Committee).

### 2.2 Process to June 2007

A process to privatise Enschede Airport Twente (EAT) was started in 2000 because of the discontinuation of subsidies from central government and the provincial and municipal authorities. Central government said it would make available a lump sum on condition that a private investor makes a substantial investment and the region assists in the privatisation. An important precondition for a business case is that EAT can make civil co-use of the military facilities. On 8 April 2003, the Enschede municipal council approved privatisation of EAT, subject to certain conditions, and made available a budget for this purpose. The Overijssel provincial executive had taken a similar decision in February 2003. The surrounding municipalities agreed to provide a contribution per inhabitant, additional to the investments from the business community. On 26 June 2003, the privatisation of EAT was set down in a participation agreement [9x].

The Ministry of Defence unexpectedly announced on 23 June 2003 that military activities at the Twente airbase would be terminated in 2007 at the latest because of proposed spending cuts. The municipality of Enschede and the local business community responded to this news by studying the feasibility of a relaunch for the airport. An important reason for this study was the loss of around 1,100 direct jobs and 1,700 indirect jobs in the vicinity [55x]. On the initiative of the Chamber of Commerce and others a synopsis was produced of the chances of such a relaunch [7x].

The study conducted by ACM/DHV [13x] concluded that a relaunch was possible for EAT, subject to certain conditions, even after closure of the military airbase. The municipality of Enschede - both the executive and the council - attach great importance to the airport as an important factor for the establishment of businesses

in the area and as a driver of employment opportunities. The Enschede municipal council gave the go-ahead on 20 December 2004 for a relaunch of a commercial civil airport variant in combination with commercial business and recreational air traffic. The Enschede municipal council laid down in that decision a number of frameworks for the functioning of the airport.

The Overijssel provincial authority and the municipalities of Hengelo and Oldenzaal gave their conditional approvals in February/March 2005 and the municipality took the first steps towards the relaunch of the airport.

In the subsequent process there was a large difference between the asking price of the Ministry of Defence and the value assigned to the land by Enschede. In February 2006, the Enschede municipal council debated the initial exploratory steps. Redevelopment of the airport was the central consideration [20x]. It was pointed out that the redevelopment of the Twente airbase was a supra-local project. The municipality of Enschede was already working closely with the Overijssel provincial authority and regular civil service and administrative consultations were organised with the municipalities of Hengelo and Oldenzaal.

Several new facts relevant to the redevelopment of the airport emerged in spring 2007. Firstly, the negotiations between the municipality and central government about the transfer of ownership of the airport had failed to produce a result. The differences of view about costs, revenues and risks were very considerable. Secondly, the EIA Committee had made recommendations about the guidelines for the EIA study, an important precondition for the project. The EIA Committee took the view that, contrary to the examined proposal, it was also necessary to study the variant without aviation activities.



### 2.3 Process from June 2007 to the present

A new approach was adopted to the project in 2007. The first change of direction was that Enschede would no longer be independently responsible for redeveloping the airport, but that central government, the municipality and provincial authority would jointly take on the development challenge. The first step in this direction occurred on 1 June 2007 with the establishment of a joint project organisation (VTM i.o., registration pending) with as its stakeholders central government (40%), the Overijssel provincial authority (20%) and the municipality of Enschede (40%). The central government representative is the State Property and Development Agency (RVOB). In this phase the Ministry of Finance is the central government principal in relation to RVOB. Both the provincial authority and the municipality and central government provided a project director for VTM i.o..

The administrative consultative forum controls VTM i.o.. This forum consists of the Mayor of Enschede (chairman) and the alderman responsible for Economic Development and Youth & Education of the municipality of Enschede, the member of the Overijssel provincial executive responsible for Land, Housing & Environment and the Director of GOB of central government. The director of the Urban Development and Management Department (DSOB) of the municipality of Enschede and the director of Strategy of the Overijssel provincial authority attended the talks.

Under the WEHOLD umbrella, there were administrative and civil service consultations with the Regge and Dinkel water board and the municipalities of Enschede, Hengelo, Oldenzaal, Losser and Dinkelland.

From this time on VTM i.o. started working on development scenarios with and without an airport function. Four models were presented in spring 2008. They were:

- Eco-park Twente; a concept without airport, with extensive buildings and a heavy emphasis on nature;
- Resortpark Twente; a concept without airport, with a more intensive programme, with central place for Care, Cure, Leisure and Wellness;
- Airpark Twente; a concept with an airport, but leaning mainly towards general aviation, housing and leisure functions;
- Airport Twente; a concept with a compact commercial civil airport set in green.

A large number of non-governmental organisations (representing both supporters and opponents of an airport) additionally produced a fifth model, i.e. one without an airport, called T-Xchange. The models were whittled down from five to two in mid-2008. The five models were examined by means of a multi-criteria analysis, based on their scores for environmental effects [5x], economic effects and financial results. The 'T-Xchange' model and the 'compact airport set in green' obtained the best scores. On the strength of this outcome, VTM i.o. put forward its first formal recommendation entitled 'A Flywheel for Twente' [59]. This advisory document contains proposals including elaborating the two layout plans with the best scores into spatial development strategies.

In autumn 2008, the Enschede municipal council, the Overijssel provincial executive and the Ministerial Principals' Consultation Forum of central government adopted the recommendation made by VTM i.o., based on information evenings, public inspection of the proposals, a response memorandum written by VTM i.o. and an assessment made by the EIA Committee. It was agreed to elaborate the plan called 'De Twentse Basis' of Stichting Alternatieven Vliegveld Twente as a potential embodiment of the plan without an airport.

### 2.4 Involvement of councils and executives

From the change of direction in June 2007, VTM i.o. embarked on a path to seek a further consensus with the councils of the surrounding municipalities and the Overijssel provincial executive. Among other things the municipal council members and the provincial executive members were able to examine on-site the T-Xchange process with non-government organisations and received further information at the kick-off session in June 2008. The VTM i.o. quartermasters took time out to explain the area development process at municipal council and provincial executive meetings and meetings of their committees. The same occurred with the neighbouring German municipality of Bad Bentheim, with which a few meetings were held about the plans.

### 2.5 Public participation

From 2005 onwards, the municipality of Enschede and the Overijssel provincial authority began organising a Public Platform, a consultative structure in which about 35 organisations participate. The platform is actively involved in developing the Twente airport area and surroundings.

VTM i.o. organised the participation process in the following way:

- intensive exploration of the ideas and wishes of 35 non-governmental organisations. The working structure of T-Xchange that leads to the embodiment of those wishes in a supported development of the area with the layout and addition of functions;
- support by the VTM i.o. project organisation and interim exchanges with the working process of VTM i.o..

#### Outcomes of the process:

- the T-Xchange process provided a basis for cohesion in the ideas

and wishes of non-governmental organisations for development of the area without an airport;

- the greenish blue skeleton is the carrier of the rural and urban development embodiment and also the carrier of the airport variant;
- an open and intensive participation process, with the outcome being factored into the next phase; T-Xchange will be elaborated into layout plan A.

### Structure plan phase

In the spatial development strategy phase, the participation process was continued in a new form from September 2008. The objective was to mobilise the involvement of relevant non-governmental organisations and interest organisations representing the Twente business community in an equivalent elaboration of layout plan A (including De Twentse Basis) and layout plan B into spatial development strategies. This was done by way of continuation of the T-Xchange process, by means of which the organisations in the Public Platform had formulated their joint objectives.

### Participation

A participation workgroup was established consisting of the following participating organisations: Chamber of Commerce, Landschap Overijssel, Natuurmonumenten Foundation, Stichting Alternatieven Vliegveld Twente (SAVT), Stichting Lonnekerland, VNO/NCW (Confederation of Netherlands Industry and Employers), Oost NV (agenda member providing input via the Chamber of Commerce).

The participation workgroup discusses the process of developing the area, including the status of market consultations, the drafting of spatial development strategies, studies, workshops, sustainability, economic debate, memorandums for EIA, CBA and similar, and provides input for the process and content.

At the organised workshops, drawings and calculations were made for various spatial

issues together with members of the Public Platform, Participation Workgroup and Water Board. The subjects chosen applied to both spatial development strategies. The participants received support from designers, planning economists and VTM i.o. staff. Examples include restoration of brooks, Zuidkamp, A1 Zone and Oostkamp. Atelier Overijssel was involved in preparing and carrying out the design workshops with the Public Platform. Similar design workshops were held with businesses so as to examine possibilities for embedding their concept in one of the two or both layout plans. A separate workshop was held to examine the embedding of the concept of De Twentse Basis in spatial development strategy A. SAVT decided not to participate in the workshops and design workshops.

The Public Platform meets three or four times each year. The meetings discuss such matters as developments in the participation workgroup, the current status of VTM i.o.'s work process and the planning of political and administrative decision-making.

## 2.6 Next steps

This report will be submitted to the municipal executive of Enschede, the Overijssel provincial executive and the Ministerial Principals' Consultation Forum in The Hague. After the executive bodies have chosen one of the two spatial development strategies and adopted the advice of VTM i.o., a period will start in which the proposals will be made available for public inspection. Immediately after the summer holiday period there will be debating evenings in the municipalities concerned, and in autumn the spatial development strategy is scheduled to be adopted definitively.

The full report will be submitted to the WEHOLD municipalities and they will be requested to make known their views on the report.

If spatial development strategy B is chosen, part of the spatial development strategy will concern land of the municipality of Dinkelland. This part of the spatial development strategy will then be submitted for adoption to the Dinkelland municipal executive.

