



People. Places. Potential.

OpenHeritage: Deliverable 3.4

Interim Report on the Evaluation of Resource Integration

November 2020



Project Full Title	Organizing, Promoting and Enabling Heritage Re-use through Inclusion, Technology, Access, Governance and Empowerment	
Project Acronym	OpenHeritage	
Grant Agreement No.	776766	
Coordinator	Metropolitan Research Institute (MRI)	
Project duration	June 2018 – September 2022 (52 months)	
Project website	www.openheritage.eu	
Work Package	WP3	
Deliverable	Interim Report on the Evaluation of Resource Integration	
Delivery Date	30.11.2020 (month 30)	
Author(s)	Markus Kip (UBER) Christian Fernando Iaione (Luiss) Elena de Nictolis (Luiss) Alessandro Piperno (Luiss) Hanna Szemző (MRI) Andrea Tönkö (MRI)	
Contributor(s)		
Dissemination level:	Public (PU)	X
	Confidential, only for members of the consortium (CO)	



This document has been prepared in the framework of the European project OpenHeritage – Organizing, Promoting and Enabling Heritage Re-use through Inclusion, Technology, Access, Governance and Empowerment. This project has received funding from the European Union's Horizon 2020 research and innovation programme under grant agreement No 776766.

The sole responsibility for the content of this document lies with the authors. It does not necessarily represent the opinion of the European Union. Neither the EASME nor the European Commission is responsible for any use that may be made of the information contained

Table of Contents

Table of Contents	3
Executive Summary	5
1 Introduction: defining resource integration	8
2 Methodology.....	10
3 Analysis of research questions.....	17
3.1 How do community-led adaptive reuse projects successfully draw on external factors	17
3.1.1 The role of regulatory frameworks.....	18
3.1.1.1 Regulatory frameworks at the national level	19
3.1.1.2 Regulatory frameworks at the local level.....	29
3.1.1.3 Specific regulatory framework of the Urban Commons	38
3.1.1.4 The influence of heritage policies	46
3.1.2 The role of external funding	54
3.1.2.1 Types of external resources	56
3.1.2.2 How does the governance model impact the possibilities for funding?	61
3.2 How do community-led adaptive reuse projects successfully rely on internal factors to integrate resources?.....	71
3.2.1 Governance arrangements.....	72
3.2.2 Innovative funding sources, community practices and solidarity mechanisms	78
3.2.3 Legal ownership	86
4 Conclusions.....	94
5 References.....	98
Annex 1: SWOT analysis of the Observatory Cases.....	104
Annex 2: SWOT Analysis of the CHLs	150
Annex 3: Normative criteria	173

List of Boxes

Box 1. Inspirational case: London Community Land Trust at St. Clement's	19
Box 2. Inspirational case: Stáre Tržnica – The Old Market Hall of Bratislava	30
Box 3. Inspirational case: Cascina Roccafranca, Turin (Italy)	39
Box 4. Inspirational case: Scugnizzo Liberato, Naples (Italy)	43
Box 5. Inspirational Case: ExRotaprint	47
Box 6. Inspirational case: Färgfabriken	69
Box 7. Inspirational case: Sargfabrik	72
Box 8. Inspirational case: LaFábrika detodalavida	79
Box 9. Inspirational case: Largo Residencias	92

List of Tables

Table 1. The final list of selected cases.....	13
Table 2. Main types of external sources in the examined Observatory Cases....	59
Table 3. The impact of governance models on external resources and revenue integration	67
Table 4. Ownership-governance-management models in OCs.....	90
Table 5. Preliminary Normative Criteria and SDGs matching	192

Executive Summary

The current evaluation report on resource integration in adaptive heritage reuse aims to understand how civic initiatives secure financing and other necessary resources when working towards reusing sites that are situated in marginalized urban or peripheral rural locations. Using the data from the macro-policy analysis on adaptive heritage reuse (WP1), the 16 Observatory Cases (WP2) and the 6 Cooperative Heritage Labs (WP4), the evaluation seeks to highlight practices and policies that have shown an innovative and successful integration of resources from various partners for civic purposes. Focusing on case studies, the report analyses how macro-level policies and micro-level practices are related, how they complement each other or enter into conflict.

Resource integration is one of the three pillars of OpenHeritage that reflect the main area of intervention for the development of an adaptive heritage reuse project. As an important step towards OpenHeritage's aim of identifying an inclusive model of adaptive cultural heritage reuse, the writing of this report has been closely coordinated with the evaluation reports related to the other two pillars: community and stakeholder integration and regional integration.

The report starts off from the conceptualization of resource integration that is oriented towards producing accessible and inclusive spaces, such as for community and civic encounters, social services, cultural events, as well as small entrepreneurial activities. Resource integration is defined broader than financial considerations to include non-financial resources such as volunteer labour, sweat equity, crowdsourcing, in-kind contributions, the donation of assets as well. Moreover, resource integration in OpenHeritage values co-creation and the mixing of resources from different stakeholders, including civic, public and private ones.

The report argues that the result of the integration of resources from different stakeholders is more than the sum of its parts. When driven by bottom-up or civic initiatives, the process of bringing together resources of different stakeholders in a collaborative framework opens opportunities for collaborative relationships, new synergies and innovations among stakeholders as well as an efficient and sustainable use of resources for the adaptive reuse project. We are particularly interested in arrangements that are focused on civic engagement as a key dimension and resource for the revitalization of a marginalized or peripheral areas. Analysing and evaluating our case studies from this vantage point, we highlight internal factors (motivations, skills and experiences of project members, the architectural conditions and geographical location of the asset etc.) and external factors (policies, regulatory frameworks, funding and economic opportunities etc.) as possible strengths, weaknesses, opportunities and threats for such resource integration.

Drawing on the SWOT evaluation framework (strengths, weaknesses, opportunities and threats), our report provides insights on how adaptive reuse

projects have successfully adapted to external challenges, or used their internal resources to achieve their goals. For the purposes of the SWOT analysis, a preliminary set of normative criteria on adaptive reuse of cultural heritage for civic purposes has been developed in an inter- and transdisciplinary fashion by the partners of the OpenHeritage consortium to make the selection of cases. Mindful of the different political economic and institutional conditions in which adaptive heritage reuse practices and policy-making are embedded, the cases analysed in the report are selected in a way to represent all three broad country categories identified in D1.3 (Typology of current adaptive heritage re-use policies).

The basic research questions structuring the main part of the report are the following:

- How do community-led adaptive reuse projects successfully draw on external factors, and
- How do community-led adaptive reuse projects successfully draw on internal factors (co-governance arrangement; innovative funding mechanisms, community and solidarity practices; legal ownership titles) to support resource integration?

As external factors, the report analyses regulatory frameworks at national and subnational level, considering both explicit heritage preservation and protection frameworks but also regulatory frameworks related to planning, administrative and institutional support, community engagement, economic activities, public-civic partnerships. We pay specific attention to the Regulations on the Governance of the Urban Commons as an inspirational framework to promote adaptive heritage reuse for civic purposes. Another important external factor that this report presents insights on are funding models and opportunities in their large diversity of formats and sources.

As internal factors, this evaluation takes a closer look at how co-governance arrangements shape and enable civic initiatives engaging in adaptive heritage reuse. Since mobilizing internal resources is an important strategy of these bottom-up initiatives, the report also highlights solidarity mechanisms, participatory and volunteer involvement as well as other resourcing strategies that are not directly related to market exchange or dependency on state actors. And last but not least, the report assesses ownership models and arrangements in view of their impacts on the sustainability of adaptive reuse of cultural heritage assets.

The report conveys a large diversity in terms of how these civic initiatives of adaptive heritage reuse mobilize resources, the purposes to which they are put, the actor constellations that are involved, as well as the legal and political frameworks that regulate access and use of these resources. Thus, in the final part, we seek to make conclusions in view of underlying models and their prospect of transferability. Two aspects emerge clearly:

- (1) The first one is the inventiveness that the adaptive reuse initiatives demonstrate to mobilize resources, including non-financial ones as well as the ability to govern resources across many stakeholders on the basis of solidarity rather than relying on market or state imperatives.

- (2) The second insight is that effective and successful resource integration adaptive heritage reuse projects with a civic intent require a supportive regulations and programs as well as a cooperative public administration. The required support is not limited to financial resources but also includes administrative and institutional measures to guarantee legal reliability, enable entrepreneurial activities and to facilitate the complex landscape of regulations, programs, and the negotiation of interest. To be sure, the benefits are not one-directional, as also public stakeholders gain from the impacts of such projects that revitalize buildings, sites and entire neighbourhoods.

The evaluation has also yielded several lessons for public policies and regulation to promote community-led adaptive reuse projects of cultural heritage. The most important ones show the need to

- establish supportive structures that do not only provide financial means but also set up enabling hubs to provide expertise, training, networks and brokerage;
- prioritize the use of assets by civic actors against neglect or speculative purposes;
- allow for the separation of ownership of land and buildings;
- offer a framework for long-term leases that set a purpose for real-estate development;
- provide an institutional framework for democratic control through neighbourhood communities;
- counteract uneven development through regional and urban regeneration programs;
- foster collaboration among different actors;
- integrate the community in the management of the asset/service/infrastructure.

1 Introduction: defining resource integration

The collection and integration of resources is one of the main problems hampering the development of the adaptive reuse projects carried out by bottom-up initiatives. The development and regeneration of underused spaces requires significant financial and non-financial resources, which most of the civic formations are lacking, a difficulty sometimes further exacerbated by their lack of experience, credit history or financial skills. Hence, to overcome the challenges communities need to find collaborative solutions, integrate all available resources, often taking advantage of innovative financial and managerial schemes, supplementing traditional financial instruments and public funding.

Resource integration presupposes a collective action, whereby different actors involved in the process exchange, and integrate resources with other actors to realize outcomes that they cannot achieve alone (Overkamp et al., 2018). It serves as an effective tool in cultural heritage-management to improve awareness and involve citizens, organizations and other stakeholders in preservation, reuse and related activities (Barile-Saviano, 2014).

This is not the first time the OpenHeritage project deals with the concept of resources and resource integration. It has focused on it already in two previous deliverables. Resource integration was a key concept in D2.4 (Comparative study of the 16 Observatory Cases), which defined it as “the use and application of innovative financial tools and non-financial resources in cultural heritage maintenance and management, based on a wide range of cooperative mechanisms”. Resource integration thus included among others ethical investments, social finance, civic and solidarity forms of investments, local entrepreneurs’ involvement and local resource pooling.

Research in work package one, especially in deliverables D1.2 and D1.3 also dealt with the concept of resources, focusing on resources public administrations can bring in. Resources considered from this perspective included direct funding, but also other instruments which seek to incentivize actions by civic or private actors, such as tax reductions, staffing of enforcement or consultation agencies, supporting organizational structures, capacity building, creating platforms and the like.

The current report understands resource integrations as a process of co-creation in which civic, public and/or private actors collaborate for the mobilization, management and organization of various types of financial and non-financial resources. Resources are considered valuable possessions that directly affect the ability of the project to carry out/on its activities. Hence the resources taken into consideration in this analysis refer to a wide range of social, economic and financial provisions that facilitate this process, including non-financial resources such as knowledge, skills, information, and – reflecting on the specific nature of the bottom-up projects in the focus of this analysis – the provision of free work (sweat

equity) by the participants. This definition excludes all the elements that have an impact on the ability to develop the project, but which are related to external matters as an example the political environment.

Resource integration can also take the form of co-operative and collaborative processes, with important consequences. Firstly, as the collaborations are voluntary, the actors need to recognize the benefit of participation. If the benefit is not evident to all the actors, then the collaborative activity is highly unlikely (Kleinaltenkamp et al., 2012). Secondly, this process involves several actors, belonging to different categories such as active citizens, local communities; public authorities; private actors and academia (Ostrom, 2010; Foster & Iaione, 2016). These actors establish the quintuple helix governance model, public-private-community partnerships that enable resources to inflow to in a specific project from different sources that have complementary assets, skills, and interests (Iaione and De Nictolis 2017, Carayannis and Campbell, 2010). Thirdly, these forms enable social inclusion, providing opportunities for community-driven, financially precarious organisations to engage in adaptive heritage reuse.

Resource integration can be supported by various legal and economic structures and activities, as elaborated by a previous OpenHeritage deliverable D2.4. These include most importantly:

- the foundation of social or community enterprises (Haugh, 2007);
- collecting resources and sharing activities among different actors, such as private ones, public bodies, universities, crowdfunding organizations or platforms, banks and ethical investors (Argandoña, 1998; Nwankwo, Philips and Tracey, 2007; Franceys and Weitz, 2003; Bramwell, 2008; Marchegiani, 2017; Giagnocavo, Gerez and Sforzi, 2012; Harvey, 1995; Affleck and Mellor, 2006);
- supporting the creation and development of other economic actors (Wynarczyk, Pooran and Raine, Arnold. 2005; Greene and Butler, 1996);
- the commitment and capacity of mobilize resources, together with the willingness of diverse stakeholders to cooperate (Nevens, Frantzeskaki, Gorissen and Loorbach, 2013);
- the ability to demonstrate innovation capacity (Adamczyk, Bullinger and Moeslein, 2012);
- the creation of institutionalized forms of collaboration (Hillmana, Axona and Morrissey, 2018);
- sustainable forms of public procurement or project financing initiatives (Caranta, Edelstam and Trybus, 2013);
- forms of sustainable funding through “mécénats” support, facilitated by tax credit provisions (Mandri-Perrott and Stiggers, 2013).

Finally, resource integration in community-led adaptive reuse projects is impacted by a series of external factors. External factors include all the changes that influence the organization but over which the organization does not have control. External factors are developed independently of the project, and include the social and cultural contexts, heritage policies, regulatory frameworks, external funding opportunities, etc.

To study resource integration it is necessary to isolate the influences coming from the internal and external conditions as well as breaking up the process in steps (see Figure 1. below).

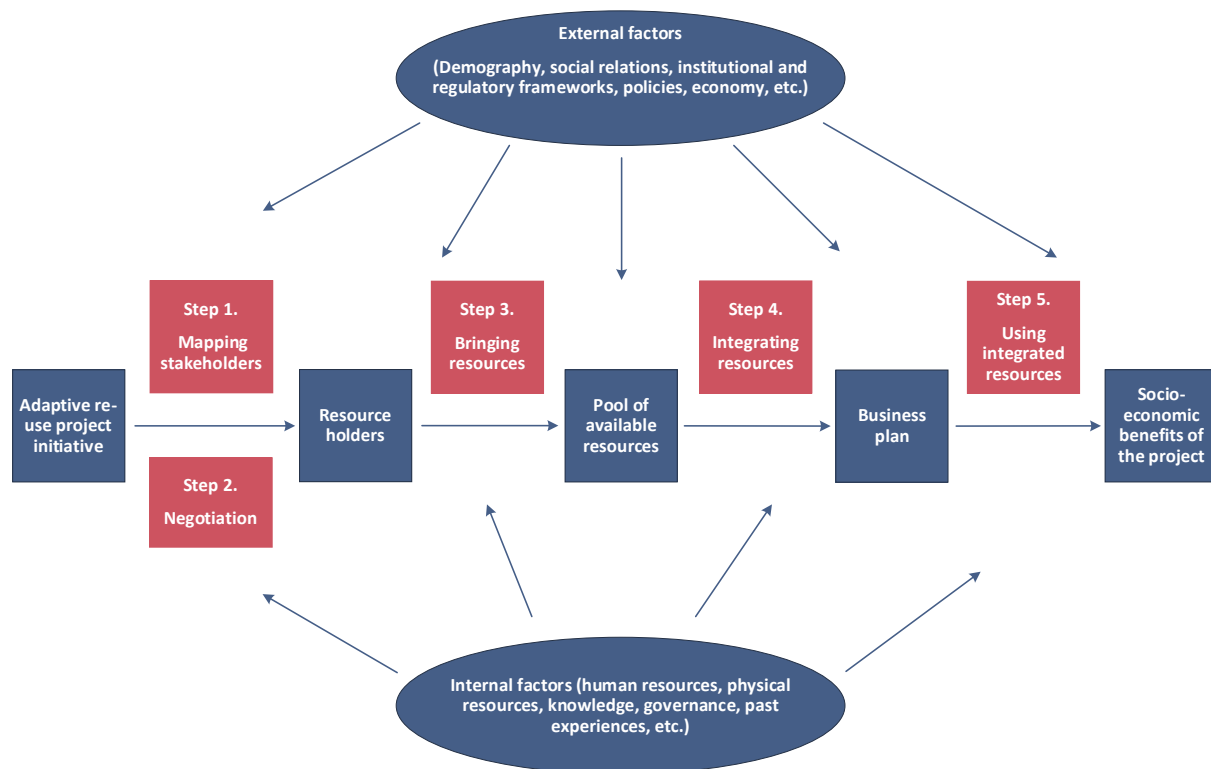


Figure 1. The process of resource integration

2 Methodology

The current deliverable seeks to understand how the process of resource integration takes place in bottom-up reuse projects, what are the key administrative, financial and social enabling factors that support it. The deliverable focuses on analysing how these projects collect and use their resources collaboratively, understanding how bottom-up driven adaptive reuse projects can thrive and sustain over a longer period of time.

To carry out this analysis a specific evaluation framework was developed for the current deliverable. This has been guided by the general aims of the evaluation set by the grant application and its description of WP3 with the aim of enabling project members to contrast policies (WP1) with practices (analysed in WP2). Additionally, it has been kept in mind that the evaluation in this interim deliverable should inform both the Finalized report on the European adaptive reuse management practices (D3.6) and the Transferability matrix (D3.7).

It followed the process outlined in the Submitted Evaluation Framework (D3.2), nevertheless making adjustments to it. As a result, while writing the interim report, the following key steps have been taken:

1. the development of general research questions;
2. the selection of inspirational cases for policy learning;
3. the development of normative criteria;
4. the creation of SWOT analysis.

(1) General research questions

The aim of the general research questions was to delimit the objects of the analysis to look at and allow a detailed evaluation. Their development was a long process, which started when OpenHeritage Consortium members were asked for their input for questions that are deemed relevant for academic discussion and fields of practice. These research questions were then divided within WP3 and distributed along the pillars of community and stakeholder integration (T3.2), resource integration (T3.3) and territorial integration (T3.4). Each task further refined the research questions, adding some to fill gaps, merging others. This refinement of research question ensured that the research draws on the available insights from WP1, WP2, and WP4. To the extent possible, the analyses of macro- and micro scales were connected.

The research questions for this report address two main dimensions of resource integration, external and internal factors and are centred on how the known cases have related to these factors, either negatively (avoiding, eliminating etc.) or positively (drawing on, taking advantage of).

Main research questions:

- 1. How do community-led adaptive reuse projects successfully rely on external factors to integrate resources?**
- 2. How do community-led adaptive reuse projects successfully rely on internal factors to integrate resources?**

The questions were further elaborated, arriving to a set of sub-questions that together answer the general research questions. The final list of sub-questions is the following:

For the external analysis we studied

A) The role of regulatory frameworks

- a. What kind of national regulatory frameworks facilitate the integration of resources in civic initiatives of adaptive heritage reuse?
- b. How do local regulatory frameworks help the process of resource integration?
- c. How do “specific local models” help the process of resource integration?
- d. What regulatory frameworks of heritage preservation and protection facilitate the integration of resources in civic initiatives of adaptive heritage reuse?

- B) What type of external resources can be used for the implementation and operation of adaptive heritage re-use projects?

Whereas for the internal evaluation we looked at the following questions

- A) In what ways do different governance arrangements support resource integration? How (if) the concept of inclusiveness becomes apparent in the financial/management model?
- B) How different innovative funding sources, community practices and solidarity mechanisms can complement funding from state and market-based sources?
- C) How the different kinds of legal ownership influence the sustainable development and socio-economic benefits of an adaptive reuse project?

(2) Selection of cases

A limited number of cases were identified for each research question to inspire learning for policy and practice. Among these one was selected as **an inspirational case**, demonstrating how projects have successfully drawn on internal and external factors (or have avoided them) in order to create particular results and situations. By identifying their contextual and internal conditions and showing their temporal trajectories they may form the basis to inspire informed adaptations and experimentations of these policies and practices elsewhere. At the same time, in for some questions we have also identified cases that have been unsuccessful in certain respects. This has not been done to shame such practices or policies but rather to promote learning from these negative experiences.

In the selection of the inspirational cases the results of the Typology (D1.3) deliverable were also used to link individual cases to larger national frameworks better. This typology suggested a grouping of countries according to their national/regional differences, and highlighted patterns in their approaches to adaptive heritage re-use along the thematic lines of the project: policy integration (in the context of regional integration), resources (resource integration) and community participation (in the context of stakeholder integration). The report stressed that within a complex assemblage of influences (including policies, policy practices, resourcing, political and policy priorities, multi-level governance structures and complex regulatory frameworks, planning traditions, heritage discourses, etc.) there are many possible ways to group countries. The variations within and between groups can only be explained by looking at the whole system. Nevertheless, considering four main dimensions (flexibility, the level of integration, the availability of resources, and the level of encouraging civic engagement), one can identify three distinct clusters:

- Group 1. Adaptive heritage reuse is common and facilitated (Austria, England, Germany, Netherlands, Sweden)
- Group 2. Adaptive heritage reuse is somewhat established as a practice or coming up, regulatory framework with some obstacles but trends towards more flexibilities (Flanders, France, Italy, Poland, Portugal, Spain)

- Group 3. Adaptive heritage reuse is difficult (Hungary, Romania, Slovakia, Ukraine)

Table 1. The final list of selected cases

Questions	CHL	OC1 (inspirational case)	OC 2 (additional cases)	Country typology of the inspiratio nal case
1A National regulatory frameworks	Hof Prädikow	London CLT		1
1A Local regulatory frameworks	Sunderland	Stara Trznica		3
1A Specific models		Scugnizzo L.	Cascina R	2
1B Heritage policies	Warsaw	ExRotaprint	Jam Factory	3
1C External funding		Fargfabrik	reviewed all OCs	1
2A Governance arrangements	Centocelle (Rome)	Sargfabrik		1
2B Innovative funding sources		LaFabrika		2
2C Legal ownership		Largo Residencias	reviewed all OCs	2

Finally, on a few occasions insights from additional cases outside of OpenHeritage are taken into consideration to enrich the insights gained in the analysis, to highlight similarities or differences. Although their role is limited in this deliverable due to its interim nature, it will be more elaborated in the final version of D3.6.

(3) Normative criteria

Normative criteria (a preliminary description of these criteria can be found at Annex 1: SWOT analysis of the Observatory Cases) were developed to help us identify “good practices” or “good policies” in the analysis. These criteria point to goals or objectives. They should be broad enough to be applicable regardless of circumstances. And they are not intended to allow for comparison (good, better, best), but serve more as a value.

These normative criteria were identified and discussed with Consortium members and a literature review was conducted to substantiate these criteria. Various consortium members were asked to elaborate on normative criteria, offer justifications, point to practical relevance, discussion in the academic literature

and identify indicators. As this normative reflection is a challenging task methodologically but also an open process, the list should also be understood in this deliverable in an interim fashion. Nevertheless, the elaborations on the normative criteria are already substantial enough to help us identify “good practice” or “good policy”. Giving consideration to the embeddedness of practices and policies in their respective legal, institutional, political economic and cultural contexts, the normative criteria should not be misunderstood as tools that are used in the primary instance for comparison (good, better, best), but serve more as a value orientation that guides our project.

The process of working on normative criteria has served two primary purposes:

- It made the choice of criteria transparent and functioned as a device in the evaluation process to more systematically reflect on the practices and policies in light of these criteria. While a practice or policy may be intuitively considered “good” for addressing certain criteria, confronting the object with the entire list of criteria could also help us become aware of other normatively relevant aspects of the practice or policy.
- The process itself was part of the justification of the criteria. An explicit account of the normative criteria faces the challenge to give reasons for these criteria, to justify the choice of the criteria in view of other (possibly broader) values or normative premises. Such accounting of normative criteria needs to be open to critical engagements and potential revisions. It is this accounting for the norms that distinguish them from pure statements about personal taste and render the objects as socially and morally relevant.

Additionally the Sustainable Development Goals (SDG) were included in the normative criteria in a way that the current preliminary list of normative criteria has been triangulated with the SDGs to ensure that the criteria cover the broad spectrum of the relevant SDG targets (See at Annex 3: Normative criteria). While the first version of the normative criteria has already been developed and a first review of the individual drafts of the criteria entries has taken place within the consortium, a systematic investigation of the relationship of the normative criteria with each other and a subsequent adjustment will still be performed prior to the finalization of the Final Report D3.7. In this respect, the current interim list of normative criteria has already been reviewed in view of their relevance and clarity, it is, however, still preliminary in view of a systematization.

Interim List of Normative Criteria

Good Practice – Necessary Criteria

- **Protects multiple heritage values related to an object**
- **Ensures economic sustainability**
- **Relies on multiple funding sources (that are geared towards sustainability)**
- **Fostering ecological sustainability**
- **Fosters social sustainability**
- **Builds on co-governance arrangements inclusive of different communities and stakeholders**
- **Engages neighbourhood and heritage communities to participate**
- **Improves the quality and use of the built environment in the instant surroundings of the site**
- **Values a diversity in cultural expressions and heritage branding**
- **Raises awareness and educates critically about the local heritage**

Good Practice – Important Criteria

- **Promotes exchange (economic, knowledge, civic support, etc.) with other not-for-profit and non-governmental organizations**
- **Creates (quality) jobs and promotes small business development**
- **Makes essential social services and learning programs accessible to disadvantaged communities**
- **Fosters participatory approaches to cultural heritage and tourism**

Good Policy Criteria

- **Heritage policy supports not only physical conservation but also its related social and intangible aspects**
- **Supports ownership acquisition of the site/object by a community organization**
- **Supports the integration of policies on various governance levels and/or between various departments**
- **Creates a flexible regulatory environment towards adaptive reuse**
- **Prioritize the use of assets by civic actors against neglect or speculative purposes**
- **Creates spaces for experimentation**
- **Combines policy with the necessary resources and regulation**

(3) SWOT analysis

Finally, for each Observatory Case and Lab a SWOT analysis was conducted to understand the strengths, weaknesses, opportunities and threats that characterize each site. Differentiated by community integration, resource integration, and territorial integration, all OC SWOT analysis were performed by WP3 researchers largely on the basis of WP2 reports SWOT analyses were conducted with the caveat that their format does not represent the temporality of the case study. What may be a strength at one point, may become a weakness at another moment.

This temporality is taken into consideration in the synthesizing part of this study. In the context of the interim reports, the SWOT analyses are still a powerful instrument to think through the external and internal factors systematically:

- Factors/resources that are internal to the project. This may include:
 - o Human resources - staff, volunteers, board members, target population
 - o Physical resources – equipment, location, building,
 - o Financial - grants, funding agencies, other sources of income
 - o Activities and processes - programs, systems
 - o Past experiences - building blocks for learning and success, reputation in the community.
- Factors/resources that are external to the project. These may include:
 - o Future trends in field or the culture
 - o Economy - local, national, or international
 - o Funding sources - foundations, donors, legislatures
 - o Demographics and social relations - changes in the age, race, gender, culture, socio-economic structure of communities and neighborhood. Conflicts, coalitions, etc.
 - o Physical environment (e.g. is the building in a growing part of town?)
 - o Regulatory frameworks, policy practices and legislation (e.g. do new legal requirements make work harder or easier?)
 - o Local, national or international events

and consider through what practices the project actors in these case studies relate to them and how. The SWOT have formed the starting points for the analyses in section three. The SWOT templates for each Observatory Case and Collaborative Heritage Lab can also be found in the Annex. (See Annex 1: SWOT analysis of the Observatory Cases and Annex 2: SWOT Analysis of the CHLs)

3 Analysis of research questions

The following section contains the detailed analysis of the general research questions and the subsequently developed sub-questions. The analysis and evaluation for all questions follow a similar structure, although there are differences in the order how the various aspects are treated, always adapting to the context specific requirements.

Each analysis contains a “main message or a punch line” – visually distinctive from the rest of the text in a blue box. This summarizes not only the most important learnings of a section, but also serves to link the various questions and their analysis together, enabling linkages and comparisons across the entire evaluation spectrum.

The role of the inspirational cases is closely linked to the main messages as they provide the cornerstone of each evaluation: they serve as exemplifications (both for good and bad practices) and showcase some distinctive traits that the analysis wants to emphasize. Finally, to offer an appropriate context, other examples are mentioned in the evaluations, which are either used to provide a juxtaposition, or quite the contrary to show how widespread some practices are. The SWOT analyses for the case studies were used as a starting point for the evaluations.

Importantly, in the attempted narrowing down of the field of evaluation and analysis, the aim is not to explore all the aspects, but rather to concentrate on processes, notions and activities that could in the end help to highlight how local and national policies and regulations interact with actors and their projects on the ground, how various governance models support or hinder resource integration and how certain national contexts make the development of local bottom-up developments difficult. Additionally, throughout the analysis the need to provide input to the upcoming transferability matrix (D3.7) and to support the toolbox development of WP5 has also been regarded as an important priority.

3.1 How do community-led adaptive reuse projects successfully draw on external factors

External factors are defined for the purpose of this analysis as factors that influence operation of the bottom-up organizations but which are independent of the organisations, and over which the organizations don’t have control. They include social and cultural contexts, regulations, policies, practices and funding opportunities that at the same time determine if the main aims/objectives of an organisation are met and can be sustained over a longer period of time. Drawing an exact division between regulatory frameworks and funding is not possible to make, when it comes to public funding. Regulatory frameworks are often equipped with financial or funding mechanisms are part of regulatory intentions. The purpose of distinguishing between the two in the subsequent structure is more pragmatic

as it allows us to highlight particular strategies and features of how governments and public authorities have made use of inspiring political, legal or financial interventions that opened opportunities for community-oriented projects of adaptive reuse of cultural heritage.

In the following, external frameworks are studied from three different perspectives: *regulatory (governance)*, *heritage governance* and *financial*. All three determine together the possibilities of bottom-up initiatives to organise their activities, to create sustainable financial and management plans and to institutionalise their work.

3.1.1 The role of regulatory frameworks

This section on **regulatory frameworks** refers to laws and ordinances, programs and policies that have been decided by governments and public authorities. As pronouncements in texts and documents, regulatory frameworks don't regulate actual practices but rather require that actors are mobilized and refer to them, orient their actions around them, draw on them to make claims, mobilize around them. The consequences of the frameworks can yield regulatory effects that were not intended by the authors and decision-makers of such laws, programs, policies and such. We therefore had to consider regulatory frameworks beyond explicit labels that may have been given.

Following our artificial yet pragmatic distinction between regulatory frameworks (in this section) and funding opportunities (in the following section), what is distinctive about the frameworks considered in this section is that their aim is not direct funding for the projects from public sources but rather the attempt to set political-economic conditions and to create legal and cultural opportunities for resource integration in civic adaptive reuse projects. To be sure, this may also involve putting in place financial resources to provide for infrastructure, education, enforcement, social services and the like. In this respect, we would speak of indirect public funding. The regulatory frameworks considered to have relevant effects in the field of resource integration for adaptive heritage reuse have an enormous breadth of political and policy fields: from ownership regulations, to civic engagement, public-civic governance models, financial subsidies, anti-speculation policies, and heritage preservation measures.

The evaluation of these frameworks builds on previous deliverables about the macro-policy analysis (D1.2) and the Observatory Case Report (D2.2), and starts from the experience of actors with such frameworks. It is from this perspective that we come to understand what frameworks enable or incentivize civic and social economy actors to collaborate, make use of their resources and capacities in order to implement adaptive reuse projects.

The analysis is structured in four parts. Parts one to three consider a broad range of regulatory frameworks except for those with an explicit reference to heritage. Part one considers national frameworks, part two subnational and municipal frameworks and part three pays attention to a special framework that we wish to highlight as an inspiration: The Regulation of the Urban Commons. Last but not

least, part four takes on regulatory frameworks in relation to heritage preservation and protection.

3.1.1.1 Regulatory frameworks at the national level

Question for evaluation: What national regulatory frameworks facilitate the integration of resources in civic initiatives of adaptive heritage reuse?

This question aims at understanding the interaction of **regulatory frameworks at the national level** with civic initiatives of adaptive heritage reuse on the ground. Subnational and municipal regulatory frameworks will be referred to here but for a closer analysis, please refer to the section that specifically deals with them. This analysis particularly drawing on the experience of the London Community Land Trust but also other OpenHeritage case studies (observatory cases, collaborative heritage labs and the country-based macro-policy analyses), six lessons can be highlighted.

National regulatory frameworks support resource integration in civic projects of adaptive heritage reuse when they

- (1) establish a supportive structure of enabling local hubs to provide expertise, training, networks and brokerage**
- (2) prioritize the use of assets by civic actors against neglect or speculative purposes**
- (3) allow for the separation of ownership of land and buildings**
- (4) offer a framework for long-term leases that set a purpose for real-estate development**
- (5) provide an institutional framework for democratic control through neighborhood communities**
- (6) counteract uneven development through regional and urban regeneration programs**

The case of the London Community Land Trust (CLT) was chosen in this evaluation since its experience provides several remarkable and inspiring insights to the pressing concerns and requests to national regulatory frameworks. (See the SWOT for the London CLT case in the Annex1/12). This evaluation will be complemented by insights from other Observatory cases, CHLs and macro-policy research.

Box 1. Inspirational case: London Community Land Trust at St. Clement's

The London Community Land Trust was established on the site of a former workhouse and psychiatric ward site known as St. Clement's in East London. Today, it includes 19 buildings and building parts from the 19th and 20th century. The site became abandoned and neglected after 2005 for a few years until it was used for cultural events again in 2013. The London Community Land

Trust was founded by a national citizens' initiative called "Citizens UK" to propose a model for creating affordable housing in the gentrifying context in the city of London. While community land trusts have a longer history in the rural part of England and Wales, the London Community Land Trust was a pilot project using this model in an urban setting. The actual development of the site was part of a public-private partnership agreement with a for-profit construction company and social housing developer and the community land trust (CLT). Altogether 252 homes were created on the site, 23 of which belong to the CLT, the rest belong to the for-profit developer and the social housing association. Contestation arose between the CLT and the for-profit developer around access and use of a central building (John Denham Building) that the CLT intended to use as community space.

Community Land Trusts as in this London case, are a legal model of community-led development of homes and other assets important to the neighborhood, including community enterprises, urban gardening or workspaces. Originating in the Anglo-Saxon context (the first CLT in England was founded in 1983), this model has been spreading to other countries as a framework for fostering sustainable and inclusive economic development. By owning land (or leasing it from public owners) and then leasing apartments, entire buildings or other types of properties to individual actors or community groups, the CLTs can control the use and price of such properties. The governance systems may differ but they all share the democratic control by local residents of the neighbouring area. In England, CLTs are described in the Housing Regeneration Act of 2008. They may take the form of companies by limited guarantee, as charities, or as community benefit societies. In the case of the London CLT, it is a community benefit society with about 3,000 members made up of residents who own CLT homes, residents from the neighborhood or other supporters. Since the establishment of the London CLT at St. Clement's, this model of organizing communities around establishing similar projects is being replicated in other parts of London that find themselves in different stages between campaigning among community members and local politicians. A project in Lewisham, for example, with 11 CLT homes, has started construction in 2019.

The case of the London CLT demonstrates several promising national regulatory frameworks that have been taken advantage of by a community-led initiative in order to foster an effective integration of resources from multiple sources.

(1) The first aspect for national regulatory frameworks, to **establish a supportive structure that does not only provide financial means but also sets up decentralized enabling hubs to provide expertise, training, networks and brokerage**, addresses a main challenge for civic initiatives: funding to gain access to a site, make the necessary physical changes for an adaptive reuse and to program the site, provide services and enable its use by the neighborhood community. As experience has also shown with the complex challenges related to deal with a broad set of potential stakeholders and partners and to understand the landscape of relevant policies and other funding opportunities, supportive guidance

and training for the project initiators can be instrumental to establish expertise and realize the original aims of the project. Based largely on volunteer labour, civic associations and initiatives often don't count on the necessary capital to afford a site and to realize the necessary works for an adaptive reuse. This is even more the case, considering that civic initiatives are primarily interested in social and cultural use values, and less so in monetary exchange values, and thus do not focus on making promises of profit for possible investors. Moreover, compared to professional developers, these initiatives usually don't have the training background to manoeuvre in the policy field or with respect to real estate development. Knowing about existing policies, their obstacles and opportunities, is an important key to success for adaptive reuse projects – an aspect that is highlighted in the macro-policy analysis D1.2.

In view of the normative criteria of the OpenHeritage evaluation, this kind of support through national regulatory frameworks speaks to two criteria in that such an enabling structure *"supports and empowers project groups / heritage communities to develop sustainable economic usage concepts."* Moreover, by *providing funding it "supports projects in acquiring the site and to fund adaptive reuse."*

The challenge to acquire funding for civic initiatives is two-fold: first, community-oriented projects usually can't compete by promising monetary returns for investors. Second, the initiatives for adaptive heritage reuse driven by people who are passionate by purpose can't presuppose expertise in establishing a business plan, understanding the policy context, knowing about opaque funding opportunities, counting on professional networks or negotiating with a diverse range of stakeholders. The London CLT is part of the National Community Land Trust Network, an official charity for community land trusts in England and Wales.

National regulation followed only after the initiative of a network of community and professional initiatives. Pilot community land trust projects were supported in 2006 and 2008 by a "National CLT Demonstration programme" and the support Carnegie UK Trust and Tudor Trust. In 2010, the National CLT Network was established to promote the CLT movement and offer professional advice. By now, there are more than 290 CLTs in England and Wales, with about the half having formed since 2018.¹

Through the lobbying efforts of this network, the **Community Housing Fund** was first announced in Spring 2016. Over a five-year period, 300 Million Pound from the proceeds of extra stamp duty on second home sales to support community led housing – in particular community land trusts. The Community Housing Fund consisted of four streams of funding: 1. To help groups pay for professional services and the costs related to planning and to prepare the site; 2. To make economic plans viable and create affordable homes; 3. To invest in national network of local enabling hubs to offer direct support to groups, promote supportive local policy and funding opportunities and to help develop partnerships; 4. To invest in a national infrastructure including a public website for community-

¹ National CLT Network <http://www.communitylandtrusts.org.uk/what-is-a-clt/history-of-clts>

led housing, training for advisors and groups and support the network of local enablers.² This Community Housing Fund has contributed to the increase in the number of potentially deliverable homes from 5,000 in 2016 to 15,000 in 2019.

Such Community Housing Fund remains contested and the continuation after the current five-year period has not been secured politically. Unsurprisingly, the size, the political independence and the longevity of such funding frameworks regularly count as a critical issue when assessing the impact of such funding programs. In other OpenHeritage case studies, such frameworks for funding and the provision of services and expertise to community-led adaptive reuse initiatives are located at sub-national levels. When such support from public sources is insufficient, private foundations such as the Stiftung Trias step in to make funding accessible and to establish a network to provide guidance for and mutual support among these initiatives.

(2) Regarding the second aspect, **prioritizing the use of assets by civic actors against neglect or speculative purposes** is a normative policy orientation that can be found also in other cases of abandoned assets studied in OpenHeritage. Regulatory frameworks that operate in this sense, address the particular challenge for community-oriented, non-profit development schemes to compete with economically and often politically powerful real estate developers.

In view of the normative criteria of the OpenHeritage evaluation, the moral relevance of such counter-balancing frameworks is that for-profit developers seek to reap the highest possible profits from developing land, while social consequences, including displacement of residents who can no longer afford the rising rental prices, are outside of their business orientation. This has particularly disastrous effects to working class residential areas in booming urban real estate markets such as London. By preventing displacement and ensuring the continued persistence of organically grown residentially neighbourhoods, such counter-balancing regulatory frameworks address the normative criteria of “*ensuring social sustainability*”. Moreover, by strengthening the position of civic and community actors in developing real estate projects in a competitive context, such measures also partially realize the criteria “*supports projects in acquiring the site and to fund adaptive reuse.*”

To begin with, for-profit real estate investors have the professional expertise in the process of evaluating an asset, bringing in the legal expertise in relation to existing contracts, outstanding debts, legal disputes. They are also experienced in producing development plans and making deals. Importantly, these investors also have important ties, sometimes personal and supportive connections with bureaucrats and politicians that play a relevant role in the purchase of an asset. Another advantage of profit-oriented real estate investors in comparison to smaller community-based initiatives is that they are often able to mobilize money in a faster way and thus promise to close deals in a more reliable fashion. Moreover, the capital power of big real estate investors also has historically been used to

² <http://www.communitylandtrusts.org.uk/what-we-do/our-campaigns/community-housing-fund>

foster backroom deals with politicians – whether in the form of criminal corruption or by offering larger package deals that create the prospect of greater income to the seller. **The challenge thus is, how – in the face of the structural disadvantages vis-à-vis for-profit real-estate investors and developers – regulatory frameworks contribute to a more friendly environment for civic, non-profit investments in adaptive reuse projects?**

In the case of the London CLT, two pieces of regulations have been taken advantage of for the purpose of prioritizing civic actors and usages for the public good: The “Assets of community value” regulation and the “section 106 agreements”.

According to the Localism Act of 2011, particular kinds of “assets of community value” (ACV), which may be land or properties, can be subjected to particular kinds of protections from development and demolition if they are deemed to be of essential interest to a community and that should therefore not be lost. Local authorities can withdraw planning and development permission if the existence of the ACV is threatened. This statute requires owners to inform the local authority before selling the property. If a community group wants to buy the asset, they can ask for a moratorium of 6 months allowing them to raise the funds to purchase it. In the case of St. Clement’s, the John Denham Building has been designated status as ACV. To be sure, six months is a very short period for community groups to raise substantial amounts or make a credible bid. This aspect of the regulation therefore fails to recognize this challenging condition of community-based organizing and the difficulty of raising money in a short-term period.

The St. Clement’s development area has also been subject to a “**section 106 agreement**” which are planning obligations based on the 1990 Town and Country Planning Act. Through this act, it is possible to attach requirements to planning of that particular parcel of land – that any future owners need to take into account. In the case of St. Clement’s it was the requirement for new developments to include 30% “affordable housing”. The housing units created by the Community Land Trust partially fulfil this affordability requirement.

The key question to the regulatory frameworks is how easily and how often these frameworks can be invoked and implemented to the benefit for community-oriented purposes. When considering this case of St. Clement’s London Community Land Trust, the political high-profile should be born in mind that was given to the development of St. Clement’s as a Community Land Trust from the beginning of Citizens UK making a deal with the Greater London Authority in competition for their support for London’s Olympic bid. In other words, the public attention and political will has been great on this site from the beginning, giving greater political leverage to apply these regulatory frameworks on the site.

(3) The third **aspect of separate ownership of land and buildings**, facilitates the collaboration between civic actors and non-profit foundations by giving them a clear framework for investment, allowing them the engage in division of rights and responsibilities that provides checks and balances against misuses and otherwise potentially emerging conflicts.

In view of the normative criteria for the OpenHeritage

Evaluation, this aspect carries relevance by supporting projects in acquiring the site insofar as it facilitates the collaboration among civic investors. This can be particularly relevant with a socially/ethically oriented owner of the land and several individual and civic actors who invest in building ownership.

Civic initiatives are usually built on partnerships among various actors who invest or contribute resources count on the goodwill, mutual trust and intrinsic motives to collaborate with each other. When it comes to substantial investments, many actors seek formal frameworks that provide some security and predictability for the investment in case of conflicts within the partnerships and the project. In some case, this amounts to a legal challenge and question of expertise to draft a legally valid document. This may be particularly challenging for community-driven initiatives that don't count on a legal department as professional developers do. At the same time, civic actors also seek some reassurance that the investment would not be lost or misappropriated in the event of major disagreements. Without such reassurance, civic investors are unlikely to make any investment in the first, knowing full well that serious disagreements or conflicts are likely to erupt sooner or later.

Separating ownership of land and buildings **is a regulatory framework that offers some predictability for the investments and security against possible conflicts within the project**. Within such framework, for any partner to develop their buildings requires conformity with stipulations that have been made between owners of land and building or they require consent from the owner of the land. The sale of buildings can also be subject to a legal process in which the land owner can require the right of first refusal to buy the asset or to find a buyer at pre-determined pricing mechanism before the asset goes to the market.

Such mechanism can be found at play in the case community land trusts with private owners of the housing units and the Community Land Trust as the owner of the head lease of these properties. When a resident of the CLT intends to leave the housing unit, the CLT has the right to find a new buyer and can select them on the basis of a well-designed and democratic selection procedure of new candidates, considering criteria such as deep connection to the area, unstable housing situation, financial eligibility, local involvement and supportive attitude towards CLT values and mission. In other CLTs, owners of buildings may also be allowed to develop their assets and put them to use within certain democratic procedures and/or pre-defined parameters. At St. Clement's community land trust, to be precise, the community land trust is not the owner of the land but the owner of the head lease of the property for a duration of 250 years. The owner of the land is a charity, the Ricardo Community Foundation, whose trustees are a selection of local stakeholders.

Similar regulatory frameworks can also be found in most other European national jurisdiction. In Germany, as exemplified in the case of **ExRotaprint** (see Box 2. Inspirational case: London Community Land Trust at St. Clement's) or the CHL **Hof Prädikow** (Annex2/2), the Heritable Building Lease also operates on the basis of such separation of ownership. Remarkably, in some jurisdictions, such as

Scotland this separation of ownership is legally not possible.

Where it is permissible, the frequency use of this legal tool of separating ownership, however, is uneven historically and geographically. In recent decades, several advocates of alternative and public and civic-oriented development schemes, such as the ethical foundations including the German Stiftung trias or the Swiss Stiftung Edith Maryon, have contributed to a “rediscovery” of these legal tools that bring a new balance to the idea of public and social responsibility of property (represented in a stewardship of land through ownership) and the principle of personal liberties attached to ownership and the development of property (represented in the individual ownership of buildings).

(4) The discussion of the previous aspect of the separation of ownership of land and building already included an element that is worthwhile to highlight as an element of national regulatory framework: **long-term leases that set a framework and purpose for real-estate development**. This regulatory tool ensures long-term predictability for investments as well and thus usually complement leasehold agreements in the case of community land trusts and heritable building rights. Long-term leasehold agreements with specified purposes, however, can also be a tool in contexts without separate ownership of land and buildings. In the context of separate ownership can function as a useful tool to create a clear division of rights and responsibilities, but also generally this regulation is particularly effective to prevent real estate speculation.

In view of normative criteria of OpenHeritage evaluation, this regulatory framework shows particular relevance in view of ensuring economic sustainability by preventing speculation whether in a cycle of disinvestment or investment. Speculation can create significant economic disruptions that affect the neighborhood through rising costs of living or (in the case of disinvestment) by diminishing economic development opportunities. In this respect, and because it can prevent social displacement from the particular site, the tool also *promotes social sustainability*.

Particularly in urban contexts, community-oriented development schemes find themselves in conditions of fluctuating real estate markets which set incentives for speculative ambitions. In several instances, the projects may have been identified for speculative ambitions as they often prove to be successful in revitalizing an asset and the surrounding community. Or, the community project may have simply experienced a real estate upswing of the area in which it is located. In consequence of such developments, these civic initiatives have found their assets grow in value substantially. Such growth in value sets incentives for individual investors to realize the profit of such real estate valorisation, and as a result some associations or cooperatives have sold off their asset, possibly after having gone through a conflictive internal decision-making process. The related paradox thus is that the success of reinvigorating a neighborhood can ultimately undermine the internal coherence of the civic initiative. In front of such scenario, **in what ways can regulatory frameworks prevent the civic initiative that experiences market-price increases from falling apart due to individual expectations of profit?** The proposed solution are long-term leases and the possibility to determine specific purposes and limits for developing the asset. This option thus

can be valid even in contexts where a separate ownership of land and buildings does not exist.

In the case of the St. Clement's, the London CLT has the head-lease of the land for 250 years, which protects the property from speculative incentives. A key purpose that is set within the Community Land Trust's mission is to sell its properties to residents at a price that is linked to the median income of the borough. This is the criteria for ensuring affordability of the housing. Residents who want to move out, are able to sell their properties, however, but the London CLT has the first right to buy at a price that remains linked to the median income of the borough. In other words, incentives for residents to engage in real estate speculation are also eliminated.

Similar regulations that allow for long-term leases and clauses that forbid speculation as well as the definition of purposes and limits of real estate development can be found in the case of the heritable building leases in the case of ExRotaprint and Hof Prädikow (CHL). In both cases, the leases run for 99 years and the pricing mechanism for selling building properties is clearly defined. Moreover, both leases include stipulations regarding the prevention of the sealing of soils, sustainable uses and the promotion of collective forms of housing and living. The latter purpose was exempted in the case of ExRotaprint since here the use of the site was defined in view of one third space for social and community services, one third space for small local businesses, and one third space for artist studios.

(5) The fifth aspect of **an institutional framework for democratic control through neighborhood communities** does not only ensure that neighbourhoods have a right to shape the development of the adaptive reuse of cultural heritage according to their perspectives, interests and requirements. In view of resource integration, a democratic involvement of the neighborhood in the adaptive reuse project can also inspire neighbours to take responsibility for the asset and commit their volunteer labour or other resources to realize the shared visions. Once the project is realized as a commons, as a shared project whose success and failure depends on the collective appropriation of the asset, a transparent and democratic process can help people understand their own role and responsibility and it can help them gain trust in the project in a way that they have co-determined the aims they are contributing towards and that their contributions will not be misappropriated. At the same time, such democratic approach also clarifies that collaboration is the key to make the adaptive reuse of cultural heritage a success, since no person can do it by herself.

In view of normative criteria of OpenHeritage evaluation, a regulatory framework for democratic control – if implemented in a transparent and inclusive fashion – can thus *"promote social collaboration within a neighborhood."* More concretely, in the context of a diversity of potential partners with different roles (public and private), abilities and possible contributions to make (providing different skills and expertise, financial, in-kind contributions or volunteer labour etc.), the integration of resources can thus benefit from *"relying on local partnerships."*

Thus, in a best-case scenario for a community-oriented project, neighbours become involved in the project, by volunteering and caring for the project and offer other kinds of resources for the common good. This may happen, of course, also in cases where no formal democratic processes have been institutionalized. This aspect, however, speaks to a particular challenge. In spite of best intentions, civic initiatives may find difficulties in establishing engaging and constructive relationships with the surrounding neighborhood. In a bad scenario, the social disconnect between the people involved in the project and the surrounding neighborhood, develops into mistrust or outright hostility among the two groups. Civic initiatives for adaptive heritage reuse thus may begin to close themselves off towards the neighborhood and simply create an island within a neighborhood and cater only to particular groups (such as young urban professionals etc.) By implementing democratic control through neighborhood communities, **civic initiatives of adaptive heritage reuse can be prevented from developing into a mere “island solution”. Democratic control can ensure that there is a mutuality of contributing resources between the project and the surrounding neighborhood.**

The institutionalization of democratic control of a neighborhood community vis-à-vis a community asset, however, faces challenges in different countries. In different European countries, the planning stages may sometimes require community consultation processes in different countries – with very different degrees of community involvement and power to shape the outcome. More challenging, however, given prevalent legal definition of ownership, is how an ongoing democratic control of a project may be legally granted to a geographically defined area. An owner may invite people from the surrounding area to join the project, but in cases of conflict, the owner has the power to deny influence to persons with whom she has conflicting ideas. In Germany, for example, the “Stadtbodenstiftung” (www.stadtbodenstiftung.de) seeks to experiment with a model of democratic community involvement that is legally enforceable. So far, in Germany, for example, there is no legal definition to institutionalize a Land Trust that is democratically owned and managed by a (geographically defined) community.

As a general principle, the direction for development in a CLT is decided by the general membership that is open to anyone living in a geographically defined area, which may be a district, a parish, a town or such. The CLT board is responsible for the management and is usually made up of a combination of representatives of three different kinds of groups: CLT members who live in the geographic area, residents and users of the CLT land as well as other local stakeholders and experts (Davis 2010). In England and Wales, the CLT governance model has been developed from the experimental beginnings in the first cases in 1983 and have been gradually institutionalized in regulatory frameworks, especially in the Housing Regeneration Act of 2008.

The governance model of the community land trust model at St. Clement’s, counts membership in a somewhat distinct way, due also to the particular ownership model in that case. First, membership requires a nominal payment of £1. People join the CLT as members because they are interested in buying a home on the

long term, or because they like the project and would like to support it. Others have an academic or professional interest in the project. At St. Clement's the community involvement has spanned from the initial community organizing within the neighborhood to identify a suitable site and an appropriate purpose. From the beginning membership involvement, however, implied more than following formal procedures and counted on the enthusiastic support from various people who discovered their stakes in the sites. From parents to church leaders and cultural entrepreneurs, including celebrity film director Danny Boyle, a diverse group took interest in the idea of establishing a community land trust there, and programmed the site. First, through temporary events, such as the Shuffle festival, involving film and the collection of oral histories about the site, including former patients of the ward.

Today, the London CLT has about 3000 members made up of residents who own CLT homes, the communities and campaigners from areas around CLT sites and stakeholders who might offer their expertise in the CLT. These different groups of members are represented in the board of trustees consisting of 15 people who make key decisions. Besides the board, there are also subcommittees, focusing on Finance and Risk, Development, Human Resources, Impact Measurement and allowing more in-depth discussions about these issues. Only members have the right to vote and stand for elections.

The legal right of the neighborhood residents to become part of the democratic governance of adaptive reuse projects in such a formalized way is unique among OpenHeritage cases. It shares however, important similarities to the Italian municipal cases in which "Regulation of the Urban Commons" have been passed, as for instance, in the case of Scugnizzo Liberato (Naples) and Cascina Roccafranca (Turin).

(6) The sixth lesson to be drawn, **to counteract uneven spatial development through urban and regional regeneration programs**, does not apply to the London CLT case since it is located within an economically highly dynamic area. As discussed, economic valorisation of an area regularly involves gentrification as residents are no longer able to afford rising prices. Peripheral and marginalized areas, by contrast, are often plagued by disinvestment, decaying infrastructure, shrinking economy, lack of employment opportunities, etc. Under such circumstances, the problem that adaptive heritage reuse projects confront is the question of creating an economic model that can survive. How under conditions of economic shrinkage and the challenge of raising the resources required for adaptive reuse, can such a project generate income?

An important response have been policy programs that seek to counter the structural dynamics by providing funds for a regeneration of the entire area that integrates various concerns, including employment opportunities, development perspectives for small businesses, essential social and physical infrastructure, and heritage-protection. One way to address this, has been the **BIP/ZIP program in Lisbon** that provides funding to civic projects, including heritage preservation, in a number of socio-economically disadvantaged ("priority") neighbourhoods. What is particularly interesting about this program, is that the funding is given to local

organizations to carry out the work, thus it counts on their collaboration. In **Germany**, some policies take an integrated approach between regional revitalization and heritage preservation, such as the **Urban Heritage Protection program** that is funded by the federal government in conjunction with the Länder and targets particular neighbourhoods. At the **EU level**, some **structural funds for regional development** (see **Interreg** in the case of **LaFabrikadetalavida**) or for urban regeneration (see **Urban II** in the case of **Cascina Roccafranca**) also go some ways to address these regional discrepancies and provide funds for heritage protection and adaptive reuse in such disadvantaged areas. Similar compensatory policies can also be found at **subnational and municipal level**, where governments also have to deal with regional and urban discrepancies. However, the crucial question regarding these policies is the level and degree of funding. Too often the funds hardly compensate for the dramatic dynamics of uneven urban and regional development that create shrinking and declining areas while central ones grow.

3.1.1.2 Regulatory frameworks at the local level

Question for evaluation: How local regulatory frameworks facilitate the integration of resources in civic initiatives of adaptive heritage reuse?

This is the primary question the below section seeks an answer to, supplementing and enriching the discussion on the national regulations outlined above (see 3.1.1.1). Regional level could be just as interesting to look at, nevertheless the subsequent analysis focuses on the local one, with a special attention paid to the local authorities. This is based on the assumption that bottom-up initiatives interact with the local level more than with the regional, and among these interactions local authorities figure most prominently. Additionally, local regulatory frameworks have a very specific responsibility towards national regulations: they help their executions, fill the larger national frameworks with content, and can also counterbalance these, giving attention to neglected groups and areas or protecting local interests.

A wide variety of governance structures and power sharing practices can be singled out between the national and local actors among the countries of the European Union. The way different administrative levels share power, responsibilities and dispose over financial resources varies from country to country. This is a dynamic process, changing over time (Mérai et al., 2020), whereby changes can be quite radical. The latter is as exemplified by Hungary, where over the last ten years a significant centralisation process has taken place, leaving limited financial resources and even decision-making power on the local level.

These power relations matter also in the evaluation of regulatory frameworks as they profoundly affect (supports or hinder) resource integration. To understand them better in the following we look shortly into: 1. methods how local governments/regulatory frameworks can support bottom-up initiatives; 2. tools of local regulatory power that enable the bottom-up projects to thrive; 3. the extent local regulatory power can counterbalance to national regulatory power/framework.

The evaluation is done in the context of actual cases, which include a selected inspirational case from the OpenHeritage project –the Stára Tržnica in Bratislava (see Box 3. *Inspirational case: Stáre Tržnica – The Old Market Hall of Bratislava*) – and supporting cases both from within and outside of the project.

Box 4. Inspirational case: Stáre Tržnica – The Old Market Hall of Bratislava

Slovakia is a country with a relatively centralised governance system. Heritage preservation is the task of local authorities, however, they often lack the capacities and/or finances to really support the processes. Changes, however, are detectable in the behaviour of public authorities regarding the way they govern locally. As shown by the OpenHeritage study on the regulatory frameworks of adaptive heritage reuse, there is a growing interest among public authorities to cooperate with civic initiatives, also underpinned by legislative changes.

The Old Market Hall is a case in point illustrating how local governments work together with bottom-up initiatives. The building itself is a protected monument in the centre of Bratislava that had a rather tumultuous history and was standing empty between 2008 and 2013 after a rather unsuccessful, monofunctional reuse attempt by the City Municipality. The reopening in 2013 was a result of a public campaign created by the Alianca Stará Tržnica (Old Market Hall Alliance), which was followed by a successful cooperation with the Municipality. The original proposal by the Alliance included the organisation of a weekly market on every Saturday, combined with other events on weekdays and renting out the smaller spaces of the building to different services on a permanent basis. The Alliance's proposal was backed by a strong public movement and support, which was an important factor in convincing the Municipality to try the scheme.

Now the Market Hall is a multi-functional space combining a food market with cultural events, as well as two cafés, a grocery shop, a cooking school, a brewery and a soda water manufacturer. Activities also include hosting both socially responsible and corporate events that help to maintain the Hall's financial sustainability and support its social mission. For socially engaged organisations, the Alliance has a special fee, which allows the rent of their space for a fraction of the market rent.

Coming up with a completely new concept and rethinking the opportunities offered by the Old Market Hall created a situation, where the Alliance could run the building not only in an economically sustainable way, but gradually renovating it and creating a new event venue and meeting space in the heart of the city. The Old Market Hall is now operated by the Alianca Stará Tržnica after winning the concession for 15 years from the Municipality. It is run on a rent-to-investment scheme, where the Alliance pays a symbolic 1 euro rent per year to the Municipality, but in turn it needs to invest 120.000 EUR annually in the entire duration of the contract into the renovation of the building

The analysis has highlighted different methods, how local regulatory frameworks can benefit civic initiatives, which include:

- (1) Enabling municipalities to offer their own municipally owned assets for use of civic adaptive reuse initiatives, in a transparent and long-term planning outlook.**
- (2) Giving discretionary power to the local level to allow for adaptive reuse that both preserves the heritage and allows for flexible adaptations and new uses.**
- (3) Involving formal and informal tools and processes to include civic initiatives in the decision making and the shaping of plans according to their needs and to create an environment of co-creation.**
- (4) Enabling local communities to identify, use and manage their heritage assets.**

Discretionary power – a crucial enabling mechanism at local level

New localism, as described by Katz and Nowak (2018) emphasizes the horizontal shift of power locally, indicating changes in the execution of power. It is not held exclusively by public authorities any more, rather by a network of public, private and civic actors. These public-private-people partnerships however require not only the rethinking of roles in the new arrangements, but the occasional flexibility in the application of regulations. This new arrangement often puts local authorities in the position of the enabler and not the primary executioner, thus success requires informal support mechanisms, flexibility and the use of soft power from their side.³

Bottom-up initiatives can become beneficiaries of these processes, giving them - even if asset and cash poor – more influence, and providing them opportunities to use a wide variety of resources. For this set up to succeed, both flexibility and reliability of the stakeholders is crucial: local authorities need to regard local initiatives as competent partners, looking at some unused assets as opportunities for experimentation with participation. Local regulatory frameworks need to ensure space for adaptation for bottom up initiatives, and provide a long-term perspective, which can give these initiatives a reliable timeframe to operate.

Different types of policies help the exercise of discretionally power to support local initiatives. The most important ones include those that influence the way municipalities deal with their **ownership rights and how they use their own assets as tools to provide resources to local initiatives**. These belong to two major policy types outlined by the OpenHeritage project's normative criteria: ones that *1) support ownership acquisition of the site/object by a community*

³ For details about how formal an informal relations work, what are the options of local governments see among others the work carried out by the Urban Maestro project at <https://urbanmaestro.org/>

organization and others that 2) prioritize the use of assets by civic actors against neglect or speculative purposes.

The Stará Tržnica case belongs to the second category, showing that municipalities have the power to create preferential conditions for the use of their own assets, and can also ensure that a preferred NGO can lease it. What makes the case particularly interesting is the fact that at the beginning the municipality was only a reluctant enabler, strong public support was necessary to change their minds and back the proposal of the Alliance. Nevertheless, at the end they showed flexibility, supporting the proposal by exercising discretionary power and “bending the rules” a bit. The flexibility from the municipality’s side meant that the proposal to run the Market Hall could be exempted from the usual procurement process. The Alliance could win a concession for 15-years without a competition, where other actors could have outbid them easily. The exemption was enabled by the local regulatory framework, as a specific clause allowed the municipality to grant it. That the situation was not without political difficulty is shown by the fact that passing the decree about the concession in the assembly needed two rounds of voting instead of one. The ambiguity of the situation was reflected by one of the co-founders as well:

“In general, it is good to have open calls, but in the case of the Market Hall, no one has prepared any process for years, and the idea of public competition came up only when our proposal was put on the table. The place laid dormant for years and it needed initiative.” Illah Van Oljen – co-founder” (Polyak et al, 2020, p.8)

The first type of intervention, where the ownership of site is given up, is a policy apparent in case of the Sunderland Lab (see p. 165 for the SWOT) of OpenHeritage. Here the municipality recognized the future value of the empty, run-down buildings on its High Street and also its own inability to finance the redevelopment. As a result, it chose to give the buildings away to the Tyne and Wear Building Preservation Trust (TWBPT) for one euro. The Trust is an NGO, that has dealt with the adaptive reuse of buildings for a long time. Building preservations trusts generally play a very important role in the protection and adaptive reuse of historic buildings in the UK, providing additional non-financial resources like a network of professionals and volunteers, and the professional knowledge of how adaptive reuse is done. Their relatively flexible governance structures and dedication to the cause is also an extra resource to be considered (UK Association of Preservation Trusts, 2012).

The three buildings in question form one of the Cooperative Heritage Labs of OpenHeritage. Here the work – also in collaboration with Newcastle University – puts extra emphasis on diversifying the resources for the renovation and maintenance of the buildings. Thus, this move of gifting the site to the Trust allowed not only pulling in non-financial resources, but also experimentation with innovative financial ones like crowdfunding. The aspect of sustainability is also served by the active involvement of the local community in choosing the fate of the buildings and working closely with small local stakeholders that are regarded as future tenants for the site.

In both cases (Sunderland and Stará Tržnica) local stakeholders operating the sites are much more flexible than the local authorities would be and were able to bring in resources that would have been unavailable otherwise. They also have a different kind of professional knowledge and a capacity to negotiate with other local actors, that make them appropriate to reach agreements with smaller, for the local authorities often unknown actors. Additionally, both show that if local authorities need to adapt flexibly to the situations, slightly informal solutions can work very well when applied with caution. NGOs and community representatives (the people side of the PPP partnerships) often possess skills and resources that make them capable partners.

Another aspect shown by cases is the importance of **reliability** for bottom up initiatives. Complementing the need for flexibility, local regulations supporting **long-term thinking** provide a framework that allow the initiatives to thrive – this was 15-year-long lease for the Alianca Stará Tržnica and permanent ownership with the informal support of the local council for the TWBPT in Sunderland. This argument is further strengthened by the case of LaFábrica detodalavida in Spain (see Box 8. *Inspirational case: LaFábrika detodalavida*). Here, similarly to the Stará Tržnica case a rent to invest scheme was introduced following the occupation of an empty cement factory in the peripheries of Los Santos de Maimona by a small group. The local authority agreed to temporarily give the site, which was unused and run down anyway, to this group of young people who had a clear social, political and cultural mission. In exchange they asked for the cultivation of the surrounding land and some maintenance of the site. This arrangement allowed the long-term use of the site in exchange for renovating the space, providing the opportunity of slow incremental change for an area that was devoid of other opportunities and allowing a bottom-up initiative to thrive.

Behind the acceptance of flexibility and occasional exceptions, the use of local regulatory frameworks to support local initiatives lies the need for transparency. As public bodies, all local authorities need to be accountable for the ways they deal with public money or wealth. Only transparent processes ensure that exemptions are made for the right purpose. For every exemption the public interest served needs to be very clear and well argued. When the Bratislava Municipality decided to grant the concession for the Alianca Stará Tržnica, it already enjoyed a wide backing from various local communities, and as a result the assembly when the decision on the concession was passed was followed by many people online. Later this momentum helped to provide the necessary transparency behind the decisions and served as a tool to increase awareness about the project. As it was summarized by the legal expert of the Alliance:

"There were hundreds of people watching the assembly online so there was a kind of public pressure on politicians as well. An important part of our legitimacy was that we managed to communicate this project well: the public understood that this is a project that will serve their purpose." Jan Mazur (Polyak et al., 2020, p.7)

Urban planning as key tool to support bottom-up initiatives and enable resource integration

Local regulatory frameworks dispose of a variety of tools and instruments through which they influence local development and can support bottom-up initiatives. Among them the tools (both formal and informal) that influence planning play a significant role. Formal tools include a wide range of – and often changing – planning and zoning regulations, strategic planning documents which influence how a site can be used and redeveloped. But regulations about environmental protection or heritage conservation are crucial as well. These tools certainly differ in their strength and approach, ranging from exercising control, to providing incentives or simply giving guidance (Carmona, 2017).

The formal tools are backed up by a series of informal instruments that further help local authorities to influence planning. These soft tools are manifold, and include tools helping evidence gathering or knowledge dissemination, the provision of direct assistance, the support of structured evaluation or the proactive promotion of ideas.⁴ They can even materialize in the existence of positions, like those for chief architect created partially for planning guidance (Urban maestro survey deliverable, 2020, https://urbanmaestro.org/wp-content/uploads/2020/04/um_survey_report_2020.pdf).

Many of the informal and formal activities are supported by participatory processes (Carmona, 2017), increasing their sustainability and often efficiency. Looking at the relation between urban planning and adaptive heritage reuse from this perspective we can see that they are mutually influencing each another, both being profoundly changed by the increasing participatory tendencies as a way to create sustainable solutions, making heritage available for different interpretations and reuses, allowing participatory processes to take place, local communities and stakeholders to engage.

From the point of view of resource integration this means that the planning process can support bottom-up initiatives, when facilitated by a range of formal and informal tools and processes that includes the initiatives in the decision making, allows the plans to be formulated in a way that supports their needs and creates an environment that enables co-creation. In this sense it corresponds to normative criteria about: *1) engaging neighborhood and heritage communities to participate, 2) ensuring economic sustainability and 3) building on co-governance arrangements inclusive of different communities and stakeholders.*

In Italy for example, as a result of the changes in the last decades, communities as third actors are actively involved in repurposing the urban centres, co-producing public spaces, and through their activities they have become instrumental in creating a new fabric of use for the historic urban core of many Italian cities (Bonfantini, 2012; Cinà, Demiröz, and Mu, 2019). In this relationship between

⁴ The categories were developed by the Urban Maestro project (<https://urbanmaestro.org/>) for design instruments, nevertheless here they are applied for planning tools in general, helping a better understanding of the processes.

community and planners, innovation in handling historic urban heritage often takes place in the actual practice of municipal strategic planning, many of them being explorative, often solving certain issues while creating others (Bonfantini, 2015)

That this cooperation is not easy is also showed by the Stará Tržnica case. The Alliance needed permissions both from the local municipality and the regional conservation authorities to do any changes in the Market Hall. Modifications of the building, which is a national monument, was not allowed to impact its outside look at all. Any investment, like the necessary insulation of the building allowing winter events, had to confirm to this requirement. As a result, the Alliance needed to mobilize ample financial resources as they decided to create a second, thicker glass layer inside the market hall. This kept the original look of the building, while allowing heating in winter and providing relative freedom for the Alliance to rearrange the internal parts of the building.

Besides this, as part of the concession, any investment the Alliance is planning needs the approval of the municipality. This takes place in a well-designed, two-layered structure, requiring regular meetings between the actors, giving oversight and decision capacity to the municipality about the planning in the Market Hall, but allowing the Alliance to think ahead and count with a reliable environment. On a first level the plan prepared for any investment by the Alliance is overviewed by a panel consisting of three municipal officers and two-three people from the Alliance before allowing to go to the assembly for vote. On a second level, a committee of four people from the municipal assembly supervises the activities of the association.

This cooperation is not easy, mostly because the different organisations have different planning cultures. As summarized by one of the co-founders of Alliance:

"Most problems we encountered within the Municipality were not personal but structural. Municipalities are structured in a regulatory way. Municipal departments are not working pro-actively and they have difficulties in dealing with innovative ideas and helping those who come with a proposal to the city. The Market Hall gives a precedent to these structures in how to work with innovative proposals coming from the outside." Gábor Bindics – co-founder (Polyak et al, 2020, p. 15).

Cooperation and joint planning have been easier in Sunderland, but not without bumps either. Here the municipality's collaboration with TWBPT came after years of unsuccessful attempts with a previous owner to refurbish the buildings. The previous owner had kept applying for demolition permission, which was always refused by the municipality. The current reuse project also enjoys the support of a very wide coalition of institutional stakeholders, including that of the local higher education institution, the Sunderland College. In the framework of a support program they could set up a living classroom project for their apprentices on the construction site, allowing the students to become involved with the regeneration of their local environment. At the same time, despite the high level of cooperation, financial and economic issues have made long-term planning difficult. The raging corona epidemic put the NGOs, who had been chosen before to run part of the

buildings, in a financially vulnerable position making future planning significantly less certain.

Both cases show that the new urban planning instruments, while allowing for a much-welcomed holistic approach and facilitating community involvement, can result in new challenges. One of these issues relates to the **precarious financial/economic conditions** of many third sector initiatives and bottom-up stakeholders. Bringing them into the process and providing frameworks that enable them to access new resources and realising their plans helps the long-term sustainability of these projects. At the same time, many initiatives need help in the process of stabilization and formalization, and even after that they remain very fragile from a financial and organizational point of view.

Additionally, employing adaptive heritage reuse as part of wider urban planning and regeneration strategies results that the politics of heritage conservation gets tangled up in issues with a long-lasting effect on the everyday life of people, and as a result differences come to the foreground. Participation can bring about conflicts, among others between the residents and authorities, or between the residents themselves. The nature of these relationships entails varying levels of power and influence, and in many occasions, there are those, who have been left out or even silenced. Participative planning processes need to handle diverging interests and fragmented interpretations of cultural heritage sites. **Success depends on many factors, but one particularly important factor seems to be to achieve a shared understanding and acceptance of the roles and responsibilities.** (Lusiani and Zan, 2013).

The case of Färgfabriken (see *Box 8. Inspirational case: Färgfabriken*), a former paint factory turned cultural centre that gradually changed not only the building complex – turning the derelict site into a hype architectural site – but also the entire neighborhood where it is situated, also reflects the importance of the above-mentioned success factors. It had developed a specific methodology to handle problems and engage local communities in the discourse about their future in a variety of planning and social issues. Known as the Färgfabriken method, it uses a participatory and interdisciplinary strategy involving arts and artistic explorations, focusing on urban planning and architectural issues. And to achieve its aims it always invites a variety of stakeholders and local inhabitants to discuss and influence the urban future of the area they live in.

Local regulatory frameworks: supplementing and even counterbalancing national ones

A final aspect to consider regarding how local regulations can support resource integration is the role of local governments and local regulatory frameworks to counterbalance national policies and regulations. Local authorities, especially with the backing of other stakeholders can act against national regulations and have a crucial role in providing new ideas and showing examples. **Just looking at how adaptive reuse and conservation is handled we can see that local authorities and local regulatory frameworks have been central in the progressively unfolding debates and interpretations about how local communities can be involved in defining and maintaining heritage, how**

they can use it to foster sustainable economic development, and how this process can be part of their resource integration strategy. And often they have done so despite the lack of national support or even directions.

The role of local authorities has been instrumental in this process by redesigning their engagement strategies and urban planning processes with an ambition to help local stakeholders in managing heritage sites in a sustainable way. This strategy corresponds to the normative criteria focusing on *creating spaces for experimentation*.

Of course, innovations on local level are not coming from thin air. Rather they are also influenced by international declarations, movements, white papers, allowing them to counterbalance the national systems. The Faro Convention of 2005 is a milestone in this respect. This not only emphasized the importance of participation – of people and communities alike – but promoted a much more encompassing and wider understanding of what is conceived as heritage, and focused on how heritage relates to society and social change through attached values and meanings, and how heritage can promote democratic processes and human rights. (COE, 2005). Work in the OpenHeritage Lab in Rome, that connects the archaeological park of Centocelle to the neighbouring districts of Alessandrino, Centocelle and Torre Spaccata with the aim of supporting their social and economic development show the influence of the Faro Convention locally. In this process the local communities get involved in the valorisation of the area, among others through the constitution of a local heritage community according to the principles of the Faro Convention. As a result, the project has been recognized by the Council of Europe as a Faro Heritage Community.

Additionally, events like the Year of European Cultural Heritage have also strengthened the importance of local commitment, involving local people as it was conceived to “encourage more people to discover and engage with Europe's cultural heritage, and to reinforce a sense of belonging to a common European space.” (EU, 2018) At the same time on a national level, documents without a formal regulatory power can also exert a substantial influence. As shown by Chitty and Smith (2019) on the example of English regulations and practices, focusing on the case of Conservation Principles, Policies and Guidance for the sustainable management of the historic environment (Historic England, 2015), these documents have exerted substantial influence on the activities and conservation practices of local authorities even without a formal regulatory power. The Conservation Principles aim to support a sustainable management of the historic environments in England, echoing the changing conservation concepts.

In practice, if we look at the case Stará Tržnica, we can see that local innovation can really happen without national support, and local regulatory frameworks and local authorities have the power to counterbalance conservative national approaches. The adaptive reuse of the Market Hall happened in a country that doesn't support adaptive heritage reuse. As found by the typology study of OpenHeritage (Mérai et al., 2020) in Slovakia adaptive reuse is not supported by the system, as it is neither facilitated nor funded. The heritage system is

conservation focused and rather inflexible. The Stará Tržnica case shows that the discretionary power of local governments and the local regulatory systems can support adaptive heritage reuse, an argument which was also emphasized by the typology study. Additionally, the model created by Stará Tržnica is being applied elsewhere in Slovakia, providing knowledge transfer and new opportunities through the ability of the local administrative systems to counterbalance national regulations.

Similarly, the refurbishment of Jam Factory in Lviv, Ukraine (see Annex1/13) took place in a completely non-supportive environment. As spelt out by the study on project (Sklokina, 2020) since 1991 there have been no national programs of heritage revitalization in Ukraine. The situation has been further exacerbated by the unclear division of responsibilities between the different ministries, and the lack of trained professionals on various levels. Additional national – and often local – difficulties include the haphazard decision system, depending on personal preferences and tastes of the officials. In case of the Lviv municipality this worked out well, and they ended up trying to counterbalance national regulatory problems. They started supporting the project – although not financially – with the help of different municipal departments. Heritage and adaptive reuse are considered a priority in Lviv, regarded important by business and municipal stakeholders alike. Nevertheless, personal commitment still mattered, and helped to move the local system ahead, highlighting another fragility of the system:

"I've heard that he [the city mayor Andriy Sadovyi] has, from his side, encouraged things to go, he is supporting personally this project... The same with the city architect [Yulian Chaplinskyi], he is also involved. We are in contact, so he also tries to help. We had a person dedicated specifically to the project in the city council, which was also helpful... [but] not everything depends also on the city" - Harald Binder, founder (Sklokina, 2020, p.22)

3.1.1.3 Specific regulatory framework of the Urban Commons

Question for evaluation: In what ways do regulatory frameworks of the urban commons facilitate the integration of resources in civic initiatives of adaptive heritage reuse?

This question aims at investigating how the development of specific legal models (i.e. the Regulation for Urban Commons in Turin; the City resolutions for the Civic and Collective Urban Uses in Naples) inspired by the design principles of Urban Commons, support resource integration. The answer to this question starts from the assumption that when urban policies embodies an urban vision of the city as a common, they include a variety of actors especially social and civic actors. On the basis of this assumption, we investigate whether, in the urban policies that support successful projects, there are specific conditions ensuring the integration of resources. These three lessons can be drawn from the analysis of the regulatory frameworks of the urban commons.

- (1) The local policy and political environment can shape the creation of a legal form/organization structure that reflect the view of the city as a common.**
- (2) The policy vision of the urban commons or the City as a commons supports the integration not only from public sources but also from private and civic actors.**
- (3) The co-governance of spaces and organizations contribute to the alignment of ownership and resources uses**

Box 5. Inspirational case: Cascina Roccafranca, Turin (Italy)

Cascina Roccafranca is a multi-functional community centre located in a former farmstead in Turin's outskirts managed through a cooperation between public and civic actors provides a wide range of social and cultural activities. Since 2012, Cascina Roccafranca has been part of and is the leader of a network of similar community centres in Turin, the "Neighborhoodlike Houses Network" which was formalized in 2017, and today collaborates with the City Council in the management and the regeneration of urban commons. After 30 years of vacancy, Cascina Roccafranca was bought by the Municipality of Turin and requalified with the support of the European Union Urban II program. Currently Cascina Roccafranca is one of the key partners of the Urban Innovative Actions Initiative project "Co-City" that leverages on a policy tool specifically designed to promote urban commons-led urban regeneration, the "Regulation for the Governance of urban commons" to construe a mechanism of sustainability and trigger a process of urban sustainable development at the neighborhood level to counteract poverty in distressed neighbourhoods. The Regulation for the Governance of Urban Commons was approved years after the Cascina Roccafranca case was developed, but it was shaped by the City's experience with the Cascina Roccafranca case and the whole Network of Neighborhood Houses.

The Cascina Roccafranca project was born within the framework of the European Urban 2 project. The Urban 2 program's goal was to involve citizens in the design phase of the physical recovery of goods and in the space management phase. At the time, Cascina was a property privately owned for social use, which was immediately considered interesting by the City, given the Farm's position and the fact that one of the program's goal was the creation of new centrality, which would enable relations between people. Before purchasing the goods, citizens were involved in a participatory design process. The citizens were then consulted on the destination to be given to the farm. The need for the inhabitants of that area of Turin that emerged from previous analysis was the lack of a space designed as a multifunctional centre, which combined various social and cultural/creative activities.

The City of Turin then proceeded to purchase the property using the European structural funds and ordered the renovation according to specific criteria: the

Cascina is in fact designed to give a feeling to those who go in to be in a glass house. Based on the consultation, it turned out that the citizens believed that the Roccafranca farm was also a danger for the community, given the severe degradation of the building. The project allowed to recover only part of the farm, the remaining two portions were demolished. The city of Turin, together with local NGOs, created the "Cascina Roccafranca" Foundation for the recovery and management of an ancient farmhouse, transformed into a multi-purpose community hub. The foundation aims to promote self - organization of citizens and is open to the participation of NGOs and all city residents who want to contribute to the project. The bylaws provide that "The Cascina Roccafranca Foundation has the purpose of managing the defined space" Cascina Roccafranca "in order to promote urban management activities that link the Mirafiori district to other institutions and make it possible to experiment with forms of Promotion and social aggregation.

The creation and the management/governance model of Cascina Roccafranca derives from a long term strategy of multi-stakeholder regeneration of addressing deprived neighbourhoods. A clear indication is provided by the Foundation, which in management of the Cascina Roccafranca pay particular attention to the experimentation of integrated solutions that take into account the potentialities and specific needs of the resident population in the area. The Foundation also aims to improve the living conditions of the inhabitants in particular through: a) the construction and improvement of the relationships and modes of aggregation of citizens, of different age groups and social extras. b) the guarantee of access to citizenship rights to all inhabitants of the territory. c) the creation of a place capable of accommodating not only the city residents' needs but also their capacity, ideas, emerging proposals, as well as informal resources present in the territory. d) promoting the creation, within social, health, cultural, educational services present on the territory, of a common working method to always respond effectively to the demands of citizens. Hence, the foundation reflects the Turin municipality political vision and becomes the operational arm to deploy this vision within the territory. The Foundation works through co-programming and management of activities that ensure the interaction between public administration in its central and decentralized and private social structures.

In relation to the policy and institutional environment, an important role within the Cascina is played by its staff of social workers. Especially within the context of the Co-City project, the relationship between public, private, civic actors involved is almost horizontal, since the objective is to promote self - organization and participation, so the primary objective of the staff is to accompany city residents' projects of general interest. It is up to the operators and the Council to oversee the boundaries. The Governing Council does not intervene on the individual activities or projects that are proposed by the groups operating within the Cascina. Cascina' staff must accept new proposals, accompany projects, and monitor them until they have reached their self-sufficiency. Project management is shared. Some actions must necessarily be carried out by the Foundation; others can be carried out by the citizens autonomously. The public intervention leaves the space to private and civic actors to create their own initiatives. Hence, the different actors

are able to operate within the space and develop activities by themselves, which use the main important resource of the project the Cascina.

Second lesson we learned is that the application of urban commons' inspired design principles is reflected also in the collection and use of the resources. The atypical founding foundation is based on founding members (in this case the founding partner is the only one, the city of Turin) and a college of participants. The members participate in the management and contribute in the decision, and to how the resources should be developed. The Turin Municipality has assigned the Cascina Roccafranca foundation building free of charge for its entire duration, that is until 2015. Some maintenance costs are provided by the municipality. The technical and administrative staff of Cascina is made up of municipal employees and employees of the Foundation. Hence, the municipality has invested public money in a building and structure which is not only public. At the time of asset recovery, it was possible to opt for pure public management or outsource management to an association. The basic need for the choice to fall on the atypical founding instrument was to create a climate of co-responsibility between public and private, in the physical recovery of goods and in local economic and social development (thanks to the foundation Created twenty jobs) and social development. Principals that are inspired by the view of the Commons. Hence, in addition to the founding partner, the foundation includes participating members who make up the college of participants who can make the foundation a contribution in the form of intangible resources as well. This gives recognition to all those who make a contribution within the foundation, in many cases NGOS or individuals that contribute with time and commitment. It is also possible to take part in informal groups, are not yet constituted. This is an innovative feature; it is not common practice in Italy that the City administration recognizes as interlocutors informally organized groups of city residents. The governing body, the board of directors, consists of five members, three appointed by the founding partner (Councillor for Integration Policies, District Circumstance Two, Member designated for District 2), and two by the College of Participants (the College Is composed of forty-five associations and groups operating in the structure). The resources of the Cascina Roccafranca come only partly from public funds of the Municipality and the Province of Turin, in part by the contribution of banking foundations and self - support (crowdfunding and catering activities, in addition to renting some premises to companies and individuals).

In conclusion, the third lesson of Cascina Roccafranca is that a collaborative institutional environment based on a local partnership, a "Regulation for the governance of the urban commons", and the UIA Co-City project triggered by EU funding envisage a strong form of resource integration. The Regulation for the governance of the urban commons is an urban policy tool specifically designed to promote city residents' empowerment in governing urban assets, services, infrastructures as commons. The City of Turin approved a first version of the Regulation in 2016. Also building on the experience of the Co-City project where Cascina Roccafranca plays a pivotal role in coordinating the residents' efforts, the

City of Turin approved an updated version of the Regulation for the Urban Commons.⁵

The regulation defines the different types of interventions on the urban commons that the City promotes: care, regeneration and management depending on the continuity of the intervention, and the forms of co-governance they might take. It introduces the concept of “civic deal” as a general legal concept that includes all the acts that regulate the legal relations between the Public Administration and civic subjects and the modalities of activation of the various forms of urban commons governance. This general category designates any type of experience of collaboration for the urban commons, both shared government (pacts of collaboration) and the three tools for self-government developed in the third Title (the Civic and Collective Urban Use; Civic Collective Management; Urban Commons Foundation).

In terms of resource integration, the Turin Regulation provides very innovative features. First of all, it indicates some exemptions, concessions and charges related to the urban commons. For instance, the civic deal might be exempted from some of the municipal taxes and fees for the use of public land or for public fundraisers. The City administration cannot allocate direct contributions or subsidies to civic subjects, but the latter can participate to public calls and tenders, and the city facilitate fundraising for the civic deal partnership.

Article 24 of the new Turin Regulation, “Self-Funding” is dedicated to the City-enabled economic sustainability of the urban commons. It introduces the possibility of sponsorship and profit-oriented economic activity as forms of self-financing of the activities of care, regeneration and co-management of urban commons.

Measuring the impact produced by the civic deal is of the utmost importance under the Turin Regulation. The monitoring and evaluation activities are included in the civic deal. The data produced for this purpose must be comparable, accessible, verifiable, complete, and produced at least yearly by an independent evaluator. The evaluation reflects the social and economic impact of the activities and must be widely disseminated.

Finally, the Regulation establishes the prevention of risks and division of responsibilities. The basic idea is that the City must not assume a role of employer or of customer towards the civic subjects, and no dependence of any type should characterize the relation between the civic subjects and the City. The civic deal might be completed with documents describing the places and risks specific to the assets and activities carried and the measures adequate. Civic subjects are considered custodians for the urban commons, but the partnership regulates the punctual division of responsibilities with the administration. (Iaione, 2020).

The central role of Cascina Roccafranca in the implementation of the vision of Turin as a Co-City, enabled by the new Regulation for the Governance of Urban

⁵ The Co-City project provided a reader of the New Regulation, available here: https://www.uia-initiative.eu/sites/default/files/2020-08/224846_KURTH_08_-_TURIN_CO-CITY_JOURNAL_5.pdf.

Commons is the end point of a policy journey heavily shaped by EU funding on urban regeneration. First, the City leveraged on the regulatory landscape on urban regeneration at the EU level to ensure a vision of co-governance in the Cascina Roccafranca project, embodying the participation of different players (public; private donors; civic actors) in the co-management of the asset and the co-production of the services. Second, the role of the local authority as facilitator has abled the community to become part of the process bringing their resources, time, and ideas. Third, in the Cascina, the different stakeholders that participated to the project's generation have representation within the decision-making process, enabling the resources to be used for the creation of common purposes.

A similar approach, coming from different contextual condition, policies, and regulations is implemented by Scugnizzo Liberato, with similar characteristics in relation to the project characteristics but different when focusing on the resource integration approach.

Box 6. Inspirational case: Scugnizzo Liberato, Naples (Italy)

The Scugnizzo Liberato is a giant structure in Naples' city centre, a former juvenile detention centre. A process of informal management of the space was initiated in 2015. The action was guided by activists of the ReteScaccoMatto and neighborhood inhabitants. The main focus of calendar activities (public and constantly shared on the official social media of the Scugnizzo Liberato) are the cultural activities (theatre, language courses or language exchange meeting) but they also organize sport activities (dance course, zen meditation moments; football matches) and social activities (solidarity canteen at least twice a week; psychological listening point). Occasionally, the space also hosts solidarity events such as clothing collection or evening social events.

The Scugnizzo liberato is one of eight informally managed spaces that the City recognized as "Urban Commons" and to which she granted a right to use the City-owned building and to receive support from the City under the condition that they approve a form of co-governance of the space defined as "Declaration of Civic and Collective Urban Uses". Different movements and informal managements have, in fact, highlighted the need for underused city-owned buildings throughout the City to be used and managed by city inhabitants as commons.

In the case of Scugnizzo Liberato, the regeneration and use of the space, was inspired by the city strategies to provide recognition to civic spaces and provide to communities, access and resources for the development of the activities. **The first lesson we learn is that the civic use of these empty buildings implied on one hand a temporary use of such places and, on the other hand, it created a stimulus to start searching for innovative mechanisms for the use of such spaces as a community-managed or a community-managed estate.** The latter feature is the object of serious efforts from the City of Naples, that is currently lead partner of the "Civic eState" URBACT Transfer network (Masella,

2017). To recognize and implement this tool, an innovative dialogue between administration and citizens started, building a process of legal co-creation. **The second lesson we learn is that the vision of the City as a commons shaped the Scugnizzo liberato case through a self-governance tool.** The City Resolutions recognizing informal management of urban assets as urban commons through a “Declaration of civic and collective urban uses” drafted by the urban communities managing the space. The City recognized the existence of a relationship between the community and these public assets that triggers the formation of a social practice eventually evolving into a “civic use”, which in essence is the right to use and manage the resource as shaped by the practice and concrete use of the common resource by its users. This process makes community-led initiatives recognizable, creating new institutions, ensuring the autonomy of both parties involved, on the one hand the citizens engaged in the reuse of the urban commons and on the other hand the city administration enabling the practice. The policy was implemented through a series of City resolutions starting from 2012 and culminating in the resolution of Naples City Government n. 446 approved on 27 May 2016, where in addition to the Asilo Filangieri (the first informally managed asset to be recognized) seven public proprieties were recognized by the City Council of Naples as “relevant civic spaces to be ascribed to the category of urban commons”: Ex-Convento delle Teresiane; Giardino Liberato; Lido Pola; Villa Medusa; Ex-OPG di Materdei; Ex-Carcere Minorile – Scugnizzo Liberato; Ex Conservatorio S. Maria della Fede; Ex- Scuola Schipa. (Iaione, 2017; Kioupkiolis, 2017; Micciarelli, 2017; Iaione, 2019)

The case of Scugnizzo Liberato and the civic use provides an example on how a collaborative environment based on the regulative framework on the urban commons could envisage the resource integration thanks to three conditions:

- the City leveraged on the regulatory landscape at the EU level to ensure a vision of co-governance in the project, embodying the participation of different players of the urban ecosystem (the City administration; neighbourhoods’ residents; NGOs; artists) in the co-management of the asset.
- the role of the local authority as facilitator has enabled the community to become part of the process bringing their resources, time, professional skills and commitment.
- the open management assembly takes place weekly (distinguished between ordinary management assembly and new proposals assembly).

Compared to the Cascina Roccafranca project, the Scugnizzo Liberato was built on the public intervention, but the development and implementation of the activities, as the regeneration of the place, was generated by the initiative of the community. The Naples’ communities could not rely on the public intervention initially. Therefore, the two roles of the municipalities as facilitators, and the application of the Common view, shaped differently the development, and the capacity to integrate resources, of the two projects. Hence, the Scugnizzo is a good example of resource integration within an urban commons triggered by a public-community partnership, although it presents weaknesses especially in terms of the sustainability. It relies heavily on mutual support, crowdfunding and forms of

public funding provided by the City (ie. The “contratto di sviluppo” while is struggling to access varied forms of public funding (at the Regional, National or EU level) as well as cooperation with private economic actors. The community that self-govern the space organize cultural activities, creative activities (mostly related to artisans’ work) and welfare services aimed at establishing a network of mutual support at the neighborhood level. All activities are free of charge, the community takes care of the management of the space and organizes fund raising social events to raise the funds necessary for the renovation works. However, the empty space left by the public authority was not fully fulfilled by the community, which was not able, yet, to activate socio-economic activities that ensure a significant inflow of resources, which can support the full regeneration of the complex and the development of the territory. Th community is currently working to create a “mutual aid fund”. Profits produced by cultural activities should generate – as they already did – outcomes to invest in other material and immaterial activities such as courses and physical redevelopment of the spaces and, thus, this model shall support self-employment. Ideally, the fund should absorb urgent needs of community workers and, at the same time, safeguard the sustainability of the overall (economic and not) system. To guarantee fairness and balance, community representatives have been charged with the responsibility to manage the overall economy of the ex-convent. In particular, fundraising and mediation between community and institutions are assigned to them. Especially when considering the scale of the building complex, success of the resource integration strategy in the case of Scugnizzo will rely upon the capacity of the public-community partnership created to activate synergies with the other urban commons in the City and in other cities in the EU to activate collective action and gain enough sale and scope to attract the interest of donors, philanthropists, institutional investors as well as national funding for the arts and culture. Also, an increase of commercial uses of the space could be considered (i.e. merchandise; social restaurant; learning laboratories inspire by the arts and craftsmanship heritage cultivated in the Scugnizzo but with a more commercial vocation) as a way to improve sustainability.

In view of normative criteria of OpenHeritage evaluation, the case of Turin and Naples, although they rely on different innovative funding sources (Turin foresee private funding sources and EU direct funding while Naples’ sources are public-community), are both geared towards sustainability. In Naples, the self-sustainability is reliant on a local partnership while in Turin the local partnership is supported by EU funding. Turin and Naples show clearly important facets of co-governance arrangements inclusive of different communities and stakeholders and promote social collaboration within a neighborhood. Both cases still need to implement support in acquiring the site/object and to fund adaptive reuse. The cases both fosters a civic-minded (administrative) environment. The City administration embraced a collaborative and iterative approach, in the case of Naples working also directly in the spaces managed by the Community and in close collaboration with them to establish the rules for the access and use of the space. Both cities created a flexible regulatory environment towards adaptive-reuse operational I ed as co-governance, carried out by urban communities in collaboration with and with the support of the City and with a constant effort of

enlarging the partnership and including a wider variety of actors.

In both cities, the cases analysed contributed to the generation of policies specifically designed by the City to regulate and promote these forms of co-governance, allowing for project specific solutions and enabling the City to create rooms for experimentation to scale up the mechanisms (Iaione, 2017; Foster and Iaione, 2016). Cascina Roccafranca is one of the nodes of a network of neighborhood houses and Scugnizzo is part of a pool of spaces recognized by the City as urban commons. Both in Turin and Naples the urban communities have a very important place in the regulatory framework, although the cities embodied two different approaches. In Naples, the communities initiated the informal management of the spaces and the City enabled them, by working directly and in close collaboration with them, while in Turin the involvement of urban communities in the Cascina Roccafranca and the other nodes of the “Neighborhood Houses Network” was initially encouraged by the City within a broader framework of an urban regeneration project supported by the EU.

In conclusion, the main lesson we draw from both cities is that urban experimentations enabled by policy that are strongly rooted in the neighborhood can scale up to the City level and increase resource integration. Both in Turin and Naples, experimentations were successful, they are still alive and evolved into more sophisticated arrangement. Full transition to sustainability seems to be possible only under the conditions of enlarging the partnership, and city level policies are necessary to access additional private and public funding sources but they are not the only factor ensuring the evolution of resource integration to its highest reach. This happened also thanks to the support provided within the Urban Innovative Action Initiative (Turin was awarded funding for an UIA project, “Co-City” on counteracting urban poverty through urban co-governance of the commons where the Neighborhood houses, Cascina Roccafranca Included, play a pivotal role) and URBACT program (Naples is lead partner of an URBACT Transfer Network (<https://urbact.eu/civic-estate>) to transfer the policy of recognition of urban commons through a Declaration of Civic and Collective Urban Uses in Barcelona, Amsterdam, Gdansk, Gent, Presov and Iasi). Both projects are focused on the challenge of sustainability (social, environmental, economic) to ensure that the mechanisms of urban co-governance created and the public-community, public-private-community or public-private-people partnerships (Iaione 2019) created are sustainable in the long term and trigger a process of neighborhood-based inclusive urban development.

3.1.1.4 The influence of heritage policies

Question for evaluation: What regulatory frameworks of heritage preservation and protection facilitate the integration of resources in civic initiatives of adaptive heritage reuse?

This question focuses on the role of heritage preservation policies and heritage protection regulation in the resource integration of adaptive reuse project. It **complements the previous research questions on the role of regulatory frameworks** in supporting resource integration.

Heritage preservation policies and protection regulation count among key conditions when it comes to resource integration in community-oriented adaptive reuse of cultural heritage. At a general level, the active care for its tangible heritage in adaptive reuse projects realizes the normative ideal in OpenHeritage “to improve the quality and use of the built environment in the direct surroundings of the site”. More specifically, the following lessons in response to the question will be highlighted:

Regulatory frameworks on heritage preservation and protection support resource integration in civic projects of adaptive heritage reuse under these circumstances:

- (1) heritage protection regulation should prevent slash-and-burn developments or strategic disinvestment – thereby limiting the power of real estate speculators.**
- (2) official heritage status of an asset should provide financial incentives to compensate for additional net costs related to the care for the physical heritage**
- (3) effective heritage preservation measures focus not only on tangible heritage but also community participation and intangible**
- (4) An effective heritage protection approach that promotes adaptive reuse requires a well-funded administration for enforcement, integrated expertise and matchmaking, and appropriate flexibility.**

Several of these aspects can be discussed in the case of the ExRotaprint case in Berlin (see *Box 5. Inspirational case: ExRotaprint*). When it comes to questions of community involvement and flexibility, we shall refer to heritage protection systems in England, Netherlands and Sweden.

Box 7. Inspirational case: ExRotaprint

ExRotaprint is located on a 10,000 m² complex, former Rotaprint industrial complex located in Wedding, a traditional working-class district in central Berlin. The original factory closed in 1989 when the company producing off-set printers went bankrupt. Because of outstanding debts, the property was transferred to the municipality of Berlin-Wedding. Already in 1991, the ensemble of buildings on the site were listed by the heritage preservation agency as a monument which reportedly infuriated the municipal administration since it prevented the demolition of the compound to develop it anew. The production halls that were exempted from heritage protection, however, were demolished in 1992. Shortly thereafter, the district rented out the spaces on the site to temporary occupants. About half the site became occupied by small businesses and artists.

Following the austerity measures as a result of the public deficit and the transfer of the property from the district to the public real estate fund of Berlin in 2002, the compound was to be privatized and placed on the market to sell at the highest possible price to compensate for the public budget deficit. The association of the tenants at ExRotaprint could not compete with large real estate

investors in the bidding process. It was only after a deal fell through and the political pressure in favour of the tenants association grew that the city began negotiations with the ExRotaprint association in 2007.

ExRotaprint set up a legal configuration comprising a heritable building right and non-profit status in order to buy the complex. The heritable building lease stipulates the protection of the physical heritage on the site and to offer affordable rents to small businesses, artists and social projects. Established by the tenants ExRotaprint started a non-profit real estate development project setting a precedent in Berlin that inspired many experiments in cooperative ownership and a campaign to change the city's privatisation policy.

(1) The most significant lesson to learn from ExRotaprint about how heritage preservation can facilitate community-led adaptive reuse of cultural heritage is that **heritage protection regulation can preclude slash-and-burn developments and strategic disinvestments by for-profit developers, thereby tipping the balance in favour community-led organizations**. Given the unequal chances to engage in real-estate development between professional real estate investors and community-led initiatives, the prohibition to demolish an asset pushes the power imbalance in favour of the latter. This lesson also speaks to the normative criteria *"prioritizing the use of assets by civic actors against neglect or speculative purposes"*.

According to Rolf Novy-Huy from the Stiftung Trias, most professional investors and developers prefer an approach in which they have full power over shaping a site and where they can roll out their standardized development model. Working with an existing asset and paying attention to the heritage protection requires customized solutions and an attention to detail, something that creates much extra costs to developers. For community-led initiatives that have an interest in the heritage of the asset, caring for the heritage details is often part of the appeal rather than a question of cost. It is this aspect that can mobilize volunteer workers to do research about the history and the materiality, for example, through crowdsourcing, to engage in the renovation process, to organize a crowdfunding drive, to write funding application to public bodies or foundations. This is, of course, not to say that heritage protection generally prevents speculative abuses of an asset. In many big cities, including prestigious areas in Stockholm or London, developers have long discovered the appeal of authenticity that heritage protection point to and that for certain social groups can be marketed at high prices.

At ExRotaprint, heritage protection regulation didn't prevent it from being almost sold to a real estate investor. However, the **protection status limited the opportunities for investors to do as they please on that site**. The municipal administration was infuriated when the heritage preservation agency of Berlin declared large parts of the compound as a protected monument, knowing full well that the protection agreement seriously compromised the municipality's ability to sell the property on the market at the highest possible price. In conjunction with a moment of low real estate prices in Berlin, this 10,000 m² compound could be

bought for 600,000 Euros. For the protagonists of ExRotaprint, by contrast, the demands of heritage protection were no additional burden, since it protected material values that they found worthy to protect regardless. As ExRotaprint co-founder Daniela Brahm stated in an interview, their efforts at doing justice to the tangible heritage even went beyond the formal requirements of heritage protection.

This aspect of heritage protection safeguarding against speculative real estate developments could also be found in the case of Färgfabriken. A group of artists lobbied the municipality for heritage protection status of the site in order to prevent the owner from realizing long-term plans of demolition and redevelopment. It was under this condition, that a collaboration between the owner and the group of artists became possible.

Under peculiar circumstances, heritage regulations can prevent owners from strategic disinvestment in an asset, particularly by allowing it to decay. This is a well-known strategy described in gentrification research (Smith 1996). Once an asset and a building has decayed, prices have shrunk to a minimum and people and officials have given up on regulating the place, real estate developers use this situation sometimes to be able to completely eradicate an asset and then to build a new development with greater growth promises. To prevent such dynamics from happening, **heritage laws can make a contribution by imposing penalties on the owner and – as ultima ratio – justifying an expropriation of an asset for the owner’s failure to take care of the physical heritage.**⁶ Such penalties or expropriation, to be sure, require appropriate means to support private owners of small properties and low income to compensate the additional costs related to heritage protection (see next criteria). Otherwise, such heritage regulation can quickly turn into a political means of redistributing properties to those who can afford to buy them at the expense of small property owners.

In other instances, the downside of heritage protection in some cases may be that it imposes too many requirements, limitations burdens and costs on the civic initiatives on adaptive reuse, thus ultimately, stymying the process of the asset becoming used and cared for in the first place. It is for this reason that several initiatives studied within OpenHeritage never applied for heritage protection status (such as Scugnizzo Liberato or Cascina Roccafranca), even though they made a conscious effort to build on the heritage.

In other words, the **conditions for heritage protection to effectively work in favour of civic initiatives of adaptive heritage reuse** relate to two fronts. First, **in heated real estate contexts heritage protection does not prevent for-profit real estate developers to engage in adaptive reuse** and to turn it into a successful business – as observed in cities like Stockholm, for example. Such situation requires additional political and regulatory prioritization for civic initiatives, as discussed in the previous question regarding national regulatory frameworks. Secondly, the **requirements of the heritage protection and the**

⁶ A precedent case has already happened in Germany: <https://www.cbh.de/news/verwaltung-wirtschaft/praezedenzfall-enteignung-aus-gruenden-des-denkmalschutzes/>

means and chances of the civic initiative to fulfil them need

to match. While community-led initiatives can bring considerable enthusiasm and resources to protect the material heritage as an inherent motive, such efforts always require a minimum of financial and material means to make this happen. This also raises the question of such public support for these initiatives.

(2) A second lesson on how heritage regulation can support civic initiatives of adaptive heritage reuse is that the **official heritage status of an asset should provide financial incentives to compensate for additional costs related to the care for the physical heritage**, including by financing expertise and renovation works – particularly in peripheral areas and for low-income or not-for-profit owners. This policy lesson addresses the normative criteria to *"combine policy with the necessary resources and regulation."*

Oftentimes, an official heritage status is framed as an additional financial burden and time-consuming effort. This may be particularly the case, when the asset is in bad physical state and formal requirements for renovation are high. Or in cases, when the adaptation for a new use would require significant changes (fire safety, accessibility, ventilation and so on) that are difficult to integrate in the existing design. In cases when adequate policies are lacking to address this problem, the counterproductive result of monument status can be, that it becomes even more likely to deteriorate due to the inability to afford the repair costs.

At the same time, an official status as heritage worthy of protection indicates a public interest in the asset, a value that should be safeguarded for society. And the official procedure through which such status is declared, is based on a professional assessment of the value. In an ideal case, such assessment is based on a good grasp of its objective values and in relation to the actual and diverse interests in society. In a democratic society, this assessment requires accountability to the constituency. While this is rarely realized in any straightforward way, the declaration of a heritage status should not be about some experts understanding its value, but also by making a justified claim as to why such listing is in the "public interest" (and therefore rendering it criticisable in a democratic discourse). It is therefore also justifiable that public bodies support the owner in the endeavour of protecting this public interest, under the condition that the owner faces additional costs that are not compensated by the gains obtained from owning and using an official monument. To be sure, the exact accounting of these aspects is a difficult endeavour.

As of 2019, the renovation costs at ExRotaprint have amounted to 4.2 Million Euro which the association has financed mostly from its own rental incomes. Because ExRotaprint can demonstrate its commitment to the preservation of the cultural heritage, in part also by referring to the official heritage status, the association has also been able to mobilize money from actors who are committed to such social and cultural values. First, in 2009, ExRotaprint could take a large mortgage of 2.3 Million Euros (at 4% interest) from a Swiss pension trust (CoOpera Sammelstiftung PUK). CoOpera is specialised on sustainable real estate projects with a strong local social or cultural dimension. With rules prohibiting it from putting their money on the stock market, CoOpera has to work with existing projects and uses different

criteria for their financial decisions. As co-founder Les Schliesser argues, ExRotaprint would not have been able to acquire such a mortgage from “normal bank”, since their endeavour would be considered high-risk. Second, in 2017, ExRotaprint received a grant of 500,000 Euros from the public foundation “Berlin Lotto Foundation” which was also premised on the compound’s status as a listed monument.

In several EU countries there are also tax policies in place that incentivize heritage protection by the owners through tax deductions for repair costs, by lowering property, income or corporate taxes (aspects of which can be found, for example, in the cases of Austria, Germany, Netherlands, Spain or Sweden). In Flanders, public subsidies close the gap between normal maintenance and heritage-related maintenance of listed monuments (covering up to 40% of the cost). In England, more recent policies such as the Heritage Action Zone or Historic Highstreets provide resources and funding to listed buildings in a particular urban area.

These incentives, however, do not solve more structural problems that listed buildings, that are located in peripheral or marginalized areas face. First of all, listed buildings in prestigious and touristic areas often count with greater financial support and they have greater chances to take advantage of the “heritage image” economically. Second, for listed buildings in structurally disadvantaged regions or neighbourhoods, when even basic repairs are economically not feasible, public subsidies to cover the heritage-related repair costs are not sufficient. One way to address this, have been programs that seek to counteract structural uneven development and that also include a consideration of heritage preservation. In **Germany**, some policies take an integrated approach between regional revitalization and heritage preservation, such as the **Urban Heritage Protection program**.

Overall, if public authorities seek collaboration from owners for heritage preservation, the adaptive reuse should be favourably treated in tax regulations compared to the option of new building developments. A counter-productive example in this respect comes from England, where the current 20% VAT on maintenance and restoration is a significant disincentive, compared to 0% on new construction.

(3) The claim that “**effective heritage preservation measures focuses not only on tangible heritage but also community participation and intangible heritage**” is also discussed in the interim deliverable D3.3 on community and stakeholder integration. The intrinsic link between heritage preservation as well as community engagement and relevance is a key issue of several international conventions, and at the European level particularly the Faro Convention. This point of community engagement, however, should also be emphasized from the perspective of resource integration. How is heritage preservation most effective in mobilizing community support or even resources for the goal of preservation? Without such response from civic actors and their understanding of the heritage values, the listed monument may end up remaining unused or underused and thus lack economic and social viability. The normative criteria that this lesson addresses

is that *"heritage policy supports not only physical conservation but also its related social and intangible aspects."*

Various observatory case studies demonstrate, how volunteers and other civic actors have rallied around the rehabilitation and protection of a physical heritage site by bringing in their labour, financial or in-kind contributions. In some cases, this dynamic has happened independently of any formal heritage preservation status or involvement of a public authority, as in the case of *Scuggnizo Liberato*, *LaFabrika detodalavida*, *Jam Factory* (see Annex 1/13) or the *Sargfabrik* (see Box 7. *Inspirational case: Sargfabrik*). In many of the successful instances of adaptive reuse of cultural heritage, the heritage aspect was one among several other motivating factors for citizens to become involved in the renovation of a building.

At *ExRotaprint*, official heritage protection referred to the physical appearance only. It was the association that was eager to continue the legacy of the site as a place of work and as a place of neighborhood integration. At the very least, heritage regulations were not counted as main barriers to the realization of the project. In other instances, as observed at the CHL in *Praga*, Warsaw, heritage protection efforts focus on the façade but there is little consideration for modernization and reuse. In some instances, heritage regulations effectively stand against adaptive reuse, thus lacking any consideration for a serious economic viability for the future preservation of the heritage asset.

Interesting policy initiatives on community participation and intangible heritage can be found in **England**. The **Localism Act of 2011** and the **Neighborhood Planning Act of 2017** both seek to capacitate neighborhood communities to develop their own neighborhood plan. **Neighborhood plans** can become the basis for planning applications. Heritage assets can be included in these plans, which often include local design guides or local lists of historic buildings that are not on the national list of monuments (non-designated heritage assets). Moreover, these laws allow moving ownership and responsibility of management of certain assets from public to community – as for example through the **"community asset transfer."** Although new place-based schemes such as the **Heritage Action Zone (HAZ)** does not come with significant new funding, a priority for heritage deemed at risk or needing "urgent works", the program refocuses some of its funding towards reuse and interior changes rather than exterior material restoration only.

Moreover, in England the most significant funding for adaptive reuse comes from the **National Lottery Heritage Fund** that is expected to invest about 1.2 billion Pound between 2019 and 2024. A long-term trend in this fund is the move from funding for buildings (such as renovation), towards more **people-oriented projects**, as e.g. workshops, engagement programmes, skills building, knowledge sharing, community involvement that support heritage buildings, processes, or practices.

(4) An effective heritage protection approach that promotes adaptive reuse requires a well-funded administration for enforcement, integrated expertise and matchmaking, and appropriate flexibility. This lesson addresses the OpenHeritage normative requirement to *"create a flexible regulatory environment towards adaptive reuse that allows for project specific solution."*

Regulations and policies don't accomplish much as long as they are on paper. In order for them to be realized or implemented, it needs actors who actively refer to, draw on or who activate them. As D1.2 has demonstrated there is a broad range of policy fields, regulations and programs that touch upon adaptive reuse of cultural heritage. For non-professionals, it is therefore difficult to gain an overview about the regulations and policies that are in place and that might be relevant for their projects, whether as resources, opportunities, obstacles, or threats. In this situation, experts and enabling hubs can help civic initiatives navigate the system. Such translation of policy and regulatory expertise in relation to a concrete and practical challenge is an important enabler for civic initiative of adaptive heritage reuse.

Enforcement: To begin with, qualified staff in preservation and heritage protection authorities are a crucial precondition. The degree of staffing of heritage preservation and heritage protection authorities varies greatly across Europe. In countries in which these administrations are underfunded in relation to other European countries, as D1.2 shows for Hungary, Romania, Slovakia or Ukraine, complaints arise in view of an effective and encompassing enforcement of heritage laws. While without such enforcement, adaptive reuse may become less demanding, however, the obvious societal risk is that the (tangible) heritage may be neglected in the process and ultimately get lost – and this can be expected to affect disproportionately heritage in peripheral or marginalized sites or uncomfortable heritage.

Integrated expertise and matchmaking: Heritage preservation agencies should also do more, and facilitate a better understanding of the heritage values, and the laws in place, to negotiate what kind of modifications could be acceptable. It would be even better still if adaptive reuse projects have access to expertise that is integrative regarding adaptive reuse, i.e. that takes not only heritage preservation but also other economic, cultural, planning and other aspects into account. The shift in funding in England for heritage preservation (e.g. through the National Lottery Heritage Fund) from restoration towards skills building and knowledge sharing for civic and private actors addresses this need. Another important element to consider in professional expertise, is an inventory of vacant buildings to allow for a geographical overview of assets and their potential uses – and an active network among civic initiatives and small enterprises experienced or interested in adaptive heritage reuse. Bringing together the inventory of assets and the initiatives through “matchmaking” to help initiatives find partners and their potential assets for future reuse.

Flexibility and preservation: Understanding that each heritage asset comes with its peculiar physical characteristics and cultural significance for a neighborhood, adaptive reuse of cultural heritage requires case-sensitive solutions. Questions of heritage values, architectural and economic viability, demands to specific usages, accessibility, fire safety, ecological sustainability frequently enter into conflict in concrete adaptive reuse projects. While the creativity of adaptive reuse projects can go a long way of finding solutions to reconcile conflicting requirements, some countries' heritage regulations show greater flexibility and responsiveness to find case-sensitive solutions than others.

Too much flexibility, on the one side, can risk sacrificing too many heritage values at the expense of other concerns such that unique values are being lost. Too much rigidity, on the other side, can also risk sacrificing heritage values by pre-empting the possibility of the asset being used and thus also being cared for.

The Netherlands are a forerunner for adaptive heritage reuse. Particularly since 1999, the national Belvedere program on cultural heritage has fostered the idea of heritage as a societal use value and subsequently reuse as a pragmatic expression of this idea. In effect, it set the trend to foster socio-economic development by capitalizing on cultural-historic values. It has pushed heritage protection to be related to broader issues of urban and spatial design, management and planning. The financial crisis of 2008 was another catalyst for this development, shifting the emphasis on adaptive reuse in view of its economic aspects. All levels of government and across departments (from heritage to planning to financing) have developed a strong interest in stimulating adaptive reuse, in terms of support, facilitating experiments, partnering up etc. but also in financial commitment. All levels of government offer free access to their in-house knowledge and time. The central government plans to invest 325 million Euro extra in the “Heritage Counts” program (2018 to 2021).

An inventory of vacant “old” buildings is kept for the country to help match these buildings with new future uses. Some provinces have set up “Knowledge Centres” to stimulate adaptive reuse through short and less cost-intensive procedures, recognition of heritage values, as well as the reference to subsidies and other financing schemes. These Knowledge Centres also connect vacant buildings and potential users. Moreover, the National Restoration Fund with 50 employees working to administer loans and offer advice for reuse projects.

Critical aspects of this comprehensive policy shift in the Netherlands towards adaptive heritage reuse, however, concerns the instrumental view of heritage. Reuse primarily promoted in view of its economic valorisation, raises questions about the care for uncomfortable heritage as well as heritage in marginalized or peripheral areas.

3.1.2 The role of external funding

Question for evaluation: What type of external resources can be used for the implementation and operation of adaptive heritage re-use projects?

In the context of this analysis we define external funding as resources raised from outside the main activities of an adaptive cultural heritage re-use project. Revenues generated by the projects, own contribution of the heritage community and all types of (monetary and non-monetary) revenues coming from self-financing of the project are not considered as external funding.

While the need to preserve tangible and intangible cultural heritage is more and more recognized, the availability of financial resources is often limited. Moreover, the economic crisis often reduces the budgetary allocations for adaptive cultural heritage re-use projects and make it difficult to mobilize private funding sources. Cultural heritage reuse projects always have two main funding needs. The

investment costs represent only part of the overall funding needed. The other part (which over time become the most important) are the operation and maintenance (O&M) costs. Although most of the projects generate some revenues, these internal resources seldomly cover even the operation and maintenance costs. On the other hand, funding of the investment costs usually requires huge external funding.

There is a common understanding between researchers and practitioners that desirable funding of adaptive re-use projects should be a combination of grants, loans, donations, own revenues and other funding streams (Macdonald, 2011; Barile and Saviano, 2014). First, we will provide an overview of generally available funding sources including both public and private, national and international ones. As we will see, all these resources appear in one way or another in the cases analysed in D2.2 (Observatory Cases Report). When listing the most commonly used funding sources, we will also take into consideration the fact that the stakeholders bringing in resources to a project might be different for the investment and the O&M needs.

The optimal funding mix for each project varies according to countries, policies, governance structures and several other internal and external factors. In this report we will illustrate with some cases how different governance models impact the possibilities for funding both the investment costs and the O&M costs.

The role of external funding is to some extent different in the country-types analysed in D1.3 (Typology of current adaptive heritage re-use policies) considering EU funds, national and local public funds, private funds, loans and civic financial initiatives. Countries in group A are well resourced both in financial and capacity terms. Bottom-up approaches have greater chances to mobilize significant resources here. However, the necessity of external resources is unquestionable. Probably the biggest variety of funding sources can be found in the countries belonging to group B, whereas in group C, bottom up practices are not encouraged, particularly in peripheral areas and public investments for adaptive reuse are difficult to obtain. The role of local funding, however is quite limited. As it is stated in D1.3 "a general lack of funding and resources, and a lack of experts and capacity in the institutional system are clear obstacles, even where local governments have the discretion and the willingness to support adaptive reuse."

In the last part of this section we analyse an inspiring case, the Färgfabriken OC, to see in practice how a community-led adaptive reuse project can successfully draw on external funding, who are the main resource holders and how these resources are integrated for the benefit of the community (see Box 6. *Inspirational case: Färgfabriken*).

Based on the analysis the following messages can be highlighted:

- (1) desirable funding of adaptive-reuse project should be a combination of external and internal revenues (grants, loans, donations, own revenues, other funding streams)
- (2) the optimal funding mix for each project varies according to countries, policies, governance structures and several other internal and external factors;
- (3) even under favourable circumstances bottom-up initiatives need public finance to some extent;
- (4) there is a back-and-forth process between available resources, revenue integration and governance models;
- (5) when combined with an appropriate governance model, even the most traditional funding schemes can yield results in the area of community involvement and long-term sustainability based on self-financing;
- (6) strong civic networks can play a key role in mobilizing and integrating external resources.

3.1.2.1 Types of external resources

Public funding from national/regional/local sources

Most funding for adaptive heritage re-use projects come from national or regional/local sources. (Out of the 16 examined OCs there were only three that didn't use any kind of public sources. See Table 2.)

The type of the dominant public resource for a particular project depends on the intergovernmental fiscal relations. In centralised countries the national budget is the most important source, whereas federal states are more likely to attribute such funding responsibilities to the regional or local level. It is however important to underline the importance of public funding sources within each individual country. The experience of the OCs shows that **even under favourable circumstances bottom-up initiatives need public finance** to some extent. Public funding can take the form of contributing to the investment costs (like in the case of Sargfabrik), partially financing the O&M costs (Fargfabriken), or both (Cascina Roccafranca, Scugnizzo Liberato, Largo Residencias, LaFábrika, Potocki Palace, Citadel). Many of these projects are designed and implemented in a way to generate own revenues on the sites, however, it is important to underline that in addition, **O&M costs will frequently need to be supported by national/regional/local sources in the future as well**. Considering that the function of these sites is often related to culture/entertainment, and this sector is among the most economically affected ones by the current pandemic, this statement will be even more true in the post-Covid-19 regeneration period.

The examples of Potocki Palace (see Annex 1/10 for the SWOT analysis) and the Citadel (Romania, see Annex 1/16 for the SWOT analysis) however represent a

kind of extreme considering the weight and role of public funding.

Both countries belong to group C, nicely proving that involving the civic sector in adaptive re-use in these countries is very little supported by the system. In case of Potocki Palace the municipality chose a model which prioritizes public goods versus economic sustainability and does not consider economic and ownership diversification at all. The principal position of the owner and the decision-maker is that the site should be a public good, it should not generate profit, but instead, the town should cover all expenses from its budget. "Public good in their understanding is equivalent to provide services for free" (see D2.2).

The Citadel in Alba Iulia was primarily funded by European and national funds. Civic organizations, NGOs have had a relatively small role by now. Both the activists and the representatives of the city agree that in order to revitalize the city, public-civic partnerships should be broadened and strengthened in the future.

Private funding sources

In many countries activities related to heritage preservation are seen as primarily or exclusively a public task. However, in adaptive heritage re-use private funding can complement and/or in some cases replace public funding. While countries in Group A (England, Germany, Netherlands, Sweden) have developed a stronger tradition of mobilizing private funding, impressive cases of philanthropy can also be found in other countries. One excellent example for that is the Jam Factory (Ukraine).

"In 2015, Dr. Harald Binder, professional historian and cultural entrepreneur from Vienna, bought the building with the idea to develop a revitalization project for the future art centre. At the moment the Jam Factory is looking for an appropriate business model. Now it has full support from the donor, but becoming self-sufficient is one of the important tasks." (Skokolina, 2020)

Third-party private sources

In a number of countries private or semi-private institutions or foundations exist which support heritage-related expenditures. Some of them are only intermediary institutions between the beneficiaries and the financial institutions (like for example the Community Land Trusts), but some of them are also undertaking the role of funding. Such is the case e.g. for the UK or the Irish National Trusts, as well as for their continental equivalents or for cultural foundations, such as the well-known Calouste Gulbenkian Foundation in Portugal, or the Fondazione Cariplo in Italy.

Looking at the Observatory Cases, we also find some great examples for this type of financing. The ExRotaprint project is a great example for integrating resources of several third-party stakeholders. One of them is Stiftung trias, a professionally oriented community foundation sponsored by more than 180 donors. In the ExRotaprint model the foundation owns the land and ExRotaprint owns the building. Stiftung trias helps community groups and co-housing projects access financing and move properties out of the speculation market. Another interesting actor involved in the ExRotaprint project was a Swiss pension trust called CoOpera

Sammelstiftung PUK, specialised on sustainable real estate projects with a strong local social or cultural dimension.

European Grant funding sources (within EU)

There are several European Funding sources available for adaptive heritage re-use projects. Turin Municipality for example used URBAN II (2000-2006) and Urban Innovative Actions (2017-2020) resources to articulate a coherent vision for the territory of *Cascina Roccafranca*. In the case of *Fargfabriken*, by enlarging their focus from arts and architecture to include urban planning, a lot more funding became from a variety of European sources. The primary financial resource for the Citadel project came from the Regional Operational Program of the EU. Projects were submitted for international and national funds and in various partnerships: European Commission (Horizon 2020, Interreg, European Social Funds), Ministry of Culture and Ministry of Education of the national government, Kingdom of Norway, and also private investment. These were complemented then from local and county budgets.

Despite the variety of sources, and a number of instruments to encourage cultural heritage policy, subsidiarity considerations leave to the EU only limited decision-making power on this field.

EEA, Norway Grants, Swiss Financial Mechanism

These specific funds were set up in the context of the European Economic Area Agreement, respectively of the relations between the EU and Switzerland. To some extent they emulate the model of the EU Structural Funds and they represent an act of solidarity of the donor countries (Norway, Iceland and Liechtenstein for the EEA, plus Switzerland) towards the less developed beneficiary countries in the EU.

The initiators of the Halele Carol project in Bucharest for example applied for EEA grants to organise cultural events and cultural education in the less developed south side of Bucharest, while improving the bad shape of iconic historic buildings and enhancing intercultural dialogue between Romania and Norway. Within this project several artists and architects from Norway and Romania developed some installations and interventions at the Halele Carol site.

Bank loans

Projects with huge investment costs usually complement their mix of funds with loans. The European Investment Bank (EIB) for example has a continuous flow of loans which finance heritage and urban renewal measures, however, there are very strict conditions of eligibility. Another option is to apply for a social bank loan, like in the case of Stara Trznica. Social banks put their margins lower than other commercial banks to allow more possibilities. A usual difficulty with a loan/mortgage is the collateral. In some of the OCs (Stara Trznica, Sargfabrik) the association needed to offer their own personal properties as a collateral to the bank.

Table 3. Main types of external sources in the examined Observatory Cases

	Public funding	Private funding	Third parties	EU grants/international donor agencies	EEA	EIB loans	Other bank loans
Cascina Roccafranca (IT)	for investment and partially for operation	sponsorship for operation		Urban II Urban Innovative Actions			
The Scugnizzo Liberato (IT)	ordinary and extraordinary maintenance works providing the building for free						
Sargfabrik (AT)	city support (Wohnbauförderungsmittel) government support for social and cultural activities		architects, lawyers offered their services for free				mortgage (for the purchasing the site) + long-term bank loan for investment
Fargfabriken (SWE)	Government, city, region grants	Sponsorship		some activities through international collaboration networks			
Largo Residencias (PT)	municipal funding for renovation works	cooperative members invested in the project	architects offered their services for free barter services				
Jewish District (HU)		private businesses					
LaFábrika (ESP)	the site is public property basic services and some raw materials						
Halele Carol (RO)	Ministry of Culture in Romania Ministry of Culture in Norway		Creative Industries Fund NL		to organize cultural events		
Stara Trznica (SK)			marketing cooperation				loan from social bank
Potocki Palace (PL)	government funds city government funds						
ExRotaprint (GE)	Berlin Lotto Foundation		Maryon Foundation				Mortgage from Swiss pension

	Public funding	Private funding	Third parties	EU grants/international donor agencies	EEA	EIB loans	Other bank loans
			Stiftung Trias				trust CoOpera Sammelstiftung PUK
London CLT (GB)			community share: Ethex Positive Investing Organization				Ecology Building Society Triodos Bank
Jam Factory (UKR)		sponsorship private donor for operation		applications prepared for support from Swedish Institute (EC) and Visegrád Fund			
The Grünmetropole	Public grants of three involved countries			Interreg III			
Marineterrein (NL)	national government and municipality						
Citadel (RO)	Ministry of Culture Ministry of Education Kingdom of Norway local and county budgets	private funds		Regional Operation Program Horizon 2020 Interreg European Social Funds			

3.1.2.2 How does the governance model impact the possibilities for funding?

The types of funds listed above are usually used in some form of co-financing arrangement. Given the multiplicity of possible constellations, this overview cannot deal with them in detail. However, there are some typical funding mechanisms applied on the area of cultural heritage adaptive-reuse, depending on whether they are based on public, private, civic or mixed initiatives. The governance model of a project usually influences the main funding mechanisms and the process of revenue integration, but it also depends on the range of available resources, **so there is a back-and-forth process between available resources, revenue integration, and governance models.** The process of resource integration (mixing different funding sources, sharing the risks, creating an added value) is highly dependent on the existing governance model. We can find very innovative governance models (and innovative financial mechanisms) even in the case of some very “traditional” public initiatives. However, as we will see, the available resources and the way of integrating them also have an influence on the governance model implemented.⁷

During the last decades a whole range of new financial and governance models have been developed, initiated either by the public authorities or by private investors or the civic partners. These models range from the old fashion ones such as public support to those which so far have not been common in the field of cultural heritage (debt and equity finance, crowdfunding, risk mitigation schemes, etc.). In this chapter, first we give an overview of the financial and governance models developed in the examined Observatory Cases. After that the Case of *Fargfabriken* will be analysed in detail to explain the process of revenue integration and how the existing governance model influenced it.

Public initiatives

Today it is widely recognized that the adaptive re-use of cultural heritage sites requires the involvement of multiple actors from across the public, private, and non-government sectors, not only to initiate and carry out the investments needed but also to sustain the heritage place after the intervention. These challenges require a multidisciplinary approach, in which the actions are embedded within economic, social, and environmental development strategies. Although the private and the nongovernment sectors are becoming more involved in these processes, we can still find purely public initiatives on the field. Some of these projects bring new elements in the governance models (through the cooperation of different government bodies like governments, public developers, public banks, etc) and/or apply innovative financial tools (tax increment financing, business investment funds, guarantee funds etc.) Projects funded by EU funds and complemented with

⁷ There are certainly several other external and internal factors that also influence the governance models and the funding mechanisms – these are discussed in the other chapters. Here the focus is restricted to the relations between governance models and external funding mechanisms.

national/regional funds are also considered as public initiatives (see the *SWOT of Grünemetropole in Annex 1/14*).

Taking examples from our Observatory Cases, the *Marineterrein* in Amsterdam is a great illustration for an innovative collaboration between the national government and the municipality, who together opted for a slow transformation of the site, led by the historical value of the area, with the aim to create long-term value for the city and country. The method chosen for the development strategy of *Marineterrein* is a guided organic transformation. An innovative aspect of the contract is that it was decided to form a new independent organisation to lead the transformation, Bureau Marineterrein. With a big mandate, it has full decisional power to select the renters and do the site programming and the communication in the temporary phase. This is considered one of the main success factors so far by all stakeholders of the project because it offers continuity to the process, reduces bureaucracy and facilitates a hands-on approach to the transformation. This case proves that **when combined with an appropriate governance model, even the most traditional funding schemes can yield results on the area of community involvement and long-term financial sustainability** based on self-financing.

A very similar case but with a different governance model is the Citadel project in Romania. Funded with a mix of international, national and city sources and following a top-down approach, but missing innovative governance features, the process could not make the community feel as “owner” of the activities. To consolidate the public opinion and increase local participation, the municipality now is considering the idea of creating a special organization (Citadel Heritage Management) to coordinate all processes related to the Citadel and make it more open to a variety of actors.

Private initiatives

Philanthropic, sponsorship and donation models have widely been common in the cultural sector for some time, but they were very rare on the area of heritage. Built cultural heritage usually requires substantial investments due to construction works often needed for their revitalization. Private sources are often mobilized for this purpose under some form of public-private partnership. Lately, greater focus has been put on the involvement of private companies in the management of cultural institutions as well – but also on some form of public-private-civic partnership. Although purely private initiatives are not a typical form on the area, such initiatives exist in all three country types identified in D 1.3.

One good example is the case of Jam Factory in Ukraine. In 2015, Dr. Harald Binder, professional historian and cultural entrepreneur from Vienna, bought the building with the idea to develop a revitalization project for the future art centre. Now Jam Factory is some kind of mixed model between private and non-profit investment, without expectation of return, generating income through the complex itself, and external funds from other institutions. Now the project has full support from the donor, but to become self-sufficient it needs a good business plan, which is the biggest challenge for the future.

There are scattered examples for private initiatives in other countries as well, but in general we can state that if local policies are not supportive, these projects can easily lose their original mission and turn into simply profit-making activities. This was the case in the Jewish District in Budapest, where the obscure legal circumstances, local policies encouraging speculators and the non-planning strategy led to gentrification, short-term hospitality services, over-tourism and over-commercialization. Only few of the original initiatives in the district were able to keep their social-cultural character.

Civic initiatives

There are many adaptive re-use projects throughout Europe where the initiator is a civil organization (nongovernmental, social and community-based institutions) often including people living near or affected by a heritage site. In these cases, public and/or private funds might be used as external sources, but there is no contractual arrangement between the public/private party and the civil organization. Examples for such civic initiatives are projects like *Sargfabrik*, *ExRotaprint* and *Largo Residencias*. Each of them has a different institutional and management structure and a very special mix of resources.

The *Sargfabrik* is a housing project with social and cultural message. It was initiated by a group of people (coming from different scenes of the Viennese civil society) who formed an Association. The Association acts as the owner, constructor, operator and rental agency of the housing complex. As the project had very high expenses, it was important to find a legal form that make them eligible for bank loans for both purchasing the site and carrying out the reconstruction works. It was also important that the institutional form should make them eligible for public sources. *Sargfabrik* is a totally self-administered project, led by a professional project management team. Beside their own revenues (from rents, fees, etc.) they can count on regular national and local government subsidies (for the cultural and social activities) as external sources. Although *Sargfabrik* was a real success story, it's very unlikely that today it could be developed as an exclusively civic initiative. Not just because the policies of the 80's encouraged and supported fresh initiatives better, but because nowadays commercial bank loans are not so easily accessible and land prices raised significantly.

Exrotaprint is also a real estate development. It is actually a civic-civic arrangement between the tenants' association called *ExRotaprint* and the Stiftung trias foundation. *Exrotaprint* owns the building and Stiftung trias owns the land. Through this partnership a broader range of external funding became available. For purchasing the land, Stiftung trias mobilized resources and brought in the Maryon Foundation. For the reconstruction works *Exrotaprint* took a mortgage from a Swiss pension trust and got support from the Berlin Lotto Foundation. This contract is considered by both parties as "a lifelong security-contract". Today, *ExRotaprint* relies completely on the income from the rents.

Largo Residencias was also initiated by a group of people who initially established an association. However, after the business plan was prepared it became evident that they couldn't keep the project in the form of an association because the

commercial part would be bigger than the cultural part to finance.

Therefore, they needed to create a Cooperative, so that they could run the social business and still support the non-profit activities. The Cooperative is renting the building from a private owner, however, it cannot be considered as a civic-private partnership, because the private partner is not involved in the project activities by any means, there is no mutual added value produced (see the criteria of a PPP in the next section). The Cooperative of *Largo Residências* raised money from various sources: cooperative members' contribution (necessary because as a new cooperative they didn't get a bank loan), municipal funding, but they also have own resources from economic activities. Talking about external sources, an interesting solution was that the construction contractor accepted to defer his payment until after the hostel's opening. This arrangement functioned as an informal loan and allowed Largo to finish the renovation quickly. In addition, architects of Ateliermob offered their services for free, in exchange for rooms to host the office's interns. Service barter was also an important resource that was used by *Largo Residências* in its beginning and which allowed its renovation and opening. For example, *Largo Residências* hosted people in exchange for their construction services. So as we can see in this project the strong civic network of the Cooperative was a key element in the process of mobilizing and integrating external resources.

Partnerships (Public-Private-People)

In this report we call public-private partnerships (PPPs) those contractual arrangements in which the private sector and third sector assist in delivering a public facility or service by providing funding or operating leadership⁸. On the area of cultural heritage adaptive re-use there are usually two or three sectors involved in PPPs. First, the public sector, which may include the national, regional and/or the local government. Second, the private sector, which includes business and investor organizations. Of increasing importance and particular relevance to PPPs on the area of heritage adaptive re-use is the third sector (nongovernment, social, and community-based institutions, and it may also include people living near a heritage site).⁹

The usual main characteristics of a PPP are:

- collaborative effort of two or more public/private/civic autonomous organizations
- the project concerns a public service or good for public consumption
- durable character of the project
- development of mutual products and/or services
- risk, costs, and benefits shared by both parties
- regulatory responsibility of the public sector
- mutual added value.

⁸ Generally, a number of definitions exist for PPPs and none is widely accepted despite the substantial knowledge collected on the topic.

⁹ Some authors call these arrangements as Public-Private-People partnership (4P).

Among our Observatory Cases we find very nice examples of this type of governance arrangements.

Cascina Roccafranca (Turin) is a public-civic cooperation where the buildings of *Cascina Roccafranca* are owned by the Turin Municipality. The Municipality assigned the venue to the *Cascina Roccafranca* Foundation that manages it jointly with the municipality and district representatives. The foundation works with a model between public and private law: in some aspects it depends on public procedures and for others it works as a private organisation. This form of governance created a positive form of co-responsibility between public and private actors: the administration gave up some of its powers, and on the other hand, the private associations' mindset shifted from an idea of claiming something from the administration to a perspective in which they co-manage it. This governance model made it possible to mobilize a mix of external resources consisting of public funding, sponsorship and project generated (own) revenues.

The *Scugnizzo Liberato* (Naples) project is based on the principles of mutualism, self-management and self-recovery. The maintenance of the building has been ensured through a sort of public-private-people collaboration, evaluating the available social and territorial capital. With this arrangement the public real estate has gone from an asset that compensates for municipal losses, to resource that enables self-organisation groups to act for the collective interest. Therefore, it changes the main objective of the Municipality from maximizing economic value (exchange value) to maximizing social value (use value).

LaFábrica in Spain is also a good example of public-civic cooperation. The physical space of the old Asland factory is primarily regulated by an agreement between the collective *LaFábrica* detodalavida and the Town Council of Los Santos de Maimona. The factory site is public property, but the agreement between these two parties cedes use of a portion of this public property to *LaFábrica* detodalavida in exchange for the renovation of the space and the subsequent management of the space itself as well as all of the activities that occur within it. This agreement calls for mutual support between parties and references the Spanish government's constitutional responsibility to promote access to and youth involvement in political, social, economic and cultural development.

Community Land Trusts are usually civic initiations, although, - ideally - municipalities can help them with their own land or through their planning policies. In some cases, public finance in the form of external funding (affordable housing subsidies) can lower the costs of establishing a CLT. The atypical case of the *London CLT* is however a public-private-people partnership involving several actors including the Greater London Authority (GLA), the developer (Linden Homes) and the CLT itself. According to this arrangement the developer is required to deliver a certain amount of affordable housing, and look for organisations like CLTs to take on these units. London CLT purchases the properties from Linden, however not with *London CLT*'s own money but with the money of the residents who will move in. It is a back-to-back payment scheme where the resident pays *London CLT* and *London CLT* pays Linden.

Although the *Old Market Hall* Alliance in Bratislava likes to emphasize that the project is economically sustainable and financially separated from the Municipality, with no public subsidies involved, technically it is also a public-civic cooperation. Despite its structure as an association, members of the Old Market Hall Alliance consider themselves as a social enterprise: they do not pay dividends or take out profit from the association for themselves. There is a 15-year (10 years + 5 years extension) contract signed between the Alliance and the Municipality which states that the Alliance pays a symbolic 1 euro rent per year to the Municipality and has to invest 10.000 euros per month in the renovation of the market hall for the entire duration of the contract.

Table 4. The impact of governance models on external resources and revenue integration

	Governance	Impact on External sources	Impact on Revenue Integration
Cascina Roccafranca (IT)	Public-civic arrangement	successful access to EU sources	co-responsibility in providing funds for investment and operation
The Scugnizzo Liberato (IT)	Public-private-people collaboration	involving not just financial but also available social and territorial capital	mobilizing external and internal resources and maximizing social value
Sargfabrik (AT)	Civic initiative, professional NGO	access to bank loans, national and city support for cultural and social activities	creation of a business model that ensures long-term sustainability
Fargfabriken (SWE)	Private-civic collaboration	mobilizing a wide range of public, private and civic resources	possibility to invest a lot in diversity and inclusion which enhanced further resource mobilization
Largo Residencias (PT)	Civic initiative, cooperative	alternative funding sources also applied: informal loan, architect services free, service barbers, etc.	the strong civic network was a key element in the process of mobilizing and integrating resources
Jewish District (HU)	A set of individual private initiatives without local policy support	no external resources	no revenue integration
LaFábrika (ESP)	Public-civic cooperation The civic partner is organized horizontally, based on micro-agreements	involving a wide range of financial and non-financial external resources	mutual support and advanced level of revenue integration
Halele Carol (RO)	Private initiative	access to international funds	slow process due to the limited generated revenues and small amounts of funds available
Stara Trznica (SK)	Public-civic initiative the civil partner is an association, functioning as a social enterprise	wide range of external resources both in investment and operation	successful integration of resources, self-financing
Potocki Palace (PL)	Public initiative	only public sources	no revenue integration

	Governance	Impact on External sources	Impact on Revenue Integration
ExRotaprint (GE)	Civic-civic arrangement	a great variety of external sources	high level of revenue integration
London CLT (GB)	Public-private-civic collaboration	a wide range of external sources	effective mobilization and management of various types of external and internal resources
Jam Factory (UKR)	Private initiative	lack of external sources	no real revenue integration
The Grünmetropole	public initiative	mobilizing EU sources	no real revenue integration
Marineterrein (NL)	public initiative with innovative elements	a great variety of stakeholders involved in the project	achieving a model of self-financing (and long-term financial sustainability)
Citadel (RO)	public initiative without innovative elements (just plans at the moment)	a mix of international, national and local government resources also mobilizing private sources	the revenue integration is slow and bureaucratic, civic partners are not involved

Box 8. Inspirational case: Färgfabriken

Färgfabriken (Söckholm, Sweden – Group A in the Typology) is a platform and exhibition venue for contemporary cultural expressions, with an emphasis on art, architecture and urban planning established in an industrial building built in 1889. The building previously accommodated a paint factory, from which it also borrowed its name. The project was initiated in 1995 by a foundation (also called *Färgfabriken*). Since its creation, *Färgfabriken* has not only become a key cultural institution in Stockholm, but has also pioneered a model of building inclusive, participatory processes through art and dialogue. Through a cultural agenda that conciliates architecture, arts and urban planning with contemporary societal issues, *Färgfabriken* remains a significant actor in Stockholm, with a great impact on the development of the surrounding area and on the inclusion of a great variety of stakeholders in decision-making processes.

This case shows how private developers in a very well-functioning and developed institutional surrounding can support in a meaningful way raising a mix of resources, and integrating them for the benefit of the community.

Ownership, Institution and Governance

In 1902, the paint firm Wilhelm Becker moved its production in the building. In 1974, Ulf G. Lindén became managing director of Beckers and in 1985 his company, Lindéngruppen, focusing on the long-term development of industrial companies, became owner of Beckers. Ulf G. Lindén and the Lindéngruppen were key protagonists in the creation of *Färgfabriken*. When the paint factory discontinued its production, the art-lover Lindén began to make plans for a cultural venue. *Färgfabriken* ("paint factory" in English) was created as a result of collaboration between two private firms (Alcro-Beckers, ColArt, both owned by Lindéngruppen), the Association of Swedish Architects (Svenska Arkitekters Riksförbund), and a group of artists and architects.

This private-civic collaboration was the results of two very different ambitions: Beckers, owner of an empty industrial building in Lövholmen, was interested in building collaboration with architects, in order to open up a new market for its products. Coincidentally, a group of artists and architects had been for long discussing the idea to open a space for art activities and reflection on architecture and contemporary art.

Färgfabriken became famous as a free space: not managed by the city or the government, it was a non-religious, non-political and non-profit foundation. It's operation was also separated by from the company, which ensured the curatorial independence.

Main funding sources

Funding of *Färgfabriken* is provided by a mix of private, public and third party resources. There are also internal resources generated by a restaurant and regular commercial events.

The range of available resources has broadened as the project activities evolved. *Färgfabriken's* economic model has been consolidated in the past decade but a big part of the foundation's budget is still linked to **grants and sponsorship**.

Private funds: The building used by *Färgfabriken* is owned by Lindéngruppen. As such, the foundation depends on a lease of the space that is usually renewed every three/four years. As of today, Lindéngruppen is *Färgfabriken's* main sponsor, contributing around 3 million SEK (285,000 euros) to the organisation.

Public funds: The first exhibitions held in the building were covered by **Development Aid funds** that had a cultural exchange dimension as well as by the **Swedish Institute**, focusing on cultural collaboration. Big part of the operation costs of the building are covered by **public grants** coming from the government (amounting to one million Swedish crowns, or 93,000 euros), from the city (amounting to 800,000 Swedish crowns, or 75,000 euros) and from the region (amounting to 450,000 Swedish crowns, or 42,000 euros). Some activities are financed by EU funds through international collaboration networks. It is important that the foundation does not only rely on the art world for sponsorship, but from other sectors too. This is the main reason why the initial focus on arts and architecture was enlarged to include urban planning, by which a lot more funding became available and pertinent, from a variety of European sources as well as in partnership with the Swedish Institute.

Third parties: Besides this combination of private engagement and public funding, the foundation has been engaged in looking for ways to receive more support from third parties. As an example, the image of the foundation is with time becoming more and more comprehensive of a diversity of subjects that are approached within exhibitions and events.

Among factories already abandoned or about to close, *Färgfabriken* has been a catalyst to attract new initiatives in the area and build relationships with them. Continuously reaching out to other art spaces and studios in the area, *Färgfabriken* has created a variety of collaborations with different local initiatives.

Resource integration creating win-win solutions

Successful integration of private, public and third party resources not just guaranteed the implementation of building renovation works and financing the operation and maintenance costs, but it also created a win-win situation to all the involved parties.

For the private partner, it was not just a philanthropy issue, but also a new market. *Färgfabriken* as a cultural venue could also help the company reach out to new fields and explore new ideas for its own development. The project created bridges over the gaps between the business and cultural centre. Rich

philanthropists give money, but they are also involved in the cultural life created by the project.

Partnerships with public bodies also created mutual advantages. At the time of *Färgfabriken's* opening, the organisation's members approached the Ministry of Culture for funding. Not being a museum or a private gallery, *Färgfabriken* was initially not eligible for funding but later, changes in eligibility rules gave the organisation access these funds.

The foundation also entertains a good relationship with the municipality of Stockholm and receives regular funding for its activities. However, the regulation and policy support from the local government is as much important as the financial instruments. Despite the lack of municipal ownership in the area, municipal regulations can have a strong impact on the future of this neighbourhood. The city also benefited from this project. Before this area was poorly equipped with art centres and a temporary cultural vacuum created by the construction of the new building of the Moderna Museet gave an opportunity to *Färgfabriken* to create a new position in this scene. In a context with a few art institutions owned by the state, the city or private banks, *Färgfabriken* was conceived as a free place where more open discussions can be held with no external control. In 1998, Stockholm was European Capital of Culture and *Färgfabriken*, as its main partner, became internationally known.

The stable income of the foundation (the appropriate mix of revenues) supported by appropriate governance structure and local policies made it possible for the project to invest a lot in diversity and inclusion – which process led to further extend the range of possible external funding sources.

3.2 How do community-led adaptive reuse projects successfully rely on internal factors to integrate resources?

The following section analyses the role of internal factors in supporting bottom-up initiatives in collecting and integrating their resources. To do so it looks at three aspects - the internal governance arrangements, their use of innovative funding mechanisms to supplement public funding and legal ownership – all of which exert substantial influence on the ability of a project to integrate its resources. These aspects are considered to be more related to the internal arrangements and decision making, however they are not totally devoid of external influences. This becomes the most apparent in the analysis of funding sources, which are considered here as innovative methods that include community practices and solidarity mechanisms complementing funding from state and market-based sources.

3.2.1 Governance arrangements

Question for evaluation: In what ways do different governance arrangements support resource integration? How (if) the concept of inclusiveness becomes apparent in the financial/management model?

This question aims at investigating which are the effects of different governance arrangements on the ability of projects to co-create value, through resource integration. The collaboration and cooperation among the stakeholders involved within the project are one of the critical aspects to ensure that the project pursues the collective goals and the creation of socio-economic benefits for a wider public. Co-governance is one of the models that enable to ensure collective benefits. Co-governance arrangements define a collaborative decision-making process and ensure that all players involved participate to the sharing of profits and values. When the leadership of the organization is diffused and shared, people ideas influence the way the organization finance and manage the activities. Hence, the inclusiveness of the model becomes apparent. Starting from the assumption that the co-creation requires different players to collaborate, the question is how their relations are structured (governance arrangements) to support the creation of benefits.

- **Democratic governance arrangements facilitate different stakeholders to recognize the value of the project and to support it, increasing its capacity to collect resources.**
- **Co-governance models can support the creation of democratic process and tools that support the community to overcome economic and social barriers**
- **Co-governance arrangements, if they are inclusive, can contribute other actors of the neighbourhood to participate in the activities, and contribute to the development of the entire**

The case of the Sargfabrik demonstrates, with its governance arrangements, how the democratic governance model might facilitate the integration of resources and the co-creation of benefits for the involved community.

Box 9. Inspirational case: Sargfabrik

The Sargfabrik started in 1996, as an innovative new style of living, realized by a non-profit housing association, and it is now one of Austria's most complex bottom-up housing projects. The Sargfabrik is a project which reclaims an area, not far from the centre of Vienna (14th district), fostering with a bottom-up approach, the adaptive reuse of the architectural remains of a former coffin factory. The project, launched by the Association for Integrative Living, aims to restore, and reutilize the complex that previously housed the factory to develop various activities.

The motto of the project, "Living – culture – integration", clearly perfectly define the project scope. Together with providing affordable housing for its associate, Sargfabrik provides an accessible cultural house, a restaurant, a kindergarten, a

conference room and a twenty-four-hour bathhouse. These common spaces make of Sargfabrik a meeting place for people of different ages and backgrounds. The project promotes a collaborative project, in which people were not only looking for a chip place to stay but also they wanted to feel part of broader intentions. Since its early steps, the project wanted to develop a new way of living and influence its surroundings. Hence, the Sargfabrik is a not only housing project but aims to provide additional tools and services for the broader community. It has clear social and cultural goals.

The Sargfabrik, to achieve its goal, has fostered a collaborative and democratic model for the management and development of living. Hence, it has developed an internal participatory planning and operation process and supported the collective ownership of the building. However, the success of the project is only partially due to the management of the project. The main factor contributing to its success is that its residents have a strong sense of belonging. The inhabitants have an influential desire to apply a democratic approach to their living together, a “village in the city”. The Sargfabrik waiting lists for people wanting to move in, the appearing of similar housing arrangements around Vienna and Europe, and countless academic inquire and political visits, including mayors from abroad, evidence the success of this multi-level integration project there.

The first lesson learned is that to ensure that co-governance arrangements promote resource integration, it needs to increase project’s ability to collect resources. The Sargfabrik project defined its structures, legal entity, and management to ensure a democratic governance that could support the collection of various social, economic, and financial resources.

The project started in a period when the economic and social conditions were favourable to social innovation projects. The city government was supporting all new social initiatives, bank loans were easily accessible, and building sites were affordable. However, one of the main success factors of the project was the collaborative governance model. Hence, the associative and housing model was one of the most relevant factors that influenced the ability to collect financial and economic resources.

The Sargfabrik project defined the old coffin factory as “Wohnheim” (dorm, or residential home) and, made it run by an association (founded for the initiative) which managed the construction, operation and management of the housing complex. The form of association ensured the pursuit of social objectives and the guarantee that the organization use the profit of the services for social purposes. The Wohnheim definition of the building contributed to lower building renovation costs (living space for more freedom in the renovation) which support the residents to reinvest these savings into the social infrastructure of the project. Therefore, the Sargfabrik project was able to take advantage of the period, developing an adaptive reuse project, in which people could identify with its value and which public authorities could support. Hence, these two principal aspects, related to the inclusiveness of the Sargfabrik model, enabled the project to collect resources from

different sources, covering the investment and maintenance cost.

Besides, the associative form of the organization supported the occupants to be “owner” of the building, to take responsibilities and to participate in the planning process, from the very begging, influencing the architecture plans, and creating a strong sense of belonging.

This hybrid governance, formally an association but with an internal organization of the cooperative, has allowed collecting resources from public bodies, a long-term bank loan, “owner” own contribution and the revenues of the services. The first relevant contribution relates to the collection of resources for the regeneration of the building. The specific organizational governance and legal form enabled the organization to access to housing grants from the public authorities, specifically the subsidies of the city of Vienna. Hence, the initial support of the City of Vienna (Wohnbauförderungsmittel) was 5,8 million euro. Besides, the Sargfabrik project could claim funds for the development educational, social, and cultural and receive support also from the Federal government. The generous housing subsidies obtained thanks the co-governance structured made it possible for the association to apply for bank credits successfully. Thus, the middle to lower-middle-income members of the association could have never received those financial resources singularly. Hence, in addition to the subsidies, the association collected a long-term bank loan of 5,3 million euro. The collective ownership of the project was essential for the revitalization of the Sargfabrik project and to complete the construction process.

Furthermore, to cover the investment, an additional resource was necessary. The association collected 2,5 million euros of contributions of the resident’s as “equity”. The personal contributions of users were possible thanks to the inclusiveness of the management and governance model. Hence, people promoting the project desired to share what they had as they felt to be “owner” of the project and a large piece of valuable real estate. The feeling of belonging made personal investments possible. The association members consider the association as their possession, and the collective ownership as not a deterrent for their investment. However, these feelings and the individual contribution requires to preserve the values of the group and the objectives of the project. Sargfabrik governance model ensures that people that work in the association put their heart and soul in their work, that there is a careful evaluation of the new joiners, and that the creation of collective benefits is at the centre of the project.

The second lesson learned is that the co-governance model can support the creation of democratic process and tools that support the community to overcome economic and social barriers, intensifying the benefits for the inner community. Among others Sargfabrik has developed a financial mechanism that enables interested parties who could not afford living there to receive support for the payment of the rent. The association has created an internal distribution system, creating a social fund, which collects resources from the residents and distributes them to the ones that cannot afford the payments. This mechanism is an example of how by-law requirements can be counterbalanced to create internal tools for the creation of economic benefits for the inner community.

The solidarity pool is not the only mechanism developed to support social integration and inclusion. The association also supports the refund of the mortgage for those who could not afford it. The payment has been covered by the association, which requires the residents to pay it back with a longer timeframe. Besides, public contributions have contributed to providing space for disabled people and accommodation units with limited contracts for tenants in need of short-term housing and social housing for refugees. The inclusiveness of the governance model supports the resource integration process also by activating independent solidarity mechanisms. The sense of belonging and the spirit of community persuade people to see the Sargfabrik as a community. A former Hungarian refugee of the '56 revolution, who lived in the building, decided to donate his resources to the project before to die. The donations are just another example of how the Sargfabrik became much more than a housing project. And how there is the possibility to integrate different economic model that can ensure that the money collected are used for the creation of benefits for the inner community. Besides, the social enterprise "Café-Restaurant Sargfabrik", which is a hybrid organization, enriches the Sargfabrik model. The restaurant pursues economic and social objects contemporarily. This initiative supports fragile populations, offering people, which are older than 50, a job opportunity. These temporary jobs enable them to increase their professional know-how and thus their chances on the job market. At the same time, the restaurant increases the attractiveness of the place, functioning as a meaningful meeting point for residents. Hence this complementary governance arrangement, contribute to the creation of a win-win situation, creating positive externalities for Sargfabrik and the city.

The third lesson learned is that co-governance arrangements, if they are inclusive, can contribute other actors of the neighbourhood to participate in the activities, and contribute to the development of the entire territory. The Sargfabrik model does not only focus on the creation of favourable condition for its residents but also focus on the improvement of the entire area. The legal and associative form allowed the organization do dedicate part of its investment in building social amenities which are available for people that do not live in the complex. All age groups can find programs and facilities at Sargfabrik. As stated in the project's motto – Living – culture – integration - cultural development play a fundamental role. People are engaged in various cultural events and activities, and they can use the common spaces of the complex for these purposes. Hence, the Bathing House, the Concert Hall, the kindergarten, the open cultural are the centre of these events attracting every week people in the complex. Therefore, Sargfabrik, thanks to the work of the members of the Association, is actively involved and play a leading role in the revitalization of Matzner district. The members promote a spirit of cooperative and a self-organized business model, which support the inhabitants to organize cultural and social initiatives in line with the Sargfabrik objectives, bringing vitality into the area. On the other hand, the Sargfabrik model thanks its ability to attract resources and develop significant social activities has led the "Sargfabrik area" to became quite expensive, activating a gentrification process of the district.

In conclusion, the Sargfabrik model, which foster the adaptive re-use through the collective ownership of the complex in form of association, enabled the project to collect various resources and to use them for the creation of value for the inner community, thank to affordable housing and social inclusion mechanism, and for the wider territory, thought the development of cultural and social activities open to all. However, the process favoured the gentrification process of the area. This phenomenon could be linked to the limited capacity of the association to include a larger number of citizens. In fact, the association benefits and governance structure were limited to the residents of the complex. The value created within the building is only partially shared with the district.

A different model, to this extent, is the one developed by CooperACTiva, a neighbourhood cooperative of the city of Rome (incubated within the Rome Centocelle Cooperative Heritage Lab). The CooperACTiva model differs from the one of Sargfabrik, as its governance builds on the open-door principle. Therefore, in CooperACTiva, all interested stakeholders could join the cooperative at any moment. From a governance point of view, the two structures have a similar decision-making process. In both cases, the “owners” of the organization have equal right and power, and the decision-making process is democratic. However, the open-door principle enables to take in consideration not only the people directly involved by the activities of the cooperative, but it also gives the possibility to the one that might have an indirect interest to participate. The model resembles the one of community enterprise, where all the members of a community participate in the governance. Hence, the community enterprise is an organization which develop economic activities for prospering the local development. Most of them focus on the development of services are covers in different areas, from mobility to urban regeneration. As for the community enterprises, The CooperACTiva model pursues multi-sectorial activities, touristic services, bike-sharing, and communication as an example. The service-based model, compared to the estate based one, does not limit its capacity of members to the number of apartments of the complex. Hence, it gives the possibility to explore a comprehensive governance structure. The larger is the number of people involved, the better it is. When many people participate and contribute to the governance, they can enrich the economic activities with new resources, ideas and ensure broader representativeness of the territory. Everyone (with no limitation of number and pre-requisites) could join and be part of the governance.

The open-door principles influence all three aspects of resource integration described above. First, the possibility of external stakeholders to participate in the governance enable the banks, public authorities, and the other investors, which provide the financial resources, to have more direct control over their investment. They can become owner themselves of the organization and being part of the decision-making process. This additional possibility can facilitate access to resources and ensure more transparent use of them. However, the influence of resources over democratic governance is limited. Thus, the owner is not proportionate to the capital invested, as every vote is equal to one, ensuring that the different voices have the same importance not matter of their richness. Second, the open-door principle enables all participants to capture part of the value

that is created by the organization. The difference between the community within the organization and the one which is not part of it became more permeable. Hence, also stakeholders that do not participate in the value creation process, but pay the consequences of the activities, can capture their part of the value created. In this spirit, the open-door principle could limit the gentrification process. If there is a diffused governance, the value created is fully captured by the people that live in the neighbourhood. Therefore, prices might still increase. However, it also increases the economic capacity of the inhabitants and the quality of the life of the area. In conclusion, the open-door principle aims to provide to the local communities a tool to divide the value captured equally and democratically among the members.

Opening the governance to external players increase also the complexity of the project. First, people with economic interests might try to influence the process and to drift the activities of the organization towards economic ones. Second, it requires to develop participatory and collaborative tools to support the participation of many people. Third, it demands to define a proofed governance structure which supports the organization to have the tools to govern the company but at the same time to ensure democratic decisions and the achievement of social objectives. In the case of CooperACTiva for example, these issues have been tackled through the definition of a statute that clearly states the objectives of the cooperative, the rules of engagement of the members and the method to redistribute the value captured. In this way, the governance model reflects its inclusiveness not only to the people directly involved in the projects, but it also gives the possibility to those players, which are not involved, to participate to the creation of value for the entire territory.

In view of normative criteria of OpenHeritage evaluation, inclusiveness and co-governance arrangements support the sustainable development of projects. The adaptive re-use through co-governance arrangements contributes to collect alternative/innovative funding sources. The Sargfabrik case stresses the need to make explicit social objectives for increasing the reliability of the project. Thus, institutional and civic investors (public actors, crowd funding and ethical banks) valorise the social objectives of the project and recompensate social activities with financial resources. Hence, the social use of the resources and the democratic decision-making process increase the chance of local communities to be able to collect resources from different sources. The blending of sources enables to ensure a lower cost of capital and more sustainable flow of capital. Hence, if the project definition makes inclusiveness apparent in the model, it will facilitate the economic sustainability of the adaptive re-use and the regeneration of the complexes. However, adaptive re-use project needs also to promote also the development of the territories and the neighbourhood. Hence, the co-governance arrangements should also foster the inclusion of different communities and stakeholders. The analysis of the impact of the Sargfabrik project highlighted that a collaborative approach applied without an inclusiveness model might hamper the shared of the value and activate the gentrification process. Hence, it is necessary to foresee mechanisms that support players from a wider community to participate in the process. Therefore, the CooperACTiva case highlights the possibility to develop

neighbourhood-based organization and activities. The adaptive re-use models shall valorise the inclusiveness with not only a democratic structure but also an open governance, which enable different communities and stakeholders to participate.

3.2.2 Innovative funding sources, community practices and solidarity mechanisms

Question for evaluation: How do community-based adaptive heritage reuse projects draw on different non-profit funding sources, community practices and solidarity mechanisms to complement funding from state and market-based sources?

Resources for adaptive reuse projects do not always come with a price tag or with state support. In the case of community-oriented adaptive reuse, the contributions of civic actors can become vital resources – not only for the sake of saving money. Civic contributions foster the sense of community ownership of the initiative and can strengthen the engagement within the initiative. For community-oriented adaptive reuse projects in peripheral areas to be socially inclusive, the primary orientation is the issue of social needs rather than market or state imperatives.

These contributions from civic actors are not intended to generate profits or political power, instead they are aimed at fostering the communicative capacities of the project, of increasing the capacity to shape the content and the processes according to the needs of the intended users and enhance the independence of the initiative from market and state. Such contributions may include participation and volunteering, low-interest/no-interest loans, sweat equity, crowdsourcing, crowdfunding, in-kind contributions, and re-distribution of costs and revenues among actors on the basis of need and social benefit (rather than market value).

At the same time, such civic or alternative resources by themselves are very rarely sufficient for the adaptive reuse project and state- and market-based resources need to be integrated with them to realize and sustain the project. The challenge is thus to integrate these resources in a constructive fashion. These two main lessons about the significance of commoning contributions in adaptive reuse projects of cultural heritage can be drawn, particularly in relation to market- and state-funding sources:

(1) Community-based resourcing fosters communication around social needs and the ways to address them through the use of the asset/site.

(2) Collective decisions about social needs determine the extent to which market or state-based resources can be included in the project. This requires developing collective guidelines and a monitoring process to review the inclusion of market or state-based resources. Criteria that should be taken into account are:

a. Public resources or grants from private organizations can be important to start up the initiative and carry heavy costs at the beginning of the project. A long-term agreement for the use of these resources can be useful criteria to avoid becoming instrumentalized or to develop an unwanted dependency.

b. Market-based resources can complement self-organization, internal solidarity, self-help, to the extent that they facilitate job creation or small-business opportunities and are not used for profit extraction.

c. A crucial element to ensure that the project stays true to its orientation to social needs is its democratic structure and an openness towards and proactive recruitment of neighbours to become involved and to participate in decision-making processes.

Box 10. Inspirational case: LaFábrica detodalavida

LaFábrica detodalavida in Los Santos des Maimona, Spain is an intriguing case that largely builds on the contributions from its members and supporters that are not market or state-based. According to D2.2, it was founded on the basis of three core values: “1. The promotion of free culture; 2. The encouragement of culture created in the countryside such as in villages or towns; 3. The contribution to the commons.” With this focus on collective values and collaboration around cultural needs, *LaFábrica* shows several elements of the commons, and particularly urban commons, recognizing a diversity of identities and interests (Kip et al 2015).

The project is situated in a rural area close to the town of Los Santos de Maimona in which roughly 8,000 people live today. *LaFábrica* refers to the former cement factory “Asland” that was completed in 1955 as a result of a national economic development plan (Bajadoz Plan) for this rural region and brought about significant growth and some economic stability to the inhabitants. With the end of the Bajadoz Plan in 1972 and the subsequent closing of the factory in 1973, however, the area experienced economic decline and six thousand people left the region in the following years.

The factory was abandoned, and the company shirked the duty to dismantle or clean up the site. The property was transferred to the municipality of Los Santos de Maimona that didn’t have the resources to use this site productively. Except for one business that installed and made use of a cement mixer in the 1980s, the site was left to decay for almost forty years.

The civic initiative for an adaptive reuse of *LaFábrica* began in 2009 with a small collective of people with an interest to create something new with the heritage. The original intention was to restore the space with a focus on art and social and leisure activities. It was to become an incubator for a network of creators and collaborators across the territory. In this fashion, the history of industrial failure that the abandoned factory has come to symbolize, was to be rewritten and opened up into a site of community engagement, at the same time while protecting the heritage and making it accessible.

In 2013, the Town Council of Los Santos de Maimona gave a portion of the public property of the former factory for use by association *LaFábrica detodalavida*. The agreement stipulated also that the association could make use of the publicly

owned resources on the site. Moreover, the town council committed to cover the costs of water, sanitation and electricity services, provide the support of municipal brick layers, electricians, and pumpers, disposal containers and regular garbage collection services. In exchange, the association was to renovate the spaces and to program and manage the site in the public interest and to promote local tourism, culture and economy. Ultimately, the shared motivation between the association and the municipality is to open up and create an attractive space of possibility that sets new incentives for economic and social development and counteracts the ongoing shrinkage of the town, particularly the emigration of the younger generation to larger metropolises. In this respect, contributing to the social cohesion within the town, the project addresses the OpenHeritage normative criteria of fostering social sustainability. The association *LaFábrica* needs to account for its activities every year in the town council. The first contract between the municipality and the association was valid for two years, and has been extended by periods of four years since December 31, 2015. Today, the project is made up of several individuals and organizations that operate under the roof the association thus highlighting the adaptive reuse project's ability to *promote exchange with other not-for-profit and non-governmental organizations* (OH normative criteria). Although the relationship between the association and the municipality is fraught today, the original agreement can be considered in a positive light following the OH normative criteria of *creating spaces for experimentation*.

The renovation and reuse process of *LaFábrica* is characterized by substantial amounts of self-building based on a Do-It-Yourself ethic by the project collective and its supporters. In this process, materials on the site were recycled, thus producing very little costs in financial terms – but also few additional environmental costs. This self-reliance is inspirational and embodies the OH normative criteria of *relying on alternative (funding) sources*. The municipality offers very little in terms of financial support. Financial support is coming from the Fundación Maimona, and other sources, including P2P loans, ethical banking, microloans, national and European funds, including the INTERREG program. Notably, the project also engaged in a crowdfunding campaign, particularly in the early stages in 2013, in order to help restore the “technical office”. The campaign aimed to raise a minimum of 4,500 Euros and exceeded this goal bringing in more than 6,000 Euros from 92 contributors, 2,300 Euros of which were co-financed by the Regional Government of Extremadura.

The alternative funding resources that this research question focuses on can be referred to as commons-related resources. Commons-related resources differentiate themselves from state or market resources by their orientation towards their use value and the satisfaction of collective needs rather than their orientation to exchange value or political calculations. In contrast to the common-pool resources in Elinor Ostrom's terminology that are refer to the resource that is shared by a collective or a more general stakeholder group, the commons-related resources are the contributions that individuals or groups make to produce,

maintain, care for and manage the commons. In many community-based projects, particularly when it comes to adaptive reuse, these contributions need to be coordinated within the common collective in order for them to have an impact on the attainment of the goals and the sustainability of the collective endeavour. Understanding such production or care as a complex process that requires different kinds of inputs and activities, the commons-related resources assume different forms.

- a. participation and volunteering
- b. sweat equity
- c. crowdsourcing (knowledge, expertise etc.)
- d. in-kind contributions
- e. crowdfunding
- f. low-/no interest loans
- g. re-distribution of costs and revenues on the basis of need and social benefit

(1) Community-based resourcing needs to foster communication around social needs and the ways to address them through use of the asset/site.

In contrast to relying on funding or resources from market and state sources, drawing on resources from within the project community and its supporters centres the question what social needs the resources for adaptive reuse should address and how.

Addressing such needs and values in a direct way are usually the key motivations for individuals to contribute their resources to the project. To keep this motivational energy going and ensure long-term commitment of these contributors, the challenge for the project is to demonstrate the link between the contribution and the ways in which they care for the needs and values. This would be different in the case of market-based resources, long-term sustainability of the project revolves primarily around the exchange values: That the revenues generated through the activities cover the costs. Similarly, the outlook would be different in the case of resources from the state, the problem in view of sustainability is first the issue of dependency on the political administration and the need to adjust the project according to a broader agenda. Secondly, the reliability of the connection to the public administration on the backdrop of political changes in government. Thus, to the extent that the project can avoid the dependency on market and state resources and counts on own resources, the project is more independent to shape the adaptive heritage reuse according to their own requirements. This strategy to draw on resources from supporters on the basis of solidarity with the project can also be found in several other OpenHeritage case studies, such as CHL Sunderland's "Buy a brick" campaign to contribute to the renovation (with matching funds from England's Architectural Heritage Fund). For each pound, one brick was paid.

At *LaFábrika* the low degree of financial and in-kind support from municipal administration was turned into a virtue for the project by developing a DIY ethic and maintaining the independence in view of organizing the collective in a horizontal way. Moreover, this independence allowing for an experimental mode of internal governance called "disorganized society" that refers to the flexibility

and novel ways of constant re-organization among in the initiatives, as long as key agreements and democratic procedures are upheld.

Without any prior overdetermination by market or state-political interests projected onto the Asland factory, the asset could become a site of social possibilities. The question of what to do with the old, decaying and abandoned factory, has opened communication on two levels, with the municipality and the inhabitants of the town. Members of the *LaFábrika* collective, counting about 20-25 regular members, have begun to communicate about their needs they would like to address in the heritage area, identifying the promotion of DIY approaches (drawing on the materials available on the site, as well as the site itself), alternative forms of collaboration and sharing space through commons as well as the programming of social and cultural events. These points were also part of the agreement of use with the municipality. Most crucially, an important social need that the *LaFábrika* was to address, is to provide an attractive space for experience and experimentation to the young generation that in large parts has been leaving the area to live in metropolises in Spain or elsewhere. For the municipality to remain a lively place to live, to offer services, develop economically, keeping the younger workforce in this rural region has become a key challenge – and *LaFábrika* has become a part of the response.

The abandoned site of the factory has also been an opportunity to engage the population of the town Los Santos de Maimona in view of their ideas and perspectives on the site. The heritage of the site thus came into focus. Members of the collective have identified the need to rewrite the history of the site, keeping the layer of the industrial failure while also adding a new perspective on opportunities of alternative forms of collective production.

The history of the initiative of *LaFábrika*, however, also shows that communication is a challenging process riven with conflicts with the municipality that has shown little interest to engage or support the ideas of the project initiatives. The OC report also indicates conflicts or lack of understanding for the project among inhabitants that are difficult to engage.

It could be speculated that part of the difficulty to communicate with inhabitants of the town results from the tarnished image of the abandoned factory site as a failure and symbol of decay in the collective memory of the town. Moreover, the initiators of the project, who for the most part have brought subcultural ideas and concepts from their experiences of living in big cities, are likely to have faced scepticism or disbelief with their ideas of DIY ethic and commoning in a more traditionally minded rural population.

Scugnizzo Liberato shows interesting similarities to *LaFábrika* in the sense that an abandoned and decaying site was occupied and renovated by a more subculturally defined and younger group of initiators who were also driven by ideas of alternative forms of collaboration, the embracement of diversity and equity and the creation of more autonomous zones that stands in stark contrast to dominant functions of urban capitalist and patriarchal spaces. Building on such ideals, reaching out to the local population can be challenging, since a common political and normative outlook cannot be broadly assumed. Starting from the assumption that people are

often largely fully occupied with their everyday routines, the question is what kind of motivation should local population to become engaged in a project whose success or benefits cannot be taken for granted from the beginning. In the case of *Scugnizzo Liberato*, the project was able to build on a larger urban network of similar initiatives and draw on the eventual support from the municipality.

An important milestone was achieved when *LaFábrika*, *Scugnizzo Liberato*, but also for various projects that promote the idea of the commons, such as *Cascina Roccafranca*, *Largo Residencias*, *Sargfabrik*, *Hof Prädikow*, established places of encounter and cultural events in which neighbours could become acquainted with the project at a low threshold and experience first-hand the potential of the site and engage with other people in a non-committal fashion. It is through such gradual approach, getting to know the project and its protagonists and first-hand proofs of the commitment of the project, that good relations with the neighbours can be fostered as they develop a stake in the site and the chances for false preconceptions (on both sides) are diminished.

In the case of *Hof Prädikow*, it was the prospect of establishing a community centre on the premises of the site that mobilized several people in the village to become involved in different ways: fundraising through coffee and cake sales, offering volunteer labour in the renovation, lending heavy tools for the refurbishment etc. This need for a community centre has been identified early on in conversation with village inhabitants who have seen such social and cultural places of encounter disappear over the past thirty or so years. With around 80 people from the village taking part in the project of the village barn, a substantial part of the roughly 200 people counting village population has been mobilized in support. While the project of the centre has already fostered communication between project members and village inhabitants, the centre itself, once established, promises further opportunities for engagement and conversation around collective needs.

Similar offers have been established by *Scugnizzo Liberato* through theatre spaces, halls for festivities, rooms for meetings. *LaFábrika* also invites town inhabitants to its cultural activities from movie screenings to concerts and offers groups to make use of its spaces to meet and use the site for their entrepreneurial, social or other innovative experiments. Such spaces set incentives for people to approach the space, thus lower the threshold for exploring the space and open opportunities for “casual” encounters to find ways for deeper engagements with the project.

(2) Collective decisions about social needs determine the extent to which market or state-based resources can be included in the project. This requires developing collective guidelines and a monitoring process to review the inclusion of market or state-based resources.

For any commons-related project of adaptive heritage reuse in today’s European societies, it is impossible to achieve independence from market and state-related resources. Rather than denying the project’s dependence on them, it is important to find a constructive engagement with market and state dynamics and establish a plan, guidelines or criteria for this relationship. Such collective guidelines and a monitoring processes require a close attention to the details of the concrete

relationships that exist with market and state-related resources.

And they require close attention to the dynamics that are produced as a result, the forms of social inclusion and exclusion that they foster, sometimes gradually and sometimes in disguise. There is, however, a set of insights that can be considered:

a) Public resources or grants from private organizations can be important to start up the initiative and carry heavy costs at the beginning of the project. A long-term agreement for the use of these resources can be useful criteria to avoid becoming instrumentalized or to develop an unwanted dependency.

As in the case of *LaFábrika*, *Scugnizzo Liberato*, *Cascina Roccafranca*, *Stara Trznica*, public resources are made available for free for community-based adaptive heritage reuse projects in order to help them getting started. In fact, without this kind of support, the projects would not have become feasible. At the same time, however, the public administration has also granted the access to the resources for different kinds of motivations and under different regulations. As indicated in the discussion of the Regulation of the Urban Commons, the *Convento del Cappuccinelle* in Naples was given to the community on the basis of a city-wide regulation and a popular mobilization that put certain pressure on the administration to legalize the de-facto occupation of the site that had already taken place. This regulation of the Urban Commons that is also in place at *Cascina Roccafranca*, provides a certain stability for the project as the recognition of the Urban Commons is not under the premise of a limited timeframe. A certain insecurity relates to the question of a changing political climate in the city and the question whether a new city administration would seek to undo these local regulations.

More problematic, however, are the limited time-contracts between public administration and adaptive reuse projects in the case of *LaFábrika* and *Stara Trznica* for a period of 5 years. The public administration has granted the initiative access and rights to use the asset and available materials on the site, however, also expects free rehabilitation or renovation of the site or the provision of services. While this may amount to a win-win proposition of a public-civic or public-commons partnership, the limited timeframe can result in the initiative ending up with no material resources and prospects when the contract ends. With such outlook in mind, any larger investments will be difficult to plan for the civic adaptive reuse initiatives.

A similar challenge comes into view also in the case of private support and grants to access and make use of a site, as in the case of *Jam Factory*, *Largo Residencias* or *CHL Pomaz*. In the case of *Jam Factory* and *CHL Pomaz*, the civic character of the adaptive heritage reuse project is dependent on the goodwill of the owner. In the case of *Largo Residencias*, limited time contracts were made, but once the owner saw the opportunity of reaping financial benefits from gentrifying dynamics in the neighbourhood, he cancelled the collaboration with the initiative that contributed to the revitalization of the area.

While limited time contracts are comprehensible from the perspective of the public administration or the private owner who may not be certain about the long-term

reliability of their civic partner, compliance with objectives and purposes that have been previously defined by both public and civic partners could also be ensured through such constructions as the heritable building lease or the community land trust model. Both models define goals or processes for compliance and also set the prospect of long-term commitments.

b) Market-based resources can complement self-organization, internal solidarity, self-help, to the extent that they facilitate job creation or small-business opportunities and are not used for profit extraction. Small business opportunities or jobs in the context of the adaptive reuse project can allow for the reproduction of individuals and thereby create the condition of possibility for the heritage community to sustain itself. Following Massimo de Angelis (2017), a key problem of commodification enters a commons-based initiative to the extent that the interests go beyond reproduction and profit interests or competition enters the picture. Since the market is dynamic, the dependency on and the consequences of becoming involved in market relations require vigilance. At *ExRotaprint* a legal construction of a charitable company with limited liability is used to prevent the pursuit of profit from entering the project. Such a “gemeinnützige GmbH (gGmbH)” in German law combines the benefits of non-profit organisations and for-profit companies and enable organisations to conduct economic activities while pursuing charitable goals. Benefitting the common good, many hospitals, kindergartens and museums are managed as charitable companies. In gGmbHs, profits cannot be distributed among shareholders but must be redirected towards the company objective. Salaries are connected to work performance. gGmbHs are exempted from certain taxes when complying with charitable law.

c) A crucial element to ensure that the project stays true to its orientation to social needs is its democratic structure and an openness towards and proactive recruitment of neighbours to become involved and to participate in decision-making processes.

To avoid an internal elite to run the project and to prevent it from abusing its power, various community-oriented projects have developed governance models that raise awareness to such dynamics and thus seek to break insider/outsider dynamics. Open deliberation in which participants can be free from fear and no status or other requirements are made to participate in the discussion, are an important prerequisite to critically reflect on what priority social needs have been identified by the project and to what extent the project addresses them in an efficient way. Among the Observatory Cases, *LaFábrika* has adopted a model called “disorganized society” that consistently opens the discussion around goals and developing new goals, prompting new forms of re-organization and creating new ways of members to relate to one another. While working groups focus on specific tasks, their operation is accountable to the regular assemblies to discuss their operation. Weekly assemblies are also run in the project *Scugnizzo Liberato* – however, regular meetings also carry the danger of excluding those groups who because of salaried or care work cannot afford to spend this much time in meetings and collective deliberation.

In the case of the *London CLT*, the CLT board is open to participation and membership to any resident of a geographically defined community. While by itself, this doesn't prevent an informal insider elite from developing, at least it formally acknowledges reminds of the goal of remaining open and accountable to an entire neighbourhood.

3.2.3 Legal ownership

Question for evaluation: How do different kinds of legal ownership influence the sustainable development and socio-economic benefits of an adaptive reuse project?

The broad concept of heritage ownership is a complex relation between individual, collective and institutional claims and ascription. In this analysis we focus only on one dimension of this triangle, which is the legal ownership. Legal ownership is based on institutionalisation and it means the state or fact of exclusive rights and control over property, which may be any asset, including an object, land or real estate (the analysis of intellectual property is not subject of this report). Regarding the cultural heritage re-use projects, one more important distinction has to be highlighted, namely between the legal owner and the beneficial owner. A legal owner is essentially the 'official' or 'formal' owner of a property whereas a beneficial owner is the person with the right to enjoy or benefit from the property – this can include the right to occupy or enjoy any income from the property. A person/legal entity/institution can be both a legal and beneficial owner, but as we will see, this is rare in the case of adaptive re-use projects. The relationship between the legal owner and the beneficial owner (the rights and responsibilities of different parties) is usually regulated by various formal or informal means in the governance arrangements of the projects. The management of the assets can be performed either by the legal owner, or by the beneficial owner, or by a third party (see Table 5).

In this section, we analyse the different forms of legal ownership that exist in the Observatory cases and CHLs. As we will see, the sustainability and socio-economic benefits of an adaptive re-use project are influenced rather by the specific relationships and agreements between the legal owner and the beneficial owner – reflected in the management and the governance arrangements - than by the owner of the property (building/land/site) in itself. The latter, however, is of paramount importance because it is ultimately up to the legal owners to decide in what form they want to manage and operate the project.

The issue of ownership is, of course, of outstanding importance when we talk about preserving cultural heritage values or involving the community in this process. However, we would like to highlight that in this chapter we specifically focus on how the issue of ownership affects the financial sustainability of adaptive cultural heritage re-use projects.

Public ownership

Heritage assets (in the broadest sense of the term) are traditionally state or municipal property, so public ownership of cultural heritage assets is a phenomenon that doesn't need too much further explanation. However, most governments face significant challenges in their efforts to conserve and manage their cultural heritage assets on their own, and few have the necessary resources (money and skills) required to fully achieve their conservation goals. Therefore, the private and third-sectors are increasingly involved not only to initiate and carry out conservation but also to sustain the places. A great example for this phenomenon is *Stara Trznica in Bratislava*. Before the Old Market Hall Alliance (an NGO established in order to elaborate a special programme for the building) took over the Municipality's efforts to revive the building attempts failed several times. It was the new governance arrangement and the rent-to-investment scheme introduced that made it possible to develop a business model which mobilized adequate resources to guarantee the long-term financial sustainability of the project.

In the case of the two Italian and the Spanish project it was also the collaboration with the civic partners that created the framework for revenue integration. In all three cases the institutionalization of the role of the community can be observed through which local involvement was largely stimulated.

Potocki Palace and the *Citadel* however are managed by the City Halls. This structure not just limits the possibilities of community involvement, but also has a significant effect on the available resources needed for long-term financial sustainability. Public sources are by far not enough for the investment and operation needs. *Marineterrein*, on the other hand is an excellent example of how a publicly owned site can be successfully managed even if there is a public governance. The key in this case is the creation of a special organization which took over the daily management duties. This organization helps the continuity of the project, reduces bureaucracy and facilitates a hands-on approach to the transformation of the area in line with the local needs.

Private ownership

While much cultural property (movable and immovable) is still owned by governmental bodies, a considerable amount is owned by private individuals. The move towards the privatisation of the cultural heritage assets was particularly present after the change of regime in central and eastern Europe where it was considered as a tool in order to decrease the financial burden of government. Privatisation always carries the risk of less resistance to commercial interests, and ignoring social and cultural values (see the case of *Jewish district* in Budapest)

Private ownership can be very fruitful in mobilizing resources and creating socio-economic benefits when it's combined with civic initiations (the *Fargfabriken* case is an excellent example for that). However, sometimes the commercial interests of the owners become so strong that the civic partners – if they want to continue their activities for the benefit of the community – just cannot maintain the further

collaboration with the private owner (see *Box 9. Inspirational case: Largo Residencias*).

A special case is the Jam Factory in Ukraine, which is not just privately owned, but also privately managed. It's a project with a very small professional management team, with the private owner having the last word in everything. As the owner is not a profit-oriented person (only wants to cover the maintenance costs) and has a respectable cultural mission, this is a good model for the moment. However, a project based so largely on one single person can easily have disadvantages/risks in the long-term sustainability.

Institutional ownership

An alternative to ownership by private persons is institutional ownership. Different types of trusts, associations, foundations, and other non-governmental organizations fall under this category. The form of institutional ownerships varies across countries due to the different policies and regulations. Their common feature is that an institutionalized community is undertaking both the ownership and management roles. In three of the 16 observatory cases analysed in detail, we encounter this form. All three of them are real-estate projects with a mix of heritage-cultural-social components. The common feature of the three cases is that the communities exercising ownership rights chose institutional forms that allow economic activities but exclude profit extraction from the organization and also move out these properties from the speculation market.

Sargfabrik (Vienna) was the initiation of a group of friends coming from different scenes of the civil society in the 1980's. They wanted to create living conditions based on collective ownership, mutual responsibility, shared economies, social and cultural initiatives. The best institutional form to achieve their goals was to create an association. The association members live in the flats and their rights and obligations are detailed in an internal contract, like in a cooperative. In the case of moving out, members return the flat to the Association. The project has a professional management team consisting of 16 people (two of them are Association members). As *Sargfabrik* is not just a residential building, but a professional NGO, they also have incomes and expenditures related to the services they provide. This ownership model and governance structure not just allowed a participatory planning process and served as a guarantee for keeping the original mission of the community alive, but also made it possible to raise the appropriate mix of resources to purchase, renovate and operate the site.

ExRotaprint (Berlin) is a non-profit real estate development project based on cooperative ownership. Their mission had a strong heritage component as the association created by the former tenants of the building recognized the qualities and values of the site. They wanted to offer affordable rents to small businesses, artists and social projects. The owner of building is a so-called gemeinnützige GmbH (gGmbH) – which is a charitable company with limited liability under German law. The purpose of charitable companies is to benefit the common good. *ExRotaprint's* founders chose the gGmbH format to allow economic activities but exclude profit extraction from the organisation. The owner of the land however is a different body, a foundation that helps community groups and co-housing project

access financing and move properties out of the speculation market. Similarly, as in the case of Sargfabrik, this ownership and governance model allowed the integration of a variety of resources while keeping the original mission of the project.

London CLT (London) provides affordable housing on a heritage site considered as “asset of community value”. It’s a public-private-civic initiative involving several stakeholders in the ownership and development. Unlike in Germany, in the UK it is impossible to separate the ownership of the land from that of the buildings. *London CLT* is atypical in the sense that land is not community owned by CLT residents, however the freehold is held by a charity whose trustees are a number of local stakeholders. *London CLT* has a 250-year lease on the property, which is a guarantee for protecting it from speculation. CLT owns the head lease for these properties and it can sell and underlease to the residents. The CLT sells properties at prices that are linked to the medium income rate of the borough. When a resident wants to move on, they have to sell their property back to *London CLT* at a rate that is linked to medium wages in the borough. With the contribution of *London CLT* and the back-to-back payment scheme applied, it was possible to supplement the residents’ own contribution and manage the cash-flow problems during the construction phase. Moreover, on the long run, the CLT can control the use and price of these properties.

- **If the adaptive re-use project is well managed and provides an appropriate framework for cooperation with the civic sector, the public and private ownership of cultural heritage assets can have very positive results in terms of fundraising and sustainability.**
- **However, if the involvement of the third sector is not supported by any means, the range of available resources will be limited and there will be significant risk to long-term sustainability and/or socio-economic benefits.**
- **In the case of institutional ownership, the management-governance-ownership roles cannot be so clearly separated. The cases show that institutionalized communities (as owners) can mobilize a desirable mix of resources for financial sustainability and use these sources for the benefit of the community.**

Table 5. Ownership-governance-management models in OCs

	Ownership of land/building/site	Governance	Managing organization
Cascina Roccafranca (IT)	Public	Public-civic arrangement	Foundation
The Scugnizzo Liberato (IT)	Public	Public-private-people collaboration	"Informally managed" (co-governance defined as "Declaration of Civic and Collective Urban Uses)
Sargfabrik (AT)	Institutional (collective ownership)	Civic initiative, professional NGO	Professional NGO
Fargfabriken (SWE)	Private	Private-civic collaboration	Foundation
Largo Residencias (PT)	Private	Civic initiative, cooperative	Cooperative
Jewish District (HU)	Private	A set of individual private initiatives without local policy support	Private entities
LaFábrica (ESP)	Public	Public-civic cooperation The civic partner is organized horizontally, based on micro-agreements	The collective LaFábrica, based on micro-agreements with several groups/individuals
Halele Carol (RO)	Private	Private initiative	Association
Stara Trznica (SK)	Public	Public-civic initiative the civil partner is an association, functioning as a social enterprise	Social enterprise
Potocki Palace (PL)	Public	Public initiative	City Hall
ExRotaprint (GE)	Institutional (charitable company with limited liability for the building) + Institutional (foundation for the land)	Civic-civic arrangement between the non-profit company and the foundation	professional management of the non-profit company
London CLT (GB)	Institutional (community land trust having a 250 years lease on the property)	Public-private-civic collaboration	Community Land Trust in cooperation with Citizens UK
Jam Factory (UKR)	Private	Private initiative	Professional project management team

	Ownership of land/building/site	Governance	Managing organization
The Grünmetropole	Public	public initiative	International cooperation of public authorities
Marineterrein (NL)	Public	public initiative with innovative elements	joint project organization
Citadel (RO)	Public	public initiative without innovative elements (just plans at the moment)	City Hall

The Case of Largo Residencia in Lisbon illustrates how a fruitful cooperation between a private owner and a civic initiation can be endangered when the owner's commercial interests change over time. A solution for this problem is finding an alternative venue, preferably in public ownership. The project is supported by the local government in this endeavour.

Box 9. Inspirational case: Largo Residências

Largo Residências is located in a 4-floor building built in the late 19th century, at Largo Intendente, the central square of the Intendente neighbourhood. Originally it was a ceramic factory, later used as a pension and brothel: it hosted an illegal sex workers business on the first floor and rented rooms on the upper floors. Because of its illegal operations, the original landlord lost the property in a juridical process. The new owner was also a private person, who began a renovation on the vacant building. In the meantime, the initiation called *Largo Residências* was looking for an adequate place to open an artistic space that could be financially sustainable and thus cover the costs of cultural work and have a positive impact on the community. Their goal was to contribute to the regeneration of this marginalised area in Lisbon. In 2011, they rented the building for 10 years, started the renovation and step by step adapted it to be used for commercial and artistic purposes, creating a hostel, a hotel, an art residency and a café hosting community gatherings. Since then, the area went through a process of massive gentrification, so today, with *Largo Residências* approaching the end of its 10-year contract, there is increasing pressure on the building's tenants from the owners' side to break up the contract. They want to sell the building, probably to become yet another high-end hotel in Central Lisbon.

As for the governance model of the project, it should be rather considered a civic initiative than a private-civic partnership. Although there is a private partner involved, it's not contributing to the project by any financial or non-financial resources and is not involved in the management body either. It's just an external actor driven by business/commercial interests.

The initiators of the project chose the institutional form of a cooperative, that enabled them to run social businesses and they could still support their non-profit activities. The strong civic network of the Cooperative helped them to mobilize and integrate a wide range of resources. Team members took over professional tasks that were new for them and they had to rely on their learning skills and external advice to perform well. During this learning-by-doing process several (originally external) professionals became members of the cooperative and they contributed with their ideas, financial investments and expertise. This is an excellent example for integrating external human resources into an adaptive re-use project. The cooperative of *Largo Residências* raised money from various sources: 50,000 euros were invested by the cooperative members (to be paid back six years later with 4% interest) and 50,000 euros came from a municipal funding. The remaining 100,000 euros were already produced by Largo's economic activities. As an important help to the organisation's cash flow, the construction contractor accepted to defer his payment of 50,000 euros until

after the hostel's opening. This arrangement functioned as an informal loan and allowed Largo to finish the renovation quickly. In addition, architects of Ateliermob offered their services for free, in exchange for rooms to host the office's interns.

Largo's main expense is the commercial rent paid to the building's owner. While the rent was originally defined 8000 euros a month, it has been lowered to 6000 euros after a long negotiation, due to the significant structural problems encountered in the building and the renovations needed to be undertaken. The relationship with the building's owner has been worsening in the past years. Preparing to put the building for sale, the owner has repeatedly threatened the cooperative with eviction in case of delays with the rent payment, despite various verbal and formal agreements. Aware of Largo's achievements and positive impact in the neighbourhood, at a certain point of the conflict, the municipality came in as a third party to negotiate between Largo and the property owner and to ease the situation. Disposing of a pre-emption right, the municipality has considered buying the building, but the property owner has changed strategy and is now selling the company that owns the building, in order to come around the municipality's pre-emption right and reduce taxes.

With the rental contract expiring in 2021, *Largo Residências* is in the process of finding a new space in the neighbourhood, preferably a building in public ownership. On this future venue the Largo members plan to implement a similar project but also work on developing a cooperative housing project that would help overcome the housing gap in the neighbourhood.

4 Conclusions

The current report examined the process of resource integration and the main factors influencing it in the field of adaptive reuse. Focusing on bottom-up driven projects the analysis concentrated on the key regulatory, financial and social enabling factors, seeking to understand how bottom-up driven adaptive reuse projects can thrive and sustain over a longer period of time. Resource integration was defined as a process of co-creation in which civic, public and private actors collaborate for the mobilization, management and organization of various types of financial and non-financial resources.

The process of resource integration typically follows a set of well-defined steps. It starts with mapping the stakeholders and continues with establishing cooperation among them. This is followed by the accumulation of resources according to the previously established framework. The business plan is the manifestation of how these resources are integrated to support the long-term sustainability of the project. The last step is the realisation and ongoing management of the project, the actual use of resources for the benefit of the community. The success of this process is dependent on a series of internal and external factors.

To analyse this process of resource integration the report asked two general research questions:

1. How community-led adaptive reuse projects successfully rely on external factors to integrate resources?
2. How community-led adaptive reuse projects successfully rely on internal factors to integrate resources?

These general research questions were then broken up into a series of sub-questions, focusing for the external factors on (1) the regulatory frameworks on national and local level; (2) the national heritage policies and (3) the external funding possibilities. For the analysis of the internal factors the (1) governance arrangements, (2) the type of innovative (internal) funding sources, and (3) the different legal ownership arrangements were examined. A set of inspirational cases were selected to help to answer these questions, whereby the findings were further elaborated with the help of additional examples. These latter were primarily selected from the Observatory Cases and Cooperative Heritage Labs of OpenHeritage, with a few additional examples from outside.

The evaluation has shown that national regulations play a crucial role in helping bottom up initiatives in successful resource integration, and initiatives in supportive national environments have a much higher chance of success. Given the scope of intervention possibilities, national level regulations can be instrumental in prioritizing the use of assets by civic actors. Another crucial regulatory support is the provision of an institutional framework allowing local communities to increase their democratic control. This can be further supported by national heritage protection regulations, that – if adequately flexible - can open

space for community-led initiatives. However, for the latter to be effective in promoting adaptive reuse a well-funded administration for enforcement, adequate capacity to integrate expertise and matchmaking, and finally appropriate flexibility are crucial. (To what extent the conservation authorities are in national or in local hands, varies from country to country.)

Providing national (and international) funding opportunities is also essential, as one of the key factors influencing the success of an adaptive re-use project is the range of available external resources. Although the desirable funding mix should be a combination of external and internal revenues, bottom-up initiatives almost always need public financing to some extent, and national funding creates a reliable framework for this.

There are a wide range of financial instruments and regulations that can further help resource integration. Tools like tax exemptions, or exemptions from public procurement processes can help the civic sector in competing with the economically and often politically much more powerful real estate developers. Additionally, establishing clear frameworks for investments and creating the right balance of checks and balances is an essential contribution of public authorities to help the successful involvement of all stakeholders. However, these instruments are hard to delegate to one particular level: they are dispersed among national, regional or local levels, depending on the regulatory/governance framework of a given country.

Specifically, on a local level, planning regulations and local heritage protection are key in providing a stable framework of operation for adaptive reuse projects. Nonetheless, the analysis found that a key characteristic of the local level is its capacity for a more case-based and flexible approach with regard to bottom up initiatives: local level authorities can contribute substantially by exercising their discretionary power, often combining formal and informal tools to include civic initiatives in the decision making process and shape local development plans according to civic needs in a bid to create an environment of co-creation. These activities allow the local level to become a necessary counterbalance to the national one, which is especially important in strongly centralised countries. However, the use of informal tools and mechanisms need to be carried out in a transparent way in order to enable long-term planning and sustainability.

These processes all contribute to the creation of an institutional democratic control over adaptive reuse initiatives, supporting resource integration by providing stability and opening up opportunities. There are several cases showing that the democratic involvement of the neighbourhood in the adaptive reuse project can inspire people to take responsibility and commit their volunteer labour or other resources to realize the shared visions. A very specific case in point is the model of the commons, where collective decisions over a larger territory can institutionalise direct decision making, allowing residents to determine the future development paths of their habitat including the mix of resources used.

Importantly, regulating the real estate development is a crucial aspect that pertains to the local level. Long-term leasehold agreements with a specified purpose and limitations set for asset development can serve as effective regulatory

tools to ensure the long-term predictability of the investments by bottom-up initiatives, creating a clear division of rights and responsibilities and preventing real estate speculation. Furthermore, strategies of urban development, as well as larger regeneration projects can be turned into key tools to manage the local real estate market and support adaptive heritage reuse projects of bottom-up initiatives.

Regarding the governance system of bottom up initiatives it was observed that democratic governance arrangements facilitate different stakeholders to recognize the value of the project and to support it, increasing the project's capacity to collect resources. Co-governance models can support the creation of democratic processes and tools that support the community to overcome economic and social barriers. And these co-governance arrangements, if they are inclusive, can inspire other actors of the neighbourhood to participate in the activities, and contribute to the development.

It is in relation to this process that strong civic networks can mobilize and integrate significant non-public external resources. At the same time the cases examined show that there is a back-and forth process between available resources, governance models and community involvement. The process of resource integration is highly dependent on the existing governance models. We can find very innovative governance models (and innovative financial mechanisms) even in the case of some very "traditional" public initiatives. At the same time, the available resources and the way of integrating them also have an influence on the governance model implemented.

Adaptive heritage reuse projects can usually draw on internal funding resources, coming from within the project community and its supporters. This is important, as to the extent that a project can avoid the dependency on market and public resources it remains more independent to shape the process of adaptive heritage reuse according to its own needs. Collective decisions determine the extent to which these resources can be included in the project, which requires developing collective guidelines and a monitoring process for review. Additionally, community-based resourcing needs to rely on the communication about social needs and the ways to address them with the help of the project asset/site. Addressing such needs and values in a direct way are usually key motivational factors for individuals to contribute their resources to the project. To keep this motivational energy going and ensure long-term commitment, the challenge for the project is to demonstrate the link between the contribution and the ways in which they care for the needs and values is executed.

Nevertheless, public resources or grants from private organizations can be important to start any project and carry the up-front costs at the beginning. Market-based resources can also complement self-organization, internal solidarity, self-help, to the extent that they facilitate job creation or small-business opportunities and are not used for profit extraction.

Finally, regarding the ownership of cultural heritage assets, it can be concluded that much depends on the extent to which third sector, civic initiatives are involved. If the adaptive reuse project is well managed and creates an appropriate

framework of cooperation with the civic sector, then both public and private ownership can function very well. However, if the involvement of the third sector is not supported by any means, there could be significant risk to long-term sustainability and/or socio-economic benefits to the local community.

5 References

- Adamczyk, Sabrina, Angelika C. Bullinger and Kathrin M. Moeslein. 2012. "Innovation Contests: A Review, Classification and Outlook." *Creativity and Innovation Management* 21: 335-360.
- Affleck, Arthur and Mary Mellor. 2006. "Community Development Finance: A Neo-Market Solution to Social Exclusion?" *Journal of Social Policy* 35(2): 303-319.
- Argandoña, Antonio. 1998. "The Stakeholder Theory and the Common Good." *Journal of Business Ethics* 17(9): 1093-1102.
- Barile, Sergio, and Marialuisa Saviano. 2014. "Resource Integration and Value Co-creation in Cultural Heritage Management." In *Management of Cultural Products: E-Relationship Marketing and Accessibility Perspectives*, Lucia Aiello, 58-82. N.p.: IGI Global.
- Bonfantini, G. Bernardo. 2012. "Planning the Historic Centres in Italy: For a Critical Outline." *The Journal of Urbanism* 25, no. 2: 1–19.
- Bonfantini, G. Bertrando. 2015. "Historic Urbanscapes for Tomorrow, Two Italian Cases: Genoa and Bologna." *European Spatial Research and Policy* 22, no. 2: 57–71.
- Bramwell, Allison. 2008. "Universities and Regional Economic Development: The Entrepreneurial University of Waterloo." *Research Policy* 37(8): 1175-1187.
- Carayannis, Elias, and David Campbell. 2009. "Triple Helix, Quadruple Helix and Quintuple Helix and How Do Knowledge, Innovation and the Environment Relate To Each Other?" *International Journal of Social Ecology and Sustainable Development*, 1(1):41-69.
- Carayannis, Elias, Thorsten D. Barth, and David F. J. Campbell. 2012. "The Quintuple Helix Innovation Model: Global Warming as a Challenge and Driver for Innovation". *Journal of Innovation and Entrepreneurship* 1(2): <https://doi.org/10.1186/2192-5372-1-2>
- Carmona, Matthew. 2017. "The formal and informal tools of design governance. " *Journal of Urban Design* 22(2): 1–36.
- Cinà, Giuseppe, Merve Demiröz, and Qi Mu. 2019. "Participation and Conflict Between Local Community and Institutions in Conservation Processes: The Case of Novara Old Town." *Journal of Cultural Heritage Management and Sustainable Development* 9, no. 2: 134–148.
- Chitty, Gill, and Claire Smith. 2019. "Principles into Policy: Assessing the Impact of Conservation and Principles in Local Planning Policy". *The Historic Environment: Policy and Practice* 10, nos. 3–4: 282–299.

COE. 2005. Explanatory Report to the Council of Europe Framework Convention on the Value of Cultural Heritage for Society. Faro, 27 October 2005. Council of Europe Treaty Series, no. 199. Accessible at: <https://www.coe.int/en/web/culture-and-heritage/faro-convention>

Cwik, Aleksandra, Volodymyr Kulikov and Dora Merai. 2019. "The Potocki Palace in Radzyń Podlaski: An Observatory Case." OpenHeritage Observatory Case. <https://openheritage.eu/wp-content/uploads/2018/11/Potocki-Palace-Observatory-Case-2019-09-26.pdf>

Davis, John Emmeus, ed. 2010. *The Community Land Trust Reader*. Cambridge, Mass.: Lincoln Institute of Land Policy.

During, Roel. 2010. *Cultural Heritage Discourses and Europeanisation: Discursive Embedding of Cultural Heritage in Europe of the Regions*. Doctoral Thesis, Wageningen University, Wageningen.

ESPON. 2019. "Material Cultural Heritage as a Strategic Territorial Development Resource: Mapping Impacts Through a Set of Common European Socio-economic Indicators." Target Analysis. Interim Report Version 13/08/2018. ESPON 2019 <https://www.espon.eu/cultural-heritage>

EU. 2018. The European Year of Cultural Heritage 2018. Official webpage, "about" section, available at: https://europa.eu/cultural-heritage/about_en.html

Fava, Federica, Fabrizia Cannella, and Giovanni Caudo. 2019. "The Scugnizzo Liberato." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2018/11/2_OpenHeritage_ScugnizzoLiberato_observatorycase.pdf

Foster, Sheila, and Christian Iaione. 2016. "The City as a Commons". Yale Law and Policy Review. 34(2): 281-349.

Franceys, Richard and Almud Weitz. 2003. "Public-Private Community Partnerships in Infrastructure for the Poor." *Journal of International Development*, 15(8): 1083-1098.

Giagnocavo, Cynthia, Silvia Gerez, and Jacopo Sforzi. 2012. "Cooperative Bank Strategies for Social-Economic Problem Solving: Supporting Social Enterprise and Local Development". *Annals of Public and Cooperative Economics*. 83(3): 281-315.

Greene, Patricia Gene and John Sibley Butler. 1996. "The Minority Community as a Natural Business Incubator." *Journal of Business Research* 36: 51-58.

Harvey, Brian. 1995. "Ethical Banking: The Case of the Co-operative Bank". *Journal of Business Ethics*. 14: 1005-1013.

Haugh, Helen. 2007. "Community-Led Social Venture Creation". *Entrepreneurship Theory and Practice*. 31(2): 161-182.

Heteropolitics. 2018. "'To let a seed become a tree': Urban Commons in Naples; Short Report on the Field Visit by A. Kioupkiolis and interviews 30 November-5

December 2018, with A. Vesco." <http://heteropolitics.net/wp-content/uploads/2019/01/Short-report-on-commons-in-Naples.pdf>

Hillman, Joanne, Stephen Axon and John Morrissey. 2018. "Social enterprise as a Potential Niche Innovation Breakout for Low Carbon Transition". *Energy Policy*. 117: 445-456.

Historic England. 2015. *Conservation Principles Policies and Guidance for the Sustainable Management of the Historic Environment*. <https://historicengland.org.uk/images-books/publications/conservation-principles-sustainable-management-historic-environment/conservationprinciplespoliciesandguidanceapril08web/>

Iaione, Christian and Elena de Nictolis. 2017. "Urban Pooling." *Fordham Urban Law Journal* 44(3): <https://ir.lawnet.fordham.edu/ulj/vol44/iss3/3>.

Iaione, Christian. 2020. *Co-City Journal* no. 5, [https://www.uia-initiative.eu/sites/default/files/2020-08/224846_KURTH_08 - TURIN CO-CITY JOURNAL 5.pdf](https://www.uia-initiative.eu/sites/default/files/2020-08/224846_KURTH_08_-_TURIN_CO-CITY_JOURNAL_5.pdf)

Katz, Bruce and Jeremy Nowak. 2017. *The New Localism: How Cities Can Thrive in the Age of Populism*. Washington D.C.: The Brookings Institution Press.

Kip, Markus. 2015. "Moving Beyond the City. Conceptualizing Urban Commons from a Critical Urban Studies Perspective." In *Urban Commons. Moving Beyond State and Market*, ed. Mary Dellenbaugh, et al., 42-59. Bauwelt Fundamente No. 154. Basel: Birkhäuser.

Kleinaltenkamp, Michael, et al. 2012. "Resource Integration." In *Marketing Theory* 12: <https://journals.sagepub.com/doi/abs/10.1177/1470593111429512>.

van Knippenberg, Karim and Beitske Boonstra. 2019. "The Grünmetropole." OpenHeritage Observatory Case https://openheritage.eu/wp-content/uploads/2018/11/14_OpenHeritage_WP2_UGent_Observatory-Case-report-GM_version-2.pdf

Lusiani, Maria and Luca Zan. 2013. "Planning and Heritage." *Journal of Cultural Heritage Management and Sustainable Development* 3, no. 2: 108–115.

MacDonald, Susan. 2011. "Leveraging Heritage: Public-Private, and Third-Sector Partnerships for the Conservation of the Historic Urban Environment." In: *ICOMOS 17th General Assembly, 2011-11-27 / 2011-12-02, Paris*. <http://openarchive.icomos.org/1303/>

Mandri-Perrott, X. Cledan and David Stiggers. 2013. *Public Private Partnerships in the Water Sector. Innovation and financial sustainability*. London: IWA Publishing.

Marchegiani, Lucia. 2017. "From Mecenatism to Crowdfunding: Engagement and Identification in Cultural-Creative Projects". *Journal of Heritage Tourism*. 13(2): 143-151.

Masella, Nicola. 2017. "Lost and Found: Interview with Nicola Masella." *Urbact: Good Practices*. <https://urbact.eu/lost-found>.

Mazzanti, Massimiliano. 2002. "Cultural Heritage as Multi-Dimensional, Multi-Value and Multi-Attribute Economic Good: Toward a New Framework for Economic Analysis of Valuation." *The Journal of Socio-Economics* 31(5): 529-558.

Mérai, Dóra and Volodymyr Kulikov. 2019. "The Citadel." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2018/11/16_OpenHeritage_Alba-Iulia_observatory-case.pdf

Mérai, Dóra and Volodymyr Kulikov. 2019a. "The Jewish District." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2018/11/6_OpenHeritage_Budapest_observatory-case.pdf

Mérai, Dóra et al. 2020. "Typology of Current Adaptive Heritage Re-Use Policies." OpenHeritage Report, Mapping of Current Heritage Re-Use Policies and Regulations in Europe. <https://openheritage.eu/wp-content/uploads/2020/06/Typology-of-current-adaptive-resue-policies.pdf>

Marana, Patricia, Leire Labaka and Jose Mari Sarriegi. 2018. "A framework for public-private-people partnerships in the city resilience-building process" *Safety Science*. 110: 39-50.

Micciarelli, Giuseppe. 2018. "Introduction to urban and collective civic use: the direct management of urban emerging commons in Naples" *Heteropolitics International Workshop Proceedings*. <http://heteropolitics.net/wp-content/uploads/2018/06/2nd-Version-of-Conference-Proceedings-Heteropolitics-September-2017-1.pdf>

Nevens, Frank, Niki Frantzeskaki, Leen Gorissen and Derk Loorbach. 2013. "Urban Transition Labs: Co-Creating Transformative Action for Sustainable Cities". *Journal of Cleaner Production* 50: 111-122.

Nwankwo, Emeka, Nelson William Philips and Paul Tracey. 2007. "Social Investment through Community Enterprise: The Case of Multinational Corporations Involvement in the Development of Nigerian Water Resources". *Journal of Business Ethics* 73: 91-101.

De Nictolis, Elena et al. 2020. "Report on the comparative analysis of Observatory Cases." OpenHeritage Observatory Case.

Ostrom, Elinor. 2010. "Beyond Markets and States: Polycentric Governance of Complex Economic System." *American Economic Review* 100(3): 641-672.

Ostrom, Elinor. 2010. "Polycentric Systems for Coping with Collective Action and Global Environmental Change." *Global Environmental Change* 20: 550-557.

Overkamp, Tim, et al. 2018. "Resource Integration as a Perspective on Value in Interaction Design." Published by BCS Learning and Development Ltd. Proceedings of British HCI 2018. Belfast, UK. <http://www.diva-portal.org/smash/get/diva2:1231816/FULLTEXT01.pdf>

Polyak, Levente, Daniela Patti and Bahanur Nasya. 2019. "ExRotaprint." OpenHeritage Observatory Case. <https://openheritage.eu/wp-content/uploads/2019/05/ExRotaprint.pdf>

content/uploads/2018/11/11_OpenHeritage_ExRotaprint-Berlin_Observatory-case.pdf

Polyak, Levente, Daniela Patti and Bahanur Nasya. 2019. "Färgfabriken." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2018/11/4_Open-Heritage_Fargfabriken-Stockholm_Observator-Case.pdf

Polyak, Levente, Daniela Patti and Bahanur Nasya. 2019a. "Largo Residências." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2018/11/5_Open-Heritage_Largo-Residencias-Lisbon_Observatory-Case.pdf

Polyak, Levente, Daniela Patti, and Bahanur Nasya. 2019b. "London Community Land Trust." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2020/05/12_OpenHeritage_London-CLT_Observatory-Case.pdf

Polyak, Levente, Daniela Patti and Bahanur Nasya. 2019c. "Stará Tržnica." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2018/11/9_Open-Heritage_Stara-Trznica-Bratislava_Observatory-Case.pdf

Polyak, Levente, Daniela Patti and Bahanur Nasya. 2019d. "Cascina Roccafranca." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2018/11/1_Open-Heritage_Cascina-Roccafrance_Observatory-Case.pdf

Pooling Urban Commons: the Civic eState, URBACT, <https://urbact.eu/urban-commons-civic-estate>

Schulbaum, Olivier and Ann Marie Utratel. 2019. "LaFábrica detodalavida." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2018/11/7_OpenHeritage_LaF%C3%A1brika_Maimona_observatory-case.pdf

Sklokina, Iryna. 2019. "Jam Factory." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2018/11/13_Open-Heritage-_Lviv_observatory-case.pdf

Šmid Hribar, Mateja, David Bole and Primož Pipan. 2015. "Sustainable Heritage Management: Social, Economic and Other Potentials of Culture in Local Development." *Procedia - Social and Behavioral Sciences* 188: 103-110.

Smith, Neil. 1996. *The New Urban Frontier: Gentrification and the Revanchist City*. London and New York: Routledge.

Tomescu, Alina. 2019. "Halele Carol." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2018/11/8_OpenHeritage_Bucharest_observatory-case.pdf

Tomescu, Alina. 2019. "Marineterrain – Navy Yard." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2018/11/15_Open-Heritage_Amsterdam_Observatory-Case.pdf

Tönkö, Andrea and Hanna Szemző. 2019. "The Case of Sargfabrik." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2018/11/3_OpenHeritage_Vienna_observatory-case.pdf

Trybus, Martin, Roberto Caranta and Gunilla Edelstam. 2014. "EU Public Contract Law." In *ReNEUAL Model Rules on EU Administrative Procedure*, ed. Paul Craig, Herwig C. H. Hoffmann, Jens-Peter Schneider and Jacques Ziller, 395-416 and 443-459. Brussels: Brylant.

UK Association of Preservation Trusts. 2012. *A Strategy for Stimulating Building Preservation Trust Activity in the South West of England*. <https://historicengland.org.uk/images-books/publications/strategy-bpts-activity-south-west/sw-bpts-study-report/>

Veldpaus, Loes, Federica Fava and Dominika Brodowicz. 2019. "Mapping Of Current Heritage Re-Use Policies and Regulations in Europe." OpenHeritage Report, Complex policy overview of adaptive heritage re-use. https://openheritage.eu/wp-content/uploads/2020/01/D1.2_Mapping_current_policies_regulations.pdf

Wynarczyk, Pooran and Arnold Raine. 2005. "The Performance of Business Incubators and their Potential Development in the North East Region of England." *The Journal of the Local Economy Policy Unit* 20(2): 205-220.

Annex 1: SWOT analysis of the Observatory Cases

1. Cascina Roccafranca, Turin

General summary: Cascina Roccafranca is a project which aims to regenerate an abandoned building in the periphery of Turin. The project was able to collect important public resources thanks international and national funds that facilitate the process. However, the main peculiarity of the project is that the Municipality had a long-term vision of the project which enabled from the beginning the participation of the community as the main actor. The attention to community integration is not limited to the realization of the project. The community is one of the pillars of a new way to see urban environments and the relations among people. The creation of a foundation, which is autonomous and pursues the common benefit, is an example of this vision. The regeneration of the space followed this view of the community centrality. The space was shaped to allow the community to develop the activities that were necessary the most. When the renovation was over, the community had a space where economic, social and cultural activities could take place.

Elaboration of OC factors:

- **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- Strong citizens’ involvement in all the phases
- Institutional capacity that support the development of the project
- National and international commitment
- Economic support of the Municipality

- **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- The project leaves limited space for entrepreneurial activities.

- **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- The main opportunity of the project comes from the collection of funding (national and European)
- The funds provide a framework of intervention, in which the local involvement is largely stimulated.
- Creation of a network of similar projects
- Part of a larger urban regeneration program

- **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- The community involvement process was quite long

1. Cascina Roccafranca	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> Thanks to the leadership of the municipality and the co-city program the resources were used to provide the community with a space that they could use for developing their activities	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> Even if the re-use project is public centric, the Municipality took an auxiliary role to the project. Hence, the Municipality offered resources and knowledge to compensate for the possible lack, leaving space for the community to create its own identity.
THREATS (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Threat-Strength (TS) <i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i> Even if the process required a long planning process, the community was always at the centre of it, enabling to participate in the different stages and with a central role.	Threat-Weakness (TW) <i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i> The use of the space was fundamental to support the community to meet and work together. Besides, one of the first objectives of the public authorities was to adapt the space to the needs of the community. The project tailored the physical infrastructure to match the social need and support the creation of social infrastructure.

2. Scugnizzo Liberato, Naples

General summary: The project is one of the examples of the implementation of the civic use in the city of Naples. The peculiarity of civic use is that it supports the institutionalization of the role of the community. This regulatory framework allows many people to participate in adaptive reuse and be promoters of activities. The civic use builds the social and physical infrastructures that enable the local community to be inclusive and democratic. The project was able to provide services that have a public utility. The canteen for the homeless is a perfect example of the involving power of this policy. Hence, in this case, the community is at the centre of the project and the main actor. The governance of the project is fully democratic and different assemblies regulate the management of the space. Not only it has been given the possibility to everyone to participate in the governance but also the community is the actor in charge of the decision-making process. The project has not explored yet its potential, which could support overcoming the main problems, mainly related to the lack of resources and the sustainability of the project. Hence the community would need to involve in the management of the space also different actors and experiences.

Elaboration of OC factors:

- **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- The community-led initiatives have been recognized and institutionalized by the civic use
- Citizens are central in the reuse and the municipality is the enabler of the process.
- Building with a strong heritage value
- Democratic governance
- Inclusion of minorities group

- **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- Lack of resources

- **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- Many people and actors could be integrated
- Application to public funds and development of crowdfunding campaign
- Support of the other civic uses

- **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- Political change could compromise the legitimacy of the project
- Political support might decrease

2. Scugnizzo Liberato	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> Different actors participate in the activities of the building. The community has defined a fully accessible governance model, which gives access even to people that are not directly involved in the project.	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> The project still needs to define its sustainable model and a consistent source of resources. The first steps to ensure the sustainability was providing the space to local artisans for setting there their economic activities.
THREATS (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Threat-Strength (TS) <i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i> The re-use project fulfils its social duties. In addition, to provide direct services, such as courses, it provides space to minority groups. Homeless, immigrants and people from foreign communities (Sri Lanka and Cape Verdean) participate in the activities of the place.	Threat-Weakness (TW) <i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i> The community is trying to define a model that enables the project to compensate for the lack of resources. The definition of a sustainable process is a key factor to ensure that the community could program for the long term. In the meanwhile, the community is trying to develop a step by step approach trying to secure funds from different sources (crowdfunding, public funds, etc.).

3. Sargfabrik, Vienna

General summary: The case is a housing project with social and cultural mission realized in the supportive policy and financial context of the eighties. The driving force was a group of people coming from different areas of the civil society, sharing the same mission. The case is an excellent example for how an initiation of a group of friends can turn into a professional NGO, how restrictions raise creativity and how a good governance and business model can support long-term financial sustainability and achieve socio-economic benefits.

Elaboration of OC factors:

- **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- initiators are a group of people with shared mission and principles (grassroots democracy, co-determination, participatory planning and operation, collective ownership) – all coming from different fields of civil society
- creative and innovative architects are among the initiators
- professional NGO functioning similarly to a business company
- the former coffin factory building allowed innovative architectural solutions and creating space for cultural and social activities

- **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- the original development structure of the building provided only an unusual room height (2.26m)
- the original decision-making (attempt to reach consensus on everything) was very time consuming, tiring and not always fair (the “winners were those who could stay awake by the end of the long discussions)

- **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- the policy environment of the 80’s encouraged and supported fresh initiatives
- bank loans in the 80’s were easily accessible
- federal and city subsidies available for the social and cultural functions
- the existence of the “Wohnheim” model, originally designed for student accommodation or elderly homes

- **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- unstable structure of the building, bad physical conditions
- strict building regulations)
- long years waiting for building permissions

- at the beginning of the project the area was considered as a periphery
- the political and financial context has changed since the 80's, nowadays it won't be possible to "replicate" this model
- the neighbourhood went through a gentrification process
- the apartments cannot be inherited, the second generation (grown up in Sargfabrik) has no automatic rights to live here (they have to undergo the scanning process as anyone else who'd like to move in)
- renovating the building was not included in the original financial model

3. Sargfabrik	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> A funding model of three pillars was established: One third of the costs was financed from City of Vienna support, one third from a bank loan and one third from owner contributions The project created revenues from cultural and other activities that contributed to the Association's budget Social inclusion measures were taken integrating various groups of people. An inner social distribution fund (solidarity pool) was created to help those who can't afford the rents	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> Participatory planning, innovative architectural solutions Considering the project as a "Wohnheim" city subsidies could be claimed for educational, social and cultural activities, many strict building regulations could be avoided with this solution

	Achieving social inclusion and hosting a socio-economic enterprise in the building	
THREATS (External Factor) <ul style="list-style-type: none"> - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events 	Threat-Strength (TS) <i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i> <p>Meetings continued during the long years of waiting for permissions, conflict resolution and communication methods developed “democracy is hard work in decision making”</p> <p>Innovative cultural programs that put Sargfabrik on the cultural map of Vienna</p> <p>Contribution to increase the neighbourhood’s reputation</p>	Threat-Weakness (TW) <i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i> <p>Self-administrated organizational structure was developed</p> <p>The financial model is reconsidered after paying back the bank loan</p> <p>Thinking about architectural changes that fit more the elder people (original tenants)</p> <p>Bringing visibility to the neighbourhood through cultural and social events</p> <p>Continuous thinking about new project ideas, including activities to reduce ecological footprint of the building and strengthening the embeddedness of the community into the neighbourhood (through a participatory process)</p>

4. Färgfabriken, Stockholm

General summary: This case shows how private developers can support in a very meaningful way social and cultural events, and also shows that in very well institutional surrounding and state support (the municipality acted - when asked, provided heritage protection). It is similar to the Jam Factory project in Ukraine. However, in case of Färgfabriken there is an institutionalized ownership and investment, and much more active municipality. The independence is supported by a variety of funding sources - so the private developer doesn't have to come up with all the funding.

The presence of strong heritage protection policies was also important factor which supported the creation of the foundation. Today it is a catalyst for the area and it has also influenced urban planning discussions in Stockholm.

Elaboration of OC factors:

• **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as "strength"?

- The foundation has a stable income – a mix of grants and sponsorships
- The foundation has various resources has income from the state, the region and the municipality. It has also project based funding
- The local political/municipal level is interested to use art and the events as a way of urban rehabilitation
- The restaurant provides additional income + commercial events
- The role of private investors is crucial – but it never caused a friction in how things are developed, the site maintained its independence all along. E.g.: the building was provided by a paint company hoping to use the redevelopment for advertising purposes, and then Skanska provided the first money for the redevelopment (which was staged)
- The board is chaired by the Lindéngruppen (the private enterprise, which established the foundation with the Swedish Association of Architects) – providing artistic freedom, they oversee the budget)
- The Swedish institutional system has provided a stable policy background – when it was necessary the municipality acted fast, and used heritage protection laws to stop the demolition of the building complex
- The staged renovation process (there were two instances, the first being a minimalist) have allowed to stabilize income and embed themselves into the community
- The use art to bridge differences and build dialogues – inclusion through dialogue and the discussion of important societal issues

• **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as "weakness"?

- at the beginning of the project the building was a ruin
- the initiators were offered to use the building for free only if they find a sponsor for reconstruction

- the budget is linked to grants and sponsorship
- the foundation depends on a lease of the space that is usually renewed every three/four years

• **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- The project is deeply integrated with the area, where it is situated – the strong community involvement helps its maintenance and support its new ideas – this also contributes to getting additional funding
- The community and the area are thought of as a resource - the Färgfabriken method is to bring together different stakeholders and discuss issues without restrictions

• **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- The threats are mostly connected with the neighbourhood changes – once a white spot, the neighbourhood has been developing rapidly. Färgfabriken tries to engage in a way to shape this development
- private ownership is always related to the threat of selling the building

4. Färgfabriken		
	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> The staged and cautions renovation – allowed for time and the building of very good relationship with the different actors and created a framework for the building of a sustainable maintenance model. The savvy use of civic/artists/architects network	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> The site was originally a weakness – Lövholmen area was a “white spot” on the map. An industrial site in crisis – it was considered dangerous at that time. Färgfabriken and other project contributed to its improvement, which was supported by municipal investments – e.g. street lighting.

	<p>contributed to generating external funding.</p> <p>The building was provided for free – in turn for renovations – and the Foundation made very innovative use of it from early on.</p>	<p>From early on locals were involved and Färgfabriken´s focus on the area has been clear</p>
<p>THREATS (External Factor)</p> <ul style="list-style-type: none"> - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events 	<p>Threat-Strength (TS)</p> <p><i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i></p> <p>There was the threat of the building complex being demolished, but cooperation with the municipality has resolved it (the building became protected)</p> <p>There were problems regarding financial management – this has been resolved by the board, which by now keeps the finances in line</p>	<p>Threat-Weakness (TW)</p> <p><i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i></p> <p>The project used their network for fundraising.</p> <p>Developed a model for combining private engagement and public funding.</p> <p>Investing a lot in diversity and inclusion.</p>

5. Largo Residencias, Lisbon

General summary: Largo Residências is a hostel, hotel, artist-in-residence and café in Lisbon's fast-changing Intendente neighbourhood. Largo Residências, run by a cooperative, uses its revenue from tourism and events to develop projects to support the cultural and social inclusion of the most vulnerable groups. Being afraid of becoming an additional player in the gentrification process, the members of the site prioritized the involvement of the local community in neighbourhood activities and worked to maintain and strengthen structures of solidarity, networks of the local commerce and looked for solutions to the housing crisis.

The Case of Largo Residencia in Lisbon illustrates how the cooperation between a private owner and a civic initiation can be endangered when the owner's not sharing the project's objectives and/or mission just follows commercial interests in an environment of touristification and gentrification. A solution for the Largo project to solve this problem is finding an alternative venue, preferably in public ownership.

Elaboration of OC factors:

• **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as "strength"?

- Organizing capacities of association.
- Strong civic network.
- Building in relatively good shape.
- It is a cheap place for cultural and social programming.
- Cooperative construction contractor.
- Interest of members in preserving heritage of building.
- Influence in public policy.
- Interest to work with neighbourhood.

• **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as "weakness"?

- Lack of financial resources of association.
- Bad reputation of area.
- No ownership of the buildings and tense relationship with the owner.
- The building structure is complicated by past regulations changed. It increasing the difficulty and expense of renovation.

• **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as "opportunity"?

- Collaborative municipality.
- Cheap rent and growing interest to collaborate for the area among political actors.

• **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- Unexpected additional expenses during renovation.
- The area is in the process of gentrification, touristification, festivalization.

5. Largo Residências	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> Largo Residências involved the operation of the hospitality to get funding for ongoing renovations and services. Gain experience and guidance with professionals, and good relations with external human resources, several professionals also become members of cooperative. The cooperative model was chosen and well combines commercial activities with cultural and social activity.	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> Step-by-step renovation, through simultaneous opening for services and restoration, Largo Residências obtain more resources (e.g. providing office space in exchange for construction funds). The financial model provides sustainable funding for the renovation and operation expenses.
THREATS (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy	Threat-Strength (TS) <i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i> Developing solidarity networks with residents and other associations.	Threat-Weakness (TW) <i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i> The area is in the process of gentrification, touristification and festivalization and Largo Residências Initiative has to

<ul style="list-style-type: none"> - The physical environment - Trends&events 	<p>Providing training and career opportunities for the local people in need.</p> <p>Advocating social inclusion policies.</p> <p>Developing a new institution of cooperative housing to design processes of cooperativism in the city centre.</p>	<p>move out after the end of the rental contract.</p> <p>Largo Residências also began to look for the next possible site and plan to implement a similar project but also work on developing a cooperative housing project that would help overcome the housing gap in the neighbourhood.</p>
---	--	---

6. The Jewish District, Budapest

General summary: The Jewish district had strong heritage values. However, the policy intervention by the local authorities were late and not enough to slow down the gentrification and toursitification process. The consequence was that the urban development was in the hands of privates which have tried to maximize their profit more than take care of the heritage and valorise the history and culture of the place. The development was led by the increasing numbers of bars – ruin bars. These activities were able to attract many people and investment, thanks to the peculiar characteristics of the buildings. Even if these activities provide value to the population, they transformed the area in a party district, with the consequence of moving out of the local population and the coming of Airbnb hosts. Most of the newcomers (Airbnb hosts, souvenir shops, etc.) did not take advantage of the peculiarity of the place and “destroyed” the heritage values that characterized the area. Hence, the lack of public intervention has led the district at the centre of a speculation process. This has compromitted heritage preservation and re-use and it has supported the gentrification of the area.

Elaboration of OC factors:

• **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- The area has strong heritage values and an attractivity which makes the place interesting for locals and foreigners.
- The ruins bar have a democratic approach which aims to foster community development

• **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- The municipality has a laissez-faire approach, which has set the space for speculation, gentrification, and corruption.
- Law does not support the renovation of the buildings
- Corruption and process, which are not transparent

• **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- The increasing value of the area
- The emergence of the ruins bar become an interesting element of the district

• **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- The ruins bar, gentrification and low-level tourism all threaten the development of the area.
- The political change could slow down the public interventions.

6. Jewish District		STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> The project was not able to transform the opportunities emerging from the attractiveness of the place and the touristification to support the valorisation of the heritage. In addition, the process as not empowered the local community to be owner and manager of the development.	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> The regulative void and corruption have led most of the historical buildings to pass in private hands. The private investors, in most cases. have demolished the old building for the construction of new ones.	
THREATS (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Threat-Strength (TS) <i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i> The lack of intervention of the municipality has not transformed the peculiarity of the place and its cultural value for the attraction of high-level tourism centred on cultural and artistic activities.	Threat-Weakness (TW) <i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i> The authorities have tried to change the regulation system to support more sustainable and civic development. However, the intervention arrived too late. The political shift limited the effectiveness of public intervention.	

7. LaFábrica detodalavida, Los Santos de Maimona

General summary: This is a case of opening up the possibility of something new in an area that has not experienced any kind of cultural, economic or demographic growth in recent generations. Intensive community engagement led by the younger generation. Self-financing combining the limited public sources with traditional and alternative ways of funding: crowdsourcing, social capital, grants etc. Openness as a driving concept in all decisions and activities.

Resistance from the older generation. Creation of a new, expanded community requires time, patience, listening and care.

Elaboration of OC factors:

• **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- Human resources: people related to knowledge economy, shared passion for the space, commitment for building community and taking typically urban practices in rural space, contribution to the commons
- Self-determination
- All ideas and methodologies generated within the space are registered under Creative Commons or Move Commons licenses (no intellectual property rights) - openness
- Many different groups with an interest in the success of the reclaimed factory space
- Strong collective memory
- Diversity of activities
- Transparent processes of community engagement help building trust between the community and those managing the factory space

• **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- Reluctance and scepticism from the part of older generation in the town, lack of trust, lost sense of security (closing down the factory was a big shock, a broken dream of industry in a rural world)
- Abandoned factory, tremendous restoration needs
- Very limited public funds for cultivation and maintenance (only covering the costs of water and electricity, rubbish collection and giving access to public materials stored in one of the factory buildings)

• **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- Vested interest in the site as local heritage
- Openness attracts people from the whole country despite the rural and isolated physical location

- Small amounts of money from grants and awards

- **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- 6000 people left because they lost their jobs with closing down the factory
- A past of disappointment and injustice
- The area has not experienced any kind of cultural, economic or demographic growth in recent generations
- Rural and isolated location
- Very high unemployment rates and low activity rates
- Very limited budget
- Lack of shared vision with the town council

7. LaFábrica detodalavida	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> In 2013 the collective launched a crowdfunding campaign on the Goteo platform. Use of social capital as much as economic capital. The social capital of intangible relationships is converted into tangible resources.	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> Only small amounts of money is raised from grants and awards. The community is building trust through community engagement activities. Transparent management processes were developed. Methods for strengthening responsibility were developed: year-long residencies are offered (a project can stay there for a year for free – they only need to give back something to the community).

THREATS	Threat-Strength (TS)	Threat-Weakness (TW)
<p>(External Factor)</p> <ul style="list-style-type: none"> - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events 	<p><i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i></p> <p>Urban masovería – use of land in exchange for its cultivation and maintenance.</p> <p>Project-based micro-agreements with the groups working on the field.</p> <p>disorganized society (organizing around specific goals).</p> <p>Special working group established for economic sustainability.</p> <p>Achieving self-financing (beside receiving some basic services and raw materials from the town council).</p>	<p><i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i></p> <p>Opening and socializing the negative history from the perspective of new opportunities for new resources and new public spaces.</p>

8. Halele Carol, Bucharest

General summary: This case is a great example for an adaptive re-use project that evolved organically, through the initiative of local cultural actors who wanted to show the potential of an industrial heritage site (currently being in private ownership). The step by step renovation process allowed to transform the building gradually on the base of available capacity and funds. The story of Halele Carol is still to be developed as new initiatives are needed to take place to bring the project to the next level.

Elaboration of OC factors:

• **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- The case has local and international professional human resources: heritage experts of the Ministry of Culture and renowned architectural magazines have noticed the potential for reuse of this territory and became the initiator of transforming the site. The project obtains the Dutch experts to Romania to showcase some best practices and examples of successful transformations of industrial heritage sites.
- At the initial stage, the sponsor of the project has recognized the importance of establishing a trust relationship and have great willing to create the bridge of communication and trust with the plant owners and their team.
- After some actions(O-S), the project has a transparent and highly trusted relationship with stakeholders and former factory workers.
- Maintain good cooperation with the well-known cultural organization, which is very beneficial for branding and positioning.
- Expertise in writing funding/subsidy applications.
- Willingness and ability(languages) to communicate with international foundations.
- The area which project is located has a rich industrial history, having been one of the first innovation areas in Bucharest. The factory represents the industrial pioneering spirit of the 19th century. Therefore, the industrial innovation identity is a central theme in the adaptive reuse process as well.

• **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- The space of the sites is huge but not in the good condition and requires extensive renovation.
- Lack of substantial funds for renovation.
- The local community has not been involved from the early stages of the project, compared with the former ex-workers and later participants in cultural activities and events, local residents do not have strong connection of the site.

• **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- Obtain funds and experts resources from international foundations and outer experts.
- The municipality supports the renewal of the area and develop the Carol Park into a cultural centre of Bucharest.
- The case is quite close to the main centre of the city and it is easily accessible from most neighbourhoods. The site is well reachable by car, bus and trams.
- The areas become more interesting and attracting for residential and industrial investments.
- Halele Carol was included in both the protected area nr. 63 and the Area Urban Plan 'Carol Park' but the buildings are not listed, make the adaptive re-use model more feasible.

• **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as "threat"?

- The cultural fund in Romania is hard to apply. The administration and reporting procedure are varied bureaucratic and applicator need to spent most of the time on paperwork.
- The process of applying for funds is very bureaucratic, and it takes 50% of the time to prepare and write applications and reports.
- As current Romanian heritage law implies many administrative and bureaucratic burdens for listing a monument, the owner of Halele Carol does not intend to list the building as heritage. The lack of heritage protection for the buildings means they are more vulnerable in the face of a growing real estate market, as well as have less resources available for maintenance.

8. Halele Carol		STRENGTHS (Internal Factor)	WEAKNESSES (Internal Factor)
		- Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	- Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor)	Opportunity-Strength (OS)	Opportunity-Weakness (OW)	
- Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	<i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> The project held a two-day workshop in the early state. The owner, together with Romanian and Dutch experts, addressed several transformation scenarios. They together opted to transform the building using	<i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> With cooperation with foreign experts and international funds, the case processes the reuse plan by the idea of organic transformation (step by step adaptive reuse.), with small foreseeable steps are taken in	

	<p>an organic transformation process and several temporary functions.</p> <p>This workshop was a key moment in developing a relationship of trust between the initiators and the owner of the factory.</p> <p>Moreover, the team of initiators involved at the beginning of the process had a hands-on approach, a 'showing by doing' way of dealing with the project and the stakeholders involved, resulting in transparency and trustworthiness.</p>	<p>the transformation process, while ideas of the participants can be taken on board during implementation. And the process would lead to value creation. It is more flexible and open to change.</p> <p>On the financial aspect, the step-by-step plan also provides the opportunity to have more sustainable financial module to the project through holding activities or providing services.</p>
<p>THREATS</p> <p>(External Factor)</p> <ul style="list-style-type: none"> - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events 	<p>Threat-Strength (TS)</p> <p>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</p> <p>With expertise in writing funding/subsidy applications, projects successfully obtained financial and human resources from many foundations and government.</p> <p>Based on the good relationship and mutual trust between the project sponsor and the owner and his team of workers. Plus the sponsor's clear excel form, well listed the areas need to be restored. So that these former workers can spontaneously participate in the restoration of the building with limited resources.</p>	<p>Threat-Weakness (TW)</p> <p>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</p> <p>Romania has one the largest percentages of home owners in the EU, with a country average of 96% of adults. After the launch of area revitalization plan, the area where the case is located has become the second highest price place, plus residents do not have a strong sense of identity for the case. Long-term threat could be an overall gentrification of the area – however, this is so far away, that there are no plans concerning it.</p>

9. Stará Trznica, Bratislava

General summary: The municipality's efforts to revive the building as a monofunctional market failed, so a team of experts from different disciplines developed an innovative business model combining functions that generate different levels of revenues (multifunctional use with social benefits). The business model is flexible, providing adjustments in the rental structure. Rent-to-investment scheme is applied and social bank loan was received. The sustainability of the project is based on a revenue mix of marketing cooperation, rental fees and big events. It has a broad public backing.

An economic crisis may have a severe impact on the sustainability of the model.

Elaboration of OC factors:

• **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as "strength"?

- Historical building in the centre of Bratislava – nationally protected
- It has always been a public space, connected to a large public square outside the building
- Founders: team of experts (11 people from different disciplines) with credibility, reputation, track record
- Transparent communication

• **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as "weakness"?

- Deteriorated infrastructure
- No modifications allowed in the building
- Strict safety (fire) and isolation (sound) requirements increased investment costs

• **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as "opportunity"?

- Big public support for a market place (historically)
- Revitalization of the neighbouring public spaces
- Good cooperation with the municipality finding new solutions for new demands (e.g. exemption from competition, consuming alcohol on the square)

• **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as "threat"?

- The municipality's efforts to revive the building as a mono-functional market hall did not succeed
- No public venue for big events in the city
- Structural problems with the municipality – not working pro-actively and have difficulties in dealing with innovative ideas

- Risk that the overall concept changes and becomes too commercial
- Frequently changing tenant structure in the first five years

9. Stara Trznica		
STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other		
WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other		
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> Investment into the building is deducted from the rental fee Functioning as a social enterprise Multifunctional use with social benefits Using volunteering work Bringing together tenants to cooperate in a mutual beneficial way Using social media to enhance visibility Developing a tool to measure social impact in a monetary way	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> Upscaling the project Using rent-to-investment scheme Applying for loan from a social bank Providing a revenue-mix (with marketing cooperation, rental fees and large events) Taking part in Creative Europe project (activating private investors)
THREATS (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Threat-Strength (TS) <i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i> The proposal to the Municipality included a clear vision, supported by detailed economic calculations and broad public backing. Creating a mechanism, finding people who are active, build up a team and let the team to	Threat-Weakness (TW) <i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i> Various spaces tested through pop-uses adjusting the rental structure based on the experience of the changes in the tenant structure (flexibility in the business model).

	organically lead the process and activate the building multi-functionality, combining profitable and social activities.	
--	--	--

10. The Potocki Palace, Radzyn Podlaski

General summary: The case is an example for adaptive re-use of a Rococo residence in Ukraine, owned by the Municipality. It is a public initiative, relying exclusively on public sources and operated for the benefit of the public, which in the municipality's interpretation means "providing services for free". Radzyn City Hall has no intention to turn the revitalized palace into a self-financing institution. The business model prioritises public goods versus economic sustainability and does not consider economic and ownership diversification.

Elaboration of OC factors:

• **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as "strength"?

- The state kept the palace in a good condition.
- The City Hall declared its support for the historical building to be utilized as common good of the community.
- Rich in tangible and intangible cultural heritage value.
- The residents are welcome to approach the administration of the Cultural Centre with their initiative and organize events in cooperation with the municipality.
- The park of the palace complex is permanently open, and can be used by residents in diverse ways.
- Having good relationship with corporate sponsor for holding events. The events holding in the site always well financed by external commercial sponsors like big manufacturing companies or banks, or by local authorities.
- The palace used to be the centre of the cultural and social life in Radzyń for a long time.
- Key target for government revitalization plans.

• **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as "weakness"?

- Have no appropriate governance model in the site.
- The site does not have regular opening hours, no full-time personnel to open the palace and guide tourists, which is unfriendly to the tourists. The interior has not been adapted to mass visits yet.
- There has an audio-guided tour app around the town, including the Potocki Palace and the park but only in Polish.
- The municipality did not engage experts with economic or business background, there is no business plan for the palace.
- Lack of diversity in funding sources, currently all government funding, and no attempt by the City Hall to expand funding sources.

• **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as "opportunity"?

- The town which the palace located on has a fairly developed social infrastructure.
- The cultural and artistic groups are diverse and active, they host nearly 200 events each year.
- The municipality plans to build a museum in the town recently.
- The labour market is getting more diverse in the area.
- The municipality announce new plans for creating the “Museum of Sarmatian Culture” with the support of Ministry of Culture and National Heritage (Wasak 2019d). No details about the project been revealed yet.

• **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- The infrastructure of the hospitality industry is poorly developed. The local authorities and entrepreneurs don’t think this is a priority nor a need for the area.
- The attitude of the habitant treated this place as the place they do not possess. Some of the people don’t believe they can be engaged or have the right to participate in the process of the palace revitalization.

10. Potocki Palace	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> The historical narrative of the town is built around the palace and its image represents the town in all mass media contribute the strong identity of the residents.	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> Current owners have taken steps which would grant the status of the highest national monument protection, known as the Monument of History status, to the palace. It can provide a new opportunity of public resources for the restoration of the palace complex. In creating tourist-friendly alternatives, the Tourist Information Point which belongs to the county administration,

		<p>runs a website which offers some information about the palace in Polish, English, and Russian. The point is located on the palace's premises and is open for tourists daily, visitors can get some free-of-charge booklets.</p>
<p>THREATS (External Factor)</p> <ul style="list-style-type: none"> - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events 	<p>Threat-Strength (TS)</p> <p><i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i></p> <p>The decision-makers communicate with the public via multiple ways like websites, social media, and the local newspaper attract interests and public support.</p>	<p>Threat-Weakness (TW)</p> <p><i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i></p> <p>The government is supportive but conservative, without taking a riskier role of a leading innovator and to apply some disruptive conceptual or managerial approaches.</p>

11. ExRotaprint, Berlin

General summary: This case is a non-profit real estate development project offering rents to small businesses, artists and social projects. Since its initiation, it inspired several projects focusing on cooperative ownership. It also contributed to a large extent to the campaign of changing the city privatization policy. With a civic-civic governance model (the land is owned by a foundation and the building is owned by a charitable company with limited liability, formed by the former tenants of the building), the project was able to mobilize a great variety of external and internal resources and achieve a high level of revenue integration.

Elaboration of OC factors:

• **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- Organized tenants in an association
- Association recognize the qualities and value of the site
- Association inspired and encouraged by the heritage
- Capable and have willing to take measures to preserve the site
- A vision for the site and its development
- Strong social networking capabilities to exert political pressure
- Competency to deal with heritable building right
- Diversity of tenants in association and relationship with the neighbourhood

• **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- Weak financial resources
- Heavy renovations necessary on the building

• **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- Site and complex were under public ownership at the beginning
- Heritage listing preserved the site – thus preserved a unique inspiring/encouraging site of identification for the neighbourhood
- acquisition at a moment when rents were still comparatively low
- Heritable building right
- Foundations that are able to recognize the value of heritage to support it
- Growing local movement for sustainable public real estate policies
- Public funding through LOTTO foundation
- gGmbH

• **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- Internal divisions in relation to the potential of profit-making

- Austerity driven local politics to sell public properties to acquire money on short-term
- Non-transparent privatization policies that privileged large investors
- Gentrification
- Costly and complex problems in renovations to preserve monument

11. ExRotaprint	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> The organized association to bid for public property. The association already had a relationship with the site. Mounting political pressure in public bidding Architectural heritage fostered determination to acquire the site. Low real-estate prices at the moment of bidding made it possible to keep the diversity of tenants. Public appropriation of the site after bankruptcy made it possible for initiative to take over the site Heritage preservation prevented demolition and increased chance for community-led reuse that	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> Foundations that recognized the value of such unique sites provided the resources to compensate for lacking finance and need for renovation.

	<p>recognized the qualities of the site</p> <p>With heritage policies in line with the interests of civic groups; greater legitimacy and funding options.</p>	
<p>THREATS (External Factor)</p> <ul style="list-style-type: none"> - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events 	<p>Threat-Strength (TS)</p> <p><i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i></p> <p>Capable and inspired individuals in the association could manage the complex process of renovation</p> <p>A step-by-step approach allowed the financing and the organization of renovation without forcing tenants out</p>	<p>Threat-Weakness (TW)</p> <p><i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i></p> <p>Involving Stiftung Trias, a foundation that helps community groups and co-housing projects access financing and move properties out of the speculation market. The foundation is the owner of the land.</p> <p>Gentrification/rising rents and individual profit-seeking avoided on site by using HBR 8Heritable building right)</p>

12. London Community Land Trust, London

General summary: London CLT is a precedent to showcase how CLTs can work in an urban setting, under strong real estate pressure. Provides affordable housing and community activities to people involved in the neighbourhood. It's an example for non-speculative, community-led heritage reuse. The case of London CLT also shows how to apply political pressure in order to secure land. The CLT can control the use and price of the properties and can guarantee that spaces in their management remain affordable, based on the income level of the locals living in the area.

Shows some similarities with Sargfabrik. In case of economic crisis CLT can face difficulties in raising funds for purchasing properties

Elaboration of OC factors:

• **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as "strength"?

- The building has several historical layers
- Complex heritage protection structure of St Clements site
- Co-designing process with the community (workshops) leading to a clear vision for adaptive re-use
- London CLT was born with the help of community organizing (more than supporting policies)
- land at St Clements is not community owned by CLT residents but a charity whose trustees are a number of local stakeholders
- St Clements having a strong presence in the community, a strong role in local memory
- Danny Boyle grew up in the neighbourhood and is committed towards the process
- The organization form is communal benefit society, a not for profit limited company

• **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as "weakness"?

- Deteriorated infrastructure
- Lots of delays in the building process (due to the complexity of the site and the heritage elements) had to be harmonized with the priorities of the developer

• **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as "opportunity"?

- Mayor's office support for St. Clements to remain at the heart of the community – accessible and resident led
- The building was listed as Asset of Community Value – this means additional protection from development

- St Clements is subject to Section 106, meaning new developments should have 30% affordable housing (not social housing though)
- Community Housing Fund was created to help CLTs
- Campaigns are carried out to give CLT initiatives longer term certainty

• **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- from being a deprived area with working class families, it became centre of immigration
- gentrification and affordability problems in East London – chronic unaffordability and housing emergency
- challenges for communities to get ownership of land in London (even public landowners, who could pay attention to social values are forced to sell the land at the highest prices because the cut-off of central government sources)
- in the UK it is impossible to separate the ownership of land from that of the buildings – a leasing structure is used for a similar purpose
- the main cost of the CLT (construction finance) should normally come through social investment
- difficult for prospective CLT homeowners to build relationships with the right mortgage lenders because CLT homes with their value connected to the median income cannot demonstrate its relation with values on the open property market
- turning one of the building into community space also was a financial challenge

12. London CLT		STRENGTHS (Internal Factor)	WEAKNESSES (Internal Factor)
		- Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	- Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor)	Opportunity-Strength (OS)		Opportunity-Weakness (OW)
- Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment	<i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> Back-to-back payment scheme – London CLT purchases (the 30% affordable housing) properties from the developer with the money of the residents who will move in		<i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> CLT sells properties at prices that are linked to the medium income rate of the borough. When a resident wants to move on, they have to sell their property back to London CLT at a

<p>- Trends&events</p>	<p>Participatory governance model, involving local residents in the CLT board and subcommittees</p> <p>Graded heritage listing allowed the project to adopt more flexible approaches to adaptive reuse.</p>	<p>rate that is linked to medium wages in the borough.</p> <p>Bringing events to the site before and during some phases of the construction</p> <p>A not for profit organization, Shuffle, established to carry out small and large scale community activities on the site</p> <p>Culture used for building relationships and support for the St Clements redevelopment project (Danny Boyle took the lead)</p>
<p>THREATS (External Factor)</p> <ul style="list-style-type: none"> - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events 	<p>Threat-Strength (TS)</p> <p><i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i></p> <p>Community share offer from Ethex, a not-for profit Positive Investing Organization (about 130 investors participated)</p> <p>London CLT managed to engage (mortgage) lenders who understand the specificity of a CLT (Ecology Building Society and Triodos Bank)</p> <p>In order to ensure lenders the CLT added a mortgagee-on-possession clause to the contracts (ensuring that under certain circumstance the property can go back to the open market)</p>	<p>Threat-Weakness (TW)</p> <p><i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i></p> <p>Having a 250-year lease on the property, it is protected from speculation</p> <p>CLT focuses on middle/low income earners that have no access to social housing rents but are priced out of their neighbourhoods.</p>

	<p>CLT residents and local communities have been lobbying the Greater London Authority (GLA) and the Tower Hamlet council for funding the community space with a series of public campaigns.</p> <p>CLT homes are allocated to residents with deep connection to the area, unstable housing situation, financial eligibility and supportive attitude towards CLT's values</p>	
--	---	--

13. Jam Factory, Lviv

General summary: This is case of private owner, weak state and little public money. The private owner helps both with funding and managing, but his relative freedom – which is a great advantage at the beginning – can be a disadvantage later, as he is not so much tied by the regulations (the complex is not a listed monument). The site is managed by a professional team, but it is the owner who has the last word in all aspects of the project.

Jam Factory represents an interesting comparison with the Pomaz Lab in Hungary – in terms of both having private owner of a not listed monument.

Elaboration of OC factors:

- **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- The development process took long, and involved a lot of different stakeholders – the Ukrainian laws would not have required this, but due to the private-owner’s dedication this was carried out
- The main concept was tried and tested as part of a series of temporary uses, which was partially done under a different (similarly private) ownership
- The concept of the Jam Factory provides unique opportunities in Ukraine, allowing it to become popular
- The owner does not expect it to produce profit – it should contribute (cover) the maintenance

- **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- Harald Binder as a private owner has the last word in everything – this has served the project well so far, but could be problematic on the long run

- **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- The area, where the Jam Factory is situated is full of opportunities – it is similar to other run-down creative neighbourhoods in Europe – and this strengthens the prospects of the Jam Factory, as it has a flexible enough structure to adapt
- The Lviv municipality is very open – it supports the renewal of the area
- There are other initiatives -similarly private – around the Jam Factory – and the combined support is very helpful

- **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- Building protection is centralized and very conservative in Ukraine – adaptive reuse, and modern adaptation is difficult to carry out

- The general institutional and regulatory environment is very fragile – this creates an uncertain environment for the investor as well

13. Jam Factory	STRENGTHS (Internal Factor) <ul style="list-style-type: none"> - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other 	WEAKNESSES (Internal Factor) <ul style="list-style-type: none"> - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) <ul style="list-style-type: none"> - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events 	Opportunity-Strength (OS) <p><i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i></p> <p>The Austrian connections and the relative availability of funds was used by the new owner – introducing new modes of adaptive reuse, mixing modern and traditional approaches, and commissioning an Austrian Architectural Bureau</p>	Opportunity-Weakness (OW) <p><i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i></p> <p>The development of the Jam Factory has been very gradual – also as part of the unpredictable and centralized and corrupt Ukrainian environment. Also, the site was first bought by another investor, who used it for temporary events only (we don't know why, but the assumption is that he never had the financial resources) - which created quite a good reputation from early on.</p> <p>This staging of the process allowed for smaller investments (the prices are lower in Ukraine anyways), and helped to ground the project locally.</p>
THREATS (External Factor) <ul style="list-style-type: none"> - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy 	Threat-Strength (TS) <p><i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i></p> <p>The biggest threat came from the regulatory framework – the Jam Factory is developing in a situation where there are no</p>	Threat-Weakness (TW) <p><i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i></p> <p>The biggest threat for the project now is to be unmaintainable – the private donor is interested to refurbish</p>

<ul style="list-style-type: none"> - The physical environment - Trends&events 	<p>established and systematic urban policies related to revitalization and adaptive reuse. But using the strengths – the owners knowledge and networks, the grass-roots community involved the established relations prior helped to carry out the staged redevelopment.</p>	<p>the building complex, but not to fully maintain it. Thus, it is looking for a business model, which provides adequate income</p> <ul style="list-style-type: none"> - The project plans include a restaurant and a small bar that should bring a <p>profit, as well as space lease, tickets or books. Applying for grants and fund raising via crowdfunding platforms is also planned.</p> <p>Another long-term threat could be an overall gentrification of the area – however, this is so far away, that there are no plans concerning it.</p>
---	---	--

14. The Grünmetropole

General summary: The project aims to propose a model on valorisation of the mine's history through the creation of a touristic itinerary. The itinerary aimed to support tourist to discover local actors. However, the implementation remained on the paper. The only tangible sign of the implementation were touristic insignias. The Grünmetropole had a very 'high-level' approach. And for this reason, the project could not be translated from local communities and having an impact on the local scale. The main reason was that the masterplan was abstract without leading to concrete measurement and support to local activities. The project has, once the funding finished, slowly disappeared from the collective memory. Both the local community and the tourists forget the existence of the itineraries: Grünmetropole did not become part of the collective culture.

Elaboration of OC factors:

- **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as "strength"?

- The project has a strong public involvement, which gives the possibility to have a clear and coherent vision of the project.
- Different levels of authority are involved allowing the project to have connections with local and national actors.

- **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as "weakness"?

- The project follows a top-down approach.
- The local communities interacted with the public authorities only passively without been involved in the decision of which activities should develop.
- Heritage values are not valorised

- **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as "opportunity"?

- It is an international project which could promote the integration of different cultures and approaches.
- Mines stories could support the creation of an interesting narrative

- **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as "threat"?

- Tourists' interest difficult to catch

14. The Grünmetropole	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> The project could exploit the opportunity to create a community hub where people of different communities and cultures could find in the mine's history a common ground.	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> The selection process of the local stakeholder which could be part of the itinerary was not clear. Different stakeholders complained not to understand it and reported a sensation of exclusion. Hence, this opportunity created a bad atmosphere towards the project.
THREATS (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Threat-Strength (TS) <i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i> The public intervention could have developed the social and physical infrastructure for the local people to define their own story. However, the project attempt to involve people remain on the paper and the local communities felt excluded from the decision-making project.	Threat-Weakness (TW) <i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i> The public intervention did not leave the space for local initiatives to emerge. The objective was related to the valorisation of the history of the mine and the project tried to define a touristic itinerary without involving in the activities of the community

15. Marineterrein, Amsterdam

General summary: This is an illustrative case for a public-public cooperation with an innovative management arrangement. As the Municipality of Amsterdam could not afford to buy the terrain, they started to collaborate with the national government. The two government bodies together opted for a slow transformation of the site keeping the historical value of the area. The method chosen was guided organic transformation. In the cooperation agreement signed between the two parties they decided to create a joint project organization, the Bureau Marineterrein. This innovative aspect of the contract offered continuity to the process, reduced bureaucracy and facilitated a hand-on approach to the transformation.

Elaboration of OC factors:

• **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- The municipal government and the national government have a consensus on the development and promotion of the long-term value (socially and economically) of the area, instead of selling it directly during the economic crisis.
- The “slow transition” was allowed and estimated to last for 10-15 years and the aim was that it would lead the later transformation of the area.
- When building the local community, the initiator knows and provides the need of the time to experiment and flexibility to adapt to what is not very successful or appropriate for the site. And the managing organization is open and encourage the testing action or experimental design and put into practice on the site.
- This project has good expert resources to lead the process of organic transformation.
- The creative civil servants are involved, they had courage to try something different in the governance process.
- The value development process of whole area considered an important basic element. Then the project has clear core value: Innovation, connection and focus.
- The independent managing organization cares about the interaction between the members and be very careful about communication with different stakeholders.
- A motivated group of people and organizations involved.
- The site has the ademption on creating a wider community who feels connected to the site.
- Attempts to let general public to know about this site.
- As most of the buildings were highly functional buildings, they were relatively easy to transform into office spaces with minimal interventions.

• **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- The Ministry of Defense has gradually withdrawn from the area, the central government and the municipal government do not have all ownership of the area. Makes some projects may face the risk of being unable to execute.
- The ownership involves three different levels of public sectors, the expected administrative procedures could be cumbersome and complicated.
- Stakeholders have different goals and focus, for instance, people in the neighbourhood see an important connection for the future with new community members or organization but the national government prefer to think about the highest quality of innovation hub rather than good social connection.

• **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- Neighbouring communities and nearby companies have interest to cooperate.

• **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- The initial process started at the time of economic crisis.
- The Ministry of Defense decided to remain on a larger part of the territory than initially foreseen, the area that has been opened to the public will be retained, but it may not be further opened to the area that was originally expected to be released.
- Many people in Amsterdam still regard this place as a military zone and do not know about the area or about the activities happening on site. And the nearby neighbourhoods are known for a relatively high percentage of youth at risk, with drugs, violence and early drop-out of school. These factors affect the possibility and willingness of the citizen to come to participate in the project in the area.

15. The Marineterrein	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> Bureau Marineterrein initiated a walking route with several cultural organizations in the	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> The position and the branding of the innovative quartier makes the national government start to

<ul style="list-style-type: none"> - The economy - The physical environment - Trends&events 	<p>wider communities which also share the navy history. On the other hand, several companies in the wider community connected to the initiative also participated in the network, get the image of an innovative quartier of the city and are beginning to work together.</p> <p>The core values help the organization selected the new tenants with high interested in the project and have the talent who can really contribute to the project's ambition.</p>	<p>realize the importance of social network.</p>
<p>THREATS (External Factor)</p> <ul style="list-style-type: none"> - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events 	<p>Threat-Strength (TS)</p> <p><i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i></p> <p>Innovative public servants willing to experiment provide great flexibility in the implementation of the project.</p> <p>At by established an independent organization it leads the development, maintenance and exploitation of the area, helps the continuity to the process, reduces bureaucracy and facilitates a hands-on approach to the transformation.</p> <p>The Ministry of Defence decided to stay on a larger part of the terrain, despite the contract</p>	<p>Threat-Weakness (TW)</p> <p><i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i></p> <p>The Ministry of Defence wants to retain the territory bigger than the original scope. The organization need to assess the ambitions of the on-going and new projects. Dealing with smaller terrain is seen as a challenge to achieve initial impact. It might cause the difficulties to increase the percentage of housing on the terrain which originally want to solve the housing shortage problems in the city. This coordination will be established in the communication between</p>

	between the government and the city, the parties needed to start renegotiating the context of the development. In this specific situation, having an independent organization to lead the development ensured the continuity of the transformation.	the public sector, there is no result yet.
--	--	---

16. Citadel, Alba Iulia

General summary: The municipality of the Citadel has developed a masterplan to attract national and international tourists. Hence, the actions focused mainly on creating the conditions to attract tourists and resources and only partially to make the re-use tangible and in line with the necessities of the local population. The heritage values, tangible and intangible, are “used” to differentiate the city and make it interesting for visitors. The most important decision taken is the creation of a shared narrative towards the citadel and the creation of the logo is the best example of this strategy. In addition, the municipality contributed to the creation of cultural and artistic events in historic centre. The project contributed in increasing the number of tourist inflowing in the city, which have positive repercussions on the city as a whole. However, the project follows a top-down approach, where citizens are not involved in the decision-making process.

Elaboration of OC factors:

• **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- The public involvement and activities are creating the conditions for a coherent and inclusive model for the re-use of the Citadel.
- It also provides a clear heritage brand of the area which support the development of the heritage values.
- Clear heritage strategy, online and offline.

• **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- The project follows a top-down approach.
- The process could not make the community feels as owner of the activities

• **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- The heritage strategy could open the door to a variety of activities that might support the local development, starting a virtuous circle of which could benefit the entire city
- National and international funding

• **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- The political support ensures the feasibility of the project.
- Political changes might threaten the sustainability of the project
- Lack of support for political reasons.

16. The Citadel	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> The project is developing a masterplan which aims to promote the heritage value and create activities (of different type and scopes) which could valorise the area and increase the economic opportunities in the city.	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> The project tries to include the citizens through co-design sessions and a collaborative approach to the plan. However, the communities complained about the lack of inclusiveness of civic initiatives in terms of mid- and long-term strategy.
THREATS (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Threat-Strength (TS) <i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i> To consolidate the public opinion and increase the local participation, the municipality is advancing the idea of creating a special organization called Citadel Heritage Management. This organization shall coordinate all processed related to the Citadel and make it more open to a variety of actors.	Threat-Weakness (TW) <i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i> The bureaucracy and state control over the process characterized the project. Hence, public authorities have the fear of giving away a part of the control in the case of such an important national monument. This constraint makes it difficult for the community to actively participate.

Annex 2: SWOT Analysis of the CHLs

1. Pomáz-Nagykovácsi Lab, Hungary

General summary: The project is taking place on an archaeological site in private ownership. On long-term, small-scale building of co-operations, knowledge, and trust is a key to strategic public-private-civic partnerships when the opportunities arise. In Hungary, the public sphere represents a threat or opportunity since every political change can bring a completely different approach, ranging from fully supportive partnership to actively creating problems for civic activities and private investment. Small-scale organic development ensures that there is a foundation to build on when there is political opportunity, and it is a key to resilience in terms of cultural and social identity at local level even in a non-supportive environment.

The lack of available public funding to support the sustainable management of sites similar to the Pomáz Lab makes private investment essential, but it appears in the form of social responsibility work. The private investor's benefits are not clear in any respect. This makes long-term planning and sustainability extremely difficult.

To operate the Lab further it is crucial to connect it to local networks and educational projects. The already existing groups of interested lay people and the increasing interest in community archaeology in general offers an opportunity to reach out to the public. This type of audience can get involved into volunteer work, but major financial contributions cannot be expected from them, and their on-site activities must be supervised – a suitable governance model is needed.

Elaboration of CHL factors

• **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- combination of cultural and environmental heritage values
- attractive landscape
- good story of the site, on which an attractive narrative can be built (a complex history of the area that a wide audience of lay people is aware of)
- good transportation and accessibility of the site
- the site is protected due to its archaeological and natural values – reduced risk of destruction
- the existing good infrastructure of the farm
- university background of the lab as a source of up-to-date knowledge and creative ideas
- previous research at the site has produced useful results
- successful previous programs at the site
- combination of various functions, activities at the site
- due to the private ownership, the already existing good relations to some organizations in Pomáz
- site is relatively independent from the local public administration
- there exists a small local community interested in the site and aware of its attractions

- **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- the bio-farm function and private ownership makes it difficult to open the site for the public
- the conservation of the ruins is not solved on the long run
- the ruins are not very attractive in their present form
- lack of roofed space to house a relatively large group
- lack of basic facilities (e.g. toilets) to serve a large group of visitors
- very limited and not diversified financial resources
- lack of knowledge and experience in the field of funding solutions
- low level of practicing digital governance makes it difficult to intensify online engagement of the local community + many among the locals have a low level of digital literacy
- the commuting character of the population of the area, low level of space attachment in most of the community
- regulations of nature protection limit the realization of the project activities

- **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- supportive farm owner
- active civil associations in Pomáz and around – an opportunity for cooperation and reach-out
- the new local public administration is supportive
- intensifying interest in community archaeology in Hungary, good relations with law-abiding metal detectorists
- benefitting from the multidisciplinary knowledge of the consortium
- benefitting from an international perspective due to the involvement of the international body of CHSP and the consortium
- Pomáz as the “Gate of Pilis” – benefitting from the recreational tourism in the Pilis
- A series of similar cultural heritage sites in the region – opportunity for regional integration

- **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- the owner of the site ceases to support the project
- the ownership of the site changes
- the condition of the ruins deteriorates
- quick, unexpected, and illogical changes in the national regulatory framework in Hungary
- lack of interest on behalf of the local community
- members of the CEU team are overloaded with teaching and other academic activities
- language problem, limits for applying our international resources and the digital participatory platform

- CEU moves to Vienna, away from the geographical proximity of the Lab
- COVIC19 prevents us from accepting visitors at the site

1. Pomáz CHL	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> Building on the existing good relations with local organizations and the heritage-related work done there before, the Lab has successfully reached out to cooperate with civic initiatives who share the values identified by the lab. Due to these existing good relations, the Lab raised interest in the newly elected municipal leadership (in 2019 autumn) whose members are independent from political parties and come from the local civic initiatives. The cultural, historical, and landscape values of the site, as well as the previous work done there to identify and present these, make the new municipal leadership see the lab as an opportunity to build on when defining their own cultural and	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> As a continuation of the successful programs, a kiln-building workshop was organized in cooperation with local civic organizations, to create a public space at the site which will later be covered with a roof. Building on the good relations with the owner, the farm was opened for the public for a series of various event, co-organized with local civic organizations from the town. This can contribute on the long run to the integration of the site into the cultural and heritage offer of the town. The Task Force webinar will be an opportunity to benefit from the multidisciplinary knowledge in the consortium to find a relevant financial model.

	<p>heritage policy, and as a partner when implementing those.</p> <p>There are ongoing negotiations of applying the participatory portal for such purposes (to facilitate community involvement in the creation of a local heritage value assessment).</p>	<p>The Lab started to cooperate with the newly elected municipal leadership as well as the local civic organizations to use heritage as a means to strengthen local identity also among the commuting residents.</p> <p>The events organized in the past few months did not require substantial financial investment.</p> <p>As CEU is moving to Vienna, it is pivotal to connect the lab to new networks such as the one in community archaeology in Hungary so that the lab can draw upon volunteer work even more.</p> <p>Connecting the teaching activity even more to the Lab work (thesis topics for students, such as community arch).</p>
<p>THREATS (External Factor)</p> <ul style="list-style-type: none"> - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events 	<p>Threat-Strength (TS)</p> <p><i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i></p> <p>The Lab is building on the innovative potential of the university background, the previous scholarly work done at the site, and the interesting narratives developed there to keep up the interest of the owner.</p> <p>The Lab, with the help of the interdisciplinary knowledge</p>	<p>Threat-Weakness (TW)</p> <p><i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i></p> <p>Looking for an appropriate institutional and management form, maybe by building it on the basis of an already existing organization.</p>

	<p>within the consortium, seeks to develop a financial model that contributes to the sustainability of the site, thus, increases the financial value of the farm, which ensures the owner's support.</p> <p>The Lab builds on the contribution of local civic organizations to attract the attention and interest of the broader community, by organizing joint programs with them. There was a series of such programs since launching the Lab (see the Participatory Portal).</p> <p>CEU moves away to Vienna, but OpenHeritage is an argument to keep a part of their activity in Hungary, and the Lab is an important part in it, since it is based on many years of cooperation and heritage-relates work there by the CEU team.</p> <p>The Lab tries to mitigate the effect of COVID19 and the closure of the site with online networking building on the existing relationships with local organizations and the heritage-related work done previously at the site.</p>	
--	--	--

2. Hof Prädikow, Germany

General summary: The site was the centre of social life of the village for hundreds of years, but it became abandoned for about 20 years. The new users established the Hof Prädikow association. The project is a cooperation between the association, the SelbstBau cooperative and the trias foundation (civic-civic partnership). The trias foundation works with heritable building right (Erbbaurecht) contracts of 99 years, allowing them to prevent the sale of the land and helping to secure the initially agreed project goals. Beside the demanding construction and renovation works, there is also a process of implementing a number of tools which allow community building and keeping the heritage aspects of the site. Because the big scale of the project public funding sources are also used in the project.

Elaboration of CHL factors

- **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- Previous relation of the site as social centre for the village of Prädikow and surrounding area
- Foundations’ and cooperatives previous experience with heritable building right
- Cooperative with experience as ground lease holder, project developer and lessor
- Activists/tenants’ capacity building
- Huge number and variety of uses/activities
- Heritage significance as one of the largest former farm sites in Brandenburg

- **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- Number of buildings still without usage concepts, further tenants needed
- Heavy renovations necessary on the building
- Large distance to Berlin makes commuting almost impossible
- Few public transport connections

- **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- Hereditary building right long tradition in Germany
- Low real-estate prices in the area
- Growing local movement for sustainable public real estate policies
- Funds from external resources: German Federal Ministry of Family Affairs, Senior Citizens, Women and Youth; LEADER programme

- **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- urbanization continuously leads to continuous decline in population

- more users are needed, necessary growth not yet completed

2. Hof Pradikow CHL	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> Implementing a number of tools which allow the community to be engaged at different tasks and work groups Creating a system which allows the community to be engaged in the decision making process Heritage aspects as factor for identification of users with the site	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> Designing financial schemes for a huge variety of different uses and buildings Public funding opportunities
THREATS (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Threat-Strength (TS) <i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i> Approach to be open for new users and groups for un-revitalized buildings Developing a sustainable usage structure on the long term, based on diverse and multiple uses	Threat-Weakness (TW) <i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i> Developing renovation step-by step with the future users Developing strong and trustful relations with the people in the village of Prädikow and the area

	Connecting and sharing knowledge with other sites heritage reuse and new concepts	
--	--	--

3. Centocelle, Italy

General summary: The project aims to achieve the local development and the heritage re-use and valorisation through the development of a hybrid organizations. The community has chosen a legal tool which enables them to have a vehicle to develop economic and social activities and at the same time to ensure that the governance is democratic. Culture and heritage valorisation and the sparkle that support the starting of the engine and the creation of a virtuous circle in which the community is the owner and manager. The project is aiming at integration of resources from different private and public actors and opening to the possibility of crowdfunding and sponsorships. Regarding territorial integration, inclusion of different local players and creation of a network of local actors which aims to develop cultural activities is in the centre of the project. The community integration is supported by democratic governance and inclusion of fragile population.

Elaboration of CHL factors

- **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- The cooperative model supports the inclusiveness of the project
- The community lives in the district and has strong local strings
- Each of the associates of the cooperative has provided with its resources to the capital of the firm
- The heritage values are shared and central to the activities of the community (Faro heritage community)

- **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- Lack of continuous and strong commitment of the participants
- Difficulty to reach the younger groups
- Lack of time of some of the participants

- **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- The creation of a strong network could sustain the community to have the only role of the coordinator.
- Possibility to be part of a cultural movement and festival
- The project will launch a crowdfunding campaign (to support a district festival)
- A large building, with a heritage value, could be given in concession to the community
- Inclusion of a high school of the district in the cooperative

- **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- The project requires that the clients respond positively to ensure that the services are economically sustainable
- The democratic structures might disincentivize significant investments
- Difficulties to relate with public authorities

3. Centocelle		STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> The local embeddedness of the project supports the inclusion of local resources and knowledge that thanks to the mutualistic exchanges are integrated into the development of the activities. The local presence ensure also that the community is aware of the opportunities on the territory.	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> The activities of the project aim to integrate into the process newcomers. Hence, the integration of new people reinforces the identity of the firm and the creation of a narrative that includes different views (following the principles of the Faro heritage communities). Minority groups are welcomed and the community is working to develop activities that would give everyone a voice.	
THREATS (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment	Threat-Strength (TS) <i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i> The legal form aims to promote a vision of co-ownership of the project. Not only the local communities are the provider of the services but also of the initial capital and the manager of	Threat-Weakness (TW) <i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i> The project tries to overcome the vision of volunteering. Hence the project aims to ensure that the community achieves its social objectives through the development of services. In this	

- Trends&events	the activities. The co-governance ensures that the participation of all the people that are interested and a democratic structure.	way, the creation of economic value will support the commitment of the associates, enabling the cooperative to transfer the value to the community.
-----------------	---	--

4. Sunderland, England

General summary: The project is led by a charitable trust, Tyne & Wear Building Preservation Trust (TWBPT) and beside them, multiple stakeholders are involved (Historic England, Sunderland City Council, Architectural Heritage Fund, various smaller funding organisations, Sunderland College, Newcastle university, various local cultural Community Interest Companies (CiC)). The project has been successful in securing funding from public and private sectors (current total £1.1 million) as well as bringing together heritage expertise and other resources. The project is joining up the re-use of historic buildings with existing music and culture networks in Sunderland. Pop Recs (a not for profit record shop, art space, café running for > 5 years in the city) will be using the some of the space and have secured money from Arts Council, and local volunteers have helped with some initial renovations. The project relies fully on subsidies and grant funding at the moment, which may not be a sustainable model on the long-run.

Elaboration of CHL factors

- **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- TWBPT is incredibly resourceful, skilled and creative about obtaining, matching and mixing funding opportunities.
- The project is led by Tyne & Wear Building Preservation Trust, which has an excellent regional reputation and networks for heritage re-use. Trust in this organisation is considered to have enabled partner support and funding.
- The project directly fed into the creation of a Heritage Action Zone (HAZ) and a formalised partnership which steers this (Historic England, Sunderland Culture, Sunderland Civic trust, Churches Conservation Trust, local councillors), and the project also benefitted from being in a HAZ, as funding and other resources have been (re) directed to these areas.
- The buildings are on the ‘High Street’ which has recently become an area of attention in urban regeneration policies and funding.
- The buildings are in a Heritage @ Risk conservation area, which is another reason for focus of resources on this area.
- Being a Living Lab in OpenHeritage has helped the reputation of this project as local people and local government are pleased to be considered alongside European examples, it gives credibility in some circles.
- The involved community actors have a strong and established network and are well known in the region, and as such help leverage further funding and involvement.
- ‘Meanwhile uses’; music events, Heritage Open Days events and coffee mornings have taken place whilst wider renovations continue in order to engage with the community.

- **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- The focus of the TWBPT historically, has been restoration, although moving towards community engagement, this is relatively new area for focus.
- Although the creation of a community asset (and wider area regeneration through adaptive heritage re-use) is at the heart of this project, community participation has been limited to a few events.
- Community (meaning direct neighbourhood residents) consultation has been undertaken from the beginning, but there is little sustained 'buy in' from the local community thus far. A further community audit is to be undertaken by consultants, and further engagement work is planned, but it is recognized that the capital works have moved faster than work with the community.
- TWBPT is a small organisation (+/- 2fte) with limited resources to put to this project, which is ran next to several other projects.
- The business plans (for the complex as well as individual businesses who could become leaseholders, were about to be reviewed (April 2020). The situation is fragile, and the long-term financial sustainability is in question (especially now, in/after COVID-19).
- There is a mismatch between the larger-scale funding involved in the building redevelopment and the small social enterprise organisations (CiCs) that are in the picture for using the spaces.
- Since they became property of the trust the buildings (only 1 of the 3 buildings is accessible at all) can currently only be open temporarily / for events, and the one useable building isn't fully functional (e.g. limited accessibility)

• **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as "opportunity"?

- There are early signs that surrounding properties could be coming into reuse and plans for some new residential properties on vacant land are becoming more concrete: this project could be a catalyst for wider area improvements.
- Supportive policy context and relationships locally with public bodies alongside the national policy to support the renewal of High Streets has the potential to further support this project and surrounding area improvement. Further opportunities for funding are likely to arise.
- The project being used as a positive case study by current funders is also an opportunity for being better known, and knowledge sharing/learning
- For the complex a service charge statement has been produced to show the running costs of the building, so it becomes more clear for future users what running costs etc. would be, and this will help develop a more accurate business plan
- Because the project is in its early stages, there is sufficient time to continue to try and develop community engagement.
- Full and sustained community engagement with a building that can only be open temporarily / for events, and isn't fully functional in terms of accessibility and facilities has been difficult, as soon as the first phase of

renovation works finishes, this will be different, as tenants can move in and open on a more regular base with much better services / accessibility.

- The cultural groups we work with are all community interest companies, with a strong social media presence, and good (on and offline) networks in the city, the region, and nationally. These networks have already been (and will be) mobilized for crowdfunding, volunteering, branding, etc.

- **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- Covid-19 pandemic – the project has halted construction, as well as engagement with the community, with no establishment/demand in the community for the use at the moment. The focus is very much on working with the foreseen future users, to survive this period, and still exist in the future.
- The involved communities are precarious, small scale cultural sector businesses, which can be difficult as they don’t have the capacity nor the experience to scale up their business. At the moment, their contribution to improvements to the buildings are largely dependent on donations and volunteer time.
- Large scale public ownership of buildings in this area (via previous regeneration strategies) have slowed any change and continue to hold the area back. Buildings left in public ownership tend to be left untouched. This is positive in the sense that it can prevent demolished, but often also means no restoration or other investment, which then means slow decay, lack of visible investment / change.
- The project is partly successful because of the current policy / funding focus on High Streets and the HAZ, if this focus were to change the project may suffer.
- The local community (neighbourhood) is fragmented and transient; the buildings are located in a struggling part of a retail high street (in a struggling city) with large vacancies, with nearby residential area suffering from socio economic disadvantaged. There is a risk that this project may continue to not have community buy-in and may not be used successfully in this way. Moreover, if successful, it might be because of use by groups from a wider area, with no direct benefit to the neighbouring residents. If really successful, it may lead to gentrification, as this is unlikely and even considered impossible by most stakeholders, there are no plans to mitigate this.

4. Sunderland	STRENGTHS (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	WEAKNESSES (Internal Factor) - Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor) - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	Opportunity-Strength (OS) <i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> The creation of Heritage Action Zone was prompted by the project and has brought together and formalized local heritage actors to strengthen the preservation of heritage in the local area. HAZ then also means more resources (time, money) are available for the area when it comes to formal heritage / reuse projects. The project is intended to be a catalyst for wider area improvements. Visible change (scaffolding up, building works happening) are good for this (but unclear about concrete further investment). The plans for the vacant land next door have seen some more uptake (Back on the Map have organized events in our buildings for this) There is further potential to engage with the local community. The CiCs we work with have strong local networks that are being mobilised, visibility on site makes the	Opportunity-Weakness (OW) <i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> A community audit and further engagement are to be undertaken to widen the community engagement, collaboration with other organisations working in the area has been set up (e.g. Back on the Map, Historic England) to not create overlap on this work (and discourage the residents). The buildings being open on a permanent basis is expected to influence the engagement element in a positive way. The long-term financial sustainability of the project is unclear, especially in this situation (COVID-19) and there is need for a serious review of positions. The Business Plan needs to be revisited following Covid 19 and more work to support the PopRecs family including Sunshine Co-op and We Make Culture. Specific funding calls have dictated the direction of the project to date, which to a large

	<p>connection between their participation and engagement work, and the buildings clear.</p> <p>The future of 170-175 HSW is tied to the development surrounding vacant land / properties. There is an opportunity to increase the engagement with Back on the Map and TOWN, and help them make a new housing development happen; The TWBPT aims to take forward work at 180 HSW (next door to current project) the 'Tyre Shop' to bring more of the buildings in the area back to life.</p>	<p>extend has been positive (e.g. focus on HAZ, high streets, and heritage at risk) as it meant the project hit a 'rich' funding spot. It also means there is a focus on the stories, histories, and people who are 'useful' in this context, and engagement activities, and small funding for other histories and stories is needed to help widen this narrative.</p>
<p>THREATS</p> <p>(External Factor)</p> <ul style="list-style-type: none"> - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events 	<p>Threat-Strength (TS)</p> <p>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</p> <p>There is a risk that this project will not increase community buy-in and may not be used successfully in this way. OpenHeritage support here is crucial to help develop this in a sustainable way, that remains feasible post project.</p> <p>The TWBPT purchase of these buildings from the City Council has changed the pace of re-use and redevelopment and is showing what is possible. But is remains a very high risk project, with little long term guarantees.</p>	<p>Threat-Weakness (TW)</p> <p>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</p> <p>The strong public-hand in this project and wider area has dictated the direction of redevelopment, which has had positive sides (e.g. access to funding, focus on, resources and support for the project) but also holds development back, as focus is by certain departments within the council, and building wider support within the local authority takes a long time. Moreover, the focus easily shifts as funding priorities (from central state) shift.</p> <p>The Covid-19 pandemic is ongoing, actions have been taken to re-start the redevelopment of the building. They are focused on working</p>

		with local business to help them survive.
--	--	--

5. Praga Lab, Poland

General summary: PragaLAB aims at empowering existing initiatives, strengthen the community in times of great change (some gentrification processes, several newcomers). PragaLAB goal is to present and make aware of heritage as a common ground for this complex community which is yet to emerge from the transition. They provide a platform for discussion and even negotiation between various groups which otherwise have seldom such an opportunity. As for financing, while working on specific models and solutions they at the same time focus on tailoring methods (workshop, means of supports for local entrepreneurs) which will be transferable to various areas and may be applied in different institutional circumstances. PragaLAB constantly explores the relation between heritage area, such as Praga, and the whole City of Warsaw and its potential. One of the main goals is to develop a model of PPP cooperation based on the commonly recognized heritage values in all their complexity (market value, community value, artistic values, social value....).

Elaboration of CHL factors

- **STRENGTHS (internal factor)**

list and elaborate. Short justification why factor was identified as “strength”?

- Multidisciplinary team of PRAGA Lab, consisting both of practitioners and academic researchers including architecture, economy, heritage, marketing and finances allows to provide an appropriate approach for complex challenges of Praga
- Most of team members have a significant experience in conducting research and advisory activities, including EU funded projects which makes the work coordinated and smooth
- Most of team members have a very good understanding of the context in which CHL is operating and have an extensive network on the site. It is especially important in a specific community of Praga, very sensitive to outsiders patronizing
- Synergic and circular approach to CHL actions that let us to use effectively our resources (every activity has at least double result in the project, all activities are intertwined).
- Constant communication and cooperation between team members in all tasks.
- Numerous activities already done in the frames of the lab and many planned for the following months, most of them possible to deliver despite the current lockdown in Poland.
- PragaLAB aims at supporting already existing ventures and empower struggling stakeholders rather than at invent new entities from scratch. It makes possible to obtain specific results within the project timeframe.
- Support (reputability) of mother institution – OW SARP which is a well-known and respected organization of architects which helps to attract attention and interest.

- PRAGA Lab is independent from any political pressure and work on the issues which are actually important for Praga and its community in the context of heritage, Actions do not reflect anyone's political agendas.
- Physical resources secured in the form of H2020 grant allow the lab to realize all projects tasks.

- **WEAKNESSES (internal factor)**

list and elaborate. Short justification why factor was identified as “weakness”?

- In Praga there are several former experiences of “vanishing ventures”, starting well but achieving very little, making local communities wary of any new activities. We should proceed very carefully while engaging people and have to communicate feasible aims.
- No experience in organizing a crowdfunding campaign of any type, not only concerning heritage.
- Problems PragaLAB are very complex, several of them resulting from beyond the CHL (e.g. country-level regulations, market trends, municipal policies regarding the whole city). Results of PragaLAB actions depend partly on these factors we have no influence on.

- **OPPORTUNITIES (external factor)**

list and elaborate. Short justification why factor was identified as “opportunity”?

- Important opportunity to stress out is a vibrant and well-connected community and numerous organizations interested in tangible and intangible heritage willing to cooperate and already working with the PRAGA Lab.
- Increasing interest in Praga and its heritage, growing recognition.
- The physical environment was one of the main reasons from the beginning to locate the OHL in Praga.
- There is an opportunity to organize at least one crowdfunding campaign for an artist support by PRAGA Lab in Made in Praga contest.
- Also, there is a probability to get on board and literally to have as an advisor to the Lab one of the business angels from Praga to support actions and help gather additional funding for our activities.
- In terms of regulatory frameworks and policies there is an opportunity for PRAGA Lab to be an actual contributor to changes in regulations (e.g. lease agreements of publicly owned properties, support for artists influenced by COVID-19 pandemic), open discussion about adaptive re-use and circular economy principles in places like Piekarnia (results of workshops).
- Many events, activities and festivals connected with physical and cultural heritage taking place in Praga including Otwarta Żabkowska or Cuda Wianki.

- **THREATS (external factor)**

list and elaborate. Short justification why factor was identified as “threat”?

- Gentrification being a side effect of projects like Koneser and growing rents in revitalized properties.

- Loss of inhabitants living in Praga for generations, which is not common in Warsaw, as a result of actions taken by administration to improve the quality of living of citizens by re-locating them to apartment with all amenities yet in other districts of Warsaw city.
- Currently a huge uncertain for the PRAGA Lab is the future of artists and entrepreneurs supported in Made in Praga contest due to COVID-19 lock down, fortunately all of them are running their businesses also on-line.
- Also, if the current situation will lead to the economic shock or downturn in Poland, the Lab may not be able to gather additional funds from business angels or even in crowdfunding campaign (although this type of actions may prove to be more sustainable in the long-term, while engaging hearts and minds to protect real values, not only for an economic gain or PR purposes of donors).
- Difficulties in (innovative) use of the digital tools for planned CHL actions; limitations of the owned digital tools in implementing CHL activities.
- Low capacity of the local government to introduce the innovative models for heritage adaptive reuse elaborated within CHL.
- Institutional bottleneck for bringing impact of the new approach to heritage adaptive reuse policy.

5. Praga Lab		STRENGTHS (Internal Factor)	WEAKNESSES (Internal Factor)
		- Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other	- Human resources, - Physical resources, - Past experiences - Activities and processes, - Financial, - Other
OPPORTUNITIES (External Factor)	Opportunity-Strength (OS)	Opportunity-Weakness (OW)	
- Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events	<i>What decisions and actions have been taken within the project that draw on the strengths to take advantage of opportunities?</i> Development of advisory board for the Lab consisting of well-known and respected specialists and activists from Praga Signing agreements for cooperation with the city of Warsaw, The Praga Museum of Warsaw Organization of Made in Praga contests which allowed the Lab to find three artists/entrepreneurs connected	<i>What decisions and actions have been taken within the project to overcome the weaknesses by taking advantage of opportunities?</i> Again organization of Made in Praga contest which will allow the Lab to test crowdfunding process. Testing digital tools for crowdsourcing together with local partners and getting a support form consortium partners	

	<p>with the contemporary heritage of work in Praga.</p> <p>Cooperation with NGOs like Otwarte Drzwi (an organisation with over a two-decade presence in Praga for which work is one of the key values) and support of Cuda Wianki festival planned for Autumn this year (Spring edition was cancelled due to quarantine).</p> <p>Developing digital tools for building digital database on heritage and its tangible and intangible values with collaboration of the local activists and organizations.</p>	<p>Involving decision makers into the process of developing innovating PPP(P) models</p> <p>Using growing interest in Praga to disseminate better understanding of its heritage values and to create more sustainable environment for future activities</p>
<p>THREATS</p> <p>(External Factor)</p> <ul style="list-style-type: none"> - Demographics and social relations - Regulatory frameworks, policies... - Funding sources - The economy - The physical environment - Trends&events 	<p>Threat-Strength (TS)</p> <p><i>What decisions and actions have been taken within the project that draw on the strengths to avoid threats?</i></p> <p>One of the key actions touching the problems of gentrification and loss on intangible heritage is actually Piekarnia workshop – recommendation which will be developed as a result of workshop are planned to presented (came as an experience of the team in previous projects – Warszawskie Centra Lokalne, Nowa Towarowa).</p> <p>Another important move in this matter was an invitation to</p>	<p>Threat-Weakness (TW)</p> <p><i>What decisions and actions have been taken within the project that seek to minimize weaknesses and avoid threats?</i></p> <p>Key decision to minimize weaknesses and avoid threats was not to tie the Lab with any type of an agreement with commercial investors active in Praga. This allows the Lab to be unbiased.</p> <p>To involve stakeholders from various fields as members of Advisory Board.</p> <p>Strengthening the evidence-based approach, while avoiding “empty-talk” will allow to focus</p>

	<p>cooperation in workshop city authorities including Michał Olszewski and Marlena Happach (Lab members worked with them in numerous projects already, they are key decision makers in the City of Warsaw)</p> <p>As far as Made in Praga proteges are concerned the Lab is currently working with them to gather information for the municipality what type of actions and support is needed for micro-companies in order to survive financial slowdown.</p>	<p>on concrete results instead of creating another illusionary events.</p> <p>Involving public sector, NGO and entrepreneurial environment decreases the risk of failure if one of them weakens for any reason.</p>
--	---	---

Annex 3: Normative criteria

Interim list of normative criteria

*** Disclaimer: Please note that the list and the entries that follow are a work in progress that is to be finalized for the deliverable D3.6: Finalized report on the European adaptive reuse management practices ***

Good Practice – Necessary Criteria

- Protects multiple heritage values related to an object
- Ensures economic sustainability
- Relies on multiple funding sources (that are geared towards sustainability)
- Fostering ecological sustainability
- Fosters social sustainability
- Builds on co-governance arrangements inclusive of different communities and stakeholders
- Engages neighbourhood and heritage communities to participate
- Improves the quality and use of the built environment in the instant surroundings of the site
- Values a diversity in cultural expressions and heritage branding
- Raises awareness and educates critically about the local heritage

Good Practice – Important Criteria

- Promotes exchange (economic, knowledge, civic support, etc.) with other not-for-profit and non-governmental organizations
- Creates (quality) jobs and promotes small business development
- Makes essential social services and learning programs accessible to disadvantaged communities
- Fosters participatory approaches to cultural heritage and tourism

Good Policy Criteria

- Heritage policy supports not only physical conservation but also its related social and intangible aspects
- Supports ownership acquisition of the site/object by a community organization
- Supports the integration of policies on various governance levels and/or between various departments
- Creates a flexible regulatory environment towards adaptive-reuse
- Prioritize the use of assets by civic actors against neglect or speculative purposes
- Creates spaces for experimentation
- Combines policy with the necessary resources and regulation

Preliminary description of Normative Criteria

Good practice – necessary criteria

- Protects multiple heritage values related to an object

Adaptive reuse practices expand the concept of authenticity and integrity of heritage objects to a variety of heritage values which include together “materials and substance, use and function, tradition and techniques, location and setting, spirits and feeling and other internal or external factors” (ICOMOS 1994).

Hence, the protection of these values implies a shift from the heritage as thing approach to heritage as an ongoing process (van Knippenberg 2019). Although the variety of aspects to be considered might create conflicts along the adaptation process (e.g. functions required by the community vs planning uses, continuous access vs physical preservation, etc.) the care of opposite elements should aim at equity and an mutual understanding and integration of existing heritage status, values and conditions into the protecting process, providing the reasons for all proposed interventions (ICOMOS 2019). By protecting multiple heritage values as something in flux and adaptable to an ever-changing present (Harrison 2013, Högberg 2016), it acknowledges the need for an ongoing maintenance, participated by local communities and supported by dynamic approaches to respectful and compatible adaptive reuse and management (ICOMOS 2019).

Key references

Harrison, Rodney. 2013. *Heritage: Critical Approaches*. London: Routledge.

Högberg, Anders. 2016. Rodney Harrison: *Heritage. Critical Approaches*. London: Routledge. *Norwegian Archaeological Review*, pp. 268.

ICOMOS. 2019. “European quality principles for EU-funded interventions with potential impact upon cultural heritage.” Paris: Manual. ICOMOS International.

ICOMOS. 1994. “Nara document on authenticity.” Available at: whc.unesco.org/document/116018 (External link).

Van Knippenberg, Karim. 2019. “Towards an Evolutionary Heritage Approach: Performances, Embodiment, Feelings and Effects.” In *AESOP 2019 Conference: Planning for Transition: Book of Abstracts*, 166–166. Association of European Schools of Planning (AESOP)

- Ensures economic sustainability

The policy framework should promote economic development which does not conflict with environment protection and environmental and social sustainability. Economic sustainability here is understood not as mere economic growth indicated by cost-benefit analyses and market prices, but as an activity which avoids eroding the social embeddedness of the economy, e.g. through gentrification, overtourism and growing social inequalities. Adaptive heritage reuse should foster job creation, increase economic activity and household incomes, revitalize local communities and empower residents, provide essential and accessible social services and infrastructures, reduce vacancies, and foster the controlled growth of the properties’ value. As such, it helps to achieve some economic objectives, but rather as a part of long-term strategies than short-term profit-oriented projects.

Key references

Auclair, Elizabeth, and Graham Fairclough. 2015. "Living Between Past and Future. An introduction to heritage and cultural sustainability." In *Theory and Practice in Heritage and Sustainability. Between past and future*, edited by Elizabeth Auclair and Graham Fairclough, 1-22. London and New York: Routledge.

Gunay, Zeynep. 2008. "Neoliberal Urbanism and Sustainability of Cultural Heritage." In *Neoliberal Urbanism and Cultural Change*. 44th ISOCARP Congress, January 2008. <https://isocarp.org/app/uploads/2014/05/Gunay.pdf> (External link)

Lombardi, Rachel, Libbi Porter, Austin Barber, and Chris D. F. Rogers. 2011. "Conceptualizing Sustainability in UK Urban Regeneration: A Discursive Formation." *Urban Studies* 48, no. 2: 273-296.

Rypkema, Donovan D. 2014. *The Economics of Historic Preservation. A Community Leader's Guide*. 3rd ed. Washington, D.C.: PlaceEconomics.

- Relies on multiple funding sources (that are geared towards sustainability)

In the process of implementation, the financing is secured through various channels to evade dependency on a single resource. The appropriate mix of resources is context dependent, but it preferably includes a combination of public funds (national, regional, local), private funds, EU grants, EIB loans, other bank loans and own income. Involving the heritage community through applying new financing mechanisms (common funds, crowd funding, green-shares) is also preferred.

Key references

Van Balen, Koenraad and Vandesande, Aziliz. 2018. *Innovative Built Heritage Models*. Belgium: CRC Press.

Council of the European Union. 2014. *Conclusions on cultural heritage as a strategic resource for a sustainable Europe*. Education , Youth, Culture And Sport Council meeting Brussels, 20 May 2014. Available at https://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/educ/142705.pdf (External link)

Polyák, Levente et al. 2019a. "Stará Tržnica." OpenHeritage Observatory Case. https://openheritage.eu/wp-content/uploads/2018/11/9_Open-Heritage_Stara-Trznica-Bratislava_Observatory-Case.pdf (External link)

Patti, Daniela, and Levente Polyak, eds. 2017. *Funding the Cooperative City*. Edited by Daniela Patti and Levente Polyák. Vienna: Cooperative City Books/Eutropan Research & Action.

- Fosters ecological sustainability

Adaptive heritage reuse fosters ecological sustainability by extending the life cycle of material and resources and by reusing structural elements and recycling materials. Ecological sustainability in heritage reuse can include such aspects as

improvement of energy efficiency, use of renewable energy systems, reduction of resources consumption, reduction of building and demolition waste, recycling of waste, contribution to the growing environmental awareness and education, safeguarding of natural heritage, including cultural landscapes, brownfield redevelopment and reduction of urban sprawl.

Key references

Cassar, May. 2009. "Sustainable Heritage: Challenges and strategies for the Twenty-First Century." APT Bulletin: The Journal of Preservation Technology 40, no. 1: 3-11.

Powter, Andrew, and Susan Ross. 2005. "

Environmental and Cultural Sustainability for Heritage Properties." APT Bulletin: The Journal of Preservation Technology 36, no. 4: 3-11.

Vardopoulos, Ioannis, and Eleni Theodoropoulou. 2018. "Does the New 'FIX' Fit? Adaptive Building Reuse Affecting Local Sustainable Development: Preliminary Results." The IAFOR Conference on Heritage & the City, November 2018, <https://papers.iafor.org/submission43399/> (External link)

Yung, Esther H. K., Edwin H. W. Chan. 2012. "Implementation challenges to the adaptive reuse of heritage buildings: Towards the goals of sustainable, low carbon cities." Habitat International 36: 352-361.

- Fosters social sustainability

Social sustainability recognizes the significance and diversity of community, the critical importance of 'sense of place' and heritage - which include the buildings, townscapes, landscapes and immaterial culture- in any plans for the future. A "sense of place" and cultural identity based on heritage are seen as a major component of quality of life and provide a sense of belonging. These are key aspects in ensuring social well-being and collaboration for the common good, and thus contributes to social sustainability.

Adaptive reuse practices foster social sustainability by strengthening the fair apportionment of resources and equality of condition (Burton, 2000) - inside and beyond the project.

Social sustainability is a process for creating sustainable heritage adaptive reuse practices that promote wellbeing, by providing an equitable access to resources, services and places for all the communities involved, directly and indirectly, in that processes. Thus, social sustainability combines design of physical aspects with design of the social sphere, by including infrastructure to support social and cultural life, social amenities, systems for citizen engagement, and space for people. Overall, for social sustainability to happen, adaptive reuse practices need to rely on an equitable level of accessibility which allows the communities to participate economically, socially and politically in the project as well as in society in general (Pierson, 2002; Ratcliffe, 2000).

Hence, the active participation in local and community activities and issues is one of the main domains of the social sustainability related to social network integration (Littig and Griessler, 2005). This means to encourage the development of a socially sustainable urban settlement where the communities involved in adaptive reuse support the creation of a setting for long-term human activity and interaction that is equitable, inclusive and sustainable in the broader sense of the term (economically and environmentally as well as socially) (Dempsey et. al. 2011).

To this aim, adaptive reuse projects foster the creation of a local equipment to empower the sustainability of the community itself over negative urban and economic transformation of its surrounding area.

Key reference

Burton, Elizabeth. 2000. The compact city: just or just compact? A preliminary analysis. *Urban Studies* 37: 1969–2001.

Dempsey, Nicola et. al. 2011. The Social Dimension of Sustainable Development: Defining Urban Social Sustainability. *Sust. Dev.* 19, 289–300.

Littig, Beate, Griessler, Erich. 2005. Social sustainability: a catchword between political pragmatism and social theory. *International Journal of Sustainable Development* 8: 65–79.

Pierson J. 2002. *Tackling Social Exclusion*. Routledge: London.

Ratcliffe P. 2000. Is the assertion of minority identity compatible with the idea of a socially inclusive society? In *Social Inclusion: Possibilities and Tensions*, Askonas P, Stewart A (eds). Macmillan: Basingstoke; 169–185.

Rostami, R, SM Khoshnava and H Lamit. 2014. "Heritage contribution in sustainable city." *IOP Conf. Series: Earth and Environmental Science* 18.

Stephen McKenzie. 2004. "Social sustainability: Towards some definitions." *Hawke Research Institute Working Paper Series No 27*, Hawke Research Institute University of South Australia Magill, South Australia.

- Builds on co-governance arrangements inclusive of different communities and stakeholders

Co-governance is a multi-stakeholder governance arrangement whereby the community emerges as a key actor and partners up with at least one of the other four actors of the quintuple helix governance scheme of urban innovation. This approach builds on the theories elaborated to explain governance approaches used to stimulate innovation. The model implies the involvement in urban governance of five categories of actors: 1) active citizens, "commoners" and practitioners of the urban commons, social innovators, city makers, organized and informal local communities; 2) public authorities; 3) private economic actors (national or local businesses; small and medium enterprises; social businesses; neighbourhood or district-level businesses) 4) civil society organizations and NGOs; 5) knowledge institutions (i.e. school; Universities; research centres; cultural centres; public,

private, civic libraries). neighbourhoods; stimulating an active role of the cognitive institutions as entrepreneurial and engaged universities. They ultimately trigger processes of inclusive urban development.

Key References

Etzkowitz, Henry and Leydesdorff, Loet. 1995. 'The Triple Helix: university-industry-government relations: a laboratory for knowledge-based economic development', *EASST Review*, 14(1): 14-19.

Ranga, M. and Etzkowitz, Henry 2013. 'Triple Helix Systems: An Analytical Framework for Innovation Policy and Practice in the Knowledge Society', *Industry and Higher Education* 27 (4): 237-262.

Etzkowitz, Henry. 2003. Research groups as 'quasi-firms': the invention of the entrepreneurial university, *Research Policy*, 32(1):109-121.

Foster, Sheila and Iaione, Christian. 2016. "The City as a Commons," *Yale Law Review*, 34 (2): 281.

Iaione, Christian and De Nictolis, Elena. 2020 forthcoming. "The City as a Commons Reloaded: from the Urban Commons to Co-Cities. Empirical Evidence on the Bologna Regulation" in Foster, Sheila and Swyney, Chrystie. *The Cambridge Handbook of Commons Research Innovation*, Cambridge University Press.

Foster, Sheila and Iaione, Christian. 2019. "Ostrom in the City". In Cole, Dan et al., *Routledge Handbook for the Study of the commons*, Routledge.

Julia, Lane. 2016. Big Data for Public Policy: The Quadruple Helix. *Journal of Policy Analysis and Management*, 35,3.

Ostrom, Elinor. 2010. Polycentric systems for coping with collective action and global environmental change. *Global Environmental Change*. 20: 550-557.

Ostrom, Elinor. 1990. *Governing the commons*. Cambridge: Cambridge University Press.

Bingham, Lisa. 2009. Collaborative Governance: Emerging Practices and the Incomplete Legal Framework for Public and Stakeholder Voice, *Journal of Dispute Resolution*.

- Engages neighbourhood and heritage communities to participate

Community engagement means involving substantially local and heritage communities to shape common goals and identify strategies to achieve them. Promoting social collaboration may also happen on the basis of communication methods such as social media platforms, participatory approaches and co-designed activities, to encourage different groups in the neighbourhood to active involvement and engagement.

The participatory approach is one of the basic principles of the OpenHeritage project. Both on-the-site and online public engagement is the priority of the project and considered as a potentially transformative tool for social change.

Key references

Dennis Sandow, Reflexus Company and Anne Murray Allen, Hewlett-Packard Company. 2005. "The Nature of Social Collaboration: How Work Really Gets Done." Reflections: the SoL Journal on Knowledge, Learning, and Change. Volume 6, Number 2/ 3: 1-14.

- Improves the quality and use of the built environment in the instant surroundings of the site

Adaptive reuse practices foster the improvement of the quality and use of the built environment in the instant surroundings of the site, by considering it closely linked of its cultural, environmental, social and economic features and needs (Leeuwarden Declaration 2018). In particular, social inclusiveness is a crucial aspect of the physical and economic regeneration process, where the improvement of the quality and use of the built environment could contribute in parallel to an improvement of the social capital of the area (Pendlebury et al. 2004). Therefore, locals become more aware of their renovated neighbourhood, assist and participate eagerly in the caring of the built environment (Alföldi et al. 2019) and foster a continuous, suitable and compatible use of the site that is a crucial aspect for this improvement process. These aspects foster a more holistic approach to adaptive reuse which might support the development of not-exploitative strategy aimed at preventing side effects such as gentrification, real estate values rise, social exclusion, expulsion process etc. They also intend quality beyond the only physical and technical matters at the level of single area, by considering as a precondition of quality the recognition of heritage as a common good (ICOMOS 2019).

Key references

Alföldi, György, Melinda Benkő. And Gábor Sonkoly. 2019. "Managing Urban Heterogeneity: A Budapest Case Study of Historical Urban Landscape". In Reshaping Urban Conservation. The Historic Urban Landscape Approach in Action, edited by Ana Pereira Roders, Francesco Bandarin, 149-166. Berlin: Springer.

ICOMOS. 2019. "European quality principles for EU-funded interventions with potential impact upon cultural heritage." Paris: Manual. ICOMOS International.

Leeuwarden Declaration Adaptive Re-Use of the Built Heritage: Preserving and Enhancing the Values of Our Built Heritage for Future Generations. 2018. Available at:

https://www.acecae.eu/uploads/tx_jidocumentsview/LEEWARDEN_STATEMENT_FINAL_EN-NEW.pdf (External link)

Pendlebury, John, Tim Guy Townshend. And Gilroy Rose. 2004. "The conservation of English cultural built heritage: a force for social inclusion." International Journal of Heritage Studies, 10(1), pp. 11-31.

- Values a diversity in cultural expressions and heritage branding

Adaptive reuse practices promote and value a diversity in cultural expressions and heritage branding by processes aimed at readapting and transmitting not only

material assets but also its stories. Drawing on values recognized by people, it means to foster the development or/and preservation of symbols of recognition and of expression of collective memory - two fundamental means by which heritage places may continue to exist - as communicative practices (Munjeri 2004). Building a strong sense of identity for new initiatives dealing with heritage re-use is in fact also an important step in reaching out to other partners (e.g. when advocating for changes in regulations or funding mechanisms).

Especially in heritage sites which have experienced long period of abandonment and decay, the physical rehabilitation of cultural heritage along with the creation and the promotion of new narrative paths and co-defined heritage values, becomes an opportunity of identity building and sense of belonging (Tweed & Sutherland 2007).

Adaptive reuse practices contribute to the (re)creation of a collective heritage identity which might support a positive attachment to the broader physical environment for the local community, by rediscovering feelings of attachment (Mason, 2014) that foster a better socio-cultural interactive environment as well as more environmentally friendly behaviours. If heritage identities and branding image are usually considered the basic generator of heritage commercial development and marketing actions, in that way it supports the creation of a positive and a stronger relationship between cultures or cultural groups and their collective responsibility for the care and safeguarding of the significant attributes, and heritage values.

In general, community led adaptive reuse projects, by encouraging these aspects, impact on well-being, sense of place and therefore social sustainability, providing a link to the past and contributing to the development of new identities in line with the communities change over the time (Bullen and Love 2011). It deals with supporting ethic trajectories of the urban development, linked to the past but collectively renegotiated in the present. Ultimately, for adaptive heritage reuse to value a diversity in cultural expressions and heritage branding means to impact on the attractiveness, well-being and identity of the surrounding area (Grefe 2004; Graham 2002), creating and fostering sustainable social and cultural connections.

Key References

Bradley, D. et al. 2009. Sense of place and social capital and the historic built environment. Report of research for English Heritage. [Online] CURDS, Newcastle University. Available: http://hc.historicengland.org.uk/content/pub/sense_of_place_web.pdf

Bullen, Peter A. and Love, Peter E.D. 2011. "Adaptive reuse of heritage buildings". Structural Survey. 29(5): 411-421

CHCfE Consortium. 2015. Cultural Heritage Counts for Europe. Krakow: International Cultural Centre.

Grefe, Xavier. 2004. "Is heritage an asset or a liability?". Journal of Cultural Heritage. 5(3): 301-309.

Graham, Brian. 2002. "Heritage as Knowledge: Capital or Culture?". *Urban Studies*. 39(5/6): 1003-1017.

Kaplan, Melike Demirbag. et.al. 2010. "Branding places: applying brand personality concept to cities". *European Journal of Marketing*. 44(9/10): 1286-1304

Kavaratzis, Mihalīs, & Ashworth, G. J. 2005. "City Branding: an Effective Assertion of Identity or a Transitory Marketing Trick?". *Tijdschrift Voor Economische En Sociale Geografie*, 96 (5), 506-514.

Lenzerini, Federico. 2001. "Intangible Cultural Heritage: The Living Culture of Peoples". *European Journal of International Law*, vol, 22 (1) 101–120

Macdonald, Sharon. 2013. *Memorylands. Heritage and Identity in Europe Today*, Routledge

Mason, Rhiannon. 2014. "Heritage and Identity: What Makes Us Who We Are?". Newcastle University. Available at: <https://www.theheritagealliance.org.uk/wp-content/uploads/2014/11/Heritage-and-Identity-talk-Rhiannon-Mason.pdf>

McLean, Fiona. 2006. "Introduction: Heritage and Identity". *International Journal of Heritage Studies*, 12(1), 3-7

Munjeri, Dawson. 2004, "Tangible and Intangible Heritage from difference and Convergence". *Museum International*. 56: 1-2.

Prilenska, Viktorija. 2012. "City Branding as a Tool for Urban Regeneration: Towards a Theoretical Framework". *Architecture and Urban Planning*, 6, 12-16

Tweed, Christopher, Sutherland, Margaret, 2007. "Built cultural heritage and sustainable urban development". *Landscape and Urban Planning*, 83(1), pp. 62-69.

- Raises awareness and educates critically about the local heritage

Heritage exists to the extent that people define and embrace it (Smith 2006). Participatory approaches to heritage therefore emphasize the importance of raising awareness about the heritage in a dialogical manner – recognizing the diversity of perspectives on heritage objects and enriching the understanding of that heritage in that fashion (Silberstein 2013).

Critical education about local heritage means that such recognition of heritage is not the same as an unreflected appreciation of heritage as undifferentiated or about the "good old days", but rather an understanding of the historical conditions in which that heritage has emerged, of the ethically problematic or uncomfortable aspects (MacDonald 2013??), how it fits within the dominant (authorized) heritage discourse, and how it relates to questions of the present and the future. What are the unredeemed promises and struggles of the past that the heritage points towards?

Key references

Macdonald, Sharon. 2010. *Difficult heritage: Negotiating the Nazi past in Nuremberg and beyond*. Routledge.

Silberman, Neil A. 2013. "Heritage interpretation as public discourse." *Understanding heritage: perspectives in heritage studies*, ed. Marie-Theres Albert, Roland Bernecker and Britta Rudolff: 21-31.

Smith, Laurajane. 2006 *Uses of heritage*. Routledge, 2006.

Good practice – important criteria

- Promotes exchange (economic, knowledge, civic support, etc.) with other not-for-profit and non-governmental organizations

Involving the exchange with other not-for-profit and non-governmental organizations is the mutually beneficial sharing of ideas, data, experience, and expertise. Many potential outcomes from this reciprocity usually bring social and economic benefits of for the partners and greater independence from for-profit corporations with exploitative and non-sustainable practices and from the political vagaries of public administrations.

Key references

Patti, Daniela, and Polyák, Levente, eds. 2017. *Funding the Cooperative City*. Vienna: Eutropean Research & Action.

Macdonald, Sharon. 2011. "Leveraging heritage: public-private, and third-sector partnerships for the conservation of the historic urban environment" ICOMOS 17th General Assembly.

- Creates (quality) jobs and promotes small business development

As the Cultural Heritage Counts for Europe report (CHCfE Consortium, 2015: 21) shows, cultural heritage is a significant creator of jobs across Europe. Adaptive reuse of heritage has the same potential, as research by Historic England and the National Lottery Heritage Fund shows. Combined, this research shows how heritage led regeneration, including the commercial and non-commercial adaptive reuse of heritage buildings, creates and sustains jobs. There is a wide range of types of job and skill levels created. There are for example temporary jobs created during the construction phase, as well as more specialised jobs around construction, repair and maintenance focused on specific heritage skills and techniques. As adaptive reuse projects tend to rely more on traditional building skills, techniques, materials, and trades, it can also stimulate jobs and business development around crafts and the 'artisan' economy. Moreover, they show how it can create and stimulate cultural tourism jobs and businesses, the hospitality industry, the creative industries, and generally start-ups. There are also more indirect jobs such as the in the development and application of virtual reality technologies for interpretation and accessibility, or the specialised knowledge in relation to heritage reuse, such as sustainability measures, or widening community participation (education packages, volunteer managers).

Their research also shows that returns on heritage-led regeneration projects on average outstrip the original investment (funding) costs significantly. This relates to both the direct economic impact of the heritage-related sectors, and the indirect impact, for example further investment due to increased attractiveness (i.e. heritage-led regeneration).

The use of heritage for entrepreneurial gain however, should not just be considered in terms of its 'positive' impacts, as various publications show, e.g. (Pendlebury et al., 2019; Scott et al., 2018; Veldpaus and Pendlebury, 2019). The context of growth pressures easily turns heritage into a commodity. Consequences such as commodification, touristification, gentrification and privatisation are often seen as mostly positive. The fact that adaptive reuse has to create jobs and more generally make a positive contribution to urban and socio-economic development means it has to facilitate and stimulate it, whether in terms of well-being, tourism, house prices or other economic indices. But we should asking: who benefits, and who doesn't? Preserving for posterity things of value has always been related to the exercise of power in which specific things are foregrounded, as much as other episodes and perspectives are forgotten (Hall, 1999). How often does it lead to a convenient forgetting of less 'useful' histories and heritage, and thus the erasure of certain communities (Veldpaus and Pendlebury, 2019) on the one hand, and gentrification, and thus the removal of certain communities, on the other (Beeksma and Cesari, 2018)?

So, whilst adaptive reuse can create jobs and promote the development of SMEs, it is important to understand who benefits from this. Moreover, we need to consider the type of jobs it will create, to avoid jobs that are underpaid, short term, or situations that have volunteers doing work that should be paid for, in other words, jobs that are not actually contributing to people's livelihood.

Key References

Beeksma, Anne, and Cesari, Chiara De (2018) 'Participatory heritage in a gentrifying neighbourhood: Amsterdam's Van Eesteren Museum as affective space of negotiations'. *International Journal of Heritage Studies*, 0(0): 1–18.

CHCfE Consortium (2015) *Cultural heritage counts for Europe: full report*. eds. Giraud-Labelle, Claire, Pugh, Katrina B., Quaedvlieg-Mihailović, Sneška, et al. Krakow: International Culture Centre.

Pendlebury, John, Scott, Mark, Veldpaus, Loes, van der Toorn Vrijthoff, Wout, and Redmond, Declan (2019) 'After the Crash: the conservation-planning assemblage in an era of austerity'. *European Planning Studies*, : 1–19.

Scott, Mark, Parkinson, Arthur, Redmond, Declan, and Waldron, Richard (2018) 'Placing Heritage in Entrepreneurial Urbanism: Planning, Conservation and Crisis in Ireland'. *Planning Practice & Research*, 0(0): 1–18.

Veldpaus, Loes, and Pendlebury, John (2019) 'Heritage as a Vehicle for Development: The Case of Bigg Market, Newcastle upon Tyne'. *Planning Practice & Research*, 0(0): 1–15.

- Makes essential social services and learning programs accessible to disadvantaged communities

Adaptive reuse practices can be places of cooperation that connect their new uses with the needs of the community, particularly in low income and marginalized areas (Ostanel 2017). As such, they can improve access, offer better services, and be more responsive to local needs, working with local community groups and other stakeholders (e.g. offering cultural services, welfare, refugee protection, health services, housing etc.). In some cases this supports education and culture by promoting learning programs (see e.g. <https://teh.net/> (External link)).

These can then contribute to the development of skills, awareness, and knowledge to foster further training or education and/ or provide support through educational courses and workplace skills (CHCfE 2015). The creation, definition and sharing of both activities should not occur merely for the community but with the community (Jenkins 2009) by securing inclusivity, accessibility, impartiality and usability of the governance of the assets (Iaione 2015)

Key references

CHCfE Consortium. 2015. Cultural Heritage Counts for Europe. Krakow: International Cultural Centre.

Iaione, Christian. 2015. Governing the Urban Commons. Italian Journal of Public Law vol. 1, pp. 170-221.

Jenkins, Henry. 2009. Confronting the Challenges of Participatory Culture. Cambridge, MA: MIT Press.

Ostanel, Elena. 2017. Spazi fuori dal comune: rigenerare, includere, innovare. Milan: Franco Angeli

- Fosters participatory approaches to cultural heritage and tourism

Adaptive reuse practices foster sustainable and participatory approaches to cultural heritage and tourism by implementing accessible cultural events and initiatives built on a broad multi-stakeholder coalition.

In general, this strategy could be seen as an important generator of resources - not only economic – based on reuse, preservation and enhancement of social and cultural heritage values, by allowing the participation of the most fragile populations. Since activities are designed in deeply connection with local conditions, these ventures are conceived to provide cultural and socio-economic benefits for local communities involved, nurturing not-exploitive approaches of development. To this end, they activate and encourage the process of community participation in defining shared cultural identities and enhancing cultural heritage.

The empowerment of local communities in these sectors (Ryan,2002; Salzar 2012) have the potential to make an important contribution to the broader development of the surrounding area and to boost social marginality's eradication through the heritage resources. The ambition of such cultural and touristic activities is the redistribution of profits within the local communities and its territories, contrasting

dominant trend of "leaking to outsiders" (Wallance and Russell 2004) by supporting local economies and job creation.

Overall, forms of culture and tourism - so understood - refers to the development of a system that affords all relevant community stakeholder groups full participation in collaborative decision making, and co-ownership of responsibility and benefits related to such kinds of initiatives (Mann 2000). Ultimately, it means for the involved communities to use heritage resources in a sustainable way, socially, culturally and ecologically (Rozemeijer 2001).

Although adaptive reuse projects may unintentionally become the driving force behind long-term gentrification processes (Douglas 2013), approaches based on sustainable logics of cultures and tourism encourage a broader mobilisation of the public opinion against touristification and could contribute to create a more sustainable heritage tourism by targeting receiving communities in terms of planning and maintaining cultural tourism development (Salazar 2012). These also shed a light on the significance of the social work in understanding, resisting and responding to gentrification and heritage commercial development (Thurber et. al 2019). Nevertheless, in order to avoid that reuse projects become a catalyst for gentrification of the site itself, Plevoets and Sowińska-Heim (2018) highlight the crucial role of long-term contracts to guarantee the sustainability over the time of the reused heritage sites led by the local communities.

Key References

Douglas, Gordon C.C. 2013. "Do-It-Yourself urban design: The social practice of informal "improvement" through unauthorized alteration". *City & Community*, 13(1), 5–25.

Li, Yulong, Hunter, Caroline. 2014. "Community involvement for sustainable heritage tourism: a conceptual model". *Journal of Cultural Heritage Management and Sustainable Development*, vol. 5 (3): 15

Mann, Mark. 2000. *The community tourism guide: Exciting holidays for responsible travellers*. London: Earthscan.

Plevoets, Bie, Sowińska-Heim, Julia. 2018. "Community initiatives as a catalyst for regeneration of heritage sites: Vernacular transformation and its influence on the formal adaptive reuse practice". *Cities*, vol.78, 128-139.

Rozemeijer, N., et.al. 2001. "Community-based tourism in Botswana: The SNV experience in three community-tourism projects". Gaborone: SNV Botswana

Ryan, Chris. 2002. "Equity, management, power sharing and sustainability: Issues of the "new tourism". *Tourism Management*, 23(1), 17–26.

Salazar, Noel B. 2012. "Community-based cultural tourism: issues, threats and opportunities". *Journal of Sustainable Tourism*, 20:1, 9-22

Thurber, Amie, et.al. 2019. "Resisting Gentrification: The Theoretical and Practice Contributions of Social Work". *Journal of Social Work*.

Wallance, Gillian, Russel, Andrew. 2004. "Eco-cultural tourism as a means for the sustainable development of culturally marginal and environmentally sensitive regions". *Tourist studies*, vol.4(2), 235-254.

Good policy criteria

- Heritage policy supports not only physical conservation but also its related social and intangible aspects

In the field of heritage studies there is an ongoing quest for inclusive governance models for the re-use and adaptation of cultural heritage. Such inclusive models try to link the re-use of material heritage to, for instance, the needs of local communities by incorporating immaterial aspects and or social needs (Vecco, 2010). Indeed, there is a tendency to widen the scope and ambition of heritage definition hereby seeking for a more holistic idea of heritage, which encompass diverse interpretations of heritage, beyond the focus on material aspects alone (Parkinson et al., 2016; Vecco, 2010), and allows communities to incorporate individual or communal notions about affectivity with heritage (Crouch, 2015). Hence, it is argued that linking heritage objects to more immaterial aspect and communities' notions of heritage (Van Knippenberg, 2019) enables one to address adaptability and flexibility which come along with community engagement in adaptive heritage re-use projects.

Key references

Crouch, D. (2015). *Affect, Heritage, Feeling*. In E. Waterton & S. Watson (Eds.), *The Palgrave Handbook of Contemporary Heritage Research* (pp. 177-190). London: Palgrave Macmillan UK.

Parkinson, A., Scott, M., & Redmond, D. (2016). Competing discourses of built heritage: lay values in Irish conservation planning. *International Journal of Heritage Studies*, 22(3), 261-273

Van Knippenberg, K. (2019). Towards an evolutionary heritage approach: fostering community-heritage engagement. Paper presented at the 13th AESOP Young Academics Conference, Darmstadt.

Vecco, M. (2010). A definition of cultural heritage: From the tangible to the intangible. *Journal of Cultural Heritage*, 11(3), 321-324

- Supports ownership acquisition of the site/object by a community organization

Ownership by a group / organisation rooted in the neighborhood and composed by a multi-stakeholder and diverse partnership. The legal tool adopted plays a role in the projects' outcomes. First of all, legal ownership will influence what funding/financial aid can be applied for (e.g. a government owned site in many countries often has access to other funding than privately owned site). Moreover, ownership can support (or limit) what can be done with a site, restrict or facilitate access, owner can reduce / restrict speculation if gentrification happens, owner can also support low-income business, when the owner is not in it for profit, and this keep price increases to minimum. Mixed ownership can complicate decision-

making, but well organized (e.g. in cooperative) it can also support a more inclusive revenue-sharing.

Key references

Foster, S. and C. Iaione, *The Co-City*, MIT PRESS, (forthcoming 2020).

Foster, S. and D. Bonilla, *The Social Function of Property: A Comparative Law Perspective*, *Fordham Law Review*, 80 (2011).

- Supports the integration of policies on various governance levels and/or between various departments

Integrative policies allow taking into account various fields and expertise, setting up appropriate processes and procedures to ensure the interaction of different public stakeholders. At the same time, they lay down the foundation of a clear decision-making mechanisms, supporting and creating clear boundaries for the multi-actor processes. Integrative policies are often carried out by leaderships of collaborative arrangements.

D.12 (Veldpaus et al., 2019) and D1.3 (Mérail et al, 2020) show reuse is best facilitated in countries where regulatory frameworks for heritage and planning are well integrated on a national level (either through policy or in law), and levels of government have fairly clear relations, roles and responsibilities in the process, with the local level usually being the place where decision making happens for both. As for regulations, it tends to be easier when they are strict in principle, but there is space for negotiation (discretion) locally, to facilitate reuse to happen. This does however rely on willingness locally to take this space, and thus a collaborative, constructive attitude.

Key references

Polyák, Levente et al. 2019b. "Cascina Roccafranca." OpenHeritage Observatory Case.https://openheritage.eu/wp-content/uploads/2018/11/1_Open-Heritage_Cascina-Roccafranca_Observatory-Case.pdf

Gambardella, Carmine. 2019. Heritage Community Resilience for sustainable and resilient human settlements. Conference paper at WORLD HERITAGE And LEGACY Culture, Creativity, Contamination. Naples, Italy. Available at https://www.researchgate.net/publication/334194809_Heritage_Community_Resilience_for_sustainable_and_resilient_human_settlements

Bryson, M., & Crosby, B. (1992). *Leadership for the Common Good: Tackling Public Problems in a Shared-Power World*. San Francisco: Jossey-Bass Publishers.

- Creates a flexible regulatory environment towards adaptive-reuse

Adaptive heritage reuse relies on unique solutions depending on the specific heritage site and its social, cultural, environmental, and economic context. These unique solutions can emerge in a regulatory context that is flexible enough to allow some negotiation and thus, offers some space for experimenting. Legislation and the related governance and institutional system provide such an environment if they do not focus on heritage conservation per se but are based on an integrative

approach considering heritage in the context of planning and community development.

Key references

Clark, Justine. 2013. Adaptive Reuse of Industrial Heritage: Opportunities and Challenges. Melbourne: Heritage Council Victoria.

Leeuwarden Declaration. 2018 "Adaptive Re-use of Built Heritage: Preserving and Enhancing the Values of Our Built Heritage for Future generations." Adopted by the Architects' Council of Europe on 23 November 2018 in Leeuwarden. https://www.ace-cae.eu/uploads/tx_jidocumentsview/LEEWARDEN_STATEMENT_FINAL_EN-NEW.pdf (External link), Accessed 21 February 2020.

Meurs, Paul et al. 2017. Reuse, Redevelop and Design: How the Dutch Deal with Heritage. Rotterdam: Nai010 publishers.

Pendlebury, John. 2002. "Conservation and Regeneration: Complementary or Conflicting Processes? The Case of Grainger Town, Newcastle upon Tyne." Planning Practice & Research 17, No.(2002): 145–158.

- Prioritize the use of assets by civic actors against neglect or speculative purposes

This normative policy orientation can be found in various cases of abandoned assets studied in OpenHeritage. Regulatory frameworks that operate in this sense, address the particular challenge for community-oriented, non-profit development schemes to compete with economically and often politically powerful real estate developers.

The moral relevance of such counter-balancing frameworks is that for-profit developers seek to reap the highest possible profits from developing land, while social consequences, including displacement of residents who can no longer afford the rising rental prices, are outside of their business orientation. This has particularly disastrous effects to working class residential areas in booming urban real estate markets such as London. By preventing displacement and ensuring the continued persistence of organically grown residentially neighbourhoods, such counter-balancing regulatory frameworks ensures social sustainability. Moreover, by strengthening the position of civic and community actors in developing real estate projects in a competitive context, such measures also support projects in acquiring the site and to fund adaptive reuse.

To begin with, for-profit real estate investors have the professional expertise in the process of evaluating an asset, bringing in the legal expertise in relation to existing contracts, outstanding debts, legal disputes. They are also experienced in producing development plans and making deals. Importantly, these investors also have important ties, sometimes personal and supportive connections with bureaucrats and politicians that play a relevant role in the purchase of an asset. Another advantage of profit-oriented real estate investors in comparison to smaller community-based initiatives is that they are often able to mobilize money in a faster way and thus promise to close deals in a more reliable fashion. Moreover,

the capital power of big real estate investors also has historically been used to foster backroom deals with politicians – whether in the form of criminal corruption or by offering larger package deals that create the prospect of greater income to the seller. The challenge thus is, how – in the face of the structural disadvantages vis-à-vis for-profit real-estate investors and developers – regulatory frameworks contribute to a more friendly environment for civic, non-profit investments in adaptive reuse projects? The key question to the regulatory frameworks is how easily and how often these frameworks can be invoked and implemented to the benefit for community-oriented purposes.

Key References

TBD

- Creates spaces for experimentation

Urban experimentalism entails a methodological approach for institutionally designed processes that enable scientific discoveries, urban social and economic innovations, new technologies testing, new solutions to fight against climate change and/or ecological resiliency/transition, as well as many other phenomena that can be understood and tested by using neighbourhoods, and eventually scaling up to cities, as laboratories of experimentation. Cities can implement this by creating institutional spaces to co-design, test, monitor, evaluate experimentations and incubate/accelerate the innovations (also by providing capacity building to local communities) that prove successful. These digital and/or physical institutional and learning spaces can be defined as “Collaboratories” can be run by a team composed by civil servants from the City (Reggio Emilia, within its policy on “Neighborhood as a Commons”, created the institutional figure of the “Neighborhood Architect”); professional facilitators with specific skills of legal and governance co-design in complex neighbourhoods and diverse/multicultural communities; community anchors (I.e. NGOs leaders active in the neighborhood); a team from a University or research centre that provides knowledge and methodology on legal, digital, economic and financial tools for social enterprises incubation and acceleration.

Key references

Poteete, Amy, Janssen, Marco and Ostrom, Elinor. 2010. *Working Together: Collective Action, The Commons, And Multiple Methods in Practice*. Princeton: Princeton University Press.

Ranchordas, Sofia. 2015. “Innovation Experimentalism in The Age of The Sharing Economy” *Lewin and Clark Law review*, vol. 19:4.

Raven, B. et al. 2017. “Urban experimentation and institutional arrangements”, *European Planning Studies*, 1-24.

- Combines policy with the necessary resources and regulation

Resourcing (well-resourced in terms of capacity (people, time) and often also have funding schemes in place as well as tax or VAT incentives) and the integration of resources, proved to be an influential aspect. Well-resourced countries can often

also count on non-heritage related policies and programmes that integrate and stimulate reuse over new built (e.g. housing, sustainability, culture). Countries that have a very rigid, inflexible regulatory system for heritage (also meaning related funding is often only usable for (nationally) listed buildings) can be well resourced, but when this focusses on protection only, it can make adaptive reuse practices more difficult. If at all, resources then have to from non-heritage sources (e.g. regeneration, tourism, social or sustainable development policies) which is not guaranteed. Here we also identify the potential influence from (e.g. ERDF, ESF) EU funding.

Key reference

Veldpaus, Loes, Federica Fava, and Dominika Brodowicz. 2019. Mapping of Current Heritage Re-Use Policies and Regulations in Europe Complex Policy Overview of Adaptive Heritage Re-Use. OpenHeritage: Deliverable 1.2. Newcastle upon Tyne, England.

Mérai, Dóra; Veldpaus, Loes; Kip, Markus; Kulikov, Volodymyr and Pendlebury, John. 2020. Typology of current adaptive heritage re-use policies: Deliverable 1.3. Budapest, Hungary.

Triangulation of Normative Criteria with Selected SDGs and Targets

The Sustainable Development Goals (SDG) are currently the most significant and referenced normative framework for development in an international context. Our current preliminary list of normative criteria has been triangulated with the Sustainable Development Goals (SDGs) to ensure that the criteria cover the broad spectrum of the relevant SDG targets (See also table below, "Preliminary Normative Criteria and SDG matching").

The SDGs count 169 targets and the following list identifies the main targets that are relevant for cultural heritage and adaptive reuse (see also McGhie 2019).

Goal 1. NO POVERTY

Target 1.4

By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.

Goal 4. QUALITY EDUCATION

Target 4.3

By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university.

Target 4.4

By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship.

Target 4.7

By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development.

Goal 8. DECENT WORK AND ECONOMIC GROWTH

Target 8.3

Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services.

Target 8.9

By 2030, devise and implement policies to promote sustainable tourism that creates jobs and promotes local culture and products.

Goal 10. REDUCE INEQUALITY

Target 10.2

By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status

Goal 11. SUSTAINABLE CITIES AND COMMUNITIES

Target 11.3

By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries.

Target 11.4

Strengthen efforts to protect and safeguard the world's cultural and natural heritage.

Goal 12. RESPONSIBLE CONSUMPTION AND PRODUCTION

Target 12.5

By 2030, substantially reduce waste generation through prevention, reduction, recycling and reuse.

Goal 13. CLIMATE ACTION

Target 13.1

Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries.

Table 6. Preliminary Normative Criteria and SDGs matching

Normative Criteria	SDGs						
<i>Good Practice – Necessary Criteria</i>	1	4	8	10	11	12	13
Protects multiple heritage values related to an object			X		X		
Ensures economic sustainability	X		X		X	X	
Relies on multiple funding sources (that are geared towards sustainability)	X		X		X	X	
Fostering ecological sustainability					X	X	
Fostering social sustainability	X		X	X	X		X
Builds on co-governance arrangements inclusive of different communities and stakeholders	X			X	X		
Engages neighborhood and heritage communities to participate		X		X	X		X
Improves the quality and use of the built environment in the instant surroundings of the site			X		X		X
Values a diversity in cultural expressions and heritage branding	X		X	X	X		
Raises awareness and educates critically about the local heritage		X			X		X
<i>Good Practice – Important Criteria</i>							
Promotes exchange (economic, knowledge, civic support, etc.) with other not-for-profit and non-governmental organizations	X	X		X	X		
Creates (quality) jobs and promotes small business development	X			X	X		
Makes essential social services and learning programs accessible to disadvantaged communities		X		X			X
Fosters participatory approaches to cultural heritage and tourism	X		X		X		X
<i>Good policy criteria</i>							
Heritage policy supports not only physical conservation but also its related social and intangible aspects						X	
Supports ownership acquisition of the site/object by a community organization	X			X	X		
Supports the integration of policies on various governance levels and/or between various departments	X			X	X		
Creates a flexible regulatory environment towards adaptive-reuse					X	X	
Prioritize the use of assets by civic actors against neglect or speculative purposes	X			X	X		
Creates spaces for experimentation		X			X		
Combines policy with the necessary resources and regulation				X	X	X	

