



Executive Summary Pilot Regeneration Actions

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Brief introduction of REPAIR and PRAs

REPAIR is a continuation of the ASCEND project (Achieving the Socio-Economic Re-use of Former Military Land and Heritage), whose main output was the development of a replicable model management framework for re-use of military land and facilities. In addition, the REPAIR sets out a clear and concise policy framework and guidelines to facilitate the transfer of best practices and knowledge with the view of enhancing the use of such sites for the betterment of the surrounding areas, realising socio-economic regeneration of military sites also taking into account environmental considerations.

The 10 REPAIR Partners (Medway UK, LP, Rostock - Germany, Kaunas - Lithuania, Karlskrona - Sweden, Paola - Malta, New Dutch Waterline - the Netherlands, Avrig - Romania, Opava - Czech Republic, Charente-Maritime - France and Florence - Italy) came together to define methods for realising extensive socio-economic regeneration of old military heritage sites. The REPAIR partnerships focus on the development of innovative new local policy, which places sustainable urban development at the heart of regeneration action to achieve the socio-economic re-use of redundant military heritage to attain the local delivery of the EU Sustainable Development Strategy.

The overall project results and outcome are based on a policy framework and recommendations centred around four pillars taken from the principles laid down in EU 2020, the Gothenburg Agenda and EU Sustainable Development Strategy

- 1) energy and waste management,
- 2) preservation,
- 3) sustainable transport and accessibility and
- 4) local jobs.

Aims of Pilot Regeneration Action

The REPAIR project has several objectives the most important perhaps to explore how the successful regeneration of former military sites can also act as a catalyst for broader sustainable urban development and to develop concrete policy recommendations to be used at local, national and EU level.

REPAIR consists of three main phases:

1. joint policy development and best practices exchange
2. development of individual local action plans using knowledge exchange in thematic Pillar working Groups
3. testing the relevance of the policy recommendations using the method of Pilot Regeneration Actions (PRA).

PRA is an efficient way of providing targeted assistance with concrete direct benefits to a few pre-selected sites. Assistance is provided both by the thematic experts and through the gathered knowledge of all REPAIR partners. PRA allows more in-depth, hands-on project activities with results that could be extrapolated to the overall project and its partners. There are also spin-off benefits for the other non- PRA sites since all project partners will be able to follow, comment, contribute to and gain knowledge from the PRA activities and outcomes.

The objectives of the PRAs have been to:

1. verify to what extent the methodology, REPAIR 4 pillars and policy recommendations have been sufficiently reflected in the LAPs and in pilot actions
2. guide the sites in their strategic approach to regional, EU and national funding
3. ensure increased synergies between site relevant LAPs and relevant local and regional development strategies and master plans
4. strengthen the participatory, bottom-up approach in regional and local development planning and implementation to actively involve key socio-economic stakeholders

The PRA process

The main processes of the PRA consist of:

1. Detailed analysis of the Local Action Plan comparing it with key strategic EU objectives (e.g. EU2020, EUSDS, energy policies), priorities of relevant EU funding programmes including the national and regional Operational Programmes

2. PRA site visits with consultations with managing authorities, PRA project managers, relevant local authorities and members of the ULSG to discuss strategic approach, funding opportunities and potential spin-off projects
3. Drafting an implementation plan which focus on enhancing the compatibility of PRA with REPAIR recommendations and available funds
4. Draft final Thematic Report covering the whole PRA exercise emphasising the final results, lessons learned and recommendations for next steps.

The initial project steps at PRA site level, many of the steps also relevant for all the REPAIR partners, included:

- Contribute to REPAIR Policy Framework (working groups, baseline document, consultation/review process)
- Organise publicity and visibility event
- Mini local action plan which was subject to peer review
- More comprehensive local action plan
- Setting up Urbact local support group
- Involving Managing Authorities
- Pilot Regeneration Actions

Conclusions

Overall results

- Focused strategy on access to EU funding: due to REPAIR and PRA activities, for instance Malta participated in a call under the INTERREG IVC Programme with the so-called "AT FORT" project, which was submitted on 30 March 2011 and focuses on socio-economic regeneration giving strong importance to environmental and sustainable energy issues. Also PRA Florence is stepping up its efforts in participating in Operational Programmes and in EU regional cooperation programmes.
- Strong bottom-up approach through the ULSG: the PRA have increased a democratic process where stakeholders have a say also in the initial development goals. Neither PRA Florence nor PRA Paola can be said to have exclusively commercial objectives. They both aim to generate benefits for the local population and the development goals have strong social traits.
- More strategic cooperation with Managing Authorities: Particularly the second PRA visit in April 2011 led to the Managing Authority proposing to further support REPAIR project and take it into account in future regional development context.
- More strategic and integrative development processes: The PRA policy recommendations and the emphasis on the 4 pillars have lead to more integrative LAPs and PRA with strong horizontal and vertical integration
- More structured implementation plans: the Thematic Reports set out a template implementation plan consisting of both organisational and strategic steps to assist and guide the REPAIR sites in realising their regeneration actions in a timely and efficient manner.

Lessons Learned

The PRA has been vital for validating the ASCEND and REPAIR methodology. The following key conclusions can be made:

1. Early involvement of ULSG and other key stakeholders from various social and economic sectors is the key to efficient project implementation. Malta is a typical case study of constructive bottom-up, high participatory approach, which has resulted in strong support from all relevant parties and efficient project implementation.
2. The development goal should preferably be based in the strengths of the location and local assets.
3. A comprehensive LAP, well situated in the overall regional and local development priorities, has better chance of realising its objectives and to be integrated into the regional and local strategies and spatial planning. Such a LAP is also a good foundation for obtaining EU funds and for raising attention of the Managing Authority.
4. Projects with a wider, integrative development goal and strong anchorage with all 4 REPAIR pillars and policy recommendations per se increases the chances of successful funding since they directly relate to key EU policy and funding priorities. In addition, they provide spillover effects and synergies both within and outside the project framework.
5. Early targeting and planning for regional OP (ERDF) funds and other EU funds, involving the regional Managing Authorities, increase the chance for successful funding and also gives more time for network and active cooperation and consultation with MAs.

6. Regeneration projects with multi-purpose approach normally stand better chance to be long-term financially viable since they spread the financial investment and risk between several activities (e.g. for Corradino Detention Barracks investment into museum, sports school, hostel complex).
7. It is imperative that the take up and transfer of good practices between the REPAIR partners takes place throughout the whole project cycle not only in the initial and final phases.
8. A targeted implementation plan and regeneration strategy is important to keeping to the targets and achieve the sought results. Such an implementation plan can help ensure regular involvement of stakeholders and sufficient visibility locally and regionally.

1. PRA Paola (Corradino)

1.1. Brief introduction to Paola PRA and development goals

The development goal of PRA Paola is versatile aiming at maximising regeneration of the Corradino prison and its socio-economic impact in the town of Paola and its surroundings. The Corradino project is centred around 4 main SPUR regeneration projects plus a later defined "Green Corridor" project.

The first SPUR regeneration project (Corradino barracks) is based on some of Malta's primary strengths, i.e. sports, language education and tourism. However, the SPUR regeneration projects have been designed and planned in a way to ensure linkage with all 4 REPAIR pillars, also energy, sustainable transport, accessibility and local jobs. The development goal has been strongly supported by City Council and all the key stakeholders consulted.

The redevelopment of the former Corradino prison started in early 2009, right at the onset of the REPAIR project. Some parts of the project – the redevelopment of the Corradino Detention Barracks – in terms of restoring some parts for museum and interpretation centre started already in 2007. A Baseline Study was prepared in 2009 as well as Terms of Reference for the Action Plan.

Paola Council has been actively involved and represented in all URBACT REPAIR meetings. During the whole project process Paola Council and the key project development team has consulted the ULSG which is represented by all the main socio-economic and political stakeholders.

1.2. Analysis of LAP

The Paola LAP was drafted in an early stage of the REPAIR project. It has a larger development goal and will mainly be implemented through "SPUR" pilot projects. The LAP is an extensive policy paper and platform for development activities around Corradino and it is in generally more comprehensive and ambitious than the purposes and scope of the REPAIR project. The LAP was developed in consultation of local stakeholders and has received extensive political support both from these stakeholders and local authorities. The LAP is likely to provide the platform for development of the Corradino facilities for at least another 3 years. Several parts of the LAP have already been implemented mainly with the assistance of regional and local funding sources.

Summary of LAP analysis:

Strengths:

- LAP takes an integrative, holistic approach corresponding to the objectives and approach set out in general EU strategic documents (e.g. EUSDS, EU 2020 Strateg), REPAIR 4 pillars and the Operational Programme. Paola Council and LAP also seek to maximise synergies between Corradino activities with those at larger regional or national level such as regarding changes planned to local public transport system including the current Transit Oriented Development approach to current transport trends - directing investments towards a high quality transport node in a centrally located area.
- The PRA actions are accessible for a number of EU funding programmes, especially if carried out in a comprehensive subsidy package to ensure integration, sustainability and synergies.
- Project is driven by an efficient project management comprising representatives of the Council, key contracted consultants (Heritage Foundation), engineers, environmental planners etc. Also extensive stakeholder consultations involving USLG having taken active part of the project from the beginning.
- Urban regeneration is planned in accordance with the Structure Plan of 1990 (strategic guidance on land use in the Maltese Islands), planning legislation, the general urban policy framework (e.g. political decision to regenerate Grand Harbour area which sets target for urban renewable projects until 2015) to encourage socio-economic development of Malta. LAP also bases action focusing on built environment on principle of Baukulture promoted through the Leipzig Charter.
- Action providing new jobs is based on the principle of Sustainable Communities. New opportunities will mainly be centered around the area of the Easter Inner Harbour zone in terms of tourism, industry (ship-building, wholesale and retail, storage) and commerce. LAP aims at promoting community renewals flexible enough to respond to economic, social and cultural trends.

Challenges:

- To integrate Corradino project with public transport network and overall transport and access policy priorities. LAP is mainly focusing on bus lines, possible extension of pedestrian areas and a bicycling path connecting to Corradino. Paola might consider a more comprehensive transport approach involving a modal shift.
- To maximise the job opportunities and other socio-economic contribution to the more senior population of Paola. In the core area of Paola close to interventions under SPUR 2 (Paola Square) and SPUR 3 (St Ulbaldesca Church) there is a clear majority of senior population. Hence the challenge lies in finding a niche in the projects for these people.

1.3. PRA visits

In total two PRA site visits were carried out by Hen Gerritse, URBACT Lead Expert.

1. A first visit in October 2010 mainly focusing on discussing the analysis of the LAP and the proposed PRA projects as well as to discuss the objective and content of the PRA implementation plan. The core project management team of Corradino project, representatives of Paola Council as well as several members of the ULSG attended the meeting. There was a consensus on the findings of the LAP analysis and the objective, approach and structure of the PRA pilot actions and PRA strategy.
2. A second visit took place in mid April 2011 with the main aim of meeting with the Managing Authorities and to decide on next steps in implementation of the project and in particular how to realise a sufficient number of viable, EU funded projects. The PRA visit was attended by the Managing Authority, the Director for Local Authorities as well as the core project management team, Paola Council and members of the ULSG. The systematic and structured Repair approach for revitalization was highly appreciated by the MA and it paved the way for a good discussion on the spin off projects identified within the framework of the PRA.

1.4. Regeneration Strategy

It is important to consider for the definition of a strategy and implementation plan that the planned PRA pilot activities are in advanced stage (at least mid-term status) and local partners have already contributed with their visions and proposed initiatives. Initial consultations, feasibility studies and architectural and technical planning have been realised. Building activities have yet to start except for SPUR 1a on the Corradino Detention Barracks – where some construction is already ongoing. The implementation activities so far have been relatively successful and timely but one of the essential tasks now ahead is to attract the necessary funds. For this, it will be important to take an integrative approach, explore various alternatives and construe package(s), which optimise the chances for access to both local, regional and EU funds.

Several key recommendations for a regeneration strategy have been described in Paola PRA Thematic Strategy. The most important are:

1) Extend the accessibility to funding opportunities

Several measures have been taken so far to access funding: e.g.

- Application for ERDF funding submitted for SPUR 1a on Corradino Detention Barracks to co-finance the sports school and hostel complex
- Imminent submission of application for ERDF funding regarding SPUR 3 on refurbishment of St. Ulbaldesca and Environs
- Identification of funding for SPUR 1b on Paola square upgrade and regeneration and transit station
- Contemplating PPP for financing the Solar PV farm

It is further recommended that the funding portfolio and strategy is based on the following foundation:

- 2-3 projects under Objective 2 (Structural Funds) projects, e.g. SPUR 1a, SPUR 3 (St Ulbaldesca and Environs) and SPUR 1b (Paola square upgrade and transit station)
- 2 interregional cooperation projects (Interreg IVC, FP7, EnpiCPMED, ProgrammeMED), e.g. Green Corridor (in terms of state of art, best practices) and Spur 1a (Corradino Detention Barracks in regard to the integrated investment concept, e.g. sustainable tourism linked to sports activities)
- Specific thematic EU funding programmes such as IEE, Life, Altener, SAVE:
 - overall energy efficiency management in built environment, i.e. in detention barracks including sports premises, recreational premises and sports/language school, in St Ulbaldesca
 - Spur 1b on Paola square and especially regarding transit station (focusing on modal shift, relying more on sustainable transport modes).

2) Develop spin-off projects

Further pilot actions could be envisaged that are streamlined to fit the priorities of EU funding programmes and to create synergies between the individual projects as well as with relevant, external projects.

In case of projects that are not directly corresponding to one of the key EU objectives such as the regeneration of Paola Square or restructuring of St Ulbaldesca and its environment, it could be useful to develop separate but inter-related projects to be funded by EU funds. This could be the case for SPUR 2 and SPUR 3 on Paola square and St. Ulbaldesca. For instance these could be further extended to create local jobs and to realise a more sustainable transport solution with modal shift towards more public transportation and walking and biking.

2. PRA Florence (Le Murate)

2.1. Brief introduction to PRA Florence and development goals

One of the key challenges for the Florence City Program of Social Housing is the functional recovery of a historical former prison called “Le Murate”, because of its dimension and location in the city and of its architectural value. Le Murate is located in the historical centre of the city and was closed in 1983. Implementation of the proposed project will provide access to a greater area in the city centre, historically closed to the town as it was a convent before becoming a prison. This regeneration activity aims at making the site the historical centre.

The first intervention started in 1997 and is being finalised in 2010 with 73 social dwellings, 2 new urban squares, a commercial-leisure gallery and public and services spaces. This first intervention predominantly focused on social and commercial regeneration of the city mainly for the benefit of the local population with less focus on preserving cultural heritage and attracting foreign tourists.

The second phase of Le Murate project commenced in 2010 is mainly based on the existing structures and results. The development goal is also largely the same – strong social and cultural – although for the second phase the project is more influenced by artistic, academic and community perspectives:

1. 34-36 social dwellings
2. 24 bed places with service spaces for „smart dissidents”
3. Infrastructural development projects (i.e. via dell’Agnolo and the road link between Le Murate and Largo Annigoni).
4. Incubation centre and technological districts for cultural goods
5. House of the City including the subterranean parking places.

The development goal has mainly been social and cultural. In the initial planning phase with stakeholder consultations and feasibility studies, the local authorities and the locals were of the opinion that a socio-economic development should be the pivotal goal and not mainly economic development in terms of hotel, conference centre, and recreational facilities. Firstly, City Council aimed at regenerating the military site and opens up a large, previously restricted, area to the citizens of Florence. The citizens will be rediscovering an area that has the potential of becoming the historical centre of the city.

2.2. Analysis of LAP

PRA Florence has mainly developed a mini-LAP. A part of the reason for not producing a full LAP is that the first phase of the project commenced prior to the start of the REPAIR project. However, based on the PRA visits and documentation received from the managing authorities and other experts in the context of existing priorities and funding opportunities at local, regional, national and EU level the following conclusions were made:

1. The Le Murate regeneration project commenced prior to the beginning of the REPAIR project so the development goals and the activities have not been extensively taken into account the REPAIR methodology and recommendations, especially not the pillars relating to energy/waste and transport/accessibility.
2. Le Murate has mainly had a social and cultural development goal. Further integration of other development goals, e.g. commercial, touristic, environmental and sustainable energy will provide spillover effects and additional guarantees for successful results. Given that the key beneficiaries of the site are young people such links will be highly successful.
3. There are tangible advantages of adopting a more versatile funding mix, which is based on local, regional and EU funds. EU funds will also result in more international visibility and recognition, which has added value in itself given the knowledge and experiences the City Council has in the implementation of this project. A wider funding portfolio will result in a wide range of possibilities and spin-off effects and projects.

2.3. PRA visits

A. A first PRA site visit carried out by Hen Gerritse, URBACT Lead Expert was carried out in December 2010. The participants to the PRA site visit from Le Murate did not include representative from the Managing Authority at this occasion. The main point of discussion was the analysis of the mini-LAP and funding opportunities.

B. The second PRA visit took place in mid-March 2011 and at this occasion the Managing Authority was also present. The main topic of discussion was the draft implementation plan and the current funding opportunities. The MA emphasized that the ERDF funds for urban renewal projects were all committed but they showed a clear enthusiasm for the integrated and bottom up (LAP) approach to prepare the Le Murate rehabilitation projects including the spin off projects identified in the PRA Implementation plan. A sound basis for further discussion has been created!

2.4. Regeneration strategy

1. Integrative approach

It has been recommended that PRA Florence can be slightly adapted to better fit the 4 REPAIR pillars. Also it is recommended that the projects are reflected and recognised in a larger policy context, e.g. in local/regional urban planning and strategy documents, especially as a best practices example of how to integrate social, economic, cultural objectives benefiting a larger audience. Although the core of the overall project could still be highly social and cultural, the projects could benefit from integrating other policies.

2. Extend the accessibility to funding opportunities

So far funding for most of the first phase has been through state and regional funds for social housing with co-financing by the City Council. It will be interesting to apply for EU funds and to construe a combination of projects in and in the vicinity of Le Murate, which triggers regeneration, and revitalisation of the site, which can beam out to cover other locations of the city and affecting a larger group of people.

It is recommended that the funding portfolio and strategy is based on the following foundation:

- 2 projects under Objective 2 (Structural Funds) projects, e.g.
 - Road link projects
 - Social dwellings and bed places for smart dissidents
- 2 interregional cooperation projects (Interreg IVC, FP7, EnpiCPMED, ProgrammeMED), e.g.
 - Incubation Centre
 - House of the City

3. Develop spin-off projects

Pilot actions could be further elaborated with a view to further streamline them to fit the priorities of EU funding programmes as well as to create synergies between the individual projects as well as with relevant, external projects.

Especially in case of the projects where significant funding is likely to be national or locally anchored, it will be difficult to simply adapt them to make them more applicable under EU financial programme. In such cases it is more appropriate to develop separate but inter-related projects to be funded by EU funds. This can be the case for social dwelling project and bed places and services for smart dissidents. This can also be an efficient approach to transport related projects, which are linked to two-road construction to facilitate access to Le Murate. Facilitated access is not only the road but also the transport possibilities. For instance, sustainable transport modes and especially methodologies and approaches to sustainable transport and access can be eligible for several EU funding mechanisms.