

Sea City District Gdynia, Poland

Recommendations for Shaping a Vibrant Waterfront

19–20 February 2018



About ULI

The Urban Land Institute is a global, member-driven organisation comprising more than 40,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific regions, with members in 76 countries.

The extraordinary impact that ULI makes on land use decision making is based on its members sharing expertise on a variety of factors affecting the built

environment, including urbanisation, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. In 2017 alone, more than 1,900 events were held in about 290 cities around the world.

Drawing on the work of its members, the Institute recognises and shares best practices in urban design and development for the benefit of communities around the globe.

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About ULI Europe Advisory Services

The ULI Europe Advisory Services programme leverages the land use expertise of ULI members and urban experts to help communities solve complex land use challenges. Advisory Services allows ULI to deliver our mission while also providing an opportunity for our members to engage and serve. Advisory Services also serves as a cross-cutting platform to explore new urban development ideas and strategic partnerships between cities and countries.

The goal of the ULI Advisory Services programme is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programmes, and policies. Since 1947, this programme has assembled well over 700 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management

strategies, evaluation of development potential, growth management, community revitalisation, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organisations have contracted for ULI's advisory services.

A major strength of the programme is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfilment of the mission of the Urban Land Institute, this Advisory Services workshop report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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Introduction

In February 2018, ULI Europe convened a two-day advisory workshop in Gdynia, Poland. The city is in the midst of a major waterfront regeneration project, Sea City, that will see the conversion of 71 hectares of waterfront land integrated into the adjacent city centre. The city has direct control over only one part of this development, the one-hectare site at the end of the old Fishing Pier. The city asked the ULI advisers to give their recommendations about how to maximise the benefits to the city from the redevelopment of the waterfront, align the actions of many stakeholders involved in the future redevelopment of Gdynia waterfront, and attract investment.

This report begins with an overview of the study site, including a review of the Fishing Pier and Sea City waterfront district. It then presents the advisers' main observations about the city's challenges and opportunities and concludes with a summary of recommendations.

Background and the advisory workshop assignment

In 1920, the Polish government built a major seaport in Gdynia, which at that time was only a small village. Today, Gdynia, with a population of 246,600, is a major seaport and home to a large naval base. Gdynia is part of the Tri-city Agglomeration of Gdańsk, Gdynia, and Sopot, which together have a population of over 1 million people. It is located in the Pomorski (Pomerania) region on the Baltic Sea. The region is an international transport corridor and the meeting point for trade from Scandinavia, Europe, and more distant parts of the world.

From 1936 to 2006, the majority of Gdynia's waterfront belonged to the Port of Gdynia. In 2006, the Polish government changed the boundaries of the port, making a large area of land adjacent to the existing city centre. This area is being developed as the Gdynia Sea City district and is home to the Fishing Pier site that was the focus of the event. Sea City will be a new district adjacent to the Bay of Gdańsk. Ninety-nine per cent of the 71-hectare (175 acre) Sea City area is in private hands or is the asset of the Treasury and is managed by their companies. The city influences the shape of public spaces and infrastructure development. Only one hectare, a site at the end of the old fishing pier, is under the control of the city. The city would like to see the site developed in a way that contributes to creating a rich, vital district in Sea City.



The assignment and approach

Gdynia asked ULI to conduct an advisory workshop focusing on the Fishing Pier site in Sea City.

The city asked the advisers to respond to the following questions:

- What should be built at the end of the Fishing Pier in Gdynia Sea City?
- How can Gdynia enhance Sea City's vision and attractiveness as a place to live and visit?
- What can Gdynia do to help investors achieve their goals and how can the interests of the city and investors be aligned?

Over the two days, advisers toured the city and Sea City by bus, and spoke to over 50 stakeholders involved in the project, in interviews and roundtable sessions. This included a cross section of city officials, business representatives, developers, investors, architects, and citizens. In their short time in Gdynia, the advisers evaluated the existing plans for the Fishing Pier and Sea City in their wider city and regional context, including what potential economic and placemaking opportunities can come from the waterfront. The international advisers



■ Gdynia ■ Nauta ■ Yacht ■ Waterfront ■ New (Nowa) Marina
● End of Fishing Pier Site Area

from Belfast, Liverpool, Mainz, Offenbach, and Pittsburgh each presented about their experiences redeveloping their cities and waterfronts; an additional presentation focused on the approaches that investors take when evaluating cities. Important lessons from the advisers are integrated throughout this report.



The Sea City story – key observations

Through their interviews with local stakeholders, the advisers investigated the city's governance structures and mechanisms as well as the key social, economic, and political trends that affect the Sea City development. This context informed the advisers understanding of the key opportunities and challenges for the city, which in turn informed the recommendations presented at the end of this report. Below we set out the key factors that, in the view of the advisers, will shape the options and opportunities for Sea City and the Fishing Pier site.

Current situation

GDYNIA'S POSITION AND STRATEGY

Gdynia is a city with many important assets, including a strategic location and good transportation links. Central to Gdynia's attractiveness is its high quality of life. Located between a forest and the sea, the physical environment both is attractive and provides a natural barrier to the kind of urban sprawl that is a challenge for other cities in Poland. The city's attractive location, combined with good rail and road connections to Warsaw, has also made it a popular destination for holidaymakers from the centre of Poland. The tourism industry is also supported by the cruise port terminal, which brings 100,000 passengers a year to Gdynia.

In 2017, Gdynia developed a strategic urban plan, Gdynia 2030. This strategy document will guide the city's decisions and policies geared towards a sustainable social, economic, and spatial development in the coming years. This strategy, which was informed by a series of workshops, panels, a survey, and interviews with relevant experts, established a new vision for the city.



The city, together with commercial investors, hopes to create a prestigious, modern seafront district combining residential and business functions as well as leisure services, all located within walking distance of the City Beach. This district, which is called Sea City, will be a new district of Gdynia situated in the very centre of the city, with direct access to the Bay of Gdańsk. Gdynia's city planners estimate that Sea City will become home to 8,000 residents over the next few years and serve as a place of work for an additional 4,000 people. This will require doubling the residential and service area within the city centre. The city plans to develop approximately 500,000 square metres (5.3 million sq ft) of office and commercial space and 500,000 square metres (5.3 million sq ft) of residential space. The transport network for the area has already been designed but not yet implemented.

ECONOMY AND CONNECTIVITY

Gdynia is well connected to Gdańsk, Sopot, and other local centres by rail services, meaning that residents are part of a wider urban agglomeration, economy, and job market of 1 million people. Gdynia is an important seaport and a logistics and transport hub. The maritime industry, logistics, and freight forwarding companies are an important sector in the economy. Fifty per cent of all logistics and freight forwarding companies from the region are located in Gdynia. Eighteen shipyard companies are registered in Gdynia, and another 30 are registered in the region. Inland, the city has the largest science and technology park in Poland, the Pomeranian Science and Technology Park (PSTP), with a total area of roughly 76,000 square metres.

DEMOGRAPHICS

Demographic projections provided by the city show that Gdynia's population is projected to decline, due to a decrease in the birth rate and a greater outflow than inflow of permanent residents. The population is also projected to age, with the number of young people declining and number of retirees growing. Despite these projections, the city is optimistic about its potential to attract new residents.

GOVERNANCE

Poland has four levels of government: national, regional (*Voivodeship*), intermediate (*Powiat*), and local/municipal (*Gmina*). Gdynia is part of the Pomorskie (Pomerania) Voivodeship. In this system, municipalities are the main actors in spatial planning and have responsibility for creating and approving Local Spatial Development Plans, which are legally binding. They are also responsible for public space and infrastructure development. Municipalities in Poland have limited revenue-raising powers, and do not commonly use financial tools that allow the city to take advantage of the increases in land value that come from urban regeneration (known as land-value capture). With the exception of the site at the end of the Fishing Pier, the city is also not allowed to invest in Sea City or act as a developer.

PLANNING

The city grants building permits, which give permission to commence and conduct construction. Building permits are valid for three years.



SEA CITY

Sea City occupies 71 hectares (175 acres) and is projected to become home to 8,000 residents and serve as a place of work for an additional 4,000 people over the next few years. The area is divided into five districts, each of which is being developed by a different entity. As a result, there are a number of important stakeholders in the Sea City project. Parts of the area are owned and controlled by the Port of Gdynia, the Polish State Railway, Polski Holding Nieruchomości (PHN), and Vastint. The city of Gdynia, which is the local planning authority, created the master plan for the district, and asked each of the landowners and developers to hold a design competition for the plans for their sites. The site/lands are all in public ownership, though the Port, Railway Company, and PHN each have their own objectives for how the land can support their corporate missions.

Challenges and opportunities uncovered

The Sea City development has the potential to build on and enhance Gdynia's attractiveness by creating a large, vibrant new mixed-use urban district between the sea and the city centre. Its unique opportunity will help shape the future of the city. Key characteristics such as the city's distinctive modernist architecture, its maritime history, and its naval identity also were recognised.

However, over the course of the two days, the advisers learned about a number of challenges that the city faces in achieving its objectives. This section presents the challenges that the advisers believe are the most important. Suggestions for overcoming these are summarised in the recommendations segment of the report.

LEADERSHIP AND VISION

Decision-making powers and responsibilities for the Sea City area are divided up among a number of different people and organisations. To be successful, large urban projects require one organisation to take



overall responsibility for providing stable, long-term leadership. The conversations revealed opportunity for greater clarity and confidence on the intentions of the master plan. The city is experienced in using its land use planning powers to exert its influence over proposed developments, within the confines of the agreed master plan. In convening this advisory event, the city demonstrated its ability to bring together the wide group of stakeholders who are involved in the Sea City project for a frank and honest conversation about the project. Many of the people the advisers spoke to were very happy that the city had done this and would like the city to continue to take on a leadership role in the Sea City project for the long term.

COMPLEX GOVERNANCE AND THE NEED FOR TRANSPARENCY

The governance and management of the Sea City project are complex, with a large number of different actors and agencies involved. Each landowner has their own ideas and objectives that at times do not appear to support the city's overall vision for Sea City. During the workshop, the advisers focused on learning about the full range of organisations involved in the project, the current status of each proposed development, and how the visions for each individual area of Sea City contributed to achieving the overall vision for the project.



LIMITED FINANCES AND THE NEED FOR BUILDING PARTNERSHIPS

Fragmented partnerships and limited city government finances emerged as important strategic issues. As is common in many other cities and projects of this type, public and private goals are not always the same. Aligning the interests of the city and investors will be an important part of this project. These can be resolved through a transparent and collaborative working relationship, which is discussed further in the recommendations below.

PUBLIC PERCEPTIONS

In interviews with members of the local community, the advisers discovered that public perceptions, and fears, about the Sea City district were shaped by their experience with how other recent developments were carried out. In particular, many people mentioned that the apartments in Sea Towers are not owned by local residents, but by people from the centre of Poland. According to interviewees, a significant percentage of flats stay empty or are rented on a daily or weekly basis. In addition, the observation deck is open only to residents despite the fact that the city negotiated that this would be

open to the public when they granted permission for the development. Based on the Sea Towers experience, there was a clear concern that the planned residential growth would turn the city into a seasonal economy that would in effect split the city into two, with the waterfront becoming a place for out-of-town visitors rather than residents. People expressed the hope that the fishing pier site would become a public place for residents of the city and the authorities of Gdynia are in agreement with this.

EXTERNAL LEGIBILITY – TELLING A CLEAR STORY

The advisers felt that an opportunity existed to more clearly set out the Gdynia and Sea City “brand” in a way that would be attractive to foreign investors. Gdynia has many assets, including its proud maritime history and the passion that its residents feel for their city. Gdynia also presents itself as being one of the most liveable cities in Poland. These advantages can be pulled together into a clear story about why people might want to live and/or work in Gdynia and Sea City. The Gdynia brand could also benefit from even stronger tri-city collaboration among Gdynia, Gdańsk, and Sopot.

CLIMATE

Many interviewees mentioned that the site at the end of the Fishing Pier was likely to be extremely windy and cold for large parts of the year. Plans for the site and the overall master plan for the Fishing Pier will need to account for local climate and the microclimate on the site; a vital, lively 365-day-a-year space may need to be at least partly indoors.

PORT EXPANSION

The Port of Gdynia, which plays an important role in the city's economy, has developed a proposal for a substantial expansion on a site adjacent to the Fishing Pier. If it proceeds as planned, the development would have a substantial impact on the environment in both the Sea City District and the site at the end of the Fishing Pier. The impact not only would be noise, dust, and restricted views, but also would affect the attractiveness of the nearby city beach. The port may also purchase some of the land that was to make up the Nauta waterfront.

AFFORDABILITY

Many people the advisers spoke to said that it was very important that the residential units developed in Sea City be affordable for local people. In addition, they should be the right size to attract local people, who often want larger flats.

COMMERCIAL STRATEGY AND VIABILITY

Developers consulted during the workshop expressed concern about the requirement for a certain percentage of commercial space to be included in all buildings in Sea City. Creating a mixed-use development is essential to the future attractiveness and vitality of Sea City, and commercial and retail space must be a part of the development.

SKILLS GAP

There appears to be a need for additional expertise and skills at the city level on how to create productive partnerships with developers and tie all elements of the Sea City development together as a whole with the city.



Guiding principles for Sea City

Great cities are built on strong coalitions and partnerships. No government, no private enterprise, no parastatal organisation, no well-meaning nongovernmental organisation can do it alone. There are never enough resources and never enough capacity. But collectively, amazing visions can be fulfilled, and citizens' needs can be met. It is essential that the leaders of all the organisations involved in developing Sea City find ways to work together, step by step, project by project to promote long-term economic development and create a place for all residents. The ULI advisers have developed a set of four guiding principles that, if followed, they believe will help Gdynia to achieve their vision. Detailed recommendations follow in the next section.

THE CITY OF GDYNIA CAN LEAD

The advisers acknowledge that the city government's formal powers are limited. However, it is felt that they can still take a leading role in creating and driving an overall vision for Sea City. The advisers encourage the city to use the ULI workshop as a starting point for an ongoing dialogue. The city should convene regular forums and discussions with everyone who plays an important role in shaping a successful city district – developers, investors, and citizens. This will ensure good communication with developers and citizens, and create new ideas and opportunities. The city of Gdynia may have limited landholdings and investment capital, but this should not prevent it from playing a full leadership role in the strategy and coordination of the whole of the Fishing Pier and the waterfront redevelopment more widely.

Municipal governments frequently have less capital and land than they need to directly lead the urban redevelopment efforts that they would like to see. So, they need to use other powers to shape outcomes. These powers, which are discussed in more detail in the recommendations, include using your democratic mandate; formal planning powers; strategic coordination and convening, showcasing, branding, and narrative development; shaping co-location and clustering; and partnering powers.



Leading and driving an overall city vision: The Belfast Agenda

In 2015, the United Kingdom devolved additional powers to the Belfast City Council. These included powers over planning and economic development; it did not, however, include many of the additional powers given to other city council authorities within the UK, such as regeneration, compulsory purchase powers, local highways and transport powers, and education and housing powers. In addition, the council does not control the harbour or the port area. Despite this, the City Council led a coordinated approach to developing a city strategy, working closely and collaboratively with a wide variety of city partners, in public, private, and community sectors. Once governance, stakeholder groups, and working groups were established, together they produced the Belfast Agenda, a shared plan for the city up to 2035.

TELL THE GDYNIA SEA CITY STORY

Competition between cities for talent, businesses, investors, and visitors is intense. Both Gdynia and Sea City must present a clear vision and brand to the world; this also needs to be relevant to existing residents. City governments, often through the person of the mayor, have an important influence on external views of the city. This can be shaped by promotion, marketing, and branding efforts and by building the “story” about itself that they city tells outsiders. This is an important mechanism to influence stakeholder behaviour because it provides the city with a means to either support or diminish initiatives that are helpful or unhelpful to the city’s wider development. Sea City Gdynia can have a compelling story, a narrative that includes and highlights the Polish maritime history and the port as a gateway to the world. This should be honed and told not only to investors and visitors, but also to the community itself, to celebrate its sense of culture.

The power of creating a strong story: Liverpool Waters

To create a sense of place, pride, and passion, Liverpool developed its city brand through a shared narrative that reflects the past, but also is rooted in the future aspirations of the city. The city, through collaboration with its residents, created a brand and narrative designed to help the city ‘tell its story and sell the place’. A compelling city story must be authentic and based on a common vision. This story and brand are a springboard to define events and initiatives that create real value for the city and its people.

MAKE SEA CITY AND THE FISHING PIER SITE A PLACE FOR ALL

Gdynia envisions their waterfront as a lively public destination and, by extension, a vibrant city. To create the kind of high-quality place seen in other waterfront cities, Gdynia must start from the human scale. Great places are those that offer something for everyone – residents and visitors, the young and the old, the wealthy and the less well-off. High-quality places where people want to live, work, and play are created by a mixture of uses that cater to the everyday needs of a wide variety of people. Crucially, at the centre of all attractive places are high-quality public spaces open to all – not just on one site, but in every part of the development.

BUILD PARTNERSHIPS

City governments that develop wide-ranging partnership arrangements are often able to achieve outcomes that would not otherwise be possible. The advisers recognise that the institutional setup for urban development in Poland creates challenges for Gdynia and all the actors involved in Sea City. The solution, in the view of the advisers, is to focus on building strong and productive working relationships and real and lasting partnerships. In this way, the city government, even without land and capital under its direct control, can take a leadership position in the development of Sea City and the Fishing Pier.

Sea City will be built on relationships, not formal government and legal structures. By working together, stakeholders develop a greater appreciation for one another’s goals. Landowners and developers can achieve a return on their investment and create attractive places to live, work, and play, and the city gets the high-quality public space it desires. Do not let existing rules and regulations constrain you; find the spaces where you can innovate and make the most of these.

Recommendations

Strategy and planning

WORK WITH REGIONAL PARTNERS TO CRYSTALLISE GDYNIA'S POSITION

Gdynia could take a stronger role in developing regional partnerships, and communicating how its links to the other cities in the tri-city area, and the wider region of Pomerania, contribute to its strengths and opportunities. Gdynia's location within the Gdańsk/Gdynia/Sopot tri-city area should be a strategic advantage, but in the advisers' view, currently "tri-city" is not a strong brand internationally. Investment in Pomerania focuses on promoting the wider region, while the individual cities promote themselves independently.

A shared approach to achieving prosperity and growth could be built on an appreciation of how each spatial layer operates independently yet feeds into one another. This will help develop a broader regional and city vision and brand. Gdynia and its neighbouring cities should work together and with the government of Pomerania to evaluate the potential benefits and opportunities for strengthening the tri-city brand. By working collaboratively, the three cities can become more competitive individually and as a whole.

DEVELOP A STRONG WORKING RELATIONSHIP WITH THE PORT OF GDYNIA

The city needs to work closely with the port to ensure that in the future it can continue to thrive, while also existing in harmony with other marine industry businesses, leisure functions, and residential districts. A partnership, or a joint vision, with the port is an essential prerequisite for the success of Sea City. This will increase investor confidence in the development.

Figure 1: The layers of a regional approach



INVEST IN COLLABORATIVE PLANNING APPROACHES AND CONVENE REGULAR FORUMS

To create a place for all, the city and the Sea City landowners and developers must continue to integrate the community, businesses, and other landowners, developers, and investors in their plans and vision. Investments in collaborative planning and placemaking will pay dividends, and will ensure that any development or change within the city is good for the whole city.

Cities that convene stakeholders regularly to look at all issues facing the city find their status can increase, as people come to appreciate the value of such meetings. Gdynia demonstrated that it can bring a wide range of people together by organising this workshop with ULI in February 2018. This should be one of a series of events that bring together the government, the community, developers, investors, and other stakeholders to discuss the ongoing progress of creating Sea City.

CREATE GREATER LEGIBILITY AND TRANSPARENCY AROUND SEA CITY

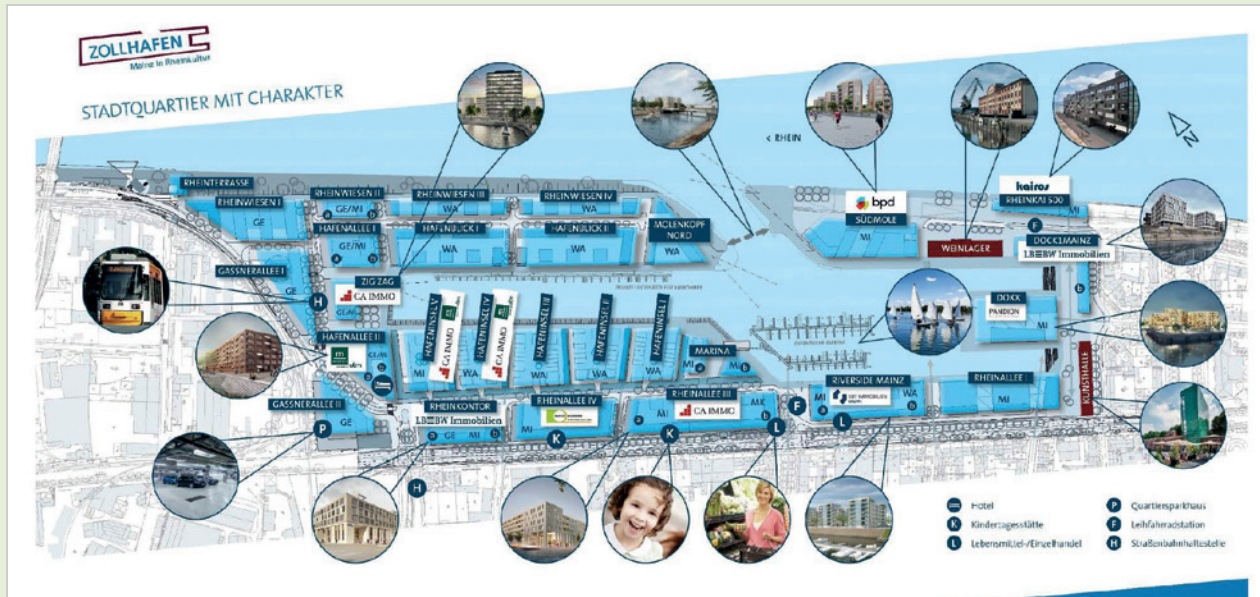
While investors like placemaking and a strong city brand or personality, they also like evidence and data. When evaluating whether to invest in a project like Sea City, investors require clear, transparent, and easy-to-understand information. While Gdynia has the Open City Data Portal and the ISO 37120 certificate for sustainable development of communities that are indicators for city services and quality of life, the city should continue public and private partnerships in sharing data and making it publicly available. This could include historic and current city performance data, occupancy rates, and rents, in order to understand future projections.

MAKE THE SEA CITY BRAND ABOUT QUALITY OF LIFE

Talented people increasingly want to live in mixed-use cities with good public transit and quality of life. Today, in order to attract talent and businesses, cities are focusing on offering a good quality of life. One of Gdynia's strategic advantages is that it offers a high quality of life combined with a relatively low cost of living. This can be supported and enhanced by connectivity, both digital and transport. This proposition should be central to all marketing materials for Sea City.

The importance of transparency: Zollhafen

Zollhafen Mainz has created a map of the master plan for the district that sets out the plans, designs, investors, and developers for the entire redevelopment area. This level of clarity and transparency allows all stakeholders, including potential investors, to quickly understand what is happening with the development. It became a central tool in first approaching investors and communicating with the public about Zollhafen. The map is updated every six months.



Zollhafen stakeholder involvement map.

MAXIMISE THE BENEFITS OF CO-LOCATION AND CLUSTERING

Although Gdynia has limited investment capital and land, it does have influence over decisions about where to locate key institutions, amenities, and functions within the city. Cities usually control some of these directly (administrative offices, sports facilities, cultural institutions, colleges, libraries, schools, museums) and have influence over others (stations, airports, hospitals, universities, etc.) and these are important powers that they need to use strategically. These powers are a mechanism to shape placemaking and concentrations of activity.

Gdynia has a film school and an annual film festival that are successful and held in high regard within the city. Working with university and tri-city partners, expanding or placing part of the school activities within Sea City, or creating other facilities that link to the school could be something to consider adding long-term value to the area, particularly over the winter months when visitor numbers may be low. As Poland overall has a strong film industry, this could be a good way to build the Gdynia brand in the tri-city area and beyond.

ADOPT A FLEXIBLE APPROACH TO ACHIEVING PLANNING GAIN/DEVELOPER CONTRIBUTIONS

The land use planning decisions that the city makes can create profit for particular landowners by allowing them to change the use, height, density, and mixes of activity on their land. In many places other than Poland, cities negotiate with developers about how to develop sites in a way that achieves the best possible outcomes. This can involve negotiations for contributions from the developer in return for planning permission. Such contributions can be developing infrastructure or public space, or delivering other things the city needs, such as social and affordable housing. Given the legal barriers to operating in this way in Poland, a deeper partnership between the city and the three major landowners, informed and guided by a clear statement of the aspirations and preferences of Gdynia citizens, may be the best way to encourage the landowners to voluntarily invest more in community benefits.

Planning gain and developer contributions: Belfast

Belfast City Council negotiates with developers within the planning process to undertake substantial public realm improvements outside of the plot of land they own. This can provide public realm improvements for existing residents, and helped the developers market their scheme. The city persuades developers to make these investments by explaining that doing so will help them obtain good press, and the high-quality public realm gives them a better platform to market to blue-chip occupiers. There are precedents of this happening outside of the planning process with the approach being a mutual and beneficial gain to all parties.

Planning and design: Sea City

PRIORITISE HIGH-QUALITY PLACEMAKING OVER DISTINCTIVE ARCHITECTURE

The waterfront should become a signature destination in Gdynia that is recognisable worldwide. This goal does not mean the waterfront needs to be next Dubai skyline, but it does mean that the city should not fear bold, low-cost, short-term ideas, or equally long-term ambition.

CREATE A DIVERSE, MIXED URBAN ENVIRONMENT

While building residential units for sale is a quick way for developers to recoup investment, international investors are increasingly interested in investing in vibrant, mixed-use urban districts. A purely residential district is not attractive to residents or international investors. To make Sea City more inclusive to the residents of Gdynia, the city may also want to include affordable housing quotas.

A high-quality public space also is essential to a mixed-use urban environment. Gdynia could consider an urban green corridor on the Fishing Pier that seasonally changes and organically evolves throughout the year. To achieve successful placemaking where people want to live, work, and play, make the pedestrian green corridor car free and limit surface parking nearby with restricted times. This will entice people to the waterfront on foot, bike, bus, or tram rather than relying exclusively on the car. Ensure a mix of development uses including residential, office, retail, and leisure.

Some thought or commercial strategy regarding demand needs to be considered. Whether it is offices, retail, restaurants, or leisure, the right balance and range of commercial development that is active has real commercial value.

COLLABORATE ACROSS THE DIFFERENT SITE AREAS

Sea City is divided into five areas. The city must encourage shared working across these master plans and identify areas where cross-site planning can deliver better solutions, such as for difficult issues like parking.

CONNECT WITH OTHER PIERS: VISITOR ECONOMY, PEDESTRIAN CONNECTIONS, AND CRITICAL MASS

The Fishing Pier, and the site at the end, should be connected in some way with the other piers. The increase in footfall on the piers could stimulate more public use of these spaces, as well as more demand for development due to the increase in footfall and time spent on the pier.

The south pier contains a number of visitor attractions and a waterside/floating restaurant that is accessible via a well-used promenade in the city centre. This can be further developed through a potential bridge connecting the south pier and the fishing pier. This bridge may present an opportunity to shape and support an existing cultural district on the south pier and expand on it with the asset at the end of Fishing Pier through a lively and welcoming route. It will connect with the water and add another dynamic to Sea City, reinforce its distinctive waterfront landscape, further improve access and mobility, and enhance quality of life for visitors, workers, and residents.

TACTICAL USE OF EXISTING ASSETS

Capitalise on the assets on site, in particular the historic buildings and stock and railway lines. Regeneration is generally less expensive and faster than new construction, and helps create a distinctive character for the district that will be attractive to residents, visitors, and investors. The disused railway can be reused as either an integrated pedestrian open space green corridor or a visitor attraction transport mode to Sea City. Consider how to group assets, facilities, and amenities around this.

BRING PEOPLE TO THE SITE AS SOON AS POSSIBLE BY USING “POP UP” SPACE

The ice storage building can be an immediate anchor for the waterfront with minimal refurbishment. It can be used for pop-up art galleries, events, and community consultation workshops. This tactical low-cost temporary urbanism approach is popular around the world. By bringing people to the site as soon as possible, the city can begin to create a buzz around the site, and help local residents begin to see the district as belonging to them.

Gdynia could appoint a cultural commissioner who acts in an advisory capacity to the city to programme educational, cultural, musical, and sporting events at Sea City. This will lead to more activity in the area and bring citizens to an area they are not accustomed to visiting.

Generating interest through temporary recreational use of a redevelopment area: Hafen Offenbach



Temporary uses and pop-ups are valuable contributors to urban revitalisation. Hafen Offenbach promoted pop-ups and temporary use of public space and private buildings for events while undertaking its waterfront redevelopment. Industrial spaces were used by local creative and arts-orientated businesses for pop-up gallery spaces and music venues. Not only has this helped Offenbach embrace organic and incremental development and tell its story, but it also made the area a popular place to visit, even before development and regeneration started.



Offenbach “pop up” event spaces.

Planning and design: Fishing Pier

FOCUS ON THE CONNECTIONS AMONG THE EXISTING CITY, THE PIER, AND THE SITE AT THE END

The city may wish to think about how people move around and through the Fishing Pier area, with a focus on a human-scale approach. What will the journey between the city and the pier be like? What will it be like to walk the length of the pier, to the site at the end? The whole of the Fishing Pier development needs to guide the decision about what goes on the site at the end, to ensure that it is fully integrated into its surroundings. The abandoned railway line that runs through most of Sea City can be viewed as an opportunity to create a linear public space with placemaking that connects to the entire district and beyond.

The city could consider waiting to develop the site at the end of the Fishing Pier since this should not be done too early. It is important to integrate it with the development on the rest of the Fishing Pier.

Waterfront accessibility: Zollhafen

Hafen Zollhafen, Mainz, considered connectivity and how publicly accessible the waterfront was from boats to pier, and city to pier. The development company converted the road from the pier to the city and designed the space. Upon completion, the city will take on ownership and management of this public space, through a planning gain agreement with the developer.

LINK THE DEVELOPMENT AT THE END OF THE PIER TO GDYNIA'S MARITIME HERITAGE

The development at the end of the Fishing Pier should build on Gdynia's maritime heritage in an authentic way. It should also reflect the city's modernist and art deco architectural style. The development should capitalise on the panoramic sea views and close connections to the other pier, the port, and the city centre and make all areas more accessible.



Old ice storage building.

CONVERT THE ICE STORAGE BUILDING INTO A NEW USE

The advisers believe that both Gdynia and Sea City would benefit from converting the old ice storage building, with its distinctive art deco architecture, into a new use. This could be a major asset to the Fishing Pier. If redeveloped in an innovative way, it could become an attractive, historic venue on the pier.

Creating an icon: Belfast Titanic Museum.

This iconic building helps tell the story of the world-famous RMS Titanic, which also defines the distinct DNA of this district. It is the centrepiece of the regeneration of Belfast dockyards, now known as the Titanic Quarter, which anchors the wider mixed-use quarter of the city where people live, work, and play.



Belfast Titanic Museum.

MAKE THE DEVELOPMENT AT THE END OF THE PIER A FOUR-SEASON ATTRACTION FOR RESIDENTS AND VISITORS

The development should be something that is for existing residents and visitors of all ages and incomes, somewhere that they will want to visit many times and in all seasons. To do this, it will be very important to design the project with careful consideration of the climate, in particular the cold and windy conditions that will prevail for much of the year.

Implementation, financing, and delivery

THE CITY CAN USE ITS DEMOCRATIC MANDATE TO LEAD

The Gdynia municipal government can use its democratic mandate to learn about citizens' needs and preferences, and then communicate these to a wider audience. The city can continuously refresh its understanding of what citizens want through consultations and engagement with citizens. By embracing their democratic role in this way and amplifying the voice of their citizens, city governments can have substantial influence over the Sea City development.

EXPLORE INNOVATIVE FINANCING MECHANISMS

The city could put a number of innovative mechanisms in place to help develop and maintain infrastructure and public places. "Monetising" predictable revenue streams (through sales, property taxes, and fees) will help raise necessary public investment funds to build high-quality placemaking and attract private investment. This could be done in collaboration with Pomerania, if Pomerania has the funds to invest. The city could also consider creating a Business Improvement District (BID) as it puts a small increment on property tax that helps maintain the open space. This reduces the city's responsibility to look after the space.

Creative finance to catalyse regeneration: Pittsburgh, Pennsylvania



Pittsburgh regenerated its former industrial assets incrementally, but also took a long-term, strategic approach, investing in placemaking, infrastructure, and the public realm to drive economic growth in the long term. Public/private partnerships (PPPs) are an important tool in this framework because short-term initiatives can help finance later stages of the wider vision. Initially, Pittsburgh used public investment to catalyse development. Over 15 years, Pittsburgh invested \$338 million of public funds cleaning up abandoned industrial properties and developing infrastructure, parks, and parking. The city bought 1,500 acres of steel land and cleaned it up before approaching developers to deliver affordable housing, which in return attracted talent and companies to Pittsburgh.

Those investments attracted over \$4 billion of private investment in housing, commercial, and retail developments. A well-thought-out taxation system is key to urban development, and tax revenue can be reinvested in the city for further regeneration. Even though such efforts take time and leadership, the results have been impressive and enduring and have helped place Pittsburgh on the map regionally and globally.

In reinventing Pittsburgh, the city focused on arts and culture as regeneration catalysts. The city also cleaned up the Allegheny River, invested in a sports and convention centre, partnered with universities, and encouraged mixed-use development through public/private financing in the south banks and former steel mill area.



The Allegheny River and realm improvements on the North Shore of Pittsburgh.

What investors look for: The approach of TH Real Estate

Understanding how investors assess locations is essential to developing effective city- and district-level strategies. While until recently real estate investors focused on the country level, now many target specific cities. TH Real Estate headquartered in London uses a filtering approach to select cities to invest in, that is based on a large number of factors including the following.

- Size of city catchments and how this may change in the future. Investors look not just at cities, but at the wider city regions of which they are a part.
- Economic projections such as GDP growth rate, skill level of the workforce, sector makeup and quality of placemaking, city environment, and liveability.
- City governance such as city vision, pro-leadership, city management and information, and data provision.

Based on available data, TH Real Estate creates 'personalities' for each city the firm invests in, in order to understand the best real estate assets that match city personalities and where growth will occur.

RETHINK LONG-TERM REVENUE GENERATION MODELS

The current model used by developers appears to build and sell residential units to generate the income needed to recover the costs for putting in infrastructure. This short-term financial return affects the long-term value of developing the whole district. If the city and developers want to create Sea City successfully, they will need medium- to long-term strategies for city investment. Without longer-term strategies, developing and investing in individual assets has a high risk of capital depreciation as it may sit separately from citywide objectives for growth, or may face enhanced competition in the future or oversupply. A city that is able to establish sustainable growth throughout will achieve more stable income returns, less volatility, and ultimately better liquidity for investors.

BUILD EXPERTISE BY BRINGING IN STAFF ON SECONDMENT

The city may wish to second (borrow) a staff member who has planning and development expertise for a period of time. Bringing in someone from the private sector or a consultancy experienced in negotiating planning deals with developers, for example, would help create a level playing field with developers, ensuring similar levels of knowledge and skills on both sides. An experienced project manager who has the requisite skills to manage the stakeholders could help the city provide leadership and vision. This person could also share his or her expertise with the existing team. The city may ultimately wish to create a permanent post for a development director or similar.

CREATE AN IMPLEMENTATION PLAN FOR GDYNIA 2030 THAT LINKS TO SEA CITY

Gdynia has recently produced a comprehensive strategic plan, Gdynia 2030, which sets out the city's vision and objectives. The city should develop a detailed implementation plan based on this strategy, that includes elements such as how to leverage the benefits of the Sea City development to help Gdynia achieve its wider objectives. This implementation plan should be reviewed on a regular basis to ensure that it is still helping the city work towards its objectives.

Conclusion

“Gdynia has the magnetism of a big city with opportunities that are rare in larger cities. It is rare to be able to invest in a large city centre plot and do something really big and important.”

– Advisory workshop participant

Gdynia has some incredible natural assets at its disposal; and with the right vision, ambition, and strategy, it can grow and thrive. For a development of the size and scale of Sea City, timelines, conditions, and market forces do not always coincide in total harmony, and its current fragmented framework needs to be addressed in order to make the right long-term decisions. Sea City has the potential to become an asset that all Gdynia residents can feel a part of, be proud of, and appreciate for its significance in the future of Gdynia. Just as important, they can also have a role in shaping it.

As outlined in the four guiding principles, achieving the vision of the Fishing Pier in Gdynia requires leadership, partnership, commitment, and communication. The advisers believe that close work between the city and key stakeholders is critical to both the short-term decisions regarding a shared vision and reuse of existing assets, and the long-term success of the Sea City waterfront. This will create value for the city and its citizens, and attract investors, and help Gdynia tell its story to the world.

The advisers were profoundly encouraged by the clear passion that everyone who attended the workshop has for Gdynia and Sea City. They hope that the ideas and suggestions provided in this report are a beginning, not an end, to a forward-thinking collaborative Gdynia.

Guiding principles

The city of Gdynia can lead.

Tell the Gdynia Sea City story.

Make Sea City and the Fishing Pier site a place for all.

Build partnerships.



About the advisers

Chris Brown

Liverpool, United Kingdom

Having worked in a number of hotels as a General Manager, Brown changed course to work in destination management in 1999. Initially, he worked for five years at The Mersey Partnership as Director of Tourism, Director of Operations and interim Chief Executive before taking on the role of Chief Executive at Marketing Cheshire, formerly Visit Chester and Cheshire, in 2004.

Brown returned to Liverpool in 2013 as Director for Marketing Liverpool to promote the city as a first-class destination for leisure, business, and students. He is also responsible, along with its key partners, for promoting the Liverpool brand nationally and internationally.

Brown also works to deliver the Liverpool Plan, a series of transformational events designed to bring key organisations of the city together, helping raise its profile at an international level. He is a graduate of the University of Strathclyde, Glasgow.

Professor Greg Clark, CBE

London, United Kingdom

Clark is the Institute's senior fellow in Europe, a post that he has held since 2007. In this role, he supports content development and comparative studies on key themes such as city competitiveness, the innovation economy, density, urban change, and public/private collaboration. He also regularly moderates ULI gatherings and conferences.

Clark is also a Global Advisor, Scholar/Writer, Non-Executive Director and Board Chairman. His expertise covers city economies/investment, technology and innovation, urban governance, strategic planning, real estate and urban form, regional transport, and national policies. In addition, Clark works with the following global organisations: the World Bank, OECD, and the Brookings Institution, on the evolution of the metropolitan century. He supports leaders in more than 100 cities worldwide on strategy and investment and advises global firms on the investment and enterprise opportunities of an urbanising world. Author of ten books and more than 100 reports, Clark holds professorial roles at University College London and Strathclyde University, is a Global Fellow at the London School of Economics, and is a Fellow of the Academy of Social Sciences. He also holds Non-Executive Board roles with GLA/TfL and the real estate sector.

Nuala Gallagher

Belfast, United Kingdom

Gallagher took up the role of Director of City Centre Development with Belfast City Council in June 2016.

She is a registered architect and urban designer and has been working in urban development internationally for 18 years.

Before coming to Belfast, Gallagher worked at the London Borough of Newham heading up the regeneration team on projects across the borough, including Stratford, Canning Town, Custom House, and the Royal Docks, and leveraging investment to ensure that development has a real impact on the lives of people in Newham and East London. Prior to working in London, she worked in New York City, leading on sustainable community development including strategic land assembly with a focus on health, social, environmental, and employment issues in a low-income area of Brooklyn.

Gallagher also taught at Columbia University's Graduate School of Architecture, Planning, and Preservation in New York City. Earlier roles included regeneration in Bexley, executive architect for housing in local government in Ireland, community developments in India, and as an architect in the private sector working on a diverse range of projects.

Angela Goodings

London, United Kingdom

Goodings is Director of Research for TH Real Estate, focusing on global retail markets. She is responsible for forecasting out-of-town retail property markets across the UK and Europe, and also specialises within the outlet mall sector. Goodings advises fund managers on major retail acquisitions, disposals, and development opportunities. She has progressed through the ranks of the research team since joining the company in 2003.

Goodings is also a member of the Society of Property Researchers and the Washington, D.C.-based International Council of Shopping Centers. She also holds a BSc in Human Geography from the University of Reading.

Daniela Matha

Offenbach, Germany

Matha, a civil engineer, studied at the Technische Universität Karlsruhe. Between 1999 and 2001, she worked for the city of Heidelberg, Germany, and was responsible for design and urban development planning.

She has been with Mainviertel Offenbach GmbH & Co. KG since 2001. In March 2004, Matha was appointed chief executive officer with binding authority for both the Offenbacher Projektverwaltungsgesellschaft mbH and Mainviertel Offenbach GmbH & Co. KG.

Since March 2010, Matha has been Director of the Offenbacher Projektverwaltungsgesellschaft mbH – now called OPG Offenbacher Projektentwicklungsgesellschaft mbH – and Mainviertel Offenbach GmbH & Co. KG. Her tasks, among others, include the development of the Offenbach Harbour, excess planning and marketing of the new housing area An den Eichen, as well as the reconstruction of the Kickers Stadion. Since 2016, she has also been Director of the GBO Gemeinnützige Baugesellschaft mbH Offenbach, GBM Service GmbH Offenbach, and GBM Gebäudemanagement GmbH Offenbach.

Tom Murphy

Pittsburgh, Pennsylvania/Washington, D.C., United States

Murphy has been a senior resident fellow at the Urban Land Institute since 2006. A former mayor of Pittsburgh, his extensive experience in urban revitalisation – what drives investment, what ensures long-lasting commitment – has been a key addition to the senior resident fellows' areas of expertise. Murphy also serves on the advisory board of ULI's Rose Center for Public Leadership in Land Use. Since joining ULI, he has served on many Advisory Services panels, including panels in Moscow and Hong Kong, as well as Baltimore, Chicago, and other U.S. cities.

Murphy is an honorary member of the American Society of Landscape Architects; a board member of Harmony Development Inc. of New Orleans; president of the board of the Wild Waterways Conservancy of Pennsylvania; and a board member of Mountain Lake Inc. of Virginia.

Lisette van Doorn

London, United Kingdom

Van Doorn, a highly regarded real estate investment professional with experience across Europe, was appointed chief executive of ULI's European operations in January 2015.

Van Doorn joined ULI from LIRE, her own consultancy business, which advises international institutional real estate investors and fund managers on strategy, organisational optimisation, and portfolio structuring. Prior to this, she was country manager for CBRE Global Investors, where she managed a €1.6 billion portfolio of assets in Italy and was a fund manager of two shopping centre funds (€1.3 billion) with assets in Spain, Portugal, and Italy.

Before joining CBRE Global Investors, van Doorn was founding chief executive for INREV, the European association for Investors in Non-Listed Real Estate Vehicles, for four and a half years. She started her career at ING Investment Management, where she held account manager and assistant controller positions before becoming managing director of research and strategy for ING Real Estate Investment Management Europe.

Peter Zantopp-Goldmann

Mainz, Germany

Zantopp-Goldmann has 20 years of experience in city politics and urban planning. He is currently Head of Marketing and Communications for the developer, Zollhafen Mainz and is in charge of city development projects in cooperation with governmental organisations and private development companies. Zantopp-Goldmann is experienced in site management and revitalisation of an urban waterfront area. He is also experienced in public affairs and conference moderation.



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