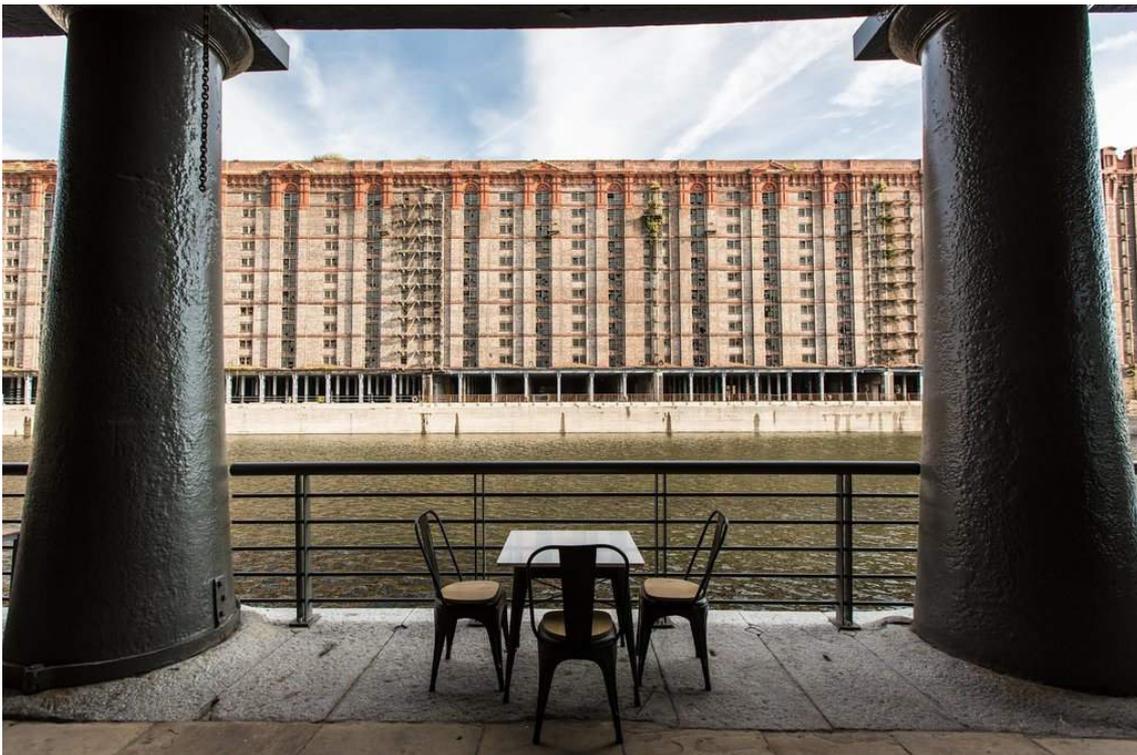


# 2nd Chance – Waking up the "sleeping giants"

Activation of vacant buildings and building complexes  
for a sustainable urban development

Baseline Study  
State-of-the-Art – Starting position



March 2016



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#### Baseline Study State-of-the-Art – Starting position

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## 2<sup>nd</sup> Chance – Waking up the "sleeping giants": Starting position

This chapter starts with an introduction why the issue of voids and vacant buildings in Europe matters from the EU level point of view (chapter 1.1). This is followed by a brief overview about opportunities these vacant buildings provide for the European city, but also with which challenges cities are confronted to reactivate them (chapter 1.2). This is followed by some good-practice examples and initiatives, which have already successfully strived for the reactivation of vacant buildings (chapter 1.3).

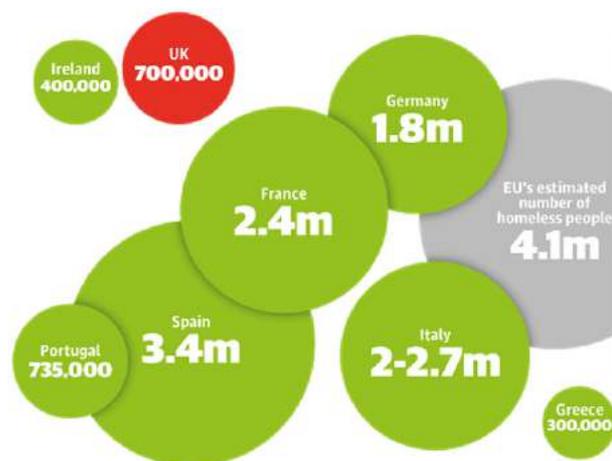
### 1.1 The EU context and EU policies

Urban areas are becoming both the causes and solutions of the current environmental and social crisis and future cities will also have to deal with limited urban spaces and resources. In order to cope with these environmental and urban crises, a paradigm shift in conventional urban regeneration is essential.

As the EU has entered the post-industrial age, decline of manufacturing industry, suburbanization, changing urban policies and planning systems, this has resulted in producing **diverse spectrums of underused and abandoned urban spaces, so called "voids"**. Voids can be fallow land, vacant lots, reserved areas, unused open space, space between public and private realms or vacant buildings, which have no permanent use or have fallen out of use. The radical restructuring of global economy in recent decades has resulted in **an explosion in the number of such spaces**. 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<sup>1</sup>. Housing statistics in the EU (2010)<sup>2</sup> showed that in

<sup>1</sup> [www.dw.com/en/empty-property-in-eu-could-house-all-of-europes-homeless-and-more/a-17463912](http://www.dw.com/en/empty-property-in-eu-could-house-all-of-europes-homeless-and-more/a-17463912); [www.theguardian.com/society/2014/feb/23/europe-11m-empty-properties-enough-house-homeless-continent-twice](http://www.theguardian.com/society/2014/feb/23/europe-11m-empty-properties-enough-house-homeless-continent-twice).

<sup>2</sup> [www.rijksoverheid.nl/binaries/rijksoverheid/documenten/rapporten/2010/12/17/housing-](http://www.rijksoverheid.nl/binaries/rijksoverheid/documenten/rapporten/2010/12/17/housing-statistics/housing-statistics-in-the-european-union-2010.pdf)



**Number of empty properties across Europe**

Source: The Guardian based on national data

average 6-8 % of conventional dwellings in European countries are vacant.

Inefficient decision making, lack of corresponding policies, poor land management, poor co-ordination among decision makers, public and private stakeholders as the main policy problems have not given answers how to turn these underused and abandoned urban spaces, which have often lost its original purpose, into opportunities for a sustainable urban development.

Because **these voids present a great opportunity for the European city**: the recycling and reusing of these abandoned urban spaces can be one pathway for greater resource efficiency and new, sustainable growth as important contribution for a resource efficient Europe. These urban voids can be strategic places for the redevelopment of cities and neighbourhoods. Re-using derelict land and widely abandoned buildings can contribute heavily to sustainable development by

- supporting a compact settlement structure and urban renewal;
- pushing more resource efficient cities by using the grey energy of the existing building stock instead of building a new one, by improving the energy efficiency of

[statistics/housing-statistics-in-the-european-union-2010.pdf](http://www.rijksoverheid.nl/binaries/rijksoverheid/documenten/rapporten/2010/12/17/housing-statistics/housing-statistics-in-the-european-union-2010.pdf)

the building through its rehabilitation. This supports a more efficient use of urban resources: land and energy.

- providing space for economic, social, cultural and environmental uses and needed functions in the city / neighbourhood;
- protecting European cultural heritage as these vacant buildings often have cultural heritage values;
- developing new cooperative planning processes between city administration, citizens, NGOs and economic operators to give them an active role in shaping the urban development through the revitalisation of such buildings.

There are also **social aspects** in all that. As vacant, abandoned buildings and sites have no official use anymore, there are “open” for something new. They present an opportunity to develop the site also for the benefit of the common goods, within the interests of the people and neighbourhood needs. Thus, these sites can contribute for example for the provision of affordable housing or for providing space for start-ups, cultural activities, etc., generating new job opportunities for the community.

Thus, it needs policies in the cities which actively seek to use the opportunities of these voids, in particular reusing empty, abandoned buildings, and develop them with the notion of the above mentioned issues to take advantages of them as strategic places for a sustainable renewal of our cities and neighbourhoods.

The 2<sup>nd</sup> Chance network wants to make a contribution to it by helping its partners to reactivate their larger vacant buildings and building complexes in the city in support of a sustainable urban development under the notion of the common good, and to develop policies, which actively make use of the opportunities these buildings provide. Because due to the size of these vacant buildings they can provide space for a variety of needed functions; all this

within the existing building stock and the city limits.

At **European level** currently the [sustainable building initiative](#)<sup>3</sup> is probably the closest to the topic of the network. In the beginning of 2015 DG ENV, DG GROW and the Joint Research Centre called for interest to establish a main stakeholder group to support a study on “Resource efficient Buildings” during 2015-2017. The aim of the study is to develop a common EU framework for building environmental performance indicators to drive improvements in both new and refurbished buildings. One specific objective of the study is to support more intensive use of buildings in order to reduce the need for further built environment, e.g. use empty buildings instead of building new, use buildings for more than one purpose when suitable, build flexible buildings to be adapted to new functions or changing needs when appropriate.

The study responds to the need identified in the Communication ‘Resource Efficiency Opportunities in the Building Sector’ [COM \(2014\)445](#)<sup>4</sup> for a common European approach to assess the environmental performance of buildings throughout their lifecycle.

There are further **EU policy initiatives**, but with the focus mainly on the improvement of the environmental performance of buildings in terms of energy efficiency: for example, the [Energy Performance of Buildings Directive](#)<sup>5</sup> (EPBD) obliges Member States to apply minimum requirements on the energy performance of new and existing buildings.

To support EU Member States in implementing the EPBD the European Commission has established the [BUILD UP initiative](#)<sup>6</sup>. The BUILD UP web portal is intended to reap the benefits of Europe's collective intelligence on energy reduction in buildings for all relevant

<sup>3</sup> [susproc.jrc.ec.europa.eu/Efficient\\_Buildings/](http://susproc.jrc.ec.europa.eu/Efficient_Buildings/)

<sup>4</sup> [eur-lex.europa.eu/legal-content/EN/TXT/?qid=1411482206636&uri=CELEX:52014DC0445](http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1411482206636&uri=CELEX:52014DC0445)

<sup>5</sup> [eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32010L0031](http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32010L0031)

<sup>6</sup> <http://www.buildup.eu>

audiences. It brings together new practitioners and professional associations while motivating them to exchange best working practices and knowledge and to transfer tools and resources.

Also **financial instruments** at European level to improve the energy performance in buildings have been established.

The European Investment Bank (EIB) provides intermediated lending and risk-sharing instruments combining loans with grants and providing technical support (i.e. European Energy Efficiency Fund<sup>7</sup> (EEEF) or Joint European Support for Sustainable Investment in City Areas<sup>8</sup> (JESSICA)).

The European Union provides financial support through the Structural and Cohesion Funds for energy-efficiency and renewable-energy investments, not only in public and commercial buildings, but also in existing housing. Another programme of the EU, providing funding for



<sup>7</sup> <http://www.eeef.lu/>

<sup>8</sup> [http://ec.europa.eu/regional\\_policy/en/funding/special-support-instruments/jessica/](http://ec.europa.eu/regional_policy/en/funding/special-support-instruments/jessica/)

buildings, is Intelligent Energy Europe<sup>9</sup> (IEE).

In the last decade several EU initiatives have dealt with brownfield developments and temporary uses which have intersections with the 2nd Chance topic. For project examples see chapter 1.3.

## 1.2 Challenges, Opportunities, Objectives

### Challenge & Opportunity

In many European cities smaller and larger derelict, vacant, underused sites and premises 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: vacant primarily means empty, but also free and therefore full of opportunity. The voids can be used to complete a compact settlement structure, to confront limited urban spaces and resources, to provide space for needed functions in the city.

Large buildings and building complexes that have lost their original purpose, are in decay and derelict, but are at the same time the prime opportunity within voids to support a sustainable city and neighbourhood development. Because of their size they can provide space for a variety of needed social, economic and ecological as well as cultural functions. They can provide space for social and economic activities, space for neighbourhood groups and activities, space for cultural industry, for start-ups, for alternative uses, etc. Further, they are often landmarks or identity anchor points; they often have great potential for the urbanisation of neighbourhoods and the galvanisation of actors. Their revitalisation can blaze a trail for the careful use of space and energy, using the grey energy of the building instead of building a new one. Often these larger buildings are also older buildings with cultural heritage value, which should be safe-

<sup>9</sup> <https://ec.europa.eu/energy/intelligent/>

guarded through proper rehabilitation and reuse.

But these larger buildings and building complexes are often too large to be redeveloped at one time and (financially) too heavy 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. Also long period of abandonment increase social and economic expenses and causes further negative impacts on its surroundings. These voids might be both in public and in private hands. The challenge is to reactivate those “sleeping giants” for a resource efficient sustainable growth and for the benefit of the urban (neighbourhood) development. It is about to bring these larger buildings and building complexes in use again, to rehabilitate/retrofit them, to improve the energy efficiency, providing space for what is needed in the neighbourhood / in the city, to support an appropriation through indefinite users, to support strategic uses of these premises, not only oriented on private exploitation interests, but also on the interests of the common good.

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”.

### **The challenge and questions of the 2<sup>nd</sup> Chance network are:**

#### Embedding the reuse of the property in the urban / neighbourhood development context

- What are the city development objectives and perspectives?

- What are the objectives and needs for the neighbourhood the property is situated?
- Which opportunities offer the reuse of the property for the city / neighbourhood? Which sustainable/ demanded functions could be embedded?
- Could there be negative effects for the neighbourhood because of the reuse/ new functions?
- How to identify the vacant buildings, which can be of best use for the urban/ neighbourhood development?
- How to make understand that the reactivation is not only about economic development?

#### Physical and economic adaptability of the property to new functions

- What is the current physical state of the property?
- Can the property physically adapted to desired new functions/uses? Is this feasible?

#### Engagement of stakeholders for the reuse of the property

- How to identify, activate and engage appropriate stakeholders for the reactivation of a building? How to ensure a lasting cooperation with good communication and coordination between them (unlocking further ‘resources’ for the reuse)?
- How to activate/engage with property owner for the common reactivation of the property and to achieve a lasting cooperation for mutual beneficial use of the property?
- How can the public interest / the notion of urban commons be integrated in privately driven project developments?
- How to identify and coordinate the interests and engagement potential of the stakeholders?
- How to start the process that people start “taking over” the building?

- How to ensure the coordination within the different city administration units and the city council / mayor?
- How to involve universities / higher education to access their expertise / innovation?
- How to get hold of the buildings when the owner does not want to get active?
- How to attract and engage investors/potential users?
- How to work with local/social media?

Development of appropriate strategy, instruments and process for the reactivation of the property

- Which policies / instruments are or should be in place to support the reactivation of the property?
- How to finance the whole process and the reuse/rehabilitation?
- What is the role of the municipality in the process of reactivation?
- How to monitor vacant properties / voids?

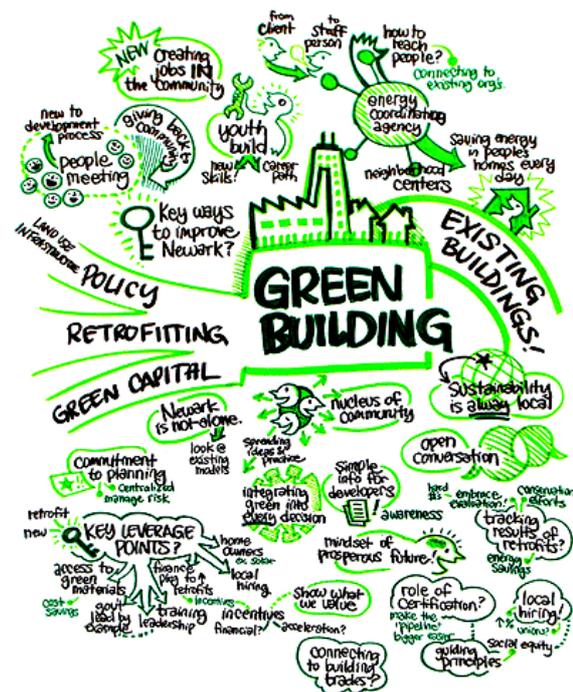
Answering the questions during the 2<sup>nd</sup> Chance implementation phase will enable the partners to develop collaboratively a flexible development/reuse strategy for the property, which is embedded in the strategic city and neighbourhood development. The strategy can demonstrate alternatives for the reuse.

The strategy will include a by all stakeholders accepted vision and objectives for the reuse of the property; (possible) functions/uses to be embedded in the building; strategy, actions, next steps to reactivate the property; financing the further process, etc. It is also possible that during the project certain new uses / functions are tested for example through temporary uses.

**Objectives**

Objective of 2<sup>nd</sup> Chance network will be to find out and try new approaches, new ways / instruments and planning methods to reactivate vacant larger buildings, building complexes or areas with many vacant buildings. The focus

will be to develop Local Action Plans (LAP) how such vacant large building complexes can be revitalised together with the community/different stakeholders for the benefit of the owner, the community, the entire city; how they can be revitalised step-by-step (letting them “grow” like a city) or how a development in cooperation with private property owner and the community could work.



The network will develop further organisation and financing models to turn more local actors into players in the revitalisation of such buildings and to strengthen the local potential for innovation. This can provide impulses for new urban developments. The intersection of innovation potential of self-organised builders' groups and principles and experiences of co-operatives harbours an opportunity of creating affordable housing and other uses, such as co-housing, co-working, commercial start-ups of a wider quantitative impact, and finding ways of perpetuating such voluntary tasks and programmes also over generations. In the end, new bottom-up experiences of cities, at political level and administrative level, on “common goods / urban commons” could be another innovative tool useful for the renaissance of vacant large buildings.

The intention of the network is to bring partners from European municipalities together which have derelict, underused premises with larger empty buildings, building complexes or areas with many vacant buildings near or in the city centre, which “resist” to be redeveloped.

The network will support the partners to exchange experience, to share ideas and to develop new approaches how to activate these “sleeping giants” under consideration of the common good /urban commons. The partners are willing to look for alternative ways to activate and redevelop them.

At local level partners will develop **Local Action Plans (LAP)** for the reactivation of the site/ buildings. The LAP could represent a flexible reuse strategy, embedded in the neighbourhood/ urban development. The strategy could include a vision and objectives for the reuse of the property; (possible) functions/ uses to be embedded in the building; actions/ next steps to reactivate the property and implement the functions/ uses and financing possibilities for the further process and the rehabilitation of the building.

The LAP will be implemented after the life time of the project. The LAP will be elaborated in close cooperation with relevant stakeholders by setting up a least a Local Support Group (called **URBACT Local Group = ULG**). The ULG will gather the local key stakeholders concerned by the reuse of the vacant premises. Potential members of the ULG could be divided into three categories:

1. Property owner/investor: private, institutional, public;
2. Municipality: mayor, city council, (urban planning, economic, social, cultural) department service provider of municipality / experts, (neutral) moderator of ULG;
3. Users & Supporters: citizens, neighbours/ inhabitants movements, (potential/ temporary) users, civic associations/ movements, NGOs, creative/ cultural sector, association of building sector, university, managing authority, public media.

### 1.3 Good-practice examples for the reactivation of larger vacant buildings and sites

There are several examples in Europe about initiatives which have tried to bring derelict and vacant sites and premises in use. Often these initiatives pursue not only economic goals, but also have social, cultural and environmental goals in mind; thus contributing to the sustainable development, which provides new or alternatives opportunities for the urban population.

#### 1.3.1 Examples for reactivation of vacant buildings

##### HausHalten e.V., Leipzig, Germany



HausHalten e.V. is a registered private association working for the preservation and rehabilitation of endangered late 19th century buildings in Leipzig. Their motto is “A lot of space for little money”.

Due to the leaving of more than 100.000 inhabitants after the fall of the wall in Germany in Leipzig there are many listed, architecturally important buildings, which are vacant since years. Many of them are in a process of decay. Due to the current surplus of available dwellings, the classical refurbishment of these buildings is currently uneconomic from the view of the owner. Thus, there is little prospect of classical redevelopment and re-use.

At the same time there are creative individuals with alternative lifestyles and living requirements which typical rental conditions cannot accommodate. Such individuals require premises whose conditions are below or different from what typical users would be interested in. Although there is obviously a need for accommodations for such individuals, there is typically very little on the market.

HausHalten e.V. has developed initiatives as the “Guardian Houses” (Wächterhäuser) to ensure the safety and preservation of the endangered buildings and the acquisition of new tenants for these buildings on a non-commercial basis. The main activity is to bring owners and tenants for the re-use of these buildings together, taking into account the following aspects:

- Preservation of cultural monuments and the urban landscape
- Owner consultancy
- Provision of stimulation for urban districts
- Promotion of employment and new businesses
- Copying the concept

The basic principle of the Guardian Houses is the provision of houses through usage. The house occupants become the guards of the house. Their presence helps prevent vandalism, limits weather damage and insures general maintenance. Since general wear and potentially damaging problems are discovered by the occupants early, they are minimized. The users take responsibility for the preparation, operating costs and refurbishment of the property. In most cases the owners allow the users to inhabit the flats free of rent. For HausHalten e.V. people who have a special social, cultural, or commercial attraction for these quarters of the town are of special interest as guards for these houses.

Such users are free to design and refurbish the houses according to their needs and aesthetics. This makes them bring their craft and arts skills to the improvement of the buildings. The labour and maintenance of the apartments

and remaining areas of the house become the reimbursement to the owners of the house in lieu of rent.

The owners benefit, by being relieved of the running costs and concern of the day-to-day maintenance of the house. The owner’s responsibility rests with arranging for the provision of electrical, heating and water supplies to the houses. In some situations owners are able to secure funds for contribution towards making the house basically usable.

The model’s key points at a glance:

- An interim tenancy contract between the owner and HausHalten e.V.
- The building is usually let rent free for the term of the contract
- Rights of use and brokerage are transferred to the association
- All ownership rights and property duties remain with the owner
- An option to prematurely terminate the contract in well founded, individual cases.
- Agreement with “house guardians” to pay the occurring operating costs of the building
- Independent repair input in the building interior
- Control of the unused parts of the building
- Paying membership of HausHalten e.V.

With such an initiative HausHalten e.V. has provided space for example for the private association Buchkinder e.V., which designs and prints books jointly with children. Non-commercial galleries occupy shop premises, which have established contacts with each other and to KUHTURM, a project run by students. A theatre has settled down as the association Beistandsleistungen e.V. which provides services to eastern European artists and migrants, start-up businesses like the vegan imbiss and new entrepreneurs interested in favourable conditions for establishing their enterprise.

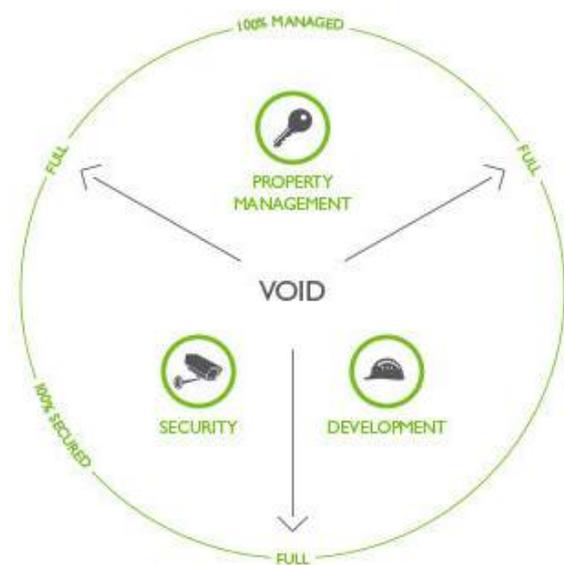
Thus, these “Wächterhäuser” have promoted new cultural and social projects and initiatives

and linkages between them, which provides a new push for the sustainable development of the area by reusing derelict buildings at the same time.

This approach has been transferred to other cities in Germany and it applied successfully there.

Further information: [www.haushalten.org/de/english\\_summary.asp](http://www.haushalten.org/de/english_summary.asp)

### Camelot Europe – vacant property specialists



Camelot Europe is an international property management services provider, offering a broad range of property management and advisory services to their clients with vacant property.

They follow a similar approach as HausHalten e.V. but with a profit orientation.

As service to owners with vacant properties they offer “Property Guardian”, which works as follows:

- They acquire inhabitants, so called “property guardians”, which are going to live or work for a certain length of time in the building for 1/3 of the average rent in the region.

- They manage all contracts and legal agreements between Camelot, the property owner and the Property Guardians.
- They manage the relationship with the Property Guardians from the day they view the property and sign the contract, to the day the property is handed back and they move out.

Camelot has a strict selection process for the “Property Guardian” to ensure that only reliable individuals act as property guardians. Property guardians are expected to look after the property responsibly. Their main role is to ensure there are no security breaches and that the property is well maintained prior to its ultimate use, immediately reporting issues as they arise.

Camelot has following requirements to the property. The property is wind and water tight. It is not vandalised or derelict and basic facilities are in place: electricity and water. For a small start-up fee they install basic ‘wheel-in, wheel-out’ shower pod units for temporary washing facilities.

In addition they use vacant buildings for filming and photo locations, as event space and for pop up stores.

Also, together with the property owner they transform outdated vacant buildings for temporary as permanent uses.

Several projects in UK, Germany, France, the Netherlands have been implemented. Further information: [uk.cameloteurope.com](http://uk.cameloteurope.com)

### Website [im]possible living



The website “[im]possible living”, supported by an app, is a developed crowd-assisted map site that is identifying vacant properties all over the planet, currently mostly in Italy. The site is trying to play matchmaker between abandoned spaces and people with ideas to revive those spaces, and maybe even some of the money they'll need to get things going.

At the website people can map an abandoned building they would like to reactivate and provide further information about the building like a detailed profile including size, location and state of decay. Other people can look for abandoned buildings. Together they can share and commonly develop ideas to reactivate a particular building.

In addition to the website, bicycle tours in Bologna and Milan to abandoned properties have taken place as well as a [workshop](#)<sup>10</sup> with a group of architecture students to plot out ways how abandoned properties could legally be redeveloped and what kinds of uses could occur. Based on the websites first buildings have been already reactivated.

Further information:

[www.impossibleliving.com/](http://www.impossibleliving.com/)

Another website to report vacant properties in German speaking countries is [www.leerstandsmelder.de/](http://www.leerstandsmelder.de/). But this website is mainly about to raise awareness about this issue.

<sup>10</sup> [blog.impossibleliving.com/2012/04/impossible-workshop/](http://blog.impossibleliving.com/2012/04/impossible-workshop/)

### City of Leipzig, regeneration of Halle 14



*(text from aeidl)* The Halle 14 project is part of a large brownfield regeneration project, namely the reconversion of Europe’s (once) largest cotton mill complex in Leipzig (‘Leipziger Baumwollspinnerei’). It is a good example of how brownfield development and creative industries can be used as impetus in a wider urban regeneration.

Main objective of the city and the project promoter was to regenerate the historical (and listed) Halle 14 building which was in a precarious state. In order to support the (existing) efforts made by the private owner and by non-profit organisations in the Halle 14 building, the city of Leipzig – supported by the European Regional Development Fund with 278 000 € (2009-2011) – helped in renovating the building’s façade and windows as well as creating a ‘training room’ for cultural/artistic purposes with a total budget of some 373 500 €. The training room is now an anchor point for various activities for local communities, particularly for children and young people. The ERDF investment forms only one part in the joint efforts to regenerate the Halle 14 building, including improving the building’s energy performance. Total investment into the building from public and private sources amounts to approximately three million €.

This five-storey industrial building with a total floor-space of 20 000 m<sup>2</sup> is centrally located on the cotton mill site. Since the beginning of the 1990s, artists and others involved in the crea-

tive sector have built a productive and lively community at this location. It is renowned for being the home of the 'Neue Leipziger Schule' (new school of Leipzig) of German painter Neo Rauch. As an independent art centre, Halle 14 should contrast with the now successful galleries and commercial creative companies by serving as a centre for non-profit organisations and young artists. Regular exhibitions, an art library, the art education programme 'Kreative Spinner', the scholarship programme Studio14 and the Lounge14 discussion series form elements of the wider Halle 14 project.

The project shows how a strongly integrative process, based on mutual trust and support, can make a real difference. A joint vision of private and public bodies for the regeneration of the entire neighbourhood was the foundation of all rehabilitation activities on the cotton mill area. Considering the context of brown-field regeneration, the project also shows that taking a step-by-step approach is sometimes smarter than a 'big-bang'. The former cotton mills complex is, due to its sheer size and need for physical regeneration, a major challenge for every investor. Tackling this aspect with a demand-based, step-by-step approach proved to be a smart solution.

Further information:

[www.aeidl.eu/en/projects/territorial-development/urban-development/urban-projects/1123-crazy-ideas-in-the-spinning-mill.html](http://www.aeidl.eu/en/projects/territorial-development/urban-development/urban-projects/1123-crazy-ideas-in-the-spinning-mill.html)

Also **URBACT** networks have dealt from different angles with related issue of the 2<sup>nd</sup> Chance network, in particular the networks USEACT and TUTUR.

**USEACT: Urban Sustainable Environmental Action**, <http://urbact.eu/useact>

One of the aspects addressed by the USEACT project was the control of the urban sprawl and related planning tools. One strategy that came up was the REUSE AND REGENERATION OF ABBANDONED BUILDING AND AREAS,



mostly connected with the issue of “retrofitting” and “adaptive-reuse”. The USEACT network highlighted the problem and opportunity of abandoned large buildings, which exist in many European Cities, but had not the possibility to focus on this issue because it was not one of the priority themes. But in the [USEACT Thematic booklet](http://urbact.eu/sites/default/files/media/useact_thematic_booklet.pdf) ([urbact.eu/sites/default/files/media/useact\\_thematic\\_booklet.pdf](http://urbact.eu/sites/default/files/media/useact_thematic_booklet.pdf)) a whole chapter has been devoted to PPP for urban reuses, at which a detailed overview about the different models and their possibilities and limits are presented.

**TUTUR: Temporary use as a tool for urban regeneration**, <http://urbact.eu/tutur>

The objective of the TUTUR network was to introduce the method of temporary use in urban regeneration to cities participating in the network. One important lesson learnt was that temporary uses can be a strong tactical component to gain new ideas for the development of neighbourhoods and to test these ideas in small-scale pilots. These pilots help “to try out” the revitalisation of for example an abandoned location. In the short term, this testing activates temporarily the abandoned locations at low cost, enabling economic growth without new constructions by recycling the existing structures, and, in the mid- to long term, converting them into permanent interventions and further investments. These investments will be well thought and accepted by the people.

### Temporary Use and Brownfield Development

In the last decade several EU initiatives have dealt with brownfield developments and temporary uses which have intersections with the 2<sup>nd</sup> Chance issue and can provide useful hints and tips. For instance temporary uses can be a valuable testing and transition tool for the reactivation of vacant buildings. They can highlight the potential of vacant properties and set the stage for the reuse. They also allow observing consumer behaviour and keeping public interest in a property alive. Temporary uses have demonstrated that they can be an important trigger for the revitalisation and further development of empty spaces, without being subject to the pressure of permanent continuity. Temporary use can also be crucial in the development of new economic, social, environmental or cultural values for the cities through its experimental, bottom-up approach, outside the ordinary functioning of the real estate market.

For an overview about examples about **temporary uses** and the access to vacant urban properties in Europe see the latest URBACT article: [urbact.eu/accommodating-innovation-temporary-use-and-access-vacant-urban-properties-europe-o](http://urbact.eu/accommodating-innovation-temporary-use-and-access-vacant-urban-properties-europe-o).

For URBACT good practices on Temporary Use Agencies see [urbact.eu/temporary-use-european-good-practices](http://urbact.eu/temporary-use-european-good-practices) and the Final report of the URBACT TUTUR project: [urbact.eu/files/tutur-final-report-temporary-use](http://urbact.eu/files/tutur-final-report-temporary-use); [tutur.eu/](http://tutur.eu/).

Other interesting projects and initiatives about temporary use:

- “Pop Up City”, US initiative: [www.cudc.kent.edu/pop\\_up\\_city/index.html](http://www.cudc.kent.edu/pop_up_city/index.html).
- Template – supporting temporary use: [www.template.com](http://www.template.com)
- Seeds – Stimulating Enterprising Environments for Development and Sustainability: [www.seeds-project.com](http://www.seeds-project.com) (project was about supporting temporary use and re-use of derelict buildings and empty spaces).

Other major EU projects on **brownfield development** have been

- Hombro – Holistic Management of Brownfield Regeneration: [www.zerobrownfields.eu](http://www.zerobrownfields.eu)
- Timbre – Tailored Improvement of Brownfield Regeneration in Europe: [www.timbre-project.eu](http://www.timbre-project.eu)
- CABERNET – Concerted Action on Brownfield and Economic Regeneration Network: [www.cabernet.org.uk](http://www.cabernet.org.uk)
- COBRAMAN – revitalisation of brownfield sites: [www.cobraman-ce.eu](http://www.cobraman-ce.eu)

### 1.3.2 Example of promoting the collaborative development of spaces

#### Designing the urban commons, London, UK



“Designing the urban commons” is an example of promoting the collaborative development of spaces, inspired by the rights to urban commons.

Theatrum Mundi, a professional network of urbanists and artists in different cities to stimulate discussion about practices spanning stage and street, together with the annual London Festival of Architecture (LFA) – a month-long, citywide celebration of architectural experimentation, thinking and practice, have organised an idea competition re-imagining spaces in London as places for collaboration, sharing and collective ownership, inspired by the rights to urban commons.

This competition asked for existing land, architecture or infrastructures in neighbourhoods across London to be re-imagined as common spaces, or for new urban commons to be carved out in the city. Spaces, physical assets in London were to be identified that could benefit its users better through being collective management or occupation. The design plans for an architectural, urban, performative

or organisational intervention should enable people to enact common rights to use this space, asset or resource productively and collaboratively.

In addition the competition sought designs through which the social act of commoning could take shape, by enabling citizens to co-produce urban resources from culture & knowledge to housing, energy or democratic processes. The design should be the medium through which community relationships and organisations are built.

A jury examined the competition proposals in summer of 2015 and selected 10 winners, which were awarded with a prize (8 by the jury, two via online web vote by the public). But more importantly, these ten proposals were featured at different exhibitions as the ‘Designing the Urban Commons’ exhibition at LSE Atrium Gallery in London as part of the London Festival of Architecture or in HO project space in Berlin.

Such (idea) competitions could also be used to develop and promote new ideas for the re-use and reactivation of derelict, empty buildings and their surrounding.

Further information:

[designingtheurbancommons.org](http://designingtheurbancommons.org)

#### Make city festival, Berlin



Over the years, Berlin has generated a multitude of urban interventions and occupations of

space by civic organisations and professionals. Many of the activities, that have transformed undervalued, liminal and temporary spaces, are now prototypes that are subsequently exported elsewhere.

To push the process further in 2015 a festival for architecture and urban alternatives “MakeCity” took place in Berlin. It brought together architects, planners, civic groups and developers in a citywide conversation on thinking and making city differently. The festival was about to discover and optimise the urban resources based upon the vast potential of civic engagement. Numerous urban initiatives from Berlin and other parts of the world organised the festival upon the notion of collaboration and participation.

City-wide conversation (Studio Talks), conceived tours (Make City Open), exhibitions and happening (Urban Hubs) took place over 17 days. These activities featured new forms of co-housing initiatives, unique appropriations of space and intelligent hybrid concepts that rethink the notion of shared spaces and shared resources within a building.

Further information:

[makecity.berlin/?lang=en](http://makecity.berlin/?lang=en);  
[vimeo.com/141673567](https://vimeo.com/141673567)

[Regulation on collaboration between citizens and the city for the care and regeneration of urban commons, Bologna, Italy](#)



The city of Bologna started a “Commons project”, an administrative experimentation program, in 2012 to demonstrate that a partnership between public administrations and citizens is possible, to test to govern together with citizens, acknowledging that citizens may represent a powerful and reliable ally capable of unleashing a great source of energy, talents, resources, capabilities, skills and ideas that may be harnessed to improve the quality of life of a community or help contribute to its survival.

A research unit together with an administrative task force formed a project steering committee. Together they designed experimentations to get to a prototype of a governance/regulatory tool based on the principle of horizontal subsidiarity and on collaborative governance mechanisms. City officials facilitated the birth of experimental partnerships between the City and local residents with regards to the management of a public square and a public building, all assets in need of cooperative place-making. On the basis of the lessons learned on the field through the experimentations and after all the necessary tests and analysis on the current national, regional and regulatory framework, three city officials and two external experts, received from the Mayor of Bologna the mandate to draft an innovative piece of local regulation. The draft was then subject to public consultation. In 2014 the results of the project were presented in Bologna: the draft of the Regulation on collaboration between citizens and the city for the care and regeneration of urban commons, which was approved by the City Council. The project has been awarded the Medal of Representation of the President of the Italian Republic.

Further information:

[www.labgov.it/governancelabs/bolognalab/](http://www.labgov.it/governancelabs/bolognalab/);  
[www.comune.bo.it/media/files/bolognaregulation.pdf](http://www.comune.bo.it/media/files/bolognaregulation.pdf)

#### 1.4 2<sup>nd</sup> Chance network: What will it be about

The 2<sup>nd</sup> Chance network is about the **reactivation of larger vacant buildings, building complexes or areas with many vacant buildings**, that have lost their original purpose, are in decay and constitute in their current state a problem / challenge for the city and the property owner. At the same time these buildings present a unique opportunity for the sustainable urban development. As these buildings are vacant, they can provide space for needed functions and uses, which so far could not “find its place” in the city or in the neighbourhood. In particular due to their size these vacant buildings can provide space for a variety of social, economic, ecological or cultural functions; all this within the existing building stock and the city limits.

Thus, the network is about to reactivate these buildings and embed the reactivation in the city / neighbourhood development context. This means to provide space in the buildings for functions and uses which are needed in the neighbourhood or in the city in general; to support strategic uses of the premises, which bring the interests of the property owner together with the public interest (i.e. interest of the community; notion of common goods). In deprived or neglected neighbourhoods in the best case the reactivation of the vacant buildings can be used and present a starting point for the revitalisation of the entire neighbourhood.

As these buildings are vacant since a longer time and most often are derelict, it needs new stakeholders and to create a new momentum to be able to start off the process of reactivation in a step-by step-process. First/additional users have to be identified, which allow to receive revenues for first rehabilitation actions and/or which support the rehabilitation of the building by themselves or which attracts new uses, which bring further/higher revenues to be used for the rehabilitation process. To build up such partnerships and prepare a participa-

tive reactivation process, which allows making use of the opportunities these vacant buildings present, is one focus of the network.

Thus, the partners will concentrate on a single building / site to learn from this process (in most cases in form of a pilot project) how to deal in principle with vacant buildings and bring them back in use in favour of the sustainable urban development. The pilot project might be used to develop guidelines, policies and instruments in support of the reactivation of vacant buildings in general in the city.

This kind of reactivation of vacant buildings will allow using more efficiently the space of cities, combating further land use consumption and urban sprawl and at the same time improve the neighbourhood and city development.