URBACT III

2ND CHANCE

An **URBAN GUIDEBOOK** for the Reactivation and Reuse of larger vacant buildings

WAKING UP THE SLEEPING GIANTS

2ND CHANCE | WAKING UP THE "SLEEPING GIANTS"

An URBAN GUIDEBOOK for the
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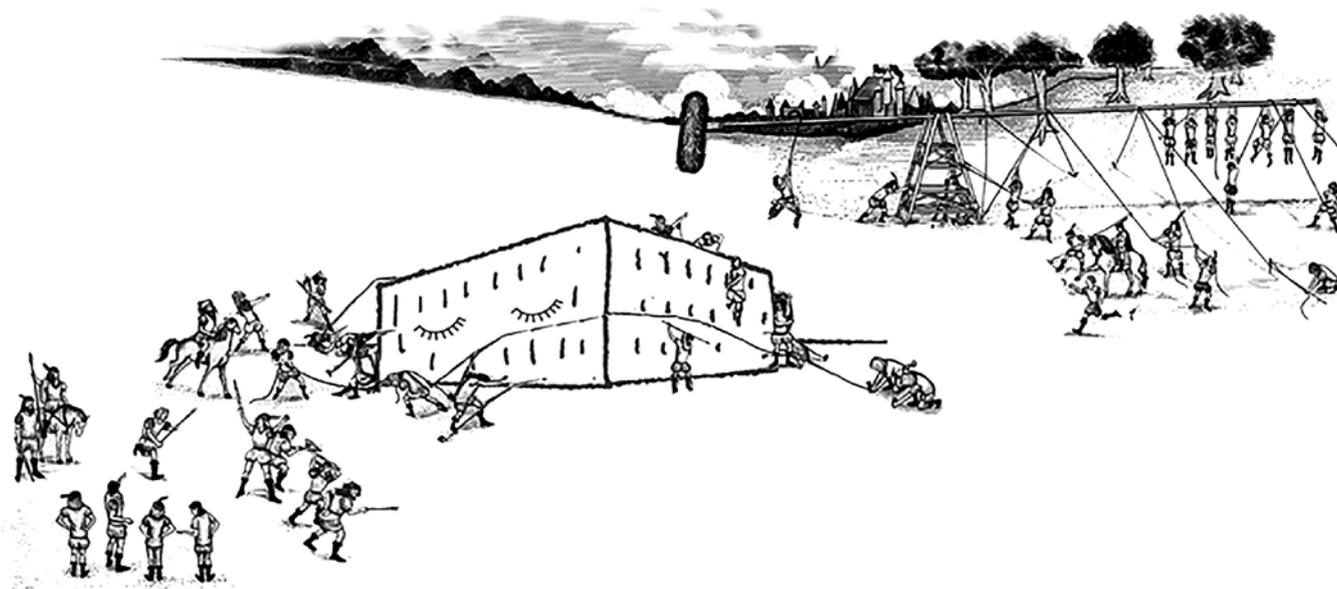
2ND CHANCE | WAKING UP THE "SLEEPING GIANTS"

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Reactivation and Reuse of larger vacant buildings

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European Union
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URBACT
Driving change for
better cities

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The URBACT
Programme

For about 15 years, the URBACT programme has been the European Territorial Cooperation programme aiming to foster sustainable integrated urban development in cities across Europe. It is an instrument of the Cohesion Policy, co-financed by the European Regional Development Fund, the 28 Member States, Norway & Switzerland.

URBACT's mission is to enable cities to work together and develop integrated solutions to common urban challenges, by networking, learning from one another's experiences, drawing lessons and identifying good practices to improve urban policies.

Following the success of the URBACT I and II programmes, URBACT III (2014-2020) has been developed to continue to promote sustainable integrated urban development and contribute to the delivery of the Europe 2020 strategy.

The URBACT III programme is organised around four main objectives:

1. **Capacity for Policy Delivery:** to improve the capacity of cities to manage sustainable urban policies and practices in an integrated and participative way.
2. **Policy Design:** to improve the design of sustainable urban policies and practices in cities.
3. **Policy Implementation:** to improve the implementation of integrated and sustainable urban strategies and actions in cities.
4. **Building and Sharing Knowledge:** to ensure that practitioners and decision-makers at all levels have access to knowledge and share know-how on all aspects of sustainable urban development in order to improve urban development policies.

To reach these objectives, URBACT III develops 3 types of interventions:

- **transnational exchanges,**
- **capacity-building,**
- **capitalisation & dissemination.**

Read more:
www.urbact.eu

The 2nd Chance
Action Planning Network

The challenge of 2nd Chance is the re-activation of vacant buildings and building complexes for a sustainable urban development. In many European cities smaller and larger derelict sites, underused premises, so called "voids" can be found in or near the city centre. These sites often have a negative impact on their surroundings. On the other hand they present a great opportunity: the voids can be used to complete a compact settlement structure, to provide space for needed functions in the city. Self-organised groups, with a great willingness to shape, they implement ideas of new living and housing models.

Large buildings and building complexes that have lost their original purpose, are in decay and derelict, are the biggest opportunity within voids to support a sustainable city and neighborhood development. Because of their size they can provide space for a variety of needed social, economic and ecological as well as cultural functions. Often they are landmarks or identity anchor points.

But these larger buildings and building complexes are often too big to be redeveloped at one time and too big for just one investor. This results in a further decay of the building, up to the extent that they are a security hazard and an "eyesore" for the city. The challenge is to re-activate those "sleeping giants" for the benefit of a sustainable urban neighbourhood development. It is about to bring these larger buildings and building complexes in use again, to rehabilitate them, providing space for what is needed in the neighborhood in the city, to support an appropriation through indefinite users, to support a strategic uses of these premises, not only oriented on private exploitation interests, but also on interests of the common goods.

The challenge and questions of the 2nd Chance project are:

- How can such spaces - having been ignored and often stigmatised - be "brought back" into the city?
- How, through further development of existing stock and addition of functionality, can they be turned into lively districts?
- How to start the process that people start "taking over" the building? How to organise the process?
- How to define how to use it for the better of the city and the community?
- How to get hold of the building?
- How to finance it?

Particularly the potential of local groups and initiatives has so far been underestimated and ignored. Cooperatives, builders' groups, associations or foundations invest capital not for the purpose of short-term profit expectations. Self-organised and with a great willingness to shape, they implement ideas of new living and housing models. Some of the projects have set themselves sustainable social and ecological tasks that hold out the promise of long-term benefit for the city also in economic terms. These local groups are to be activated and involved for the revitalisation of these "sleeping giants".

Read more:
www.urbact.eu/2nd-chance

2ND CHANCE

WAKING UP THE SLEEPING GIANTS

LIVERPOOL | The Wellington Room
LUBLIN | Malt House and Brewery
CHEMNITZ | Spinnbau
BRUSSELS | Arlon 104
CAEN | The Peninsula
MARIBOR | Former Prison "KPD"
GENOA | Ex Caserma Gavoglio
GIJON | Ex-Tobacco Factory
DUBROVNIK | Villa Gučetić
NAPLES | Ex-Military Hospital
PORTO | Santa Clara

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Preface by Carmine Piscopo

Councilor and responsible for the coordination of the project within the City Council of Naples
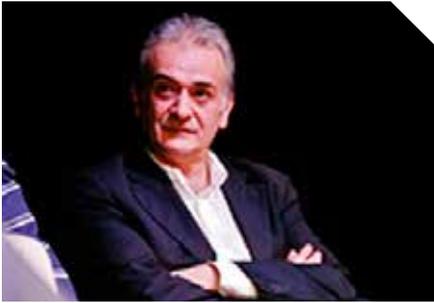
The theme of reusing large abandoned buildings, chosen by the Municipality of Naples for the 3rd European call URBACT, ran the risk of looking like a topic by now obsolete in its potential, that has been discussed in architectural terms since 2010, starting from the famous installation of Ole Bouman for the Dutch pavilion at the Venice Biennale. But the economic reasons, in terms of cuts in transfers from the Government to local authorities, and environmental causes related to land consumption and waste of natural resources, required that the subject should continue to be tackled, trying to introduce even more opportunities of reflection. With this spirit the project "2nd Chance - Wake up The sleeping giants" was born with focus on the Complex of SS Trinità delle Monache (former Military Hospital), in which it was tried to empower the work of social valorization of public heritage that this Administration has started a long time ago.

An enhancement that does not end in its economic dimension, quantifiable in monetary terms, but takes into account other indicators, such as the benefit of use and the value of services that the reactivation of a good has on the territory and on a specific community.

The promotion of practices of reuse of public buildings as a "common good", in order to promote the civic use of space, as well as the cultural, social and economic development of the city, falls within the objectives of the project of which Naples is the leading city .

In this sense, the reactivation experience of the Complex of SS. Trinità delle Monache has allowed to work on the possibility of recover the existing city, promoting and strengthening the contribution of the communities in the administrative choices, in particular those related to the urban regeneration and use of public heritage.

On these topics, the resolutions approved by the City Council on the theme of common goods and the design, care and management of municipal spaces, facilitated initiatives enhancing the "ability to do" of the actors involved and to exploit initiatives with strong social impact.

Each innovative action and experience aimed at the recovery and enhancement of assets in a perspective strongly characterized by the active participation of citizens is in fact promoted by the local administration that sees in the collective use value of the good the most important form of valorization and transformation of the same.

The shared management according to self-regulation forms of one of the buildings of the complex for social uses (the so-called Palazzina A, which will be mentioned in the text) falls within this framework of actions, as well as the regulation of a temporary use of spaces, which allowed to stimulate projects to respond to different forms of youth aggregation and protagonism, activation of creative districts, events, as well as expositions or entertainment.

The long and important work carried out thanks to the URBACT programme allowed to spotlight a forgotten space, actively involving in the co-design of the Local Action Plan more than 40 subjects, between associations, Universities and private citizens (identified for the establishment of the URBACT Local Group with a public expression of interest) and more than 200 people who participated in training events related to participatory planning and activities aimed at defining and promoting temporary uses.

I therefore thank for the work done the responsible of the project for the URBACT Unit, Nicola Masella and Roberta Nicchia, and the staff responsible for the councillorship, Daniela Buonanno and Renata Ciannella, who continuously followed the whole process with great commitment. This work marks a fundamental point of planning for the regeneration of the Complex of SS. Trinità delle Monache and we are sure that it will be able to find further forms of development.

Overview by **Nicola Masella**

Lead Partner Project Coordinator, City of Naples

Eleven European cities and a challenge to share, wake up the sleeping giants: rehabilitate large vacant buildings or areas with many vacant buildings that have lost their original purpose, are vacant and constitute -in their current state- a problem for the city and the owner.

2nd Chance is, in fact, an *Action Planning Network* supported by the *URBACT III Programme* and leaded by the City of Naples (Italy) with the following Partners: City of Brussels (Belgium), City of Caen (France), City of Chemnitz (Germany), D.U.R.A. (Dubrovnik Development Agency, Croatia), Gijon (Spain), City of Liverpool (U.K.), City of Lublin (Poland), City of Maribor (Slovenia), Porto Vivo S.R.U. (Society of Urban Rehabilitation of Oporto, Portugal), University of Genoa (Genoa, Italy).

During 2 years and a half of work, the Network's Partner cities have been exchanging, learning and experimenting new tools and action to make this dream come true and the knowledge generated during this journey has been captured and collected in this Guidebook thanks to the pro-active contribution of *Nils Scheffler* as Project's Lead Expert. Nils has guided our path bringing his competencies in urban regeneration processes, providing skilled facilitation during our transnational meetings and giving the necessary advice whenever needed, so here we share our thankfulness for our Network's achievements.

Nowadays, in our common understanding, reactivate the sleeping giants means not only bringing back in use this large vacant buildings but, above all, try to turn a problem into an opportunity for the sustainable urban development of our neighborhoods by embedding the *reuse* in the local development context, fostering participatory paths and, above all, engaging stakeholder in the rehabilitation itself.

In particular, in the following pages you'll discover the social, cultural, environmental and cultural opportunities behind the reactivation of the *giants,* you'll also know what are the key activities that we all have identified to start the *awakening* process along with the possible solutions to overcome the typical challenges that we have faced and that you may encounter when dealing with this issue.

Such a wide network of cities represented, in fact, a significant pattern of different perspectives and approaches with reference to the shared topic. Our *giants*, for instance, are extremely different in size (from almost 1.000 to 46.000 sqm), typology (single buildings or complexes) and ownership (public, private or mixed) and, as you will read, this variety has incredibly enriched our discussions and results.

As Lead Partner Project Coordinator, my warm thanks go to the URBACT Programme, and in particular the Secretariat Staff based in Paris for the constant support provided, and to all the Partner Cities' local teams that took up the challenge and shared this path!

Finally, I take advantage of these lines to express my gratitude to the City's Planning Department, to the Urban Planning Councilor, Carmine Piscopo, and the member of his staff (Daniela Buonanno and Renata Ciannella) for the trust. While my special gratitude goes to Gaetano Mollura, the urban expert who has first conceived and guided this network, and to the whole 2nd Chance Project Team: Roberta Nicchia (ULG Coordinator), Maria Luna Nobile (Communication Officer), Anna Arena and Nicola Barbato (Financial Officers).

The 2nd Chance Network through the eyes of the URBACT Programme expert **Ivan Tosics**

Public sector led urban interventions have changed focus many times during the last decades in European cities. First, between the 1950s and 1970s the efforts concentrated on the development of large new, green-field housing areas. This was followed by the regeneration of inner city areas. The 2008 financial crisis brought an abrupt end to such large-scale interventions. Municipalities faced the double challenge of intensifying physical deterioration and growing social problems, without being able to react in the usual way by costly public interventions. Due to the scarcity of public financial resources local governments were forced to find the "reserves" both in physical and social sense. The interest of planners and politicians of innovative local governments turned to empty or underused assets with which they got a hope to be able to activate citizens and other stakeholders to take part in new types of processes to handle the problems.

"Sleeping giants", empty standing large buildings (such as military barracks, churches, civic centers, old warehouses, ex-hospitals, etc.) can be found in all European cities. In principle such underused assets offer good opportunities, both for the activation of the society and through this for the use and eventual regeneration of the empty standing physical structures. The 2nd Chance Network systematically explored these opportunities.

As Programme Expert I followed the work of 2nd Chance with great interest. The comparative analysis of the cases of ten cities with the involvement of experts, municipal officers and NGO-s brought new results which are very important for cities which are ready for similar innovations. Here I can only list some of these results which I recognized in the course of the Genova meeting of the Network:

- the re-use of empty buildings has to be understood as a process, with many unusual and temporary steps towards potential final solutions

- this process creates a community, which will continuously change but has always to stay open to involve others

- the initiation to revive empty buildings has to be handled with flexibility by the city administration: while reacting on the push from the bottom for more legislation, even some risks have to be taken in order to come to good results

- previously undisputed public tasks, such as safety, fire hazard have to be approached in totally new way, based on shared responsibilities

- innovative legal tools and institutional structures have to be tested in order to link the unusual phenomena of urban commons and user communities to the normal functioning of the public administration.

It has to be kept in mind that these novel approaches have their limits, the most disadvantaged groups of society are usually not becoming part of such innovative communities, thus municipalities can not get rid of all of their social tasks and responsibilities in that way. Even so, the re-use of empty buildings creates huge opportunities both in reviving the city and strengthening local democracy. I hope that on the basis of the final outcomes of 2nd Chance many European cities will consider to test such approaches.

An URBAN GUIDEBOOK for the
Reactivation and Reuse of larger vacant buildings

Table of Content

Summary by **Nils Scheffler**

In many European cities smaller and larger vacant, run-down buildings and sites can be found. Some of them have been abandoned for years, are unsafe and present a public security hazard. At the same time they present a great opportunity for the sustainable urban development, in particular larger ones.

For this reason, 11 city partners from all over Europe have joint the URBACT 2nd Chance Network to develop local reactivation strategies for larger, degraded vacant building or building complex as a pilot project in their town. The joint aspiration was to reactivate those "sleeping giants" and implement uses, not only oriented on private exploitation interests, but also on the interests of the common good and to take advantage of the opportunities the reactivation of these larger vacant buildings can provide.

The lessons learned from this Network are condensed in this guidebook.

The general **opportunities and benefits** the reactivation of larger, vacant buildings can provide are presented in chapter 2. They can be achieved in particular through the reutilisation of the empty spaces for needed economic, social and cultural functions. These functions can be anchors and initiators for the socio-economic and cultural regeneration of neighbourhoods and the improvement of the quality of life (depending on the size and use of the building).

To take advantage of these opportunities it needs strategies and policies for the reactivation of abandoned buildings and sites.

Thus, **chapter 3.1** presents **six key activities** that have been identified by the 2nd Chance partners as crucial to start off the reactivation process of

larger, abandoned buildings. These are

1. Understanding the current state of the building and its history
2. Making stakeholders and citizens aware of the building
3. Opening the building
4. Engaging stakeholders in the reactivation process
5. Developing a reactivation strategy embedded in the city development strategy
6. Checking for alternative financial resources

However, as the reactivation and rehabilitation of larger, vacant and derelict buildings and sites is also cost-intensive, public financial resources are rather limited and the buildings are often "too large" to be redeveloped (financially) by just one "investor" and in ine big step, 'waking up these sleeping giants' is also a great challenge.

Thus, chapter 3.2 outlines solutions and approaches how to deal with **six key challenges** based on the experience of the 2nd Chance Network partners. Key challenges are:

1. Adaptability of the building to current standards and requirements
2. City is not the owner and limited willingness or possibilities of the owner to invest
3. Degraded state of the building and limited financial resources for the reactivation and rehabilitation
4. Defining new functions and uses
5. Activating and involving politicians in the reactivation process
6. Managing the reactivation process and future use of the building

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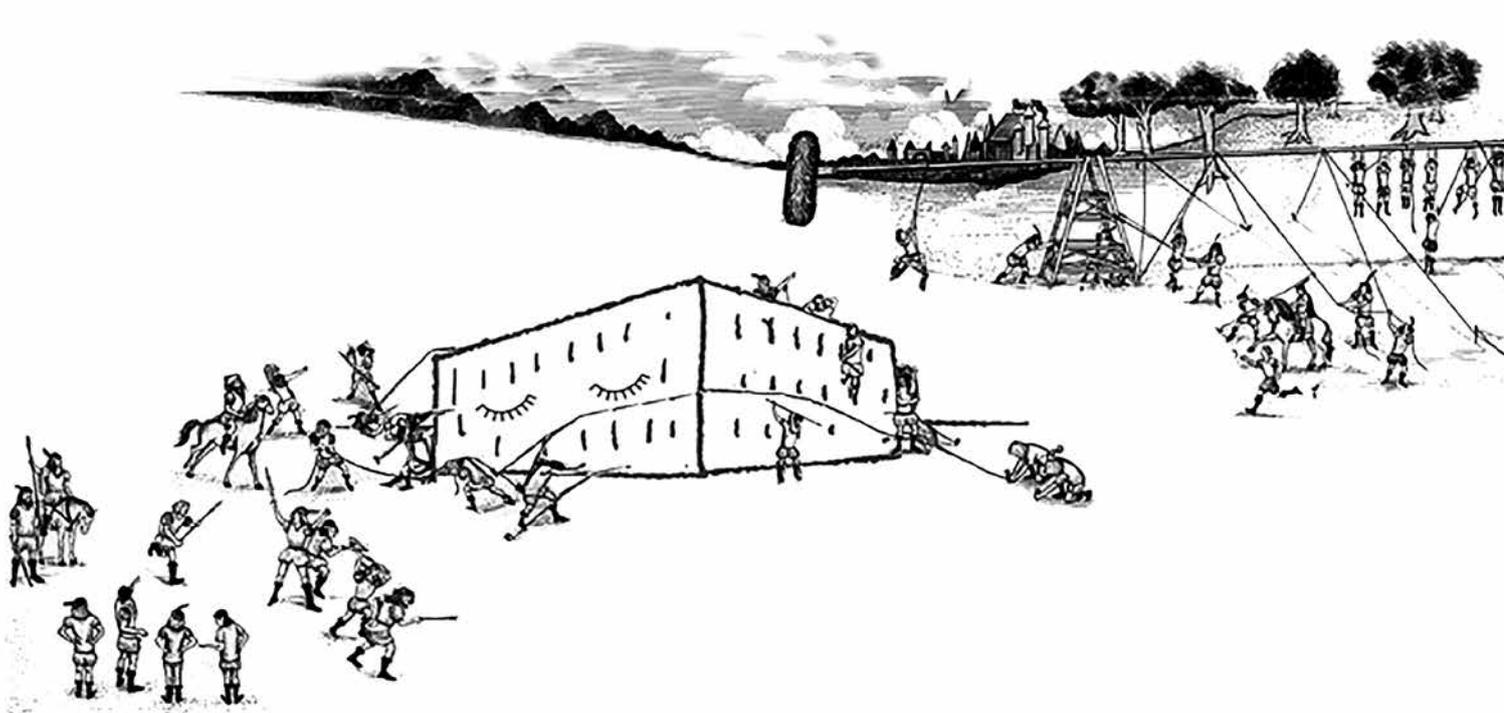
1. Introduction

In many European cities smaller and larger vacant, run-down buildings and sites can be found. Some of them have been abandoned for years, are unsafe and present a public security hazard. These sites often have a negative impact on their surrounding (negative image, trading down spiral, decreasing quality of life and property values). For example in tourist areas or in the city centre they harm the economic, social and touristic dynamism. At the same time the vacant buildings present a great opportunity for the sustainable urban development, in particular larger ones. Some of them are even listed and present an important piece of the cities' cultural heritage.

Number of empty properties across Europe (source: The Guardian based on national data).
In 2014, British media published an article, stating that across the EU, enough houses are lying empty to house all of the EU's homeless people.

Thus, this urban guidebook provides guidance and ideas for city administrations and practitioners how to reactivate and reuse larger vacant buildings that have lost their original function and are in state of decay. Based on the experience of 11 cities from the 2nd Chance Network the guidebook presents key activities to start off the reactivation process and how to deal with typical challenges that arise. This is illustrated with practical examples from the participating cities that city administrations and practitioners can follow in support of the reactivation process, making use of the opportunities these vacant buildings present for a sustainable urban development of our European cities!
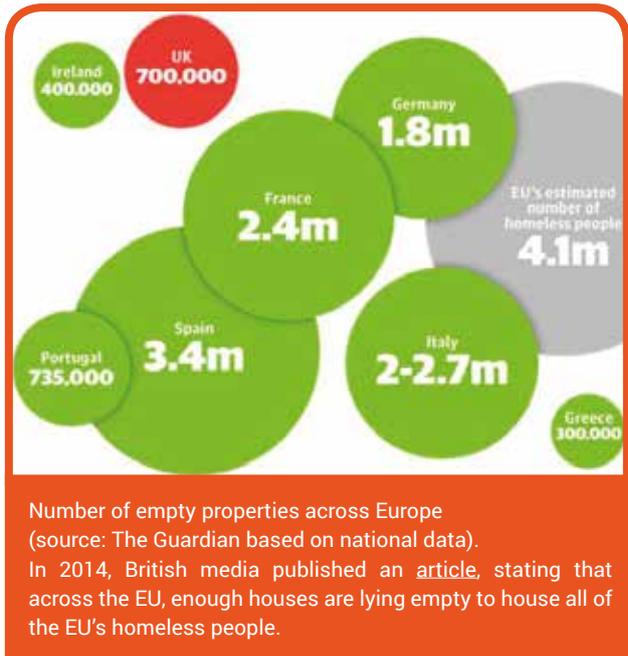
The 2nd Chance Network – Waking up the sleeping giants

11 city partners from all over Europe joint the URBACT 2nd Chance Network (2016-2018). They share the trouble of vacant buildings and sites in their territory that have lost their original purpose. All have larger derelict buildings, many of them listed, being an important component of the cities' cultural heritage. Many of the larger buildings have been vacant since years, even decades and are in decay.

During the 2 years time of the Network the partners developed local reactivation strategies for one larger, degraded vacant building or building complex as a pilot project. The joint aspiration was to reactivate those "sleeping giants" and implement uses, not only oriented on private exploitation interests, but also on the interests of the common good and to take advantage of the opportunities the reactivation of these larger vacant buildings can provide for the sustainable renewal of their cities and neighbourhoods. In the best case the buildings become a starting point for the renewal of the neighbourhood the building is located. And this attracts further public and private resources and stakeholders for the reactivation and the rehabilitation of the building.

Thus, they tested and applied new step-by-step collaborative reactivation processes for the development of a joint reactivation strategy, involving city administration, citizens, NGOs and economic operators to give them an active role in the revitalisation of the building. This with the intention to rehabilitate and retrofit them, to improve the energy efficiency and in particular to provide space for needed uses and functions in the city and neighbourhood.

During several meetings and workshops the partners exchanged about their experience and worked together on solutions. The lessons learned from this exchange are condensed in this guidebook.


For an overview about the partners and their pilot buildings and sites, take a look at the **2nd Chance Network project brochure:**
http://urbact.eu/sites/default/files/media/2nd_chance_brochure_final.pdf

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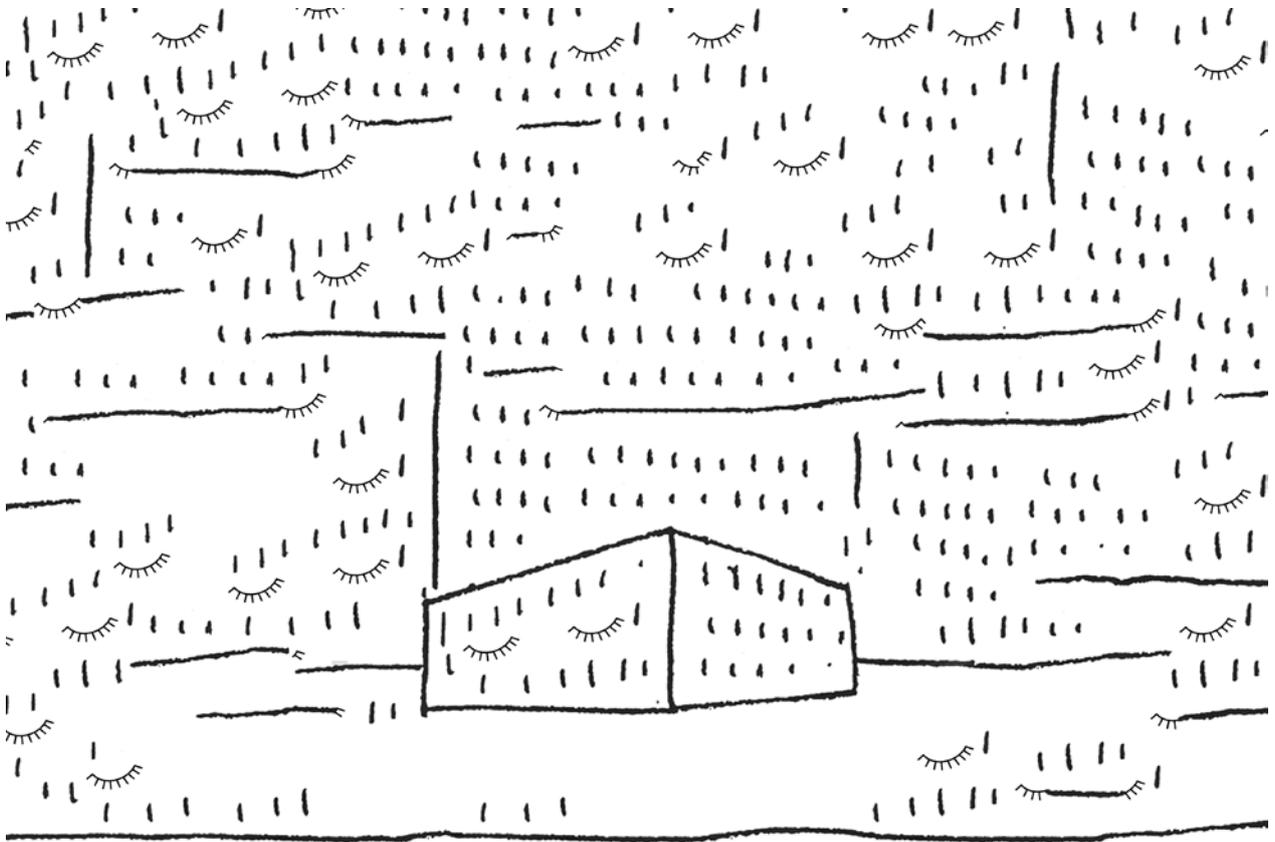
2. Opportunities of larger vacant buildings for the sustainable urban development

Many partners in the 2nd Chance Network share the general problem of larger vacant buildings and sites in their territory. At the same time the reuse of these abandoned spaces present a great opportunity for the sustainable urban development of the European city.

Their reuse can provide access to a great amount of new spaces for economic, social and cultural functions to confront the limited urban space within the existing building stock. These functions can be anchors and initiators for the socio-economic and cultural regeneration of the neighbourhood and even the entire city, improving the attractiveness and quality of life (depending on the size and use of the building).

The reactivation of such large buildings also allows and demands to test and apply new cooperative management and governance structures between city administration, citizens, NGOs and economic operators to open up the endogenous development potentials and resources.

This leads to economic, social, environmental and cultural benefits for the city.

Economic
The reuse allows to add additional space for economic activities (i.e. for start-ups, co-working space, office space, makers-space, gastronomy, etc.), which creates employment and new job opportunities.

Social
The reactivation of larger abandoned buildings can strengthen the identity of the location and its inhabitants. The space can be (partly) used for the common goods, allowing taking on social and community functions (provision of social services, affordable housing, neighbourhood centres, meeting space, etc.).

Environmental
The reuse of the large vacant buildings allows opening up new spaces within the existing building stock, supporting a more efficient use of urban resources: land and energy.
This reduces the needs of further land consumption (protection of green fields) and preserves the energy that was needed to build the building (the so called "grey energy"), contributing to climate protection and greater resource efficiency.
In addition, the rehabilitation of the building improves its energy efficiency.

Cultural
As these larger vacant buildings are often "carriers" of heritage values, their rehabilitation safeguards the cultural heritage of the city and allows rediscovering and enlightening an abandoned heritage. Often they shape also the cityscape as landmarks; thus safeguarding them contributes to the protection of the identity of the city.

Thus, it needs strategies and policies which actively seek to use the opportunities of abandoned buildings and spaces as strategic places for the sustainable renewal of our cities and neighbourhoods.

"The regeneration of vacant buildings brings a lot of benefits in different aspects. It contributes for instance to the cultural development, to new economic activities and employment and it brings different people of the city together to work for the common good in the city."

Enrique Martin
Project coordinator, Gijon

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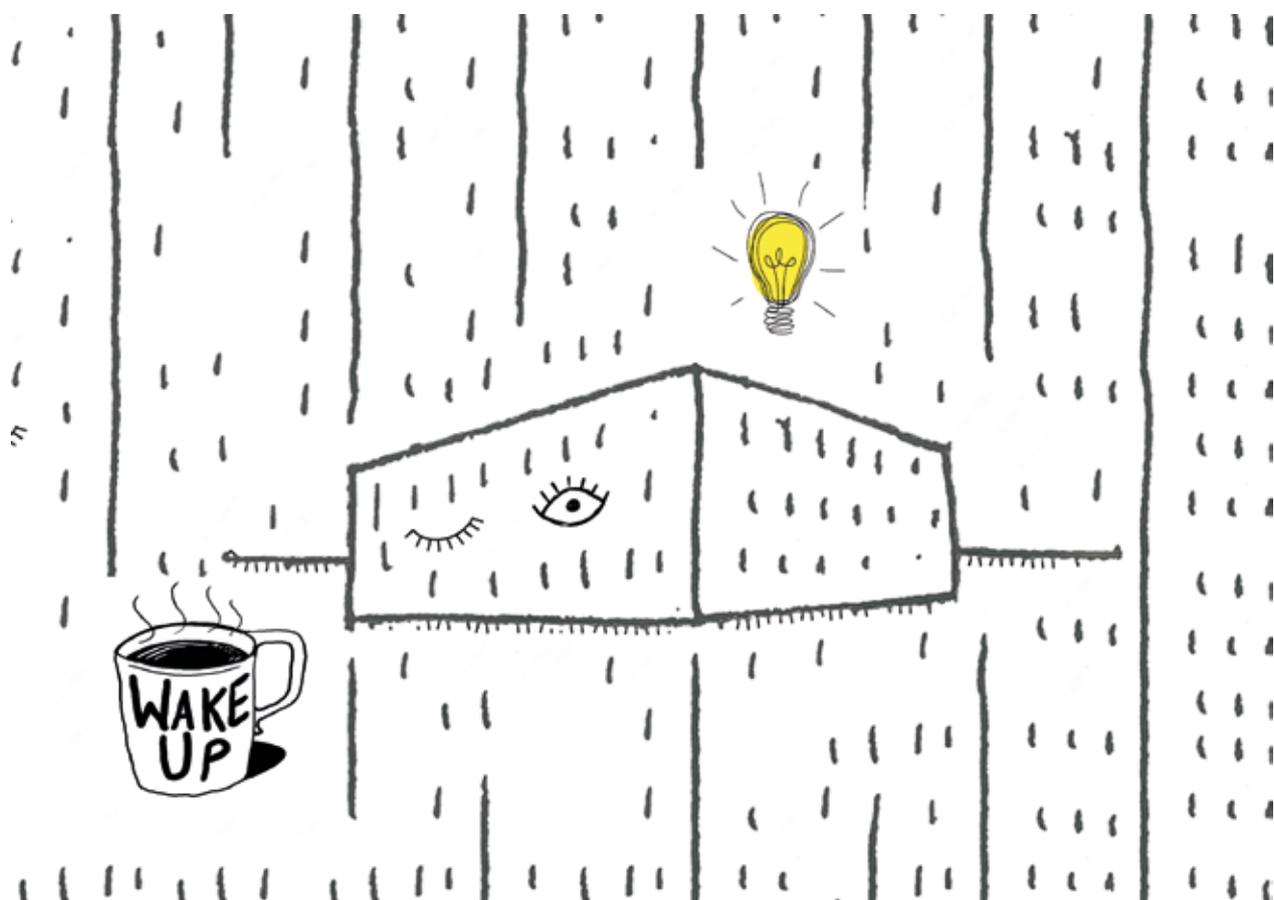
3. The New Approach for the Reactivation of Larger Vacant buildings

The reactivation and rehabilitation of larger, vacant and derelict buildings and sites is a challenge: it is cost-intensive, public financial resources are rather limited to support or directly rehabilitate the building, and the buildings are often "too large" to be redeveloped (financially) by just one "investor". In some situations there is also no redevelopment pressure due to economic and/or population decline in the city. So in general a reactivation and rehabilitation of such a building in one big step and by just one 'investor' is rather unlikely to happen. It rather requires the wider support of a variety of stakeholders to be able to reactivate such larger, vacant buildings in a step-by step approach. The process has to be flexible to be able to react and incorporate new opportunities that come along the reactivation process. But it also needs a strategy that serves as guidelines for action for the involved stakeholders. Finally, to bring the 'sleeping giants' back to life, it takes resources and energy – it does not happen overnight!

This chapter outlines 6 activities that have been identified as crucial by the 2nd Chance partners to start off the reactivation process of larger, abandoned buildings. In addition 6 key challenges in to waking up these sleeping giants have been identified. Solutions and approaches how to deal with them are presented along practice examples from the 2nd Chance Network partners.

3.1 **6 key activities for the reactivation of the sleeping giants**

During the duration of the 2nd Chance Network, the city partners have undertaken various activities to start off the reactivation process of their target buildings and sites. 6 activities have proved to be particularly helpful.

3.1.1 Understand the current state of the building and its history
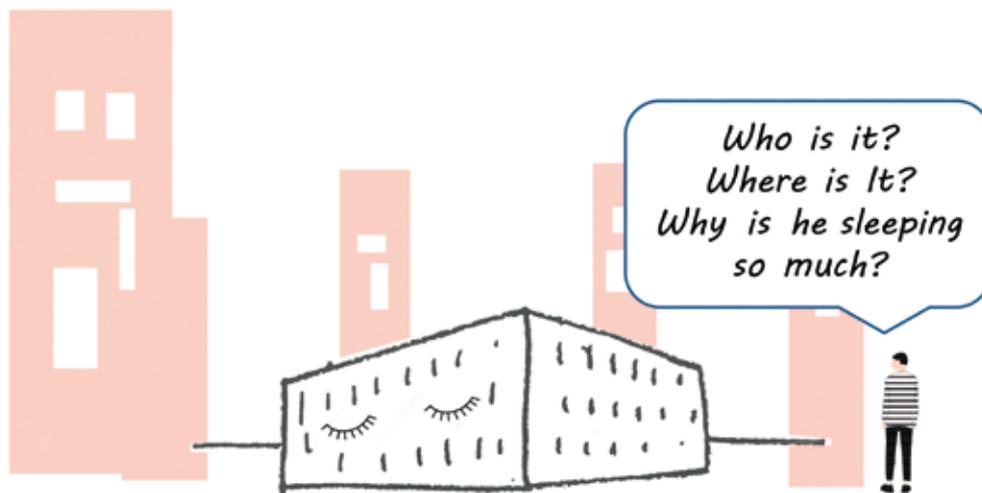
What is it about

Crucial for the development of the reactivation strategy (cf. 3.1.5), but also for the engagement of the stakeholders (cf. 3.1.4), is to understand the current situation of the building and to share this information with the involved stakeholders. This includes, in particular determining

- the physical condition of the building and urgent repair / rehabilitation works
  to prevent further deterioration of the building (which would make the rehabilitation even more expensive) and gain time for the reactivation process.

- the physical and economic adaptability of the building
  to obtain an overview about rehabilitation abilities, reconversions and use options and other constrains and opportunities.

- where in the building with the least amount of investment first initial (test) uses can take place or which part of the building can easily be activated for certain uses.

In listed buildings in particular, it is also important to understand the history and significance of the building in order to achieve an awareness of the careful handling of the heritage values. The aim is to raise the awareness of the involved stakeholders which interventions and uses would be suitable, what has to be preserved and what can be changed with regards to the significance of the building.

Last but not least, the current (partial) use is to be determined – if there is any.

What can be done

To understand the current situation of the building and to share this information with the involved stakeholders two main tools have been applied: Feasibility studies and site visits.

1. Feasibility studies

Feasibility studies can vary a lot depending on their objectives. Typical content provided is:

- *Measured survey of the build*ing:
  Ground plans of all floors; essential building-sections, in which the building can be divided; approximate floor space calculation; photographic documentation of the building and of remarkable details.

- *Condition report:*
  Highlighting the consequences of the damages for the rehabilitation of the building (parts) incl. a schedule of proposed urgent works and estimation of likely costs; documentation of damage in the measurement plans / urgent repair needs; rehabilitation abilities.
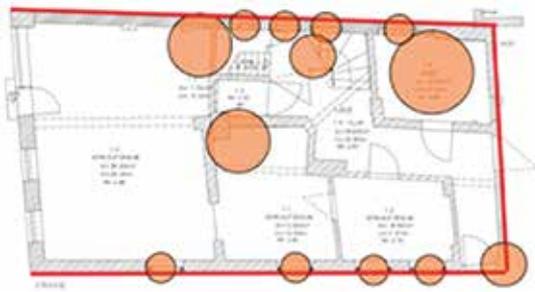
- *Building history and current use:*
  Overall information about the building history, former and current use; mapping of the construction and time period of the main building parts; photographic documentation of valuable details, worth of maintaining; urbanistic and preservation framework conditions / requirements.

- *SWOT – possible usesAssessment* of possible usage options fitting to the size, construction and history of the building; multi-criteria grid with (+) and (-) for each option; indication of risks and market opportunities.

- *Conclusion*

- *Action Plan*

"The Barrels" open on a future park
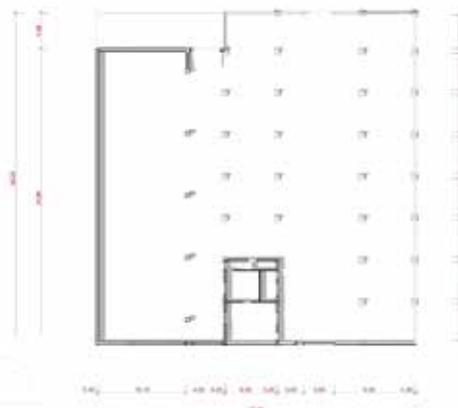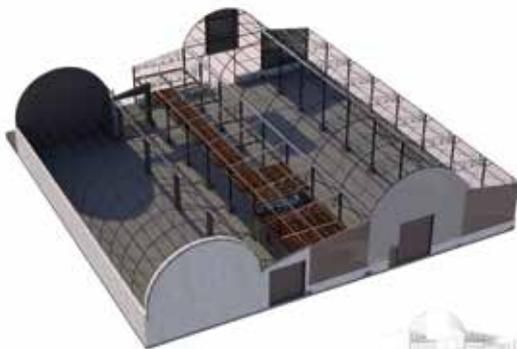
Perspective view of the building - Produced by Quentin DUNY, Aucame

A gateway to nature in the city

Produced by Quentin DUNY, Aucame

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Svjetlana Simunovic
Project coordinator,
Dubrovnik

In general feasibility studies are commissioned to an independent organization or consultant in order to ensure its accuracy and objectivity and to provide a meaningful analysis of the data. But, less cost intensive, 2nd Chance partners also engaged universities and their students or civic organizations to develop (parts of) the feasibility studies.

The results of feasibility studies were presented and discussed with the involved stakeholders, so that all had the same understanding about the current situation of the building and potential usage options, about requirements for the reuse, etc.

Further information and practice examples

1. Rough checks in the federal state of Brandenburg:
   https://drive.google.com/open?id=0B8rEL892ueogVzVGS0p0VExxZWM

2. Liverpool City – Feasibility study for the Wellington Rooms:
   https://drive.google.com/open?id=0B8rEL892ueogTDRfSEhWV21LRDg

3. 2nd Chance meeting report about 'Feasibility studies for the reactivation of vacant buildings':
   https://drive.google.com/open?id=0B8rEL892ueogaEpjQ0pFQlpwdjg

2. Site visits

The city partners Naples and Genoa organised site visits to their target sites with different stakeholders that were to be involved in the reactivation process.

In Genoa this was used to conduct a joint SWOT analysis with the stakeholder to understand the current situation for the reactivation, but also to clarify needs and objectives of the neighbourhood, in which the building complex is situated.

In Naples couple of site visits were organised with counsellors, technical departments and services of the municipality, national and international architecture students, citizens and interested organisations involved in the Local Support Group (cf. 3.1.4, p.). Directly after each site-visit, a short survey was organized to receive feedback on the strengths, weaknesses, challenges and potentials of the building complex, also with regards to the neighbourhood development.

3.1.2 **Make stakeholders and citizens aware of the building**
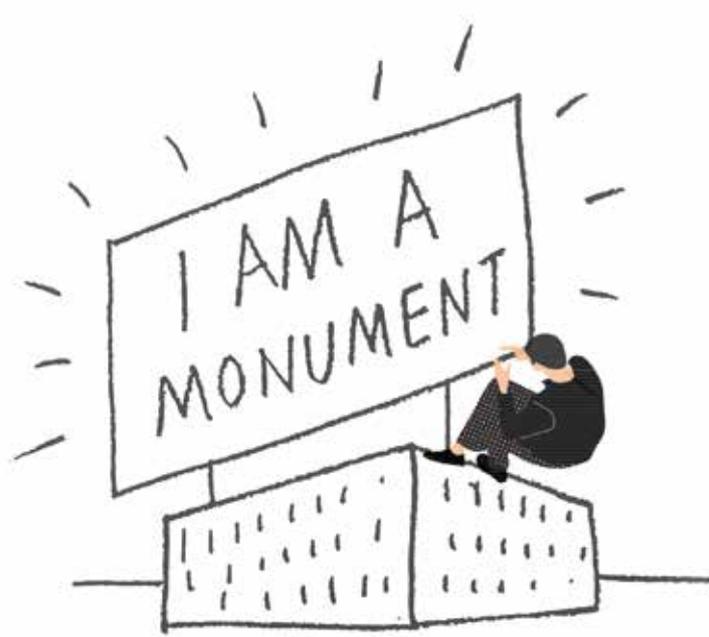
What is it about

Often abandoned buildings and sites have gotten out of sight. But for their reactivation, however, it is necessary to bundle different forces, stakeholders and their ideas. Thus, a focus of the strategy is to activate a larger number of supporters, potential users, investors, residents, etc. to become engaged in the reactivation process.

To this end, to activate stakeholders, it has turned out to be essential to draw the attention and interest of residents, potential users and investors to the building and its potential uses; this to make them aware that the building will be reactivated and reused and that they can become drivers and supporters of that.

"There is no doubt we need more legal instruments as well as more people involved to move things forward. But I would say that raising awareness is still the key for it."

Joanna Szelag
Local Group Member, Lublin

What can be done

Many partners of the 2nd Chance Network have organised awareness raising activities,

- often linked to know events like 'Heritage days'
- as music *events, artistic and light installations or public discussions rounds.*

Caen, for example, besides public relation activities has developed a variety of *artistic and cultural activities* to draw the attention of their citizens to the pilot site. Activities have been

- *'Drawing walks'* to make people discover the vacant site,

- *'Street Art Festival Palma Festival'* to make an artistic buzz about the target site and to make people discover the area

- *'Workshops for children'* to raise the awareness of children – and their parents – about the abandoned place.

- *'Biennale of Architecture and Urbanism'* about the development of the peninsula and the reactivation of the buildings.

All these activities base on the *'Pavillon',* a former vacant building, which has been reused to be a public space for civic participation, exhibition of ideas and plans and to present and discuss ideas and projects for the development of the target site.

Dubrovnik organised music events to attract people to the target site. During the events they informed about the intention to reactivate the building and to involve the citizens in that process. People were given a "form", in which they could state their interest in participating in the reactivation process. In addition, they organised a 3-day gathering on the target site with several activities for children, using the presence of the people to know about their wishes for the reuse of the site. Another highlight was to choose two 'project ambassadors', one from the municipality,

one from the 3rd sector, to promote the project to the public i.e. in the media and schools.

Genoa organised at the target site an information event and parties with karaoke and little swimming pool for children to inform about the reactivation intentions and to discuss it. In addition they organised a workshop, in which installations from recycled materials were produced and exhibited on the target site as well as installations that encouraged interactions between space and users through integrated devices and the application of new technologies.

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Maribor and Lublin organised light installations to draw the attention to the vacant buildings.

Liverpool identified a friendly journalist to write about the project.

Porto organised some guided visits to the site and a photo contest to make people (re)discover the site.

Further information and practice examples.

For further information about these and other activities take a look at chapter 2 of the 2nd Chance publication.

"Policies, Programmes and Actions for the Reactivation and reuse of (large) vacant buildings":

http://urbact.eu/file/19883download?token=b SQ1eEEa.

3.1.3 Open the building

> *"The temporary uses are conceived as a test for the building that aim to strength its relation with the context, and let the citizens discover the huge former Military Hospital Complex"*

Maria Luna Nobile

Communication officer, Naples

What is it about

To 'open the building' is also about to draw the intention of people and organisations to the building and its reactivation (cf. 3.1.2). But not only, it is also about to

- discover the potentials of the building,
- allow and test first (temporary) uses and
- physically come together to jointly work on the reactivation of the building.

What can be done

To discover the potentials of the building some partners organised site visits (cf. 3.1.1, p.), others opened up a *'meeting and maker' space* like *the 'Pavillon'* in Caen (cf. 2nd Chance publication *"Policies, Programmes and Actions for the Reactivation and reuse of (large) vacant buildings":* http://urbact. eu/file/19883/download?token=bSQ1eEEa) or they organised one week 'Summer workshops' in the building to open the complex to the public and discuss the future use.

Naples organised *temporary uses.* During the event "Maggio deiMonumenti 2017" they opened up the building to experiment a wide range of different temporary uses during all week ends in one month. The uses and activities were organised by local associations from the neighbourhood and by the Municipality of Naples. Activities had been

- Sports courses (Yoga, Sat Nam Rasayan, Capoeira, popular dances from southern Italy);
- Exhibition of projects about the re-design of the building complex by architecture students;
- Workshops of co-design and visioning to imagine how the target building could be transformed;

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- Walkshops to rediscover the surrounding urban area
- Interim gastronomy (coffee, lunch).

Chemnitz launched a public call to which:

people from the Creative and Cultural Industry could apply for free working space (just running costs have to be paid) in the target building for a term of three years. If the business is successful they can use other spaces in the building and start paying a rent (https://krach-chemnitz.eu/).

Genoa, besides opening a room at the target site for the citizens to able to meet and discuss the reuse of the target site, launched a call for public temporary uses for the building site aiming at the civic sector. The city determines which space is to be used by which civic sector stakeholder. The selected civic sector stakeholders sign a formal agreement with the city for the temporary use and management of a certain space in order to start with the activities they applied for.

Recommendations

1. To be able to 'open up and use' an abandoned building initial funding is needed to be able to prepare and execute necessary repair works (this information could come from the feasibility study – cf. 3.1.1, p.); also to ensure the safety in the building!

2. Be aware: Vacant buildings are not the setting for temporary uses; temporary uses are to support the reactivation and reuse of the building. Potential uses are tested or implemented to inspire further, future uses.

2ND CHANCE   An URBAN GUIDEBOOK for the Reactivation and Reuse of larger vacant buildings

3.1.4 **Engage stakeholders in the reactivation process**

What is it about

As the rehabilitation of larger, degraded buildings is cost-intensive and public financial resources are rather limited, a rehabilitation in one big step and by just one 'investor' is rather unlikely to happen. It rather requires the wider support of a variety of stakeholders to be able to reactivate such larger, vacant buildings in a step-by step process. These stakeholders are to bring in their enthusiasm, energy, ideas, labour and financial resources.

To make use of this they have to be engaged from the very beginning, in particular in the development of the reactivation strategy. So more they feel the strategy as theirs so more likely they will commit and engage in the implementation of the reactivation process. Thus, design a co-development process for the stakeholders involved in the re-activation process and ensure the communication and coordination between them.

"Gathering public and private stakeholders to work out a collective strategy for a specific site has been very positive and the Municipality of Porto intends to extend this model."

Paulo Valença
Project coordinator, Porto

The potential of neighbourhood groups and initiatives has so far been underestimated and ignored in this. Cooperatives, builders' groups, associations or foundations invest capital not for the purpose of short-term profit expectations. Self-organised and with a great willingness to shape, they implement ideas of new living and housing models. Some of the projects have set themselves sustainable social and ecological tasks that hold out the promise of long-term benefit for the city also in economic terms. These local groups are to be activated and involved in particular for the revitalisation of these "sleeping giants".

What can be done

To engage stakeholders in the process there are three key activities:

1. Defining whom to involve and how;
2. Activating the stakeholders to participate;
3. Organising participation possibilities and coordinating the participatory process.

1. Defining whom to involve and how

"It was necessary to identify a broader network of relevant stakeholders that were to be involved in the development of the reactivation strategy, as well as the different methods to involve the different stakeholders."

Roberta Nicchia
LSG coordinator,
Naples

Answering the following questions proved to be helpful to the 2nd Chance partners to get an idea whom to involve and how:

1. Who might be interested in or affected by the reactivation of the building?

What might be needed for the reactivation and who could contribute it?

Who might be needed for the implementation of the reactivation strategy?

2. How can these stakeholders benefit from taking part in the reactivation process?

What can make them participate?

3. What are their needs and interests?

Tool
Stakeholder analysis

To be able to answer question 1 one helpful tool is the stakeholder analysis (for further reference check www.mindtools.com/pages/article/newPPM_07.htm).

Alone or with other people you brainstorm the stakeholders that come to your mind when answering question 1. These stakeholders you map on a "power/interest grid" concerning their influence/power and interest in the reactivation of the building.

The stakeholders mapped in the upper right corner, highly concerned (interest) and in a strong position (power, influence) to support (or to block) the reactivation of the building. should be engaged very strongly in the development of the reactivation strategy and the reactivation process.

2. Activating the stakeholders to participate

To activate stakeholders to take part in the reactivation process and the development of the reactivation strategy the 2nd Chance partners applied different techniques. Some partners *directly addressed relevant stakeholders,* others like Naples and Genoa organised a *public call* to join the 'Local Support Group' for the reactivation of the target building.

Naples published an open call on their project website about the reactivation of the target site (within the municipal webpage) for the expression of interest to join the Local Support Group to develop the vision for the reuse of the building complex and to elaborate a Local Action Plan and

to experiment temporary uses within the building. Interested people and organisations had to express their interest by presenting an idea for the reuse of the building complex, referring to one or more fields proposed by the municipality (culture, art, sport, social activities for the neighbourhood, temporary uses). 43 associations, enterprises, institutions and informal groups or networks expressed their interest by presenting a project, an idea or a temporary use related. This also helped in getting preliminary ides for potential uses.

For further activities to activate stakeholders and know about their ideas for the reuse of vacant building cf. 3.1.2.

3. Organising participation possibilities

The 2nd Chance partners organised different forms of participation possibilities. The most applied and recommended forms are

A. Local Support Groups,

B. Bi-lateral meetings with key stakeholders,

C. Workshops,

D. Interdepartmental working group

Very useful was also the provision of a physical space where the involved stakeholders could meet to discuss and present ideas. Also crucial was to appoint a 'professional' person in charge of the involvement process, coordinating the activities and stakeholders and ensuring the communication and flow of information.

A. Local Support Groups

"Through the Local Support Group the members take on a commitment to engage in the reactivation process during the complete project lifetime. This helps to create a solid base for the reactivation process and to facilitate approaching their different networks for help."

Milena Vleminckx-Huybens
Project coordinator, Brussels

In the Local Support Group the key stakeholders for the reactivation of the vacant buildings are gathered to jointly develop the reactivation strategy (cf. 3.1.5) and prepare the reuse of the building. For selecting the participants of the LSG cf. 'Tool: *Stakeholder analysis'* and '2. *Activating the stakeholders to participate'.*

Members of the Local Support Groups (LSG) have been:

1. Property owners/investors
    (private, institutional, public);

2. Municipality: mayor, city council members, (urban planning, economic, social, cultural) departments, service provider of municipality / experts, (neutral) moderator of LSG;

3. Users & Supporters: citizens, neighbours/ inhabitants movements, (potential/ temporary)

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users, civic associations/movements, NGOs, creative/ cultural sector, university, public media.

The Local Support Group helps to initiate a constant dialogue between the involved public and private stakeholders and directly involve them in the development of the reactivation strategy. Through the joint work their commitment for the joint reactivation process is strengthened. Further the involved stakeholders have been a link to reach out to their local networks for further support.

For effective LSGs several 2nd Chance partners have set up a core LSG in which the key stakeholders are actively and continuously involved. Around the core LSG, to involve and consult also a wider group of stakeholders, thematic working groups have been organised to discuss thematic issues. The core LSG had the task to coordinate and bring the results of the thematic working groups together.

Brussels divided the ULG into two groups: Stakeholders and potential users interested in short-term and temporary uses of the building, and stakeholders interested in the long-term development of the building. Both groups develop objectives and potential uses for the target building. In the end these two groups were merged again.

Recommendation for LSG

- Involve not only stakeholders to develop ideas for the reuse of the building; rather attract and involve people / institutions that might want to use the building space and bring in own resources (financial, voluntary work, time, services, etc.).
- The stakeholders have to benefit from participating in the LSG. Think about and propose a set of issues that might interest them.
- Involve LSG from the very beginning
- Do not raise infeasible expectations: Clarify at the beginning the responsibilities and roles of the LSG; process should be open and transparent (LSG road map);

- Build up trust between the involved stakeholders; think about team-building;
- For many partners it turned out to be beneficial to bring public, private and third sector stakeholders with different opinions, skills and (professional) backgrounds together to fertilise each other with good ideas.
- Raise the awareness of the stakeholders about the significance/ opportunity of the building for the city / neighbourhood development.
- Have a friendly and cooperative working atmosphere.
- Each LSG meeting should have a clear goal, should meet the interests of the participants and produce a result/output that helps to define the content of the strategy. Avoid mere discussions rounds without results and agreements. Document the results of each meeting and send it to all partners.
- Take opinions and feedback of the LSG members seriously and try to integrate them into the reactivation strategy. Make sure that their work is valued.
- A successful LSG requires time and a thorough preparation! Plan sufficient time for the involvement. Have an experienced "neutral" moderator in charge of the LSG.
- Do Public Relation: have a 'project champion' who represents and stands for the reactivation of the building in public.

Further information

The URBACT Local Support Group Toolkit
(in 16 different European languages):

http://urbact.eu/urbact-local-groups

B. Bi-lateral meetings with key stakeholders

Not always stakeholders have the time or motivation to join the Local Support Group, in particular private investors. In this case, Porto for example, organised bi-lateral meetings with relevant stakeholders/ institutions to discuss and coordinate the reactivation strategy and process as well as their future involvement and activities.

Recommendation

Organise target-group specific meetings for important stakeholders that are not interested in joining the LSG or thematic working group. Invite them personally.

C. Workshops

> **"I appreciated the most to meet several interesting people with fantastic ideas, and concepts. The meeting I enjoyed most was with former and current students from the architecture university and their ideas for the reactivation of the target building. It showed me much more possibilities than I have never thought about before."**

Diana Ciszewska
LSG Member,
Lublin

Workshops were used by most of the partners to develop and discuss the reactivation strategy (cf. 3.1.5) together with the Local Support Group (LSG) members. But workshops were also used to involve people and institutions beyond the LSG members. Different kind of workshops and 'Living Labs' were organised i.e. with students, inhabitants and the cultural and creative sector to develop a vision and concrete ideas and actions for the reuse of the building.

Further information and practice examples

For further information about such workshops take a look at chapter 3 of the 2nd Chance publication *"Policies, Programmes and Actions for the Reactivation and reuse of (large) vacant buildings"*:

http://urbact.eu/file/19883/download?token=bSQ1eEEa.

4. Interdepartmental working group

To coordinate the different municipal departments for the reactivation of the building, Naples for example, organised round tables with the city counsellors, technical departments and services. During the round tables the framework for the reactivation was defined as i.e. administrative and technical limits, possible use and development options.

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3.1.5 Develop a reactivation strategy embedded in the city development strategy

What is it about

As the reactivation of larger vacant buildings is cost-intensive and most often requires a wider support of a variety of stakeholders for the reactivation, it needs a strategy that serves as guideline and framework for the reactivation process and the actions of the involved stakeholders.

As the reactivation does not happen overnight, the strategy has to follow a step-by step approach with short-mid and long term objectives and actions. At the same time the strategy has to be flexible so that it can react and incorporate new opportunities that come along the reactivation process

As the reuse of the larger, vacant building should also be of benefit for its surrounding environment, the strategy has to be embedded in the city and neighbourhood development context, which can attract further resources and support for the reactivation process.

What can be done

A. Guideline and framework strategy

In order that the strategy can serve as guideline and framework for the reactivation process and the actions of the involved stakeholders, it needs to determine:

1. A vision and short, mid and long-term objectives for the reactivation and reuse of the building.

2. Actions and next steps for the reactivation and reuse of the building.

3. A management and governance structure for running the building and the reactivation process.

In order for the stakeholders to follow the contents of the strategy, they must be developed in close cooperation with the relevant stakeholders (cf. 3.1.4).
The experience of the 2nd Chance Network partners also had been that it was very useful to determine at the beginning which institution is responsible for writing and coordinating the strategy and to get professional support for the development and participation process of the strategy.

1. Vision and objectives

> *"I enjoyed very much listening to opinions and visions of what the Lublin's "sleeping giant" future use could be from different groups of people: local residents, architects, city planners, students, city councillors, etc."*

Joanna Szelag
Local Group Member,
Lublin

The vision describes the desired long term future for the vacant building (site). It serves to have a common understanding of the stakeholders what the reactivation of the building is in general about; to have a common vision on which the stakeholders want to work together and bring in their own energy and resources. The vision can also be a good "selling point" to achieve the support of politicians.

The vision should allow "to picture" the future (use and function) of the building (site), providing guidance for future activities of the responsible and involved stakeholders. It should be detailed enough to be able to deduct shared objectives and actions for the reactivation process (working like a guiding framework). The vision can also help to judge if a potential use and activity is supportive of the vision.

Vision for the target building in Brussels
A (RE)ACTIVE LOCAL PLACE TO…

The vision for ARLON 104 is to be a multifunctional building in response to local needs with the focus on the inhabitants and local workers, stimulating the liveliness and the liveability of the European Quarter at different moments in the day and in the week. This means to implement functions that are compatible with a 24/7 neighbourhood, stimulating the introduction of more residential pockets in the area.

To develop a vision with citizens and the Local Support Group Naples organised a *brainstorming* on "possible and desirable futures" and an exercise writing "Letters from 2027". The *letter exercise* was about to imagine to return to Naples after a long absence and to visit the complex, finally restored, describing the impressions of what is going on there to a distant friend. Through these exercises one shared vision begun to emerge on the future uses of the space.

The *objectives* describe what is to be achieved short, mid, long term to put the vision into practice, to be able to reactivate, rehabilitate, maintain and reuse the building (site). Thus, the objectives serve to operationalise the vision and should be concrete enough to provide guidance and a proactive framework for future activities of the stakeholders. The objectives should also include objectives for short, mid and long-term uses and functions, i.e. some uses can already be implemented although the building is not rehabilitated and others first when a certain rehabilitation standard has been reached.

A favourite **tool** applied by the 2nd Chance partners to define objectives for the reactivation of the vacant building had been the **'Problem / Solution tree'** (www.sswm.info/content/problem-tree-analysis)

2. Actions and next steps
The actions and next steps describe how you are going to reactivate and reuse the vacant building. Each action should be related to the achievement of one of the objectives and directly linked to them. The actions have to be specific enough so that it is clear to the stakeholders what is to be done. Try to provide for each action further information that prepares their implementation (cf. textbox 'Information to prepare the implementation of actions').

Developing actions the 2nd Chance partners applied different **tools.** The most favourite one was **'OPERA'** (www.innotiimidigitalservices.com/tutorials/). Other **tools** had been **Brainstorming, Exploring walks, Implementation labs or Open space** (https://en.wikipedia.org/wiki/Open_Space_ Technology).

Recommendation

Information to prepare the implementation of actions

• *Responsibility:* Name the institution/ person responsible for the preparation and implementation of the action. In addition name the stakeholders that are to be involved in the development and implementation of the action.

• *Financial resources:* Estimate the financial resources needed for preparing and implementing the action.

• *Funding by/ Funding programme:* Record where the financial resources could come from (i.e. from municipal budget, regional, national or EU programme, private institution, etc.).

• *Financial resources secured:* State whether the financial resources are secured or not. In case they are not, the next step will be to acquire these resources or to adapt the action to the financial constraints.

• *Time schedule:* State in which year the action ought to be implemented. By that time the needed resources should be available.

• *Links to other projects:* State links to other projects which are directly related to the action. It might be that one action depends on the implementation of another one or two actions have to be coordinated to make use of synergy effects.

3. Management and governance structure

The management and governance structure describes who will be responsible to coordinate the implementation of the reactivation strategy and how the stakeholders will be involved. Further it describes how the management of the building is intended: who will be in charge of rehabilitation and maintenance works? Who does the programming? Who is responsible for which part of the financing?

B. Strategy embedded in the neighbourhood development context
To be able to embed the reactivation strategy in the neighbourhood development context, the vision, objectives and reuse need to correspond to the needs of the neighbourhood or the city. Thus, the strategy should describe how the neighbourhood and the city will benefit from the reactivation and reuse of the building.

To define a vision, objectives and uses, which are linked to the needs of the neighbourhood and the city, relate them to your neighbourhood or city development strategy or action plan, in which objectives, needs, challenges and opportunities are described. Examine how the reactivation and reuse of the building can be supportive to the strategy or action plan (supporting the objectives, fulfilment of needs, solving of problems, etc.).

If a neighbourhood or city development strategy or action plan does not exist, find out about the needs, problems and opportunities of the neighbourhood and how the reuse can be of support for the neighbourhood development. The 2nd Chance partners applied **tools** like **interviews, questionnaires, story telling, workshops** (cf. 3.1.4, p.) or **site visits** (cf. 3.1.1, p.).

Recommendation

Prepare a call for which people/ organisation can apply for first/ short-time uses in the building that relate to the long-term goal / vision of the building. With these uses first (small) revenues are to be created that will be reinvested in the reactivation of the building. With the call uses are to be identified that allow to use (part) of the building, which need little investments into the building.

For further information take a look at the 2nd Chance Good Practices compilation:

http://urbact.eu/file/19883/
download?token=bSQ1eEEa

Ideal process developing your LAP

in practice the process will go forward, backward, parallel…

Understand the current situation for the reuse / reactivation (where you are)

Clarify needs and objectives of the neighbourhood / city to be able to embed the reuse of the building in the neighbourhood city development context.

Check what are the SWOT for the reuse/ reactivation of the building / site.

Physical state of the building; urgent repair needs to prevent further deterioration (gain time for regeneration); if the building is a listed building, understand the significance (which interventions are allowed, what has to be preserved, what can be changed).

Possible interests in the building; current uses/users.

Define the framework for the reuse / reactivation (where you want to be)

Develop a vision and objectives for the reuse of the building / site, embedded in the neighbourhood/city development context.

Develop ideas for potentials uses and activation of users of the building.

Check the feasibility of possible options/scenarios

Check the feasibility of the ideas for potentials uses; that the building can host these uses, that it will allow to gain sufficient revenues to rehabilitate and maintain the building in the long-run; which use produce which rehabilitation costs and which revenues

Try to collect evidence that this can work, i.e. by examples where it worked.

Check if relevant stakeholders support the potential use possibilities, do public consultation (framework for the reuse).

Test possible uses through temporary uses.

Work out the action plan (how you want to get there)

Define the uses / functions you want to implement in the short, mid and long run in the building (show alternatives; maybe you have to adapt your vision/objectives).

Define the actions and next steps to start off the process of the reuse / reactivation of the building; to get the uses running in the building; add also action in the surrounding of the building if needed for the reactivation of the building.

Describe the future framework for the reuse / reactivation

Describe the management / governance structure of running the building and for the implementation of the strategy.

Describe recommendations for policies / instruments in support of the reactivation of vacant buildings in general.

3.1.6 **Check for alternative financial resources**
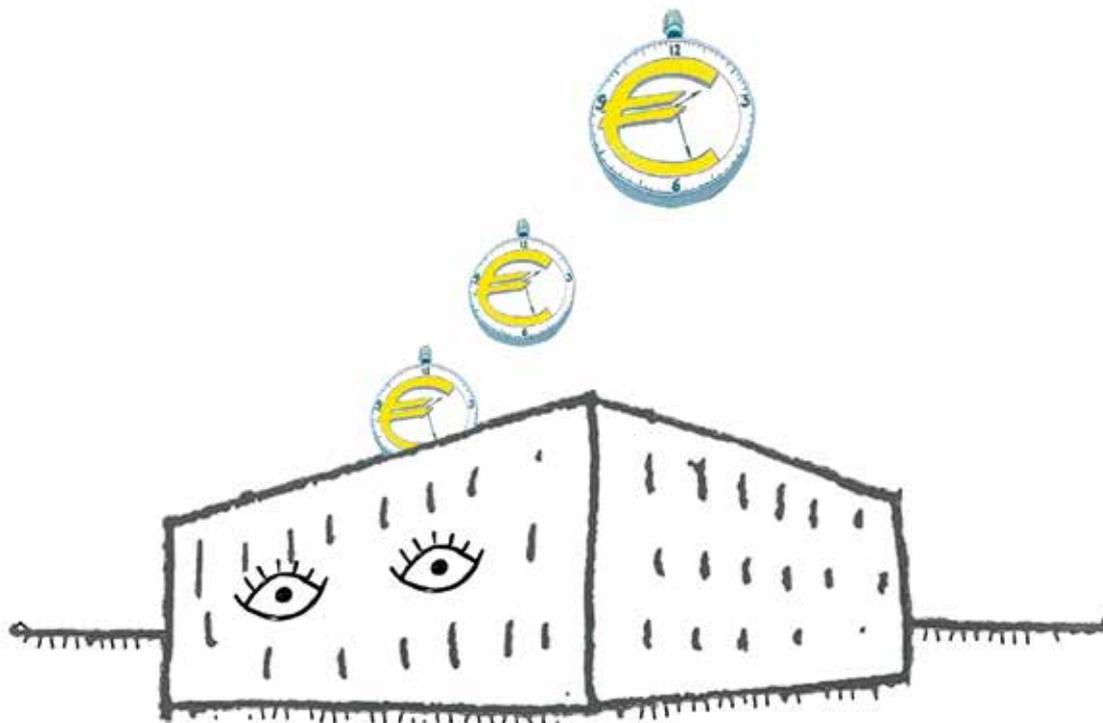
What is it about

As the reactivation and rehabilitation of larger, vacant and derelict buildings and sites is cost-intensive and public financial resources are rather limited, also additional, alternative funding sources needs to be acquired, besides linking your actions with national and EU funding and operational programmes.

What can be done

Alternative funding sources can come from:

1. Alternative banks
2. Foundations and lottery funds
3. Social investment tools
4. Crowdfunding& Online fundraising
5. Own resources

1. Alternative banks

Alternative banks focus their financial operations on fair, ethical, social and ecological projects, which can also provide a financial return (which can be below market rate). In general projects are support through micro-credits, grants, loans, etc. An overview about ethical and alternative banks in Europe provides following website: www.febea.org/en (see member list)

2. Foundations and lottery funds

Foundations are legal public and private non-profit organisations that typically donate funds and support other organizations for its own charitable purposes. Lottery funds receive funds through state gambles and spend it for good causes on behalf of the Government.

Check for foundations and lottery funds that support your cause i.e. the rehabilitation of heritage buildings or activities/uses/services, which you want to implement in your building.

3. Social investment tools

Social investment tools raise funds for social purposes and services, having the expectation of both a social outcome and a financial return, which would usually be below market rate.

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Further information:
https://knowhownonprofit.org/funding/social-investment-1/what-is-social-investment

Examples of such social investment tools are:

- **Social investors:** Social investors / patrons refers to people who invest money in social, ethical, ecological projects as they are not only interested in the financial retour, but also to provide sustainable benefits for the society.

- **Community shares:** Community shares is a direct and engaging way of supporting community businesses and services (i.e. a community pub, community centre, cinema), providing them with financing by and for the community. The share capital helps finance the business/service and, in return, they might receive limited interest on the investment. The main reason why people buy community shares is rather to support a community purpose from which they benefit than to make a financial gain. If they want the money back, they have the right to withdraw some or all of the share capital, subject to terms and conditions.

For further information:

- https://www.youtube.com/watch?v=q6w-311GBIM, http://communityshares.org.uk/;

- **Pro Bono:** Pro bono includes services such as consultations, coaching, specialist and executives free of charge for non-profit organizations/ purposes (ie. developing a business plan, contracts, legal consultations, rehabilitation plan, etc.). Further information:

- http://www.europeanprobonoalliance.org/; https://www.youtube.com/watch?v=zb2GuLGLxFQ

- **Social impact bonds:** To upscale proven social services. The private sphere is invited by public bodies to invest in social services, provided by NGOs or social enterprises. When the social services achieve a pre-determined goal or impact, the investor is paid back with a return on its investment by the public body. Thus, the private sector pre-finances the social

services and when they are successful they receive a financial retour. The public body safes on social costs (i.e. unemployment aid). http://www.socialfinance.org.uk/database/; https://www.youtube.com/watch?v=E6GrQtCh83w

4. Crowdfunding& Online fundraising

Crowdfunding is a method of funding projects or ventures by raising money from a large number of contributors, usually through an internet crowdfunding platform. Crowdfunding also helps to validate an idea or project and generate enthusiasm amongst the 'crowd' creating valuable advocates and project champions.

Further information

- *Crowdfunding: A Guide for Local Authorities: http://about.spacehive.com/civic-crowdfunding-a-guidebook-for-local-authorities*

- *Crowdsourcing and Crowdfunding Explained (video): https://www.youtube.com/watch?v=-38uPkyH9vI*

- Crowdfunding platforms: *https://en.goteo.org; www.spacehive.com; www.bulbintown.com/; www.citizinvestor.com*

- Crowdfunding information website: *www.crowdfundinsider.com/*

5. Own resources

Own resources can be created through

- Membership fees (i.e. you have to be a member of the organisation that is running the building to be allowed to use the building free of charge or at reduced costs),

- Room renting (i.e. renting parts of the buildings to users or set up the Guardian Houses approach: https://drive.google.com/open?id=0B8rEL892ueogQy1ZYW1FbG92Qkk)

- Voluntary work (i.e. acquire citizens to voluntary support the rehabilitation of a building; example: Building Preservation Trust, Liverpool: https://drive.google.com/open?id=0B8rEL892ueogbmxHcVV6QnNFVE0)

- Events (i.e. to raise funds by selling food

and beverages, entrance fees, etc.; citizens/ enterprises can spend food and beverages, which then is sold.

- Donations

- Match funding (i.e. municipalities offer match-funding to support successful funding campaigns i.e. for the re-use of a target building)
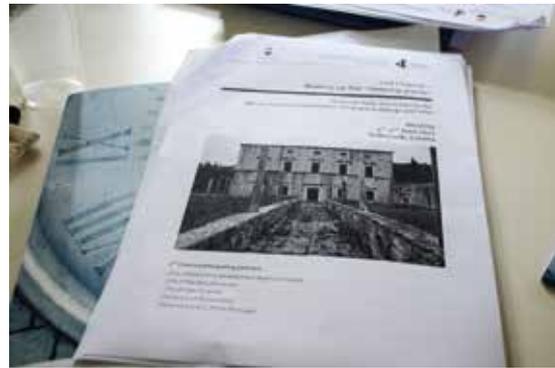
3.2 Dealing with 6 typical challenges

In their reactivation attempts of their target buildings and sites the 2nd Chance city partners have faced different challenges. 6 typical challenges are presented here and possible solutions shown how to deal with them along practice examples from the 2nd Chance Network partners.

2ND CHANCE An URBAN GUIDEBOOK for the Reactivation and Reuse of larger vacant buildings
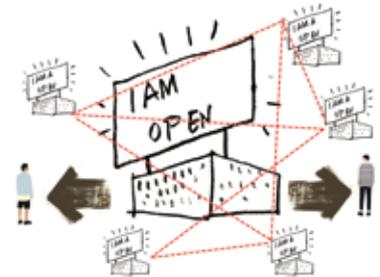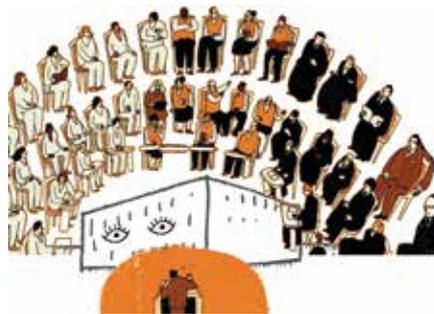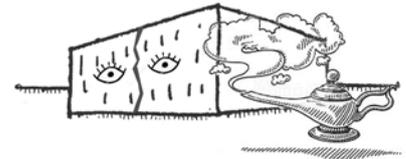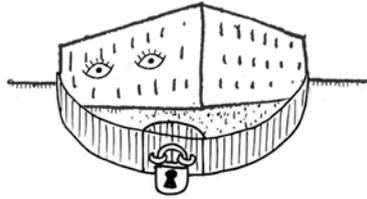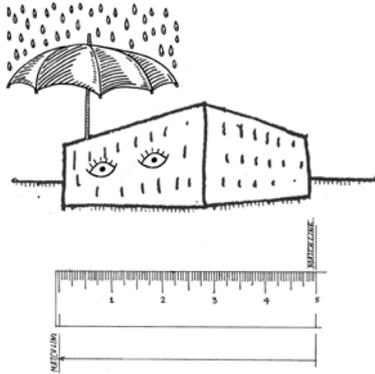
3.2.1 Adaptability of the building to current standards and requirements
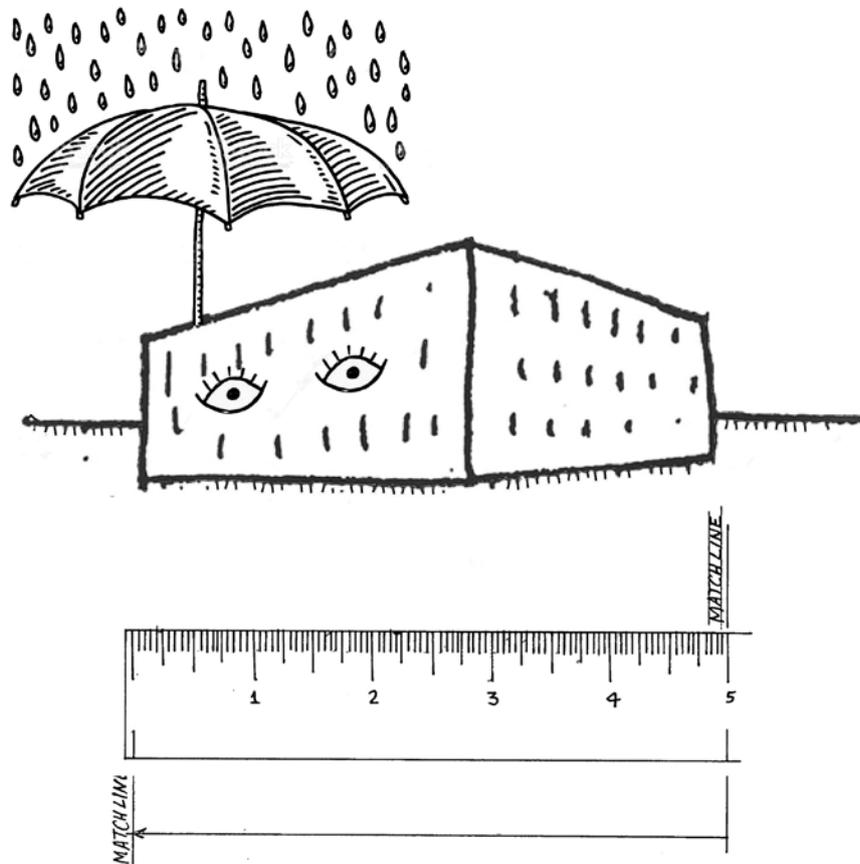
The original physical construction and heritage values might constrain the (economic) conversion capabilities of the building and its reuse. Therefore, it is important to know about such constrains and to deal with them consciously. A reuse must not lead to the loss of the heritage values and certain uses might be excluded due to the physical construction.

To know about such constrains some partners have developed feasibility and technical studies (cf. 3.1.1) about the current situation of the building and the physical and economical adaptability for new uses and its limitations.

Caen recruited a trainee, architecture student, to develop a technical study about the target building: building plan and dimensions; assessment of the building conditions; 3D views; potential development ideas.

Liverpool drafted a feasibility study done by professionals.

Lublin prepared a 3D documentation and inventory works of the target building.

Porto set up a team to analyse the characteristics of the buildings and their rehabilitation needs. Based on the results they elaborated a digital and editable model of the site.

3.2.2 City is not the owner and limited willingness or possibilities of the owner to invest
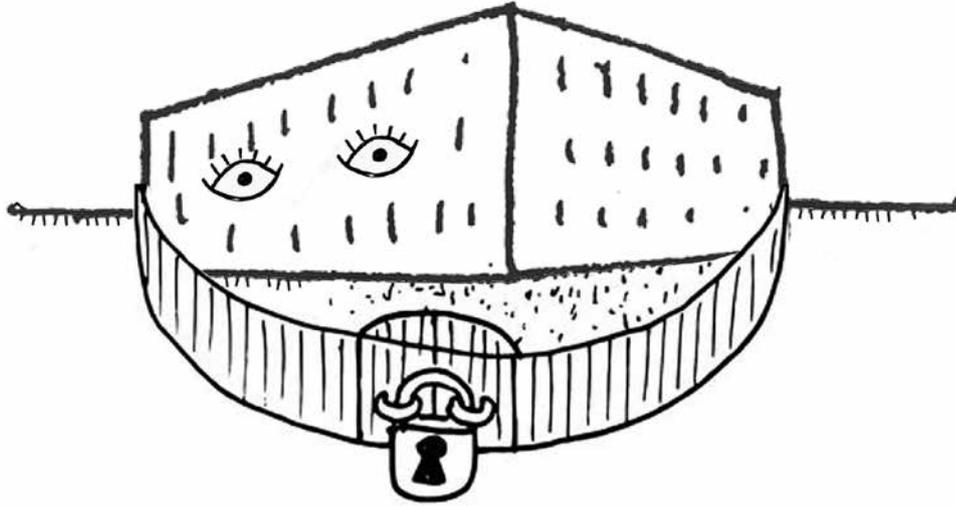
Couple of partners are not the owner of the vacant building sites,and thus, the direct influence on the reactivation of these buildings is limited. However, the 2nd Chance partners consider it as important that public administration plays an active role to incite the reactivation of vacant and underused buildings and sites. That means to

1. activate owners to invest in the building and participate in the joint reactivation process;

2. develop policies, programmes and tools as long-term initiatives, public regulations and financial incentives to incentivise the reuse of the vacant buildings.

   For an overview about such programs and policies take a look at chapter 1 of the 2nd Chance publication "Policies, Programmes and Actions for the Reactivation and reuse of (large) vacant buildings": http://urbact.eu/file/19883/download?token=bSQ1eEEa.

To be able to play this role the 2nd Chance partners have collected 11 supporting policies, tools and actions for it.

1. A shared and public inventory of abandoned places.

2. Shared and coordinated regulation and policy of the different departments and government levels for the reactivation and rehabilitation of vacant buildings.

3. A shared task force of concerned municipal departments and levels of government, dealing with vacant buildings.

4. Staff capacity building of public administration how to reactivate vacant buildings.

5. Public owned private company or public assistant team supporting private owners in the reactivation of their vacant buildings.

6. The right for public bodies to be the first to buy an abandoned place if it is of public interest.

7. Regulation for public takeover/ management of private, abandoned buildings if it is of public interest.

8. Regulations to be able to sanction owners that let decay their buildings or leave them vacant for a longer period of time, i.e. a vacancy tax combined with incentives for rehabilitation in contrast to demolishing the building (tax reduction; subsidies).

9. Legal framework, facilitating temporary uses under precise conditions for vacant spaces.

10. Awareness raising campaigns about the reuse of vacant buildings and support for it

i.e. showcasing good practices with an open day for reactivated buildings (festive event comparable to open monument's day...).

Brussels has developed a global strategy of actions with a gradual system of tools to first incite and then force the rehabilitation and reuse of vacant buildings. The strategy functions as a cascade. The idea is if the 1st tool has not the desired effect, the next one in the cascade will be applied till the objective of the reactivation and reuse of the building is achieved.

For further information take a look at the good-practice example 'Brussels toolkit for the reactivation of unoccupied buildings' in the 2nd Chance publication "Policies, Programmes and Actions for the Reactivation and reuse of (large) vacant buildings":

http://urbact.eu/file/19883/download?token=b-SQ1eEEa.

> _"Liverpool City Council's primary role is as a 'facilitator' to bring various parties together to ensure the most benefit brought for the reactivation of the building."_

Peter Hoey
Project coordinator,
Liverpool

Recommendations to cities that own vacant buildings, but have very limited resources for the reactivation

– Keep the property to have also in the long term influence on the use of the building.

– If selling seems to be necessary, check if leasehold can be an option.

– If there are no sufficient funds to properly rehabilitate a building, instead of leaving it vacant, the space should be offered for free to organisations and initiatives for social and cultural activities. In return the organisations and initiatives are responsible to ensure the physical conditions of the building are not worsening or even have to improve the conditions.

– If a building in good condition is given for free to social and cultural organisations and initiatives, lay down in the very beginning that after a certain time period a rent is to be paid. Define the approximate amount. Thus, the organisations and initiatives have an incentive to raise revenues with their activities to become economically more sustainable. Make this condition know to the public to prevent a public outcry, when a rent is finally asked for.

– Refrain from a rent if the activities provide important social and cultural benefits for the city and the organisations and initiatives can not raise the rent.

– Measure and monitor the social and cultural benefits for the city to be able to "prove" them and sustain the public and political support for this kind of use of buildings.

– Stimulate and support social and cultural initiatives and organisations to get economic sustainable so that they are able to pay rent or maintain and rehabilitate the building.

– Continuously search for uses that allow to raise revenues for the maintenance and rehabilitation of the building.

– Aim in the long run for uses that allow a proper maintenance and rehabilitation of the building.

– Set up a policy or regulation, adopted by the city council, under which circumstances vacant buildings can be used without a rent by social and cultural organisations and initiatives; differentiate the rules according to the location of the building and the social and cultural impact of the activities.

– Determine a department that is responsible for the reuse and management of (public) vacant buildings.

– Ensure the political support for this approach of using public, vacant buildings.

– Relate the reactivation of the public, vacant buildings to the long term needs of the city and consider the final end-user.

– Develop a vision for the vacant building, which is back up by the city council.

– Have a responsible person for the public vacant buildings

– Set up rules who and how is allowed to use public vacant buildings

3.2.3 Degraded state of the building and limited financial resources for the reactivation and rehabilitation
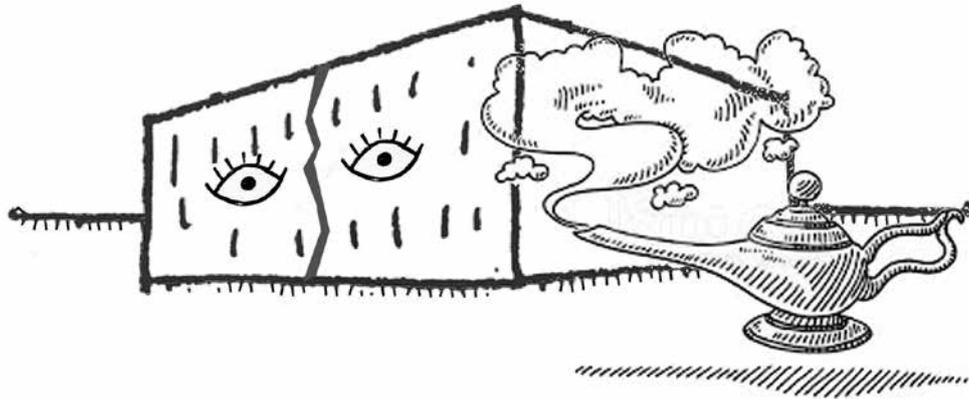
Many partners have dealt with buildings that were in poor structural condition, partly even in ruinous conditions. To prevent a further decay of the building fabric and by this gaining time for the reactivation process as well as to enable first (temporary) uses, some partners, as for example Liverpool, identified and carried out urgent repair and safety measures. Most often feasibility and technical studies (cf. 3.1.1) were used to identify these repair works.

It has also proved difficult to attract investors for the reuse and rehabilitation of the building. For this reason, several partners have looked into alternative financing opportunities (cf. 3.1.6).

Dubrovnik used the 2nd Chance project to elaborate three funding applications (Creative Europe; Europe for Citizens; national funds) to be able to continue with the reactivation process.

Liverpool won the Building Preservation Trust and Historic England as partners for the further rehabilitation.

Genoa organised a round table with potential investors to know about and discuss their ideas for the reuse of the target site. The invitation was made by the chamber of commerce, construction and film.

Porto promoted a partnership with private investors and a financing foundation (Manuel António da Mota foundation).

Recommendations to acquire initial investments

- Hire a fundraising manager.

- Involve famous artists and people to support a crowdfunding campaign (cf. Dubrovnik meeting report, p.4-6: https://drive.google.com/open?id=0B8rEL892ueogSFdIOENhNGJVOTg);

- Start an "initial coin offering" campaign (https://en.wikipedia.org/wiki/Initial_coin_offering)

- Create a social currency to pay the activities carried out (https://en.wikipedia.org/wiki/Local_currency);

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– Gain investor(s) to finance (part of) the rehabilitation works. In return they receive from the owner a fixed share of the future profit / rents over a certain time period.

– Consider not only the big investors; look for smaller, local businesses. They are usually very interested in their own neighbourhood.

3.2.4 Defining new functions and uses
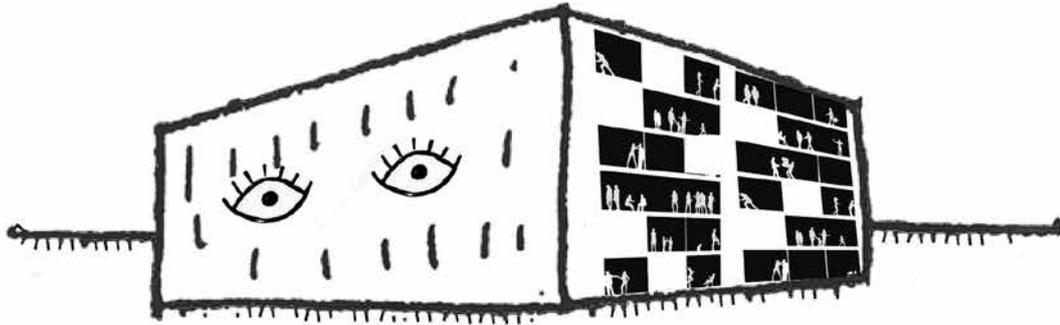
The 2nd Chance partners were challenged defining which uses and functions – short, mid, long-term – should be implemented in the building. This, having in mind that the reactivation of the vacant building is to be embedded in the city or neighbourhood development context, providing space for needed (social, cultural, economic) functions and uses. At the same time the long-term uses have to generate sufficient revenues allowing to rehabilitate and maintain the building in the long-run.

To come up with ideas for new uses, the 2nd Chance partners have made great efforts to involve different stakeholders in the development of ideas for new uses. Public consultations took place, many smaller and larger workshops, on-site visits as well as different kind of idea competitions (also cf. 3.1.4, p.).

Maribor organised student workshops & idea competition. within architecture student, accompanied by professional mentors, producing ideas of uses for the target building. The student workshops included workshops with the Local Support Group (cf. 3.1.4, p.).

Naples organised with universities an international design workshop, a master class and a post-

lauream course to generate ideas with students for the target building. In addition, a public assembly with inhabitants of the neighborhood took place to talk about potential uses and do a public consultation.

Gijon organised thematic workshops. Each focused on a particular perspective, reusing the target site. This helped to develop a variety of potential uses for the building taking into account the different perspectives.

Dubrovnik organised an on-site meeting for the citizens during which they asked different questions how they would use the target building.

Also participative websites like 'NextHamburg' (www.nexthamburg.de) or 'OpenBerlin' (www.openberlin.org) allow to collect and discuss use ideas with the public and to activate people for the

reactivation process.

Some of these and further examples are presented in chapter 3 of the 2nd Chance publication *"Policies, Programmes and Actions for the Reactivation and reuse of (large) vacant buildings"*: http://urbact.eu/file/19883/download?token=bSQ1eEEa.

As the partners have collected a variety of use ideas the challenge was to define which ideas and uses to follow, having the cost-benefit-ration in mind.

Liverpool applied the **tool "Costed Options Appraisals"** for that. The costed option appraisal is a common method of determining the most profitable development options for any given building. The technique involves estimating the value of a property after restoration and subtracting the cost of works to identify the most cost effective option. For most buildings this will identify the most profitable option. When dealing with iconic, historic buildings, this often means identifying the smallest financial deficit.

Further information
For further information outlining the use of costed options appraisals to help determine the optimum use of vacant historic buildings, check: https://drive.google.com/open?id=0B8rEL892ueogcDNTUmJ4cVpjUGc.

Tool

Multi Criteria Analysis to benchmark use options

The decision criteria to benchmark different use options can be manifold. You could look at following criteria:

- *Technical feasibility* – technical possibility of changing the building structure for the use (in relation to costs and benefits/revenues); preservation of the heritage values

- *Strategic Contribution* – How each option meets the vision and key strategic objectives of the project; how it contributions (compatibility) to city & neighbourhood strategy/ master plan

- *Financial Assessment* – rehabilitation / capital costs; revenues/ income; private and public sector investment; funding opportunities; available financial resources; End Value–Costs of the use

- *Operational feasibility* – operational costs of the use

- *Local Acceptability* – Support of city council, mayor, heads of department, community, other relevant stakeholders assessed through consultation of the options

- *Deliverability* – Based on a comprehensive assessment of the project risks and mitigation measures

- *Quality* – based on the aesthetic impact of the project in terms of urban design

- *Regeneration Benefits* – this would assess both the direct benefits (e.g. jobs, floor space, private and public sector investment, financial gearing, gross value added) and indirect benefits (catalyst, image, amenity).

- *Social / neighbourhood benefit* – benefit for neighbourhood; improvement of quality of life; job creation

- *Sustainability* – how sustainable will the project be measured against an agreed set of sustainability criteria.

The decision criteria should be jointly developed and agreed on by the involved stakeholders. For this, it can be helpful to have an external person, which is moderating the process and provides expertise for the definition of the criteria and assesses the uses based on the criteria. This will improve the acceptance of the results.

Recommendations

Start 'using' the building

– *Allow short and long term uses at the same time*
Allow short term (temporary / interim) uses and long term/permanent uses at the same time in the giant vacant buildings. This mixture attracts different kinds of (potential) users and makes the building (site) better known. The short term uses can increase the awareness about the building and the potential of using it. That can attract further users, coming step by step to permanent uses that should allow the economic viable rehabilitation and maintenance of the building. Concerning temporary uses: Lay down short term users (and the public) in the very beginning that they are only allowed to use the building for a limited time or after a certain time period a rent X is to be paid.

– *Check for low level investments to allow first uses*
Check if through low level investments first uses can be enabled that can pay a (low) rent (as building space might still be sub-stand ard). This will allow obtaining first revenues for further investments.

– *Check if users can do parts of the rehabilitation work themselves*
Check if potential users can do parts of the rehabilitation works. In return they pay a lower rent (cf. good-practice example 'Guardian houses' in the: 2nd Chance publication "Policies, Programmes and Actions for the Reactivation and reuse of (large) vacant buildings": http://urbact.eu/file/19883/download?token=bSQ1eEEa).

– *Check the availability of needed resources for the intended uses*
Check the availability of needed resources (technical skills, social skills, labour, financial resources, etc.) for the realisation of the intended uses/ for the reactivation of the building through the involved stakeholders: municipality, ULG members, owner, potential investor, citizens. This check can be helpful to assess which kinds of use options have a better chance of implementation.

3.2.5 Activating and involving politicians in the reactivation process
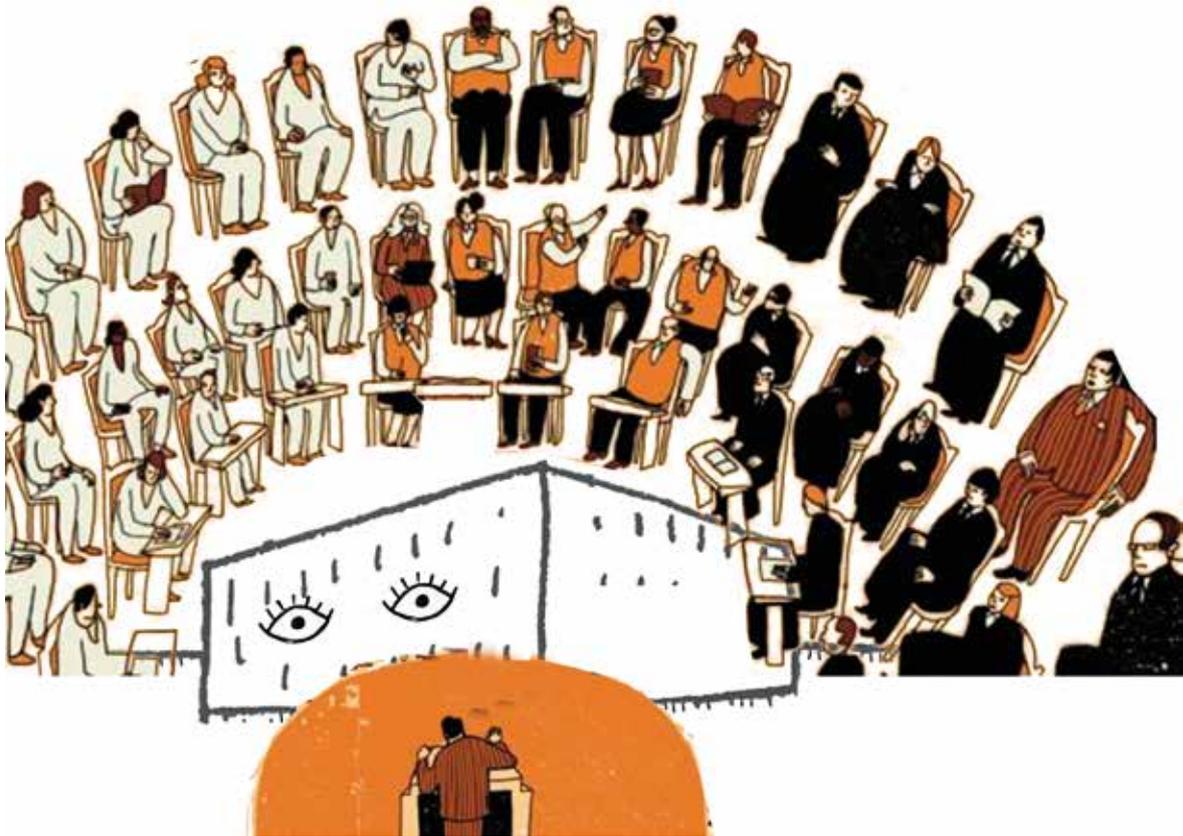
One important issue and challenge was to raise the interest of politicians in the reactivation of vacant buildings and gain their support for the reactivation process. For that, the 2nd Chance partners developed different activities. One main activity was to invite interested politicians to the Local Support Group meetings and inform the city council on a regular process about the reactivation project.

Lublin invited city councillors to participate in the 'Local Support Group' (cf. 3.1.4, p.), informed them regularly about problems and activities related to the reactivation of the building and organized on-site visits to inform about the building.

Caen invited to each 'Local Support Group' meeting the deputy mayor, starting each meeting with a joint lunch for the good working atmosphere. To inform the mayor and his team, the 'Local Support Group' members presented the reactivation project to him personally.

'Before the involvement of the politicians works by the city administration was more slowly. After the involvement of the politicians, gaining their interests about the general goals of the project and the specific role of each partner, their support changed the way the responsible city departments looked at the target site: technical resources become available and the articulation of interests more evident.'

Paulo Valença

Project coordinator,
Porto

Recommendations

Gain support of politicians and raise their interest about the reactivation of vacant buildings

– Identify stakeholders in your (wider) Local Support Group that might have personal contacts to politicians / mayor. Ask them to regularly tell them about the project and the reactivation process or to set up a meeting with him/her to present (interim) results.

– Identify the politicians who might be interested in the topic (reactivation of the building). Inform them regularly about (interim) results or invite them to meetings.

– Meet with relevant political groups independently from each other. Check beforehand their political agenda and which links you can draw from the reactivation of the building / the IAP to their political agenda. Present and stress these links.

– From the very beginning, present interim results on a regular basis to (the relevant board of) the city council and mayor. Ask for their feedback and loop the feedback in the Local Support Group. Let the city council and mayor know who is involved in elaboration process of the reactivation strategy.

– Use Local Support Group members to present information to political parties / mayor.

– Organise on-site visits with politicians together with Local Support Group.

– Achieve positive press coverage about the project; this will increase the political awareness/support.

– Let the city council adopt the reactivation strategy.

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3.2.6 Managing the reactivation process and future use of the building
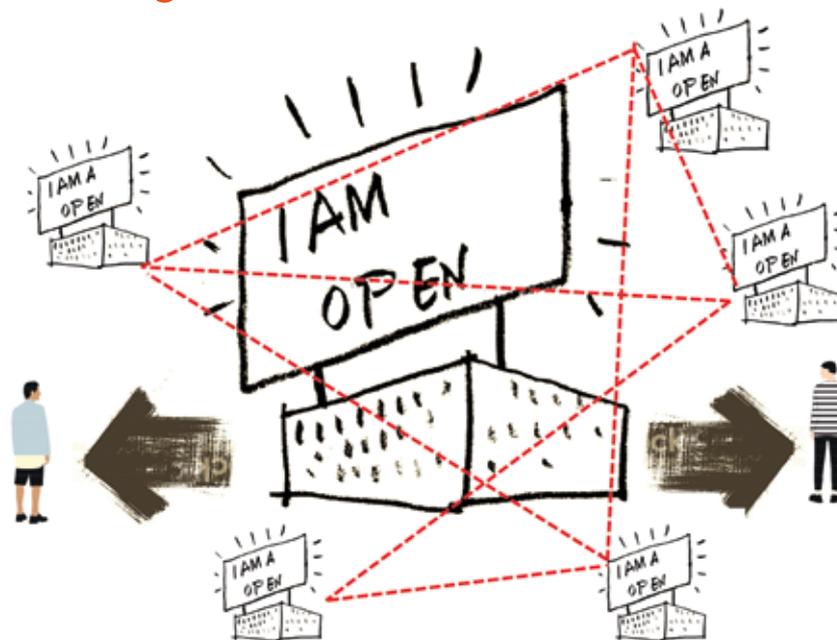
A challenge for all 2nd Chance partners is – as multiple stakeholders and sometimes even owners are involved – to come up with an efficient management and governance structure to further manage the reactivation process and future use of the target buildings and sites.

Liverpool has set up a Volunteer Board drawn from a wide range of professionals to support the further development to secure the future use of the building. The key objective of the board is to act as the City's agent to assist and advice on the reactivation process and driving the project forward.

Maribor intends for the programming of the building to set up a cooperative, as a non-profit social company. The idea is to have an open membership with a democratic selection of members, economic participation, autonomy and independent.

Porto will create two specific bodies: the Urban Area Management Cabinet (UAMC) in charge of ensuring the strategic direction (members will be the main institutional partners), and the Local Technical Team (LTT), managing the operational rehabilitation works. Partners are architects and engineers, members of the faculties CESAP and FEUP and of the association Critical Concrete. The LTT will be in direct contact with the inhabitants, the owners and the investors. Porto Vivo SRU will be in

charge managing and coordinating the two bodies.

Naples proposes to set up an innovative "public-community partnership model". This model is based on the coordination between the local administration (municipality of Naples) and the civil society, both represented in the association "Community for the Quartieri Spagnoli Park".

This association will be founded by the members of the Local Support Group. The founding members will invite other stakeholders (citizens, associations, informal groups, local socio-cultural operators, private investors, etc.) to join the association and participate in the reactivation of the complex. In this way, the initial Local Support Group will be consolidated.

The main tasks of the association will be the monitoring and direct involvement in the implementation of the reactivation strategy. as well as the programming of main investments regarding both, physical and immaterial activities. Therefore, in the statute of the association there will be specific references to the reactivation strategy, set up by the Local Support Group.

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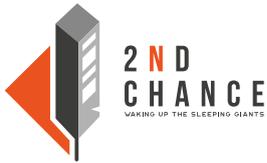
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