



Urban Agenda for the EU
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Collaborative Management to adapt and reuse spaces and buildings for cultural and social innovative development

Action 4

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COLLABORATIVE MANAGEMENT
TO ADAPT AND REUSE SPACE
AND BUILDINGS





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Action 4

Collaborative Management to adapt and reuse spaces and buildings for cultural and social innovative development

1) Who we Are

Action Leader(s):

Action Leader: Italy (Agency for the Territorial Cohesion)

Giorgio Martini (Head of Action), Sandra Gizdulich, Giovanni Pineschi.

Action Group Members:

Bordeaux Metropole (FR): Anne Laure Moniot, Edouard Bertron Serindat.

Ministry of Culture (IT): Giuliana De Francesco.

Flanders Heritage (B): Vera Ameels

City of Florence (IT): Manuela Taverniti, Stefano Damonti

City of Silesia (PL): Anna Dudek

Regional Development Agency of the Ljubljana Urban Region (SI): Tina Pezdirc Nograšek

Federation of Cultural Heritage Cities (NL): Anette van Dijk (Amsterdam); Gertrud van Dam (Utrecht)

URBACT: Laura Colini, Nuala Morgan

ICLEI: Cristina Garzillo, Alexandru Matei.



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Other bodies involved:

Luiss University - Lab.Co. + Civic e-State Horizon2020 (C. Perazzone); University of Turin - Ge.Co. Horizon2020 (A. Quarta); Cartagena University (L. Lanzoni); University of Salerno (G. Micciarelli);

City of Turin (G. Ferrero, F. Barbiero); City of Salerno (R. Lupacchini);

Foundation for the Urban Innovation (G. Ginocchini);

Open Heritage H2020 (D. Patti); CLIC, ROCK H2020 (C. Garzillo, A. Gravagnuolo)

Other relevant Contacts for this matter:

Emilia Romagna Region (N. Levi);

City of Naples (N. Masella)



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2) Background context

*The starting point: What is/are the common problem(s) identified that the Action aims to tackle?
Why is the Action important and relevant?*

TRANSFORMATION adaptive reuse

Reconversion for who?



- ✓ **Revitalisation of the urban fringes and marginalised peripheral areas to recreate an identity**
- ✓ **Common goods, temporary use of building & spaces, etc.**
- ✓ **Minimum standard for the quality of rehabilitations & harmonisation of restoration norms**

Fig. 1: the working group started to conceive this action at the first working meeting in Bruxelles (10 April 2019), then tested at the European Week of Regions and Cities (9 October 2019), the last physical meeting.

The Action deals with the concept of URBAN REGENERATION and with the concept of COMMONS: the re-use of dismissed or abandoned open spaces or buildings -which are of some value for the local communities (the so-called “Commons”)- through collaborative management processes (not to be confounded with the concept of “participation”).

Collaborative management processes deal with public procurement and state aid. Rehabilitation of spaces (works) and the socio-economic, cultural activities (services) are subject to public procurements. Those groups or associations that might be involved at the first stage of the collaborative processes to participate/co-design the transformation of the spaces/buildings are not necessarily those who are able to get the contract (winning the tender of a procurement). Grants to the any associations -even the non-profit ones- operating economic activities (such as social or cultural ones) is a state aid.

Processes of spatial and urban revitalisation called “social innovation” comprehend activities where the material and immaterial revitalisation of an area (physical renovation plus the management of services) passes through collective / shared measures between the public sector and the third sectors (i.e. associations, organisations, social enterprises, active citizen, etc.).



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The rehabilitation and the management of these underused and/or dismissed places through collaborative processes is a recognised way to catalyse regeneration offering social/cultural services with positive side effects in terms of: jobs creation, social inclusion and the appropriate management and maintenance of such places, avoidance of urban sprawl, socio-cultural growth, creation of (new or past) identities, etc.

Despite their relevance, these kinds of practices are still experimental and fragmented.

Local administrations often find it difficult to recover these spaces or buildings due to several factors: lack of financial/human resources to promote complex and informal process, low project management capacities, unclear competences, insufficient human resources, complex properties (patchy ownership) framework, difficulties to apply eminent domain without a clearly defined public asset through an official zoning, difficult recomposition of different local interests and/or different legal arrangements and this list is not exhaustive.

As a result, empty spaces or dismissed buildings are left abandoned (except for those located in attractive areas and that are of some “market value”).





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3) Objectives

What were the purpose and objective of the Action?

Urban Agenda for EU
Partnership on Culture & Cultural Heritage



Fig. 2 The toolkit is the synthesis of Activity 1 (Analysis of existing present practices and local regulations) and Activity 2 (Proposal of a model -operational scheme- to foster collaborative management as systematic methods) defined in the Action Plan of the Culture & Cultural Heritage Partnership.

This Action wants to foster and smooth processes of transformation and adaptive re-use of abandoned/dismissed spaces, recognised important for local communities (“common good”), fostering innovative forms of participative and collaborative management, using innovative forms of delegation to stakeholders (third sector, NGOs, associations, etc.) while also promoting cultural and social events: those practices of re-use of buildings and/or places through cultural services for local communities rehabilitating the identity, the *genius loci*, the *milieux*, the *baukulture* of a given area.

The Action will profit from the paradigm of urban regeneration, circular economy, social innovation and the concept of the (built and natural) heritage as a driving factor to promote local identities and sustainable territorial development.

Based on the analysis done from the local regulations developed by some cities (engaged in three different Horizon 2020 projects and one URBACT network), the Action will be devoted to the creation of a **toolbox for local authorities** wishing to promote such practices in their local contexts.

The toolbox is intended as an open-source instrument offering all the operational schemes (guidelines, models, etc.) for cities that would like to foster collaborative management for transforming and/or re-adapting buildings or open spaces for social and cultural purposes. The



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toolbox is a model to be used and applied by Local Authorities who intend to promote such measures, but that do not have enough resources or capacities to “start from the scratch”.





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4) Results and main outcomes

What were the main milestones? Which outputs and results did the Action produce? What makes the Action particularly meaningful and useful?

Activities to implement this action were two: Activity 1 - Analysis of existing present practices; and Activity 2 - Proposal of a model -operational scheme- to foster collaborative management as systematic methods (the toolkit).

The analysis of the practices was implemented through two steps: i) the identification of networks, practices, projects to be further explored (all the actors involved in the Action Group plus the Italian cities interested) and ii) the written reports of the analysis implemented by lawyers and experts (shared with the whole action group for comments and requests).

The main result of the Action is the dissemination of the **legal framework for public authorities to adapt and re-use buildings or places through collaborative management process** for cultural and social services. This basically means that the Action highlighted:

- The need to foster exchanges to identify underused/dismissed places (buildings and open spaces) that are of some value for the community (urban commons) – this is the step related to “mapping” (construction of community maps to identify assets by groups of citizens, associations... data management via geographic interfaces (Web-GIS) ...);
- The need to establish urban regulation (legal framework) to encourage the re-use of urban commons by a wide audience of local stakeholders;
- The need to include practices of the temporary use in urban planning tools to be able to reactivate urban commons within a clear strategic framework;
- The need to strengthen the competencies of the local stakeholders in actions of co-design to be able to develop appropriate governance for the re-use of urban commons;

Urban Regulation on Commons (Legal Framework) should give the opportunity for:

- communities **to point places** they need for collective use;
- public authorities to **formally recognize inputs** from the society;
- communities **empowered and delegated for the re-use.**



5) Observations/Remarks/Recommendations

Which recommendations (local/national/EU-level) does the Action deliver [please differentiate the different levels]? What were the important lessons learned and strategies identified to overcome the problem(s) tackled? What could be some next steps and follow-up activities (if applicable)?

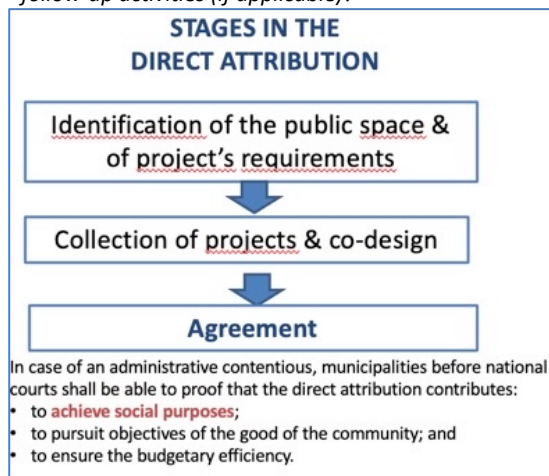


Fig. 3 the steps for a direct attribution to reach the agreement. This last are translated into contracts.

Those analysed for the toolkit are in particular:

- Pact of collaboration (BO);
- Civic Deal (TO);
- Civic management «gestión cívica» (ES)

The legal framework analyzed is based on several practices among which:

- Right to civic, collective use of the urban commons;
- Concession of public buildings for socio economic & cultural use;
- Declaration of civic & collective use.

Direct assignment to take care of abandoned buildings and/or neglected areas for social/cultural/economical activities can be promoted if these minimum conditions are met:

1. The rehabilitation process is considered as an essential function of the state for the environmental protection or the security enhancement, etc. ...;
2. Public Authority verifies that collaborative management with the civic society does not cause greater costs than benefits and does not create negative consequences;
3. The management of public spaces (buildings or open areas) must ensure a public function for all (interventions must be organized to allow any interested citizens to join the activities at any time).

The following aspects are also very strategic and important:

- The intention of valorize the **local know-how** and the spontaneous civic practices that promote the re-use of places for social, economic, cultural activities.
- **Definition of Urban Commons** specifically mentioning city heritage such as public buildings and gardens that civic society and PA recognizes as fundamental for the quality of an area and its collective use.
- **Recognition of community rights** (rights of use, co-management, co-ownership).
- **Neighborhood Architect** (to help citizen define a common vision): this is a service collected from some practices.

Recommendation for municipalities is that the legal act for the collaborative management - establishing the attribution of the management of public spaces - should contain the following elements:



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- **Function / Objective of the collective use** - main public function that the activity carried out by the civic society (associations, NGOs, third sector, etc.) permits to ensure (re-using, regeneration and maintenance of urban spaces).
- **Type of activities / services promoted, engaged in** (i.e. care, cultural, social, economic, training & education, leisure, etc.)
- **Extent of the collaboration** - co-governance tools (i.e. number/type of subjects involved, duration, measures of advertising, documentations produced, supervisory capacity of the municipal staff, etc.).
- **Possible causes for suspension**, modalities for adaptation or adjustment
- **Responsibilities and consequences in case of damage or failure**
- **Monitoring and evaluation measures** - measuring the impact produced is of the utmost importance: modalities for conducting monitoring and evaluation activities are agreed upon as part of the civic deal

The financial plan of collaborative management contracts varies according to practices. The public support is usually strictly linked to the provision of social/cultural services (neighborhood-based), while **the public space is assigned for free** (even if these have a pecuniary value) and the PA might also **reimburse expenses** sustained by non-profit entities to manage the space.

*Here it will be inserted a
QR-code to link this
synthetic dossier to the
toolkit of Action 4*



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Co-ordination

Germany

Federal Ministry of the Interior, Building and Community

Italy

National Governmental Agency for the Territorial Cohesion

Ministry for Culture (MIC)

Official members

- Cyprus - Ministry of Interior
- France - Ministry of Culture
- Spain - Ministry of Development and Public Works
- Greece – Ministry of Culture & Sports
- Regional Development Agency of the Ljubljana Urban Region (SI)
- Intermunicipal Community of the Coimbra Region (PT)
- Kazanlak Municipality (BG)
- Flanders Heritage, Flemish Region (BE)
- Dutch Federation of Cultural Heritage Cities (NL)
- Katowice City Hall (PL)
- Alba Iulia Municipality (RO)
- Municipality of Nagykanizsa (HU)
- Marshal's Office of the Silesian Voivodeship (PL)
- City of Berlin (DE)
- Canary Island, Ministry of Tourism, Culture and Sport (ES)
- Bordeaux Metropole (FR)
- City of Espoo (FI)
- Jurmala City Council (LV)
- Úbeda City Council (ES)
- City of Florence (IT)
- European Commission (DGs REGIO, EAC, RTD, DEVCO, AGRI, CLIMA, JRC, SG, EASME)
- European Committee of the Regions
- European Investment Bank
- ICLEI Local Governments for Sustainability
- Joint Programming Initiative on Cultural Heritage
- Eurocities
- URBACT