



# The Changing Fortunes of London's Docklands

## 伦敦道克兰码头区的改造历程

-presentation by Stuart Innes

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Chongqing Foreign Trade and Economic Relations

Commission (CFTERC)

重庆对外经济贸易委员会

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# About Stuart Innes.....

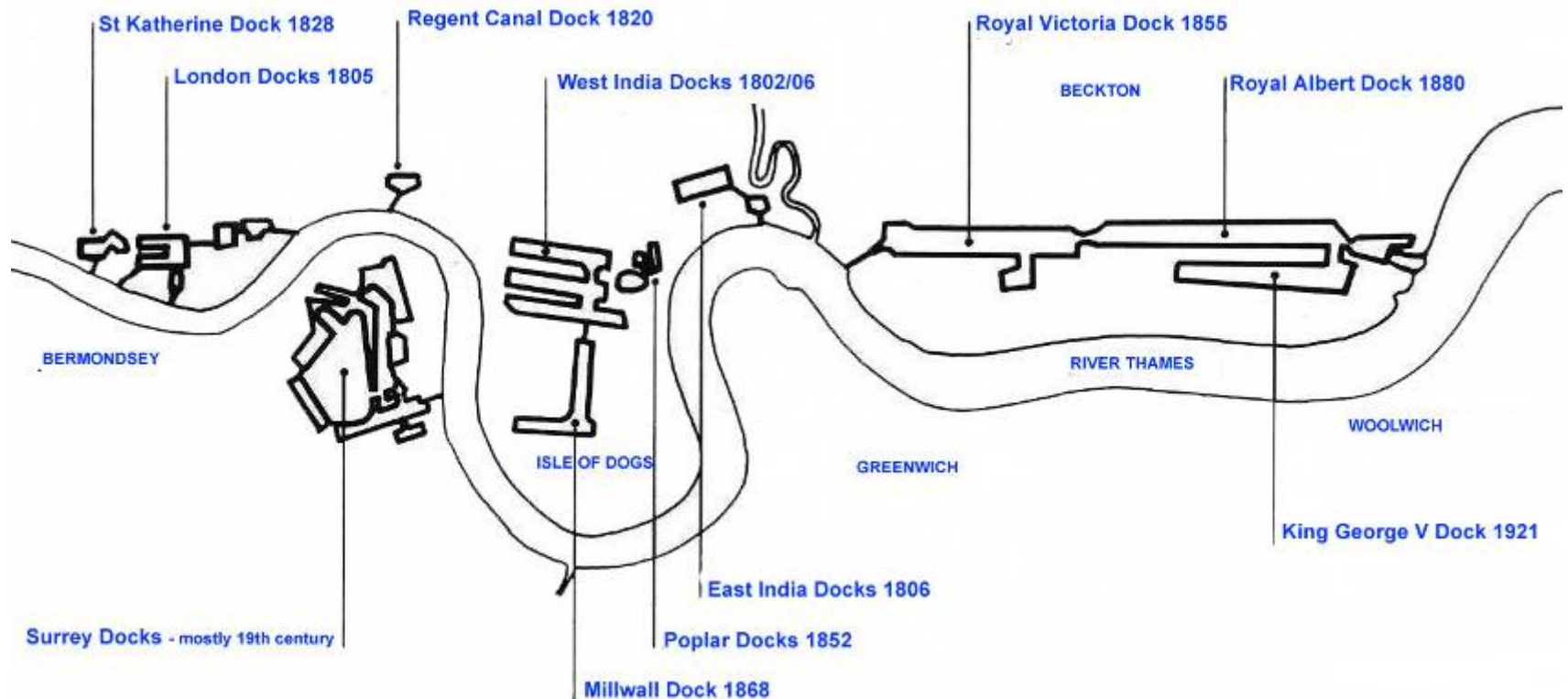
## Stuart Innes 个人简介

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- **1961-1980: civil servant in the Ministry of Transport and Department of the Environment**
- **1961-1980:交通部，环境部公务员**
- **1980-1998: with the London Docklands Development Corporation (LDDC)**
- **1980-1998：伦敦港口开发公司任职**
- **1998-2009: partner in IJP Community Regeneration**
- **1998-2009：IJP社区重建服务组织领导者之一**
- **1987-2009: secretary, London City Airport Consultative Committee**
- **1987-2009：伦敦机场咨询委员会委员长**
- **1999-2009: vice-chairman, Shaw Trust**
- **1999-2009：肖氏信托副总监**



# Development of the London Docklands... 伦敦道克兰市的发展历程



- Port of London Authority formed 1909
- 伦敦港务局成立于1909年
- The last enclosed dock opened in 1921
- 最后一家封闭码头于1921年开放
- Land reserved for new dock in Beckton not used
- 为伯克顿新码头保留的土地未被使用

# Decline of the Docks...

## 港区衰落

- Docks heavily bombed in WW2 - patched up
  - 二战期间码头炸毁严重——已修复
  - From 1960's onwards docks in decline – because of:
  - 20世纪60年代之后码头数量递减——原因是：
    - ✓ Containerisation 集装箱运输
    - ✓ larger bulk carrying ships and mega oil tankers 更大型容纳船舶和巨型油轮的地区
    - ✓ shifts in the balance of trade 贸易平衡的改变
    - ✓ changes in industry and where it was best located 行业发生了变化
- docks no longer large or deep enough  
码头不够大或者不够深



Bombing the Royal Docks 1940  
1940年皇家码头被炸图



Savile Road, Silvertown, 1950s  
20世纪50年代的萨维尔路银镇



Royal Docks 1949  
1949年的皇家码头

# Decline of the Docks...

## 港区衰落

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- Between mid 60s and 70's, 150,000+ jobs lost as the docks and related industries closed
- 60年代至70年代中期，由于码头的关闭和相关行业的衰退，15万工作岗位流失
- In the 1970s attempts by Government and local authorities to deal with decline:
- 20世纪70年代政府和地方当局设法应对衰退
  - ✓ Docklands Joint Committee  
道克兰码头区联合委员会
  - ✓ Docklands Development Organisation  
道克兰码头区发展协会



Lighters in the Royal Albert Dock 1958



Royal Docks 1946  
1946年的皇家码头



Banana cargo in the King George V Dock 1935

# Decline of the Docks...

## 港区衰落

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- Perceived by new Thatcher Government as too slow.
- 撒切尔新政府认为港区发展过于缓慢
- Decision early in 1980 to ask Parliament for powers to set up urban development corporations (UDCs)
- 1980年早期决定向议会申请成立城市开发公司的权利
- First UDCs for London Docklands and Merseyside
- 首个为伦敦道克兰市和马西塞特郡成立的城市开发公司



Images from the Royal Docks 1981  
1981年皇家码头

# Why was LDDC set up?

## LDDC成立的原因

The Government's response to the severe economic, physical and social damage caused to East London by the closure of London's docks

是政府对由于伦敦港口的关闭而引发的伦敦东部地区严峻的经济、环境和社会问题所做出的反应

**“The place was a tip: 6,000 acres of forgotten wasteland”**

– Michael Heseltine, Secretary of State, 1981

**“这个地方是一个面积达6千英亩的被遗忘的荒地”**

—国务大臣迈克尔·赫塞尔廷 1981

**“Conventional local government solutions failed to halt the accelerating decline. A new approach was needed.”**

– Nicholas Ridley, Secretary of State 1986

**“当地政府的传统方法不能解决衰退问题。需要一个新的方案。”**

—国务大臣尼古拉斯·瑞德利 1986



Limehouse Basin 1981  
莱姆霍斯水域

## The LDDC's area LDDC面积图

The riverside parts of Southwark,  
Tower Hamlets and Newham

滨海岸线分属伦敦当时最为衰落的  
三个区：索斯沃克、哈姆雷特塔、  
纽汉姆

Area = 8.5 square miles

占地8.5平方英里



Coloured areas show derelict land and waters in 1981

辖区内涂有颜色的部分表示1981年时废弃的土地和水域

## The area in 1981 (Government Study)

### 1981年时该地区状况 (政府研究报告)

- Catastrophic recent job losses
- High proportion of public sector land
- 95% social housing
- 大规模的失业率
- 大部分土地为公共机构所拥有
- 95%社会住房
- Local blue collar job skills did not match growth areas of the London economy.
- Severe dereliction made development costs very high and uncertain
- Government intervention required to cover extraordinary costs of land reclamation, infrastructure and essential amenities
- 当地工薪阶层工作技能跟不上伦敦地区的经济增长速度
- 严重的土地废弃使得发展的成本很高而且具有不确定性
- 政府干预需要耗费大量资金用于土地复垦、基础设施和基本设施



/ ...more

## The area in 1981 .....continued

### 1981年时该地区状况

- Many development sites poorly served by the local infrastructure
- Poor strategic links with the rest of London, the country and internationally.
- No track record - lack of development over many years made prospects for development very uncertain
- 当地基础设施落后
- 与伦敦其它地区、整个国内和国际的联系不紧密
- 没有相关记录——多年来缺乏区域发展使得发展前景具有不确定性



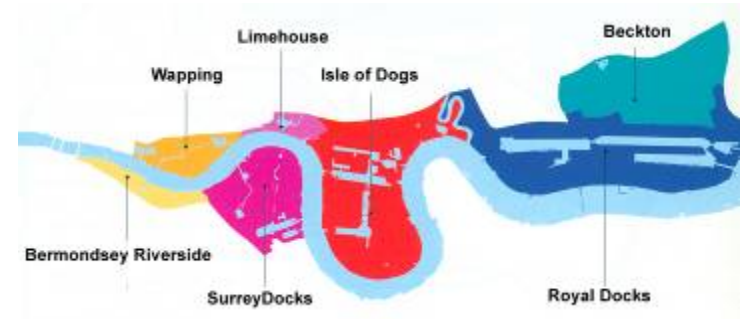
Isle of Dogs 1981

**These factors made it difficult for the market, without external intervention, to reverse the steep cycle of decline.**  
如果没有外界干预，上述诸多不利因素会使码头区的发展无法走出恶性循环的怪圈。

## Four Key Powers 四个关键性的权利

### 1. Land Acquisition 土地收购权

- by agreement
- by compulsory purchase
- new vesting powers
- 按照合约
- 强制性购买
- 新的提前实施退休金计划的权利



### 2. Power to give planning permission 发放规划许可的权利

### 3. Powers to renew/revitalise the infrastructure 更新基础设施的权利

### 4. Channel for central Government Resources 直接连通中央政府资源的权利

## Funding? 资金?

- Central Government grant
- Income from sales of land
- 政府拨款
- 销售土地所得



## What the Corporation was not!

### 该公司不具备的权利

- ✓ A local authority 地方行政职能
- ✓ A housing authority 住房分配
- ✓ An education authority 教育统筹
- ✓ A health authority 医疗管理



Canary Wharf 1981  
加那利码头



King George V Dry Dock 1984  
乔治王五世干船坞



King George V Dock at its  
opening in 1921  
乔治王五世干船坞开放

## How the LDDC worked

## LDDC的运行机制

- Huge energy
- Flexible staffing
- No time wasted on drawing-up new town style master plans
- LDDC worked to flexible development frameworks
- Responded to unexpected opportunities (e.g. Canary Wharf)
- Positive development control regime - tried to say “yes”
- Effective marketing and PR
- Effective project management – ability to soak up under-spends in other DoE programmes
- 巨大的能量
- 灵活的人员
- 高效地编制新城镇总体规划风格
- LDDC致力于灵活的开发框架
- 把握机遇（比如加那利码头）
- 积极的开发管理体制——要回答“能”
- 有效的营销和公关
- 有效的项目管理——有能力吸收能源部其他项目剩余资金



Britannia Village  
不列颠村

# The three phases of LDDC (1)

## LDDC的三个阶段 ( 1 )

### 1981-1986 –Putting Docklands on the map 预热阶段

- ✓ Key decision not to fill-in docks
- ✓ Initial focus on the Isle of Dogs
- ✓ Selling the area - marketing and PR
- ✓ Building the DLR
- ✓ Starting the infrastructure programme
- ✓ Establishing the private housing market
- ✓ Tense relationships with Boroughs
- ✓ Limited expenditure on community facilities
- ✓ Clinching Canary Wharf
- ✓ 决定不取消码头
- ✓ 最先开发狗岛地区
- ✓ 宣传道克兰地区——营销和公关
- ✓ 建设道克兰地区轻轨
- ✓ 更新基础设施
- ✓ 加强同 郡县的联系
- ✓ 确保加那利码头开发的成功性



# The three phases of LDDC (2)

## LDDC的三个阶段 ( 2 )

### 1987-1990 –Building the Community 社区基础设施建设

- ✓ Community budget boosted to £100m p.a.
- ✓ Heavily increased spending on social housing, health, education and training
- ✓ Increased community staff –50 people Building the DLR
- ✓ Increased support for community organisations
- ✓ Improved relationships with the Boroughs
- ✓ The Tower Hamlets Accord and Newham Memorandum signed
- ✓ Continued spending on the infrastructure programme
- ✓ Property market falls into recession –much less private investment in housing and commercial development
- ✓ 社区预算提高到每年1亿英镑
- ✓ 大幅增加在社会住房、医疗卫生、教育培训方面的开支
- ✓ 增加社区就业人员——50名建设轻轨人员
- ✓ 增加社区组织支持力量
- ✓ 提高同郡县的联系
- ✓ 签署了汉姆雷特塔协议和纽汉姆谅解备忘录
- ✓ 继续增加基础设施建设方面的开支
- ✓ 房地产市场陷入衰退——很少有私人在住房和商业开发方面投资



New housing  
新的住宅区

# The three phases of LDDC (3)

## LDDC的三个阶段 ( 3 )

### 1991-1998 –the balanced programme 完善改造工程

- ✓ Whitehall concerned that LDDC turning into a local authority
- ✓ Community expenditure reined in and focused on the Accord and Memorandum
- ✓ Still a substantial community programme (e.g. 8,000 homes refurbished)
- ✓ The market recovers
- ✓ Schemes for the Royals launched –not fully delivered by 1998
- ✓ Progressive withdrawal from 1994 onwards
- ✓ 伦敦政府关注LDDC转变成为一个地方行政机关
- ✓ 控制社区开支、重视汉姆雷特塔协议和纽汉姆谅解备忘录
- ✓ 重大的社区改造工程 ( 比如8000座房屋翻新 )
- ✓ 恢复市场
- ✓ 皇家码头实施计划 ——到1998年还未完全实施
- ✓ 从1994年起逐步收工



Royal Docks Medical Centre  
皇家码头医疗中心

# Coping with Recession (1)

## 应对经济衰退 ( 1 )

- ✓ Born in a recession – added to start-up difficulties
- ✓ 1990 – downturn in national economic activity and high interest rates brings about a severe slowing in commercial development
- ✓ 成立于衰退时期，又遇到点启动困难
- ✓ 1990--国家经济活动衰退，利率提高
- ✓ Problems fanned by perception that access to Docklands still poor
- ✓ No new homes for owner occupiers for 4 years
- ✓ Developers collapse, negative equity for thousands
- ✓ Value of LDDC's land sharply reduced
- ✓ 进入港区仍然困难这种想法不断引起麻烦
- ✓ 家庭主人4年来一直没有新家
- ✓ 开发商倒台了，留下几千元的负资产
- ✓ LDDC土地价值骤减



Docklands – looking east  
道克兰地区—向东看

## Coping with Recession (2)

### 应对经济衰退 ( 2 )

- ✓ LDDC struggles to maintain land sales programme – only £7m in 1991/92
- ✓ Only 9,290 sq.m. of office space let in 1992
- ✓ 1990/91 - “most challenging in the Corporation's history”
- ✓ May 1992 - Canary Wharf developer O&Y goes into administration – threat to Jubilee Line extension
- ✓ LDDC努力保留土地销售项目——1991到1992年仅获得7百万英镑收入
- ✓ 1992年时仅出租了9290平方米的办公用地
- ✓ 1990年到1991年——该公司最具挑战性的时期
- ✓ 1992年5月加那利码头开发商O&Y不动产投资信托公司介入——对于域多利线路的延伸产生威胁



On the Isle of Dogs

## Coping with Recession (3)

### 应对经济衰退 ( 3 )

- ✓ LDDC already spending more on social and community programme – now focused by Tower Hamlets Accord and Newham Memorandum
- ✓ Priority given to improving transport links to make area more attractive after recession – Limehouse Link
- ✓ LDDC finds funds for Beckton Link of DLR after planned Royals developments founder
- ✓ LDDC已经在社会和社区工程方面耗资巨大——如今重点关注汉姆雷特塔协议和纽汉姆谅解备忘录
- ✓ 优先考虑改善交通运输网络，使该地区更具吸引力-莱姆霍斯运输网
- ✓ 在皇家码头开发计划失败后，LDDC开始为伯克顿轻轨运输网筹集资金



Docklands Sailing Centre  
道克兰地区航运中心

## Coping with Recession (4)

### 应对经济衰退（4）

- ✓ Canary Wharf bought by creditor banks and Jubilee Line funding package saved
- ✓ More land sold for social purposes – schools and social housing
- ✓ Other infrastructure projects brought forward
- ✓ Closer links with City of London – *London First* set up
- ✓ 金丝雀码头被债权银行收购，域多利线路资金全被保留
- ✓ 售出更多社会用途的土地——学校和社会用房
- ✓ 跟进其它基础设施建设
- ✓ 与伦敦市中心紧密联系——成立了伦敦发展局



Building the DLR

# What was achieved? (LDDC's 1998 Annual Report)

## 取得了哪些成就？ ( LDDC1998年年度报告 )

- £1.86 billion invested by public sector
- £7.7 billion invested by private sector
- 1,066 acres of land sold for redevelopment
- 144 km of new and improved roads
- the construction of the Docklands Light Railway
- 25 million sq feet of commercial /industrial floorspace built
- 1,884 acres of derelict land reclaimed
- 公共部门投资达18亿6千万英镑
- 私人投资达77亿英镑
- 为重建售出的土地达1066英亩
- 修建道路达144公里
- 建成道克兰地区的轻轨
- 建成250万平方英尺的商业/工业用地
- 开垦1884英亩荒地



Limehouse Link Tunnel

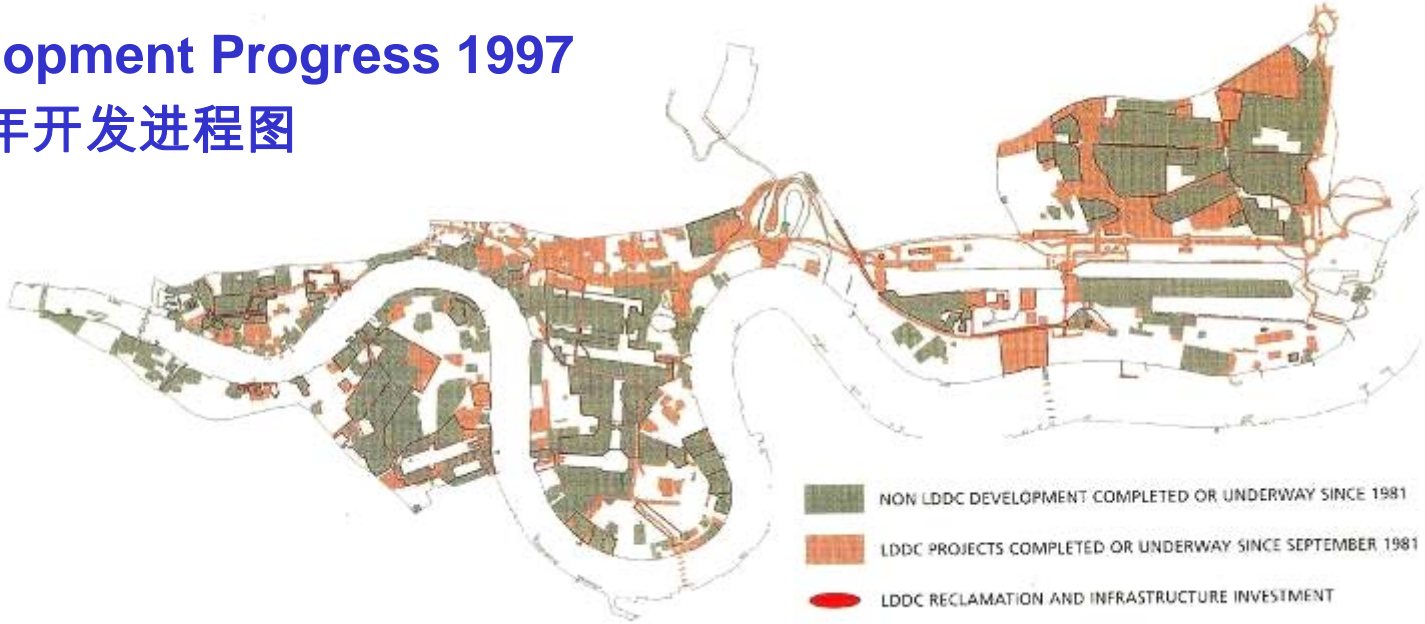
## What was achieved? .....continued 取得了哪些成就？

- 24,046 new homes built
- 2,700 businesses trading
- contributions to 5 new health centres and the redevelopment of 6 more
- funding towards 11 new primary schools, 2 secondary schools, 3 post-16 colleges and 9 vocational training centres
- 94 awards for architecture, conservation and landscaping
- 85,000 now at work in London Docklands
- 建造了24046幢房屋
- 新建了2700家商业贸易单位
- 在完善原有6家以上医疗中心的同时又新建5家
- 投资建设了11所小学、2所初中、3所大学和9所职业培训中心
- 在建筑、文物保护、环境美化方面设立94个奖项
- 为伦敦道克兰码头区增加了85000个工作岗位



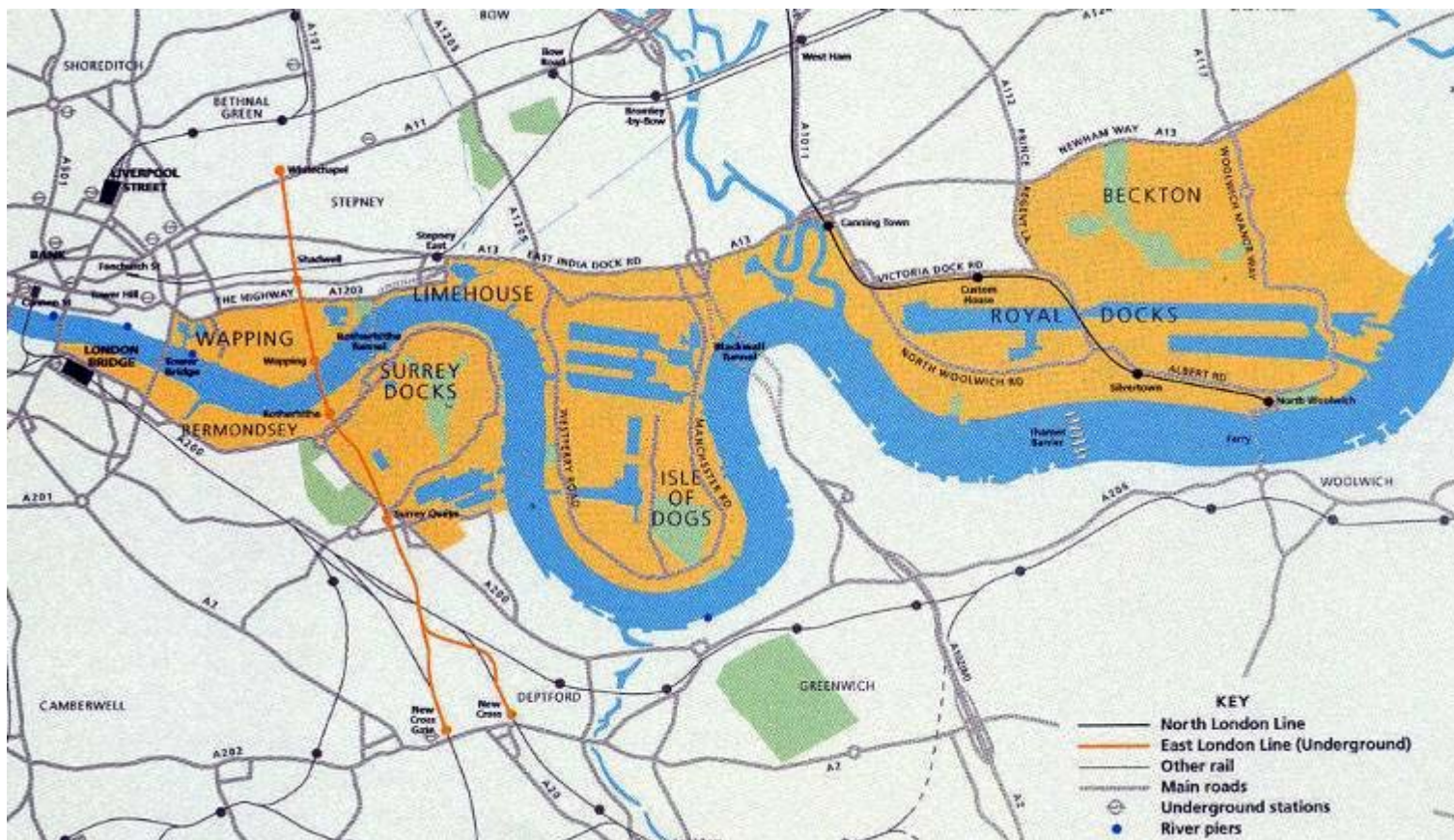
# Development Progress 1997

## 1997年开发进程图



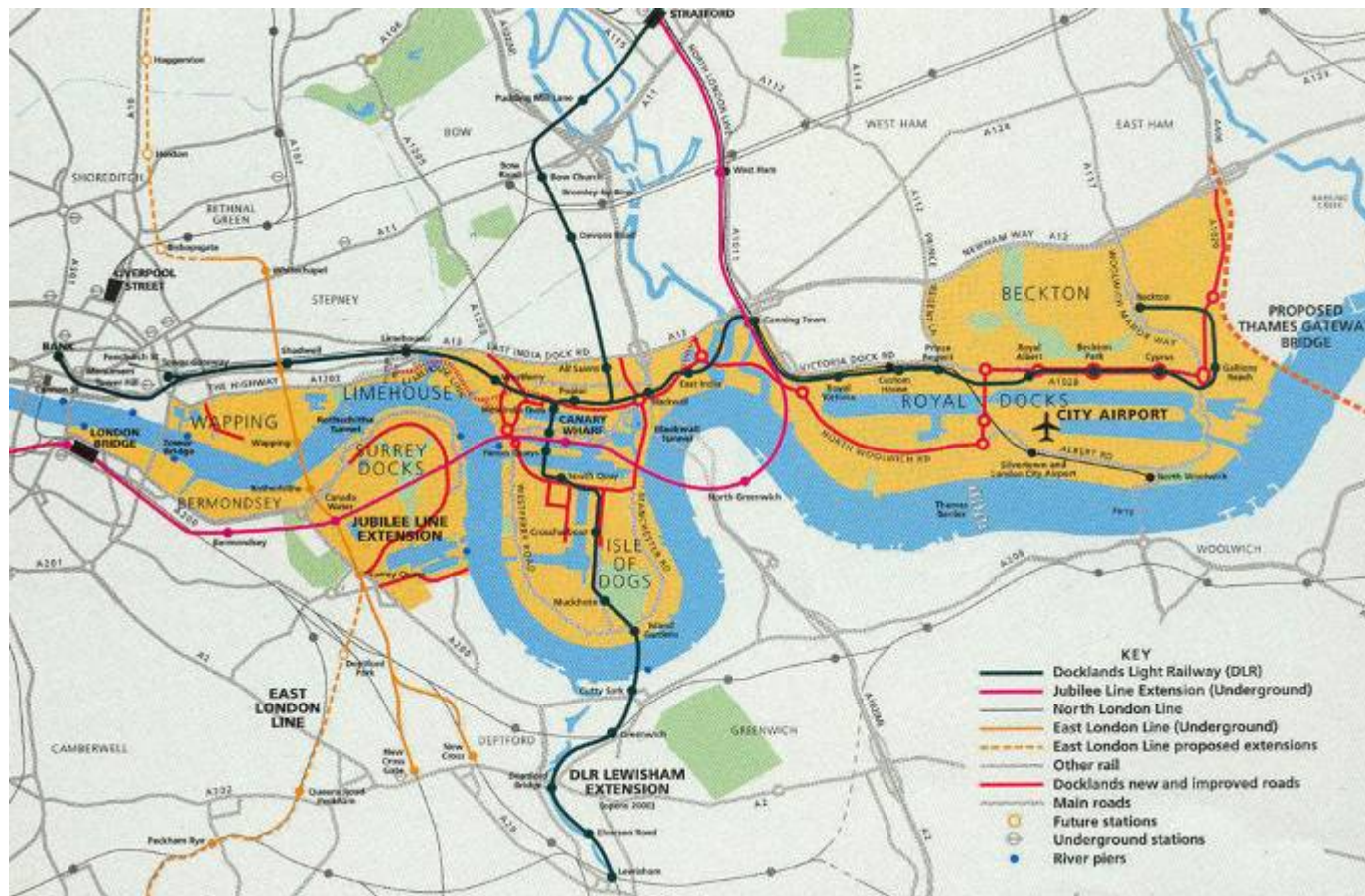
# Docklands Transport 1980

## 1980年 道克兰码头区交通图



# Docklands Transport 2000

## 2000年 道克兰码头区交通图



## How well did LDDC succeed? (1998 Government Research Study)

### LDDC取得的效益怎样？（1998年政府研究报告）

- Widespread multiple market failure successfully tackled
- Total public sector cost about £3,900 million (LDDC 48%, London Transport 25% Enterprise Zone 27%).
- Half the public sector cost spent on transport infrastructure.
- Private sector investment £8,700+ million by March 1998 with more to come.
- 成功地应对大规模市场衰退
- 公共部门总花费大约为39亿英镑（LDDC占48%，伦敦交通局占25%，企业振兴区占27%）
- 公共部门花费了一半的资金用于交通基础设施建设
- 截止到1998年3月私人投资达到87亿英镑以上，这个数字还在增加



D Silo – West Silvertown

## How well did LDDC succeed... continued

### LDDC取得的效益怎样？

- Wide range of economic, environmental and social benefits including 24,000+ housing units and 80,000+ jobs (gross)
- Housing tenure substantially more varied
- 取得了广泛的经济、环境和社会效益，包括24000以上住房和80000以上工作岗位
- 房屋所有权更加多样化

#### Every £1m of public sector cost generated:

- ✓ 23 jobs (net),
- ✓ 8500 sq m of office floorspace,
- ✓ 7.8 housing units plus many other diverse and intermediate benefits.

公共部门每投入的一百万英镑可以：

- ✓ 创造23个额外工作岗位；
- ✓ 建造8500平方米办公面积；
- ✓ 建成7.8个住宅单位以及诸多其他相关效益。

- Some benefits still to materialise - the cost-benefit ratio should increase by a third by 2010 - 2015.
- 某些效益仍在实现——到2010年~2015年，产出效益将比1998年高出1/3倍。



Cascades Housing- Isle of Dogs

## How well did LDDC succeed ... continued

### LDDC取得的效益怎样？

- Substantial benefits for local communities and residents.
- More social housing than if LDDC had not existed.
- LDDC generated an additional 23,000 jobs in Central London by increasing the supply of high grade office accommodation which led to a more competitive financial centre
- 对当地社区和居民的产生巨大的利益
- 如果LDDC不存在，社会住房肯定比现在少得多
- LDDC通过提供通往金融中心的高档商务住房，使伦敦中心增加了23000个额外的工作岗位



Aspen Way



Royal Albert Way

# Before and after....

## 重建前后对比

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Canary Wharf



Surrey Quays

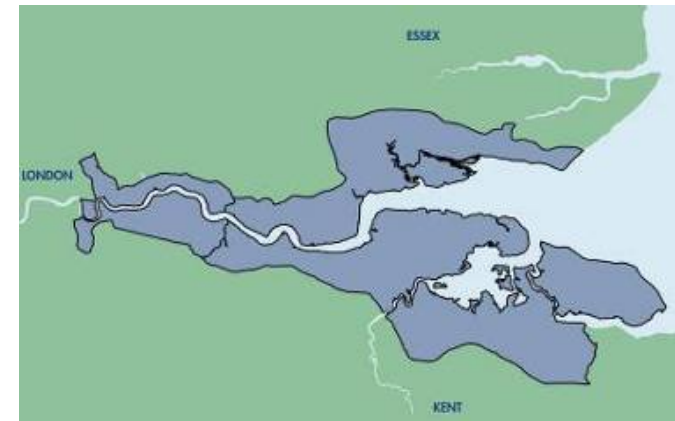


# Recent times....

## 如今

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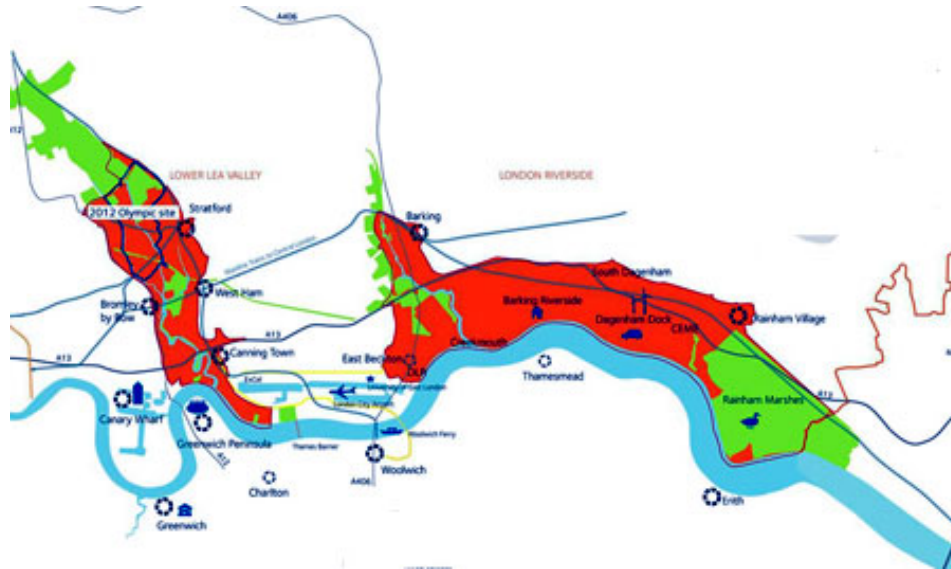
- 1994 LDDC begins phased exit
- 1994年LDDC开始分阶段撤出
- ✓ Planning powers handed back to Boroughs
- ✓ Residue of LDDC development land transferred to Boroughs and English Partnerships (EP)
- ✓ 计划将权利交回给给郡县
- ✓ LDDC开发土地之外剩余的土地移交给各郡县和英格兰国家更新机构
- 1995 – Thames Gateway initiative launched
- 最先于1995年从泰晤士河口开始实施
- 1998 – LDDC completes its remit and is wound up
- 2000 – Some LDDC development land transferred to newly formed London Development Agency
- 1998年LDDC全面竣工之后解散
- 2000部分LDDC开发的土地移交给刚成立年伦敦发展局



# Recent times....

## 如今

- 2004 – Enter the Thames Gateway Development Corporation
- 2004年 泰晤士河口开发公司进入该地区



- 2005 – London wins bid to host 2012 Olympic Games – main Olympic Park to built in lower Lea Valley
- 2006 - Olympic Delivery Authority (ODA) is formed
- LDDC now largely expunged from history – too successful?!
- 2005年 伦敦取得了2012年奥运会的举办权—奥林匹克公园中心区将被建在利亚山谷地区
- 2006年伦敦奥运筹建局成立
- LDDC现在基本上已经从历史中抹去

# Recent times....

## 如今

- In general development momentum maintained in private sector, e.g. Canary Wharf
- 总的发展势头掌握在私营机构手中，比如加那利码头
- Public sector agencies slow to pick up reins
- 公共部门机构也逐渐拥有控制权
  - ✓ Re-inventing the wheel 多此一举
  - ✓ Too many competing interests
  - ✓ Lack of clear leadership 缺乏具体的领导
  - ✓ Too few skills, too little experience – new UDCs a response to this 缺乏技能和经验
- 2007 – National Audit Office report on Thames Gateway initiative
- 2007年国家审计署在泰晤士河口



Canary Wharf by Night



**Thank you for listening!**  
**谢谢**

**It's now.....**

**Question**  
**Time?**  
**有问题吗？**