

# DOING IT TOGETHER

cooperation tools  
for the city  
co-governance

# **DOING IT TOGETHER**

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## Doing it Together

### Contents

9	<b>Cooperation Tools for Public Space Use</b> How To Do It Together
25	<b>Berlin: a Panorama of Cooperation in the Usage of Public Spaces</b>
40	<b>Lisbon: The BIP/ZIP Strategy</b> How It Works BIP/ZIP Path & Context A BIP/ZIP Implementation Case Lessons Learned
62	<b>Bologna: The Regulation</b> How It Works The Regulation Path & Context A Bologna Regulation Implementation Case Lessons Learned
82	<b>Madrid: The Public-Social Cooperation Ordinance</b> How It Works Ordinance Path & Context An 'Ordinance' Implementation Case Lessons Learned
102	<b>Closure and Recommendations</b>

## Introduction

Many groups and governments across the globe now want to promote effective cooperation between bottom-up and top-down urban practices in order to co-manage urban commons and test new forms of governance. In particular, there have been frequent experiences with the temporary use of public spaces, in which the idea of urban experimentation is to counteract the lack of flexibility of traditional urban planning and design of public spaces – a rigidity that often leads to failure due to the misunderstanding of the needs of users. It involves promoting proximity in urban planning and governance, fostering social planning around small projects, and analysing the evolution of the territory performance, of its contradictions and conflicts that are not always visible.

Considering how different urban actors can cooperate to improve quality of life in large cities is certainly one of today's biggest challenges. The search for innovative models that foster symmetrical cooperation and partnerships between citizens, institutions and public authorities is a topic increasingly discussed by practitioners and researchers.

This publication aims at assisting local authorities and community groups to co-create cooperation tools for community-led management of public spaces.

*Doing it Together* is a research and advocacy project based on the work of Instituto A Cidade Precisa de Você ('The City Needs You Institute'), particularly in its project MACROMICRO. This project is focused on how MACRO and MICRO-urbanisms can cooperate, as well as MACRO and MICROpolitics.

Micro-urbanism is the result of action by micro-scale urban actors. It is the set of urban interventions that establish themselves as catalysts of local change. It is complementary to macro-urbanism, which is linked to large-scale planning such as the development of masterplans. Micro-urbanism is linked to micro-planning and experimentation on a local scale.

Download the publication MACROMICRO1 at [acidadeprecisa.org/publicacao-macromicro](http://acidadeprecisa.org/publicacao-macromicro)

The questions that guide the MACROMICRO project are: Is it possible to share management of common public spaces in cities in a way through which macro and micro-urbanisms can communicate? What negotiations allow a public space in the city to be characterised by the protagonism of its spontaneous use? What is needed for the lessons learnt from successful prototypes to be replicated, improved or even extended to shape public policies for the entire city?

*Doing it Together* is a step forward, partially answering these questions by exploring and rethinking practices of city-making in a variety of contexts, analysing how scales intersect and how citizens get involved in the co-construction of public spaces. By bringing cases of public policies, legal instruments and other cooperation tools, and by identifying their obstacles, successes and results, the idea is to understand the context of each territory and how cooperation is practiced.

There are several reasons why *Doing it Together* concentrates on cooperation tools between cities and citizens and their implemented cases. These tools enable citizens to have a deliberative role in the decision-making process regarding the use of public spaces. They also allow public administrations to be more permeable and thus able to exchange knowledge and cooperate with citizens. They foster active citizenship and give citizens the opportunity to develop their political capacity, as they make possible the evolution from self-organised appropriation of spaces to a model of co-governance within a permitting institutional framework. Finally, the practices they support could be extended from public spaces to the overall production of contemporary cities.

Still, by no means this booklet suggests a 'copy and paste' approach when it comes to knowledge exchange and transfer. Presenting some implemented cases could inspire public administrators to develop local tools to cooperate with their inhabitants for the care and regeneration of urban commons.

This publication is an outcome of the project 'From Public Spaces Temporary Uses to a Co-Created City', developed by Laura Sobral as German Chancellor Fellow with the Alexander von Humboldt Stiftung, a foundation established by the Federal Republic of Germany to promote international academic cooperation between excellent scientists and scholars from Germany and abroad.

The research had as host institution ZK/U – Zentrum für Kunst und Urbanistik and was also supported by Prof. Markus Bader (Universität der Künste Berlin / raumlabor berlin). Furthermore, exchanging ideas with the Hidden Institute had an important role in its development.

Its starting point is the city of Berlin and its focus is the European context.

## COOPERATION TOOLS FOR PUBLIC SPACE USE

Well-managed open spaces bring communities together. At the same time, places that are connected to strong communities with a sense of belonging are more liveable and safe, hence with better quality of life. Municipalities and citizens have developed some small scale, bottom-up practices that improve urban environments. These multidisciplinary projects and local creative initiatives have had a positive impact on the life of communities and on territorial development while also opening the discussion of urban commoning.

Commoning, the collective ownership and management of resources, is currently being reimagined across social, political and economic debates as a response to the challenges faced by most cities today. As the urban commons are spaces created and produced through social interactions, the act of commoning is a set of practices that transform the space according to a political project. The denomination of 'urban commons' can be applied to 'raw and vacant land', to 'open spaces and infrastructures', as well as to 'abandoned or under-utilised public and private structures'. The city itself should arguably be treated as a common place: a collective physical and cultural creation by and for its inhabitants.

At the heart of the emerging debate about the city as an urban common and the urgency of shared management between citizens and municipalities are public spaces – such as squares and other structures. Public spaces are the

mostly diverse and potentially democratic urban spaces and have become increasingly lively, creating the new challenge of legitimising the cooperation between citizens and municipalities in co-governing public spaces and allowing it to gain scale.

However, is there public space for the community to work together to produce the city and their own material and cultural resources outside of market demands? Why not treat citizens' initiatives as emergent solutions for a collective governance of the commons?

Many neighbourhood groups, such as residents' associations or informal collectives, already influence how their local spaces are managed. And many already provide hands-on, practical support for the care and regeneration of public assets – always through volunteer work. Still, these citizens' initiatives, despite their differences, share challenges in some cases. For instance, there are attempts to move from temporary uses to co-governance, but most of the time the model is not satisfactory enough for the experiments to become subsidies for the improvement of collective, democratic intelligence in governance.

In order for cities to continue to develop in a more sustainable manner, prototyping alternative uses of public spaces should be encouraged. With the right knowledge and resources, community groups can become even more actively involved, particularly in underused or neglected spaces, by co-managing the space. Here is where the cooperation tools fit, making it possible for the urban public's wide demand for more community expression and local assumption of responsibility to be met in a way that benefits everyone. Public administrations can innovate through this cooperation and collaboration, turning cities into incubators of innovative citizen urban solutions.

Cooperation can be defined as an exchange in which the participants benefit from the encounter. Each party involved has its own defined role and the common goal is achieved if all those involved perform it accordingly. Collaboration is a situation in which two or more people work together towards a common output or achievement. To add the co particle before verbs indicates that the action is expected to be carried out jointly: it is about 'doing it together', turning into dialogue practices that are carried out through joint decision-making.

Temporary uses are an opportunity for urban planners and residents to get to know what the various groups think and, in turn, for these groups to learn to accept each other. They mobilise people around a collective project and create dialogue while also solving the issue of lack of meeting spaces in neighbourhoods. These uses are also a source of inspiration and motivation that can make people want to use public space: they demonstrate the wide potential and possibilities for the use of public space and they show how enjoyable a public space can be. Using temporary layouts can help engage potential users and allow them to test ways to fit unmet needs such as sports areas, playgrounds, urban gardens, artistic and cultural events, etc. This strengthens and even creates an identity for the public space. Finally, collective projects (for instance, artistic or cultural ones) can also be an opportunity to change development policies and mentalities.

In citizenship, moving from a passive attitude to an active one is not something immediate. In the case of public spaces, the success of citizen initiatives is linked to the gradual building of relationships, affections and networks. Therefore, for community-led experiences to be able to influence the way that the city is utilised, they need time. This involves experimenting with short-term improvements that can

be tested and refined over many years, carrying out small interventions that make things visible and show how people react.

Small-scale residents' and users' initiatives focusing on the dynamic use of public spaces should be encouraged. The sustainability of those projects and their legacy will depend on the development of tools for cooperation between the municipality and its citizens on the co-governance of public spaces. There are cities that have advanced in this agenda and that have created tools to facilitate the dialogue and shared management of common public spaces. This publication presents some of them.

## How to do it together

### >Building a common perspective

Certain tools are essential to the collective construction of viable models of organisational projects with scalable impact: in particular, tools for high intensity participation and regulations that allow and encourage collective and shared management. Pulling together the idea of co-creation and co-management of the urban environment under a spatial justice perspective clarifies the task ahead of us: to turn the city into a place for the 'commonization' of the production of the urban space. A crucial step for the convergence between micropolitics/micro-urbanism and macropolitics/macro-urbanism is understanding the existing resources and how to make the best use of them in cooperation. This is fundamental for the design of an organisational project of the urban commons, also since the consolidation of a common perspective comes from the collective construction of a common language that enables horizontal negotiation between all stakeholders – in other words, a language that allows, to all those who intend to be change-makers, the exercise of fair dialogue.

### >What is the public sector's interest in active citizenship and capable communities?

The public sector benefits from a new, combined model of governance – a co-governance model – where citizens share responsibility with local administrations and act as their partners strengthening both the civil society and the public authority. Local groups and associations with a cooperative attitude, when involved in the early stages of public policy decision-making, can contribute to the democratic usage and sustainability of places. The public administration can allow this to happen by supporting civic initiatives, playing an

active role in the design of urban regeneration policies, in the deliberation process and in the implementation phase. In sum, this means recovering the public sector's fundamental role.

#### >In theory

According to the 11th Goal of the United Nations Sustainable Development Goals, sustainable cities and communities should aim at making cities and human settlements inclusive, safe, resilient, and sustainable. These cities, according to the New Urban Agenda, "are participatory, promote civic engagement, engender a sense of belonging and ownership among all their inhabitants, prioritise safe, inclusive, accessible, green and quality public spaces that are friendly for families, enhance social and intergenerational interactions, cultural expressions and political participation, as appropriate, and foster social cohesion, inclusion and safety in peaceful and pluralistic societies, where the needs of all inhabitants are met, recognising the specific needs of those in vulnerable situations."

The commitment described in the New Urban Agenda, defined by the conference Habitat III held in Quito in 2016, is to promote "institutional, political, legal and financial mechanisms in cities and human settlements to broaden inclusive platforms, in line with national policies, that allow meaningful participation in decision-making, planning and follow-up processes for all, as well as enhanced civil engagement and co-provision and co-production." The creation of tools for the cooperation between different urban stakeholders is fully aligned with the United Nations Sustainable Development Goal 11 and also with the envisagements and commitments of the New Urban Agenda.

Sustainable Development Goals (SDGs) are a collection of 17 global goals set by the United Nations General Assembly in 2015.

The SDGs are part of Resolution 70/1 of the United Nations General Assembly: "Transforming our World: the 2030 Agenda for Sustainable Development." That has been shortened to "2030 Agenda."

The SDGs cover social and economic development issues including poverty, hunger, health, education, global warming, gender equality, water, sanitation, energy, urbanization, environment and social justice.

The New Urban Agenda is the outcome document agreed upon at the Habitat III cities conference in Quito, Ecuador, in October 2016.

It will guide the efforts around urbanisation of a wide range of actors — nation states, city and regional leaders, international development funders, United Nations programmes and civil society — for the next 20 years. The New Urban Agenda is a roadmap for building cities that can become engines of prosperity and centres of cultural and social well-being while protecting the environment.

The Agenda also provides guidance for achieving the Sustainable Development Goals and provides the underpinning for actions to address climate change.

#### >In practice

Paula Marques, councilwoman and head of the Housing and Local Development Department [Lisbon City Council] about the BIP/ZIP Strategy:

*"To have, around the same table, the associations and also the entities that manage the territories negotiating the neighbourhood usage is a process that takes a lot of energy and is not always short, but it is worthwhile. It is more effective than dealing with a possible reaction of the community to 'top-down' processes, which can generate time and even economic losses for the public administration. When the call for co-responsibility is made – from a decision-making phase to management – what is going to be implemented is much more protected from the point of view of public investment, since the search for solutions to possible issues that might appear would also be shared."*

Gema Rivas, general coordinator of Territorial Action and Public-Social Cooperation [Madrid City Council] about the Public-Social Ordinance:

*"There are several administrative advantages in facilitating the cooperation with citizens. There are always people organizing for citizenship, and we know that demands will arrive regularly. Simplifying and streamlining the response to these demands optimizes greatly the administration's time. For example, empty public buildings can be recovered and have a public function. We see a great advantage in being able to arrive at this result fast from a bureaucratic perspective. In addition to sharing responsibilities, it also guarantees legal reliability to the administration and to all others involved."*



Donato Di Memmo, head of the Third Sector and Active Citizenship Unit [Bologna City Council] about the Bologna Regulation:

*“A co-governance strategy is precious to better understand what happens in the territories of the city, the priorities of the population. It really works as a local thermometer. It allows the municipal presence to meet real needs, saving time and other administrative resources. You can not run a city you do not know. An administration that thinks and acts strategically takes into account the presence in the territory and the contact with the residents. Understanding the local issues and that the citizens themselves can help the administration find the best way to solve these issues, from our experience, can be very practical.”*

### >Lively, co-managed public spaces

Some link the appreciation of the quality of public space with the degree of democracy in a given society. Indeed, it is often observable that the more diverse and lively urban spaces are, the more equal, prosperous and democratic society becomes (and also the other way around). Being a catalyst for a city's development and quality of life, public space interventions acquire in this sense a multiplier effect in the delivery of economic, social, and environmental objectives for the city. Public space is the social space where citizenship takes place and can be exercised, where people should not be excluded or rejected, being essential in the functioning of democratic politics. It allows people to interact and have a sense of identity and community. It should play host to examples of a more egalitarian society that enables very diverse social exchanges. Healthy and lively public spaces are home for different voices, offering room for diversity and multiculturalism: encountering people who are different from oneself creates a temporary bond. Interacting with unfamiliar individuals could allow urban dwellers to broaden their minds. The best place to meet 'difference' is in public spaces, where all segments of society can cross paths, mingle and be observed, exercising conviviality. Without this observation and engagement with 'difference', society is in danger of becoming increasingly prejudiced and narrow-minded, as people tend to choose the company of like-minded individuals in their daily routines. At the same time, public spaces satisfy people's need for comfort, relaxation, active and passive involvement, and discovery.

Also, parks, green spaces, public squares, streets, allotments, woodlands and waterways all link up to create networks of public spaces that provide benefits to local communities beyond just those who use the individual spaces. They can provide accessible green routes for walking and cycling including safe routes to school for children; reduce the urban

heat island effect in summer through cooling and shading; help filter polluted air; absorb and store stormwater; supply biomass or biofuels to directly replace fossil fuels; increase local food production; and encourage biodiversity and provide corridors for wildlife to move through urban areas. Critically, they can boost the local economy by improving people's perceptions of an area, encouraging business and visitors.

That is why, even if the cases chosen to be shown in the following chapters represent different forms of cooperation between the city and its citizens, one of the criteria for selecting the tools for this publication was that they should support the appropriation, regeneration and co-management of public spaces.

The New Urban Agenda stresses the importance of public space as a vital element of urban life. It commits to promoting sustainable, inclusive and accessible public spaces both as drivers of social and economic development and as a tool to improve social interaction and well-being in cities. By setting its goal on the promotion of quality public space, the New Urban Agenda contributes to bringing light to an issue that has been quite disregarded by policy-makers of the last decades: how to give the city back to the citizens.

According to the Charter of Public Space (UN-Habitat, 2016), a public space is a space "publicly owned or of public use, accessible and enjoyable by all for free and without a profit motive". A section of the Habitat III Issue Papers, the Issue Paper On Public Space, highlights that public spaces generates equality. "Where public space is inadequate, poorly designed, or privatized, the city becomes increasingly segregated. Lines are drawn based on religion, ethnicity, gender and economic status because people don't meet or get to know each other. The result can be a polarized city where social tensions are likely to flare up and where social mobility and economic opportunity are stifled" and also

"Public spaces must be seen as multi-functional areas for social interaction, economic exchange and cultural expression among a wide diversity of people and should be designed and managed to ensure human development, building peaceful and democratic societies and promoting cultural diversity."

The World Bank acknowledges as well the transformative power of public spaces and notes the increasing demand for more of it, both in quantity and quality (World Bank, 2015): "(T)he need for public spaces has not been given the attention that it deserves, in terms of policy and action in developing countries. Cities must recognise the role that quality public spaces can play in meeting the challenges of our rapidly urbanizing world."

In many spaces, community groups are taking measures of their own to improve public spaces and use them in collaboration with private entities, governmental bodies or CSOs. They negotiate the use of areas within the community and with the authorities to promote a quality public space, accessible to all. Participation is a precondition for the appropriation of public space: it is easier to use a public space when we feel we belong to it. Feeling a sense of belonging involves a process that has to be constructed and that depends on various factors, ownership and responsibilities of users becoming key issues. Stigmatised public spaces with a bad reputation due to an unsafe atmosphere, abandonment or lack of maintenance become either not used or misused. This may happen even if those spaces have been well designed and have a good urban shape.

For that reason, the identification of users with public spaces should be strengthened, promoting genuine appropriation. For this purpose, diverse actions are needed, such as: clarifying uses, reducing conflicts, improving safety, facilitating accessibility, offering support to vulnerable groups in public spaces, avoiding monopolizing uses by

dominant groups of the community, etc. It is about trying to get people involved in the maintenance of public spaces, and also creating a feeling of belonging and of ownership. Thus, engaging people through participation and partnerships is an important aspect of the quality of space as it encourages the sense of belonging to the place, empowers local communities and promotes satisfactory activities to the neighbourhood. It can also give a voice to communities in precarious situations.

Local governments are often seen as the primary body responsible for managing public spaces. However, their internal organisation is often too segmented to be able to effectively meet real social needs, such as when the technical staff and the urban planning staff do not work hand-in-hand. Municipal internal cooperation and coordination could benefit from a shift from vertical to horizontal organisation, defining who should be involved in representing the different municipal departments. City services should be on board with a broad overview of the tasks associated with each service. It is important that the local government listen to claims and demands expressed by the population, and enter mediation and negotiation between different and potentially conflicting interests. For example, regarding space maintenance, collaboration and shared responsibility between urban managers, field workers in charge of maintenance, residents, owners, shopkeepers and other users to address maintenance of public space should be ensured. Also, there is an essential tension in public spaces between the need to 'live and let live', and the need to manage and regulate. Successful management needs to constantly balance between the two, while also refraining from the latter. Public education, information and involvement are crucial to this process.

The examples analysed in this publication are of government devolving or partnering control and decision-making to more local groups, thus creating an intermediate, local level for the governance of the commons through partnerships with local groups, local organisations and even individuals, focusing on public spaces.

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*Public space lends itself well to participatory approaches. Access to and participation in public space is a first step toward civic empowerment. Public space creation, protection, management and enjoyment are ideal opportunities for the involvement of all citizens, ensuring that individual and differentiated interests are transformed into collaborative practices. The quest for engagement tools in securing and maintaining public spaces has spurred the place-making concept which inspires people to collectively reimagine and reinvent public spaces and improving their neighbourhoods.*

*Public space enables the population to remain engaged and to stake a claim on the city. This implies to respect and protect a number of rights and freedoms, such as the right to freedom of expression and assembly, the right to information, consultation and participation in decision-making processes. A good city should foster social cohesion and build social capital, engaging the community in design, management and maintenance of public space. The public space interdisciplinary and participatory approaches are an opportunity for planners, landscape professionals, architects, technicians and designers to express fully their roles.*

Issue Paper on Public Space  
United Nations Habitat III Conference

## >Tools for cooperation between local governments and citizens

Making the public administration more permeable requires a particular attention to scales, all the more when it comes to governing urban commons, deeply embedded in the local context. Civil Society Organisations (CSOs) and urban practitioners are exploring forms of management and cooperation channels to find adequate solutions for place-based issues. These groups experiment with a range of relevant practices at the local sphere whose examination is also relevant at a global scale: generating a dialogue between micro and macro practices and policies is indeed a necessary step for the general improvement of public spaces. This variety of scales and complexity of competences prompt CSOs and community groups to act locally using models like collective action, co-creation and shared management of commons.

Such solutions are frequently efficient at the local scale but could be systematised and prototyped to reach a greater impact at the municipal or global scales. There are often obstacles in existing regulation that prevent citizens from actively using the city, especially regarding the care of public spaces, their recovery and reuse – temporarily or not. Sometimes, problems arise from lack of regulation. In order to let civic initiatives produce tangible social effects, some local authorities tolerate stretching the existing set of rules. Yet with time, a new set of rules has to be established. Then, a good relationship between citizens' initiatives and local and regional administrations can speed up the approval process of proper regulations, addressing the specific issues raised by previous experiences. Also, this often expands the possibilities of agreements and pacts between the public as owner and the initiatives regarding the activities allowed; the criteria and the terms granting rights of use; authorisations and permits required in case of temporary or long-term uses; and transitional arrangements, to gradually drive informal activities into the ordinary set of rules.

PPP is one expression of a strong trend towards (re)privatisation, which in some European countries has arisen as a result of more difficult economic conditions in recent years and the associated structural crisis in the public sector. The growth in Public-Private Partnerships as a way of fulfilling public tasks in partnership between the public administration and private enterprises must be seen in this context.

Most cities lack a comprehensive model of urban commons that could support this by combining the needs of the community, private interests and government involvement, and providing a framework to share knowledge and resources within the commons.

Public-private Partnerships (PPPs) are already well known, and are pointed by many as one of the only possible solutions to the limitations faced by public administration.

However, PPPs often do not prioritise public use and public interests. There are several other models to be tested which focus on the population's perspective, such as Public-Social Partnerships (PSPs), which are centred on a fair relationship between civil society and public authorities, with characteristics of collective participation, co-creation and inclusive management of what is public and common to everyone.

Tools that enable shared management, supporting projects that foster cooperation between the population and public authorities (while simultaneously caring for common public spaces), need to be developed in many cities around the globe. These tools play the role of supporting active citizens to transform ideas into deliverable projects, levying adequate funds, developing a plan and establishing the right organisational model. Good cooperation with the public sector can be essential to removing obstacles, explicit or hidden, that undermine the capacities of citizen initiatives.

In this publication some case studies of cooperation tools and frequent challenges concerning concrete experiences will be analysed. The mapped tools facilitate the emergence of communal and civic sharing projects to meet needs and build capacities across the city as commons, and were developed in Berlin, Lisbon, Bologna, and Madrid.

Many more tools could have been presented, but the time of the project was limited. For example, the city of Ghent co-finances non-profit projects with 75% of the costs (up to 5,000 euros) through an online platform. It provides technological support to help collect money, also offering assistance in project management and communication. Citizens can offer their support through skills and time, for example creating a marketing plan, raising funds, helping with accounting, or executing the projects.

Brussels created the Quartier Durable Citoyens (QDC), a call for citizens-led projects. Citizen groups are supported in their efforts by professionals who follow the projects, supporting and stimulating them to take off. Citizens also have the possibility to submit their projects to the city's participatory budget for financial support (up to 15,000 euros). The project proponents develop their ideas in close cooperation with other local urban actors and the municipality.

Vienna established local administrative units in disadvantaged areas of the city called Gebietsbetreuung (Gb). Their goal is to promote and facilitate civic engagement in municipal projects and community initiatives: it provides guidance on how to start a new activity, supports civic initiatives in public spaces and ensures a more direct relationship between citizens and municipal departments. The Gb operates in housing projects, rehabilitation of public spaces, citizen participation, public debates, support to local enterprises, and organisation of temporary events.

Other Spanish cities also developed relevant tools, such as Barcelona, Valencia and Zaragoza, and also some German cities, such as Bremen.

As a next step, the idea is that the Instituto A Cidade Precisa de Você ('The City Needs You Institute') will expand this research to other cities, also in other continents.

The Quartier Durable Citoyens (QDC) is also the name given to the neighbourhoods whose citizens benefit from the support of Brussels Environment (the Environment and Energy Agency of the city of Brussels) to lead projects related to urban sustainability.

## BERLIN: A PANORAMA OF COOPERATION IN THE USAGE OF PUBLIC SPACES

The importance of comprehensive participation in shaping Berlin is recognised by politics. According to the most recent government policy guidelines (2016–2021), the Berlin Senate wants to “promote citizen participation as a principle of political decision-making and to involve urban society in the development of Berlin”. For almost 20 years Berlin has been developing instruments that somehow allow its citizens to take an active part in the city's production.

However, in spite of the existing willingness to cooperate between politics, administration and civil society, cooperation problems regularly arise. In particular, the coordination of the respective needs, the access of civil society actors to information and planning processes as well as their participation in the district development need improvement. In addition, many actors from committed civil society have found that co-production of the city only works if participation consists not only of listening and querying, but also of delegating responsibility and decision-making powers to civil society actors, decision makers and citizens, incorporating them as (co-)designers in urban development processes.

## >Local Management Unit and Funding

### Quartier Management

In Berlin, local administrative units support citizens in improving their neighbourhood. They are called Quartier Management (QM), or 'Neighbourhood Management' of Berlin and are located in socially disadvantaged areas. In most parts of Berlin, the QM are managed by privately-owned companies commissioned by the local government.

The QM are partially financed by the *Städtebauförderung*, through which the federal government grants financial assistance to the states to enable cities to better cope with new tasks and challenges by creating sustainable urban structures with urban development programmes. The federal government pays for one-third of the programme and the city of Berlin, for the other two-thirds. The total budget for 2018 is 25 million euros. The Berlin Senate introduced the Quartier Management in 1999 as an intervention strategy to support social urban development in the affected neighbourhoods. Initially, the pilot scheme was intended to run for three years, but the majority of the QM have been running quite longer; only few of them have withdrawn from certain neighbourhoods. The Moabit Neighbourhood branch is the oldest, having been active for 18 years.

The QM local team are responsible for: the interdisciplinary networking of administrative bodies; implementing the integrated strategic and activity plan; "helping people help themselves" (empowerment) by organizing Neighbourhood Councils and several small projects within different focus areas for civic commitment towards socially integrative neighbourhoods. The programme is based on the belief that "an essential prerequisite for stable communities is to create ownership in the community by involving its members into the improvement and development process on an ongoing basis.

The knowledge of the people living in the neighbourhoods is pivotal for the development of a sustainable stabilisation and improvement strategy. Close cooperation between the residents, the administration and the facilities in the neighbourhoods lays the groundwork for a new community life in a spirit of solidarity."

Every QM has a 'Quartiersrat', a Neighbours' Council of 25 people elected every two years that decide possible solutions for local needs identified through workshops with the local citizens. The QM also includes a monthly public meeting to discuss the neighbourhood's issues.

Some of the instruments of the QM could be considered cooperation tools, such as the Aktionsfond. As part of the funding provided by the QM – Projektfond (funding for projects), Baufond (funding for construction) and Netzwerkfond (funding for networks) – the Aktionsfond (funding for action) is a fund to support community activities that improve the quality of life in the neighbourhood. Residents of the neighbourhood can apply for it and receive up to 1,500 euros per project.

## >Land Use

### Heritable Building Lease

Another available instrument in Berlin is the Heritable Building Lease. A heritable building lease contract describes the transfer of the long-term right of use from the owner to the ground leaseholder. In return, a ground rent is paid and there is a building and maintenance obligation. The heritable building right means that the land can be effectively withdrawn from speculation and permanently used for the common good of society, avoiding increased barriers to entry due to rising prices over time.

One case was when the city of Berlin granted the non-profit organisation KUNSTrePUBLIK e.V the right of usufruct of a residual public space in the district of Moabit (a result of a reformulation of the area) for 40 years. This lease was granted through a call that was opened eight years before, whereby the proposal of the initiators of the non-profit association was selected to develop in the existing building a cultural and social hub of art and urbanism, therefore called ZK/U – Zentrum für Kunst und Urbanistik.

The building located in this space now serves as the headquarters of the organisation, which pays monthly leasing fees below market value. On the other hand, the organisation commits itself to maintaining the space with public interest activities open to the community, free access to the surrounding public space, and preserving cleanliness and the vegetation.

## >Participation

### Participatory Budget

Some Berlin neighbourhoods also have a Participatory Budget (PB), which is linked to the BVV (parliament for the districts). It is a process of democratic deliberation and decision-making in which citizens decide how to allocate part of a municipal or public budget. Participatory budgeting allows citizens to identify, discuss, and prioritise public spending projects and gives them the power to make real decisions about how money is spent. It was originally applied in Porto Alegre, Brazil, in 1988. Today, PB is implemented in nearly 1,500 municipalities and institutions around the world. In 2005 the Berlin district of Lichtenberg became the first to introduce PB in any German city. Since then, the PB process conducted annually in Berlin-Lichtenberg has become an oft-cited example and a model for PB in Germany. Neighbourhood dialogues, public meetings and an online platform enable the citizens of Lichtenberg to submit and discuss their own budget allocation proposals, which citizens can vote either online or face-to-face on the district-wide voting day. The procedure also includes a representative household poll. Decisions as to whether or not the best proposals are included in the budget itself are taken by the members of the district councillors' meeting.

The figures indicate that the elected representatives in Lichtenberg are clearly in favour of PB. Since it was introduced, they have incorporated most of the best-voted proposals into the actual budget. A further exemplary feature is the legal institutionalisation of PB in the district administration law.

Berlin is known for being a place where grassroots initiatives have been able to experiment and test solutions in the last decades. An unstable urban development due to events such as the destruction of WWII and The Wall gave Berlin many available spaces and social cracks, enabling people to self-organise and try their collective DIY solutions in form of direct action. However, recently Berlin has been giving less space to spontaneity and self-made solutions. Today the use of city is largely regulated, leaving little room for experimentation. As a result, many initiatives have been grappling with the limitations of using public spaces and public land. As using the public space in an unconventional manner gets harder and harder in the city, some groups have been organizing to ensure the public spaces of the city can be used creatively.

One way to do it is understanding the legal geography of the city and the best way to deal with what exists in it. In this direction, a manual was released in 2016 to help citizens understand how they can use the public space and which authorizations are necessary, offering recommendations on topics ranging from approval procedures and contract design to liability issues. It also includes a 'Checklist for your project in a free space', reminding people of what is needed to occupy an available urban space. The manual is called *FREIRAUM FIBEL – useful information about the self-made city!*

Another way to do it is searching for more intensively cooperative structures. Innovative legal framework which enable more creative and spontaneous use of the city spaces are also being proposed, such as the project Playful Commons – Licensing Co-Creation of Public Spaces. It also addresses the interconnected challenges of two groups: users and administrators of public spaces. The idea is to build on Creative Commons licenses, as well as on the practices of urban game design and participatory spatial practice. The Playful Commons can be thought of as a network of public spaces that are pre-approved for playful activities – without

the need to ask for further permits. For now the Playful Commons is more a debate than an urban instrument. Its creators are working on developing it as a pilot project, but the city has not been very open to the proposal.

The citizens of the Friedrichshain-Kreuzberg district are also in search of ways to cooperate with the city to support their self-organised and self-initiated actions, standing for a locally oriented and co-produced urban development. With this purpose, local citizens joined efforts with the local administration to develop a plan for the 'Construction of a coordination body for the networking and cooperation of civil social activities and administrative structures in the field of city development'.

The challenge addressed in local urban development is to coordinate between policy, administration and civil society at all stages of local policymaking – from contact to coordination to decision-making. This requires both enduring cooperation practices and ongoing discussion formats. The plan is to establish a working and coordinating structure in the district of Friedrichshain-Kreuzberg that enables effective cooperation between civil society, politics and administration – Arbeits und Koordinierungsstruktur für eine gemeinwohlorientierte Stadtentwicklung (AKS, or 'Work and coordination structure for a commons-oriented urban development'), which should strengthen the common-good orientation of the current real estate, construction, housing and open space policies at the local level.

For that, the steps proposed in the plan are the following:

- # Definition of the content points in relation to new construction and re-compaction
- # Inventory of gentrification processes, public spaces and public use
- # Development of a model for cooperative urban development with real participation



- # Development of tasks within a future cooperation process
- # Establishment of city labs and dialogue workshops
- # Concept for cooperation between civil society, politics and the administration
- # Reflection on procedures and best practice examples of commons-oriented development

Berlin suffers from the lack of an instrument that makes the cooperation between the city and its citizens more intensive, broader and more transparent. This can be seen in concrete cases:

### Tempelhof Park

The Tempelhof Airport was one of the first airports in Berlin. It ceased operations in 2008 amid controversy, leaving Tegel and Schönefeld as the two main airports serving the city. After the airport was closed, a phase of discussions about what would be done with the place began. A decision was made for the airport construction to be maintained and its external area converted into a park. In May 2010, the more than 380 hectares of area in its original state were opened to the population. The former airfield has since been used as a recreational space – known as Tempelhofer Feld. Tempelhof had been at risk of being closed down as a park and opened to construction in 2014, but in a referendum and with encouragement from the 'Tempelhof 100% Free' movement, Berlin's citizens decided to keep using the field as a public park. In September 2015 it was announced that the Tempelhof building would become an emergency refugee camp.

The team Ideenwerkstatt Tempelhof – a cooperation between mbup, raumlabor berlin and Urban Catalyst studio – was commissioned in early 2007 to develop an integrated urban development concept that could combine top-down and bottom-up processes in an innovative way. In the masterplan,

strategies to open up and activate the designated areas with pioneering projects and first steps towards developing a park are interlaced with long-term urban development concepts. It envisions a five-year period for testing and trying out ideas, finding new programmes, and connecting the place to various practices and practitioners. The base concept is of urban pioneers – space users that inhabit, use, and develop a slice of the airfield into whatever they feel suitable, as long as it is open to the public and non-exclusive. Only after five years, long-term decisions and capital investment would be made. The process has the potential to allow the pioneers to consolidate and become part of the long-term development, not only with their ideas, but also with their presence and concepts, contributing to a more complex, community-based development scheme. The plan was only partially applied: instead of 200, around 15 interest groups and associations were given sections of the former airfield, the merger between bottom-up (micro-activities) and top-down (macro-planning) cooperation being less effective than it was designed to be.

This process could have benefited from a legal framework to facilitate the process and make it more transparent. The whole Tempelhof experience could inspire a cooperation tool that can be a significant addition in the future towards a more cooperative management of the Park and also to other public spaces that could be co-governed based on it.

*"Berlin is the city of parallel and contradicting processes. Our team Ideenwerkstatt was commissioned in 2007, after a brief workshop organised in late 2006 by the Senatsverwaltung resulted in a big need for expertise on the design of the transition of the airport into a park. Our proposal, 'activation through use', was looking at a cooperative working situation with planners and citizens to co-invent the future. Our task was to design rules and regulations on how to appropriate the site – a framework to allow the use of the public space as the space to experience difference and encounter the*

*other. It connects to incremental urbanism, which is about the gradual building of trust or a common vision between agents, while keeping their differences. It can be understood as an urbanism that builds on the experiences that took place in the field and therefore has a more direct relation and a more complex interchange between the ongoing urban experience and the reconfiguration of the urban sphere.*

*How we can agree on certain tracks, but not on all the tracks, on something but not on everything? How can you create this common vision, that sometimes is more like an assemblage, made of heterogeneous entities?*

*That is something couldn't just be discussed it on the theoretical level. It needs the physical experience and the physical impact to be discussed at all."*

Markus Bader, member and co-founder of raumlabor

## Prinzessinnengarten

The Prinzessinnengarten is a community garden at Moritzplatz in Berlin's Kreuzberg district. It is a former brownfield converted by residents and supporters in 2009 into an urban garden with social, ecological, and educational purposes.

The non-profit organisation Nomadisch Grün was created to run the garden. Next to an organic garden with 500 species of edible plants there are workshops for wood, metal work, re-use and bicycle repair, beehives, a community kitchen and a 10-metre high experimental DIY construction used for film screenings, public discussions, workshops etc.

In 2015 the project 'Neighbourhood Academy' launched a self-organised open platform for urban and rural knowledge sharing, cultural practice and activism.

The area of approximately 6,000 square metres was originally rented from a city-owned real estate company with annual

Incremental urbanism is about having more horizontal decision structures, involving more people, being more open, building a process of conversation towards an end result, or towards a shift or a change. It understands city spaces not as fixed and done, and then repaired, but as something dynamic, procedural, where the involvement of the people is not only to wish and then use, but also to co-shape, co-design, co-maintain, and co-use whatever comes out of these processes.

contracts. In 2012 more than 30,000 supporters stopped the planned privatization of the site. The campaign successfully kept the land as a public property and, for the moment, there is an agreement with the district of Friedrichshain-Kreuzberg to use the land. The district is in favour of keeping the common good-oriented activities of Prinzessinnengarten for at least 40 more years. The future of the site is not decided yet, but the final decision might be on the level of the Berlin Senate. The association Common Grounds, which will take over the responsibility for the site in 2020 from Nomadisch Grün, recently started a 'wish production', inviting users, neighbours and interested people to formulate ideas, concepts and wishes to keep the site as a commons for the next 99 years.

*"The situation of Prinzessinnengarten is also symptomatic for the insecure status of most of the 113 urban and intercultural gardens in Berlin. Most of them were created from the bottom up. Even though the municipality acknowledges their important functions for climate adaptation, social cohesion, biodiversity etc., the status of these gardens remains precarious, and they are not yet part of the municipal planning. Instruments of cooperation between the city and the citizens that facilitate this kind of agreement could help both parties negotiate the best way forward for both the activities in Moritzplatz and other community gardens to be continued. Furthermore, it would be important to have legally secured tenure like Community Land Trusts for land access along with instruments of cooperation."*

Marco Clausen, co-founder of Prinzessinnengarten

## Haus der Statistik

At Alexanderplatz, Haus der Statistik is a 40,000 square-meter building that has been empty for 10 years. The proposed Haus der Statistik – Zukunft durch Zusammenkunft ('future through encounter') is geared towards a sustainable, integrated urban development that serves public interest. To achieve this goal, an innovative and effective constellation has been established. It is called Koop5 and was established between the senate, the county, the state-owned companies WBM and BIM as well as the cooperative ZUSammenKUNFT Berlin eG – a Cooperative for Urban Development with the aim to facilitate a citizen-driven, inclusive development of Haus der Statistik. Koop5 aims to be a constructive collaboration with co-productive synergies. With shared responsibility, they intend to realise the evolution of Haus der Statistik geared towards the common good and contributing to a broad participation of urban society.

The Senate Department for Urban Development and Housing is leading the co-creation of the new bureaucratic model, which is now in discussion and development. Haus der Statistik – Zukunft durch Zusammenkunft is being developed since 2016 and is intended to be open to the city and run as a co-managed space in 2021.

*"In the process of developing Haus der Statistik, participation and inclusion of citizens and stakeholders in urban space creation is taken to a new level of quality in involvement, and of quantity of space created. Most of all, there is a new level of representation of inclusionary planning due to the outcome of that process being visible right in the centre of town, on Alexanderplatz. Haus der Statistik becomes a monument of citizen-will and involvement. I believe this might be a blueprint and response to the crisis of city governance."*

Matthias Einhoff, co-director of ZK/U – Zentrum für Kunst und Urbanistik and member of ZUSammenKUNFT Berlin eG

As Berlin, many cities are going through situations like these – in which citizens initiatives propose a new model of co-governance for public spaces that are urban commons or have the potential to be – and could benefit directly from having a co-governance instrument that allows, fosters and facilitates the cooperation between the city and its citizens in public space shared management.

In the following pages some of the existing instruments and public policies in different cities will be presented to inspire other municipalities to create their own.

*"From the administration's side, we are struggling daily trying to make these projects possible by fitting them in the existent urban instruments, which renders symptomatic the lack of availability to create procedures and tools to make it easier to deal with these cooperation needs. This could be precisely the motivation to look at these reforms and innovations. I know it would not be easy and quick to advance in this process but, in the end, this effort could be beneficial, as it should result in making easier for the administration to deal with this in a longer term perspective. In this direction that we are creating the Arbeits- und Koordinierungsstruktur für eine gemeinwohlorientierte Stadtentwicklung (AKS).*

*I also hope that instead of looking for solutions for their particular cases, the initiatives widen their aim to create something broader, something that could be useful to other cases that also want to convert public spaces into models of 'being together', into places that foster change and create community."*

Florian Schmidt, Friedrichshain-Kreuzberg district councillor  
Head of Department of Construction, Planning and Facility  
Management  
[Berlin City Council]

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*"In many cases regarding the design of public spaces, the upgrading of neighbourhoods, the sale of urban areas or the design of recreational areas, there is a criticism of city dwellers that there is no dialogue on issues of urban development at eye level with the actors involved. Participation formats are usually based on a top-down understanding. Seeing urban development as a result of the interplay of different actors with partially diverging interests should consider that, from the governance perspective, the demands*

*and needs of civil society actors should be taken into account in order to work better, along with politicians and representatives of public authorities. This raises the question of how actors in politics, public authorities and civil society can work together to deliver acceptable results for all stakeholders.*

*In Berlin, for example, temporary experimental areas in cooperation with city dwellers, administration and politics could be delimited. The use and design of such areas should be largely self-organized by city dwellers and supported by the administration. The goal could be to generate knowledge about ways to stabilize and disseminate such land as "co-production zones". Such a planning tool could be used by city councils and policymakers similar to BIDs (Business Improvement Districts) in collaboration with active urban dwellers to ensure long-term appropriation and self-organized negotiation of the use of these areas.*

*The development of such co-production zones and the co-production zones themselves could foster continuous learning between stakeholders and could contribute to the transformation of cities by encouraging discourses on user-driven urban development and driving the transformation of concrete urban spaces. Co-production zones are *per se* a process whose main feature is the constant reflexive renegotiation and transformation of urban spaces by the actors.*

*Those 'experimental areas' should be identified in land-use plans or development plans, not providing an exact usage for them. Thus, unconventional free space uses could be actively promoted by the municipalities so mutual learning processes among the users of such areas would be made possible.*

*Also, formats and structures should be developed and implemented that actively support the negotiation of positions, knowledge and interests at eye level."*

Konrad Braun, architect, urban researcher  
and co-founder of the Hidden Institute

# THE BIP/ZIP STRATEGY

**The BIP/ZIP Strategy is a set of combining tools that support small-scale, community-driven projects in deprived neighbourhoods, allowing bottom-up experimentations in many fields – for instance, co-governance models, design solutions and cultural initiatives.**

The BIP/ZIP local development strategy is composed of a set of tools to promote of local development, foster active citizenship, boost the capacity for self-organisation, and encourage the collective search for solutions through the participation of the population in improving their living conditions. The objective is to contribute, through technical collaboration and financial support, to an effective improvement of the deprived territories and communities in order to allow and reinforce their integration to the city, halting discrimination in the access to goods and services.

Municipality and population cooperate to impact the citizens' lives and promote social cohesion in the city by supporting and promoting local projects and partnerships, creating networks and establishing links between the real problems of the people living in these areas and the decision-makers.

## LISBON

500,000 people  
living in the city

22800 euros is the  
GDP per capita

800 million euros is  
the municipal budget  
for 2018

## How it works

The first step of the BIP/ZIP strategy, back in 2010, was to develop a BIP/ZIP map: a municipal political instrument that identifies territorial priorities in the city. The name BIP/ZIP is an acronym for 'priority intervention neighbourhoods and zones'. The main concept for mapping these zones was to identify areas and neighbourhoods lacking minimal levels of cohesion in terms of urban, socioeconomic and environmental conditions as well as lacking connection between the voices of the local citizens and the local authorities.

Statistical information about social, economic, urban and environmental factors were collected, and the city's social and territorial fractures identified and mapped. Several datasets and maps were cross-referenced in order to understand social and territorial dynamics. These findings were discussed in a public consultation with the participation of stakeholders. Priority in urban development was given to 67 neighbourhoods across the city, not only in peripheral areas, but also in the historical centre, thus classified as BIP/ZIP.

The BIP/ZIP concept and map were designed to encourage partnerships connecting the city and the people in these areas to find answers for the future. This mapping process resulted in two programmes: the Local Partnerships Programme and the GABIPs – Gabinetes de Apoio ao Bairro de Intervenção Prioritária, or 'Local Offices for Support to Priority Intervention Neighbourhoods'.

The **Local Partnerships Programme** is a funding scheme offered by the City Council of Lisbon that provides funding and technical support to small projects of public interest to be developed in the BIP/ZIP areas by networks of local initiatives and non-profit organisations. Local organisations carry out the analysis of a local problem, develop partnerships, define objectives and activities, and create a framework and timescale. The budget for each project is up to 50,000 euros

a year, which is to be managed by the main partner of the project. The BIP/ZIP team follows the implementation steps closely, organizing a network of key services to support and cooperate with the proponents so that the project is properly implemented. However, the main responsibility lies with the proponent of the project.

The main difference between traditional processes of participatory budget and the BIP/ZIP model is that the latter encompasses multilevel cooperation, and the organisations themselves develop and implement the proposed projects along with the communities. This reinforces the cooperative aspect of the BIP/ZIP, allowing shared management of the projects throughout their development and results.

The entities that can apply as promoting partners – through an online application process or the locally elected Borough Council – are local non-profit organisations and locally elected Borough Councils, which function as executive district supervisors. It is required that at least two organisations apply together, one of which may be the local Borough Council itself (which can be the promoter or a partner). Informal groups can also participate in the programme as long as they partner with formal organisations. In many cases, organisations in the same territory do not interact or have a scant connection with the local population. The BIP/ZIP addresses this issue by encouraging networking and mutual strengthening.

The Programme has different categories in which proponents can compete and also several fields, for example, promotion of citizenship, intervention in the public space, or improvement of the quality of the neighbourhood. As a result, the developed initiatives are very diverse, ranging from culture to sports and social projects: community gardens, skate parks, renovation of squares, mobile libraries, prevention of domestic violence, and shared management of local parks. The jury is

formed by the municipality's technicians, academics and civil society representatives.

The funding is for one year – and projects have to deliver a final report at the end of this period – but the initiatives have to demonstrate a two-year sustainability plan in advance. Although the BIP/ZIP programme plays the role of an ignition for these projects, some projects still return for funding in their second year. They cannot be funded for the same activities but can apply for an upgrade.

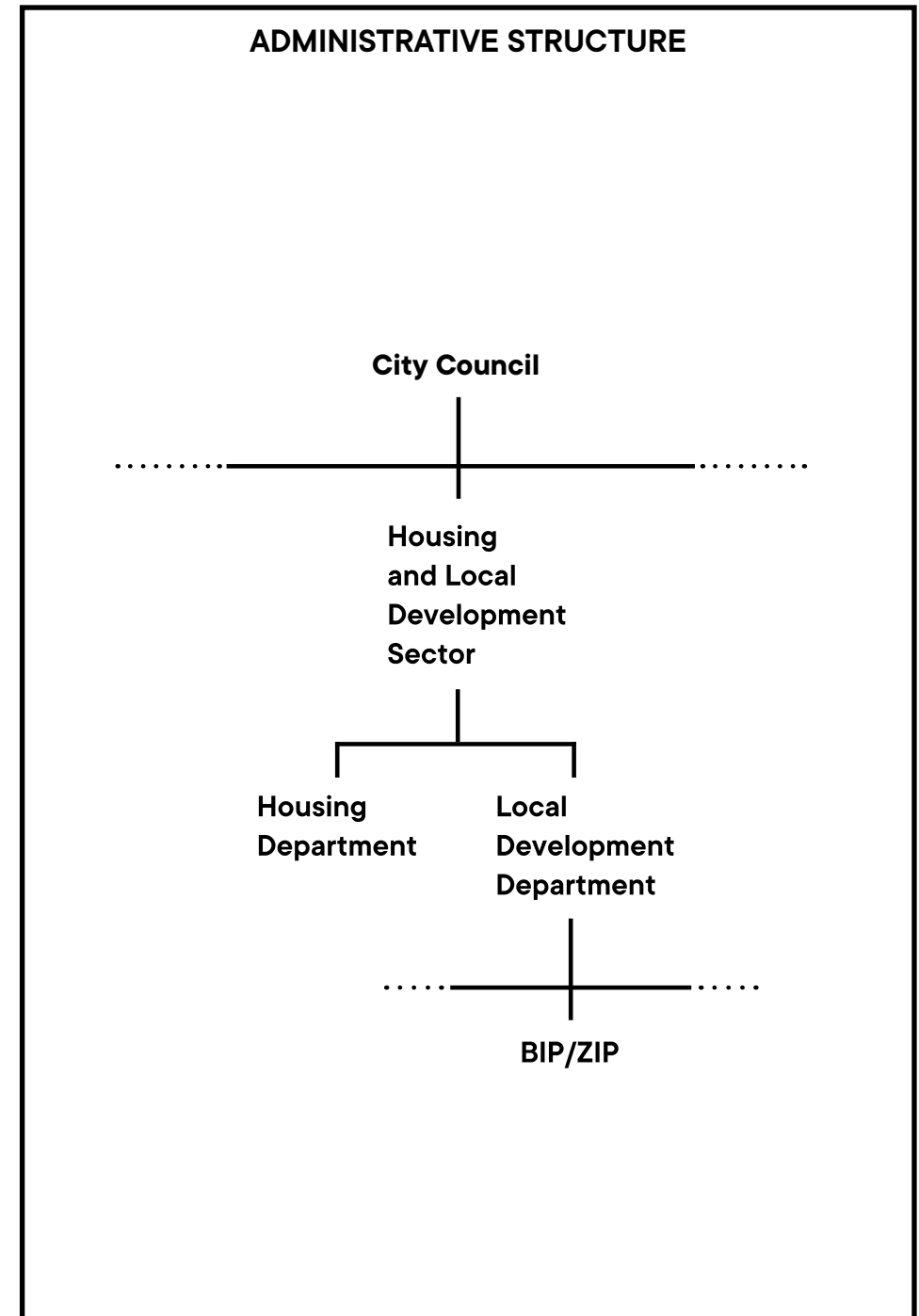
*“Fifty-thousand euros for making a project is not much. It is frequent that the community organises to find additional funding, so usually this investment multiplies, along with the numbers of partners in a project. They normally obtain up to 50 per cent more than the initial funding, and they increase their activities proportionally, as well as their network: if a project begins with four partners in the application, it can finish with more than six.”*

Miguel Brito, Head of the Lisbon City Council Local Development Department

The **GABIPs** offer a network of services committed towards horizontal work between the municipality and citizens, innovating in public service. It steers initiatives, investment and regeneration for the neighbourhoods. They are local structures for co-governance that promote partnerships, maintaining an executive committee with key local stakeholders of the urban regeneration process such as local authorities and associations as well as a coordinator from the municipality. Their composition depends on the technical, urban, social, environmental, cultural, and educational aspects of the projects. Officials from many municipal departments can take part. The GABIPs function as a fast track between the municipality and the community, as they push decision-making to the local scale and share it with local actors.

These cooperation tools allow and support the involvement of the communities themselves in the process of improving their quality of life. They do so with in a transparent manner and relying on participatory processes and co-realisation.

As a development of the BIP/ZIP strategy, the Lisbon' Community-Led Local Development (CLLD), known as Rede DLBC, was created. It is a bottom-up co-governance network focusing on funding and training local grassroots organisations to collaborate with institutions for Local Development. Rede DLBC develops a global strategy for BIP/ZIP territories and shares previous experiences to enhance the skills of local partners. The Collaborative Platform for Community-Led Local Development is funded by the European Regional Development Fund.



## BIP/ZIP in numbers

> Approximately **one-third** of the city's population lives in deprived or BIP/ZIP areas.

> The BIP/ZIP programme has a budget around **1.6 million** euros per year.

> Almost **600** organisations have been actively engaged in BIP/ZIP projects in the 8 editions of the programme.

> **100%** of the BIP/ZIP budget comes from the City Council, corresponding to **6%** of the annual budget of the Municipality's Housing and Local Development Department.

## Milestones

**2009** Councilwoman and architect Helena Roseta, part of Movimento Cidadãos por Lisboa ('Citizens for Lisbon Movement'), proposes the Local Housing Programme.

**2010** Helena Roseta proposes the BIP/ZIP to the City Council as part of the Municipal Strategic Plan.

**2013** BIP/ZIP receives the international prize of the International Observatory on Participatory Democracy (IOPD), boosting its projection worldwide.

**2015** Councilwoman Paula Marques, also part of Movimento Cidadãos por Lisboa, becomes in charge of the municipality's Housing Sector and creates a new department inside it based on the BIP/ZIP concept: the Local Development Department. Also in 2015 the Community-Led Local Development Network of Lisbon is created – Rede DLBC.

## BIP/ZIP Path and Context

Born in 1974, the same year the Portuguese transition to democracy began, SAAL – Serviço Ambulatório de Apoio Local ('The Mobile Service for Local Support') is a cooperation tool considered the largest experimental essay in the merger between architecture and popular participation related to the right to housing applied in Portugal. A programme of assisted self-building or assisted design, SAAL set up 'technical assistance brigades' for each of the sites to be intervened on. It demanded that the construction of the new neighbourhoods be on the same sites of the existing ones; that residents were to build their houses receiving aid in materials and technical advice from the housing governmental agency Fundo de Fomento de Habitação ('Housing Development Fund') or from the freely-elected City Councils; and that rent payments to partly cover costs were to be calculated according to income. It stated that the 'brigades' offering legal, architectural, financial, accounting and construction assistance were not to substitute the initiative and leadership of populations and cooperative grassroots movements. Out of the 78 operations performed by SAAL, 50 were in the Lisbon district.

Having come to an end in 1976, SAAL has influenced a significant number of future urban and social programmes in Portugal, as for example Iniciativa Bairros Críticos ('Critical Neighbourhoods Initiative'). It also contributed greatly towards a local culture of participation and associativism, which was essential to the creation and development of the Lisbon Participatory Budget and further participatory instruments.

In 2008 Lisbon was the first European capital to implement the Participatory Budget. It is currently managed through the city's main online platform, 'Lisboa Participa', that gathers many other online participation tools for the city. This context



was important for the development of the BIP/ZIP Strategy and its constant evolution.

The social crisis and the public economy managed to recover from its budget deficit between the 1980s and the 2000s, but this did not end the historical social deficiencies of Lisbon. Proof of this was the social and economic crisis that would come to a peak in 2013.

Helena Roseta was elected in 2007 as part of the Movimento Cidadãos por Lisboa, an independent political group. In 2009, the movement joined a political party (PS – Socialist Party) and Roseta was elected Council Member from 2009 to 2013, being responsible for the preparation of the Lisbon Local Housing Programme. When the programme was approved by the municipality, it defined as one of its main goals “Improving the City: Improving the quality of urban life and territorial cohesion”, which required the identification of the areas where a more integrated intervention was needed. Accordingly, during Roseta’s mandate, she proposed the BIP/ZIP. The BIP/ZIP map is a component of the Municipal Master Plan, the mapped ‘priority territories’ being also a reference for other municipal policies. It is not a law or a map, but a political instrument of community building and political strengthening and a base tool for the development of an intervention policy.

In the last decade, Lisbon has been the target of the austerity policy instructed by Brussels, as a result of the request for international financial aid made by the Portuguese authorities in April 2011. While the country dealt with the austerity policies, the city of Lisbon attempted to resist to those measures, seeking alternatives to optimize public investment in cooperation with its citizens.

The BIP/ZIP proposal was created before the economic crisis deepened in 2012/2013 and was essential during this period. Because of it, many organisations withstood disappearance

and continued to work in the territories, maintaining the vitality of many groups and movements of active citizens.

The BIP/ZIP strategy is a political option, voted annually along with the annual budget for the following year. In the last four years the programme has been approved unanimously by the elected councillors and continues to be legitimised by local grassroots organisations. The connection to European programmes – such as URBACT, a European Territorial Cooperation programme aiming to foster sustainable integrated urban development in cities – plays an important role in the continuation of the BIP/ZIP strategy, as it gives it international prestige and recognition.

The BIP/ZIP strategy – a toolbox composed by the BIP/ZIP map, the Local Partnerships Programme, the GABIPs and the collaboration networks (such as Rede DLBC) – is now closely connected to the municipality’s overall vision of local development through local partnerships, representing an important part of the city’s Housing and Local Development Department. It has become an important brand of the municipality, having generated several partnerships at the neighbourhood micro-scale, and also at the macro-scale of the city.

*“The biggest impact of the programme is the construction of a network of grassroots organisations that have the capacity, voice and political power. It is the constitution of active citizenship, of political subjects and change-makers.”*

Miguel Brito

# A BIP/ZIP Local Partnerships

## Programme implementation case

### >Project

2 de Maio Todos os Dias  
(‘May the 2nd Every Day’)

### >Beginning

May 2013

### >Proponent

Junta de Freguesia da Ajuda – Lisbon, Portugal  
(‘Ajuda Neighbourhood Borough Council’)

### >Partners

u:iclc  
(informal group)

Faculdade de Arquitetura - ULisboa  
(Lisbon School of Architecture)

Associação de Moradores Bairro 2 de Maio  
Associação Actividades Sociais Bairro 2 Maio  
(Neighbourhood Associations)

### >Space users

Neighbourhood residents of all ages use the surroundings every day. There are many mothers and their children, as well as young people in groups. However, the space is more commonly used by men than women, who gather to talk.

## General description and brief history of the spaces

2 de Maio is a Social Housing neighbourhood located in the Ajuda area of Lisbon. The first apartments were occupied on May 2, 1974, which inspired its name. The meager urban and housing conditions still reflect on today’s social constraints and labour insertion (informality and precariousness) and the ensuing the stigmatization of the community. There are 524 apartments distributed across 64 four-storey buildings with a population of around 1,627 people.

The land is publicly owned; the access to it is also public, albeit not easily reachable by public transport or on foot. 2 de Maio is a territory on the margins, unintegrated to the surrounding and pre-existing urban fabrics. The university campus next to it also ignored the mesh of the neighbourhood, which reinforced its isolation. While in its surroundings there is intense academic activity and the daily life older popular districts, 2 de Maio constitutes somewhat of an ‘island’ district.

## The project

The 2 de Maio Todos os Dias project consisted in the co-creation of public and common spaces to improve the quality of life of the neighbourhood through participatory actions. Its objective was to build co-responsibility from citizens towards their environment and the exercise of the right to the city – an invitation to active citizenship.

In 2011 a group of students from Lisbon University’s Architecture School (FAUL) took the initiative to understand what the people in the 2 de Maio neighbourhood needed and to, along with them, qualify the local public and common spaces.

This informal group of new graduated architects continues to exist under the name of u:iclc; an association was created from it, called ‘Locals’ Approach’.

The report developed from the dialogue with the neighbourhood community was presented in a workshop with the Borough Council, neighbourhood associations and other local stakeholders. This resulted in a collective BIP/ZIP application, with the Borough Council as promoter and the informal group of students as a work engine. Throughout the process, the project proponents contacted the social responsibility departments of a number of companies who later sponsored the initiative through the donation of materials and also carrying out part of the work. This additional support reached approximately 25,000 euros.

The project was composed of several combined actions, employing as methods the presence in the daily life of the neighbourhood and the co-creation of all stages with its regulars.

To achieve a solid listening process, 2 de Maio Todos os Dias maintained daily contact with the reality of the neighbourhood: project technicians were in the area every day doing participant observation and interacting with local actors and residents.

The anchor activities of the project were:

#### 1• Creation of *Casa para Todos* ('House for All')

Creation of a community space to house the various activities proposed.

#### 2• Intervention in public space

> Adjacent mural painting of *Casa para Todos*

> A requalification intervention of the square known as Largo do Cantinho, along with the surrounding residents and the students of FAUL. The Design course was also engaged in the production of urban furniture for the district.

> Restructuring of the neighbourhood gardens

#### 3• Trainings and Workshops

The creation of workshops and trainings on different topics and for different generations aims at providing the resident population with new challenges, new activities and new subjects, for example, awareness of waste disposal and also knowledge on community gardens.

Other activities complemented these, such as efforts to implement a Time Bank and a Vacation Colony for the elders.

*"We started the construction of Casa para Todos with open doors to encourage the integration of the neighbourhood residents to its development. We also painted a mural in the front wall, something that was not foreseen in the project but that was important to connect the work of Casa para Todos with the public outdoor space. Everything was done with the local residents."*

Gonçalo Folgado, architect, founding member of u:iclc and Locals' Approach

## 2 de Maio Todos os Dias as a shared public space

In 2013 the actions were initiated and were completed and maintained in the following two years.

Public spaces in Lisbon were not often perceived as belonging to everyone, nor appropriated by their users. The public spaces in the neighbourhood of 2 de Maio were not an exception. Many people passed by but few developed community activities there and cared for the spaces.

However, a recent trend is changing this, and more programmes and partnerships are being implemented to requalify plazas and squares. This process corresponds to a demand made by citizens and civil society as a whole: indeed, initiatives from the bottom-up are changing the face

of some Lisbon's public spaces. Practices of appropriation of the spaces and temporary intervention contribute to the improvement of the quality of public space in the city. This transformation affects the way people perceive and interact with space, and more specifically, the way that space is managed. An increasing number spaces are now the object of negotiations between the municipality and civil society organisations, neighbours' associations, CSOs, and private organisations.

These initiatives correspond to an effective change in the way people organise in order to create and improve public spaces. Increasingly, self-organised groups of citizens have been offering activities and urban interventions aiming at improving the space and raising awareness about the possibilities that exist at the individual scale to make space better. According to local experts, citizens can act upon space without waiting for the approval from the authorities – once they know the law, they can “hack” it, find the breach in the law and act within it. Another possibility is when they identify a problem and propose acting together with the municipality. The BIP/ZIP programme has been playing an important role in this process.

This was very visible in two of the actions proposed by the 2 de Maio Todos os Dias project:

#### >Requalification of Largo do Cantinho

Largo do Cantinho is a plaza that connects of the neighbourhood's borders to its surroundings. The space requalification was vital to improve the accessibility of the neighbourhood, particularly enhancing access by pedestrians. The neighbourhood dwellers were invited to share their ideas for the place and students of the Architecture School organised these ideas in a technical proposal. City technicians asked for several changes, which slightly delayed the work,

but the project was concluded satisfactorily.

*“Other sectors of the City Council are not as sensitised by the logic of community planning as BIP/ZIP is. This requires resilience of the technicians involved in BIP/ZIP projects when dealing with other areas of public administration. There are departments that are not used to ‘sharing the pencil’ when it comes to doing things. It is a learning process for everyone.”*  
Gonçalo Folgado

#### >Gardens

As the residents were interested in community gardens, the initial idea was to make a 25-square metre vegetable garden in the middle of the neighbourhood based on permaculture principles. However, there was already a municipal programme for the rehabilitation of the public space in progress in the area that overlapped the idea of the garden, with different plans for the space.

Consequently, a participatory planning action was taken to understand how the gardening idea could be relocated. A street in the fringe of the neighbourhood that had informal gardens was identified. So the work focused on strengthening the horticultural community that had been disarticulated and on rehabilitating these gardens. In parallel, meetings with other community gardens in the city were held to exchange knowledge; a compost was built; and other activities were carried out in search of a model of governance and social use of the gardens.

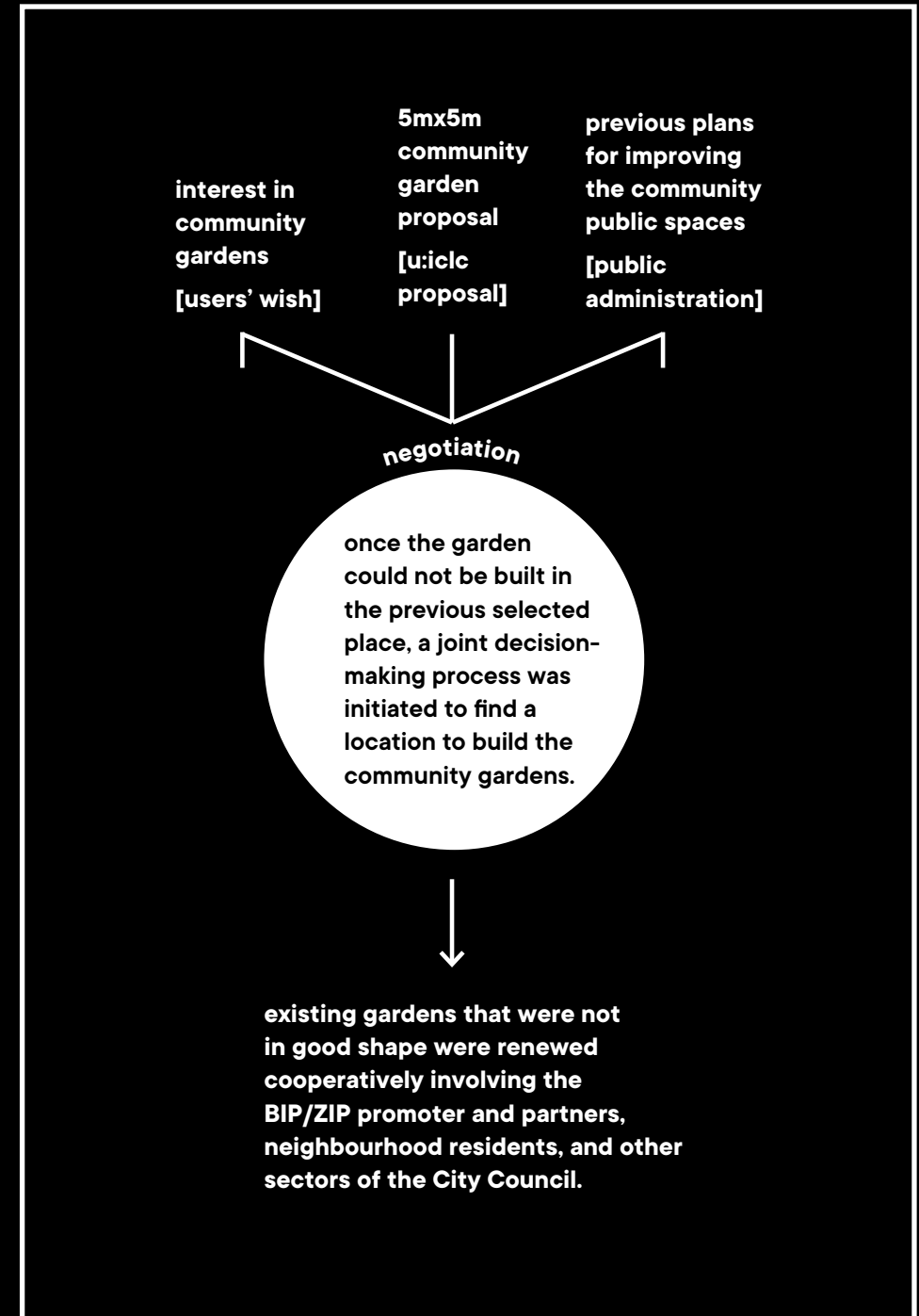
*“As the plans were already to landscape that area, somehow our mobilization work was useful: the City Council technicians could organise the dwellers to disassemble their gardens and give way to new ones. There was a good complementarity. The idea was to potentiate one another.”* Gonçalo Folgado

Many improvements were perceived and had positive impact on the neighbourhood's quality of life, such as the new users of the space, attracted by the activities of the project and by the eased access to the neighbourhood. These new users help connect the space to other similar areas and bring in new resources and suggestions that boost the negotiation over the space.

*"The project team was fantastic: they connected with us and then came up with ideas. They did not come in with ready-made solutions. In addition to working together, we created ties of friendship and trust. The project brought many new opportunities to the neighbourhood. We could finally have the community space that had long been necessary. And there was the opening of the neighbourhood, allowing the exchange between people from inside and outside of it. I could see the improvement of the quality of life in the neighbourhood in general. This is what happens when people's needs are met."*

Carina Faria, resident and worker of the neighbourhood.

The intense participation of the population in the process greatly facilitates the maintenance, repairs and care of the spaces. Although, on one hand, the high degree of participation caused the construction of Casa para Todos and the mural to take longer than expected, on the other hand they are both in great condition still today, five years later, due to community maintenance and care. *"For example, one of the interventions was damaged and two days later the community itself had already organised to recover it. That is why, at the end of the day, projects with intense participation are cheaper."* says Gonalo.



## Lessons Learned

### >Reformulation of the projects is possible

The BIP/ZIP is very flexible. Because projects are often innovative, it is important that they can be adjusted from the first responses to their application, if an activity does not have the expected impact. The fact that projects can be adapted throughout their implementation makes them resilient. In addition, often the local context changes and the project has to adapt to it. The BIP/ZIP allows these adaptations to be made, analysing together with the proponent its need and its possibilities of development. Many of those involved in the projects extolled this characteristic as fundamental for the projects to have effective results.

### >Open dialogue benefits all parties

When other municipal departments detect the need for closer contact with certain territories, they resort to the BIP/ZIP team, which maintains closer ties with the local citizens, functioning as a 'speed dial' between citizens and the city. The relationship between community and municipal technicians is changed and more humanised.

*"The willingness of the citizens to participate in other municipal initiatives, such as strategic planning, for example, also changes. They really moved from passive citizenship to active."* Miguel Brito

### >Informal groups can participate

This ensures that the beneficiaries themselves are engaged in the project proposal.

*"We want informal associations like residents' committees to participate because they are important representatives of the community itself. Associations that are not formally registered are sometimes our most important partners. It is not rare that local inhabitants' committees enter the BIP/ZIP and get formalised during the process."* Miguel Brito

### >Diverse projects enhance space qualification

Considering the cultural and immaterial layers of the territory has been vital to create lasting processes of space qualification and community fortification. The greater freedom for entities to develop their projects is the result of a comprehensive view of the processes of urban regeneration.

## Challenges

Forum Urbano ('Urban Forum') is an ongoing project funded by the BIP/ZIP; it comprises a survey, a review and a systematisation of the projects that have been carried out until 2016 and will later publish this information. Even though this information will be static and restricted to projects already completed, it can be a first step towards innovation within the realised BIP/ZIP projects and their contribution to other municipal public policies.

>It is ideal when municipal public policies support micro initiatives, which oxygenate these same policies with innovative processes. The BIP/ZIP doesn't have a methodology that allows learnings resulting from all BIP/ZIP projects influence the municipal public policies, completing this cycle.

>The BIP/ZIP works as an ignition, but the timeframe of the projects needs to be extended and the budget increased to guarantee the sustainability of projects.

*"While the programme needs to be approved every year, we are thinking about how to make it more permanent, which would enable us to plan more in advance."* Miguel Brito

## Next Steps

The BIP/ZIP team wants to improve their communication capacity and their transparency by providing open data. They are working to establish a platform, an observatory that offers online access to all the skills and tools that were created in the programme. In addition, they are planning to enhance the online platform to monitor initiatives in real time together with the engaged communities.

Other goals are the formulation of a strategic document based on the accumulated experience and the update of the BIP/ZIP map.

*"Currently there is also a demand to take the concept of BIP/ZIP to other cities in the world, and we would like to contribute with the cities that have that interest. This process has already begun and shall be improved in the coming years."* Miguel Brito

*"I think that the BIP/ZIP improves the relationship between civil society and public administration, while also contributing to a more participative and active city. The BIP/ZIP should be expanded in financial support and time. Regarding the 2 de Maio Todos os Dias project, the greatest impact was the formation of social fabric and collective consciousness, the neighbourhood having strengthened its self-management and at the same time the dialogue with the public administration. There is social engagement with the territory as a whole"*

Gonçalo Folgado, architect, founding member  
of u:iclc and Locals' Approach

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*"For the City Council, 50,000 euros for an annual project is not much. When applied together with the organisations and produced by the population, the impact of this investment is extended. It has a motivating effect. As the population is motivated and encouraged, this becomes rooted in the territory."*

*When the administration needs to make deeper interventions in these territories, there are already people in the area who are mobilised and willing to engage in dialogue, which makes interventions much more efficient and lasting. The municipality can also count on the citizens as allies in the process of maintenance of what is implemented. The public investment becomes thus much better justified.*

*Most implemented projects –the skate park, for example – have had a very low maintenance cost until now, because they rely on the care of the population itself for their conservation. This also means that the administration is saving money in maintenance.*

*In the Boa Vista neighbourhood, a BMX track has been built. It is currently the only one of its kind in the country and the only one that receives international championships. It has transformed a neighbourhood that could be considered a 'ghetto' – set apart from the rest of the city – into an area that people from all over the country and also foreigners go to thanks to this equipment. There is an improvement of security, integration, urban quality. From the point of view of the public administration it makes perfect sense."*

Paula Marques, councilwoman  
Head of Lisbon Housing and Local Development Department  
[Lisbon City Council]

# THE BOLOGNA REGULATION

## BOLOGNA

**The Bologna Regulation is a legal framework created to answer the citizens' demands for co-governance, as the existing instruments were not capable of allowing cooperation between the municipality and its citizens in the co-management and care of the city's public spaces.**

The Regulation for the Care and Regeneration of Urban Commons, also known as the Bologna Regulation, is a regulatory framework that actively invites ordinary citizens and neighbourhoods to protect and improve their own urban commons, with the active assistance from the government. It understands the city's residents as resourceful, imaginative agents in their own right. By the agency of this instrument, citizens – whether as individuals or organised into informal or formal groups – can propose to take care of the common goods of the city. Instead of merely going to the municipality to complain, citizens are encouraged to be part of the solution, acting in collaboration with the public administration. Through 'pacts of collaboration', the city and citizens agree on an intervention to care for and regenerate an urban commons (green spaces, abandoned buildings, squares), in cases where the intervention of citizens requires the collaboration or responds to the solicitation of the city. This collaboration can take place in diverse ways, from the assigning of spaces to technical advice, training, improvements in spaces, and, in fewer cases, financial support.

390,000 people  
living in the city

34,200 euros is the  
GDP per capita

540 million euros is  
the municipal budget  
for 2018

## How it works

The starting point of the Regulation dates back to 2011 when a group of local women contacted the city about donating benches to their neighbourhood park, which lacked seating. Such citizens' requests to the municipality had been increasing dramatically: people wanted to contribute to their city in many ways and a legal framework to make it possible was lacking. Fondazione del Monte di Bologna e Ravenna, LabGov – the Laboratory for the Governance of the Commons of LUISS University in Rome, and innovators within the city were aware of it and had already begun to experiment by applying co-governance methods to the management of urban commons. In partnership with them, the municipality initiated a series of urban experimentation labs with citizens to understand how essential urban resources such as green spaces and abandoned buildings could be improved in collaboration.

*"There were people who wanted to collaborate in the maintenance and improvement of the common goods of the city, but the instruments that existed before were inadequate and complicated. In fact, we were not ready for another logic, one in which the citizen is not only a recipient in relation to the administration but rather someone who may have an active role in municipal actions."*

Donato Di Memmo, head of Bologna's Third Sector and Active Citizenship Unit.

On May 2014 the output of the research was published: the Regulation and also the administrative process outlining how cities and the citizens can collaborate to co-manage urban commons.

As the municipality's view of its citizens evolved from passive recipients of services to active co-managers of the resources they use in cities, the city of Bologna now regards citizen



initiative and collaboration as under-leveraged energies that – with proper government cooperation – can be recognised and given space to work.

The Regulation, in line with the provisions of the Italian Constitution and the Municipal Statute, governs the forms of collaboration between citizens and the City of Bologna for the care and regeneration of urban commons; its central regulatory tool is the collaboration pact of collaboration. A key tool supporting the regulation are the “collaboration pacts.”

A **collaboration pact** defines the specific commons in question and the rules for collaboration between stakeholders, including the city government. Collaboration pacts can be proposed and signed by a single individual, informal groups, communities, and nonprofit organisations. They regulate both single, short-term interventions and long-term care of the urban commons. The Regulation also fosters the creation of local institutions for urban co-governance such as community cooperatives and neighbourhood foundations.

>The first step is a proposal on the part of the citizens for an action of public interest that they wish to realise in cooperation with the public administration, departing from some local necessity that has been identified by them.

>The second step is the responsibility of the administration and consists of making this proposal public, which is done through the website.

>Third step is an evaluation by the administration of the feasibility of the proposal – from a technical and advantageous perspective – followed by a decision of whether the proposal shall be taken forward or not. This happens in dialogue with the proponents.

The ‘Quartiere’ is the closest territorial representation to local issues. There are six of them in the city of Bologna, each responsible for a district of approximately 65,000 people.

>Next come meetings with the proponents to discuss the forms of collaborating, set the terms of the collaboration pact and define the joint action plan. This occurs at the Quartieri’s headquarters.

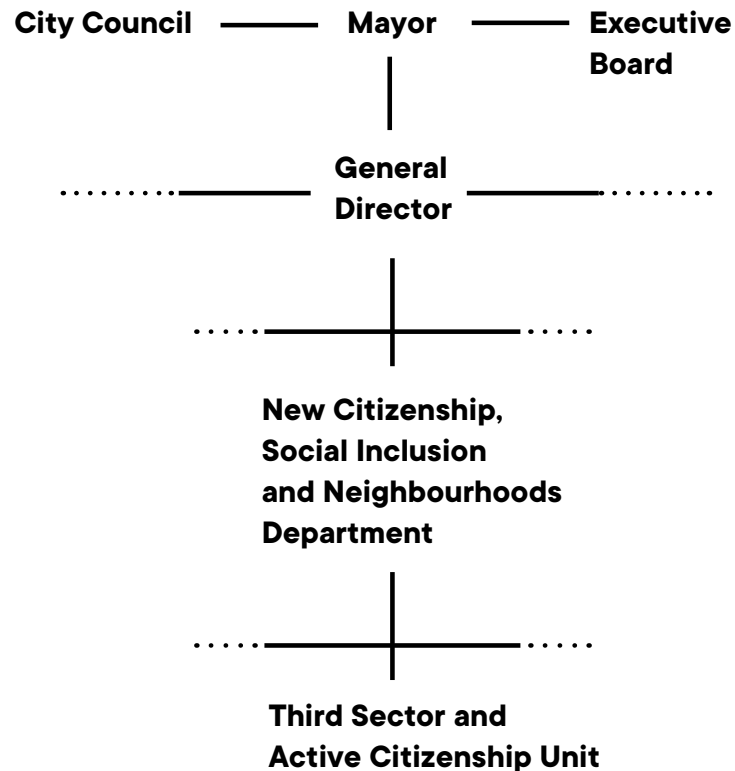
>The collaboration agreement is then published and the cooperative activities begin.

*“The proposals can be submitted at any time; there is no specific period. Our priority is to cooperate with resources that are not directly financial, for example with people, technical knowledge, material and space assignments. The duration of the pacts varies widely – for instance, from a week to five years. Once signed, the municipality makes a great effort to follow up on the activities and actively participate when necessary. All developments of the projects are reported at the website.”* Donato Di Memmo

The Regulation provides for the transfer of technical and monetary support from the city government to citizens. It also promotes citizen action in five categories: social innovation and collaborative services; urban creativity; digital innovation; collaborative communication; and collaborative tools and practices that foster urban commoning.

Among the projects are a kindergarten run by parents, an urban agricultural coop and a waste reduction effort by a group of neighbours.

## ADMINISTRATIVE STRUCTURE



## The Regulation Path and Context

Bologna has long favoured decentralised political authority and encouraged active citizen participation. The idea of the municipality inviting citizens to take their own initiatives to improve city life instead of relying chiefly on bureaucratic rules and programmes has come to life as a landmark reconceptualization of how government might work in cooperation with citizens.

LabGov – the Laboratory for the Governance of the Commons of LUISS University in Rome – is a nonprofit think tank focused on collaborative governance, public collaborations for the commons and the sharing economy. Together with Fondazione del Monte di Bologna e Ravenna, LabGov led the working group appointed by the City of Bologna for project The City as a Commons, which developed the first draft of the so-called Bologna Regulation. The conceptualization of “the city as commons” represents a substantial shift in thinking. The Regulation describes the urban commons as “the goods, tangible, intangible and digital, that citizens and the administration, also through participative and deliberative procedures, recognise to be functional to the individual and collective wellbeing, activating consequently towards them, pursuant to article 118, par. 4, of the Italian Constitution, to share the responsibility with the administration of their care or regeneration in order to improve the collective enjoyment.”

The thirty-page Bologna Regulation was approved in 2014. The budget and main resources come from the Area Nuove Cittadinanze, Inclusione Sociale e Quartieri (‘New Citizenship, Social Inclusion and Neighbourhoods Department’), as does the coordination of the pacts of collaboration – the latter, more specifically from its Unità Terzo Settore e Cittadinanza Attiva (‘Third Sector and Active Citizenship Unit’). The borough councils, called Quartieri, also play a central role in the implementation of the Regulation and in the articulation between citizens and the Unit.

There was a restructuring of the Quartieri to convert them into open spaces for the listening of citizens. There is currently one person in charge of the Regulation pacts in each Quartiere who knows deeply the local territory, its agents and needs.

The Bologna Regulation prompted a local regulatory movement: more than one hundred other Italian cities have begun developing their own legal framework through which the city can enter into collaboration with citizens for a variety of purposes, including social services, digital innovation, urban creativity and collaborative services.

The development and implementation of these kind of these Regulations demand a shift in the municipalities' approach towards becoming more experimental and innovative. In the case of Bologna, the Regulation takes seriously the idea that citizens have the energy, imagination and responsibility that can be applied to all sorts of municipal challenges. This requires a change from bureaucratic formalism to an appreciation of the power of informal processes and personal relationships. Several initiatives had to be created to persuade, train, follow and assist public administrations and its officials in the concrete application of the model of shared administration of the commons. A cultural dissemination within the public administration was needed in order to develop the capacity to involve citizens in the implementation, maintenance and financing of the commons. Becoming a 'collaborative city' inevitably requires that various stakeholders find new ways to work together, but it has its rewards. "The needs come from the citizens, who are offering their own availability as a resource; if this is seen as a valuable resource, it can also contribute to the city spending less in the long run and having more accurate investments and better results," asserts Micaela Merli of Comune di Bologna. "Collaborare è Bologna is now a benchmark that promotes the city nationally and internationally."

## The Bologna Regulation in numbers

>In the first four years around 600 proposals were submitted, of which about 450 have been transformed into cooperation pacts.

>Through the Bologna Regulation approximately 150,000 euros are invested in collaboration pacts every year, which corresponds to ~5% of the annual budget of the Area Nuove Cittadinanze, Inclusione Sociale e Quartieri (New Citizenship, Social Inclusion and Neighbourhoods Department).

>Nearly 50% of the proposals received and signed request solely non-financial resources.

## Milestones

**2011** Mayor Virginio Merola is elected. His administration notices that several of citizens' requests to care for and improve public spaces are not fulfilled due to the lack of existing legal instruments.

**2012** LabGov, in collaboration with the municipality and supported by Fondazione del Monte di Bologna e Ravenna, starts a two-year field work through three 'urban commons governance labs.'

**2014** The Bologna Regulation is approved.

**2015** The Quartieri are reorganised to become listening spaces and a point of contact between the municipality and the applicants for the collaboration pacts. Also in 2015 an internal manual is created to guide the administration in handling the requisitions generated by the Regulation, clarifying the legal, operational and communicational implications.

# A Bologna Regulation implementation case

## >Project

Collaboration pact for the care, maintenance and cleaning of the new green area in the park and its surroundings – which include ‘Croce del Biacco’, ‘Piazza dei Colori’ and ‘ex pioppeto Mattei’ – in Quartiere San Donato, San Vitale.

## >Beginning

December 2015

## >Proponent

Piazza dei Colori 21

## >Partners

Arca di Noè Cooperativa Sociale  
Associazione angoloB  
Associazione Arti e Restauro ONLUS  
Associazione Mattei-Martelli  
Centro Sociale Croce del Biacco  
Simonetta Simone cittadina residente  
Polisportiva Energym  
Dario Fiori cittadino residente  
Walter Livolsi cittadino residente  
Pallavicini – Casa Willy e Centro Rostom  
Polisportiva Libertas  
Associazione “Nuova Vita”/Chiesa Evangelica  
Comitato Genitori “Livio Tempesta”  
Centro di Cultura Islamica/Moschea di Via Pallavicini

## >Space users

The space is used daily by children that live in the surroundings, most of them with an immigrant background. Young men also use the space in small groups, but as this is sometimes linked to the trade of illegal substances, it is often not welcome. During celebration days, the space is used by all kinds of the neighbourhood residents and also attracts people from outside.

## General description and brief history of the spaces

The area defined for the collaboration pact is conformed by the public spaces attached to a social housing neighbourhood with 500 apartments, built in the mid-80's. It is located five kilometres away from the centre of Bologna and is now inhabited by around 2,000 people, mainly retired people and families with an immigrant background. The land is publicly owned, and the usage and access are also public.

The neighbourhood is not far from the city centre but poorly served by bus lines and stops. *“It is easier to get here now, because we managed to change the name of the bus stop to ‘Piazza dei Colori’. Before this, people who came to visit from outside the neighbourhood would get lost,”* says Annabella Losco, the founder of Piazza di Colore 21. Access to the area on foot is also challenging.

The neighbourhood was very lively before shopping malls were built in the area, starting in 1995. From that moment on, small shops surrounding Piazza dei Colori, an important open space in the neighbourhood, began to close down. As a result, the Piazza became empty during the day. As a reaction to these changes, in 2009 some of these shop spaces were assigned to organisations who committed to helping the area become lively again. Since then, the shops surrounding the Piazza began housing several entities with social purposes, promoting active citizenship and becoming an important space in the area.

## The project

The creation of this collaboration pact was linked to the inauguration of the Bella Fuori 3 park, co-designed by the community. Between 2013 and 2015, Fondazione del Monte of Bologna and Ravenna promoted, in collaboration with the

Municipality of Bologna, the San Vitale District and Urban Centre Bologna, the third edition of the Bella Fuori Strategic Project. Bella Fuori 1 and Bella Fuori 2 are other projects realised in previous years in other of Bologna's peripheral areas. The third edition of the project – Bella Fuori 3 – was dedicated to the creation of a green area at Croce del Biacco in the San Vitale district and its connection to Piazza dei Colori. The main objectives of the project were to qualify the space as a 'green square' and meeting point; reorganise cycle and pedestrian routes and connections with existing spaces; involve inhabitants, users and local associations in direct contribution to the management and maintenance of the space; and use the construction phase as an opportunity for engaging and involving school children, artists and associations.

Because various stakeholders of the area had gotten together to co-design and execute activities in the area designated for Bella Fuori 3, the municipality and the participants saw an opportunity for collaboration in the care and regeneration of the main public spaces of the neighbourhood. The municipality invited the participants to sign one of the first collaboration pacts of the Bologna Regulation and they were happy to be officially recognised as people who cared about the Piazza. *"The most interesting part was not designing together but when we actually started using the place,"* says Annabella.

The object of the collaboration pact was:

>Maintenance and care of the green area and the urban furniture of the park (cleaning and small repairs)

>Promotion of sports and leisure activities

>Preparation and care of community garden areas

Community activities of socialisation and conviviality (artistic and cultural)

>Monitoring and signaling of irregularities and maintenance needs

>Management of community information panel

>Promotion of educational actions of socio-environmental awareness for the community itself

The partners' network committed itself to submitting an activity report to the Quartiere every six months and to regularly communicate the activities that may benefit from the communication support from the City Council. Nevertheless some partners would meet every two weeks and promptly inform the municipality about relevant issues.

The municipality has to provide the bulk material, structure and protective equipment necessary for carrying out the activities. Another municipal duty, according to the collaboration pact, is to simplify and facilitate the bureaucratic procedures necessary for the execution of the activities, especially the ones related to the lending of materials and equipment for the accomplishment of small events. Also, the administration opens the possibility of training its personnel to perform the necessary roles to enable the activities in cooperation.

Some of the activities developed by Piazza dei Colori 21 were: school reinforcement classes; a hotline for families undergoing difficulty; support for neighbours who have lost work or their home; a charity shop; and a course of Italian language for immigrants. Some of the organisations also recovered local flower beds on their own initiative, to which the municipality was welcoming and provided materials. Additionally, the whole local community organises big celebrations in the square between two and four times a year. Many of the activities were already active since before the collaboration pact was signed.

*"The celebrations are great for the locals and also to attract people from the outside who can find out about the place. You often hear that this neighbourhood is a 'ghetto' or unsafe. With the parties, people can see that there is a lot of cool stuff going on around here."* Annabella Losco

This pact was in force until the summer of 2016, when a 'Tavolo di progettazione partecipata' ('Participatory Planning Table') for the area was created. The Table is an instrument coordinated by the Quartiere through which a participatory, common programme of initiatives is elaborated annually, in relation to the resources available. The meetings of the Table started in early 2017, in which relevant issues to the territory are discussed and referenced. It furthered the process of recognition of the citizens' local work and also contributed to its regularity and consolidation.

### **Piazza dei Colori, the park and surroundings as a shared public space**

Bologna's public spaces were once more used by people for their daily activities. But, as in many cities in Italy, this culture of use was lost and public spaces became increasingly excludent of the traffic of people, giving way to cars. However, this active life in squares and streets can still be found in places farther from the city centre, just as it happens in Piazza dei Colori.

Recovering public spaces as a platform for spontaneity and socialisation has lately been a topic of discussion that has involved the citizens of Bologna and also the municipality. The Social Street project, for example, was created by Luigi Nardacchione and Federico Bastiani, a retiree and a father of two who live in the same street. In 2013 they created an online social networking group together neighbours and talk about their street. In a short amount of time, the virtual group

became an action group for the improvement of the street. Other small projects like this have emerged in various places across the city and, precisely to support them, the Bologna Regulation was created.

*"We forgot how to use public space with freedom in Italy. What happens today in Piazza dei Colori, the children playing by themselves while their relatives keep an eye on them through the building's windows, was something relatively common. Unfortunately it became unusual in other places. We are lucky that it happens here. Many kids gather after school to play football and other games."* Annabella Losco

*"I agree that it is an advantage. Our organisation came to the Piazza to occupy one of the empty surrounding shops and today when my son comes here he enjoys playing outside with the other kids. I also check on him while I work it is great for him and also for me. We contribute by being the "eyes of the street": we are always working from here and looking outside, observing what is going on. Also, bringing more people to this place means that some of them spend their money here also, fostering local entrepreneurs. Many people that come here are positively impressed, find the place nice and peaceful."* Andrea Sartori, FabLab Bologna

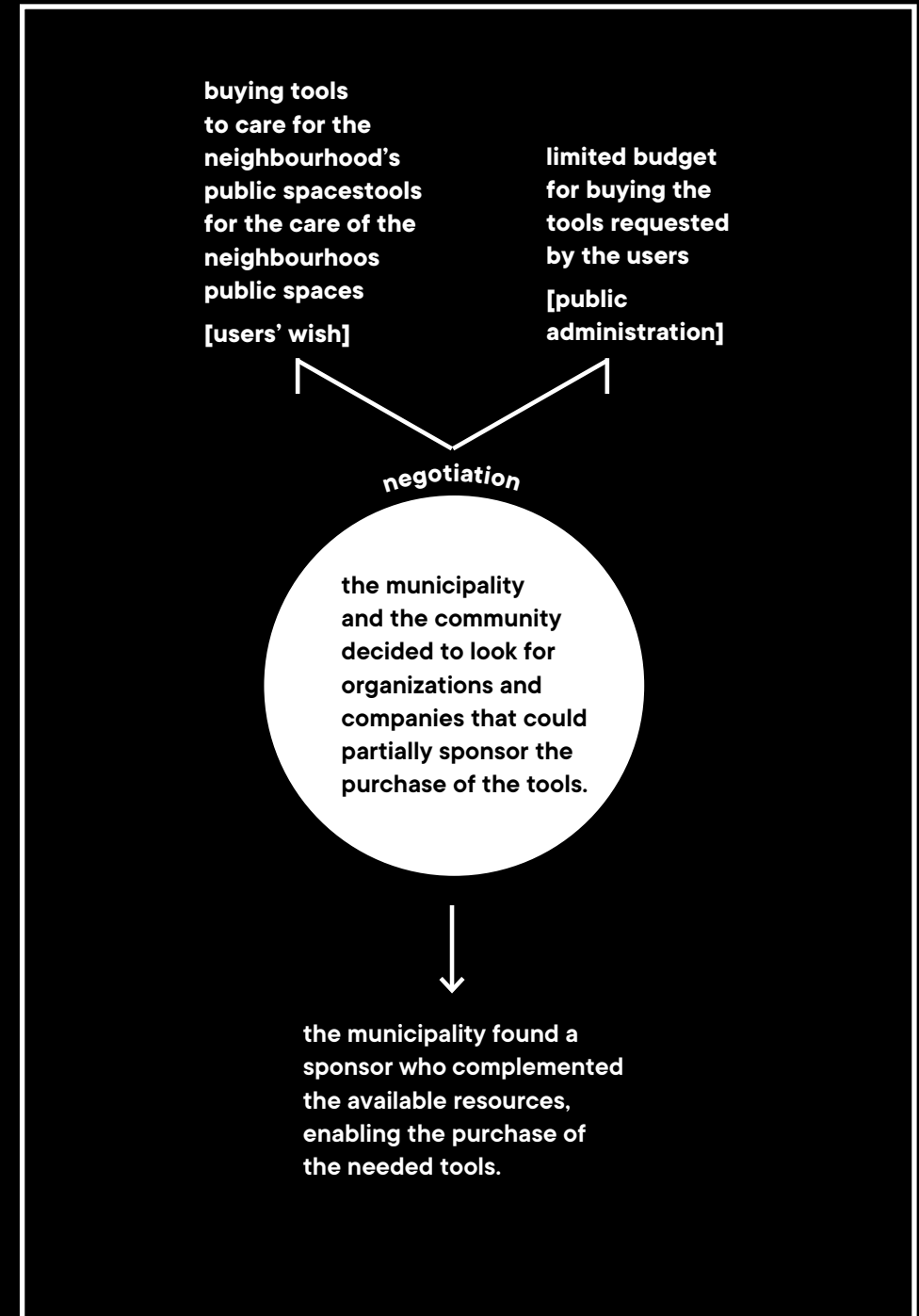
Increased interest from citizens in the vitality of public spaces favoured of the great participation in the co-design of the park Bella Fuori 3. It was one of the first cooperation pacts ever approved and put into practice, comprising many different actors, a wide variety of actions and broad agreement.

Much of the negotiation process took place after the signing of the collaboration pact. At first, the municipality asked the proponents to make a detailed list of the tools and the materials that the community considered necessary to activate and care for the spaces. The municipality said they

would provide the community with the tools upon reception of the full list. Once the list was submitted, the municipality claimed that they could not fully meet the demands due to lack of funds. The proponents then argued that each listed item was strictly necessary to properly implement what was written in the pact, which sparked negotiations of what could be acquired or not. As the negotiations advanced, the activities and role of the proponents and the municipality were better detailed and the municipality found a sponsor to fund the total amount requested by the community (around 5,000 euros, which were to be divided between most of the organisations that were part of the pact).

This process was quite experimental and based on 'learning by doing', as most negotiation processes regarding the use of public spaces. If on the one hand the decision-making processes were lengthy due to the large number of partners and the small amount of financial resources, on the other hand the project caused local actors to better know each other and the available resources, allowing the start of other collaborations – such as EstateRegaz, the Summer Camp that the Piazza dei Colori project ran in collaboration with the local Shelter for Homeless people.

Projects that have the most lasting collaborations make positive changes more evident: for example, some of the children who used to play in the Piazza after school years ago are now volunteers in some of the local organisations, such as Piazza dei Colori 21.



## Lessons Learned

### >Even small collaborations generate trust

In Bologna, the public administration saw an increase of the citizens' trust in the municipality after the Regulation.

*"Even in small things, there is a territorial impact when citizens collaborate in maintaining and caring for the city. Also, the Regulation is an instrument that can help the public administration improve. There is a lot of mutual learning.*

*We understand that Regulation strengthens democracy."* Donato Di Memmo

### >Regulated cooperation can lead to simplification of bureaucracy

Once a Regulation such as Bologna's is established, the administration can become simpler and optimize collective efforts, since people are offering their time, resources and skills. The administrative response to citizen requests is more efficient, and also their referral to the relevant departments and processes.

### >Non-financial collaboration is also possible and effective

Mapping the existing resources of the municipality and also of the promoting entity and partners is the first step to understand whether financial support is needed. Many times the collaboration pacts are effective without any financial support by sharing other kinds of resources: materials, people, knowledge, space, equipment.

### >Partnerships with independent institutions secure long-term advancement

To develop the Regulation together with self-standing institutions of the civil society was crucial because these institutions have the needed independence and can have a long-term vision to lead these processes so they are not dependent on political cycles. It is also important to have the city administration in the role of enabler. Creating a larger coalition makes it more inclusive and diverse.

### >Mediation is very important for meetings with many actors

When many people with different points of view come together, it is good to have a mediator so that the conversation develops well and reaches its goal – in this case, the formulation of concrete proposals.

*"The opportunity to exchange and dialogue with other stakeholders is good. However, without good mediation these processes can be very time-consuming and costly. Good communication is also very important."* Andrea Sartori

## Challenges

>The Regulation is very open. The projects can be very diverse, from bench painting to more complex interventions, both in relation to common goods such as parks, square and streets, and to intangible common goods, such as a traditional culture of some specific area.

*"It allows citizens a lot of freedom, and in a way also the administration. It is great, but on the other hand it is more difficult to construct a readable framework of everything that is being made possible by Regulation. To give society a clear picture of the process and its results is certainly a challenge."* Donato Di Memmo

>Vulnerable populations need to be better approached. The Regulation still does not speak directly to the base of society, and should be more accessible to those who cannot write formal proposals but still have urgent needs and willingness to cooperate with the administration to improve their own life conditions.

*"In my opinion public administration should invest in having a stronger presence in communities to reach the people who may need the Regulation, especially those who are most marginalised (in a state of social vulnerability). The administration should work to reach out to these people and show openness, be present where they live and work and go to them, not expecting otherwise."* Donato Di Memmo



## Next Steps

The Regulation is being updated to expand its scope, making it the main instrument of connection between the administration and its citizens, surpassing other regulations that order different, more fragmented forms of partnership between the municipality and the citizens. The intention is to allow citizens to take part on all decisions that the city needs to make.

*“In addition to welcoming citizens’ proposals, we also want to make the Regulation an instrument of consultation, so that citizens can collaborate with the municipality on the basis of the needs of the administration. Furthermore, the objective is to better integrate the Regulation with other collaborative municipal initiatives such as the Participatory Budget.” Donato Di Memmo*

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*“The basic assumption is that the old models of urban governance, either public governance or public-private governance, are not enough to bring social justice to the city. These approaches need to be complemented by new ones, such as urban co-governance, which enables collective action by the city’s inhabitants to cooperate on a number of assets, infrastructures and services. The main advantage of this co-governance model is to reduce the distance between the issue and the solution. When you empower the city’s inhabitants to co-govern and also self-govern they can come up with more efficient solutions to local necessities and, and, more importantly, they can monitor their development because they are the ones on the ground.*

*Bologna was the first case LabGov was involved in. I was one of the co-writers of the Regulation. Now we are evaluating and measuring the impact of what was applied. As long as it has been done, it is noticeable that it created a lot of social cohesion and really increased the participatory basis. It didn’t reach all the goals that were set, but we already expected that, given that it is an experimental instrument. The idea is to learn and improve. What was applied until now is very much focused on micro-commons or the degree of shared urban governance. I believe that it can be expanded to polycentric governance, to run urban networks – even large city infrastructures – as commons. This hasn’t happened yet, but it is underway: LabGov will soon launch a community-based wifi network in Reggio nell’Emilia.*

*Also, what is being developed in Turin and Naples adds updates and improvements to the Bologna initiative, for example.”*

Christian Iaione, lawyer, co-founder of LabGov  
and co-writer of the Bologna Regulation

# THE PUBLIC-SOCIAL COOPERATION ORDINANCE

**The Ordinance is a legal framework to order and give more transparency and accessibility to existing possibilities of public-social cooperation. It works in complementarity with other tools of the city's dense cooperation ecosystem.**

The Public-Social Cooperation Ordinance of the City of Madrid ('Ordenanza de Cooperación Público-Social del Ayuntamiento de Madrid') is an instrument that standardizes the processes in relation to all existing cooperation, benefiting communication and transparency; it also proposes the opening of more possibilities in the form of future public calls. To this end, public-social cooperation is understood as the different forms of collaboration between citizens, entities and non-profit-making civic groups, on one hand, and the Madrid City Council and its public bodies, on the other hand, for the development of activities of common interest and general benefit.

Formalised in July 2018, the Ordinance gives legal support to the virtual platform 'Coopera Madrid', which officialises Madrid as a city that values a public management model based on permanent dialogue with society. This dialogue is applied through positive actions that aim at promoting citizen protagonism and establishing different forms of collaboration and co- production of public policies.

## MADRID

3.3 million people  
living in the city

33,800 euros is the  
GDP per capita

4.77 billion euros is the  
municipal budget  
for 2018

## How it works

The Ordinance is a new legal framework that allows citizen entities and citizenship in general to develop projects in cooperation with the municipality. It was created by compiling all pre-existing legal instruments of this type and organizing their content in the Ordinance. Some of the instruments of cooperation added through the Ordinance are the Agreements between the municipality and Civil Society and the patrimonial instruments of temporary assignment of public spaces. One of the examples that was used by the Government Department of Territorial Coordination and Public-Social Cooperation to write the Ordinance was the Bologna Regulation. Stemming from the basic concept of Bologna concerning the possibility of citizen projects to rehabilitate and regenerate spaces, the intention was to broaden the scope of potential activities to be developed through cooperation. Barcelona also has documents and initiatives on which the Ordinance was based. More broadly, the article 9.2 of the Spanish Constitution imposes on public authorities a proactive behavior aimed at strengthening the initiatives of citizenship, understood as an expression of their freedom and the development of their own personality.

The municipality of Madrid considers that the Ordinance allows that personal development to be channeled through individual actions and citizen cooperation, and common interest to be fulfilled through the combination of collective efforts.

*"We did not invent anything; there were already many existing legal instruments. What we did was to regulate, simplify and democratise opportunities and access to this information. And certainly the citizen demand for this was an important impetus for this process."*

Gema Rivas, General Coordinator of Territorial Action and Public-Social Cooperation Department of the Madrid City Council.

The public-social cooperation regulated by the Ordinance can be realised via two paths: citizens' initiatives arising from their use one of the existing municipal listening channels (such as Decide Madrid) to propose their idea; or a public call created to meet the need of some municipal sector. For example, a district can make an open call for projects of public-social cooperation to receive proposals directly from citizens. Any municipal body can develop a public-social cooperation project and the budget can also come from any of them.

The main municipal listening channel in Madrid is the online platform 'Decide Madrid', created in 2015 by another area of the municipality, the Government Area of Citizen Participation, Transparency and Open Government. The Decide Madrid website is a virtual platform launched by the City of Madrid to facilitate direct, individual participation in the city's public affairs. Once registered on the platform, all residents can create discussion threads, assess, comment on or support the various proposals, participate in different processes and vote online in the Participatory Budgets. Decide Madrid also allows users to propose courses of action to be undertaken by the City Council. The platform enables proposals attaining support from one per cent of the city's registered population aged 16 years and above to be submitted for acceptance or rejection by the people; when the vote is favourable, the proposals are undertaken by the administration. It also works to increase resident participation in decision-making on the city's projects and to generate a forum where people can discuss city's issues.

In-person participation is guaranteed by the Local Forums where neighbours and non-profit entities can meet to discuss and work on initiatives to improve the city from a local perspective. There is a Local Forum in each of the 21 districts of the city.

Once the proposal is received, it is assessed along with the proponent as to requiring direct cooperation from the municipality – through public space cession, funding or materials, for instance – or if it should lead to a public call so that other citizens and groups can be part of a collective implementation and co-governance. It depends on how the proposal is received by the municipality and on its objectives. Agreements can also be made when the municipality and civil entities share the same goal and agree on symmetrical collaboration. If that is the case, the partnership can last up to four years. Many public-social cooperation agreements combine these different possibilities.

Proposers and participants may be organised as non-profit organisations, such as Associations, Federations of Associations and Foundations. Collectives – groups which have no legal status but are registered with the City Council – are also eligible. They can propose and participate in many, but not all possible formats enabled by the public-social cooperation.

The Ordinance lists many types of activities and categories that can be developed in a public-social cooperation. *“But they are not a limitation. If we are encouraging the creativity of citizenship, we have to be open to new ideas”* says Gema Rivas. Some examples of existing collaborations that have been regulated through the new Ordinance are the community gardens, the permit for public space management by citizen groups and a network of self-managed leisure spaces for teenagers. One noteworthy case are the 'district action teams', programmes that aim at including vulnerable people with employability problems through socio-labour training in public services, especially the cleaning of public spaces in degraded areas. There are also the 'Enredaderos', self-managed sports spaces for the youth. There are already five of them in the city.

Community gardens are another important example of public-social cooperation in Madrid. The Municipal Programme of Community Urban Gardens is developed through the cost-free transfer of municipal plots by open bidding processes. The plots, with an average area of around 1,000 square metres, are ceded for a period of up to four years in accordance to standards and good practices that ensure cultivation under agroecological premises and the compatibility of this activity with other uses of the area.

The creation of the Ordinance recognises the urgency of moving from deciding or voting in an assembly to actually cooperating with the administration in the process of implementation and governance of projects of common interest, converting dispersed cooperation possibilities into a local public policy.

## The Ordinance in numbers

>100 million euros of residents' proposals submitted via Decide Madrid will be implemented in 2018.

>There are 330,000 people registered on Decide Madrid, plus another 100,000 who are not registered, but who have taken part in a consultation either in person or by mail.

>There are more than 40 registered community gardens in the city.

## Milestones

**2014** The Municipal Programme of Community Urban Gardens is launched after four years of development, with 17 community gardens.

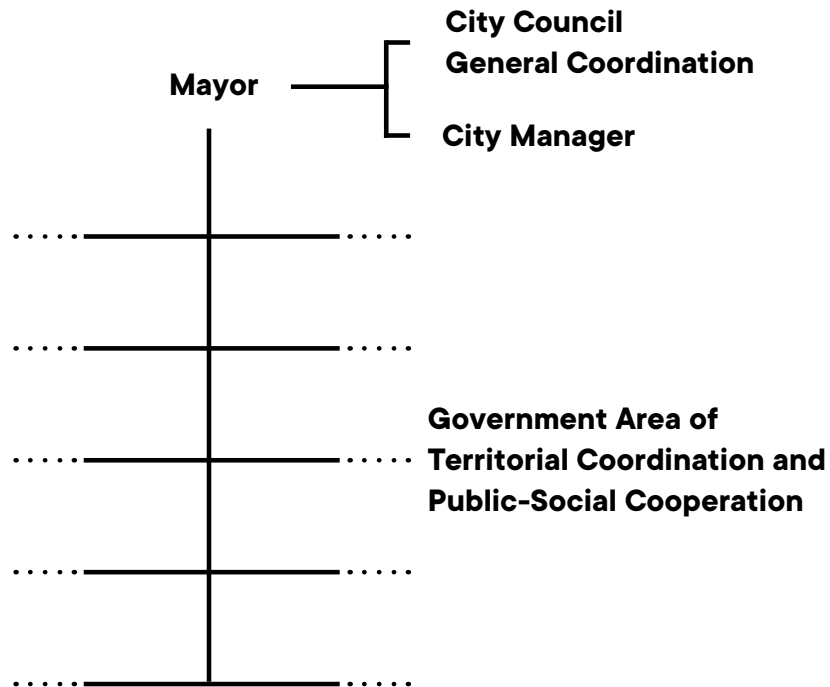
**2015** Manuela Carmena, from the Ahora Madrid party, is elected Mayor. In her government, Nacho Murgui is appointed Deputy Mayor. Today Nacho is also the Delegate for Territorial Coordination and Public-Social Cooperation.

**2016** The Area for Territorial Coordination and Public-Social Cooperation begins to collect documents and external experiences to develop the Public-Social Cooperation Ordinance of the City of Madrid – some references used were the Bologna Regulation, the jardins partagés ('community gardens') in Paris, New York's Take Back Your Park and the London Resilience Partnership.

**2017** The document of the Public-Social Cooperation Ordinance of the City of Madrid passes the public consultation process in the online platform Decide Madrid.

**2018** The Ordinance is approved by the Government Board and platform Coopera Madrid is created.

## ADMINISTRATIVE STRUCTURE



## The Ordinance Path and Context

Public-social cooperation had existed in Madrid for many years, especially in what had to do with the cession of places. With the re-democratization in the early 1980s, 'provisional cession contracts' were not uncommon, especially for soccer fields run by local sports associations. Over the years these agreements slowly evolved, albeit still quite opaque: it was not an open process and there was no public calling. They were made in application of Law 33/2003 on the Patrimony of the Public Administrations, but they were formalised in an isolated, disconnected way and under different criteria, forms of assignment, conditions and mostly without publicity.

The economy in Spain began to slow down in late 2007 and went into recession in late 2008, resuming a gradual recovery only in 2015. Many dissatisfied citizens, in line with other initiatives around the globe mobilised by the 'right to the city', began to organise themselves to act directly for the democratization of the use of public spaces in Madrid.

Since 2010, several citizen initiatives have emerged in Madrid that develop community urban garden projects in unused plots, many of them city-owned, under the premise of agroecology and community self-management. A Municipal Programme of Community Urban Gardens has been developed with the City Council, a local reference for what later became the Ordinance.

The year of 2011 marks the beginning of Movimiento 15-M, a series of spontaneous, peaceful citizen mobilisations, largely arising from social networks. The participants of 15-M demanded a profound change in Spanish politics and society and felt unrepresented by political parties. Many of their activities (such as encampments and assemblies) took place in Puerta del Sol, Madrid's central public square.

The 15-M contributed to a certain political reorganisation of Spain mainly in what refers to the new Spanish municipalist movement; it can be understood as seed of the election of Ahora Madrid. The election of Ahora Madrid's Manuela Carmena for Mayor and the ensuing appointment of Nacho Murgui as Deputy Mayor gave way to the possibility for collectives to register with the City Council, as well as their being included in a census of Associations and Collectives (which until then only included Associations), which allowed them to formally cooperate with the municipality.

The Ordinance has also been driven by the development, in 2016, of the 'Common Framework - Citizen Management Spaces Of Madrid' (Marco Común - Espacios de Gestión Ciudadana de Madrid), geared towards the assignment of spaces for citizen self-management to promote the development of common goods. Red de Espacios Ciudadanos (REC, or 'Network of Citizen Spaces') had been for years discussing the shared interests between self-managed social spaces and analysing self-management processes in other cities. This work resulted in a self-training process that led to the proposal, to the Madrid City Council, of the development of a framework for common goods – specifically, tools for the use of buildings and places by open, autonomous management initiatives geared towards the urban commons.

Encouraged by this mobilization, Nacho Murgui proposed a decree to regulate access to public-social cooperation. The decree was created to promote the cession of municipal spaces for the development of activities, guaranteeing transparency, equal access to public resources and legal guarantees to all parties. In short, it was about responding univocally and transparently to the demand for public places by citizen entities and putting an end to the arbitrariness that had characterised these assignments so far.

The REC did not find in the decree the solution for many of their demands. Still, they decided to continue dialogue with the Territorial Coordination Area for its improvement. Following this process, the Ordinance begins to be formulated in 2016 and is finally approved in May 2018.

*"The recent launch of the Public-Social Cooperation Ordinance of the City of Madrid signals the municipality's efforts to fulfill the discourse of cooperation, through the facilitation and standardisation of the referent bureaucracy and creation of transparency mechanisms." Gema Rivas*

# An 'Ordinance' implementation case

## >Project

Huerto Las Vías  
(‘The Tracks’ garden)

## >Beginning

July 2017

## >Proponent

David Molinero – Asociación de Vecinos Juan Duque  
(‘Juan Duque Neighbours Association’)

## >Partners

Asociación Pasillo Verde - Imperial

## >Space users

The space usage mainly happens by retired people who live in the neighbourhood. Neighbours take turns to water the garden every day; more people gather there on weekends and when there are parties, whole families come together.

## General description and brief history of the spaces

The community garden is called Huerto de Las Vías (‘The Tracks’) because there lie buried the train tracks that connected the stations of Atocha, Delicias and Principe Pio. After they were buried, the land in the surface remained free, being called Pasillo Verde Ferroviario and located almost entirely in the district of Arganzuela.

The opening of the railway connection between Atocha and the new station of Chamartín absorbed the demand of passenger train traffic that Madrid had on its North-South route. Along with this, the railway in this section of the city became used by freight trains, and then progressively less used due to the decline of the industry in the Arganzuela district. In 1988, when the tracks of the freight train were buried creating Pasillo Verde, the neighbourhood finally lost its industrial character which had been declining for two decades.

The lots where the tracks were located were destined to the construction of houses (1994–1997). Some of them were built by housing cooperatives on public land, and others on private land by conventional processes. Parks and social and health equipment were also built (2002), as well as the Marqués de Samaranch Municipal Sports Centre (2003). The community garden was implemented in an abandoned, publicly-owned portion of the land adjacent to the Municipal Sports Centre. Although the place is not easy to find, the access is relatively simple, lying 2.5 kilometres away from the city centre and walking distance from the Puerta de Toledo metro station.

## The project

In March 2016 the neighbours of two associations of the district of Arganzuela proposed a project to be voted for the

participative budget of that year through the Decide Madrid platform: an urban garden next to the Municipal Sports Centre Marqués de Samaranch.

The proposal, 'Huertos Urbanos En Terrenos Del Centro Marqués De Samaranch Municipal Sports Centre', was the second most voted in Arganzuela, which has a total annual participatory budget of 10 million euros. It was formulated by several neighbours and channeled through two neighbours' associations.

The proposal consisted in the preparation of a 1,000-square metre urban community garden, at the cost of 25,000 euros. The creation of the community garden that later became known as Huerto de Las Vías met the pre-existing Municipal Programme of Community Urban Gardens, which is now ruled by the Ordinance – therefore, the bases for cooperation between the municipality and the proponents were already established.

According to the Programme, the City Council of Madrid performs the basic conditioning that allows the start of agricultural activity by associations, consisting of: installation of a perimeter fence; preparation of the land and contribution of cultivation substrate; establishment of water connection; installation of box and circuit for drip irrigation; and implementation of a storage booth and an information board. Although the projects are community and self-managed, the City Council of Madrid accompanies and facilitates these initiatives by making available to the associations resources such as:

>Training and advice through the Environmental Education Centre of Huerto del Retiro and the Ciudad Huerto Programme developed in collaboration with Intermediae-Matadero and the Madrid Urban Gardens Network.

>Delivery of horticultural seedlings, fruit and aromatic trees grown in the Municipal Nurseries.

>Supply of mulch produced from the pruning remains in the parks of the city.

>Contribution of planks from the renovation of benches, which are given a new use in these spaces.

The role of the residents is to keep the garden running under agroecological premises and open to all interested people; the garden is closed with a lock to which the neighbours know the code. Whenever someone is using the place, anyone can also use it. The neighbours have set up a calendar to water the garden daily and mobile messaging groups for more immediate actions. New members of the garden group are required to participate in one of the monthly meetings and agree with the rules of the space; after which the lock code is shared.

The terrain conditioning process began in July 2017 and the space was opened for use in March 2018. The City Council prepared the ground according to a drawing that was presented by the neighbours, comprising a part for cultivation and another part for socialising.

The concession of the land is for four years, and even though the garden has been in operation for less than a year, its impact in the neighbourhood is already noticeable:

*"In addition to the gain of having a space of ecological nature, the important thing are the people who are here now, using the garden. It is a heterogeneous group, of various ages, cultures, contexts, socio-economic backgrounds, that are sharing this space and exchanging among each other. The most beautiful thing is that we share everything here, [with] everyone."*

David Molinero, Asociación de Vecinos Juan Duque president



## Huerto Las Vías as a shared public space

During the gestation of the 15M movement, the relationship of many citizens with the public spaces of Madrid changed. In 2010 the emergence of the movement could already be felt and, since then, more collectives have been launched to use the available spaces of the city. In the beginning there were few of them, but citizens' initiatives multiplied very fast: for example, suddenly there were about 30 community gardens dotted around the city. They came mainly from neighbourhood assemblies and neighbourhood associations. The idea was to evolve from passive citizenship to an active one, to open the city to the management of citizens, and to rethink citizen management models from the bottom-up.

*“Organizing a community garden was almost an excuse to have a point to meet and exchange between people of different profiles, to think of new ways of organising and having citizens manage public space.”* explains Rafael Ruiz López de la Cova, who was among those responsible for the Municipal Programme of Community Urban Gardens in the Municipal side, as part of the Department of Environmental Education.

Soon came the building of a network among these citizen initiatives to organise the dialogue with and the demands in relation to the municipality. The first achievement in this sense was precisely the Municipal Programme of Community Urban Gardens.

The Programme has had many initial advances since it begun and is regularly reviewed by the initiatives involved, together with the municipality, suffering adjustments when necessary. Under the administration of Ahora Madrid some important demands could be met and more community gardens were legalised and insulated in the programme, since there was more attention to neighbourhood 'associationism' and to the theme of the use of the public spaces.

Not only does the Ordinance legally systematise the Programme of Community Urban Gardens, but it also extends this systematisation to the overall use of public spaces for citizen initiatives. It thus constitutes the legal framework that supports the demand for public spaces to become meeting spaces and community activities, open to the city, also regulating how local initiatives can cooperate with the municipality.

As a second step, and in accordance to the comprehensive structure that organises cooperation, smaller negotiations take place with each initiative, adapting as much as possible to their particular needs and possibilities as well as to those of to each of the Municipal departments involved. In the case of the Las Vías community garden, the implementation is still very recent, but certain negotiations are already underway. An example is the need for a toilet in the garden, to which some of the alternatives would be to build a dry toilet or to negotiate the use of the Sports Centre toilet, with an access through the garden.

Another subject is electric power. The community gardens are established with no power connection to inhibit nighttime use and possible noise that could disturb neighbours. However, electric tools are often needed in the maintenance of the garden. One potential solution is the use of solar power, generating just enough power to allow the sporadic use of electric tools.

This type of negotiation is common when projects of public-social cooperation are actually implemented, because there are demands that can only appear once the projects begin. The monitoring by the municipality and the cooperation in solving emerging issues are then essential to a good result.

*"It is normal to have adjustments, but the main thing about all of this are the people who come here together and share the place, their food, their time. It is worth the work we do here cultivating the garden."*

Maite Gomez, secretary of Asociación Pasillo Verde - Imperial

In Las Vías, all farming is communitarian and everything that is planted is shared. More than a leisure garden, the goal in Las Vías is to strengthen the community, which is happening successfully.

*"I live in the neighbourhood and occasionally come with my children. It is great to turn an unused space into a meeting place for neighbours. My kids love being close to nature, to know how it works and to participate in food crops."*

Esperanza Haya, local resident

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*"The Ordinance orders practices that until now were produced in a more dispersed and disorderly way, which ended up subjecting them to the arbitrariness of the current government, meaning they depended the sympathy that technicians had or not towards the project. Now there is legal certainty: these practices are regulated by the Ordinance, which is the maximum level of regulation that can be approved in a municipality here."*

*The idea is not so much of participation and dialogue – in the sense of taking decisions based on the opinion of the citizens – but rather that the citizens themselves can develop these public policies, being the protagonists of this process, from its design until it is put into practice."*

Nacho Murgui, Madrid Deputy Mayor  
Delegate for Territorial Coordination and Public-Social  
Cooperation  
[Madrid City Council]

## Lessons Learned

### >Complementarity with other municipal tools increases effectiveness

The listening channels of the city are well developed and their complementarity to the Ordinance makes the whole process quite effective – with emphasis on the role of the online platform Decide Madrid.

*“The participatory budget of the city and its districts is managed through the Decide Madrid platform, which is also a platform for ‘crowd law’. The platform has been in operation since 2015, and now, in its third year, it already offers 100 million euros to the participatory budget. There are about 400,000 people interacting through the platform. In addition, the ‘Foros Locales’ serve around 3,000 or 4,000 people, that also connect their contributions to Decide Madrid.”*

Yago Bermejo, Medialab-Prado coordinator of the project connecting the institution with the Open Government, Participation and Transparency Area in Madrid City Council.

### >Organising the existing instruments makes them accessible

To organise the forms of cooperation that already exist in the city, making information on it simple and accessible, has a great impact in itself. Searching for pre-existing forms of cooperation that can be systematised is an essential step towards effective cooperation.

### >Being open to newness is an advantage

The scope of the Ordinance was designed to be broad and flexible: the public administration is prepared to receive proposals that go beyond what is expected and to assess their feasibility, understanding that the Ordinance should not be an obstacle to creative, unpublished solutions.

### >Transparency is needed from the beginning

The Ordinance follows the transparency guidelines already established by the municipality, working to make all steps of each project accessible. The online interface is simple and user-friendly, as is the language used for the general communication. The official documents that inaugurate the cooperation agreements are also made available.

## Challenges

>Although the Ordinance was a result of dialogue with several citizens' initiatives, their demands were not always met. The municipality must continue exercising dialogue with these and other initiatives to pursue more common goals.

>The Ordinance does not foresee the use of the knowledge generated by the temporary use of spaces as a legacy which would further enhance its implementation.

A process to be observed in this sense is 'El Campo de Cebada'.

>In the Ordinance, the criteria for approval or rejection of cooperation proposals are not too detailed or objective.

*“It would be interesting to have the criteria for approving or not approving projects submitted for cooperation refined and better detailed. The final decision, in our opinion, remains very subjective and it would be useful for everyone to clarify how the evaluation process works”*

Ramón Silva, councillor of the socialist municipal group of the Spanish Socialist Workers' Party (PSOE)

## Next Steps

Calls for proposals directly linked to the Ordinance are planned to be launched soon. Also, a registration form is being prepared so that all public-social cooperation initiatives are registered and grouped in the same place and accessed online.

*“There will be a call for proposals soon for the co-management of neighbourhood sports facilities. We are also planning a broader call including more cooperation formats, probably with the duration of four years, as well as awards. For the next year we also have plans of carrying out open calls to allocate funds and spaces – mainly empty lots – for public-social cooperation, which we are organizing now.”*

Gema Riva

# CLOSURE AND RECOMMENDATIONS

There are some possible answers to how politics and administration can work together with active citizenship in order to achieve a common, beneficial and inclusive understanding and critical-democratic practice. This publication was made to inspire other cities to develop, together with their citizens, one of them: their own cooperation tools for the shared use and co-governance of public spaces.

Public space governance is an important theme for cities today for various reasons. One of them is that declining urban management leads to a weakening of rules related to space use and collective life as well as the emergence of social tensions. Furthermore, this dynamic operates in a self-reinforcing effect: for instance, urban installations and furniture left unkempt will deteriorate all the more quickly.

Also, simplifying and facilitating the cooperation between city and citizens to transform public spaces into accessible and common spaces strengthens the democratic status of cities. Enabling public spaces to be a platform for spontaneity and gathering contributes to the right to the city and expands the legal, sociopolitical and cultural possibilities in the use of public space.

The complexity of urban management is that it is currently oriented as a juxtaposition disconnected of activities, services and policies. This creates barriers to broader approaches

to the everyday demands of society. Public space co-governance and co-production has to be addressed in a comprehensive way, considering uses and users' needs as a key input into this process. It is not a direct result of a specific urban tool, instrument or public policy but rather a central element whose effectiveness requires the support of a cooperative ecosystem that allows its fulfillment.

This ecosystem is made of multiple complementarities, such as varied online and offline channels for listening to the population, adapted to the profiles of different citizens (for instance, young women with children; people with disabilities; travelling communities; and minority ethnic groups); inclusive places for people to gather and develop their ideas and proposals; clear and inclusive rules for the sharing of decisions; transparent processes and platforms; and joint implementation of the proposals. The idea that social participation is only an occasional consultation with part of the population through voting, in a formal and hierarchical structure led by the public administration, must be overcome.

Also the existence of a legal framework does not guarantee its application. It must be applicable, accessible, adaptable and correctly inspected by local authorities as well as by the citizens themselves.

There is a current demand of citizens to be more involved in decision-making processes regarding their city. They want to be a part of positive change, improve the environment in which they live and the local politics. To be consulted is not enough – they want to interact. In line with current values, urban governance today should not be about authority. These ideas find echo in many public administrations where there is an increasing number of people with an innovative profile, who are willing to meet these new demands and open up new horizons regarding what can be done in cooperation with citizens.

Public administration can play a crucial role in creating the conditions to reinforce relational capital, shaping their own structure and addressing public policies in order to make the city an enabling infrastructure. Relational capital is specifically based on interpersonal trust and habit of participation in networks. A good level of social cohesion and 'civic culture' is helpful for citizen-led initiatives. It is easier to develop initiatives in a favourable environment in which people can easily connect with others that share the same aims, skills, and attitudes; and where public spaces and organisations are dedicated to spreading ideas and to creating networks.

One of the main challenges is to absorb the positive innovations found in citizens' initiatives and to then create democratic intelligence that can help reevaluate and improve broader governance experiences.

Another point of attention is the longer-term implementation of these tools. They are mostly very recent. Although positive impact can already be identified, one must also be prepared for negative impact. One potential consequence to be considered and prevented is gentrification, since these tools promote improvement in the local quality of life. Thus it is not too soon to assert that social policies addressing non-discrimination are needed to complement the actions taken for the improvement of public space. It is important to add to the same territory layers that collaborate with the prevention of gentrification, such as inclusionary zoning (Special Zones of Social Interest for example), areas of low-income rental housing and Community Land Trust initiatives.

The cases presented in this publication are building 'horizontalities' in the negotiation of the city's use, creating a culture of cooperation and trust – on the part of both the public administration and the population – regarding local urban processes. They contribute to the production and

governance of the city in different ways. While the Bologna Regulation inaugurates new possibilities for cooperation through a legal framework, the Public-Social Ordinance of Madrid complements and organises a sophisticated cooperation ecosystem in the city. The BIP/ZIP strategy forms a network of projects that improve the city in a micro-scale, stemming from the most different cooperative approaches.

At different levels these tools promote dialogue practices between citizens and the public administration, as well as foster the relation between culture practices and sustainable urban development in cities. All these tools act as strategies for inclusive neighbourhood management, but the strong point of some is the weakness of others. The Ordinance is very advanced regarding its transparency interface: it is very easy to access the documents related to the tool and the projects, and also to see their development. The BIP/ZIP is not as developed in terms of communication and transparency, but their team work closely together with the communities, which ensures the continuity and expansion of its strategy. Bologna was a pioneer city in relation to legal framework for co-governance and is now enhancing its cooperation ecosystem to empower the implementation of the Bologna Regulation, having advanced greatly in the transfer of its experience to other cities.

The compilation of these different qualities displays the points of attention to be taken into account in the process of developing local cooperative tools. This is systematised in the following section, 'Recommendations', which is dedicated to public authorities, specially public managers.

## COOPERATION ECOSYSTEM

Here are some examples of ingredients that collaborate with the construction of horizontalities in search of new daily uses of the city

### Identifying Local Resources:

Mapping and monitoring mechanisms of the city's citizen initiatives.

It is important to recognise and build networks that can contribute to the strengthening of civil society. This requires a good understanding of different users' needs, both current and potential.

Get inspired by  
**CIVICS**  
[civics.cc](http://civics.cc)

### Co-Creating a Legal Framework for Cooperation:

Legal frameworks that support citizens' initiatives, simplifying the bureaucracy, establishing co-created parameters and standardising the answers and criteria through which cooperation between citizens and municipality can be formalised.

Get inspired by  
**Bologna Regulation**  
[comune.bologna.it/media/files/bolognaregulation.pdf](http://comune.bologna.it/media/files/bolognaregulation.pdf)  
**Statute of the Municipality of Naples**  
<http://www.comune.napoli.it/beni-comuni>  
**Public-Social Cooperation Ordinance of the City of Madrid**  
[diario.madrid.es/coopera](http://diario.madrid.es/coopera)

### Facilitating The Emergence of a Civic Financing Sector:

Enabling public-civic cooperation through suitable funding conditions, with guarantees, favourable loans and appropriate regulations, particularly covering the maintenance cost of civic spaces by various potential revenue streams.

One interesting idea can be to match the funds raised through crowdfunding campaigns considered relevant to the city.

Get inspired by  
**Crowdfunding Ghent**  
[crowdfunding.gent](http://crowdfunding.gent)

## Listening And Interacting:

### Online:

Creating digital platforms for participation that serve as the main tool for transparency in the municipality's decisions.

It should host the participatory budget of the city and its districts – one effective tool for redistribute decision-making. It is a recommendable that citizens are also part of its implementation of their proposed ideas. Also, the platform could host crowdlaw processes, allowing citizens to be collaborators and co-creators in the legislative process to the end of improving the quality of legislative outcomes and the effectiveness of governing by proposing legislation, drafting bills, monitoring implementation, and supplying missing data.

Get inspired by  
**CONSUL**  
[consulproject.org](http://consulproject.org)  
**Decide Madrid**  
[decide.madrid.es](http://decide.madrid.es)  
**Lisboa Participa**  
[lisboaparticipa.pt](http://lisboaparticipa.pt)

Broad participation mechanisms and channels (online and offline) that allow various ways of participating in the co-production of the city life – deliberative, advisory, and thematic approaches.

### Offline:

Physical spaces throughout the city that function as experimental incubators of cooperative proposals.

They could serve as places for the promotion of new projects, coexistence, citizen laboratories, prototyping of urban solutions, thematic participatory approaches for different profiles, citizens' meetings, assemblies, presentation of proposals, council meetings and voting. They could be cultural institutions or even self-managed spaces, and could count with technical advice to guide people who want to make proposals to the municipality to help them to put their ideas into feasible formats. This could be done, for example, in cooperation with local universities.

Another development could be the emergence of community agents and mobile structures that enable dialogue and cooperation mechanisms to reach people and places farther afield, while also allowing the future of these people and places to be discussed 'in loco'.

Get inspired by  
**Case del Quartiere**  
[retcasedelquartiere.org](http://retcasedelquartiere.org)  
**Experimenta Distrito**  
[experimentadistrito.net](http://experimentadistrito.net)  
**GABIPs**  
[cm-lisboa.pt/viver/habitar/melhoria-da-qualidade-de-vida-urbana-e-coesao-social/gabips](http://cm-lisboa.pt/viver/habitar/melhoria-da-qualidade-de-vida-urbana-e-coesao-social/gabips)  
**Foros Locales de Madrid**  
[foroslocales.madrid.es](http://foroslocales.madrid.es)

### Supporting Micro-Innovation in Co-Governance:

Strategic frameworks with open calls that promote public spaces as spaces for community meetings, and that offer a platform for spontaneity and autonomy through innovative projects, delimiting spaces in the city for prototyping and testing.

Get inspired by  
**BIP/ZIP Local Partnerships Programme**  
[bipzip.cm-lisboa.pt](http://bipzip.cm-lisboa.pt)

## Recommendations

The goal of *Doing it Together* is not to encourage a simplistic knowledge transfer process, but a horizontal exchange in which the practices in specific cities are sources of inspiration, equal in value to the local knowledge for the creation of a new collaboration strategy. Cities should inject the lessons and practices of other cities into local existing structures, valuing the already-tested process of overcoming problems, involving people and using tools to solve conflicts; equally, the local legal structure must be taken into consideration, as well as the culture of use of public spaces, local needs and aspirations. Given that each context has different potential and needs, the cooperation tools must ultimately be tailored to the territory in question.

The following guidelines could be taken into consideration when municipalities address the improvement of urban social life through the collaboration between the city and citizens in the shared use and co-governance of public space. They may apply mainly to local authorities in the development of local cooperative tools.

Municipalities should first identify whether they already have a cooperation strategy open to citizens, and whether it encompasses public spaces. It is important to improve existing policies and procedures towards equal treatment and consideration of all community groups.

There are often existing legal frameworks that recognise the way CSOs, cooperatives, social enterprises and non-profit companies work. Such frameworks could be adjusted or widened in their scope.

Cooperation tools built for 'public spaces' must include at least squares, parks, streets (including sidewalks), vacant lots and buildings. Still, in addition to the established public spaces, there are many spaces that could be opened up for temporary public use

or unused sites that could have public access. Playgrounds and waterways, allotments and gardens, residual spaces and cemeteries make up a rich mosaic of public space. There are also places that may include a mix of different land types and uses.

If nonexistent, incentives to encourage the civic use of unused public assets must be developed through tax breaks or other means. Also, regulations that facilitate community access to public properties must be in place; in case of temporary uses, policies should be thought of as incremental.

Options for different levels of community involvement must be available. These could range from full ownership of a space to friends' groups and/or volunteering opportunities. Public administrations must ensure that there is a long-term strategy for community development and support.

Also, the creative use of public space should not be framed as an 'event'. Spontaneous uses for small gatherings should be incentivised and free of bureaucracy and taxes. This prevents the eventification of urban life, fostering lively everyday use of public spaces.

Finally, the effectiveness of a cooperation tool depends on it being known and available for use by other administrative instances and departments of the municipality, with the possibility of cross-border collaboration within the administration. Given that the problems in the use of public spaces have a wide range of socio-urban causes, actions to integrate public services are key to solve them. Several collaboration tools could be integrated to other policies, such as climate, flooding, transport, access, health, culture, and education.

Additionally, it is key to strengthen the autonomy of local administrative units (including direct elections for the local representatives if possible), so they have the technical and financial capacity to solve local issues together with local citizens, instead of redirecting them to a department that knows less about the local reality.

## CHECK•LIST

Here are some recommendations  
to consider when developing  
a cooperation tool for your city

- ☐ Map the existing resources of the municipality and also the groups and individuals adopting a can-do attitude towards the city and its initiatives.
- ☐ Develop the tool through co-creation, in dialogue with active citizens and groups. Search for independent organisations that can be partnered with and also invite the population to take part in the process.
- ☐ Coordinate and integrate the efforts with other participative and co-production expedients of the city.
- ☐ Develop widely inclusive processes of proposal submission by citizens, both online and offline.
- ☐ Make it simple. The tool has to be flexible, simply written and the application process should be easy.
- ☐ Strive to cover a wide range of types of project, considering the cultural and immaterial as part of a comprehensive view of urban regeneration processes.
- ☐ Consider as many forms of collaboration as possible: financial contributions, material loans, assignments of space, technical partnerships, etc.
- ☐ Allow the participation of different levels of organised citizenship: active citizens, informal groups, small and large associations, etc. Every person with an address in the city can be considered a local citizen.
- ☐ Make the evaluation criteria clear for the approval of proposals. Signal necessary improvements to the submitted proposals and allow citizens to re-submit them after performing adjustments. This step can offer valuable feedback to citizens and avoids good proposals from being rejected because of small inconsistencies.
- ☐ Cooperate in the implementation of the proposals and in the shared management model as a whole. Monitor closely and truly cooperate in the day-to-day of the implemented projects.
- ☐ Secure a consistent administrative format for the cooperation tool. It should be hard to dissolve (making it resistant to political cycles) but also possible to be updated periodically. Employ transparency and monitoring mechanisms gathering all cooperation projects.
- ☐ Include a method to learn from the implemented projects that improves the cooperation tool itself and allows its regular update, ensuring that the tool is satisfying the actual and current needs of citizens and the city.



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**Bairro 2 de Maio “todos os dias”:**  
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Instituto A Cidade Precisa de Você (The City Needs You Institute) is a civil society organisation that contributes to cities through the creative activation and improvement of public spaces. It was born in São Paulo, Brazil, forming an interdisciplinary network of people committed to building more fair, innovative, democratic, safe, healthy, and vibrant cities. It understands that public spaces are a strategic theme in an increasingly urbanised world – according to the UN, public spaces (including squares, parks, streets and sidewalks) will occupy almost half the territory of cities over the next 20 years.

It works to promote the co-production of the use, care and management of public spaces between various urban actors: communities, organised civil society movements, third sector organisations, companies and public authorities. It proposes no ready-made solutions, but rather methodologies, trials and experiments. It acts through research, mapping and interacting with the local population, activating the potential of spaces to turn them into vibrant places. It creates settings for constructive dialogues, gathering and multiplying useful information and connecting agents to improve cities through their public spaces.

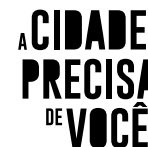
The organisation's approach involves three pillars: 'Hands-on', 'Urban Education' and 'Doing it Together'. The Doing it Together pillar investigates how different urban actors can cooperate while sharing and taking care of public spaces. It researches possible models of 'PSP' (Public-Social Partnerships), aiming at encouraging citizens and local governments to cooperate with their resources and abilities in building a fair, democratic and diverse city, and guiding private investment in favor of public interest.

Instituto A Cidade Precisa de Você is constantly searching for new models of cooperation, co-production and shared management of public spaces and social infrastructure.

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