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

A **TOOLBOX** for local authorities

**Partnership on Culture
& Cultural Heritage
Action 4**

URBAN
AGENDA
FOR THE EU CULTURE / CULTURAL HERITAGE

WORKING TOGETHER
FOR BETTER CITIES

Abstract

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This publication (toolbox) represents one of the outputs of Action 4 Collaborative Management to adapt and reuse spaces and buildings for cultural and social innovative development within the Partnership on Culture/Cultural Heritage of the European Urban Agenda.

The toolbox is intended as an open-source instrument offering all the operational schemes (guidelines, models, case studies, 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 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".

Chapter one gives the framework of the reason why the Partnership Culture & Cultural Heritage started the action. Chapter two highlights the suggested "basic needs" for the urban regeneration process through collaborative management, while chapter three suggested one hypothesis of procedural steps for the regeneration, gathered from case studies. Chapter four is dedicated to policy recommendations, while chapter five collects all the case studies identified.

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1. Collaborative management

Adapt and reuse spaces and buildings for cultural and social and innovative development

> **The regeneration of the built heritage thanks to co-design and collaboration procedures allows us to hypothesize management and enhancement models more responsive to local needs**

In most European cities there are often buildings and open spaces, both public and private, which are dismissed, empty, not used, or abandoned for several reasons. These places might be located in several different parts of the city (i.e., historical centre of small cities, suburban areas, deprived neighbourhoods, etc.). 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.

It is clear that the public leverage is therefore essential to promote such collaborative processes of transformation and rehabilitation and for this reason, it is important to understand the method to follow and be able to identify the resources (skills, appropriate planning tools, funds, etc.) available within the urban authorities to use to start a complex process of

urban reuse and regeneration, and this toolbox wants to help the local bodies in this procedure.

But why is it important to re-activate these urban places or better urban commons, through a collaborative process? Very often different values overlap in these "sleeping giants", such as:

- They might constitute an identity for one district or city sector, for example, former factories, empty military barracks, former industrial buildings, etc.

- They might be characterised by a high value of architecture or historical meaning.

- They might be of some interest to local communities to enhance the quality of life and of cultural services in the neighbourhood.

To be able to handle this complexity of "urban objects" and overlapping of values we must develop new management of these assets through bottom-up/collaborative approaches (co-design actions) that can help local actors and urban authorities enhance their Cultural Heritage, strengthen local identity, and contribute to the preservation and/or reactivation of these urban resources. Despite their relevance, these kinds of practices (co-design, participatory activities, temporary use, etc.) are still experimental, and there is no systematic application because even if local administrations recognise the added value of such collaborative processes, promoting such practices is not easy for many reasons, mainly:

- Low project management of co-design activities (insufficient human resources and adequate skills).

- Unclear local urban regulation (legal framework) to promote the coopera-

tive management of the assets.

- Complexity of the urban asset's properties framework (patchy ownership).

- Difficult harmonization of local interests about the reuse of the cultural heritage.

- Lack of financial resources to promote "experimentation" of reuse (temporary) toward the new layout (functions and shape) of the assets.

In addition to these specific problems, related to the collaborative processes, challenges during the implementation of the project might be related also to:

- A public procurement model not able to involve bodies from civil society (groups of active citizens, associations, etc.) that in some cases have introduced the idea of the re-use of one specific urban asset.

- Inconsistency and/or overlap of several regulations applying to the same place (building or open space) as Cultural Heritage protection, building requirements as well as, environmental requirements that causing uncertainty in the regeneration process.

- Overlap of agreements and permits. In many European states rehabilitation of ancient buildings must pass also through specific permits from the National Cultural Ministries. Managing such requests is for professionals and it is not easy, as a result, the timing of rehabilitation projects can be extended and being not feasible.

Starting from these assumptions, from the work developed within the partnership, and from the practical experiences developed at the European level[1] we have tried to give a series of answers to the reader through this handbook. We know very well that this is not an exhaustive manual, many questions still remain open, especially those relating to the lack of specific EU policies or legislation tools to foster such practices, but at the same time we believe that this publication can be useful to clarify which are the key aspects to be solved when a public administration wants to face an urban regeneration process and which are the fundamental steps to follow.

1   List of relevant European experiences. Cultural Heritage adaptive reuse – CLIC project (end 2020): "Circular Governance Models for Adaptive Reuse of Cultural Heritage / Generative Commons - Ge.Co (end 2020) / Enabling Heritage Re-Use – OpenHeritage / RURITAGE project (in rural areas) / ROCK project (end 2020) / URBACT networks: Remaking the city; The REFILL Network; 2nd Chance - Wake up The Sleeping Giants; MAPS - Military Assets as a Public Spaces.

2. Keys aspects for the re-use
Dealing with 3 typical challenges

> **The re-use is to be understood as an integrated process supported by several different components: dedicated regulations and skills to gear complex process...**

This chapter intends to provide relevant steps for Public Authorities to implement urban rehabilitation processes through collaborative management. The "basic phases" suggested are:

1. Establish urban regulation encouraging the re-use of urban commons involving local stakeholders.

2. Include temporary uses in urban planning tools.

3. Strengthen the competencies of local stakeholders and public officers technicians to co-design common rehabilitation and re-use strategies.

Encourage the re-use. To promote the reuse of buildings and spaces through collaborative management, it is key ensuring clear and transparent process. Therefore, it is important for the public authorities to: i) build community awareness around potential opportunities; ii) have in place the appropriate legal framework (urban regulation) to permit the involvement of local stakeholders (i.e., private sectors, civil society, research centre, university, etc.,

Cf. Chirulli e Iaione, 2018[1]). The presence of a local urban regulation supporting the re-use of public assets (building and/or open spaces) is strictly interlinked to the assessment of their status. Urban authorities should keep track of dismissed/underused assets (and their state of play) so to be able to promote their rehabilitation processes answering to the following questions: i) which functions and services are in needs in that specific area? ii) who is to be involved and should participate in the various phases? iii) how to promote the submission of ideas and participation and to deal with the results? iv) which are the administrative acts (i.e. agreement, pact, contract, etc.) to be drafted among the urban authority and the local actors involved?.

Temporary use triggers the re-use. The temporary use represents a means to explore the potential of places and it can become a task to aggregate the energy of local community around a project. To make the most of this potential, the re-use project must find the best mutual adaptation between use, users, and spaces. This brings to the core aspect for a successful collaborative project: the necessity to include temporary uses in the urban planning rules. Local planning legislation should allow for new temporarily functions and activities (even if not originally envisaged by the land-use rules).

New competencies to lead the re-use of urban commons. The physical redevelopment of urban dismissed, or underused, buildings or spaces through collaborative management processes forces public authorities to work by a result-oriented approach rather than by competences: functions and activities are defined through interactions and are not

1   Cf. "La Co-Città" P. Chirulli, C. Iaione, Jovene editore, 2018

easily predetermined (see also the new European Code of Conduct for Partnership to be applied).

The co-design process has at least two phases: "the external one" to involve and manage exchanges with external stakeholders (possibly from different sectors and of a significant large number); "the internal one" for the urban authority to be capable to support the ideas born in the previous co-design. The first phase implies abilities and competences of mediation and animation which are new for the public sector, while the second phase implies the capacity of working in a horizontal manner (disregarding the single sectoral competences) and therefore new procedures.

In some Italian cases[2] a new role for the civil servant has been introduced: the so called "neighbourhood architect" or "community mediator". This is a role with new competences and functions, specifically designed to gear complex processes:

- **Enabler of local networks**: the hinge between local practitioners and the city's administration. It is a pivotal role for i) analysing the practices on the ground to detect the relevant representatives and actors to involve (see also the recent experiences of the "civic monitoring" and the one of "a scuola di open coesione"[3]); ii) translating the wishes and needs of the parties involved; iii) becoming the reference point for the interactive processes and its mediation.

- **Enabler of social innovation**: a key mediator able to organise and chair meetings and seminars (physical or digital) with interactive mechanism designed vis-à-vis the actors involved so to promote dialogue and facilitate common solutions/agreements. It

is a strategic role to manage co-design activities not only to gather local needs, ideas, and proposals, but also to identify possible common solutions and translate them into operational projects.

- **Enabler of technical aspects**: a key translator able to dialogue with the technicians, the private sectors (including also banking or public donors) and the local actors to transmit/translate ideas into projects facilitating the proposals respecting the format, the bureaucratic procedures, eligibility and timeframe and all other possible limits and further requirements.

2   Cf. Municipality of Reggio Emilia - The city as a common good - Neighborhood architects. Municipality web portal (https://bit.ly/3vVWJXp).

3   Cf. https://www.ascuoladiopencoesione.it/en/content/about-asoc

3. Urban commons toolkit
Key activities for the reactivation and adaptive re-use

" **8 activities can be considered key drivers for the rehabilitation of urban commons through the civil society...**

Starting from several collected case studies developed in different European cities (see Chapter 5) this test is a sort of toolbox facilitating the adaptive re-use of dismissed or underused buildings/spaces through collaborative management processes. The idea of the toolbox is to propose a sequence of actions that could be considered as the most relevant steps for the re-adaptation and enhancement of urban commons. Relevant paradigms for this practice are (Cf. fig. 1):

1. **Mapping**. This is an important activity devoted to the identification of dismissed, underused, downgraded urban areas, sites, or buildings and to their analysis. These assets are those that worthwhile to be rehabilitated through collaborative and collective processes as they are of some value for the local identity. Thanks to the collective engagement and management, projects enhance social and cultural perspectives and services. Mapping is drafted through innovative actions such as the community collaboration to highlight dismissed but relevant assets, to point out important practices

carried out by civil society (groups of citizens, associations, etc.) using interdisciplinary approaches based on the civic collaboration (i.e., sociological, economic, cultural, environmental) and data management via geographic interfaces (Web-GIS).

2. **Urban actors activation**. This paradigm includes different aspects, all integrated with each other, aimed at activating citizens with respect to the regeneration of spaces or buildings; co-designing reuse solutions; putting into practice small projects to test large redevelopments. **2.a - Stakeholder's engagement** - The activation of the territory toward the challenge of the urban common's re-use, promoting matchmaking activities to change an inert situation. Raising awareness on the opportunities of underused spaces, on the need for a shared governance vision, supporting a co-design process, drafting an engagement action plan for the re-use are all possible activities that innovative Municipalities need to promote and enhance. **2.b - Envisioning and aligning the city challenges** - The drafting of scenarios, visions, common objectives, and all other possible inspiring tools are part of the engagement paradigm. Devoted to the development of a collaborative co-design activity, envisioning a common result is a mix of bottom-up and top-down activities that should be part (or are to be coherent) with the city's strategic planning systems. **2.c - Experimenting and testing ideas** - Testing proposals for the re-use of buildings and places identified through a collaborative process with temporary use can be a relevant action (implying a small investment) ensuring that the final project will be adequate, strategic, and sustainable. To better understand the essence of these points, compare the experience of

the ZZZ Agency - ZwischenZeitZentrale in Bremen (Germany)[1].

3. **Decision-making.** The result of the engagement processes is to be coherent with the city's strategic planning systems. The decision-making step is addressed to improve the alternatives identified (and possibly tested) through vertical and horizontal integrated activities: vertical is about the coherence among the various project/strategic levels (regional, metropolitan, local, etc.) to frame the re-use of urban commons in a large strategic vision; horizontal is about the creation of coherence among the various sectors/departments within one urban authority in order to be able to fully trigger the potentiality of the projects.

4. **Financing.** Conceive the financing model of the intervention (initial investment, management, and maintenance, among others) considering the cost/benefit analysis, subsidy elements, and their justification. Check for different sources of finances: public, private, user fee, alternative sources such as crowdfunding, crowdsourcing, among others.

5. **Governance - Agreement**. This is the key aspect highlighted by practitioners of selected practices: the importance of a clear and stable legal framework to delegate the management of an asset, to draft agreements/pacts/contracts for the use of the assets. The legal instruments and

definitions of contract's details are key for establishing an appropriate collaborative management process. Direct assignment to local associations can be justified based on a clear positive social and economic impact (Cf. fig. 2).

Active engagement and collaborative management can be promoted by civil society (bottom-up) or can be activated by public bodies (top-down), but processes are often a mix of the two. As an example, under the ESI Funds, there are bottom-up processes fostered by top-down indication (Regulation promoting the "Collaborative Led Local Development" CLLD or the Strategic Territorial Plan drafted through local partnerships)[2].

1   The ZZZ is a temporary use agency that works as an intermediate organisation between users, owners and the administration. It supports and initiates temporary use projects. The agency is supported and jointly financed by four departments of the city (economy, construction, finances and culture). The ZZZ is usually involved in the development of concepts and strategies for (deprived) neighbourhoods. ZZZ is considered as a way of promoting initiatives in the field of culture and cultural and creative industries, also in the field of social and environmental projects. Furthermore, temporary uses have been incorporated into the daily practice of the administration (construction law, contract drafting, guidelines for marketing, etc.) https://www.zzz-bremen.de/ueber-uns/.

2   With the URBAN Community Initiative (1993-1999 and 2000-2006) the Commission promoted the paradigm "help cities to help themselves" fostering involvement of local stakeholders in the integrated sustainable rehabilitation of deprived neighbourhood. Afterwards, under the EU Reg. 1303/2013 (2014-2020), Chapter II (from art. 32 to art. 35) is entirely devoted to the Community Led Local Development (CLLD) and the Local Action Group (LAG) ruling mechanism of local associations implementing works and projects following their own integrated development planning. This opportunity (which remains underexploited within cities due to political choices of Member States) is given again for the next programming period (2021-2027), see at this regard EU Reg. 2020/1060 artt.32-34.
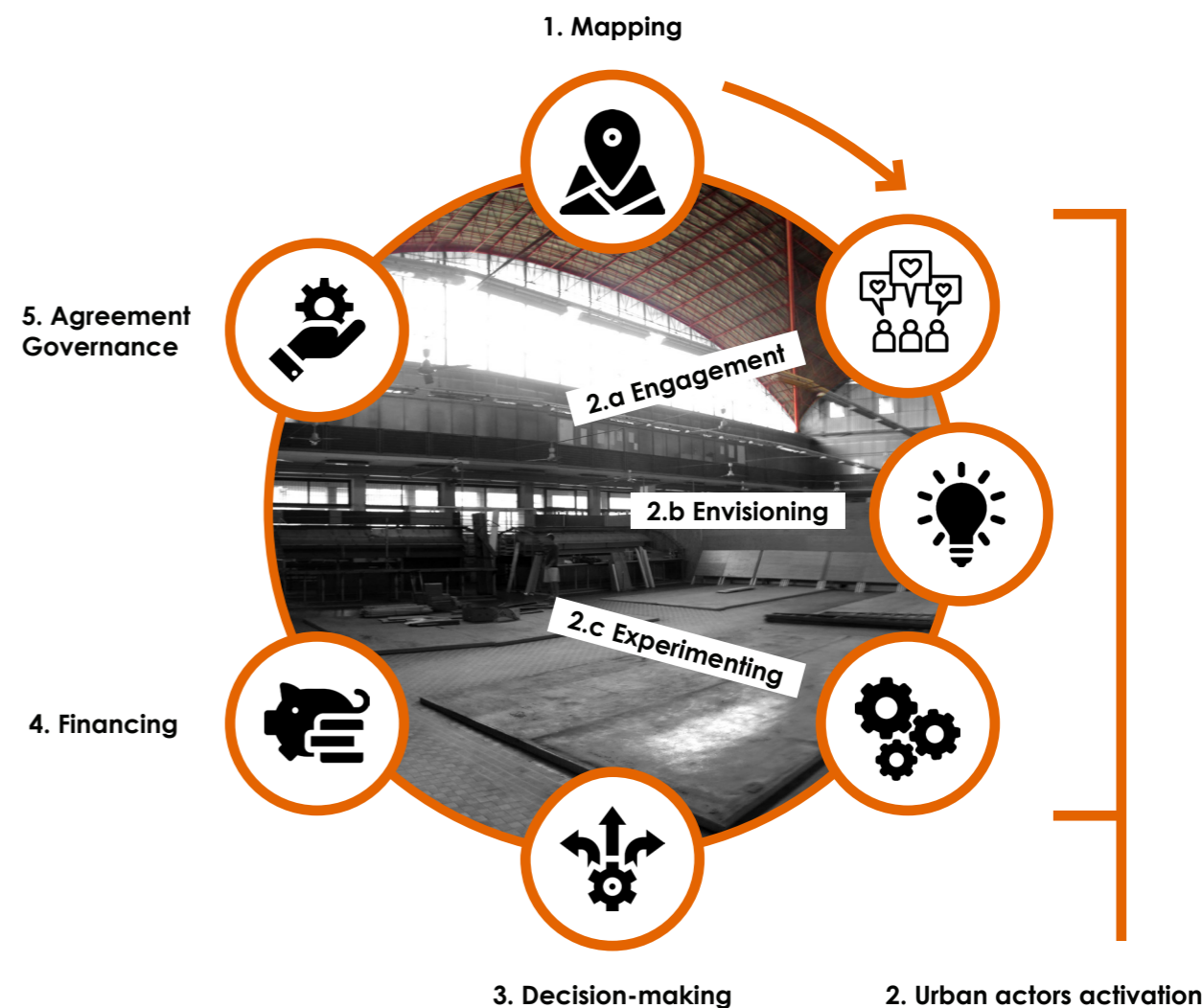
Figure 1 - Circular approach for the integrated enhancement of urban assets. Source: L. Lanzoni

Stage in direct attribution

Identification of the pubblic spaces and of project's requirements

Collection of projects and co-design actions

Governance and Agreement

In the case of an administrative contentious, a municipality before national courts shell is able to prove that the direct attribution contributes to: achieving social purposes; pursuing objectives for the good of the community; ensure budgetary efficiency.

Figure 2 - Stages in the direct attribution of the urban assets. Source: Prof. A. Quarta.

3.1 Urban commons mapping
The identification of the common goods

> **Innovative collaborative mapping systems allow for new opportunities, among which new and collective process of rehabilitation...**

Mapping is a key activity for local authorities to be aware of unused/empty assets (a crucial system also to prevent or manage unstable/unsecure areas). The sound knowledge of the ground through the mapping may allow to activating urban policies of re-use in time to prevent advanced state of decay or abandonment. The mapping exercise should focus on the following most relevant information:

- Geographical position of the urban commons and type. Where they are? What is the architectural typology and the topography of the area?
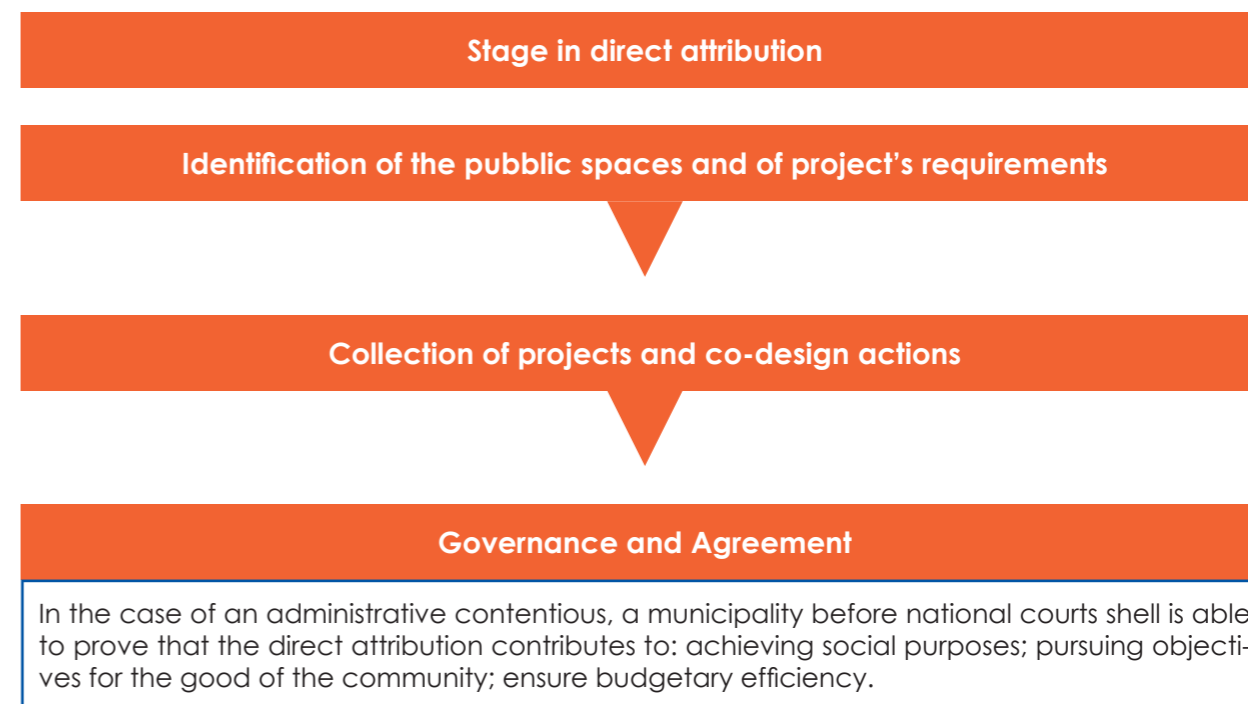- Data on the asset itself. Type of ownership, the reason for dismission or abandonment, history, and evolution (for example, in case of ancient industrial sites, the knowledge of the past might give ideas on the possible pollutants of the ground to be clean up and reclaim).
- Information on the condition. The state of play is useful to understand the degree of possible rehabilitation without demolition or the extent for the restoration (which physical interven-

tions are necessary for the reuse of the asset?). The location of the asset and its state of play, vis-à-vis the zooning scenario given by the public planning systems for that specific area highlight opportunities for possible interested stakeholders, also investors from the private sector.
- Identification of possible / relevant local practices. Activities driven by civic society potentially useful to be involved for the reactivation of the urban commons identified.

Methods to collect information (tangible and intangible) might vary, but it is important to combine and integrate different sources of data (i.e., local interviews, public survey, technical expertise, photos, land registry, urban zooning, etc) into one holistic system. In synthetic manner, mapping's field of interventions might comprehend and collect these two main sources of information:

- General/non-technical knowledge: all data gathered through interactions with the public. Community mapping is a way to create one collective narrative (in this regard see also Mappi-Na, https://www.mappi-na.it) through interviews, surveys, workshops, and other possible innovative experiences.
- Technical and professional expertise: all information provided by the analysis of the context developed for the territorial/urban planning or by the zooning map and all technical/professional expertise provided on the state of play of the asset.

Mapping exercises might require digital tools for managing geographic data, such as GIS systems (i.e., Quantum GIS) or applications to support mapping activities via portable devices (i.e., Maps.me) capable of merging information collected from different stakeholders into a common map platform.

Reference case studies
Urban commons mapping

Case studies	Top-down action	Bottom-up action
Mapping of urban voids. Bottom-up mapping lead by Planimetrie Cultural (cultural association) in the city of Bologna (Italy) to identify unused built assets (see the project in the Case Studies section).		■
City Council of Longford (Ireland) "Longford NUA". Mapping project aimed to improve citizen engagement in the operation and service delivery of the Local Authority (see the project in the Case Studies section).	■	
Metropolitan city of Bologna "MappaBol". Analysis of the availability of abandoned spaces to facilitate the development of urban regeneration projects and programs (see the project in the Case Studies section).	■	
City of Brussels (Belgium), Web-GIS system. Project aimed to find out abandoned or unoccupied buildings with the support of open data and one Web GIS system (see the project in the Case Studies section).	■	
Municipality of Murcia (Spain), AND Urbano. Project of social reactivation of the city's neighborhoods. In this context, the physical and social mapping of the urban fabric is of fundamental importance (see the project in the Case Studies section).	■	■
Municipality of Reggio Emilia (Italy), Atlases of territorial urban areas. An atlas is a tool for information and knowledge of the territory: a snapshot based on data and analysis to focus on the vocations and scenarios from which to start to elaborate new projects and actions (see the project in the Case Studies section).	■	■

3.2 Stakeholders engagement
Bring urban commons back to light

> **The engagement of stakeholders can be achieved through different comunicative and involvement processes tailored on the different interests, age, culture, etc., and therefore following a dedicated over comprehensive strategy...**

Often abandoned buildings and sites have disappeared from the sight of citizens, and in order to trigger the re-use, in practice come back to light within the urban fabric, it is necessary to invest a lot of energy even in the first act of reactivation: the development of activities able to involve supporters, potential users, investors, and local communities to engage them in the reuse and regeneration process.

The options to be able to attract a wide audience of stakeholders are of different nature and can be summarized as follows:

Open days. Organize days in which citizens can access the rediscovery of abandoned buildings and spaces, of course in harmony with local safety rules. This action allows to build an integrated narrative with respect to the urban commons to reactivate: their history and evolution; collect suggestions for reuse; activate connections with stakeholders interested in participating in reuse.

Walks/Sport activity. Dealing with a widespread urban common (buildings or spaces in different locations, such as - for example - a system of old fortresses or spread heritage buildings within the landscape) it is suggested to organize a walk/sport activity to be able create an itinerary that accompanies people in their rediscovery.

Workshops. Organize co-design workshops in which to involve specific urban actors such as children, young people, the elderly, etc., to be able to collect targeted suggestions on possible new functions.

Placemaking activity. Organize actions that can temporarily modify the use of spaces or improve the urban context thanks to the direct collaboration of different urban actors: temporary use of part of the building; tactical urbanism actions (soft modification of urban spaces) in the open spaces; involve urban actors in planting or modifying the open spaces, etc.

Cultural activities. Organize cultural activities to re-use the target buildings: it can be done with new specific actions or already existing ones (festivals, concerts, etc.).

Involvement processes must always be carried out in line with local regulations of security and organization of public events. Public administrations must also be able to manage involvement processes in those places that are not always in good condition.

Reference case studies
Stakeholders engagement

Case studies	Top-down action	Bottom-up action
Grands Voisins / Former Saint Vincent de Paul hospital (Municipality of Paris, France). All the activities of co-design led by the association Yes We Camp within the process of temporary reuse of the former hospital, all activities aimed at identifying future uses and urban planning rules for the new district in the place of the former hospital (see the project in the Case Studies section).	☐	☐
ADN Urbano (Municipality of Murcia, Spain). All the cultural activities led by the local associations and citizens for the reactivation of the districts. The placemaking activities carried out by the inhabitants under the supervision of the municipality's technicians (see the project in the Case Studies section).	☐	☐
Los Moros urban forest (Cartagena, Spain). The case of urban planting refers to the experience conducted by the NGO CREECT in Cartagena (Spain) within the regeneration project of the Los Moros castle (see the project in the Case Studies section).	☐	☐
Open Optujska (Municipality of Varaždin, Croatia). The case of the Open Day (workshops, conferences, guided tours, etc.) refers to the experience conducted by the municipality within the regeneration of the former Optujska barracks (see the project in the Case Studies section).		☐
Reggio Emilia Regulation (Municipality of Reggio Emilia, Italy). The activity of involvement of local stakeholders in the co-design process for the re-use of the urban commons identified within the Urban Atlases (see the project in the Case Studies section).	☐	☐

3.3 Envisioning
Alignment to the city challenges, local vocations, and needs

> **Appropriate new functions for places to be rehabilitated can be achieved through a mix of material and immaterial steps: it is not just the result of a physical requalification...**

This phase represents the turning point between the identification of the urban commons and the involvement of the stakeholders. It is about using a mix of bottom-up and top-down approaches to be able to co-design a regeneration process of the identified area.

A phase that, as previously mentioned, must bring to a project in line with the local planning framework (i.e., the territorial strategy, the urban master plan, the zoning, etc.) allowing the re-use of the assets without many constraints.

Case studies show us the added value of a project integrated within a system of strategic tools: coherence between strategic tools promotes the development of a local ecosystem, which is fundamental to foster integrated, innovative, and participative rehabilitation processes as a normal procedure.

Collected practices show different activities that enable such phase, such as:

- **Activities of empowerment**. Promoted by urban authorities to allow urban stakeholders developing their own innovative idea (top-down action). In practice what does it mean to reuse/regenerate urban assets, and what are the skills needed to develop a process.

- **Co-design workshops and events**. Involving urban stakeholders to drive ideas of development (bottom-up or top-down actions).

- **Project ideas vis-à-vis technical feasibility (technicians of the urban authority)**. Architects, mediators, "Urban activators", local development agents provided by local public authorities to assist urban communities in the shaping of projects and visions (top-down action).

- **Disseminate project ideas and collect feedbacks**. Non-technical visioning must be based on the broadest enlarged participative process (top-down action). In practice, how to integrate suggestions from "external" urban actors with respect to the ongoing regeneration process.

- **Capitalisation of project ideas and visioning**. Harmonizing collected suggestions and defined the projects (bottom-up or top-down actions). In practice, how to harmonize the proposal with ongoing plans and projects promoted by the local administration.

- **Drafting the administrative act for the shared management process**. Agreement, convention, collaboration pact and/or any other act defining rules, milestones, objectives, and timing.

Reference case studies
Envisioning

Case studies	Top-down action	Bottom-up action
Grands Voisins / Former Saint Vincent de Paul hospital (Municipality of Paris, France). The project has been driven by an approach of "transitional urban planning" where the envisioning about the identification of the uses of the buildings and open spaces has been a continuous practice. The first phase of the project was dedicated to identifying the activities to be carried out during the temporary use phase; the second was dedicated to identifying the urban planning principles, functions, and uses of public spaces for the new district (see the project in the Case Studies section).		■
Avanti, c'è spazio (Municipality of Cesena, Italy). The activity developed for the development of public tender concerning the identification of ideas for the re-use of urban commons, public buildings. The activity concerning the development of workshop to strengthen the competencies of the citizens or bodies involved in the re-use projects (see the project in the Case Studies section).	■	
ADN Urbano (Municipality of Murcia, Spain). The project carried out an intense "envisioning" activity, in fact during the "Community activation" phase has been developed two lines of activities: in the first, the stakeholders of the neighbourhood were engaged in the identification of solutions; in the second the solutions were discussed and implemented with technicians of the urban authority, and in specific cases, for example for large public open spaces, the ideas were "translated" by a team of architects in projects and then discussed again with the inhabitants (see the project in the Case Studies section).	■	■

3.4 Experimenting | Test ideas
Small actions projects to test the re-use

> **The re-use of abandoned and dismissed places should be in line to real needs and supported by incremental approach: the temporary use as a testing and adapting phase...**

A testing phase is strategic to incubate new functions and to verify the hypothesis of the rehabilitation assets through an incremental approach: from a temporary to a permanent, consolidated use of the urban common.
In this framework two aspects are important:

Identify practices: valuating and implementing mechanism of co-design for generating ideas of new uses/functions and for managing spaces or programming services.

Incubating practices: promote the temporary use of urban commons ensuring space for people, cultural initiatives and enterprises, allowing their ideas and activities to grow.

Some of the experiences highlighted in this document are based on the temporary use of spaces as a methodological tool to test and improve the hypotheses drafted during the co-design phase. Despite this step is fundamental, it has some weakness: the temporary use is very often not comprehended by local zoning regu-

lations or city master plans. As a result, the possible functions are limited because they are not regulated. Establishing specific procedures for local urban authority to allow changes in the use and functions of the buildings (which is very often a long and complex procedure that limits the effectiveness of temporary use) is highly recommended.

The following two cases highlights the opportunity given by the Emilia-Romagna (IT) regional planning legislation. Local Legislation allows the temporary use of buildings (without the administrative changes of destination in the urban regulative planning systems) in case the new functions proposed produce an effective demonstrated social, cultural, economic, and environmental impacts.

The temporary use as a testing phase. The Emilia-Romagna Region (Italy) included the temporary use of urban assets (public and private) in its regional urban planning law[1] (law 24 of 2017). As a result, if the project of re-use demonstrates high social, cultural, and environmental impacts, it is possible to activate any new uses without the need to ask for permission of changes from the "original function" of the buildings (please note that in Italy the function of buildings and spaces are established by law through the zooning plan). the presence of this law allows the activation of agreements between the urban authority and the urban actors (Pact of collaborations) interest in the reuse of the assets that propose a reuse project.

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1   Law that guides the development of the master plan of the cities within the Region.

Reference case studies
Experimenting and test ideas

Case studies	Top-down action	Bottom-up action
Grands Voisins / Former Saint Vincent de Paul hospital (Municipality of Paris, France). The project has been driven by an approach of "transitional urban planning" where the identification of the uses of the buildings and open spaces has been conducted by temporary use of the places. The buildings and the open spaces of the former hospital were a laboratory where testing layout and uses for the future regeneration of the area.(see the project in the Case Studies section).		■
Factory Grisù/Former fire brigade barrack (Municipality of Ferrara, Italy). The reuse project of the former barracks was born to host and incubate initiatives and enterprises in the field of CCI with the objective of regenerating the complex but also to support local start-ups and create new jobs opportunities. The first season of the project for the reuse of the former barracks was supported by an intense activity of temporary use of the spaces useful for understanding how to organize the future layout and governance of the building (see the project in the Case Studies section).		■
Melgaço Pop-up Shop (Municipality of Melgaço, Portugal). The project begins with a first phase of temporary use of the empty commercial spaces. Three months in which to test and improve one's own temporary occupation initiative. After this first test phase, another three months are granted in which to consolidate the commercial initiative and then move on to a normal phase of use of the spaces (see the project in the Case Studies section).	■	■

3.5 Decision-making
Choosing alternatives for a consistent adaptive re-use

> ❝ **Adaptive process of re-use is a matter of... governance! And the administrative capacity is key!**

Choosing alternatives for a consistent project applying indicators to decide the best option:

- Results obtained during the previous steps, evaluating and synthetizing project ideas generated during phases 2a-2b-2c (Stakeholders engagement - Envisioning and aligning the city challenges - Experimenting and testing ideas).

- Technical capacity (material, typology, position, etc.) for the new functions and use.

- Model of management designed and proposed vis-à-vis the administrative act for the shared management process defined.

These aspects must be integrated thanks to the activities implemented within the urban authority. Challenges to reactivate urban commons are complex and involve both technical and regulatory aspects – this is why different public departments should collaborate and integrate their own knowledge.

The collected practices highlight two options to integrate knowledge to support the municipality departments and urban authority in the decision-making phase:

1. The urban authority involves an external dedicated group of actors (associations, cooperatives, private companies, external agency, etc.) to lead the process and it uses the results as guidelines to program one integrated strategy and project (governance of the asset, spaces design, etc.).

2. The urban authority supports the entire process thanks to its internal skills: involving its own experts in the co-design phase; supporting project ideas through its own internal technical departments; designing the draft project thanks to the suggestions from the co-design phase and from the internal technical departments.

In both cases the owner of the asset can use this information in two ways:

- Decide to directly manage the reuse process of the urban asset (in-house). in this case it produces a redevelopment and management project.

- Develop a tender procedure to lead the requalification of the asset (architectural project) and identify the managing body that will lead the adaptive reuse (governance).

Reference case studies
Decision-making

Case studies	Top-down action	Bottom-up action
Grands Voisins / Former Saint Vincent de Paul hospital (Municipality of Paris, France). The project has been driven by an approach of "transitional urban planning" where the identification of the uses of the buildings and open spaces has been conducted by temporary use of the places. The buildings and the open spaces of the former hospital were a laboratory where testing layout and uses for the future regeneration of the area. The suggestions collected through the Grands Voisins experience have been used as a reference to guide the design of the new district. The participants in the tender procedure, the phase dedicated to the design of the place before the site building, had to integrate the suggestions into the project proposals. (see the project in the Case Studies section).		■
ADN Urbano (Municipality of Murcia, Spain). The "translation" of the suggestions from the co-design activities in decision making has been supported by technicians of the urban authority, and in specific cases by an external team of architects, and then discussed again with the inhabitants (see the project in the Case Studies section).	■	■
Avanti, c'è spazio (Municipality of Cesena, Italy). The activity concerning the development of workshop to strengthen the competencies of the citizens or bodies involved in the re-use projects (see the project in the Case Studies section).	■	■

3.6 Financing
Financing models to support the re-use/regeneration processes

> **Financing is also a matter of...governance! The capacity to integrate different types of sources with different eligibility rules is key!**

The collected cases show the importance of managing and combining different sources of funding: crowdfunding, crowdsourcing, private, public local, regional, national funds. These funds must be used incrementally:

1. **Crowdsourcing and crowdfunding**. Normally used in the first phase of the re-use of the assets (temporary use - trigger phase), experimentation phase.

2. **Private fund (donation)**. Direct donations, to improve some physical aspects of the buildings.

3. **Public local, regional, national funds**. Funds to support physical requalification (main structures, or those dedicated to reducing energy consumption) and activate the adaptive reuse (governance).

Trigger the re-use of urban assets thanks to the third sector bodies and/or the urban authorities means being able to integrate the previous funds with respect to the safety and usability of the places, in all the redevelopment phases, and in a clear process of reactivation: from small actions to a consolidated reuse project.

It is important to mention that in 2021-2027 there is a dedicated European Policy Objective (n.5 "Europe closer to citizen") which is dedicated to activating co-design processes and integrated rehabilitation projects where these types of investment can be integrated to redevelop the urban heritage. Besides Horizon Europe is more and more focussed on urban regeneration as well as the European Programmes, such as URBACT or the new EUI (European Urban Initiative)[1].

Having said that, urban authorities should esteem possible incentives or tax/vat reductions for those re-use projects that provide a socio-cultural benefit for the area.

In most of the cases collected the funds to support the physical refurbishment of places arrive afterward (after a sort of testing period of the effectiveness of the functions or because was difficult to identify the right funds). In this perspective, it is right to underline the concept of the development of incremental actions (experimenting through the creation of small-scale projects) in order to then be able to identify the right sources of financing and the necessity to develop internal activities, within the reuse project, able to generate revenues to give continuity to the process.

1   Explanatory Memo: Intervention Logic of the European Urban Initiative (EUI) https://www.uia-initiative.eu/sites/default/files/2022-03/annex_a_memo.pdf

Reference case studies
Financing

Case studies	Top-down action	Bottom-up action
Melgaço Pop-up Shop (Municipality of Melgaço, Portugal). The project is based on an economic support mechanism (incentives and exemption from some municipal taxes) that allow the owners of vacant shops to make them "temporary spaces" to host new economic activities led by young entrepreneurs. The young entrepreneurs are then supported by an incremental economic mechanism that will allow them to pay the rent of the space according to the income produced by their business: first three months no rent; in the following three months a small rent; six months following the rent based on the income of the business (see the project in the Case Studies section).	■	
OZ/Senza filtro (City of Bologna, Italy). The project was supported by different funding mechanisms: for the physical requalification of the space thanks to crowdsourcing actions directly supported by the participants (work, building materials, space design, etc.); for the management costs thanks to the sale of services: spaces for urban sports, concerts, spaces rentals for other events, internal restaurant, students hostel, etc. (see the project in the Case Studies section).		■
Factory Grisù/Former fire brigade barrack (Municipality of Ferrara, Italy). The re-use project has been supported by two funding mechanisms: the first allowed the companies and associations that reactivated the building not to pay the rent but only the consumption costs; the second, when the building was at a good level of reuse, used public funding for the redevelopment of some structural parts: roof, open spaces, etc. (see the project in the Case Studies section).	■	■

3.7 Governance model
Building a tailor-made model for the management of re-use

> « Urban planning & economic programming should be aligned to foster governance models where urban legislation enables complex processes...

The key to success for an effective strategy of urban commons regeneration is a legislative framework (better regulations) providing grounds for these processes. Clear and transparent guidelines to enable urban authorities either promoting the process, either being able to recognize and empower spontaneous practices on the ground and harmonize the current urban/territorial plans whit social innovation actions.

Public-Private shared management models. Many cities have developed their own local regulations (i.e., Pacts of Collaboration, Urban Civic Uses, Citizenship Agreements) to foster the re-use of public urban assets led by actors from civil society (cultural association, formal groups of citizens, etc.) or third sector (NGOs, social cooperatives, etc.).

These local regulations set procedures for civil society and third sectors to present re-use proposals in line with the local urban strategies and planning rules on the reuse of urban commons and are addressed to give suggestions on the following fields:

- Objective of the collective re-use (regeneration, maintenance, transformation, etc.).
- Needs (i.e., care, cultural, social, economic, training & education, leisure, etc.).
- Governance (i.e., number/type of subjects involved, duration, measures of advertising, documentation to be produced, supervisory of urban authority, etc.).
- Possible causes for suspension, modalities for adaptation or adjustment.
- Responsibilities and consequences in case of damage or failure.
- Monitoring and evaluation - 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.

Pact of Collaboration. Many cities in the Emilia-Romagna Region (Italy) have developed their own local regulations that admit the re-use of the public urban assets led by actors from civil society or the third sector. The local regulation, in accordance with Italian law, allows the presentation by these various entities of a project proposal for the reuse of public urban assets in accordance with the local urban strategies.

In most of these local regulations on the reuse of urban commons is contemplated a specific phase of co-design for the re-use, useful for maintaining coherence between re-use projects, and the strategic vision of urban and territorial development. These activities are always led by the urban authorities to support and strengthen the proposal from civil society.

Reference case studies
Governance model

Case studies	Top-down action	Bottom-up action
Reggio Emilia Regulation (Municipality of Reggio Emilia, Italy). The presence of a specific "urban code", which regulates the agreements between citizens and the administration regarding the enhancement of urban commons, allows the construction of adequate governance (see the project in the Case Studies section).	☐	
Bologna Regulation (Municipality of Bologna, Italy). This practice creates one legal framework to support the development of projects of reuse/regeneration of urban commons, drive-by civil society (see the project in the Case Studies section).	☐	
Olot Urban regeneration (Municipality of Olot, Spain). This project represents an excellent example of governance construction for urban regeneration because integrated the experience of different city council departments and the suggestions from the co-design activities led by the citizens (see the project in the Case Studies section).	☐	
ALT/BAU (Municipality of Chemnitz, Germany). The project developed an integrated policy to be able to reactivate housing stocks thanks to the direct involvement of various urban actors: owners, citizens, technicians, potential investors, and users (see the project in the Case Studies section).	☐	

3.8 Evaluating
Evaluate the reuse and identify the expected impacts

> **The evaluation is part of the process! It is key to better define the initial idea, to actively monitor the practice and to learn from it for the future...**

Adaptive re-use of urban commons is the act of giving new use to obsolete, underused, or dismissed places (buildings or open spaces) through collaborative management with the civil society and the third sector. In the evaluation of these processes is key:

1. **Ex-ante evaluation**. It is the evaluation of the whole proposal, from the socio-cultural, and economic benefits of the functions proposed, as well as the governance/administrative and management models and the coherence with the planning/regulative systems in place.

2. **On-going evaluation** (follow-up/output indicators) to monitor whether the benefits of the re-use are generating the expected outputs envisaged at the beginning. This evaluation must be drafted by the entity in charge of the reactivation and management of the asset thanks to a cluster of variables useful to describe the evolution of the project over time.

3. **Ex-post evaluation** (indicators of results) to check the impacts produced by the reuse project through quantitative and qualitative indicators of results.

Starting from the experience of the Pacts of Collaboration, Urban Civic Uses, Citizenship Agreements explained in the previous chapter appears clear, if an urban authority will use one of these approaches, that the ex-ante evaluation is part of the development of the proposal of re-use of the urban assets. An urban authority does not receive only a project proposal to be evaluated (ex-ante), but actively collaborates in its development.

In the cities of the Emilia-Romagna Region (Italy) that apply a local regulation about the reuse of the public assets the proposals must be supported by a set of indicators (both ongoing and ex-post indicators) identified by the project proponents (phase of development) in harmony with the guidelines drafted by the local authorities for the re-use of the urban assets, and in coherence with the project proposal and usually concern these aspects:

- Number of cultural, social, and service activities to be carried out in one year (this in relation to the general reuse project).
- Number of people involved in the activities.
- Number of local communities (foreigner's residents, migrants, national residents, etc.) involved in the activities.
- Qualitative evaluation of the activities carried out within the re-use project (evaluation questionnaires).

Reference case studies
Evaluating

| Case studies	Top-down action	Bottom-up action
Olot Urban regeneration (Municipality of Olot, Spain). The project used a comparison tool called "participatory diagnostics", in which the perception of citizens on certain urban issues (natural spaces, public spaces, mobility, social and economic activities, social cohesion) is compared to the capacity of the municipality to develop of appropriate policies (see the project in the Case Studies section).	■	■
ALT/BAU (Municipality of Chemnitz, Germany). The project has developed a series of spatial indicators useful for evaluating the strategic position of the buildings to be regenerated with respect to a series of urban values such as: location respect city center, important elements within the urban fabric; accessibility to services, and public transport (see the project in the Case Studies section).	■	
Reggio Emilia Regulation (Municipality of Reggio Emilia, Italy). The urban regulation obliges the construction of a series of evaluation indicators to verify the progress of the urban commons re-use. No "predetermined indicators" are indicated but it is suggested how to build them (see the project in the Case Studies section).	■	■

4. Policy recommendations

This chapter highlights final synthetic recommendations out of the work done (i.e., Action Group exchanges, tailored research, analysis of cases). The objective is to synthetize the suggestions coming out from the key activities of practices for the reactivation ad re-use of dismissed, abandoned open spaces or buildings (urban commons) for socio-cultural purposes through active participation (collaborative management and co-design activities).

1. **Having a formal legislative framework providing clear, stable, transparent process**. Legislative framework fostering, promoting, facilitating such transformative processes through collaborative management steps. It is highly recommended to draft normative references that favour the practice of reuse of the urban commons as a normal strategy for the management of the city. This means a legislative framework recognizing practices of temporary re-use and delegation of services to the civil society or the third sectors as a normal tool for the public urban authority to use and a clear and transparent procedures to involve the local stakeholders in participative process. Practices supported by a regulated framework are most likely to be successful (see the project of "Villa Levi" in Reggio Emilia or "Avanti c'è spazio" in Cesena). A legislative framework that is strongly towards the reduction of land consumption and that encourages the reuse of public or private spaces and urban compactness. It is not just a matter of participation and engagement of local stakeholders, which is obviously fundamental, but also of making it explicit that these regenerative practices of urban commons are a fundamental component of the urban social, cultural and environmental enhancement.

2. **Mapping of tangible assets and intangible practices & Atlas of practices**. The identification of dismissed or underused areas (buildings, apartments, open spaces) is a fundamental step to better understand all possible details of the target places (i.e., location, state of play, interests, etc.). The mapping can be achieved through several different techniques, direct participative involvement, digital interactive tools, data for managing geographic information, etc. (Cfr. Chapter 3.1). The mapping step can also be used as a starting point to engage the local stakeholders in actions of reuse. It is important to discover the abandoned/dismissed places of some value for the local communities (mapping exercise above mentioned), but also to create "a living atlas" of social, economic, cultural practices on-going in the city. Practices of local stakeholders (i.e., associations, NGOs, social profit and non-profit sectors, citizen, etc.) that manage spaces and services, giving values to places (i.e., see the atlas of the metropolitan city of Roma, to be published around spring 2022). The added value of having a global picture of the active positive practices for the public authority is to smooth the initial step of the stakeholder engagement, among other.

3. **Creating coherence between the functions for the re-use proposed by local communities and the urban planning tools**. The rehabilitation and the management of urban assets should be in line with services needed by the local communities and conceived in line with them: planning tools (Urban Agenda, urban Master Plan, Urban Strategy, Zoning, etc.) should reflect the local (often changing) needs while respecting the global challenges of ecological and digital transformation.
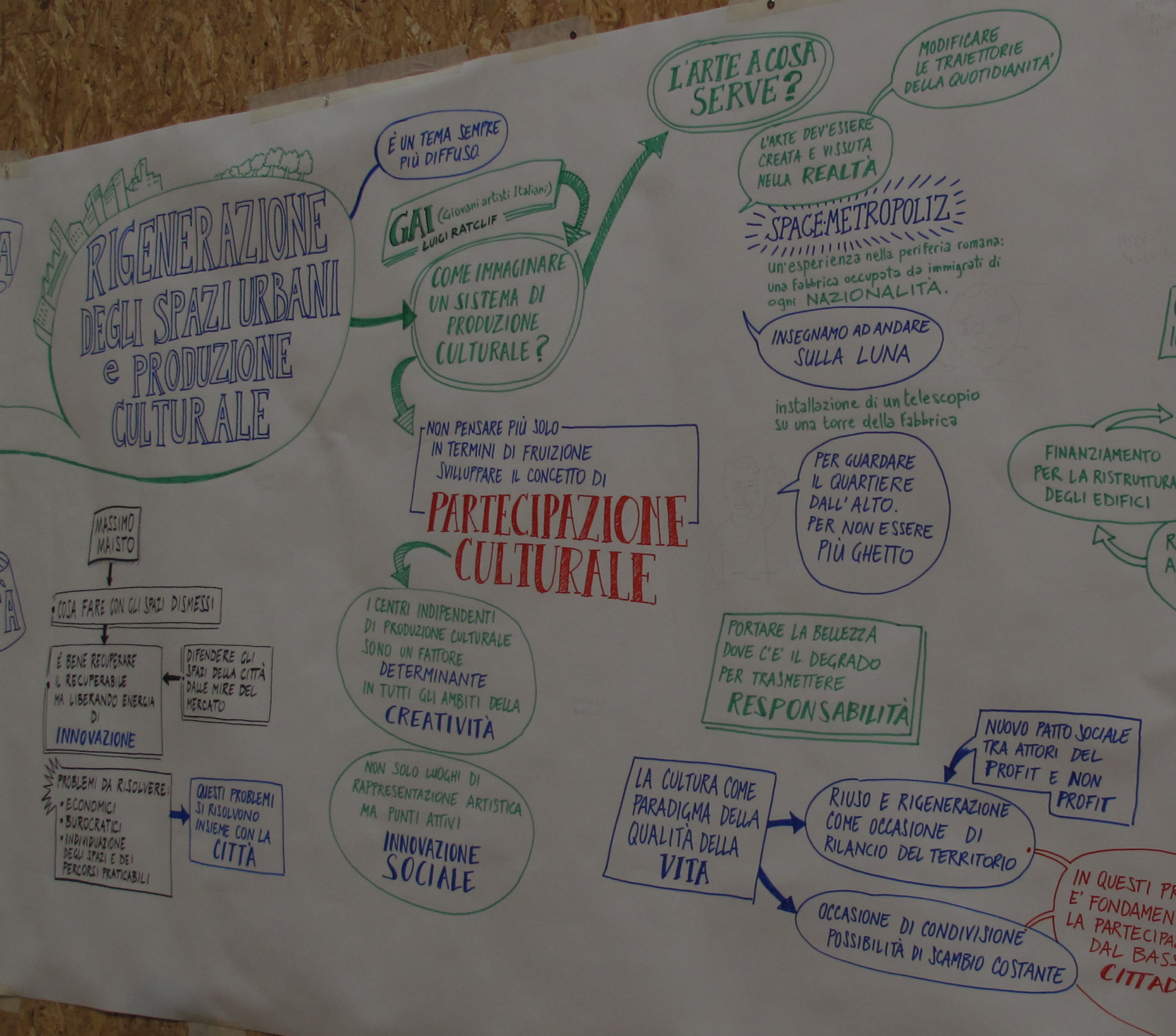
4. **Developing involvement models (participation and co-design) & new professions: Agent of Local Development, Architect of the Neighbourhood, Community Mediator**. Identifying the needs of the communities that live around the urban commons to be reused and evaluate solutions/projects with technicians of the urban authority for the implementation of the solution identified. In some cases, participation and co-planning activities have been positively guided by new professional profiles[1] (civil servant or external professionals representing the municipality) working as a hinge between the neighbourhood and the Municipality and among all the active bodies of the practice. These professionals (or other enablers) are needed to manage the entire co-design process, from the collection of needs to the definition of projects, guaranteeing a constant relationship among those involved. Their operational functions are, among others: detect/create the local network and keep it alive, collect ideas and mediate among different proposals, facilitate a common vision, develop the projects around the collected needs and common proposals.

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1   To train the internal staff of the administrations in the management of complex processes of urban regeneration, there is a European Erasmus+ project which is working on the development of a curriculum, training course for "new professionals" of urban regeneration called FUTURE – From Urban To hUman Regeneration. The project wants to create a training model, that will support students and young professionals to acquire a set of competencies making them capable of implementing urban regeneration processes by reducing distances between stakeholders and creating opportunities for local sustainable development, co-design and enhancement of the identity of a territory (https://futureregeneration.eu/).

5. Case studies
16 European good practices to understand the complexity of re-use

The case studies identified were selected in order to cover a series of possible fields of implementation useful for understanding how to activate actions for the re-use of dismissed or abandoned open spaces or buildings for socio-cultural purposes, through active participation (collaborative management) of urban actors, in the specific:

• mapping of urban assets, and identification of local practices (three cases);
• stakeholders engagement (two cases);
• building re-use (three cases);
• urban fabric revitalisation (three cases);
• urban compound re-use/regeneration (one case);
• urban regulation to support re-use activities (two cases).

The collected cases are described by the following fields of information:

• **The challenge of the case study**. What kind of reuse or regeneration? A single building, a group of buildings, an urban sector, etc. What are the main challenges to be answered?

• **Description of the context**. Introduction to the asset and the reasons for the non-use or abandonment of the asset.

• **Bodies involved**. The description of the bodies involved (public, private, civil society, etc.), the relationship between them, and a possible description of the tasks.

• **Solution - Governance model for the reuse**. The solutions that have been proposed for the reactivation / reuse of the asset.

• **Impacts.** What are the impacts (social, economic, cultural, environmental)

that the reactivation / reuse project has produced?

• **Why this practice is relevant?** How this practice can be relevant to the objectives of Action 04 "Collaborative Management to adapt and reuse spaces and buildings for cultural and social innovative development" within the framework of the Partnership on Culture/Cultural Heritage of the Urban Agenda for the EU?

Starting from these assumptions these are the cases that have been selected, and after this brief description, there will be a series of fact sheets with detailed information for each individual project.

1. Urban mapping - Longford NUA community engagement project (Municipality of Longford, Ireland). Longford NUA is a mapping project aimed to improve citizen engagement in the operation and service delivery of the Local Authority and in the development of one local shared memory about the cultural heritage and its possible enhancement.

2. Urban mapping - Web-GIS system Brussels (Municipality of Brussels, Belgium). The city of Brussels has developed this activity to find out abandoned and unoccupied buildings for a systematic inventory of vacant buildings. The database assembles relevant information about these buildings and provides a geographic overview to support the city administration to define a territorial approach.

3. Urban mapping - Mapping Bottom-up/ Top-down (City of Bologna). Two mapping projects, born and managed by a cultural association and the urban authority of the metropolitan area in the city of Bologna. Two approaches with the same goal, to identify the urban assets to be reused.

4. Engagement - Los Moros urban forest (Cartagena, Spain). The case of urban planting refers to the experience conducted by the NGO CREECT in Cartagena (Spain) within the regeneration project of the Los Moros castle (see the project in the Case Studies section).

5. Engagement - Open Optujska (Municipality of Varaždin, Croatia). The case of the Open Day (workshops, conferences, guided tours, etc.) refers to the experience conducted by the municipality within the regeneration of the former Optujska barracks (see the project in the Case Studies section).

6. Historical building - Villa Levi common good. Rethinking the Villa with the community (Municipality of Reggio Emilia, Italy). Project aimed to the reuse of Villa Levi through the development of an Open Laboratory useful to identify a shared solution for the reactivation of the historic building and its park.

7. Single standing / historical buildings - Avanti, c'è Spazio (Municipality of Cesena, Italy). A program aimed to experiment with the inhabitants of Cesena mechanisms of reuse and reactivation of two public buildings currently unused: the former primary school of Diegaro, a small village within Cesena Municipality, and the Portaccia of Sant'Agostino, a historic building/gate, part of the ancient city walls.

8. Historical building – Factory Grisù/Former fire brigade barrack (Municipality of Ferrara, Italy). Reactivation/reuse/regeneration of the former fire brigade barrack as a place for CCI companies, and new cultural HUB within the Giardino district.

9. Single standing building - OZ/Former power tool factory (Municipality of Bologna, Italy). Reuse/regeneration project of an old power tool factory by the Cultural Association "Planimetrie Culturali" with the direct involvement of the private owners and local stakeholders: other associations, group of citizens, NGOs. Example of private partnership.

10. Urban fabric - ADN Murcia (Municipality of Murcia, Spain). ADN Urbano is an initiative of the Murcia municipality for the renewal and social reactivation of the city's neighbourhoods through co-design activities.

11. Urban fabric - +B, Sumem des dels Barris Olot (Municipality of Olot, Spain). Comprehensive urban regeneration project of the historic centre of Olot (nucli antic). The general objective was to develop a co-designed Integrated Action Plan to be able to support the regeneration of the historic city centre.

12. Urban compound - Grands Voisins / Former Saint Vincent de Paul hospital (Municipality of Paris, France). A temporary reuse project or a transitional urban planning/program, useful for identifying the principles for redesigning the area of the former hospital of Saint Vincent de Paul. The project covered an area of approximately 3.5 hectares, involving 19 buildings.

13. Urban fabric - Melgaço Pop-up Shop (Melgaço, Portugal). The main objective of the strategy is to revive urban centres that show a prolonged decline as a result of the lack of commercial animation and to reverse the loss of population. The strategy, therefore, involves the temporary occupation of vacant commercial spaces.

14. Urban fabric - ALT/BAU - Alternativ Building Activation Units (Municipality of Chemnitz). Strategies in central and historic districts of European cities to activate unused and decaying housing stock resulting from demographic, economic and social change. The goal is to build a public agency for the management and enhancement of the housing stock avoiding the dynamics of the real estate market.

15. Urban regulation - The Bologna Regulation (Municipality of Bologna, Italy). The Bologna Regulation is a tool of collaboration between the citizens and the urban authority to foster the reuse/regeneration of the Urban Commons.

16. Urban regulation - Reggio Emilia regulation (Municipality of Reggio Emilia, Italy). The Municipality of Reggio Emilia is experimenting with the program Collaborative City an innovative approach made by "citizenship agreements", co-design actions, activities of mapping of the needs, to reinforce the relationship between local authorities and residents.

For more information on the case studies please refer to:

Action 4. Toolkit for the re-use of dismissed or abandoned open spaces or buildings for socio-cultural purposes through active participation - Urban Agenda for the EU - Partnership on Culture/Cultural Heritage.

Lanzoni. L, 2021, under the guidance of the Action 4 Leader Sandra Gizdulich

This study sheds a light on the challenges concerning shared management processes that aim at enhancing and renewing public goods, such as buildings or open spaces. Moreover, it provides case studies that could be recreated (partially or wholly) in other EU urban authorities to foster cultural and social activities. The report wants to focus on two main aspects of the "better regulation":

1. How can a public administration listen and identify needs at an urban and territorial level? What mechanisms can be effective for involving urban actors in processes of mapping and characterisation of the context?
2. How to build a virtuous process for the reactivation and/or reuse of buildings and open spaces that is as inclusive as possible?

The report can be downloaded at the following link (https://bit.ly/3CprCWm)

Longford NUA
Community engagement project

Longford Nua is a mapping project aimed to improve citizen engagement in the operation and service delivery of the Local Authority. It was initially developed by Space Engagers, working with Longford Regeneration and community stakeholders as a downloadable app and has been updated by Longford County Council as a web-based app to enhance access and usability.

Longford Nua gives local people the opportunity to share stories about places in Longford (buildings, open spaces, places) and make suggestions about how some of them could be reused. There are three sections in the app: past, present, and possible. The aim of the Web-GIS is to generate useful information that is distributed over a large amount of the population and gather it together so we can tell the positive story of Longford and the opportunities that exist here.

Why this practice is relevant?

Longford's experience allows us to understand how to organise a mapping of urban values or urban commons, involving the local community. It is, first of all, an experience of involvement on the themes of reuse/regeneration and then of mapping. If this practice is used constantly over time, it allows the strengthening of the local community's skills in identifying and evaluating how to imagine possible reuse of vacant buildings and open spaces in the city.

Additional informations

https://www.longfordcoco.ie/longfordco-co/services/regeneration/longford-nua/

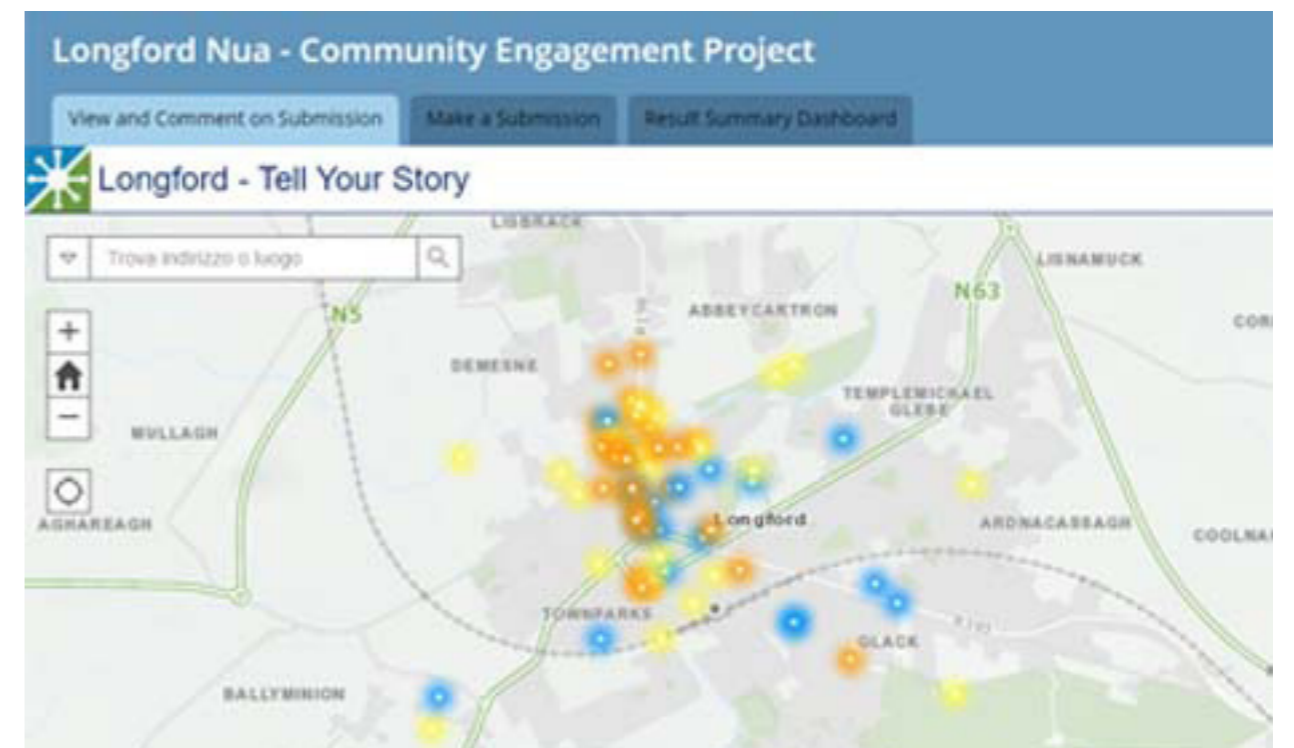https://spaceengagers.org/projects/longford-nua/

Figure 3 - The collection of information on the buildings and places by citizens: in yellow the present; in orange the past; in blue a possible future (suggestion). Source; municipality of Longford.

Web-GIS system Brussels
A tool to manage the identification of unused buildings

In the middle of the '90s, the City of Brussels launches a renovation policy for the city center. The unoccupied and abandoned buildings are considered a danger for public safety and for the commercial and economical dynamics of the city. Since 2009, the Grand-Place of Brussels is listed on the UNESCO World Heritage List, and the square and the surrounding streets of the square (UNESCO zone) are subjected to specific rules in town planning. Inside the UNESCO perimeter, the objective is to preserve and promote the architectural heritage and to reintroduce social and functional mix. In this way, the City of Brussels wants to keep a harmonious balance between conservation of the site, tourism, trade, and housing.

For these reasons, the city of Brussels has developed this tool to be able to find out abandoned and unoccupied buildings to build a systematic inventory of vacant assets. The database assembles relevant information about the state of repair of the buildings, data from consumptions of electricity and water, and provides a geographic overview to support the city administration to define a wider strategy about the re-use/regeneration of these assets.

Why this practice is relevant?

This tool allows a comprehensive overview of abandoned and unoccupied buildings as well as to assemble all relevant information about these buildings in one "place" and make this information available to all city administration departments.

Additional informations
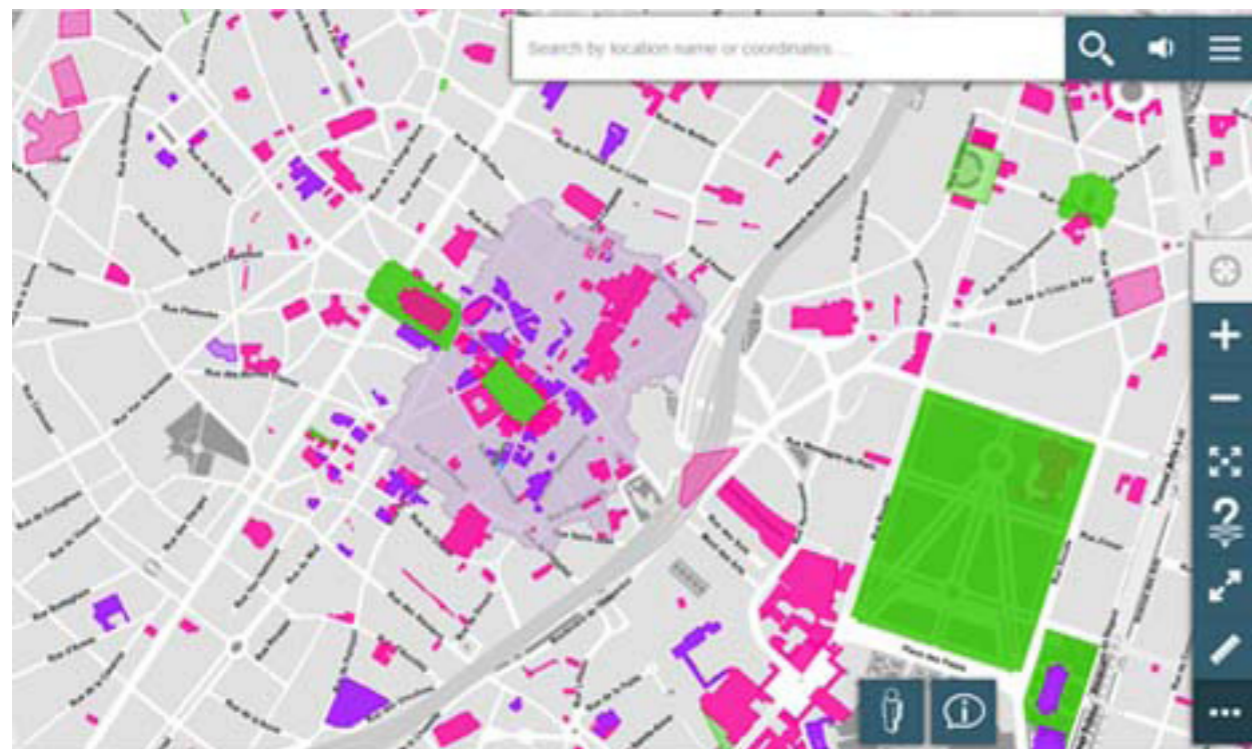
(Re) making the city network. Project description (https://bit.ly/3EzWdlt)

Figure 4 - The GIS system for the management of unused buildings. Source: municipality of Brussels.

Mapping Bottom-up/Top-down
In Bologna two ways of mapping the city

The cultural association "Planimetrie Culturali" has activated a mapping of the city of Bologna, supported by a collaborative approach, with respect to the situation of disused spaces and buildings. Thanks to this activity, 469 places (buildings or open spaces) have been identified, 302 are private properties and 167 public properties.

Each "urban object" has been identified by type (residential, productive, commercial, offices, etc.), photographed, and mapped. This geographical database is constantly updated by the association, it is open source, and available to everyone to imagine re-use projects.

MappaBol is a project of the Metropolitan City of Bologna and it is carried out thanks to the presence of an interactive platform (Web GIS) useful to identify the "offer" and "demand" of abandoned places to be reused in the municipalities of the metropolitan area. Through the platform, it is possible to:

identify disused areas or buildings, public or private, describing in specific survey forms the information useful for any regeneration interventions;
integrate existing forms with missing data;
evaluate the characteristics of the places identified, and possibly express a possible interest in future reuse.

Additional informations

Planimetrie Culturali Open mapping platform (https://bit.ly/3l4PKa7)

Additional informations

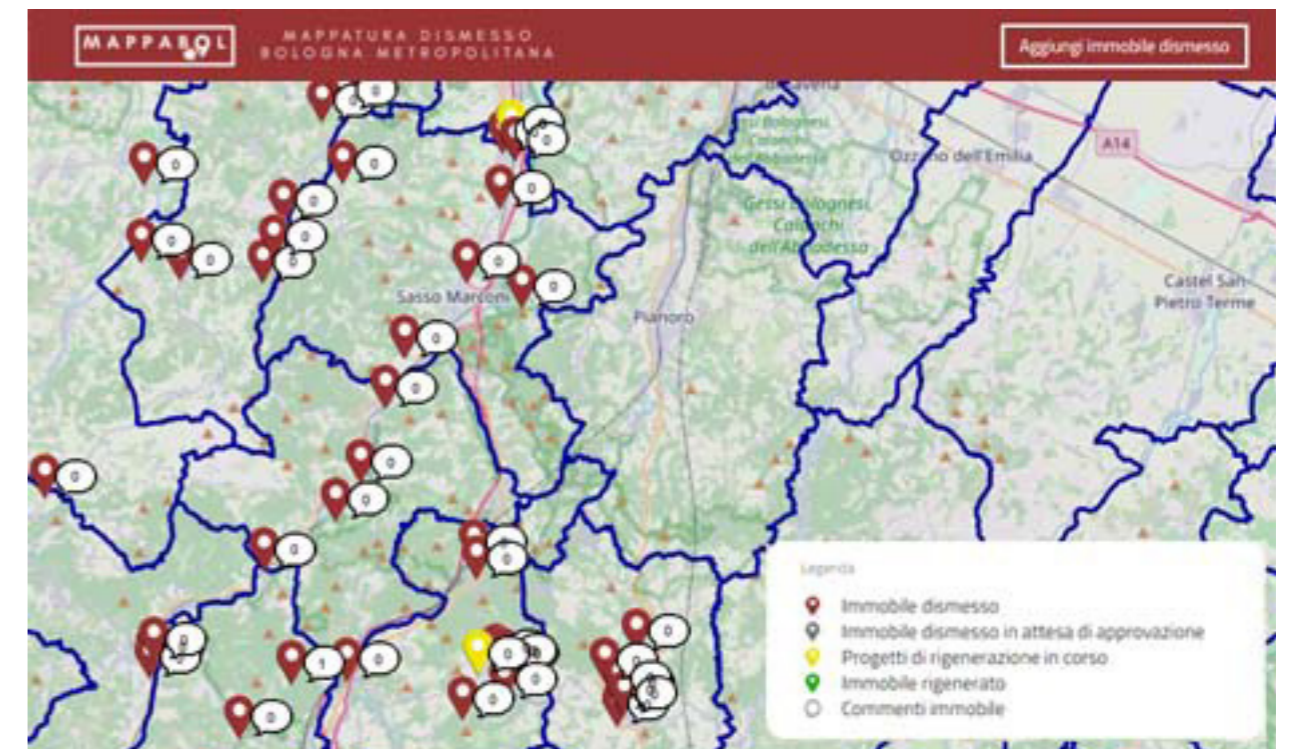MappaBol Web GIS platform (https://bit.ly/3COKeP1)

Figure 5 - MappaBol Web GIS platform. In this case the identifications of the places: disused buildings (in red); on-going regeneration (in yellow). Source: metropolitan city of Bologna.

Los Moros urban forest
Placemaking for the culturql heritage regeneration

This placemaking action was made within the activities of the URBACT MAPS project (Military Assets as Public Spaces) about the regeneration of the Los Moros castle. In particular, this activity had a dual objective:

1. Rediscover Los Moros castel and Los Mateos district through the organization of a site-specific public event.
2. improve the open space around the castle (slope of the hill) thanks to the development of an urban forest planted by the citizens.

This action was made possible by the collaboration between different stakeholders: the Municipality of Cartagena, has realized the works for the preparation of the site (accessibility, preparation of the ground, etc.); local NGOs CREECT and ANSE, have designed the garden and organized the planting day; Repsol Foundation have donated the trees and all the technical materials. Young people, families, inhabitants, local authorities has been participated in a big public event, the realization on site of the botanic garden of the Los Moros castle

Why this practice is relevant?

The action has improved the fringe area around the castle thanks to the direct involvement of the citizens. All the participants have planted different species of plants and native trees, transforming one of the slopes of the hill into an urban place, and in a short time, will become a botanic garden.

Additional informations

URBACT MAPS project - Los Moros urban forest (https://bit.ly/3FfaDbq)

Figure 6 - The day dedicated to the planting of the urban forest around the castle of Los Moros. Source: municipality of Cartagena.

Open Optujska
Open day and workshops to rethink one sector of the city

Within the URBACT MAPS project, the municipality of Varaždin offered site visits illustrating the history of the place, and small workshops to familiarise participants with the idea of re-use of the former military area.

Cultural associations were involved to create parallel events, some of which foreseen the realization of large-scale 3D models of the barracks to better explain the potentiality of the area. These activities have been useful to involve stakeholders in the challenges of the reuse of former military camps. "Touching with their own hands what it is the problem!" helped reinforce the development of the project of re-use.

Why this practice is relevant?

This practice is important because shows how it is strategic to involve different types of stakeholders in the processes of urban re-use or regeneration from the earliest stages of development. In this specific case, the re-use of former military heritage is even more important to involve a large audience, because it is a process of regeneration that involves a sector of the city that has been inaccessible, and forgotten, for a long time.

Additional informations

URBACT MAPS project - Open Optujska (https://bit.ly/3LOHB4Y)

Figure 7 - The introduction to the history of the place thanks to a 3D model as a reference to explain the complexity of the area. Source: municipality of Varaždin.

Villa Levi as a common good
Rethinking the Villa with the local community

The reuse project of Villa Levi and its park is developed within an urban policy called "QUA quartiere bene comune", a collaborative city project, where the relationship between the administration and the community is based on the sharing of objectives, programs, and projects, and identifies the neighbourhood as the main place in which to implement them. The program "QUA quartiere bene comune" was developed in 2015 to reinforce the participatory approach of the city and from the moment of its birth to today, it has served to sign 27 collaboration agreements, involving 730 subjects, carry out 160 specific projects, and has reached with its services more of 14,000 citizens.

Why this practice is relevant?

The reuse process of Villa Levi and its park is important because it is part of a broader process, that of the development of the new city master plan. In this framework,

it is important to underline how the identification and reuse of urban commons is one of the key elements of Reggio Emila's urban policies. It is not therefore an isolated episode, the reuse of a building, but a clear urban policy that is in harmony with the directives of the Emilia-Romagna Region regarding the zero consumption of soil, the regeneration of the existing assets, and the strengthening of social cohesion.

Additional informations

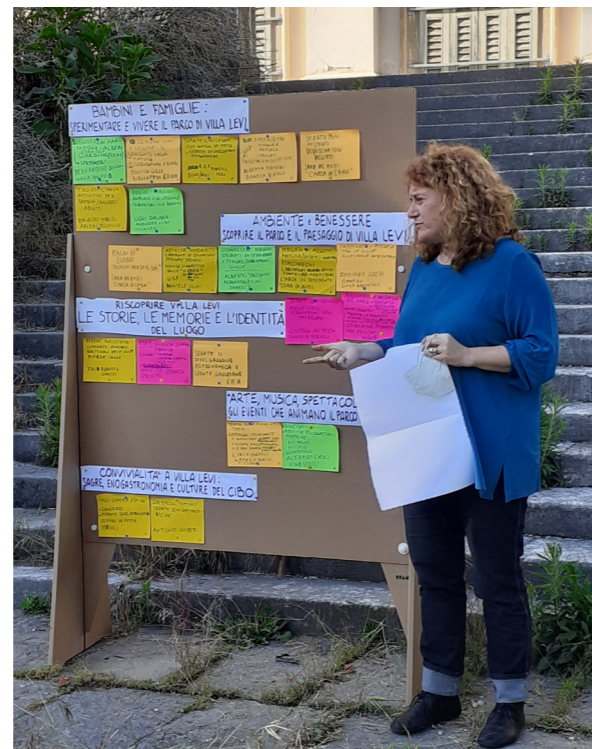Villa Levi bene comune. Ripensare la Villa con la comunità (https://bit.ly/3Gxw2Nc)

Figure 8/9- The participatory process for the identification of the temporary use of Villa Levi. Source: municipality of Reggio Emilia.

Avanti, c'è Spazio
Reactivation of public buildings with the collaborative management of the citizens

The project, Avanti, c'è spazio! intends to experiment with the inhabitants of Cesena mechanisms of reuse and reactivation of two public buildings currently unused: the former primary school of Diegaro, a small village within Cesena Municipality, and the Portaccia of Sant'Agostino, a historic building/gate, part of the ancient city walls. The project set out to achieve the following objectives:

• develop and test in a collaborative manner mechanisms of re-use and reactivation of unused public buildings (urban commons);
• define a collaborative public regulation, on temporary uses;
• fill the lack of spaces in the historic centre and periphery that can offer services for the well-being of families, children, and teenagers;
• re-activate two disused public buildings as an opportunity to encourage the development of economic, social, and

cultural initiatives, involving local associations and citizens.

Why this practice is relevant?

This practice has been developed thanks two phases of co-design:

• the first allowed mapping of the needs of the neighbourhoods and the identification of spaces to re-use;
• the second activated a participation process aimed at a wide audience with the intention of supporting the birth of ideas for the reuse of the buildings through a path of strengthening the competencies of the participants (citizens).

Additional informations

Avanti, c'è spazio! Web portal (https://www.comune.cesena.fc.it/avanticespazio)

Figure 10 - The participatory process for the development of the re-use projects of the public assets (school of Diegaro and Portaccia of Sant'Agostino). Source: municipality of Cesena.

Factory Grisù
From former fire brigade barrack to a cultural factory

In 2013, the former Ferrara fire brigade building began its path of re-use and regeneration thanks to the activities of a local cultural association called Grisù. The barracks, owned by the Province of Ferrara, had been closed since 2004, and in 2012 the Province decided to start this project by favoring the birth of a new cultural association, with the aim of transforming the old building into a place to host creative companies, cultural and social activities, within the Giardino district.

The re-use project of the former barracks was developed in two steps:

Experimentation. From 2013 until 2016 the reuse of the space was driven by the cultural association Grisù;

Consolidation. In 2016 the Municipality of Ferrara joins the Province of Ferrara in the management of the property and open a call for the identification of one body for the management of the place.

Currently, Factory Grisu is a Consortium composed of 19 companies working in the fields of cultural and creative industries.

Why this practice is relevant?

The experience of temporary reuse of the former barracks is interesting because it shows how a governance model can evolve according to different degrees of asset requalification: In the initial phase a governance lead by a "light body" (cultural association), currently a Consortium able to participate in public tenders and EU project.

Additional informations

Consortium Factory Grisù (https://www.factorygrisu.it/)

Figure 11 - The former fire brigade building. Source: Giacomo Brini photographer.

OZ/Senza filtro
From former old power tool factory to arena for indoor sports

The re-use project has been driven in Bologna by the cultural association Planimetrie Culturali involved in the project by the private company, Maccaferri Group, owner of the place. The project was developed in two steps: from 2012 to 2014 as a temporary use project to identify the functions and the final layout; from 2014 to 2019 as a consolidated reuse project of a former privately owned factory.

The building's reuse project had a strong impact on the entire metropolitan area of Bologna, not only in the district where the building is located, due to the involvement of a large number of associations and groups of citizens that have participated in the co-design actions for the identification of the future arrangement of the place, and for the development of innovative facilities for sports and cultural activities.

Why this practice is relevant?

The project has been developed between an agreement by one private owner and the cultural association and this shows that it is possible to activate re-use and regeneration projects even in private buildings. The "positive aspect" of the project is related to the time of implementation, which is shortened because we are in a private to private relationship, while the "negative aspect" is related to the relationship with the technical offices of the urban authority due to the need to have constant communication to request permits and information regarding urban planning legislation.

Additional informations

Planimetrie culturali (https://planimetrieculturali-aps.org/)

Figure 12 - The first indoor urban sports park develop in Italy by the re-use of a former industrial plant. Source: Planimetrie Culturali.

ADN Urbano
Social reactivation of the city's neighbourhoods

ADN Urbano is an initiative of the Murcia City Council for the urban renewal and social reactivation of the city's neighbourhoods, an urban policy focused on direct the public resources closer to real needs of residents and shops owner, trade, and cultural activities. ADN Urbano is a part of a large strategy called "City Strategy 2020" aimed at the revitalization and comprehensive regeneration of neighbourhoods to give a prominent role, assuming that each neighbourhood has its own urban characteristics and "unique" lifestyle.

The project has produced two different types of interventions: physical, to improve the urban environment, and of social innovation, aimed at improving the social relations of the neighbourhoods and design new services. In both cases, the interventions were carried out thanks to the direct collaboration between citizens and the local administration.

Why this practice is relevant?

Thanks to this case study, we are faced with an example of integrated design (horizontal and vertical) in which different technical sectors of the municipality have worked together to harmonise the proposals that were born thanks to vertical integration (co-design actions) from the work carried out by associations, citizens, local businesses, and universities. The model of reuse/regeneration of open spaces and buildings has served to adequately manage economic resources and to produce a series of quick improvements of the public space, in some cases with tactical urban planning actions, in other cases with more consistent public works.
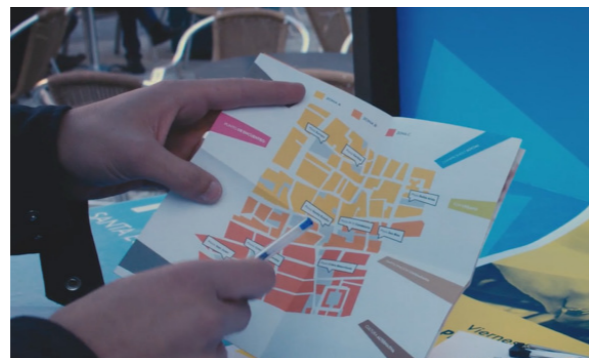
Figure 13 / 14 / 15 / 16 - ADN Urbano, different phases of urban participation for the shared design of open public spaces. Source: municipality of Murcia.

Olot urban regeneration
Integrated urban regeneration project of the historic centre of Olot

The integrated regeneration plan for the centre of Olot has been developed through a participatory approach that has engaged different urban actors. The use of co-design approach within the development of urban strategies has generated a series of positive impacts:

• develop an integrated vision (social, cultural, economic, environmental aspects) for urban regeneration;
• design a path of co-design able of combining the technical vision with the suggestions from the urban communities that live in the historic center;
• increase social cohesion and fight urban inequalities.

Why this practice is relevant?

This project represents an excellent example of the construction of an integrated strategy, for the regeneration of an urban context, based on incremental development of actions and thanks to the intense involvement of local stakeholders.

Incremental, because the project started in 2014 in a specific urban area, and then in 2017 it was extended to the historic center of Olot. Intense involvement of local stakeholders, because the project has allowed the establishment of different participation bodies:

• Local Support Group. Development of the approach to use for the regeneration of the historic city cor;
• Integrated Working Group. integrate the work from different departments, and harmonize the suggestions from the co-design process.

Figure 17 - Different phases of urban participation for the shared design of the Integrated Actions Plan. Source: Paisaje transversal.

Grands Voisins
Transitional urban planning for the regeneration of former Saint Vincent de Paul hospital

The Municipality of Paris has started the reconversion/reuse of the former Saint Vincent de Paul hospital, released from its activities in 2012. The main objective of urban regeneration of this area has been the design of a new district driven by a sustainable development approach, green building, pedestrian areas, and all drive by the enhancement of social cohesion. To be able to achieve these objectives the Municipality of Paris has developed temporary use project within the site, called "Grands Voisins", a transitional urban planning/program, useful for identifying the principles for redesigning the area, and build a new piece of the city, consistent with the needs of the neighbourhood and aligned to the main city challenges.

Why this practice is relevant?

We can consider this project as a case of transitional urban planning to experiments and identifies new uses of the city, with within it different practices of re-use/regeneration of buildings and open spaces. It is an urban re-use/regeneration program in which the real estate market speculation does not exist, or the placing of inappropriate functions, but where the needs of the neighbourhood in which the project area is located find solutions. It is a complex urban re-use/regeneration program that took a long time to develop because, in addition to identifying the development principles of the new district, it was thought about achieving an economic balance between reuse and activities / actions produced.

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Additional informations

Grands Voisins (https://bit.ly/3vVXaRi)

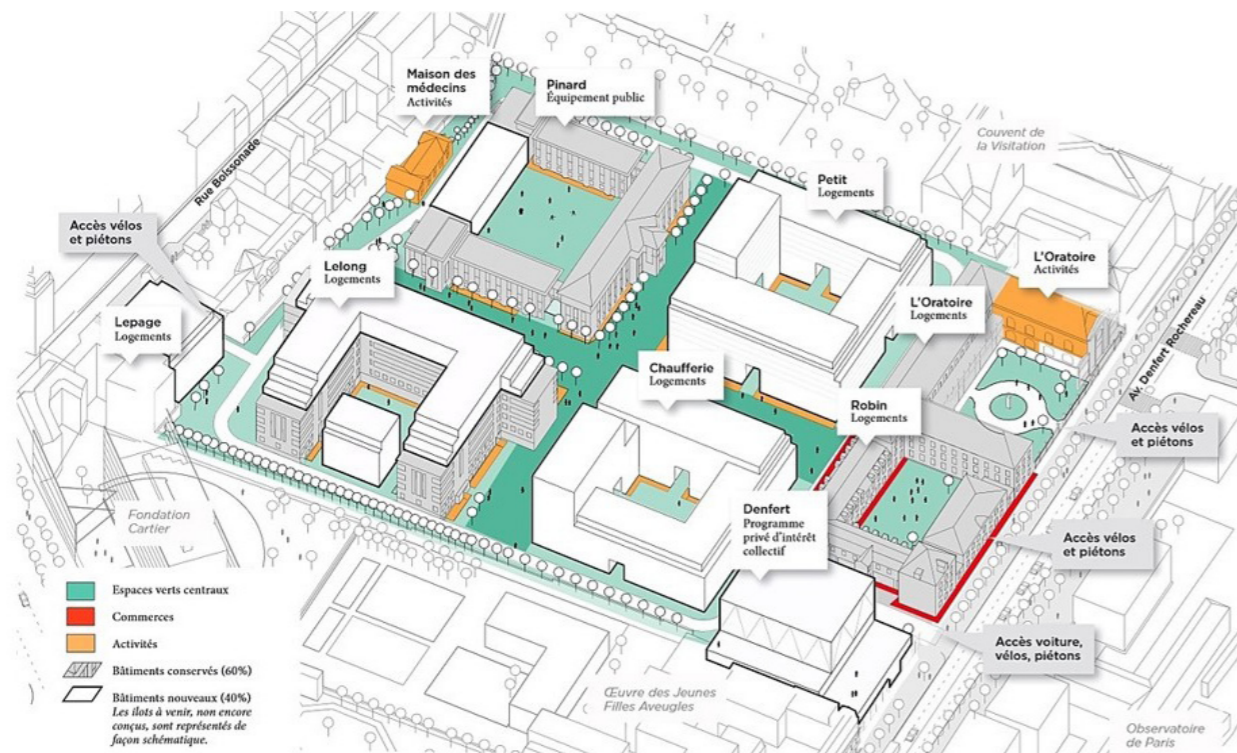Former Saint Vincent de Paul hospital (https://bit.ly/3nLJpB1)

</div>

Figure 18 - The proposed layout of the new district after the participation and co-design phase. Source: Paris & Métropole Aménagement.

Melgaço Pop-up Shop
Temporary occupation for the reactivation of city centre

Melgaço is the most northern municipality of Portugal, bordering on Galicia in Spain. Since the early '90s, the municipality of Melgaço (like many Portuguese interior municipalities) has been losing population, either from lack of births or due to emigration (internal or transnational). The constant loss of population, associated with its aging, has resulted in a loss of commercial activities and services in the urban centre with the consequent appearance of many empty and unused shops and the loss of vitality.

To counter this process, the municipality of Melgaço develops a project for the temporary occupation of vacant commercial spaces, called Melgaço Pop-up Shop, which could be useful for attracting new businesses, especially start-ups, which use the empty shops for specific periods of time to develop their business and reactivate the city centre.

Why this practice is relevant?

The practice is relevant because it has already been tested in two European urban realities (Melgaço and Altena in Germany within URBACT Re-growCity network) and does not involve large investments by the urban authorities. The second reason for relevance concerns the fact that we must also think about the reuse of private and small spaces, such as those of shops, which are fundamental assets on which to develop compact cities and promote proximity.

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Additional informations

Melgaço Pop-up Shop project - Re-growCity network (https://urbact.eu/re-growcity)

</div>

Figure 19 - The reopening of a temporary shop (pop-up shop). Source: municipality of Melgaço.

ALT/BAU
Alternativ Building Activation Units

The ALT/BAU is a URBACT Transfer Network focuses on alternative strategies in central and historic districts of European cities to activate unused and decaying housing stock resulting from demographic, economic and social change. Based on the experiences from Chemnitz' URBACT Good Practice "Housing Agency for Shrinking Cities" (Agentur StadtWohnen Chemnitz), the network transfers experiences proved successful in proactively connecting administrations, owners, investors, and users to initiate sustainable and resource-saving development.

The project, which began in 2018, is focused on the establishment of a local housing agency (unit for the reactivation) able to manage an integrated process of re-use of these urban assets.

• Inventory and monitoring of vacant buildings;
• Activating and supporting owners;
• Activating and supporting potential buyers and investors;
• Connecting and coordinating public and private stakeholders;
• Publication and communication to attract investors and users

Why this practice is relevant?

The project developed an integrated policy to be able to reactivate housing stocks thanks to the direct involvement of various urban actors: owners, citizens, technicians, potential investors, and users.

> **Additional informations**
>
> URBACT - Alternative Building Activation Units (https://urbact.eu/alt-bau)
>
> ALT/BAU (https://www.alt-bau.eu/en/)

Figure 20 - The strategic document for the development of a housing stock management agency. Source: ALT/BAU project.

Bologna regulation
Tool of collaboration between the citizens and the urban authority

The Bologna Regulation was carried out within the project "Cities as a Commons". The project was implemented with the support of the Fondazione del Monte di Bologna and Ravenna, and a group of legal and public communication experts from the Labsus NGO, with the support of LabGov – LABoratory for the GOVernance of the City as a Commons.

This practice creates one legal framework to support the development of projects of reuse/regeneration, drive-by civil society, through the development of the following phases:

1. Presentation of the proposals
2. Public evaluation
3. Evaluation by technicians
4. Co-design of the proposal implementation (urban authority/civil society)
5. Drafting of the collaboration agreement/pact (urban authority/civil society)

Why this practice is relevant?

The regulation has made it possible to produce more than 280 collaboration agreements for the reactivation and management of urban commons. It is an excellent experience as an "activation tool" to start an integrated process of re-use and regeneration which obviously needs to be supported by other mechanisms.

> **Additional informations**
>
> Bologna regulation approved in 2014 (https://bit.ly/39qC03o)
>
> Bologna civic network Iperbole – Rete Civica (submit proposal) (http://partecipa.comune.bologna.it/)
>
> Guidelines for submitting the project proposal (https://bit.ly/2XscHLC)
>
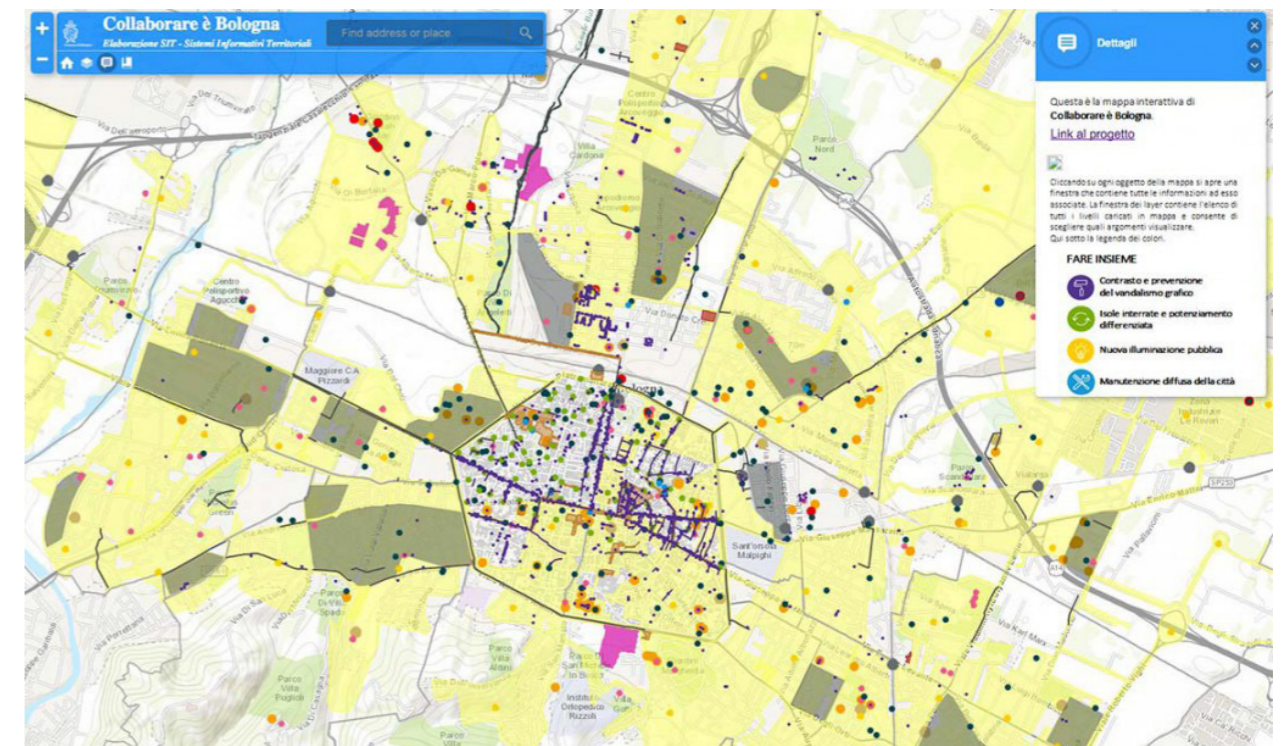> Practices in place (https://bit.ly/3GAqYl7)

Figure 21 - The mapping of all the practices of re-use and regeneration of urban public assets within the municipality of Bologna. Source: municipality of Bologna.

Reggio Emilia regulation
An approach to foster collaborative city

The Municipality of Reggio Emilia is experimenting with the program Collaborative City an innovative approach to the re-use of urban commons made by "citizenship agreements", supported by activities of mapping of the needs and co-design actions, all to reinforce the relationship between local authorities and residents.

The main tool used to activate agreements is the "QUA Quartiere bene comune" program. Started in 2015 is based on the format of "neighbourhood labs" as co-design moments to define urban innovation projects with the citizens of the neighbourhood. These laboratories represent the places of urban innovation in which to discuss governance mechanisms for the enhancement of identified urban assets.

Why this practice is relevant?

The practices carried out by the Munici-

pality of Reggio Emilia are part of a general strategy for the management of the territory and the urban fabric, in fact, we are faced with an integrated strategy of re-use/regeneration of buildings and open spaces in harmony whit the development of the new general urban plan. This approach is favored by the regional planning law of Emilia-Romagna which supports the identification of the assets to be reused (public end private) and favors their regeneration.

Additional informations

Collaborative city (https://bit.ly/3ByowOo)

QUA Quartiere bene comune (https://bit.ly/2ZP7MWv)

Territorial Atlases - Identification of the needs, mapping of the projects, activities, etc.) (https://bit.ly/3ztplXN)

Figure 22 - Citizens of Reggio Emilia after the signing of the collaboration agreement for the reuse of a public urban asset. Source: municipality of Reggio Emilia.

Image credist

Cover - Co-design activity for the regeneration of Palazzo Roverella in Cesena, Italy (photo by the co-author of the publication - Luca Lanzoni)
Page 6 - Reopening of the former Verdi theater in Ferrara, Italy (photo by the co-author of the publication - Luca Lanzoni)
Page 30 - Reopening of the former Verdi theater in Ferrara, Italy (photo by the co-author of the publication - Luca Lanzoni)
Page 36 - Image from the Les Grands Voisins project website (https://lesgrandsvoisins.org)
Back cover - Los Moros urban reforestation, Cartagena, Spain (photo by the co-author of the publication - Luca Lanzoni)