



 Ref. Ares(2022)6746521 - 30/09/2022

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**OpenHeritage: Deliverable 5.7**

# **Roadmap to Enhance Regional Cooperation**

**September, 2022**



<b>Project Full Title</b>	<b>Organizing, Promoting and Enabling Heritage Re-use through Inclusion, Technology, Access, Governance and Empowerment</b>	
Project Acronym	OpenHeritage	
Grant Agreement No.	776766	
Coordinator	Metropolitan Research Institute (MRI)	
Project duration	June 2018 – May 2021 (48 months)	
Project website	www.openheritage.eu	
Work Package	WP5 Toolbox development	
Deliverable	Roadmap to enhance regional cooperation	
Delivery Date	September, 2022	
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Dissemination level:	Public (PU)	<b>X</b>
	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.

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## Executive summary

Regional cooperation and integration are crucial terms in OpenHeritage, describing the process that incorporates adaptive heritage reuse (AHR) into a larger territorial framework. It is based on the assumption that adaptive heritage reuse is inseparable from working with the broader social, environmental, administrative and economic context of the heritage buildings/sites. Regional integration is one of the project's three pillars – the others being community/stakeholder and resource integration – essential for a successful adaptive reuse process and for its long-term sustainable management.

The process of regional integration includes all cooperative mechanisms that encourage the integration of adaptive reuse practices into the urban and regional governance (e.g. commons-oriented governance, alternative ideas of ownership, circular economy via bottom-up adaptive reuse, etc.) while allowing heritage transformation to unfold. In practice however, realizing regional integration is difficult: it is a path that requires new governance arrangements where actors can face various challenges. The most widespread of these include regulatory overlaps, competency disputes, the lack of time and adequate resources as well as the difficulties of involving heritage communities and locals as partners in the process. And even when the intentions are there, there seems to be a lack of knowledge about how regional integration and cooperation can be carried out.

The present deliverable is set out to fill the latter hiatus. It is a roadmap, but not in a traditional sense. Recognizing the multi-faceted nature of the adaptive reuse projects, the diverse policy contexts and the individual particularities, this roadmap does not intend to provide an easy-to-follow timetable and consecutive steps for successful adaptive reuse projects. Rather, it is conceptualized as a deliverable offering a menu, a compendium of ideas, which allows readers to first choose between different models of project realization, and then within these models pick the examples they can use in their own local contexts. The individual roadmaps thus can be created, putting diverse elements of the selected cases together.

The deliverable is part of OpenHeritage's larger effort to create a toolbox, which provides support both for the implementation and the long-term sustainability of adaptive reuse projects in marginal, neglected areas. Other toolbox deliverables have concentrated on various aspects of the adaptive reuse process, focusing on financial sustainability (*D5.6 Inclusive business models for sustainable heritage reuse processes*), the involvement of the local community and local stakeholders (*D5.5 Methodological guidance to the application of crowdsourcing in the adaptive reuse of heritage sites*, and *D5.4 Guidelines for public-private-people partnerships in adaptive heritage reuse*) and the use of digital platforms (*D5.3 Replicable model of Heritage Points to support the adaptive reuse of heritage assets*).

The current deliverable is primarily targeted to municipal employees and elected officials on local and regional levels. It considers them to be the actors with the highest level of influence regarding regional integration: they can adjust the basic

governance patterns of how they operate. Although their playing field is defined by national legislation, in almost all countries municipalities enjoy a great deal of freedom on a planning, governance and financial issues. They are also singularly suited to operate between citizens and the government, creating a local ecosystem that promotes inclusive development, reaching across sectors and settlements and involving the local communities as well.

To serve its audience best, the deliverable is divided into two parts. The first one is the theoretical part, aimed at those with an interest in the conceptual foundations of regional integration and cooperation, how regional integration has evolved, and what are its merits from a municipal point of view. The first part also includes a short overview about how the OpenHeritage project has dealt with the concept so far. The second part contains the practical contributions of the project to support municipalities in their roadmap creation process and have adaptive reuse projects in their territories incorporating the principles of regional cooperation and integration. It is essentially a list of cases, presented and analyzed with the purpose of usability.

For this second part the deliverable defines four distinctive models based on the stakeholder roles and stakeholder interests in the adaptive reuse process. These parameters were chosen to remain process-focused and not to be dependent on policy contexts. The latter was essential to keep the usability of the models for many and not only for a select number of municipalities. Research in OpenHeritage showed that not only is there a great variety of policy contexts, but in a distinct group of countries there is very little policy support for adaptive heritage reuse. However, focusing on the processes allows every municipality – be it large or small, operating under very different conditions – to find suitable examples to follow.

Model one, the *common interest driven public model* covers cases where public authorities initiate and set the main objectives of an adaptive reuse project. There are many stakeholders involved, whose interests are included as these objectives are operationalized and realized. While the overall partnership has a top-down structure, the realization process is very democratic. Main objectives typically include the strengthening of social and territorial cohesion and the integration of certain neglected areas into the city's bloodstream. Additionally, a response to the needs of both residents and the wider neighbourhoods is typically an essential part of the design process.

In case of the *individual interest driven public model* both this broad coalition and strong democratic element are missing. Although various stakeholders are present, there are no well-defined common interests, they rather follow their individual goals and their participation is often not a core activity for them. A top-down approach of planning and participation is apparent in the process, and even if the local authorities are planning (and also implementing) citizen involvement activities (inviting them to contribute to the planning process, conducting sociological surveys, organizing public consultations, etc.), the potential of civic initiatives is not properly utilized. Very often, these are large-scale adaptive reuse projects, with the objective to give the region's socio-economic development an impulse through the renewal of the landscape and to strengthen its touristic potential.

The third model is the *common interest driven civic model*. Here the adaptive reuse project is always initiated by a civic actor (NGO, social enterprise, association, cooperative, charitable trust, etc.), which develops strong cooperation with other stakeholders, including municipalities and other public actors for planning and implementation. The success or failure of the project depends to a large extent on the existing relationships, some of which are formal while others are informal. In these adaptive reuse projects different stakeholders are driven by a common goal for the site, often focusing on various residential needs of cultural, economic, environmental or social nature. Typically there is also public funding available, however, as a rule this is not much, making some of the projects financially vulnerable. Many stakeholders in this model experiment with alternative financing.

Finally, the fourth model covers adaptive reuse projects where the initiator is a civic organization, but there is no robust stakeholder group behind the project, and the different stakeholders do not pursue a common goal. Called the *individual interest driven civic model* there is always a civic organization with a strong mission for the specific building/site at its heart. This organization has strong formal and informal relationships with different expert groups and local communities, but the group does not work together towards a common goal. The main organizations also have informal relationships with local authorities, however, these do not manifest in official cooperation. Typically, financial institutions do not play a significant role either, these projects are usually small-scale ones, depending strongly on volunteer work and donations.

Using these models as the starting point, the deliverable introduces various cases – all studied by OpenHeritage project partners either within the project or in a previous research – creating easy to use “integration cards” for each of them. There are altogether twelve cards, which are divided between the models. The cards all contain a short – between 2 to 5 pages long – description, collecting the most important information about the cases in a structured way. The structure focuses on replicability, highlighting the defining aspects of each project with the aim of fostering their uptake. Thus each integration card contains a very brief summary of the project, the main stakeholders involved (and their role in the project), the objective of the cooperation and the commonly pursued interests behind them, the main connection making mechanisms that outline how regional cooperation was built, and finally the achievements and drawbacks generated by the projects. For further information about the cases, references are included at the end of each card.

All four models can produce significant results. However, they are not only adaptable under different conditions, but are suitable to reach different goals. The final project outcomes strongly depend on the strength of the cooperation between the stakeholders, and the efficiency of different policy instruments, communication, capacity building and awareness raising techniques employed.

# 1 The concept of regional integration and cooperation

## 1.1 Definition of regional integration and cooperation

### *Theoretical approaches*

OpenHeritage sees regional integration and cooperation as a crucial processes that incorporate adaptive heritage reuse into a larger territorial framework, contributing to the environmental, social, and economic sustainability of the local development. The processes include a variety of mechanisms that encourage the integration of adaptive reuse practices both within urban and regional governance systems (e.g. commons-oriented governance, alternative ideas of ownership, circular economy via bottom-up adaptive reuse) while allowing heritage transformation to unfold.

Traditionally 'regional integration' is associated with the idea of nested scales. This idea is aligned with the traditional focus of spatial planning through geographically confined plans, often organized in a vertical hierarchy: from EU or (inter)national frameworks, to regional plans, (inter)municipal plans, local plans etc. - or the other way around. As such a recent comparison of spatial planning throughout Europe has concluded that overall, there is a tendency towards decentralization (Nadin et al. 2018). But nevertheless, also in this decentralized or bottom-up strand, the concept of a 'region' might refer to a great range of various meanings and institutional settings; from an intercommunal focus on garbage handling, via an intermunicipal focus on more sustainable commuting, a trans-metropolitan focus on energy transition or sustainable food distribution, towards an international focus on an integrated maritime planning, or even an EU focus on the Danube or Baltic Region etc. What these meanings all have in common that time and again the concept of the region is geographically demarcated (you are in or out) and focused on a specific item, therewith bypassing the reality that each of these thematic focus points are also interrelated to each other, crosscutting through scales and (geographical or thematic) borderlines, and also need a more flexible and open approach in order to arrive to resilient solutions.

Contrary to this, OpenHeritage adopts a horizontal or 'flat approach' to regional integration. The flat ontology method deals with any of such spatial features and themes as much more adaptive and relational, crossing straight through various scales and times; even more, seeing scales themselves as the outcomes of discursive practices and social struggles, instead as a start for institutional design (Paasi 2004; Leitner et al. 2007).

The idea of nested scales, as either 'top-down' or 'bottom-up' and its 'structuralist calculus' (Marston et al. 2005), becomes obsolete in the face of a flat ontology. A flat ontology claims that the power of agency is continuously constructed through and regardless of scales and can only be analyzed and intervened relationally

(Poulantzas, 1978; Deleuze & Guattari, 1981, Latour, 2004, Jessop 2008); again, requiring a re-conceptualization of the ontological fundamentals of spatial planning from nested scales towards (thematically and geographical) nested associations.

Cultural heritage and adaptive reuse in particular play a pivotal role in supporting such associations. As affirmed in numerous policy and conceptual developments at EU level, heritage assets are vehicles to spread common values and identities, setting the ground for sustainable and resilient co-operations on various matters: housing, working, amenities, food, energy etc.

This approach aligns with “new regionalism” as it includes in the definition of ‘regions’ more articulated processes, specifically grounded on local realities. This critique of the former regionalism (rationalist) indeed moves from the limits of state-oriented visions and strategies to emphasis the seminal value of “informal sectors, parallel economies, and non-state coalitions” (Laurson 2010, 3) in defining such assemblages. Beyond administrative borders, therefore, the region is the equivalent of a “territory”, described as a social construction that includes also actors from the civil society, often neglected in the study of regionalism (De Lombaerde et al 2010, 23).

Translating this cooperative capacity into territorial realities requires refocusing the concept of regional integration from geographically articulated processes towards the reality of a plurality of actors and stakes which might reorient spatial development by means of assemblages (Delanda 2006). It moves beyond the limits of state-oriented visions and strategies to emphasis the seminal value of “informal sectors, parallel economies, and non-state coalitions” (Laurson 2010, 3) in defining such assemblages. Beyond administrative borders, therefore, the region is the equivalent of a social construction that includes actors from the public, business, knowledge and also civil society, often neglected in the study of regionalism (De Lombaerde et al 2010, 23).

From this background OpenHeritage aligns with neo-regionalist and post-structural approaches conceiving regions as territories defined through social practices and discourses, where the scale might vary greatly by embracing crosscuttings through macro, micro or transborder dimensions. Thus regional integration is defined as a cooperative strategy that engages with multi-actor collaborations to orient territorial imaginaries, steering divergent interests toward goals of spatial developments. Building on heritage values and materiality, this entails to engage with a continuously adaptive process that operationalized heritage values to overcome territorial disparities. To this end, territorial and regional integration describes a way to create conditions of inclusiveness, expanding the quality and quantity of opportunities for people to act.

### *In practice: arenas of regional integration and cooperation*

On a supranational tier, regional integration includes all cooperative activities - political and economic - that states and their governments put in place “to protect their geopolitical interests and the economic concerns of their constituencies” (Börzel 2016, 63-41). While this seems only indirectly related to OpenHeritage’s

objectives, it needs to be noticed that cultural heritage plays a pivotal role in supporting international cooperation. As affirmed in numerous policy and conceptual developments at an EU level<sup>1</sup>, heritage assets are vehicles to spread common values and identities, setting the ground for sustainable and peaceful Europe. However, to translate this cooperative capacity into territorial realities, the concept of regional integration needs to be “rescaled” at local and metropolitan levels, taking into consideration the plurality of actors and stakes which might orient spatial development by means of AHR. To this end, OpenHeritage aligns with neo-regionalist approaches conceiving regions as territories defined through social practices and discourses which scale might vary greatly by embracing macro, micro or cross-border dimensions.

The city/metropolitan scale, is a key level to understand regional cooperation/integration and evaluate disparities economic (Psycharis, Kallioras and Pantazis, 2020) and spatial variations (Wan 2019). As mentioned above, neo-regionalism is one of the theoretical approaches which since the 1990s dominated the current debate on metropolitan governance, forcing the shift towards territorial competitiveness and interspatial competition. However, the emphasis on economic growth, on productions and market-led issues, to the detriment of increasing socio-economic discrepancies, are the main critics regarding neo-regionalist approaches (Zimmermann and Panagiotis 2017). From this viewpoint, the territorialization of regional integration introduces an important level of analysis, shedding light not only on physic-functional aspects but also on socio-cultural ones (Vartiainen 1987, 126-117).

Regional integration and cooperation also refers to the opening and harmonization of sectorial policies. Despite the linkage between urban development and uneven spatial and social redistributions is widely recognized, cultural heritage policies are considered among the most interconnected with spatial planning (Nadin et al. 2020). In European cities, heritage-driven developments have undoubtedly a role into the increasing exclusiveness of some part of the city (De Cesari 2019), reinforcing polarizations and inequalities<sup>2</sup>.

To critically consider the relations between heritage processes and territorial integration, OpenHeritage thus pays attention to both the quality and normative dimension of urban dynamics. Keeping the focus on financial and economic aspects, regional integration is hereafter intended as a cooperative strategy – hence the title of the report that refers to regional cooperation - that also engages

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<sup>1</sup> Cultural heritage counts for Europe, online:  
[http://blogs.enactc.org/culturalheritagecountsforeurope/wp-content/uploads/2015/06/CHCfE\\_FULL-REPORT\\_v2.pdf](http://blogs.enactc.org/culturalheritagecountsforeurope/wp-content/uploads/2015/06/CHCfE_FULL-REPORT_v2.pdf), p. 11

<sup>2</sup> SET – South Europe Cities Facing Tourisitification, a network made of neighbourhood associations and activist groups from 14 southern European cities that have joined forces in fighting against mass tourism (Venezia, València, Pamplona/Iruña, Sevilla, Palma, Malta, Madrid, Málaga, Napoli, Lisboa, Ibiza/Pitiüses, Girona, Firenze, Donostia/San Sebastian, Camp de Tarragona, Barcelona and Bergamo). Moreover, it has to be notice that “A number of cities<sup>98</sup> have recently addressed the European Commission in order to improve and update the enforcement of legislation for apartment holiday rentals. The Housing Partnership sees this as being in line with its work on anti-speculation prevention with regard to affordable housing.” See:  
[https://ec.europa.eu/futurium/en/system/files/ged/final\\_action\\_plan\\_euua\\_housing\\_partnership\\_december\\_2018\\_1.pdf](https://ec.europa.eu/futurium/en/system/files/ged/final_action_plan_euua_housing_partnership_december_2018_1.pdf).

with multi-actor collaborations to orient territorial imaginaries, steering divergent interests toward goals of spatial justice. Building on heritage values and materiality, this entails to engage with a continuously adaptive process that operationalizes heritage values to overcome territorial disparities. To this end, regional cooperation describes a way to create conditions of inclusiveness and territorial integration expanding the quality and quantity of opportunities for people to act.

## **1.2 Regional integration/cooperation in the context of OpenHeritage so far**

Focus on regional integration and cooperation has been central both in the research carried out and practice supported by OpenHeritage. Together with community/stakeholder integration and resource integration it is an essential element of the inclusive management model the project aims at developing. As a result, the concept and practice of regional integration have already been examined from different perspectives and at different levels in WP1, WP2, WP3, WP4 and WP5.

In WP 1, the focus of the analysis was on the planning, regulatory and institutional related issues guiding adaptive re-use practices in Europe today. The analysis revealed that a decentralized policy context, which gives great freedoms at local level, supports the feasibility of adaptive heritage reuse projects. It showed that *"discretion in decision making at the local level tends to support choosing the most suitable solutions which benefit the social and economic development of the area and, at the same time, preserve and promote the heritage values of the site, although it doesn't guarantee a certain outcome of course"* (Veldpaus et al. 2019). They also found that adaptive reuse was supported better when the local level was well-integrated into a multilevel governance system where every level is connected both vertically and horizontally.

In WP2, the focus shifted to the micro-level, examining – among others – the integration of heritage preservation and management processes into a broader local development concept of urban, peri-urban neighbourhoods or rural areas for diverse local initiatives. As the *Report on comparative analysis of Observatory Cases* (de Nictolis et al. 2020) highlighted, the regional/territorial impact of the examined adaptive heritage reuse cases included new opportunities for job creation, strengthened community cohesion, the solidarity economy and the development of surrounding areas. Cultural heritage played a prominent role in driving regional competitiveness, attractiveness and identity in several of these cases.

In WP3 an evaluation of resource integration was carried out, synthesizing the results of the macro- and micro analysis developed in WP1 and WP2. The *Interim report on the regional and territorial integration* (Fava et al. 2020) aimed at clarifying and understanding the combined influence of selected macro and micro level policies on adaptive heritage reuse and its impact on a larger territorial framework, especially regional integration. It tried to operationalize the concept of regional integration on a policy level and outlined the different domains, where regional integration can take place (see Figure 1).

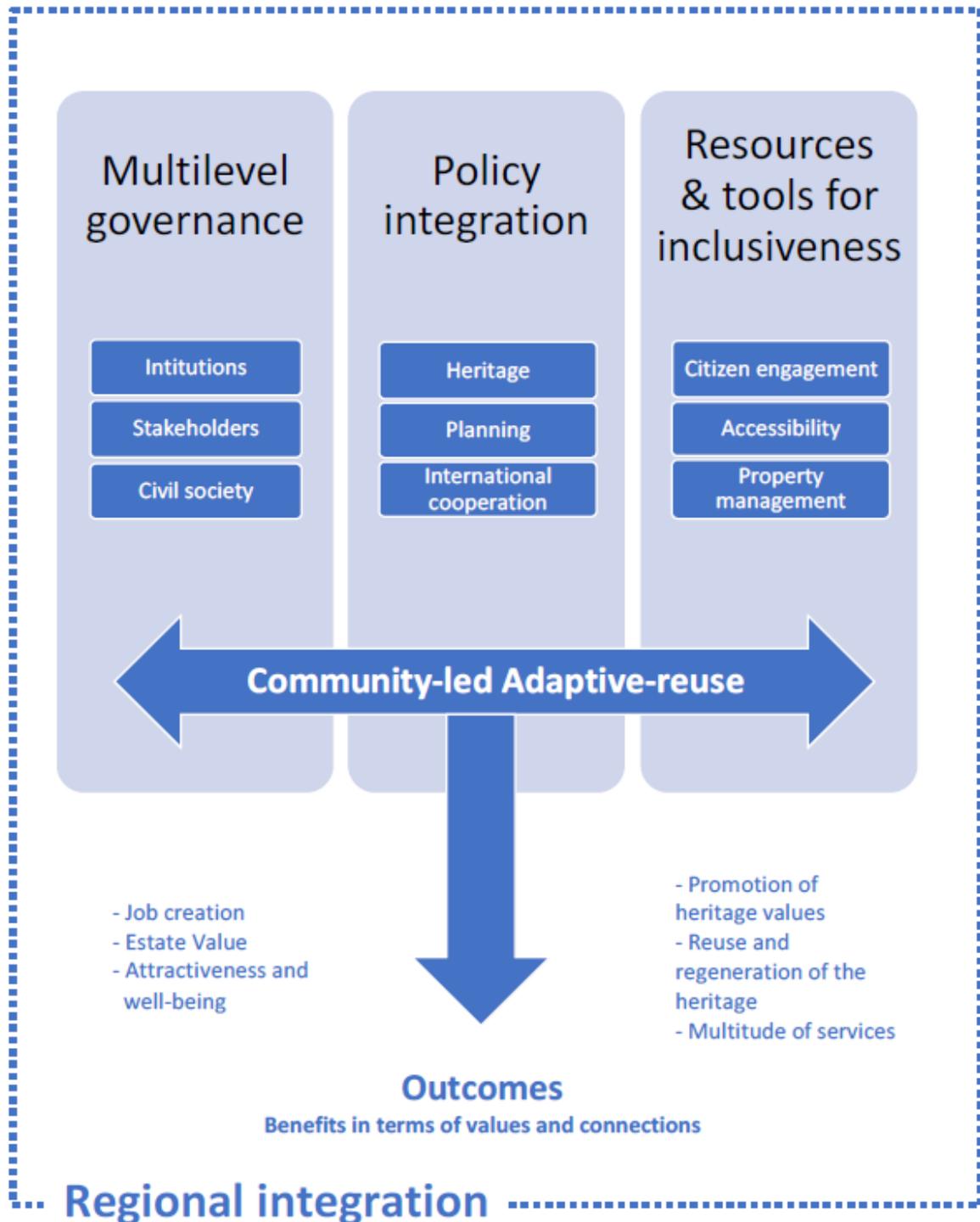


Figure 1. The concept of regional integration

Additionally, WP4, in its working with the 6 Cooperative Heritage Labs of the project has yielded valuable insights on the day-to-day difficulties the regional integration and cooperation faces in practice in the field of adaptive heritage reuse.

It has shown that cooperation between levels of government can be done by 'soft tools' such as sharing practices, knowledge, experiences, examples, joining peer-to-peer networks and undertaking joint pilots, especially to de-risk and clarify the process, especially in situations where local authorities have a lot of power to decide. Often however, there is no funding for such programmes. Local authorities could also benefit from joining peer-to-peer networks, but also specific peer-learning schemes on cultural heritage for cities and regions supported by EU funding.

Finally, as part of the Toolbox created by OpenHeritage, *Guidelines for public-people-private partnerships in adaptive heritage reuse* (Boelens and van Gils 2022) gives several recommendations on how public authorities, planners or even any other actor might enhance a more dynamic heritage preservation in the dynamic and complex settings of regional integration. For doing so the Actor-Relational Scheme (see Figure 2), including five possible interventions or roles in dynamic actor-networks might be a useful framework:

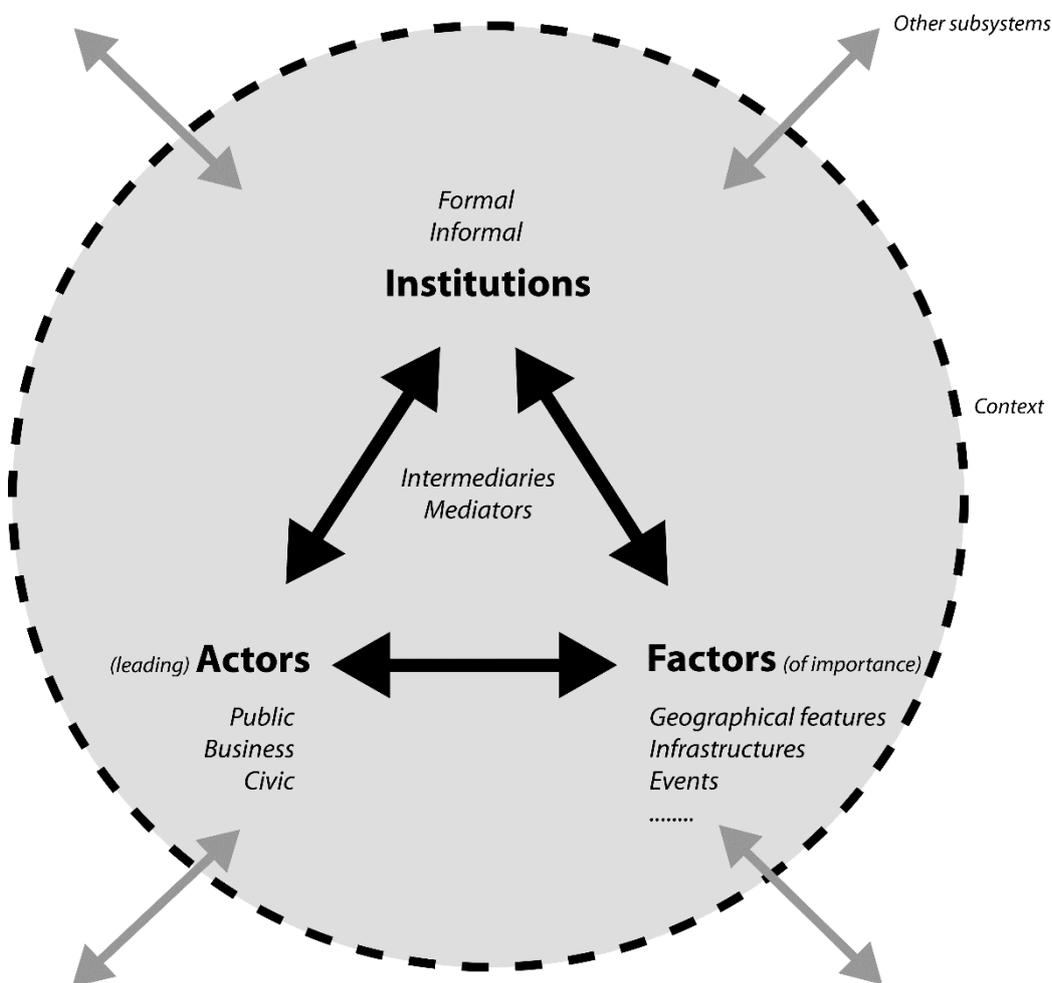


Figure 2. Actor-Relational Approach of Planning

(source: Boelens 2016, 2019, 2020)

### 1.3 Benefits of regional integration

As shown above, the definition of regional cooperation and integration has many facets and nuances. On the one hand, it is very abstract, while on the other it is a concept with many and partially diverging meanings. Additionally, translating the abstract definition into reality is challenging. It is the municipalities, both on the local and regional level, who have the most means, and as a result, are equipped to do this. They have the ability to support regional integration, to create the necessary institutional and policy conditions that bring various actors from various fields and settlements together. They also have the capacity to reach out to and cooperate with NGOs and the local population. The way OpenHeritage has approached the concept puts a strong emphasis on the participatory aspect of regional cooperation, seeing it a necessary step to broaden the scope of actors involved, and to give bottom-up initiatives the opportunity to develop. Whereas this approach can complicate the way regional cooperation is envisaged, creating additional layers of complex negotiations, it also allows to forge transparent alliances in support of local interests by embedding them into a wider context. This aligns with the neo-regionalist approaches spelt out above, which define regions based on the way people use space.

Regional cooperation is already a widespread practice in numerous policy areas. Mobility planning takes place on a regional level everywhere, similarly to environmental protection, which is unimaginable without a regional scale. Likewise, planning without a regional scope is not possible either on the field of health care or in education. However, heritage conservation and adaptive reuse work differently. We have seen in prior research that much of the policy planning is on a national level, while the actual protection work is heavily based on the local one. (See D1.2, the *Complex policy overview of adaptive heritage reuse* for a detailed elaboration of the topic) However, regional scale is often missing, and the need to cooperate with other actors – local governments, NGOs and other bodies - is less present for most of the time. In this context, while focusing on regional cooperation and outlining specific models to follow (see below from chapter 2) one of the most important questions to answer is why regional cooperation is important for heritage management and adaptive reuse? More specifically, taking the perspective of a municipality, what does cooperation on a regional level and talking to various actors give to local politicians and decision makers? How can municipal heritage protection/maintenance and reuse profit from engaging on a regional level?

To find answers, we conducted interviews with five people in decision-making positions in local municipalities.<sup>3</sup> They were either municipal employees or elected representatives, with an influence on how their respective locality deals with empty and unused units, how they approach adaptive reuse and temporary reuse and how they see their role in urban/rural renewal, spatial planning and regeneration. The interviewees represented settlements of different sizes and governance

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<sup>3</sup> The interviewees included: 1) Emma Tytgadt from the city of Ghent, 2) Csilla Siklósdí from the town of Pomáz, 3) Mark Taylor from the town of Sunderland, 4) Martin Linne from the city of Duisburg, 5) Jacek Grunt-Mejer from the city of Warsaw.

traditions, and had cooperated directly or indirectly with a partner in the OpenHeritage consortium.

Although neither the sample size nor the choice of people made the enquiry representative, they displayed relative similar opinions which could point to somewhat solidified convictions in the field. The interviews confirmed the basic findings of the existing governance literature, regarding both the advantages and the drawbacks of cooperation and integration on a regional level. These are of course not specific to heritage governance and adaptive reuse. However, while regional level cooperation and integration is accepted in many other fields, this is a learning process for many heritage professionals and people connected to this topic.

### *Advantages of regional cooperation*

Although never said explicitly, the various arguments emphasized by the interviewees point to an increased project success rate on the long run, with diminished chances to fail. More precisely, having people with different organisational and social backgrounds, and often diverging interests on board for a project brings new ideas and strengthens the general vision of the project. This is essential, for there is a wide variety of possible application of adaptive reuse processes, with varying outcomes and effects on the local population. But once a compromise is reached, it increases the local embeddedness of the project and contributes to its acceptance by a wider audience. Precisely this acceptance supports project's success and can work as a multiplier, enhancing the local effects of an adaptive reuse project. As one interviewee put it: *"these projects are the most important ones, they hold and they are complex, it is important that everyone participate"*.

Additionally, the common vision ensures an easier realisation phase, effectively decreasing barriers. It was also mentioned that cooperation brings new ideas and innovation, a new dynamic to the projects. It also creates a new perspective for the future, allowing the different groups and people to have a say in the way their neighbourhoods will develop. From this aspect, what is particularly important is the collaboration with residents.

Cooperation also means knowledge networks, both within a settlement and outside. Our interviewees found this exchange very crucial. In some cases, there are already well established channels to do so. We can find examples for very well established knowledge network channels, like the one for municipal employees in Flanders. This organisation – the VVSG (<https://www.vvsg.be/over-ons>), where the membership is constituted of municipalities, supports the exchange of practices and ideas. It works as a platform for knowledge sharing, and also represents the interests of local authorities as a lobby group. As part of this process, it brings important issues to the attention of the Flemish government and to the national level.

When there are no such structures in place, personal networks can partially substitute them. This is a daily practice for one interviewee, who reaches out to various settlements in her region, always dependent on her actual needs. With no

formalised structures to support regional exchange, the practice becomes more ad hoc, but nevertheless useful. In such situations, people with a wide network or with prior experience in the civic sphere are in an advantageous position: they have a better pool of people to turn to.

### *Political considerations*

With regard to regional level cooperation many things are governed by decrees, which help to decrease tensions, mostly creating clear competences. Politics nevertheless can play a role, as often cities and their surrounding settlements vote for different political parties, which can become a source of friction. But cooperation on a regional level can also stall, because, as noted by one interviewee, in the field of adaptive reuse and heritage conservation there is less of a pressure coming from the people to reach out outside their municipal boundaries. *"For people, it is mobility and transportation that matters – and here settlements depend on each other – but heritage is less of a priority."*

Big cities are faced with a particular challenge: often divided into smaller districts with their competences and elected representatives, there is an additional, and very politicised level to deal with. In this case, different competences are shared between the levels, creating the pressure to work together but also creating a fertile ground for misunderstandings. Often moving in different political realities - where typically district level municipalities are more closely connected to voters - tensions from different understanding of their roles can arise between the actors. The local level, are afraid of voters' preferences, seeing their role as the defender of local interests against the city level decision makers.

### *Possible negative consequences*

All of our interviewees found regional level cooperation and cooperation between different governmental levels and stakeholders important. *"There are not too many downsides"* to cooperation, as one interviewee emphasized, especially in light of the enormous benefits. However much depends on the attitude of the municipal leaders – *"the direction comes from the top"* and success requires resources – meaning both time and money. Additionally, the necessity to deal with diverging opinions can become problematic. A wide participation and cooperation means that projects get delayed. In this context, many municipal officials think of heritage, and the long process of adaptive reuse is considered rather as a burden than as a blessing, preferring selling buildings and/or refurbishing them immediately.

The typical municipal bureaucratic structure doesn't support wide cooperation either. Most municipalities work with a silo structure, each department focusing on a very specific topic, not knowing much about the others. This makes cooperation difficult everywhere: within municipalities, between different city municipalities and in cooperation with regional level entities. As a result, departments often have conflicting priorities, or they prioritize something that is easier done. For one of our interviewees this means *"that working with people from the city, it is not easy, but manageable, you can also show them, but sometimes it is not their project."* In this situation, a lot depends on the specific structure that is in place in a

municipality. More interdisciplinary teams – like a regeneration team instead of a planning one – seem to be better equipped to host conservation officers and people responsible to oversee adaptive reuse.

### *Residential participation: ambivalent attitudes*

The fact that regional cooperation and integration also includes the population – depending on the project both locally and on a regional level – only adds a new layer of complexities. While there has been an apparent shift everywhere about how and to what extent citizens can/should be involved in planning processes – with some municipalities (like the one in Ghent) having a separate department focusing on citizen participation – our interviewees had the opinion that still a lot of civil servants are not connected to the citizens. They design their plans from inside the administration. Importantly, not all citizens have the same idea, which creates tensions. As it was confirmed during the talks: it is not easy to organise participation. It typically takes a very long time, with occasional cases when is not even wise to have citizen participation. And most importantly, *"for participation you cannot rely on one instrument, it is different from project to project."*

### *National government is a crucial actor*

Finally, although not mentioned during the interviews specifically, it becomes evident from the different stories told that one actor, who is singularly situated to support regional level cooperation, is the national government. Not only through decrees and regulations, but most importantly through funding. An excellent example for this is the case of Historic England's Heritage Action Zone program (see Box 1). This model includes targeted funding that enables large-scale cooperation on a regional level and allows trusts and local NGOs to participate, while still strongly builds on the capacities of the local governments as seminally important actors. As such, it is a great example of how governance norms of heritage management are changing.

*Box 1. Heritage Action Zones – a program by Historic England*

Historic England is an arm-length government body that is focusing on heritage protection, and is responsible for protecting the historic environment of England. Its activities include preservation, education, advising both the central and local governments and funding. Its Heritage Action Zones program is an area-based program providing grants and advice, and aimed at reenergizing deprived historical area such as town centres or groups of historical buildings.

Local authorities or consortiums can apply for funding by proposing a scheme to deliver sort of a range of targets within their area. Funding can be used to finance both material and immaterial work related to heritage. According to schemes usually proposed by local authorities, private assets of historical value can also benefit of such programs for a maximum of half of the total expenditure. This amount is thus equally covered by the local authority and Historic England (half each entity). Depending on the proposed scheme, parts of the funds are usually dedicated to cover "soft measure" such as cultural activity, marketing and promotion various cultural-related aspects. Particularly, the high street heritage action zone emphasis the cultural side of the program and thus asks for the organization to arrange events, cultural activities, etc. to attract people into that area.

Importantly, in a few cases formerly established community groups could apply and were accepted in the program.

Funded programs undergo though an evaluation process aimed at measuring results in terms of regeneration. To this end, they adopted different metrics that range from footfall (no. of people of people on the street) to vacancy rates (no. of properties).

OpenHeritage's Sunderland Lab was partially financed by this program. (See the integration card on page 55 for details)

## 2 Models of regional cooperation

This second part of the deliverable focuses on providing easy to use information, supporting readers to create their own roadmaps and through this facilitate the adaptation of regional cooperation/integration in the field of adaptive heritage reuse. To do this, so-called "integration cards" are presented that provide the necessary and structured information about a wide range of projects. The twelve integration cards were designed to highlight elements that are necessary in the planning phase, providing an overview about how the regional integration was achieved. In this sense they were primarily designed for municipal officials, but civil organizations thinking about starting an adaptive reuse process will also find them useful.

Each integration card contains a very brief summary of the project, the main stakeholders involved (and their role in the project), the objective of the cooperation and the main common interests behind them, the main connection mechanisms they used to advance regional cooperation, and the achievements and drawbacks generated by the projects. Those who may want more detailed information about a case/project, can find further references at the end of each card. The structure of the card is the result of a long co-development project involving the protagonists of the cases, trying to identify the factors that influenced the most the success or failure of the territorial integration of these projects.

The cards are divided in between four distinctive models focusing on the project initiator (public authority or civil organization) and stakeholder interests in the adaptive reuse process. These parameters were chosen to remain process-focused and not to be dependent on policy contexts. The latter was essential to keep the usability of the models for many and not only for a select number of municipalities. Research in OpenHeritage showed that not only is there a great variety of policy contexts, but in a distinct group of countries there is very little policy support for adaptive heritage reuse. However, focusing on the processes allows every municipality – be it large or small, operating under very different conditions – to find suitable examples to follow.

Based on this categorization, the following four models were created:

**Model 1: Common interest driven public model** – where public authorities initiate an adaptive reuse project, and set its main objectives. There are many stakeholders involved, whose interests are included as these objectives are operationalized and realized. While the overall partnership has a top-down structure, the realization process is very democratic.

**Model 2: Individual interest driven public model** – where there is neither a broad coalition of stakeholders or a strong democratic element. In this top-down model, although various stakeholders are present, there are no well-defined common interests, they rather follow their individual goals and their participation is often not a core activity for them.

Model 3: Common interest driven civic model – where the adaptive reuse project is always initiated by a civic actor (NGO, social enterprise, association, cooperative, charitable trust, etc.), which develops strong cooperation with other stakeholders, including municipalities and other public actors for planning and implementation. The success or failure of the project depends to a large extent on the existing relationships, some of which are formal while others are informal.

Model 4: Individual interest driven civic model – where the initiator is a civic organization, but there is no robust stakeholder group behind the project, and the different stakeholders do not pursue a common goal.

All four models can produce significant results, but they serve a different purpose and are adaptable under different conditions. The project outcomes strongly depend on the type and strength of the cooperation between the different stakeholders, and the efficiency of connection making mechanisms used during the project. The latter is a larger category, including different policy instruments, communication and capacity building and awareness raising techniques.

## 2.1 Model 1: Common interest driven public model

In this model, the initiators of the projects are public authorities (usually municipalities). Although the main project objectives are set by the municipalities (initiators), they always reflect the strong common interests between the different stakeholders. The main objectives of these projects almost always include the strengthening of social and territorial cohesion and the integration of certain neglected areas into the city's bloodstream, but not through a top-down approach, but responding to the needs of both residents and the wider neighbourhoods. This model represents a guided organic transformation beneficial to all parties involved.

A big advantage of this model is that the municipality is establishing bridges and dialogues with community groups, expert groups and civic organizations, which are all intensively involved in almost all phases of the project. Both formal and informal relationships between these actors are very strong. Policy instruments developed by the municipalities include not just policies and territorial development plans, but also formal cooperation agreements, contracts and protocols that institutionalize their relationship with the main stakeholders.

All stakeholders use various connection making mechanisms that support regional cooperation, including tools for strengthening communication and awareness raising techniques. When the initiator of a project is a public authority, stakeholders usually face the drawbacks of bureaucratic procedures. These difficulties can be effectively handled by the establishment of intermediary organizations, which operate on the site, assuring not only the inclusion and engagement of all local actors, but also a much smoother communication between the municipality/ district officers and the local community. A good example for this is the establishment of the Local Technical Office on the Marquês de Abrantes CHL, Lisbon). We can see another great example and innovative solution in Amsterdam, where an independent organisation was created (Bureau Marineterrein) with big mandates and decisional powers. Both of these organizations play an outstanding role in strengthening communication on the sites.

The dominating financial instruments in the case of "common interest driven public models" are public (national and international) grants, funds and loans. Local authorities have a strong relationship with the financial institutions, and most of the project costs (especially on the development side) are financed from these sources. However, depending on the type of the project, private actors can also contribute to the operation costs, typically in the form of rents.

The main outcome of this model is a policy-driven, but also organic and community-supported social and territorial cohesion, driven by multiple partnership activities, flexibility and cooperation.

*Examples: Marquês de Abrantes CHL (Lisbon); Marineterrein (Amsterdam)*

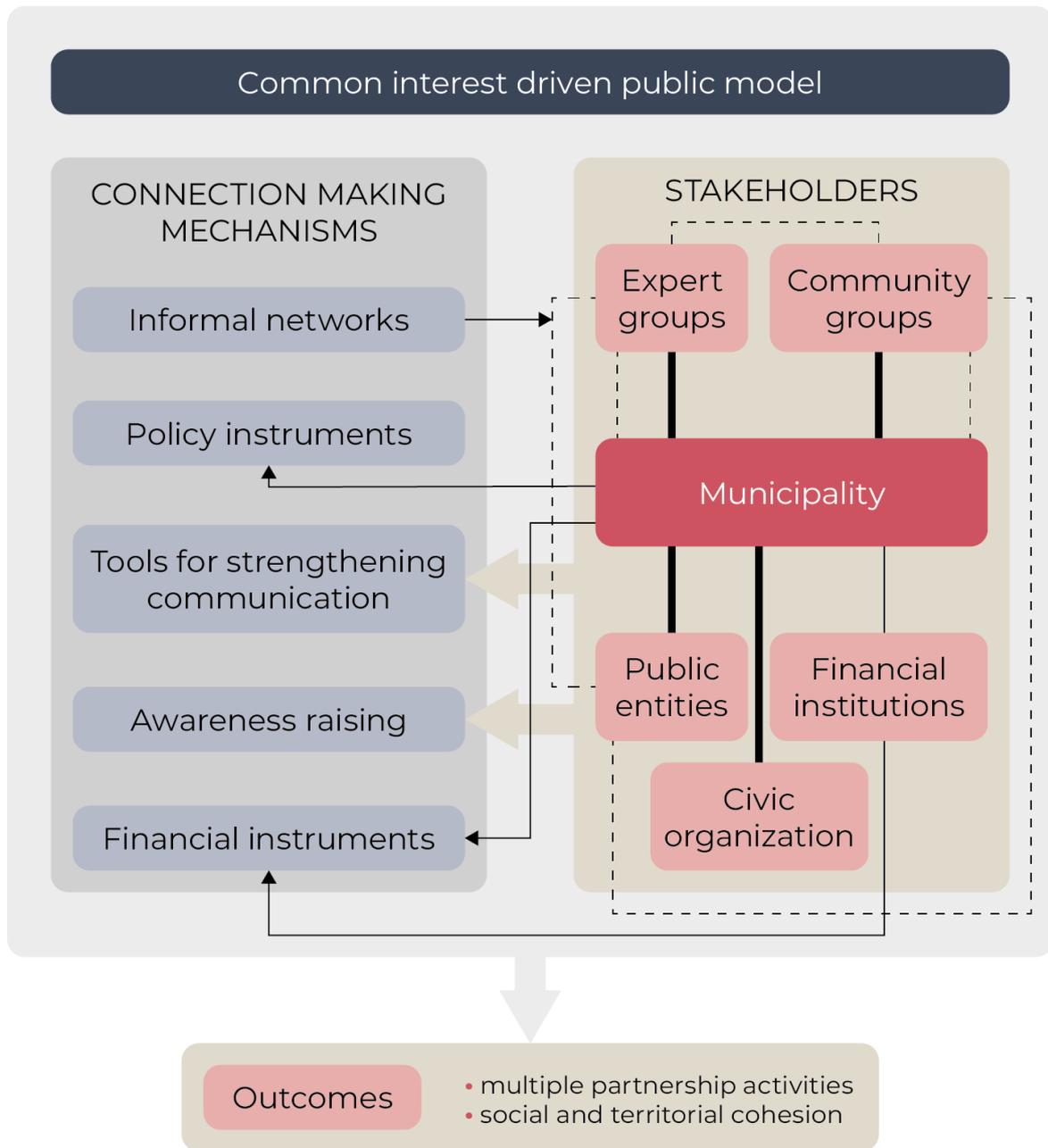
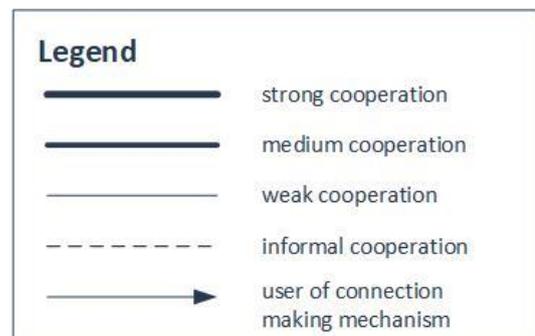


Figure 3. Model 1: Common interest driven public model



## Marquês de Abrantes CHL

### Lisbon, PT



#### DESCRIPTION

The Marquês de Abrantes Palace (Lisbon CHL) is in a complex and marginalized area in Lisbon (Marvila district, specifically Marvila Velha neighbourhood), which was originally occupied by houses of aristocrats. In the 19th century, the area became more and more industrial, with the Rail Company expropriating parts of these properties to build railways, and the building turned into a school. After its closing, at the beginning of the 20th century, several families (many of them of industrial workers) settled themselves in the building, leading to its compartmentalization and adulteration. At the same time, one of the biggest Lisbon slams (the so-called Chinese Neighbourhood) rises in the area. In 1970, the building - already in a poor condition - was bought by Lisbon Municipality (CML).

This area is (still) characterized by degraded buildings and a vulnerable, aging, low-income population. In 2010, the area was identified as a Priority Intervention Area in the Lisbon BIP/ZIP Map, which identifies 67 deprived areas in the city and it's included in Lisbon Masterplan. The current migrant situation and the increasing lack of affordable housing are the main factors that sharpened the municipal goals for the site. A significant part of the building is going to be used for affordable housing, while the other will keep its communitarian/cultural usage, strengthening the presence of residents and users in the area, and promoting the link with the growing creative industry settling nearby.

## STAKEHOLDERS INVOLVED IN REGIONAL COOPERATION

- In July 2021, the municipality signed a 12-month cooperation protocol with **Working with 99% Cooperative** stakeholder, to conduct a participatory rehabilitation program for Marquês de Abrantes;
- **Sociedade Musical 3 de Agosto de 1885**: a cultural, sports and recreate association that is a long-term user (as tenant) of (part of) Marquês de Abrantes palace;
- **AtelierMob / Working with the 99% Cooperative**: a group of social architects that, under a BIP/ZIP project, promoted a local diagnose and analysis of the territory;
- **4Crescente**: a communitarian group of private and public entities, working on Marvila territory since 2008;
- **Marvila Municipal Library**: one of the most dynamic local “players”, that goes beyond its specific cultural responsibilities; hosting several projects ran by local associations, offering the community different kinds of capacity building activities;
- **Marvila District**: the (elected) executive for local governance that, like the municipality, has the responsibility to apply and supervise local policies.

## OBJECTIVES OF THE COOPERATION

Being in a priority neighbourhood, the general aim of the cooperation is to promote social and territorial cohesion. More specifically, the objective is to think how will it be possible to collectively think of ways to respond to the needs of both the residents of this area and the ones who live in the riverside and in the northern side of the neighbourhood; to blur the frontier imposed by the railway lines; to establish bridges for dialogue and joint activities, and to let these social and spatial practices spread and leave a mark on the place.

## INCENTIVES/COMMON INTERESTS

- To maintain the area in partnership with all stakeholders, given their common interests and using participatory processes;
- The exchange of knowledge and opinions results in a more consistent path.
- To use the community-led re-use process itself as an anchor to develop a deprived urban area

## DRAWBACKS

- The major drawback is of structural nature and, hence, difficult to surpass: the lack of accessibility to Marquês de Abrantes palace due to the presence of physical barriers such as the active train lines. The other drawback is a conjunctural one, and it concerns the amount of time that the whole rehabilitation process will take, that may slow down (or even weaken) this cooperation “momentum”, and create a sense of disbelief among the community and stakeholders.

## CONNECTION MAKING MECHANISMS

### *Policy instruments*

- Formally, all stakeholders are connected with the municipality and among themselves in different ways: Working with the 99% Cooperative has a signed protocol, Marvila Library is a municipal institution, 3 de Agosto Association is a municipality tenant, Marvila District is formally part of the municipal assembly (as all 24 Lisbon districts) and 4Crescente Communitarian group has all these stakeholders as members (including Lisbon Municipality itself, through its Local Development Department).
- The municipality decided to keep the building in public ownership to protect the identity of the neighbourhood and the community through a mix strategy of housing and heritage, i.e., affordable housing and communitarian/cultural use.

### *Tools for strengthening communication and cooperation*

- The major connection mechanism, which is central to stakeholder's cooperation and regional integration was the opening of the Local Technical Office at the palace, since it assures not only the inclusion but also the engagement of all local actors, from the municipality and district officers to local stakeholders and the community itself.

### *Awareness raising techniques*

- The promotion of social and artistic work during the rehabilitation period not only raises awareness on the site and the territory but also helps to connect it to its surroundings, strengthening the bonds between communities and stakeholders.
- Exhibition "Quem vai viver aqui?" [Who will live here?], that featured objects from past lives that remained inside the building

## ACHIEVEMENTS

- The biggest achievement was the bond created among stakeholders and community which is expressed by the multiple partnership activities, and their integration in wider community groups. Having a technical office on site also allowed the archaeological and historic research that aimed to frame the building in the present while preserving its history and heritage.
- Besides many activities being held in the courtyard of the building already, a summer workshop will happen this year, gathering all the stakeholders. Here they will present the architectural project that resulted from the participatory process, and they will make attempt to "integrate" a previously intervened municipal lot that remained empty despite the projects carried out there. Bringing this space into the discussion again, with the population and other stakeholders, represents a natural result of the work being done at the building.

## References

<https://openheritage.eu/marques-de-abrantes-portugal/>

## **Marineterrein (Navy Yard)**

### **Amsterdam, The Netherlands**



#### **DESCRIPTION**

Marineterrein (Navy Yard) is a historic 13-hectare area close to the Central Station in Amsterdam. Built in 1655, it was an innovation area used for the construction of warfare ships for the Dutch East India Company - which transformed The Netherlands into a world power and brought much affluence into the country.

Due to its military nature, this navy base has been sealed off from the rest of the city for 350 years. The buildings and the land are owned by the Ministry of Defence, represented by the Central Government Real Estate Agency. The municipality of Amsterdam is responsible for the urban plan and the zoning plan of the area. In 2013, during the economic crisis, the Ministry of Defence decided to sell the terrain. Because the municipality of Amsterdam could not afford to buy the terrain at the time, it led to an innovative collaboration between the national government and the municipality. Due to the strategic position of the area, it was decided that the national and local authorities would cooperate, but not to determine and plan the functions in order to sell the area, but to opt for a slow guided 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.

#### **STAKEHOLDERS INVOLVED IN REGIONAL COOPERATION**

- The Ministry of Defence represented by the National Government Building Agency
- The Municipality of Amsterdam
- Bureau Marineterrein – the executive organisation of the guided organic transformation
- Community of renters of the buildings

## OBJECTIVES OF THE COOPERATION

To gradually transform the site of the navy yard into an innovative city quarter. Specifically, this means that the programming of the site is done in an incremental way: using available resources (eg. rental fees) to organize the programming and the maintenance works. The process involves a lot of flexibility in steering the process. The step by step approach is considered essential to transforming an area into an innovation district – in a rapidly changing world, it is imperative to remain flexible.

## INCENTIVES/COMMON INTERESTS

The ministry of defence had an interest in keeping the planning of the area flexible for the foreseeable future because of unpredictable developments that may lead to an increase in need for military areas. There was a decision that the navy will not entirely leave the site and will remain a permanent user of a part of it.

The municipality of Amsterdam has much benefit from the fact that the area is not planned directly. The pressure on open spaces and residential areas is tremendous. The discussion about the number of houses and other functions in the area is still not closed. In the meantime, the Bureau Marineterrein is giving further directions to the adaptive reuse of the site.

## CONNECTION MAKING MECHANISMS

### *Policy instruments*

- **Cooperation agreement** between the Ministry of Defence and the municipality of Amsterdam. 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. Bureau Marineterrein has no legal form but executes the formal agreement on behalf of the municipality and central government.
- The method chosen for the development strategy of Marineterrein is a **guided organic transformation**. This means that the transformation is based on an area concept and not an urban development plan, starting from existing buildings and infrastructure.
- **Temporary programming**

### *Financial Instruments*

- Financial support from ministry and municipality for preservation and adaptation of buildings.
- Management, communication, programming, daily maintenance can be covered from rent of the buildings.
- Bureau Marineterrein does not pay any rent.

### *Tools for strengthening communication and cooperation*

- Communication strategy built on the principle of gradualism (starting with positioning the site and becoming more specific with time)
- Business to business method (start-ups, companies, educational institutions can test solutions on site)
- Website, monthly general newsletter, community newsletter, Facebook, Twitter, Instagram

### *Awareness raising techniques*

- Opening-up some parts of the site to the public (swimming pool Codam school)
- Bureau Marineterrein is working on creating a wider community connected to the site (with projects like "Expeditie Oosterdok")
- Regular meetings with local neighbourhood
- Open days

## **DRAWBACKS**

Innovative approach of transformation in first instance not easy to sell to political and economic forces with more traditional viewpoints towards development.

## **ACHIEVEMENTS**

- Taking the pressure of on hasty development of this area, giving it time to find a new purpose for the city and its inhabitants while still being used in an open and inclusive manner.
- Organic development has proven to be beneficial to all parties involved. It allowed the Ministry of Defence to revoke its decision to fully retreat from the area. It allowed the city to plan the area with functions that fit better in the Amsterdam of the future.
- It gradually opened this important urban area up for all stakeholders, not only the happy few, to take part in the transition process. Even though the process is bottom-up, the benefits are inclusive to all citizens of Amsterdam.

## **REFERENCES**

[www.marineterrein.nl](http://www.marineterrein.nl)

<https://openheritage.eu/the-navy-yard-amsterdam/>

## 2.2 Model 2: Individual interest driven public model

The main difference between the “Common interest driven public model” and the “Individual interest driven public model” is that in this latter case, there are no well-defined common interests between the different stakeholders, each pursue their individual goals. These models typically have a top-down approach, and even if the local authorities are planning (and also implementing) some citizen involvement activities in the project (inviting them to contribute to the planning process, conducting sociological surveys, organizing public consultations, etc.), the potential of civic initiatives is not properly utilized, the project does not really respond to the needs of the local communities/neighbourhoods. Very often, these are large-scale projects, with the objective to give the region a socio-economic impulse through the renewal of the landscape and to strengthen its touristic potential.

If we look at the relationships between the different stakeholders (see Figure 4), we can see that the project initiator (municipality) develops very strong partnerships with other public entities and different financial organizations, and also works quite closely with different types of expert groups. However, its partnership with community groups and/or civil organizations is very weak. Also, the informal relationships between the different stakeholders are totally missing in this model. Even if they exist to some extent, they do not contribute significantly to the project results.

The municipal control has a great impact on the connection making mechanisms as well. Policy instruments are usually restricted to strategies, development plans, etc. and do not include any formalized/institutionalized partnership agreements (contracts, protocols, etc.). The only stakeholder using tools for strengthening communication and raising awareness is the municipality itself.

Similarly to the previous model, the main financial sources are public grants (international and national) and loans.

All the above mentioned factors do not mean that these projects cannot bring big achievements. Both the cases of Alba Iulia and the Grünmetropole show that great results can be achieved in the field of territorial development with these tools (and a lot of money). The main question here is more about how sustainable such a model can be on the long-run? Is it possible that a project that is not organically connected to the lives of the affected communities and that does not reflect local needs and priorities can be viable, economically and socially resilient over the years?

*Examples: Alba Carolina Citadel (Alba Iulia), Grünmetropole (Belgian-Dutch-German border region)*

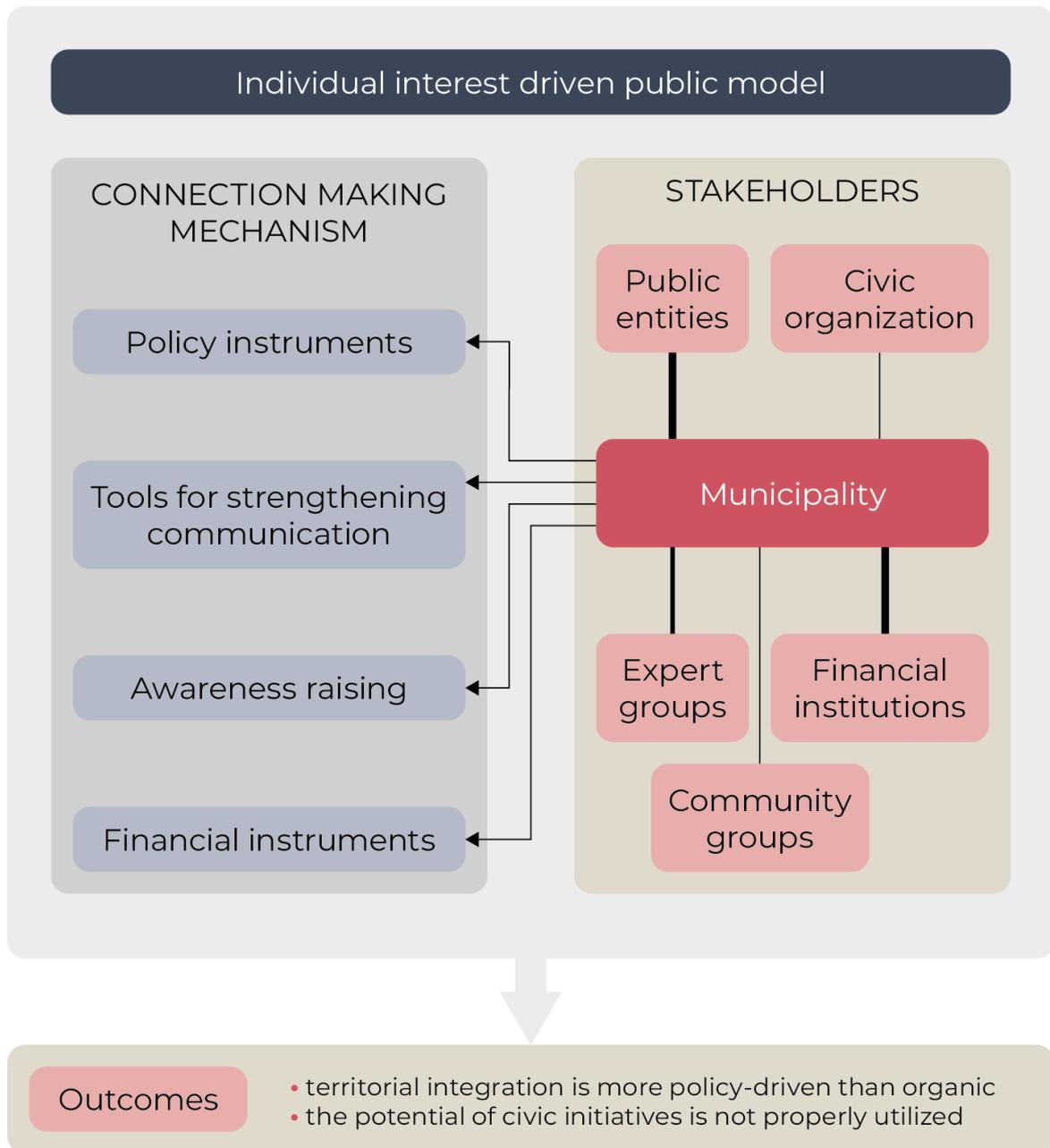
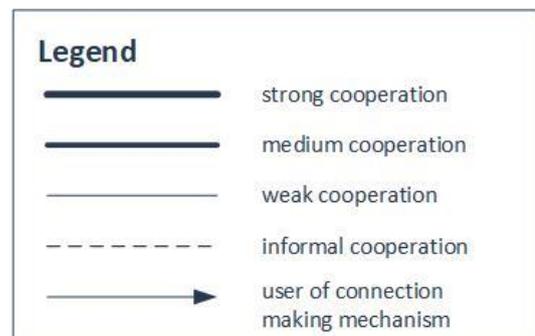


Figure 4. Model 2: Individual interest driven public model



## The Alba Carolina Citadel

### Alba Iulia, Romania



#### DESCRIPTION

The Citadel in Alba Iulia, Romania is a 110-hectare territory defined by an 18th-century star-shaped fortification, created by the French Sébastien Le Prestre de Vauban. However, the complex resulted from construction and landscaping activities of almost two thousand years.

Though the Citadel forms the center of the city in terms of its spatial development and topography, most of it was inaccessible for the public before the Romanian revolution in 1989. The former Communist leadership focused on developing the surrounding districts into modern housing estates. With a few exceptions, the historical building stock within the Citadel was neglected, left decaying, and several buildings were used by the military forces.

Starting from around 2000, the territory and the buildings were gradually handed over to the city municipality by the previous occupant, the Ministry of National Defense. Since 2008, the municipality has raised more than 60 million euros for the economic, social, and cultural redevelopment of the Citadel.

#### STAKEHOLDERS INVOLVED IN REGIONAL COOPERATION

- Ministry of Defence
- Municipality of Alba Iulia (owning largest part)
- The county of Alba (co-owner of parts of citadel)
- Greek orthodox and Roman Catholic churches (on site)
- University and museum (on site)
- City manager (Nicolae Moldovan)
- Ministry of Regional Development and EU funds

## **OBJECTIVES OF THE COOPERATION**

The municipality had a double aim: to give the Citadel back to the inhabitants of Alba Iulia, and, at the same time, to develop it into a touristic destination, thus contributing to the economic and social development of the city – all these in partnership with the organizations owning or using properties within the Citadel.

## **INCENTIVES/COMMON INTERESTS**

- Stimulate the local economy
- Show the history and relevance of the place for Romania

## **CONNECTION MAKING MECHANISMS (formal and informal)**

### *Policy instruments*

- Urban Development Plan for the city of Alba Iulia – turning Alba Iulia into an attractive tourist destination was among the three main aims
- A plan to revitalise the citadel
- A professional city manager
- Project-based long-term developments along with a mid-term strategy. Building new projects on the previous successful ones.

### *Financial instruments*

- Between 2007 and 2014, the municipality of Alba Iulia was able to attract 60 million euros within the Regional Operational Programme 2007–2013 funded by the European Regional Development Fund for the restoration and revitalization of the Citadel ("Project Stories," Alba Iulia). The program was mostly focused on infrastructure development, not on 'programming' nor 'positioning' the area.

### *Tools for strengthening communication and cooperation*

- Involving citizens into the general planning process
- Sociological survey asking people about the desired functions of the Citadel
- Annual surveys to measure the level of satisfaction
- Public consultations
- Websites, TV channels, local radio channels, local newspaper

### *Awareness raising techniques*

- The Citadel was an essential element in city branding and marketing
- Entering the Guinness Book with the largest human hug around the fortress (2018)

## **DRAWBACKS**

- Challenge to give a proper mix of coherent functions and users to the vast amount of space within the citadel: 'There are only profit-oriented enterprises in the Citadel instead of the promised cultural and community spaces ("Cetatea Alba Iulia" 2016)'
- The Citadel is not integrated organically with the rest of the city in terms of urban life
- 'The municipality does not recognize the full potential of civic initiatives and temporary reuse, and they too much insist on keeping the control in the management of the site.'
- The narrative of the site is very history oriented while its size and potential for the city could be much more than that.
- No permanent infrastructure for 'programming' the area.

## **ACHIEVEMENTS**

- The actual refurbishment of the built environment is done with around 60 million EU funds in a time when Romania had much difficulties in absorbing EU funds.
- Opening up the site, creation of public space for biking and walking

## **REFERENCES**

<https://openheritage.eu/alba-iulia/>

<https://albaiuliaqr.ro/cetatea-alba-carolina/>

## Grünmetropole, Belgian-Dutch-German border region



### DESCRIPTION

Grünmetropole is a project implanted in the Dutch-Belgian-German border region in 2008, aimed at rehabilitating the shared mining past of this region. The industrial mining past was of major influence in shaping the physical appearance and the social and cultural life in this region. Hence, the end of the mining industry in the second half of the 20th century created many challenges concerning the conversion of the region, which strongly resonate with heritage management issues. The Grünmetropole project aimed at addressing these issues. Its objectives were to renew the post-industrial landscape, to strengthen the common identity of the region, and to create a touristic impulse. This was done by implementing two touristic routes along the relicts of the mining past, one for cars and for bicycles, connecting 72 points of interest in the region.

### STAKEHOLDERS INVOLVED IN REGIONAL COOPERATION

- German federal state North-Rhine-Westphalia (for the EuRegionale design tool)
- Various municipalities and cities (in all three countries)
- A design team (Henri Bava)
- Grünmetropole office (responsible for implementation)
- Various community groups (albeit limited involvement)

## **OBJECTIVES OF THE COOPERATION**

To make the area of the Grünmetropole into a connected region, there were three main goals identified:

- Renewal of the landscape in order to give the region a socio-economic impulse;
- Strengthening the common storyline and identity of the former mining area;
- Creation of impulses for a touristic future by creating new touristic routes.

## **INCENTIVES/Common Interests**

- revitalization of former mining buildings
- touristic impulse for the region
- cross-border cooperation

## **CONNECTION MAKING MECHANISMS**

### *Policy instruments:*

- The concept of the 'Regionale', a design instrument used by the German federal state North-Rhine-Westphalia, to use for regional development related to landscape, heritage, tourism and culture.
- Cross-border interest and cooperation, and the willingness of a variety of organizations to participate in this project.
- Creating a lot of international attention and interest around the project (i.e. various rewards, presentations etc.)
- Set-up of a governance model to implement the project

### *Financial instruments:*

- Financial plan involving a wide range of organizations and foundation to support the plan
- Two Interreg-funding programmes
- Public funds of the various involved municipalities and cities.

## **CONNECTION MAKING MECHANISMS**

### *Informal networks*

Involved stakeholders, such as local entrepreneurs were invited in the design phase of the project in order to propose different locations that would be interesting to incorporate in the project. Nonetheless, the project-designers did not really incorporate the viewpoints of local community groups, and people living in the region, leading to a lack of support for the project in the long term. More informal networks, and community involvement would have led to a more resilient outcome in the long term.

### *Tools for strengthening communication and cooperation*

- Involvement of large amount of organizations, such as municipalities and cities.
- Set-up of different organizational models to implement the project
- Involvement of local entrepreneurs in the design-phase of the project
- Cross-border cooperation led to European interest in the project
- Part of an already existing design tool (Regionale) which made set-up of the project easier.

### *Awareness raising techniques*

- Wining several awards
- Presentation at international architecture exhibitions
- Involvement of various foundations, organizations.
- Publications, information leaflets, and information signs in the landscape.
- Creating a touristic impulse for the region therewith creating interest in the region and its history.

## **DRAWBACKS**

- It was a top-down organizational model, with a high-level abstract masterplan, which did not really address the issues the region was dealing with
- A governance model applied that lacked room for community involvement
- No maintenance of the project in the long term, leading to situation that the project got neglected, only 10 years after its implementation.

## **ACHIEVEMENTS**

The Grünmetropole was a first attempt in this region to create cross-border cooperation, which led to fruitful results for future projects.

The project gained a lot of attention, attracted tourists to the region, and got them interested in a - until then - relatively unknown history.

## **REFERENCES**

<https://db.openheritage.eu/#/sys/oh/oc/Gr%C3%BCnmetropole>

## 2.3 Model 3: Common interest driven civic model

Considering the main goals and themes of OpenHeritage project, it is not surprising that this model received the most attention during our research. The projects in this category are extremely varied and diverse. They show many unique features depending on the external and internal regulatory environment, the relationship between the actors and the financing structure of the project. However, these cases show some important common features as well, that allow us to represent them within the framework of a single model.

In this model, the initiator of the project is always a civic actor (NGO, social enterprise, association, cooperative, charitable trust, etc.) which develops a strong cooperation with the other stakeholders affected by the project. The success or failure of the project depends to a large extent on these formal and informal relationships, tied up by well-defined, strong common interests. These interests can vary greatly depending on the nature of the projects, but they always serve the citizen's purpose and the economic sustainability of the project.

Unlike in the previous two models, the common interest driven civic initiatives cannot count on large amounts of public funding, therefore the relationships between the actors are influenced by the different financial models they apply. In most of the cases these projects are characterized by a mix of functions (multifunctional purposes), so a big range of stakeholders (private sector, civic organizations, community groups, financial institutions, public authorities) contribute to the financial sustainability of the project.

An additional feature of the model is that although the political instruments are determined by the local government here as well, civil actors often take a role in influencing their formation (with lobbying activities, „convincing politicians“, special agreements, etc.). Building formal and informal networks with public authorities is very important, however, it is necessary for all actors to ensure that the cooperation remains transparent.

Due to the very strong common interests in this model, all actors involved take an active role in strengthening communication and raising awareness.

The main outcomes of successful projects under this model include saving public buildings/sites with deteriorated infrastructure and integrate them into the city life to serve citizens' purposes.

*Examples: Stara Trznica (Bratislava), Hof Pradikow, Progettoborca (Borca di Cadore), Heritage Co-district ACT (Rome), High Street West (Sunderland), Praga District (Warsaw).*

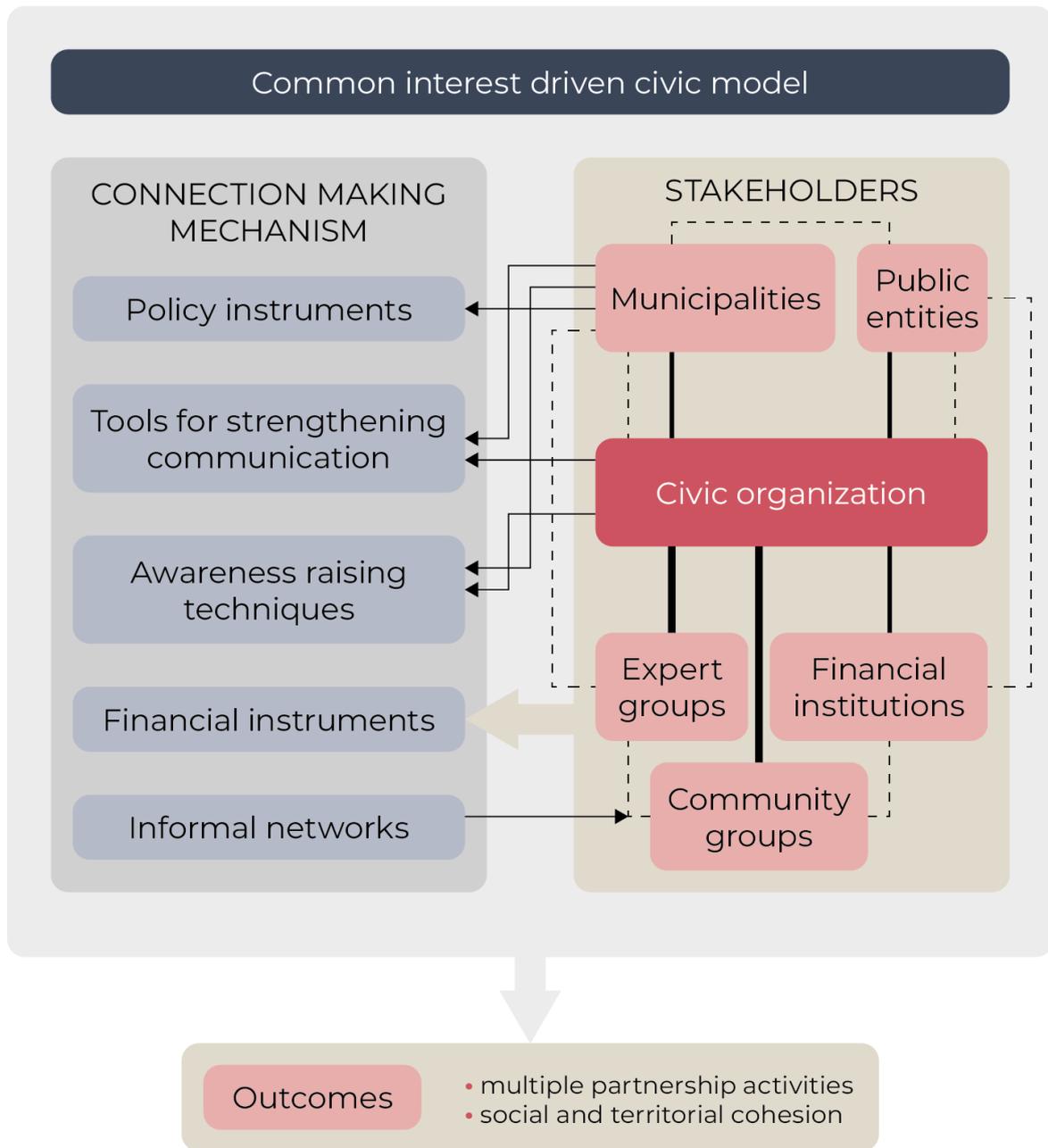
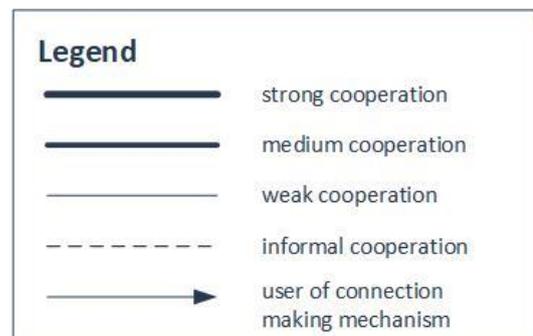


Figure 5. Model 3: Common interest driven civic model



# STARÁ TRZNICA

## Bratislava, Slovakia



### DESCRIPTION

Stará Trznica (Old Market Hall) is a nationally protected cultural heritage building in the centre of Bratislava. From 1989 on, the building stood empty. In 1996 the Municipality began its renovation, however, in 2008 the building closed down because of unsuccessful attempts by the municipality to keep the mono-functional market alive. In 2012, the Old Market Hall Alliance – an NGO established in order to elaborate a special programme for the building – made a proposal to the Municipality for running the market, including a detailed economic offer and supported by many letters of interest from a variety of organizations. The Alliance also built up a broad public backing for the proposal. In 2013, the City Council approved the plan. The Market Hall reopened in March 2015. Today it is functioning in an economically sustainable way, being not just a market, but also a new event venue and meeting space in the heart of the city. As part of the project, a large public square outside the building was reconnected to the Market Hall, creating public value and contributing to economic sustainability as well. The Alliance has also been engaged with the revitalisation of the neighbouring public spaces.

### STAKEHOLDERS INVOLVED IN REGIONAL COOPERATION AND THEIR ROLE

- Municipality of Bratislava (owner of the building)
- Old Market Hall Alliance (NGO/social enterprise, managing the building based on a rent-to-investment scheme)
- Erste Bank Social Bank Division (providing social loan for renovation)
- Business actors (marketing cooperations, providing about 1/3 of the total revenue.)
- Tenants of the Old Market Hall (one-to-one contracts with the Alliance, tenants are also contributing to renovation costs of the building)
- Various community groups (public support, awareness raising, etc.)

## **OBJECTIVES OF THE COOPERATION**

To revitalise a dilapidated building which has been out of use, giving back a much missing function (weekly market) to the city and adding new values (social inclusion and new types of cooperation). It also means a physical reintegration of the building into the city structure, providing a new interconnectedness both in a physical and a social sense with the renewed city texture.

## **INCENTIVES/COMMON INTERESTS**

- to save a public building with deteriorated infrastructure
- to develop a project that serves the citizens' purpose
- to integrate the building into the city life
- create a space as multifunctional as possible
- to make the project economically sustainable, without public subsidies involved
- revitalization of the neighbouring spaces

## **CONNECTION MAKING MECHANISMS**

### *Policy instruments:*

- Municipality applying a special clause in the law about creating an exemption from procurement when the property was rented by the Alliance
- Changes in the legal status of the building to make it possible to incorporate several types of activities (market, cultural activities, etc.)
- Rent-to investment contract (for 15 years): 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.

### *Financial instruments:*

- Financial plan involving a wide range of experts developed by the Alliance
- Social bank loan and EEA grants
- Marketing cooperation with business actors
- Selection of tenants based on open calls, thematic connections, potential cooperation with other tenants and social value created
- Tenants investing themselves in the reconstruction that was deducted from their rent
- Special rental structure determining the proportion of market and social projects, taking into consideration the financial stability of the project

## CONNECTION MAKING MECHANISMS

### *Informal networks*

The Alliance was created by a team of experts, with real hands-on experience and a large network. For example, one member had been running concerts for 20 years and knew everyone in the music field. Another member had been organizing markets for years and was ready to bring in his experience and informal network into the project. Informal networks also helped to be informed about the possibility of a social bank loan rather than a standard loan.

### *Tools for strengthening communication and cooperation*

- professional relationship with the Municipality
- Each item of investment is overseen by a supervisory board that includes municipal officers and members of the association.
- transparent communication
- cooperation between different professionals
- building network based on exchange of experiences
- making active community groups part of the project
- convincing politicians and property owners to open up their buildings for civic uses

### *Awareness raising techniques*

- social media support
- letters of interests from a variety of organizations stating their interest in renting space for events in and outside the building
- creating a massive public packing for the project (hundreds of people watching online the assembly deciding about the project)
- focus groups with various communities living in and using the area
- Interviews with experts about public space development (green surfaces, mobility, lighting, etc.)

## DRAWBACKS

- Structural problems with the Municipality (too much bureaucracy, not working pro-actively, etc.)

## ACHIEVEMENTS

The Market Hall provided a precedent for the Municipality in how to work with innovative proposals coming from the outside, created a model of cooperation on the governance level.

The integration and cooperation has been beneficial both for the municipality and the city's communities, creating social cohesion in the city and serving as inspiration for a variety of other initiatives across the country.

The Market Hall proved that the impact of the project is much smaller if the environment does not change. Therefore, in the second stage, the focus was moved to the surrounding area, trying to create added values through the public spaces.

## REFERENCES

<https://openheritage.eu/stara-trznica/>

<https://staratrznica.sk/>

## Hof Prädikow Lab

### Hof Prädikow, D



#### LAB DESCRIPTION

Hof Prädikow is former manor situated in the federal state of Brandenburg, engaged in agricultural production until 1990, and having a great impact on daily life in the village of Praedikow. The village of Prädikow has about 200 inhabitants and it is mainly characterized by detached single-family houses and semi-detached houses. The area of the Hof Prädikow site covers 9 hectares of land and several buildings, offering a large variety of usage opportunities. After 1990, there were several attempts to create a space for living and working, but each of them failed. Then some groups of interested people joined the Mietergenossenschaft SelbstBau, a cooperative from Berlin, existing since 1989, which was already experienced in renovating old buildings for self-organized housing-groups. The enthusiasm of people being interested to live and work there, together with experience and expertise of the cooperative made this project possible. The ownership of the land belongs to Stiftung trias foundation (since 2016), while the heritage building right was passed to the cooperative.

#### STAKEHOLDERS INVOLVED IN REGIONAL COOPERATION

- LAG Märkische Seen e. V. (LEADER Aktionsgruppe, LEADER action groups are developing concepts to support local stakeholders in order to establish projects and strong and long-lasting networks within the region.
- Netzwerk Zukunftsorte e. V. (Future Places Network), support other projects and local politics in establishing places of the future and attracting creative people to the region.
- Freunde der Scheune (Friends of the barn), which offers an easy access to participate in activities and provides a structure that helps to organize several types of support (e.g. "helping hands", "event mentors" and financial support).
- Stiftung trias foundation

## CONNECTION MAKING MECHANISMS

### *Policy instruments*

- A scheme developed that describes the collaboration between LAG and other stakeholders
- The Netzwerk Zukunftsorte helped in several areas local politics to develop and use the right instruments in order to support newly established creative projects and places.

### *Financial instruments*

- A mix of sources, including equity of the SelbstBau cooperative, private loans and public subsidies;
- Stiftung trias agreed on a leasehold contract with the SelbstBau cooperative for 99 years;
- Funding from the federal program "Gemeinschaftsaufgabe Agrarstruktur + Küstenschutz" (Joint Task Agricultural Structure + Coastal Protection) for the restoration of the former horse stable in accordance with the preservation order (€ 200,000);
- Funding by the Federal Ministry for Family Affairs for the renovation of the former manor house in line with the preservation order and the construction of four flats suitable for the elderly (€ 750,000);
- Funding from the German postcode lottery for the renovation and conversion of the village barn (€ 90,000);
- Funding by the Federal Ministry for Family Affairs for the renovation and conversion of the village barn (€ 100,000);
- Funding from the EU LEADER program for the renovation and conversion of the village barn (€ 360,000).

### *Informal networks*

"Friends of the barn" relies mostly on informal relations and direct meetings. The sympathy between the people is the most important instrument for working together, because the people are working on a volunteer basis.

### *Tools for strengthening communication and cooperation*

- Toolbox for supporting new projects and local politics;
- Questions-and-answer-sessions;
- Capacity building in the form of general team meetings and thematic team workshops;
- The community established a taskforce for the village barn with several meetings;
- Thematic working groups

### *Awareness raising techniques*

- village festivals
- inspirational catalogue
- open workshops

## Progettoborca (Ex-villaggio Eni) Borca di Cadore, Belluno, Italy



### DESCRIPTION

*Progettoborca* is functioning within the *ex-villaggio Eni*, an old holiday camp located at Borca di Cadore. Borca di Cadore is a small village surrounded by the Dolomites (province of Belluno, Veneto region), where the ENI (national energy company) built some of its holiday facilities (welfare services offered by the company to its workers) in the 1950's and 1960's. The *ex-villaggio Eni* is an area of 200 ha and is composed of a "colony" (*colonia*) for 600 children, two hotels, a church, 270 single-family cottages and a campsite with fixed tents for 200 children, all located on the slopes of Mount Antelao- The site was progressively dismissed and then closed in the 1990's. In early 2000, the Minoter-Cualbu Group acquired the entire site, launching its redevelopment by parts (e.g. the cottage, the hotel, etc.) and assuring minimal maintenance of the overall complex. After several failed attempts to reuse the *ex-colonia*, in 2013 the group involved *dolomiti contemporane*, a project self-defined as "spatial and conceptual reconfigurator by means of art and contemporary culture", operating on selected places dispersed throughout the Dolomites mountain range. Suspending any restoration project, *dolomiti contemporanee* (dc) has occupied the *ex-colonia* (2014) and relaunched the site "from within", namely directly using/adapting its spaces through temporary, open-end activities such as educational, cultural and artistic programs. Along with the owners' support, the project is self-sustaining, thanks to an articulated network of public and private actors. *dc's* strategy is based on the activation of multi-scalar relational environments, making heritage sites explicitly "work" for the surrounding territory. Today the project is 8 years old.

## **STAKEHOLDERS INVOLVED IN REGIONAL COOPERATION AND THEIR ROLE**

*Dc* has many public and private partners (some listed [here](#)) who generally contribute to different *dc*'s initiatives and, in particular, to *progettoborca*. Beyond *dc* (*progettoborca* initiator) and Minoter-Cualbu Group (owner) though, it is worth mentioning some actors that are crucial in the area:

- Municipality of Borca di Cadore
- Province of Belluno
- Veneto Region
- Unione Montana della Valle del Boito (including Municipalities of: Borco di Cadore, San Vito di Cadore, Comune di Vodo di Cadore, Cibiana di Cadore, Valle di Cadore)
- University of Padoa
- IUAV University of Venice
- Fondazione Dolomiti UNESCO
- Various local community groups (foundations, associations, etc.)

## **OBJECTIVES OF THE COOPERATION**

To re-functionalize a huge and abandoned asset, widely appreciated for its architectural and landscape value, understanding possible uses in the long term while revaluing the site through arts and culture. One of *progettoborca*'s ambitions is also to use the site to generate both socio-cultural and economic innovations for the territory, reinventing the idea and fruition of the mountain. In the last 10 years, it has built more than 400 collaborations.

## **INCENTIVES/COMMON INTERESTS**

- To re-use an important but "difficult" cultural asset and save it from further deterioration;
- To promote alternative cultural and social values in a commodified/highly exploited context such as Dolomites mountain range by permanently inhabiting the site and its territory;
- To re-activate social, cultural and economic circuits of the territory;
- To create wide and plural partnerships involving local, national and international actors;
- To generate innovative production chains for the Dolomites region;
- To guarantee the public fruition of the Ex-villaggio ENI;
- To re-discover and disseminate the inner values of the Ex-Villaggio ENI;
- To promote "in situ" artistic projects by offering International artistic residency.

## CONNECTION MAKING MECHANISMS

### *Policy instruments*

- An initial three years agreement between the owner and dc to use the site by launching a regeneration platform based on cultural and artistic initiatives. It also included the possibility of reusing some of the complex premises as permanent spaces for the project: an office (at the ex-colonia entrance), some disused cottages and the campsite with fixed tents for residential usage. The owner also supports the logistics and guarantees a basic budget;
- Although the safety of the complex is assured, it does not meet the official safety standards. Permissions to use the site are obtained through exemption documents. This is possible thanks to solid bonds of trust with the Mayor of Borca di Cadore, gained through dc reputation;
- To regulate collaborative partnerships with public institutions, dc adopts traditional planning models such as “accordi di programma”, “accordi di collaborazione”, etc.

### *Financial instruments:*

Overall, *dc* financial strategy is grounded on the intersection of the different funding sources through a continuous negotiation with territorial actors. Funds are used for two main activities: to restore the site and to run *progettoborca* programs. To the first, it ultimately connects with all larger investments converging in the region (e.g. Olympic games, National Recovery plan, etc.) likewise with those actors potentially interested in (re)using and then investing in the ex-Villaggio ENI (e.g. Province of Belluno; national and international universities, etc.). Operational activities are mainly financed by the budget provided by the owner and economic and/or service contributions by dc partners.

### *Informal networks*

*dolomiti contemporanee* is a project created in 2011 by Gianluca D’Inca Levis, architect and art curator who gained experience in strategies of cultural regeneration by re-opening several industrial sites in the Veneto region (*Nuovo Spazio di Casso*).

### *Tools for strengthening communication and cooperation*

- Inclusion of the *progettoborca* within dc website;
- Definition of an online archive to disseminate values related to the Ex-Villaggio ENI, and of a website section to all activities running in the site;
- professional relationship with the public authorities at both municipal and regional level;
- cooperation between different professionals in the field of art, architecture, landscape, urbanism but also with the production sector;
- continuous networking activity with local and national subjects such as companies, third sector (e.g. association, foundation, etc.), groups, schools, university to develop common projects;
- making all active people participating at project’s event feel part of the entire project itself.

### *Awareness raising techniques*

- social media support;
- regular opening of the site for guided visits;
- in situ artistic intervention not only within the ex-Villaggio ENI, but also in the surrounding area and/or in places with a special potential of reactivation;
- Involvement of private citizens and educational institutions;
- Networking and continuous negotiation with all territorial actors.

### **DRAWBACKS**

- Difficulties in complying with administrative standards due to complex legal requirements and time-consuming, bureaucratic procedures;
- Lack of vision for the site and the territory from institutional agents

### **ACHIEVEMENTS**

Since 2011, *dc* has contributed to create or strengthen territorial connections oriented towards plural but common trajectories of development. Among its projects, *progettoborca's* symbolic nature has strongly contributed to spread *dc's* collaborative model and aspiration. In 2021, its experience opened the Italian Pavillion at the Architecture Biennale of Venice as seminal example of *Resilient communities*.

*progettoborca* reopened and made the *ex-colonia* (and the overall village) usable after years of abandonment and/or failed relaunching of the site. Currently, *dc* is planning to set in the *ex-colonia* a permanent "school of the mountain".

By promoting its ambitions within the ex-Villaggio ENI, *dc* has also had the opportunity to share its approach and actively collaborate with local municipality in other local projects.

### **REFERENCES**

<http://www.dolomiticontemporanee.net/DCi2013/>

<http://www.progettoborca.net/progetto/>

<https://www.atlantearchitettura.beniculturali.it/villaggio-eni/>

## Heritage Co-District ACT

### Rome, Italy



#### LAB DESCRIPTION

The Rome CHL within the Open Heritage project is functioning within the Co-Roma social partnership. Co-Roma is an initiative and a coalition of actors aimed at enabling the economic self-empowerment of local communities in vulnerable neighborhoods in Rome. The Lab started in July 2018 when Co-Roma has obtained the recognition from the Faro Convention Network as a Faro Heritage Community. The research team facilitated the Community for the Public Archeological Park of Centocelle, CPPC (a Faro Heritage Community incubated within the lab active in the area of Centocelle) in the organization of Heritage Walks, Civic Collaboration Festivals, and other volunteering activities around the heritage commons of the co-district. Then, it delivered series of co-design labs and workshops on field with the social enterprises, NGOs and other actors in the areas. This process resulted in the constitution of a neighborhood cooperative, CooperACTiva, formally established in December 2018.

#### STAKEHOLDERS INVOLVED IN REGIONAL COOPERATION

- Ministry of Culture and Cultural Activities of Italy (MIBACT) - grounding the actors active in the lab within the network of knowledge actors in the area
- District level of government (Municipio V); participation on the co-design labs and workshops
- City of Rome: sponsorship (patrocinio) for the organization of Public Art workshop September 2021;
- Legacoop national and Lazio: this is the biggest coalition of cooperatives in Italy. The main objective of this cooperation was to enable the lab actors to network with other communities transitioning from a volunteering-based organization to a structured, entrepreneurial organization;
- District schools (high schools and secondary schools);
- Various other district actors: NGOs, community groups.

## **OBJECTIVES OF THE COOPERATION**

The overall objectives of the cooperation was to create the conditions for the lab to create platforms that would facilitate, further develop, strengthen the cooperation between the existing district's actors on the one hand, and between them and institutional actors that are responsible for decisions surrounding culture and cultural heritage on the other hand. Rather than being focused on acquiring ownership of a heritage site, the objectives of the cooperation were directed towards the realization of concrete actions of co-creation and co-governance of tangible and intangible cultural heritage in the district.

## **INCENTIVES/Common Interests**

- Contributing to the public efforts of restoration and revitalization of the tangible heritage in the co-district;
- Increasing the reputation of the district to attract more visitors;
- Creating a collective intangible heritage of the district and combining it with the current spirit of progressive politics and values of tolerance, solidarity, collaboration;
- Developing a project that serves the citizens' purpose;
- Integrating the district more into the city life, increasing contacts with other neighbourhoods;
- Creating a space as multifunctional as possible;
- Creating a platform that offer cultural services to the district and to the whole City to make the heritage reuse activity economically sustainable, with little public funding involved;
- Offering urban welfare services and social protection of the most vulnerable individual and communities living in the district (i.e. migrants; immigrants; unemployed youth and adults; ethnic minorities).

## **CONNECTION MAKING MECHANISMS**

### *Policy instruments*

- National policy Culture Urban Future; Regional Strategy for Smart specialization, National Plan for Entrepreneurship 4.0, Regional Digital Agenda to fund applied Phd scholarships.

### *Financial instruments*

- To finance its activities, the lab used funds coming from public grants; crowdfunding; contracts of collaboration in the realization of the project's activities awarded by the University to the lab community actors. The project's funds were used as seed funding for the startup of the activities.

### *Network building and maintenance (formal and informal)*

- Recurrent meetings organized by the lab University partners; regular public events organized in the neighbourhoods; regular meetings; formal meetings required by the bylaws for the cooperative; participation to the Faro Convention Network national meetings;

### *Tools for strengthening communication and cooperation*

- Participation in the activities promoted by the Council of Europe, LegaCoop, Legambiente, Agenda Tiber NGOs alliance and then Regional Foundation, to strengthen the connection with other city actors interested in heritage reuse

### *Awareness raising techniques*

- Participation of the lab community partners to neighborhood assemblies or other institutionally-led initiatives; organization of site visits and tours for partners, institutional actors, Faro Convention Networks, journalists;

## **DRAWBACKS**

Access to use, rent, ownership of heritage sites (when possible by heritage protection regulations) is a long-term goal of the lab. A cooperation with the Region was attempted by the lab also in relation to the possibility of obtaining a publicly-owned building as a site for the lab's activities which would then become a district hub for heritage reuse activities, but a formal agreement was not reached eventually.

## **ACHIEVEMENTS**

Thanks to the cooperation with the Ministry of Culture and Cultural Activities of Italy (MIBACT) the lab was part of a multi-actor partnership which received a grant from MIBACT to realize a project for the reuse of spaces within local schools and civic libraries. The project was carried out in partnership with CooperACTiva in 2020. Through the recognition of the National grant awarded by MIBACT, the Rome Lab was able to expand the territorial partnership and the urban communities already involved in the labs were able to start cooperating more closely with schools and civic libraries in the district). They also networked with other similar experiences at the national level. The lab also achieved a great results in participating with Luiss University to a State-funded, Regional program to enhance the smart competitiveness of regional ecosystems.

## **REFERENCES:**

Rome Collaboratory Timeline: <https://openheritage.eu/heritage-labs/rome-collaboratory-italy/>.

Community for the Public Archeological Park of Centocelle (CPPC) digital storytelling on social network of activities in the Heritage Co-district: <https://www.facebook.com/comunitaparcopubblicocentocelle/>.

CooperACTiva neighborhood cooperative digital storytelling on social network of activities in the Heritage Co-district: <https://www.facebook.com/cooperACTivaCdQ>.

The Rome Collaboratory, case study, project "Co-Val" <https://www.co-val.eu/case-studies/blog/project/the-rome-collaboratory-the-role-of-living-labs-in-fostering-local-development/>.

## **BROEI**

### **Ghent, Belgium**



#### **DESCRIPTION**

BROEI is a temporary operation heads in the Castle Geeraard de Dueivelsteen, a 13th-century cultural asset located in the city center of Ghent. Initiated in 2018, and lauched in 2020, BROEI is an open house (from May to October) which aim is to give spaces, time and resources to individuals and organizations to collectively rewriting the castle's story. Associations can apply to the call launched yearly by BROEI, choosing among three main topic: technology and sustainability, entrepreneurship and learning, expression and creativity. More generally, the project provides the opportunity for experimenting new ways of making and living together, also by offering a varied cultural program (e.g. performance, exhibitions, lectures, etc.).

The initiative was launched with the aim to give new functions to the old castle, discovering meaningful trajectories of development for the city of Ghent. A former study commissioned by the owener to the Architecture Workroom Brussel suggested a place for opportunity-seeking youth. BROEI mission is thus to create a place where young people aged 16 to 30 can explore their interests and passions in free and safe environment embracing diversity.

Spatial usages are thus determined through a process of co-creation with the organizations in cooperation with the Construct Lab (<https://www.constructlab.net/>), a Berlin-based cooperative construction practice combining design and construction with DIY approach.

## STAKEHOLDERS INVOLVED IN REGIONAL COOPERATION

- Private owner of the building complex (the name was not disclosed)
- Municipality of Ghent (funding temporary initiatives) and in particular the Stadtbouwmeester (city architect office)
- BROEI (non-profit organization facilitating collaboration among organizations and managing the building)
- ConstructionLab (construction partner)
- Timelab (supporter mainly in the initial phase)
- Youth organization and community groups (no. 24 in 2022)

## OBJECTIVES OF THE COOPERATION

To test possible uses of a cultural asset partially dismissed, by positively contributing to improve the living condition of Ghent. According with this overarching goal, the temporary refunctionalization the castle has set the goal of supporting younger generations, facilitating their access to spaces and resources to develop their own projects and/or just experimenting new things. Both the opening of the castle and the relational network created by BROEI have been serving to re-connect territorial fragments of Ghent (e.g. interlinking the city centre and peripheral or metropolitan areas) likewise creating regional (e.g.) and international bonds (e.g. connecting with the city of Brussel and partnership with the German group).

## INCENTIVES/Common Interests

- to use and refunctionalize an underused asset
- to develop a project with a good impact on the city life
- to create a free, safe and inclusive environment for experimenting
- to create a space that provide an offer as diverse as possible

## CONNECTION MAKING MECHANISMS (formal and informal)

### *Policy instruments:*

- Municipality funds **temporary uses** through the department of *Equal Opportunities, Welfare, Participation, Community Work and Public Green*
- **Bruikleenovereenkomst** is a temporary contract to prevent squat. Before the castle selling, the municipality rented part of the convent through this legal instrument. The contract, signed by some of the BROEI initiators, was renewed by the new owner;

### *Financial instruments:*

- Free of charge use of the castle premises
- Subsidies for temporary uses provided by Ghent Municipality
- Revenues by Bar BROEI
- Rent revenues provided by the selected associations, sorted in three main categories: starters (50EUR/month), pro (125EUR/EUR) and pro+ (250EUR/month)
- Additional rental spaces for a varied event and activities
- Increasing partnerships with diverse companies which provide material (in kind contribution) or economic support
- Applying for subsidies to run associations' activities
- Creating a pass in partnership with Uitpas to make activities at BROEI affordable for all and, especially, for vulnerable target groups. The pass grants a 80% discount.

### *Informal networks*

BROEI has grown thanks to an informal network of temporary, social-oriented initiatives located in Ghent. Well experienced projects such as TimeLab4 and Nest5 provided knowledge and expertise to run the project in particular during the initial phase. It needs to be noticed that BROEI initiators have been residing in (part of) the building since 2015 (Bruikleenoveernkomst contract). In that period, Marie, BROEI coordinator, was already using the garden as venue for art exhibition.

### *Tools for strengthening communication and cooperation*

- Creating sub-organization to support most vulnerable people in different field, e.g. Broei Nest, an organisation supporting the youth psychologically;
- Providing informal spaces to stimulate cross-pollination and peer-learning e.g. the entrance as common, urban space;
- Supporting spatial co-creation though self-construction;
- Continuous dialogue with the City of Ghent;
- transparent communication
- building network based on exchange of experiences
- making active community groups part of the project
- convincing politicians and property owners to open up their buildings for civic uses

### *Awareness raising techniques*

- social media support
- psychological support
- open call for young organizations
- co-creation process

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<sup>4</sup> A platform which provides space, time and reflection for supporting change.

<sup>5</sup> One of the first temporary initiatives in Ghent.

## **DRAWBACKS**

- Short term contracts;
- Insecurity about the future

## **ACHIEVEMENTS**

In 2022, BROEI started the third and last edition of the project. In the two previous years, it initiated the reuse of the old castle making it functioning through removable structure. Meanwhile, it created a solid network of support for young people and associations to gain access to different resources.

The relation between the social platform created by BROEI and a listed asset shows that cultural heritage and related cultural activities can significantly contribute to the city wellbeing, reconnecting both human and territorial fragments. To this to happen, the active support of Minicipality and, particularly, a more flexible, social-oriented attitude of the cultural heritage department are essential elements.

## **REFERENCES**

<https://www.broei.be/>

## High Street West CHL

### Sunderland, GB



#### LAB DESCRIPTION

The Sunderland Cooperative Heritage Lab (CHL) has been working to bring three previously dilapidated buildings back into economically sustainable sociocultural use. The buildings are part of a terrace on High Street West (no. 170-175, HSW), Sunderland. The project is led by Tyne and Wear Building Preservation Trust (TWBPT), a charitable trust, which has an excellent regional reputation and established networks for heritage reuse. The buildings are owned freehold by the TWBPT, bought from Sunderland City Council for a symbolic £1 in 2018 after many years of negotiation with the previous owner who wanted to demolish the buildings for new-build student accommodation. The project is located within and directly fed into the creation of a Heritage Action Zone (HAZ) in 2017 — a Historic England nationwide scheme to address heritage at risk through partnership working, grant funding and skill sharing to restore and put back into use neglected and uncared for built environments. This partnership is led by Sunderland City Council (SCC) and formed of: TWBPT; Historic England (HE), a national public body; Sunderland Culture, local cultural organisation; Sunderland Heritage Forum, a local charitable trust; Churches Conservation Trust, a national charitable trust; and local councillors. The Sunderland CHL is a key project within this zone and has benefitted from being in a HAZ, as funding and other resources have been redirected to these areas.

## **STAKEHOLDERS INVOLVED IN REGIONAL COOPERATION**

- Tyne and Wear Building Preservation Trust (TWBPT): landlord / owner of the buildings
- HAZ partnership (SCC, TWBPT, HE, Sunderland Culture, Sunderland Civic Trust, Churches Conservation Trust, local councillors):
  - Sunderland City Council (SCC): local governing body
  - Historic England (HE): national public body that helps people care for, enjoy, and celebrate England's historic environment, working with communities and specialists to share knowledge and skills to protect and save heritage assets. The CHL falls within a local Heritage Action Zone (HAZ), a nationwide initiative established by HE to address areas of heritage-at-risk.
  - Sunderland Culture: local Arts Council England National Portfolio Organisation bringing together Sunderland's most important cultural assets and activities.
  - Sunderland Heritage Forum: a local organisation
  - Churches Conservation Trust: a national charitable trust
- Tenants (current): Pop Recs Ltd: local Community Interest Company (CIC), venue and coffee shop; Sunshine Cooperative (social enterprise): local business, food cooperative; Global Teacher CIC + Good Habits CIC: local businesses; Sunderland Quakers: local community with historical connections to the buildings.

## **OBJECTIVES OF THE COOPERATION**

The HAZ partnership comprises key local stakeholders with an invested interest in the regeneration of Sunderland over the longer term. Together the cooperation between and amongst these actors has the aim of developing a viable future for the 170-175 HSW buildings through their restoration, and through community-led adaptive reuse. The cooperation seeks to promote heritage values, improve citizen engagement with the reuse and regeneration of heritage, as well as try to improve the prospects for 'difficult' or 'risky' projects by promoting trust and confidence. This long-term vision also includes building a local network of cultural collaborators with (future) tenant(s) and users, local and neighbourhood organisations, small businesses, artists, students and staff from the local college and universities, and local government. This kind of longitudinal community building is crucial for the development of a system of future 'care takers', embedding the project in a city-wide network of cultural and educational actors.

## **INCENTIVES/Common Interests**

- To rescue three buildings previously in a state of disrepair;
- To bring together and formalise local heritage actors to strengthen the preservation of heritage in the local area;
- To catalyse wider area improvements;
- To be resourceful and creative in obtaining, matching, and mixing funding opportunities;
- To support and/or enable social actors in the long-term engagement and the building of trust with local communities;
- To promote meanwhile uses and events to expand people's interests and affective relationships with a selected territory;
- To create a supportive policy context and relationships with public bodies to support the renewal of the High Street.

## **CONNECTION MAKING MECHANISMS**

### *Policy Instruments*

- The buildings are located within a HAZ (Heritage Action Zone), an area of attention in urban regeneration policies and funding on a national level. The HAZ has also enabled the appointment of a dedicated project manager able to overview connective events.
- The buildings are also in a Heritage at Risk conservation area, which is another reason for the focus of resources on this area. Heritage at Risk is a national HE programme focussing on buildings and areas that urgently need attention due to their poor condition.
- Because of the HAZ partnership and the relationships it has facilitated, as well as the additional support provided, the council have been more willing to get the necessary consents and approvals.

### *Financial Instruments*

- The CHL is led by TWBPT, who have a strong regional reputation. Local trust in this organisation has enabled partner support and funding, creating the conditions for better integration among partners and territories. There has been collaboration around funding within the city which demonstrates positive regional integration.
- The TWBPT 'bought' the CHL buildings from SCC in 2018 for a symbolic £1, after SCC had bought the buildings from the previous owner who had planned to demolish them. Even though the ownership acquisition of the site is not by a community organisation, this mechanism can be considered a strength in terms of regional integration since it allowed for the prioritisation of community access and use.
- Potential opportunities for future funding are also likely to arise, due to the national policy to support the renewal of High Streets, alongside local relationships with public bodies.
- Crowdfunding has also been employed successfully within the project with the aim of informing and creating a community of interest (rather than a sole financial focus).

### *Network building and maintenance*

The HAZ comprises partners with specialist experience and large regional networks. Sunderland Culture, for example, formed following the Sunderland City of Culture 2021 bid in 2017, and have brought together the city's most important cultural assets and activities as well as running cross-city programmes such as the Great Place Scheme. These networks were an incredible resource to draw upon throughout the duration of the project in order to reach target audiences across the region and build community engagement with the HAZ and CHL.

### *Tools for strengthening communication and cooperation*

- Professional relationship between partners
- Transparent and open communication
- Cooperation between different professionals
- Building network based on exchange of experiences
- Making active community groups part of the project

### *Awareness raising techniques*

- Heritage informed events such as lectures and exhibitions on the history of the buildings and the area,
- Site tours with local, regional, and national heritage practitioners,
- A community mural and pop-up coffee shop event,
- An exhibition and workshop on 'Rebel Women of Sunderland' developed with Sunderland Culture and Sunderland University,
- Blue plaque information dissemination through QR code,
- Social media support, and
- Various music performances, podcast recordings, and arts and crafts workshops organised by Pop Recs and partners.

### **DRAWBACKS**

- The CHL is led by a charitable trust, with public sector partners. Whilst this structure has been successful in harnessing large-scale funding, it means that specific funding calls and funders have dictated the direction of the project
- Large scale public ownership of buildings in this area have slowed any change and continue to hold the area back as buildings left in public ownership tend to be left untouched, thus hindering the wider aims of the HAZ. It can also be difficult to negotiate the release of these properties from their owners to ensure sustainable redevelopment takes place.
- The project is partly successful because of the current policy / funding focus on High Streets and the HAZ, if this focus were to change there may be fewer opportunities to maintain and build upon the momentum that has been generated through the project so far.

## **ACHIEVEMENTS**

The CHL buildings have been saved and transformed, with the spaces of three tenants now in operation.

The HAZ partnership has brought together heritage expertise and other resources across the region and nationally, generating engagement with the CHL on both local and national levels.

Surrounding and adjacent properties are coming into reuse and plans for new residential properties on vacant land are becoming more concrete; this project has been a catalyst for wider area improvements.

The CHL has been successful in securing funding from public and private sectors. The project being used as a positive case study by current funders has also disseminated the successes of the project and will no doubt lead to further positive outcomes in terms of funding opportunities.

The TWBPT purchase of these buildings from SCC and their cooperation within the HAZ has changed the pace of reuse and redevelopment and is showing what is possible. But it remains a very high-risk project, with little long-term guarantees.

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## PRAGA DISTRICT

### Warsaw, Poland



#### DESCRIPTION

The Praga district, located on the right bank of the Vistula River is one of the smallest in size but the most problematic in terms of life quality areas of the Warsaw. Being the part of the oldest and most densely populated core of the city it has been labelled as the poorest, less developed, most dangerous but same time the most genuine. Since second half of the 19th century its spaces have been shaped by peripheral role to the prominent left river bank districts. One can still find here traditional quarters of the tenement houses, smaller and larger factories and other elements of the multicultural and at the same time industrial past. The district history till 1989 was very much linked to the production and industry. Since the collapse of the communism liberal economy forces started to reshape city structure. In recent years, the district of Praga has been undergoing important changes. A lot of them were catalysed by the construction of the second metro line. Connecting the districts of Nowa Praga and Śródmieście with the second metro line became an impulse for undertaking investment projects, just as the construction of railway lines in the past. However, as in the 19th century, railway influenced the development of industry, commerce and locating workplaces within the district of Praga, then now, construction of the metro attracted mainly residential developments. Many of them replace former manufacturing functions.

## **STAKEHOLDERS INVOLVED IN REGIONAL COOPERATION AND THEIR ROLE**

- Municipality of Warsaw (various offices): owner of several sites and decision-maker, including the preparation of new Revitalization Programme
- District of Praga Północ administration: decision maker
- ZGN Praga Północ (responsible for the management of municipally owned buildings)
- Conservatory Office: support for models of modern heritage adaptive re-use
- Group of Sustainable Architecture in OW SARP: support for models of sustainable (green) heritage adaptive re-use
- Museum of Praga: source of knowledge and co-organizers of events
- Community Hub (Dom Kultury Praga): cultural institution and co-organizers of events
- Chamber of Commerce: manager of the Creativity Center, cooperation in Made in Praga plans beyond the end date of the project (promotion of New Craft movement)
- Advisory Board: a body advising several actions of the PragaLAB
- NÓW: association of New Craft, participant and adviser for recommendations
- Open Door Association: co-organizers of workshop aimed at better understanding of the societal problems of Praga
- Pedet, Natural Born Design and Look Inside: entrepreneurs involved in preparation of the support models for SMEs in heritage areas
- Various community groups (public support, awareness raising, etc.)

## **OBJECTIVES OF THE COOPERATION**

To network various actors, including gatekeepers of change in a very complex area, partly threatened by neglect, partly by too radical gentrification and superficial adaptive re-use. The broad goal is to integrate the district with the city, especially the city centre, not as a new "bedroom district" with lofts, but also vibrant area of manufacturing, creative sectors and SMEs. New image, rooted in authentic heritage and entrepreneurship might be even a leading example for Warsaw in transformation towards more sustainable and responsible economy.

## **INCENTIVES/Common Interests**

- to integrate the district within the city
- to improve state of several municipally owned buildings and stores
- to support strategies and operational activities of the municipality and other stakeholders
- to support citizens-oriented approach
- to network stakeholders
- to provide solutions creating synergy effect between public investments and private investments

## **CONNECTION MAKING MECHANISMS (formal and informal)**

### *Policy instruments:*

- Recognition of broadly understood heritage (beyond conservation practices and listed monuments)
- Advising the authors of the new Revitalization Programme
- Roadmaps for public administration and entrepreneurs regarding possible cooperation.

### *Financial instruments:*

- Funds for new Revitalization Programme
- Conservatory Office funds
- Private funds (entrepreneurs and investments in the area)
- Increase in jobs resulting in increased taxes
- Heritage-oriented and sustainable public tenders.

### *Networking*

During the PragaLAB cooperated with various stakeholders, with formalized cooperation with the City of Warsaw, Open Doors Association, Chamber of Commerce (Creativity Center at Targowa Street). Several formal and informal meetings took place and workshops were organized with the relevant stakeholders: representatives of various municipal offices, district offices, cultural institutions, Chamber of Commers, New Craft Association and NGOs. There was improvement in the exchange of information and closer cooperation between municipal offices. Entrepreneurs and local public institutions initiated cooperation within the framework of PragaLAB, some of them plan to continue it beyond the scope of the project.

### *Tools for strengthening communication and cooperation*

- Long-term relationship with the municipality and with the Conservatory Office
- Advisory Board (with members of various connections and expertise)
- Workshops
- Common ventures (reports, analysis, Living Memory Exhibition)
- Surveys
- Public events co-organized with the stakholders
- Online events
- Website

### *Awareness raising techniques*

- Social media communication
- Public events
- Peer-reviewed papers
- Presentations at the scientific conferences
- Updates for the relevant stakeholders in individual e-mails
- Workshops and events, mailing and website for the OW SARP and its Group of Sustainable Architecture
- Interviews with specialists or decision makers about Praga heritage and its future.

## **DRAWBACKS**

- Prolonged processes regarding the municipality decisions
- Precarious situation of SMEs
- Domination of market-oriented mechanism

## **ACHIEVEMENTS**

Establishment of the basis for the long-term cooperation between stakeholders.

Models for participative workshops in the community hub, based on heritage of work and circular approach.

Changes in perspective of the public stakeholders regarding the heritage of work and manufacturing; support for more work-oriented solutions in future Revitalization Programme.

Findings and methods introduced into curriculum in Warsaw School of Economics.

Increased social cohesion in the city, inspiration for a new initiatives.

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## 2.4 Model 4: Individual interest driven civic model

Most often, when a civic organization initiates an adaptive heritage reuse project, it is implemented in close cooperation with municipalities and other public actors, along common goals and incentives (Model 3). However, there are also cases where the regulatory environment is not very supportive, and public authorities are not cooperative. These cases are represented in this model.

As mentioned before, at the heart of a Model 4 initiations there is always a civic organization, which has a strong mission/goal regarding the specific building/site. This organization usually has strong formal and informal relationship with different expert groups and local communities. The civic organizations also have some informal relationships with local authorities, however, these do not manifest in official cooperation. Financial institutions do not play a significant role either, these projects are usually small-scale, and depend on volunteer work and donations. The relationship between the different stakeholders determines the connection making mechanisms as well.

The policy instruments developed by the municipalities are completely independent of these projects, the initiating organization has no influence on their development. In the lucky case, the regulatory environment does at least not hinder the implementation of the project, but there are also cases where political directives and policy instruments create a regulatory environment that impede the implementation.

As for the awareness raising techniques and tools for strengthening communication, not surprisingly, all these mechanisms are initiated and used by the civic organizations, mainly through their informal relationships and relying on a lot of volunteer work.

One might think that these projects are just tilting at windmills, and no worthwhile results can be achieved with them. However, this is not the case. Building a strong local community can bring serious results in itself, not to mention that the political environment can change, the city leadership can be replaced, and in this case, an already well-organized community can implement its ideas and search for common interests much more easily (starting a “move” towards Model 3).

*Examples: Glasshill Heritage Lab (Pomáz)*

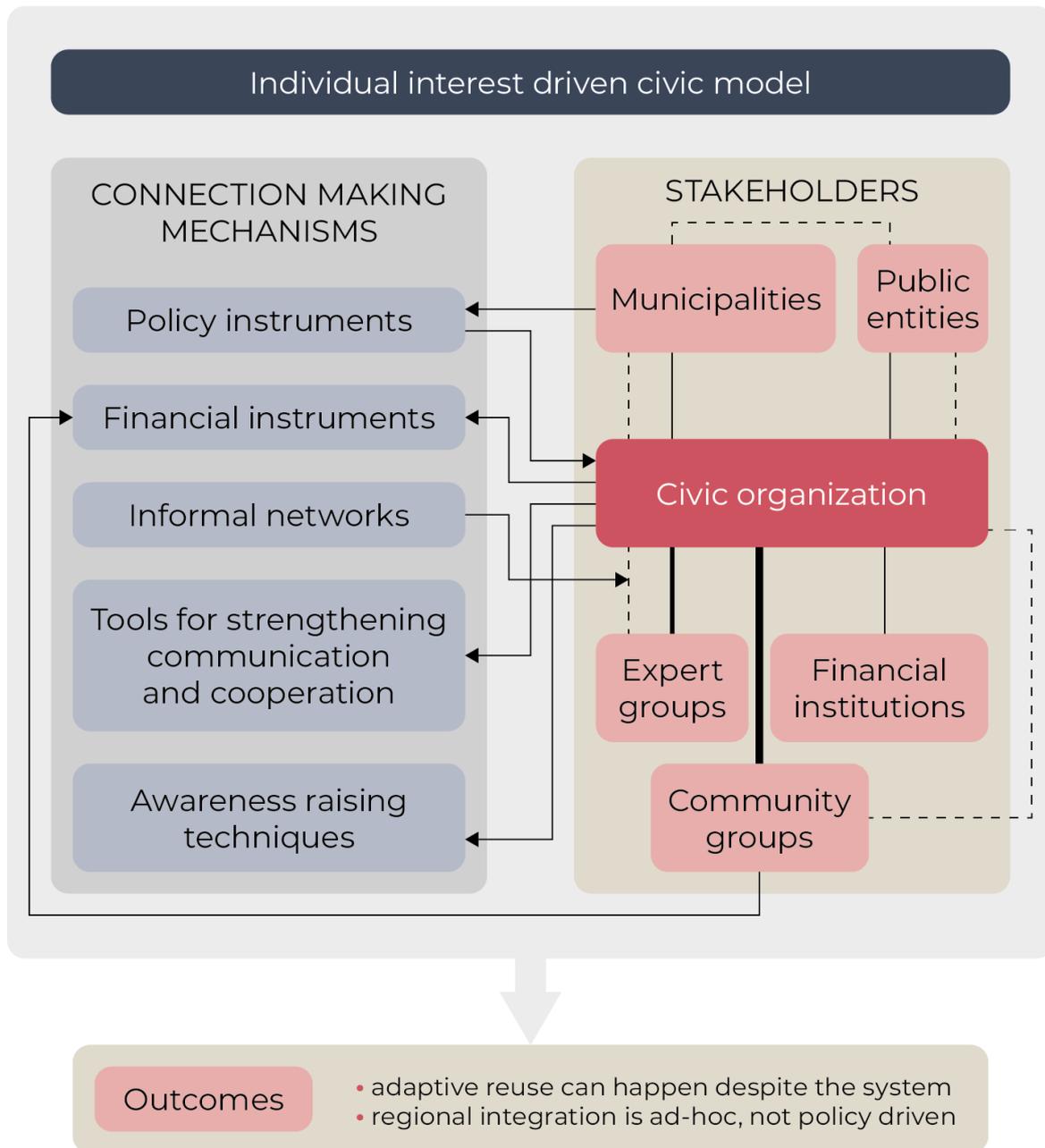
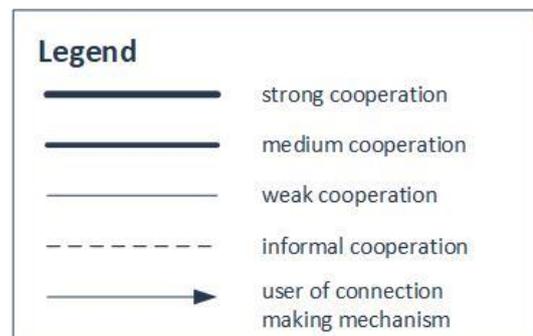


Figure 6. Model 4: Individual interest driven civic model



## Glasshill Heritage Lab

### Pomáz-Nagykovácsi-puszta, HU



#### LAB DESCRIPTION

Pomáz-Nagykovácsi-puszta is a complex archaeological-environmental heritage site situated on the edge of Pomáz, a small town 20 km north from the center of Budapest. The site used to be the manorial complex of a nearby Cistercian monastery in the Middle Ages, which was specialized in glass production. Now it displays the partly excavated ruins of the former church and manorial buildings as well as traces of historical land-use and water systems including medieval fishponds. It is located in the territory of a bio-farm in private ownership. The farm development project started in 2010 as a result of a detailed planning process based on environmental, production, and heritage-related considerations. A development and management plan was made, focusing on the following three points: 1) recreation of historical land-use pattern; 2) ecologically friendly agrarian production; 3) protection and revitalisation of archaeological heritage 4) educational and training functions connected to the local heritage site. Since 2011, the site has been used by the Medieval Studies Department of CEU and its Cultural Heritage Studies program as a training site of its MA and PhD programs, and archaeology students from the Hungarian universities also worked at the site as a part of their field training program. The archaeological investigation of the site started. The "Glasshill" project was launched in 2015, supported by the German Federal Environmental Foundation (DBU). The Association of Cultural Heritage Managements (KÖME) and the Cultural Heritage Studies Program of Central European University in association with the Duna-Ipoly National Park and Fülöp Farm has been working on the establishment of a new training centre at the site. The site represents the model of small-scale organic development, in a Central-Eastern European rural context.

## **STAKEHOLDERS INVOLVED IN REGIONAL COOPERATION**

- Fülöp Kecsefarm: owner
- Central European University, Budapest-Vienna: lab initiator
- Glasshill Foundation: the legal entity behind the site
- Friends of Pomáz Association: local civic organization, partner
- Community Archaeology Association: regional civic association, partner
- Mátyás Király Museum, Visegrád: a branch of the Hungarian National Museum, partner in the archaeological research of the site
- Pomáz Municipal Government: partner in the local heritage inventory crowdsourcing project
- Association of Cultural Heritage Managers (KÖME): a Hungarian NGO, partners in the site management, joint projects
- Szent József Catholic School of Pomáz: co-organizing programs for schoolchildren at the Lab site

## **OBJECTIVES OF THE COOPERATION**

To ensure the preservation of the heritage site and to open it for the benefit of the broader public, to contribute to the cultural identity of Pomáz and to broaden the range of local heritage sites that offer educational, recreational, and community programs with the perspective of enriching local cultural life and generally contributing to the quality of life in the settlement and the closer region.

## **INCENTIVES/Common Interests**

- to save a historically significant site and make it accessible for the broader public
- to develop a project that serves the citizens' purpose at local and regional level
- to enrich the local cultural and recreational offer
- to strengthen the local cultural identity in an inclusive manner
- to contribute to the level of local education
- to make the site economically and socially sustainable to ensure the preservation of the archaeological remains

## **DRAWBACKS**

Political and policy context at national level: no support and no available public financial resources for civic initiatives and local municipalities not representing the governing party (like the one in Pomáz).

## **CONNECTION MAKING MECHANISMS**

### *Policy instruments*

- policy instruments are not available in the Hungarian political context, the key to the long-term sustainability of the site is being as independent as possible from national, regional, and local governmental actors.
- at present the local municipality of Pomáz is supportive but if the next elections bring a different result, this support will be turned around.

### *Financial instruments:*

- joint financing of programming with the local actors (schools, civic organizations)
- joint applications for funding with the NGO and civic organization partners as well as the farm owner

### *Network building and maintenance:*

#### a) Formal tools:

- cooperation agreements signed with NGOs, civic organizations, educational institutions, the farm owner
- joining national and international networks and initiatives, such as the European Heritage Days, Days of Archaeology, Earth Day

#### b) Informal tools:

- co-organizing programs and projects with NGOs, civic organizations, educational institutions, and the municipality. This is the most important tool producing the most significant results.
- building on personal local and non-local networks
- building on professional networks in heritage research and management
- connecting different actors at the site, organizing programs where various stakeholder groups and actors can meet and share experiences
- co-creation with local community members within the infrastructure development of the site: workshops building a community kiln, community garden, exhibition, etc.

### *Tools for strengthening communication and cooperation:*

- Investing time and energy in communication and cooperation
- Identifying key persons who have the ability to mobilize various segments of the community
- Approaching and involving already existing and active local civic groups, some of which are formal while others informal
- building network based on exchange of experiences
- making active community groups part of the project
- Identifying and following the interests of the local actors
- Using technologies and tools for communication which are comfortable and accepted by the community – this has led to the conclusion that the Decidim platform is not among these.

### *Awareness raising techniques:*

The most productive technique is personal communication, since Pomáz is a small town where people know each other and regularly meet. Online personal communication building on their own, accepted channels (e-mail, Facebook) is also efficient. There are some key persons in the local community who organize cultural and community life, and broader groups are available through them. Programs co-organized with NGOs and civic organizations help to reach the circles around those, and cooperation with schools is a way to reach out to the parents too. The new social media tools and platforms brought in by the lab work only if these are linked to the platforms and sites already used by the community. In this respect, they have a quite conservative attitude.

### **ACHIEVEMENTS**

The lab has contributed significantly to the cultural life in Pomáz, to the cohesion within the groups invested in that, and to the integration of cultural heritage policies into the agenda of the present local municipality. The farm and the heritage site were placed on the mental map of the local community and integrated into the local and regional set of heritage sites. The involvement of civic initiatives and NGOs started to create a more solid basis for the long-term preservation of the vulnerable heritage site and for the sustainability of the site in a situation where an independence from the state governance actors is a key factor.

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