Gemeente Amsterdam

# Market consultations on development of Erotic Centre Amsterdam

City of Amsterdam
Public Order and Safety
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# 1 Introduction

It is the City of Amsterdam's ambition to develop an Erotic Centre outside the Red Light District. This ambition forms part of the Scenarios for Window Prostitution project, the aims of which are:

1. Improvement of the position of sex workers
2. Combating subversive activities
3. Reduction of nuisance caused by crowding in the Red Light District.

The scenarios for window prostitution form part of the Plan of Action for the City Centre, which aims to make the Amsterdam city centre more liveable by tackling real estate, public space, tourism, coffee shops and prostitution, among others. See Appendix 1 for further background information.

Last year the City of Amsterdam had a market exploration carried out and also carried out a site survey. The site survey identified eight provisional locations. The City now wishes to consult with market parties regarding these provisional locations and about the provisional Schedule of Requirements that was drawn up for the Erotic Centre. The City is inviting market parties to give their views by means of market consultations.

This document sets out the working method and the rules of play for the market consultations, as well as the background to the development of an Erotic Centre in the City of Amsterdam. You can find further background information about the development of the Erotic Centre on www.amsterdam.nl/erotischcentrum.

# 2 Market consultations: aim, form, planning and phasing

## 2.1 Aims of market consultations

The aims of the market consultations are the following:

- To review the provisional Schedule of Requirements (see Appendix 2)
- To review the eight provisional locations (see Appendix 3)
- To learn more about the conditions and requirements under which parties wish to develop, as well as the opportunities and risks identified by market parties.
- To learn more about interested market parties.
- To review and hone the criteria for selecting a location.

## 2.2 Target group of the market consultations

The City of Amsterdam will be inviting parties who could play a role in the development and operation of an Erotic Centre, such as project developers, operators of sex workplaces, sex workers and organisations representing the interests of sex workers, investors, financiers, architects, advisers and hoteliers.

## 2.3 Form of the market consultations

It was decided to conduct the market consultations in two parts:

1: Written market consultations: Interested market parties are requested to answer the questionnaire included in Chapter 3.

2: Verbal market consultations: Interested market parties are requested to indicate their interest in this round of talks within the period mentioned in question 20.

On behalf of the City of Amsterdam, persons representing the Public Order and Safety, Planning & Sustainability, City Development and Project Management Office departments will be involved in the talks.

## 2.4 Planning and phasing

### 2.4.1 Phase I: Invitation to tender for participation in the market consultations

The invitation to tender for the market consultations will be issued on behalf of the Municipal Executive by the Director of Public Order and Safety. The market consultations will be announced on TenderNed. The pre-announcement will be made on TenderNed as well as on the municipal website www.amsterdam.nl/erotischcentrum and social media. A press release will also announce the market consultations. All parties interested in taking part in the market consultations may register via TenderNed. All correspondence regarding the market consultations will run via TenderNed.

The participants are asked to complete the questionnaire published on TenderNed and to indicate whether they are willing to explain their responses to the City in a personal interview. You will find the questionnaire on page 8 of this TenderNed document and also as a separate appendix (form to be completed). The participants in the market consultations can upload the document containing their responses to the questions of the questionnaire using TenderNed's message module.

### 2.4.2 Phase II: Market consultation talks

In this phase, the City will be holding talks with a number of participants who, in their responses, indicated their willingness to explain their responses during talks. The City reserves the right not to invite all participants for talks. Phase III: Conclusion of market consultations and feedback of outcomes

The market consultations will be concluded in July/August 2021 (see also under Planning in section 2.4.3). The City of Amsterdam will conclude the market consultations by publishing a report on the market consultations on www.tenderned.nl. This report will contain the most important conclusions from the market consultations, in the view of the City of Amsterdam. Regarding this report, the City of Amsterdam expressly alerts participants to the following:

1. The report will be public. Responses and other information and/or data will be included in the report in anonymised form. Participants will give the City of Amsterdam permission to use their responses and other information and/or data provided by them in the report.

2. The report will contain the conclusions as framed by the City of Amsterdam. The substance of the draft report will not be coordinated with participating parties. The report will state that the report is the City of Amsterdam's version of affairs and that this version is not necessarily that of the participating market parties.

### 2.4.3 Planning

The following planning schedule will apply to the market consultations (subject to administrative decision-making). No rights may be derived from this Planning.

*Planning subject to change*

| | |
|---|---|
| 28 April 2021 | Announcement of market consultations |
| 20 May 2021 | Deadline for registration |
| 28 May 2021 | Invitations for talks sent to parties |
| 7– 11 June 2021 | Talks with the City |
| July / August 2021 | Publication of market consultation report |

## 2.5 Preconditions

### 2.5.1 Language

The market consultations will be conducted in the Dutch language. In so far as not stated differently nor indicated differently in writing by the issuer of the tender in the further performance of the market consultations, all documents lodged with the issuer by the participating parties must be drawn up in the Dutch language.

### 2.5.2 Reimbursement of expenses

The City of Amsterdam will not reimburse expenses incurred by participants in the market consultations.

### 2.5.3 Confidentiality

The City of Amsterdam will observe confidentiality with respect to the names of participating market parties. The City of Amsterdam will make this information available only to employees and advisors who are directly involved in the market consultations, unless the City of Amsterdam has a statutory obligation to publicise this information more generally. The City of Amsterdam is entitled to use input from the participating market parties when drawing up selection documents.

The City of Amsterdam will not include any specific references to participants or commercially sensitive information in a selection procedure.

### 2.5.4 Disclaimer

The market consultations do not form part of a selection procedure. To avoid putting participants in the market consultations at an advantage, the City of Amsterdam will ensure that the information that is shared during the market consultations will also be accessible during a selection procedure.

During any selection procedure that may be held, no distinction will be made between parties who have participated in the market consultations and parties who have not.

Information in these market consultations may differ from information that is issued later (within the context of a selection procedure).

No rights may be derived from these market consultations.

# 3 Questionnaire

If you wish, you may use the form in Appendix 6 (separate appendix) for the purposes of completing this questionnaire.

***General***

1. State your background/operational activities.

***Core principles for implementation of Erotic Centre***

2. What ideas do you have regarding the manner in which the independence/position and safety of sex workers in the Erotic Centre may best be organised?
3. How can smart design and management contribute to the proper organisation of the safety of visitors to sex workers in the Erotic Centre (for example safeguarding the anonymity of customers, separating visitor streams)?
4. How, in your opinion, will you be able to regulate the visitor streams, both indoors and outside, so as to limit nuisance?

***Schedule of Requirements***

5. What is your view on the provisional Schedule of Requirements? Are there components that need to be added and, if so, why?

***Shortlist of provisional locations***

6. Which minimum criteria should a location meet in your view, and why?
7. Which three criteria do you consider most important?
8. What is your view of the nine locations on the provisional shortlist (see Appendix 3)?
9. Which location (or locations) would you prefer and why? (Specify a maximum of three locations.)
10. Are there places within these locations that you would prefer for the development of the Erotic Centre?
11. Which locations do you consider to be unsuitable and why?
12. Are there locations beyond these nine locations that you consider to be better suited and, if so, why?

***Possible transformation of existing real estate***

13. Do you see possibilities for transforming existing real estate into an Erotic Centre? Could you give examples?

***Selection of market party***

14. Would you like to play a role in the implementation of an Erotic Centre? And would you, to this end, enter a selection procedure for the allocation of land for the proposed programme?
15. What options other than a selection procedure are there in your view for achieving an Erotic Centre?

16. With what combination of parties could you enter such a procedure? At present, the City of Amsterdam considers a combination of parties (developer and operator, at any rate) to be desirable, given the importance of the operation of sex work.

***Preconditions***

17. Which minimum preconditions do you consider essential to the realisation of an Erotic Centre?

***Finances***

18. How do you plan to fund the development of an Erotic Centre? What obstacles do you identify in this regard?

***Opportunities and risks***

19. What, in your view, are the greatest opportunities and risks with respect to the development/realisation of an Erotic Centre?

***In closing***

*20.* Is there anything else you would like to share with us in the context of these market consultations regarding the development of the Erotic Centre? If so, please do so here.

*21.* Should the City have further questions arising from the written responses, would you be prepared to provide an verbal explanation between 31 May and 4 June 2021? Would you prefer to give this explanation alone or in combination with other parties? If you would prefer a combination with other parties, please indicate which parties you have in mind.

*In view of the Covid-19 restrictions currently applying, all talks will take place online.*

# APPENDIX 1 Background to project

## Project description

**Principles underpinning the details of scenarios for the Window Prostitution project**
Upon instruction by Mayor Halsema/the Plan of Action for the City Centre Administrative Team, the Public Order and Safety department is elaborating the details of the scenarios for window prostitution in the Red Light District and the Singel area. This is in response to the nuisance due to crowding in the city centre, disrespectful behaviour of visitors towards sex workers and residents, and the importance of combating abuse associated with window prostitution. Within this context, the City of Amsterdam is investigating the possibility of establishing new licensed workplaces for sex workers in Amsterdam. The three firm criteria for this are:

1. Improvement of the position of sex workers
2. Combating subversive activities
3. Reduction of nuisance caused by crowding in the Red Light District.

In 2020, the City had a market exploration carried out as well as a first quick scan site survey for the development of an Erotic Centre, based on which a provisional shortlist of eight locations was drawn up. To follow up on this site survey and to arrive at a Schedule of Requirements, the City of Amsterdam is organising market consultations.

## Project scope and areas of overlap

Possible relocation of part of the window prostitution from the Red Light District or the Singel area to the Erotic Centre is part of the City of Amsterdam's Plan of Action for the City Centre. Surveying sites for an Erotic Centre outside the city centre is happening in close consultation with the bodies responsible for regional development in Amsterdam. The City is looking for a market party (or a combination of parties) to develop the Erotic Centre. To this end, the city had a market exploration done in 2020 by the SITE agency.

**Market exploration and site survey**
The site survey, conducted in 2020 by the municipal Project Management Office in collaboration with the Planning and Sustainability, City Development and Municipal Real Estate departments, yielded a list of eight provisional sites (the 'shortlist'). Market consultations will be held regarding these locations and the provisional Schedule of Requirements. The aim is to arrive at a more limited list of locations and site criteria, which will then be approved by the City administration. In order to be able to select a market party to develop an Erotic Centre, a preferred location must

first be determined. The City would like to enter into dialogue with the market regarding the provisional locations and provisional Schedule of Requirements for the Erotic Centre. The shortlisted locations are included in the letter to the council *Details of scenarios for window prostitution in the Red Light District and Singel area* of 3 November 2020 (see Appendix 5 - separate appendix). After being discussed in the City Council on 10 March 2021, motion 152 was adopted, in which the Council requested the City Executive to "expressly seek sites in areas to be developed and (therefore) not only transformation locations or existing areas." This motion resulted in a ninth shortlisted area, the area described as "Port-City, with the exception of the project areas already containing ongoing developments", being added to the shortlist of provisional locations.

### Organisation

The Plan of Action for the City Centre Administrative Team, consisting of the Mayor, the chair of the Centrum city district and the Alderman for Economic Affairs is the administrative commissioning party for the Scenarios for Window Prostitution project, of which the site survey for the Erotic Centre forms part. Officially, the commissioning party is the Director of Public Order and Safety. The site survey is being conducted by a core team comprising staff from the Project Management Office, Planning and Sustainability, and City Development departments.

## Process

In 2020 the QuickScan, Market Exploration and Site Survey for the Erotic Centre were conducted. In this regard the letter to the council *Details of scenarios for window prostitution in the Red Light District and Singel are*a was drawn up on 3 November 2020, providing among other things an overview of the shortlist of eight provisional locations/areas: Amstel III, Arenapoort, Sloterdijk 2 Noord, Sloterdijk 2 Zuid, Rai/Zuid, Hamerkwartier, a water location and Eenhoorngebied. This letter to the council was discussed by the City Council on 10 March 2021. Following the adoption of motion 152, a ninth area (Haven-Stad) was added to the shortlist of provisional locations.

The market consultations being held in early 2021 serve to review the provisional Schedule of Requirements and the shortlist of nine provisional locations. The outcomes of the market consultations will be submitted to the municipal authorities after the summer. Based on this, a participation project will be launched or not, as the case may be. The outcomes of this will serve as input in the decision-making regarding the preferred location. Once the preferred location has been adopted by the administration, the zoning procedure (including public participation) can start, and a market party will be chosen.

The next steps are subject to administrative decision-making by the City Executive and the City Council.

# APPENDIX 2 Provisional Schedule of Requirements

## Draft Schedule of Requirements for Erotic Centre

### 1. Basic principles

The plan for the establishment of an Erotic Centre was born from the elaboration of scenarios for window prostitution in the Red Light District/Singel. In this elaboration, three criteria were leading:

1. Safeguarding human rights; more specifically: improving the position of sex workers
2. Preventing and combating subversive activities, including human trafficking
3. Preventing and combating nuisance in the city centre

The following applies to the realisation of the Erotic Centre: the position of sex workers must be improved by the establishment of the centre, subversive activities must be prevented and nuisance due to crowding in the Red Light District must be reduced.

### 2. Schedule

The Erotic Centre will consist of various kinds of workplaces for sex workers, which will be supplemented by other functions such as catering[1], erotic entertainment and separate spaces for sex workers, operators and chain partners. To limit the footprint of the building, a stacked building with a footprint of approximately 1,000 m2 is envisaged.

| | |
|---|---|
| Number of workplaces for sex work[2] | 100(x 12 m2) |
| Types of workplaces for sex work | 1. Face-to-face advertising through window/doorway<br>2. Advertising on the internet |
| Number of sex-work operators | 3 |
| Central lobby/hall/entrances | 1 x 800–1,000 m2 GFA |
| Catering (2x) | 2 x 120–200 m2 GFA |
| Erotic entertainment (no prostitution) | 1 x 350–400 m2 GFA |
| Relaxation/meeting space for sex workers | Minimum 4 x 25 m2 GFA |
| Working space for care staff, officials (P&G292/City/police) | Minimum 1 x 20 m2 GFA |

[1] More broadly (and not only in respect of the inner city), the City Executive is committed to recalibrating the number and type of tourists in the city. This is why the City Executive wants to commit to a relatively 'modest' Erotic Centre, with less extensive catering facilities and with only limited other tourist-oriented functions.

[2] Sex work/sex workers refers to prostitution, i.e. paid sex with customers (in the general municipal bylaw, window prostitution or private prostitution companies, i.e. 'sex clubs'). This is distinct from erotic entertainment venues, in which there is no sex with customers (in the general municipal bylaw these are called 'sex establishments').

| | |
|---|---|
| Offices for operators (min. 3 operators) | Minimum 3 x 15 m2 GFA |
| Access | From a security point of view, an enclosed entity with (limited) regulated central access options is assumed. |
| Total | Approx. 5,000 m2 GFA |

It is best for an Erotic Centre to consist of two zones: a lobby, with catering options and a number of related functions such as an erotic shop, and a zone in which the entertainment and prostitution can take place.

There will preferably be a spatial relation between these two zones within the centre.
The lobby will have room for one or two catering establishments and various entrances of approximately 120 m2 to 200 m2. In total, this kind of lobby would have gross floor area (GFA) of 800 to 1,000 m2. In addition, there will be erotic entertainment covering approx. 400 m2 GFA. The net schedule will total approximately 1,800 m2. This schedule assumes excess traffic space. For this reason, it is suggested that a net/gross ratio of 50/50 be maintained. This means that the above-mentioned schedule will require approximately 3,600 m2 GFA. Talking into account a number of subsidiary functions such as technical spaces, a total surface area of approximately 5,000 m2 can be assumed[3].

### 3. Notes

*Number of workplaces for sex work*
The point of departure for the Erotic Centre is 100 workplaces for sex work. On the one hand, a certain mass is required to ensure:

- A sufficient number of workplaces to provide an interesting/broad offering.
- Sufficient mass to organise the presence and visibility (both during the daytime and at night) of surveillance officials and care providers efficiently.
- A sufficient number of workplaces to provide three operators with an interesting business case.

On the other hand, maximisation is important to ensure:

- Overview and manageability in terms of municipal enforcement, police and care providers.
- A limited number of workplaces means fewer traffic movements to and from the location, which is important for area management.
- As with the minimum, the decision on the maximum will be influenced by the market. Developers in Utrecht (Nieuwe Zandpad), for example, indicated that they do not want too many workplaces, as the market is too uncertain. Utrecht has opted for 96 windows.

*Workplaces for various kinds of sex work*
The workplaces are meant for two groups of sex workers:

- Window sex workers, who advertise face-to-face through a window or doorway

[3] *Should the Erotic Centre be built in a more urban environment, there might be a smaller lobby. The need for catering and erotic entertainment will decrease relative to the number of similar establishments in the surrounding area. A lobby of 400 to 500 m2 would then suffice, and the total GFA required would be approximately 4,500 m2.*

- Sex workers who advertise on internet and work from a room without having a 'shop window'.

These two types of workplaces might, incidentally, look exactly the same, which would allow for more flexible use. A workplace could, for example, be used for internet-advertised prostitution during the day and for window prostitution at night.

*Types of sex workers*
The Erotic Centre is intended to provide workspace for various types of sex workers: men, women and transgender persons. The sections where the various types of sex workers work must be distinct from one another, so that the specific target groups can avail themselves of the services at the centre in a manner they find agreeable (and that is anonymous)[4].

*Prospective visitors/customers*
The Erotic Centre will cater for two types of visitors:

- 'Demand-driven' customers, who come to the centre specifically for sexual services.
- 'Availability-driven' customers, who are not conscious customers but visitors who come to the centre for the ambiance created by the catering establishments and erotic entertainment. The demand for sex work then originates on the scene.

The Erotic Centre will not cater for the 'sightseers' that are common to the Red Light District. These only come to have a look and do not become customers. The intention is to discourage such visitors by introducing a single regulated point of entry to the Erotic Centre, and possibly charging admission. Only adults will be admitted to the Erotic Centre.

*Erotic entertainment*
A sex theatre or pole-dance club, for example.

[4] In talks with sex workers this emerged as an important point.

# APPENDIX 3 Shortlist of locations

## Shortlist of locations

The site survey identified eight provisional locations, which were placed on a shortlist.

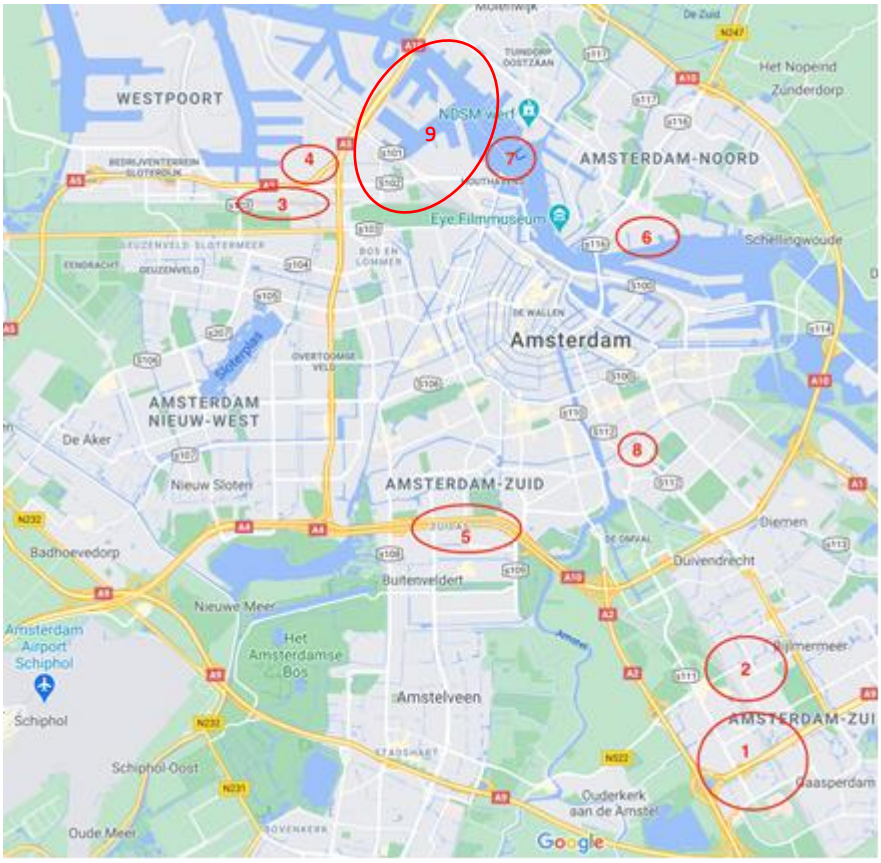
The following aspects were considered:

1) **Physical integration** To determine physical integration, the city was 'scanned' for vacant plots and unoccupied real estate. Contractual obligations that might apply to these plots or this real estate were not taken into account.
2) **Multi-modality** Here the accessibility of the locations/areas in the broadest sense were considered, which included international/national/regional and municipal public transport connections and accessibility by car, as well as accessibility for pedestrians and cyclists.
3) **Zoning plan** Whether there is a current zoning plan, what the validity or lifespan of the zoning plan is *and* in what design or drawing-up phase new zoning plans are.
4) **Policy (limitations)** Here, specifically, serious policy limitations were considered, for example limitations derived from ecological considerations and the need to maintain a minimum of green area in the city.
5) **Stage of area development** To what degree there are contractual commitments in an area that would make the development of an Erotic Centre impossible.

Eight areas/locations were put on the shortlist in late 2020.

Following the adoption of motion 152 (council meeting of 10 March 2021), a ninth area was added to the shortlist.

| | |
|---|---|
| Titel | Motie 152 van het lid Poot inzake onderzoek ook nieuw te ontwikkelen gebieden. |
| Ingediend in | *Kennisnemen van de brief inzake nadere uitwerking van de scenario's raamprostitutie Wallen/Singel, inclusief bijlage Rapport Marktverkenning. Nr. VN2021-004292 (RAAD 10-03-2021 13:00)* |
| Datum indiening | 10-03-2021 |
| Toelichting | Met algemene stemmen. |
| Type | Motie |
| Indiener(s) | M.C.G. Poot |
| Fractie | VVD |
| Uitslag | aangenomen |
| Aanmaakdatum | 19-03-2021 |




Key

1. Amstel III (Zuidoost)
2. Arenapoort (Zuidoost)
3. Sloterdijk 2 Zuid (Nieuw-West)
4. Sloterdijk 2 Noord (Nieuw-West)
5. Zuid / Rai (Zuid)
6. Hamerkwartier (Noord)
7. Water location (location not yet known)
8. Eenhoorngebied (Oost)
9. Port-City (Nieuw-West/Noord)