### Perm

<table>
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<th>Title of the Initiative</th>
<th>&quot;Transforming the City&quot;: Perm Strategic Masterplan and the Implementation Engine of the Transition from Industrial Administratively Planned City to the Liberal Creative Community</th>
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<td>Initiative Duration</td>
<td>2008-2011</td>
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| Submitted by            | 1. Andrei Golovin, Director of Municipal Budget-Funded Institution “City Projects Bureau”  
  2. Kees Christiaanse, Partner at KCAP Architects & Planners                                                                       |
| Comments by the Jury    | This initiative involves a strategic masterplan for the City of Perm to help it overcome and reverse many of the negative consequences that affect “shrinking cities”. It includes a long term vision to reinvent itself from its heavy industry legacy into a modern regional cultural and knowledge capital with a high quality of life and a competitive economic base. During its formulation stage (2008-2011), the initiative involved a wide range of public, private and civil society partners from Russia and other countries. Its originality lies in a Masterplan and a series of instruments that define action areas and projects which are to be harmonised with the city budget in four three-year stages. While many aspects of the Plan are common to other plans such as realising a compact transit oriented city, providing alternative mobility, etc., the Plan is comprehensive and seeks to mesh social, economic, environmental, physical and cultural actions with participatory decision making and the means for measuring progress and effectiveness.  
  On the institutional front, the Plan has resulted in the |
establishment of City Projects Bureau, a new Urban Planning Department and the Perm Polytechnic to help mobilise and retain the expertise required for going forward. On the physical front, the Plan has resulted in an agreement to stop all future green field development and urban sprawl. On the governance front, the Plan is engaging all stakeholders of the city through dedicated fora, the media and social media, town hall meetings and conferences to forge a better understanding and strong ownership of transformative change and innovation.

Perm has a population of less than 1,000,000 people and covers a land area of 799.68 sq km.

“Transforming the City”: Perm Strategic Masterplan and the Implementation Engine of the Transition from Industrial Administratively Planned City to the Liberal Creative Community

Background Information

The initiative to develop Strategic vision of city development responds to the socio-economic transformation and industrial modernization affecting all Russian cities by envisaging a physical environment capable of reflecting the city’s changing spatial needs. To allow this new urban form to emerge, urban policy and regulations will need to be updated. This will provide the common ground necessary for all stakeholders to be part of the city’s transformation. Perm is currently seeking to reinvent itself as a regional cultural and knowledge capital and update its heavy industrial image. The process of urban transformation is particularly important in realizing these ambitions, sending a clear signal that Perm is a progressive, modern city, open to new ideas in culture, business, education, industry and governance. This way Perm can genuinely become a
great place to live, start a business, go to university and raise a family. The society is willing to take up the following challenges: to stop the outflow of people from the city; to keep young people in the city; to increase the competitiveness of Perm; to improve the overall quality of life in Perm; to resolve transportation problems caused by increase of mobility; to balance the provision of social and infrastructural needs for the population within the rationally used space.

Goals of the Initiative

The Strategic Masterplan for Perm (hereinafter referred to as the Masterplan) is one of the main instruments for the transformation of the city’s physical environment. This document will steer transformation of Perm towards a higher quality urban condition over a projected period of fifty years. It aims to transform Perm into a more attractive, economically competitive, modern city with a high standard of living and a distinct social, urban culture built around its unique character. With a broad time horizon it is evident that the Masterplan cannot anticipate precisely what the future will hold. It is based on today’s knowledge, but its measures and themes of urban development are supported by a set of implementation instruments. The first one of those is the General plan that defines actions and projects which are harmonized with the city budget for the following 12 years in the 3-year period steps. Then new municipal urban planning guidelines and amendments to legal zoning were established to regulate and ensure the improvement of the physical environment at the human scale. This combination of the strategic vision and the advancement mechanism is aimed at creating the best possible basis to adapt to future challenges whilst allowing future generations to create their own Perm.

Parties and Partners to the Initiative and Resources Used for Implementation

KCAP Architects&Planners, (Rotterdam) –urban planning, overall design lead of international team, International project management, editing, producing the end report—private

HOSPER, Haarlem - landscape & public space—private

Systematica, (Milan)
- transport—private
  Pöyry, Vantaa (Helsinki) - first stage of transportation analysis, analysis of engineering infrastructure—private
  Professor Robert Tavernor Consultancy, London – heritage—private
  Fakton, Rotterdam – urban economics—private
  Allies and Morrison - urban planning and architecture, the first stage—private
  Municipal budget-funded institution “City projects bureau” (Perm) - overall design lead, project management, editing, producing the end report—public
  Urban Economics Institute (Moscow) – methodological and legal support—non-governmental
  Federal Scientific Center for Medical and Preventive Health Risk Management Technologies (Perm) – environment—governmental
  UralGeo (Perm) – civil engineering (infrastructure) and GIS—private
  VKTISIZ (Perm) – geotechnical surveying—private
  Vodoproect (St. Petersburg) – water & sewage—private

The resources used for implementing the initiative include:
  Municipal budget of the city of Perm,
  Perm Krai (Region) administrative support (via Perm Economic Forum and other promotion measures of the Masterplan)

**Innovation for the Initiative**

Since 2003, Russian cities have been experiencing serious systemic changes of local self-governance. In this sense, Perm could be an example of creating a new urban planning policy. The essence of the new policy is very simple: it is necessary to stop the city sprawl, to focus on the already developed space, densifying the city, creating integrated, highly utilized and diversified urban fabric. It was decided to opt for mixed use of land and buildings, pursue human scale development. Policy sees new construction at a reasonable height, which forms streets and blocks, as the most convenient and viable environment instead of multi-storey residential mass cut up by roads. However the vast majority of Russian cities con-
tinue to produce multiple monotone dormitory areas at an incredible speed. Those territories are surrounded by hectares of emptiness and are inhumane inside. The city on the whole is doomed to unsolvable transportation mayhem due to the colossal ever-growing volume of commuters. The city of Perm made a revolutionary step beyond the old conservative urban planning practice by means of creating a strategic vision and a set of implementation tools that are developed in the process of international collaboration and in accordance with the local laws.

The Masterplan is a comprehensive ideological base for the city policy of urban development regulation and planning. The new policy affects all municipal activities: budgeting process, city projects prioritization and administration, application of new technologies in building and maintaining municipal infrastructure.

The innovative urban development policy is based on the best international and local practices and has absorbed elements of the “open city” ideology, Jane Jacobs’s urban ideas, Curitiba, Brazil, as an example of establishing a link between land use and the system of public transport. A lot of Russian cities (Ufa, Samara, Yekaterinburg, Tyumen and others) have discovered Perm’s experience as an example of urban policy development for post-industrial cities in the liberal economy. All documents are freely available on the web and can be used as a guideline for other cities’ policymaking. This project has stimulated public involvement in urban development processes and discussions, and the citizens of Perm are becoming active participants and real stakeholders in the process of improving the city life. The active role that the public takes on helps the local authorities to counter-balance the pressure of the developers.

**Obstacles and Solutions to the Innovation**

The passiveness of the local society Lack of understanding of the concept of the compact city The interpretation of Russian building codes The absence of development regulations (rules) The resistance from most developers who do not want to change their way of construction toward better quality, different morphology and greater typological variety. Regular public and professionals meet-
ings and discussions, polemic and educational articles in the local and federal press, exhibitions and events. Starting new “hardware” projects in accordance with Masterplan.

Outcomes and Assessments

Outcomes achieved are as follows:

Already achieved:
- Bicycle lanes;
- Dedicated public transport lines
- Extensive Greenfield development has been stopped
- The book “Transforming the city” has become a guide in Russia for many professionals and is used by universities as a manual in urban planning
- Height limits are implemented by amending legal zoning regulations
- A new Urban Planning Department established at Perm National Research Polytechnic University

Hope to achieve:

Transparency of planning for the citizens and private agents Maximizing the effect from small-scale initiatives and interventions Changing people’s minds toward more sustainable planning Improving the quality of life through improving the urban environment High-quality comfortable pedestrian network

The city of Perm has become known as the capital of New Planning in Russia. The city is associating with progressive policy-making and innovations. It has an image of a modern, open and democratic city that is oriented toward the best international practices. The city’s experience positively impacted SOCARP’s decision to hold their annual congress-2012 in Perm. It has served to boost the pride of permians for their community and external interest toward the city.

Assessments are as follows:

Two metrics systems are employed: physical and social. The physical dimension is implemented through the control of implementation plans. There are particular projects (streets improvements, public space redevelopment, transport and civil engineering infrastructure development, etc.) that have to be realized
by the municipality in collaboration with the regional government. The social
dimension is implemented through monitoring the media and social networking,
independent agency polls and examinations, the analysis of public hearings, the
ranking of the city places.

Methods Applied

1) The Framework for Quality. It forms a bridge between the Quality Ob-
jectives of the Masterplan and the Strategies which are used to realize them. It
brings together the Quality Objectives and Strategies thematically in five spatial
categories: built fabric, public space network, street network, mixed use concept
and priorities. In doing so it explains how the Strategies, the Strategy Elements
that define the main concepts of the Strategies, and principles are connected and
interdependent and provides a framework to assist effective decision making and
implementation. Looking at these things together facilitates comprehension both
of the Strategies and of the potential cumulative effect of acting to implement
several recommendations simultaneously.

2) Block rules. The transformation of all blocks in Perm should be based
on the general block rules principles, which were developed to guide the repair
of the existing built fabric. They set out in simple terms how new development
should consolidate and improve the urban environment.

3) Mixed use mapping. Varying concentration of mixed use is mapped,
linking land use to the city structure and to public transport lines. The main aims
of the strategy are to overcome the historical trends of separation and isolation
of residential and industrial program, to consolidate existing activity to establish
viable centers and establish a critical mass of activity in these areas.

4) Priority Strategy. Perm Strategic Masterplan goes beyond simply provid-
ing a strategy to explain the city’s urban development for the coming decades
on an abstract level. For the first time in Russian practice, urban development is
linked to the municipal budget planning. The document clearly identifies areas
for initial action and provides the additional parameters necessary for these sites
to enable immediate action.
5) The municipality is actively discussing innovation with the citizens, members of the city parliament, representatives of businesses and the public at public hearings, round tables, conferences, on TV, in the press and blogs.

**Benefit to Other Cities**

Since 2003, Russian cities have been experiencing serious systemic changes of local self-governance. In this sense, Perm could be an example of creating a new urban planning policy. The essence of the new policy is very simple: it is necessary to stop the city sprawl, to focus on the already developed space, densifying the city, creating integrated, highly utilized and diversified urban fabric. It was decided to opt for mixed use of land and buildings, pursue human scale development. Policy sees new construction at a reasonable height, which forms streets and blocks, as the most convenient and viable environment instead of multi-storey residential mass cut up by roads.

However the vast majority of Russian cities continue to produce multiple monotone dormitory areas at an incredible speed. Those territories are surrounded by hectares of emptiness and are inhumane inside. The city on the whole is doomed to unsolvable transportation mayhem due to the colossal ever-growing volume of commuters.

The city of Perm made a revolutionary step beyond the old conservative urban planning practice by means of creating a strategic vision and a set of implementation tools that are developed in the process of international collaboration and in accordance with the local laws.

Perm’s experience could be as an example or a case study of urban policy development for post-industrial cities in the liberal economy. It could benefit not only Russian cities (Ufa, Samara, Yekaterinburg, Tyumen and others) but other countries and cities of the world as well. All the documents are freely available on the web and can be used as guidelines for other cities’ policymaking.

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This project has stimulated public involvement in urban development processes and discussions. The active role that the public takes on helps the local authorities to counter-balance the pressure of the developers. To make your city beautiful you need not only the investment and transparent regulation policy, but also you need to listen to the people, which will enable you to distribute these elements within the city in more efficient and friendly way. It means that we need to help people start talking, and it is such initiatives as Strategic Masterplan that can help us along the way.