CIVIC ESTATE

TRANSFER PLAN – CITY OF GDANSK

This template is designed to help transfer cities to produce their Transfer Plans at the start of Phase 2. These are working documents, designed to support the activities of the URBACT Local Group. They should be concise and practically focused. As key Phase 2 outputs, they should be written in English and completed by the end of March 2019.

TABLE OF CONTENTS

Civic eState / {Gdańsk}

Section 1 provides the context for the Transfer Plan – confirming your city's position in relation to the good practice.

1.   Our Starting Point

1.1. The EU Policy Framework

The good practice at the core of the Civic eState Transfer Network reflects several European Union urban policy priorities, reflected by the URBACT Program objectives, and in particular the following Thematic Objectives (TOs) of the EU Cohesion Policy 2014-2020:

• TO 1 Strengthening research, technological development and innovation;

• TO 4 Supporting the shift towards a low-carbon economy in all sectors;

• TO 6 Preserving and protecting the environment and promoting resource efficiency;

• TO 8 Promoting sustainable and quality employment and supporting labour mobility;

• TO 9 Promoting social inclusion, combating poverty and any discrimination;

• TO11 Enhancing institutional capacity of public authorities and stakeholders and efficient public administration.

The Civic eState Transfer Network fosters urban participatory economic democracy through forms of Public-Community Partnerships (hereinafter: PCPs). PCPs aim at preserving and regenerating city assets and infrastructure, in particular unused or underused heritage/cultural assets, through creative, collaborative and circular economy initiatives by involving the community of neighbourhood inhabitants in designing, experimenting, managing, and delivering new forms of cultural/social/digital services and infrastructure. PCPs actively engage students, domestic and non domestic workers, unemployed people and people with disabilities in the construction of mutualistic systems to address challenges faced by and fill the gap between the public and private welfare systems.

This strongly integrated urban strategy requires an equally integrated approach when it comes to funding the activities to be implemented and, under this point of view, this network reflects the Common Provisions Regulation for the European Structural and

Investment Funds (Regulation EU - 1303/2013) that introduced two territorial tools – Integrated Territorial Investment (ITI) and Community Led Local Development (CLLD) – which aim to provide tailor-made solutions to the territorial challenges of specific territories by engaging local partners in their design and implementation.

This transfer network is also highly relevant for the activities of several working groups established within the framework of the Urban Agenda for the EU and tasked with examining ways to improve the efficiency, knowledge, regulatory approach of European policies in urban areas. A close link exists with the groups working on: Housing, Digital Transition, Sustainable land use; Circular economy; Urban poverty and Inclusion of migrants and refugees communities; Public procurement.

The latter is highly relevant for Civic eState purposes. The European Commission's public procurement strategy is rethinking the entire approach to purchasing by taking advantage of the digital revolution, make public procurement more efficient and more citizen and environmentally friendly. This includes policies aimed at creating a more innovative, green and socially-inclusive economy. The Urban Partnership on innovative and responsible procurement established under the Urban Agenda for the EU has the objective to address social and environmental objectives that is in fact contributing to build a policy framework that allow cities to implement PCPs. This Urban Partnership recently published its Final action plan[1]. The Action Plan calls for the adoption of "new procedural tools to create space for a more collaborative dialogue between economic operators, civil society organizations, as well as urban and social innovators to co-design and co-create innovative solutions".

The Action Plan is composed of six actions, two of which are relevant for the creation of PCPs by cities.

First, under "Action 2.2.1 Innovation procurement brokerage", innovation brokers are those figures that can enable the connection between different kind of operators producing innovation at the local level and public authorities who might want to procure from them. The action suggests that the notion of economic operators producing innovation be broadened so as to include social entrepreneurs and local innovators. In the section of the Action Plan dedicated to this action, references are made to innovation partnerships, public-social partnerships, public-private-community partnerships, public-community partnerships, public-private-people partnerships. The Action Plan suggests also the introduction of collaborative dialogue procedures to

---

[1] Final Action Plan of the Urban Agenda for the EU Partnership on Innovative and Responsible Public Procurement, https://ec.europa.eu/futurium/en/public-procurement/final-action-plan-public-procurement-partnership-available.

www.urbact.eu

enable the co-design of such social and digital innovation partnerships and innovative procurement solutions.

The Action Plan foresees a three step-plan to shape the action of the innovation procurement brokers in involving civil society and local communities in the co-creation of innovative solutions to urban challenges by establishing a pilot project possibly in cooperation with the Urban Innovative Actions Initiative aimed at: (i) raising awareness on the social and digital innovation partnerships by convening EC officials, city officials and economic, social and community operators to discuss for this purpose; (ii) seeding transfer policy exercises through knowledge sharing between public authorities especially at the urban and local level and initiate policy experimentations for this purpose to disseminate legal tools for social and digital innovation partnerships pursuant to an adaptive methodological protocol (*e.g.* the experimental transfer protocol provided by Civic eState to implement the transfer at the local level); (iii) promoting the drafting of soft law at the EU level to provide city and public officials with procurement guidelines enabling partnerships for social and digital innovation through urban innovative actions.

The second action that is relevant is the action "2.3.1 Legal Handbook Innovative Public Procurement" which will be based on concrete practices and can help urban authorities in the EU by reducing uncertainty and the perception of complexity when dealing with innovative procurement for PCPs. It will have a specific section dedicated to Innovation Partnerships.

This approach is coherent with the overall EU Public Procurement strategy that contributes to corroborate a legal basis for PCPs. As a matter of fact EU Directives clearly state that their rules are intended to support "*Research and innovation, including eco-innovation and social innovation*". According to the directives they should be "*among the main drivers of future growth and have been put at the centre of the Europe 2020 strategy for smart, sustainable and inclusive growth*". And that is why the 2014 legislative package has foreseen a new contractual tool, called Innovation Partnerships. Now, this new legal tool seems to have been narrowly interpreted as a tool aimed only at digital innovation. Practice especially in cities has demonstrated that Innovation Partnerships can extend their scope to encompass also social innovation initiatives and/or social-digital innovation initiatives, such as many of the cases under which PCPs fall under. Also, the EU directives recognize the principle of self-organization and public – public cooperation. Considering that many of this urban commons initiatives act in the general interest, it is possible to say that the cooperation between the city and the urban commons could also be reconstructed as a form of public-public cooperation. Finally, the EU Commission has started a stakeholder consultation to gather suggestions on the scope of the guidance on green and social procurement and the issues it should

www.urbact.eu

address, including "*how to best integrate the demand-side function for social innovation and social entrepreneurship*"[1].

1.2. Brief description of the good practice

The "Civic eState" TN aims at transfering and further developing new project/policy/regulatory tools experimented by the City of Naples to regenerate abandoned and/or deprived buildings, therefore subtracted to the use of city inhabitants. This tools have turned conflictual actions of occupation and/or bottom up initiatives of temporary use and urban regeneration into an opportunity for social rule-making, urban welfare provision and new forms of social and solidarity economy. Different movements and informal managements have, in fact, highlighted the need for such spaces to be used and managed by city inhabitants as urban commons. Urban commons are urban assets, services, infrastructures both tangible and intangible co-used, co-managed or co-owned by city inhabitants and the City. Thanks to a system of polycentric collective governance (hereinafter also "co-governance") in which many, various, different urban resources get to be co-governned by city inhabitants and local governments, these urban commons start networking among themselves and the city itself gets to be reconceived as a commons (hereinafter also the co-city).

The civic use of empty buildings carved by the City of Naples resolutions (hereinafter "the civic use model") implied on one hand a temporary use and it represented a starting point for the "renaissance" of such places and, on the other hand, it created a stimulus to start searching for innovative mechanisms for the use of such spaces as a community-managed or a community-managed estate. This legal tool was theorized from grassroots, claimed by commons activists that revisited the ancient Italian legal institution of "civic uses" forged in rural areas to the city to institutionalize the informal/social management of buildings used by communities to provide cultural and even urban welfare services in neighborhoods.

To recognize and implement this tool, an innovative dialogue between administration and citizens started, building a process of legal co-creation. The civic use model is a system of "direct administration", co-led by the people, structured as a new form of participatory governance that intends to go beyond the classic "concession agreement model" which is based on a dichotomous view of the public-private partnership. The civic use recognizes the existence of a relationship between the community and these public assets that triggers the formation of a social practice eventually evolving into a

---

[1] See the COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS, *Making Public Procurement work in and for Europe*, COM(2017) 572, 3.10.2017.

www.urbact.eu

"civic use", which in essence is the right to use and manage the resource as shaped by the practice and concrete use of the common resource by its users.

This process makes community-led initiatives recognizable, creating new institutions, ensuring the autonomy of both parties involved, on the one hand the citizens engaged in the reuse of the urban commons and on the other hand the city administration enabling the practice. The urban commons in the City of Naples emerged mostly in the City center, that presents socio-economic distress. Urban commons emerge often in outer neighborhoods too.

The process that led to the enactment of the civic use resolutions in Naples started at the Ex-Asilo Filangieri, a huge former convent occupied by a movement of cultural and artistic workers the 4th March 2012, with the resolution of City Government n. 400/2012, written, as well as all the others, in a strictly dialogue and expertise exchange between the activists and the Administration, that produced also resolution of Naples City Council n. 7/2015. Activist then translated their practices of co-management in a the Declaration of Civic and Collective Urban Use, that after a quite long period of public discussion, claiming and also clashes, was recognized with the resolution of Naples City Government n. 893/2015 as the public regulation of the building. Asilo was, in fact, declared as an "emerging commons", managed through the co-governance mechanism of the civic use and validated as an URBACT Good Practice. This is a key case study in the Civic eState Good practice since it is there that the central regulatory innovation took place. The City also provided the possibility for the compensation of management expenses, justifing this choice with the production of social value they generate, through civic use regulations or other forms of civic organizations models.

After the case of the ex-Asilo Filangieri a collective work has grown from grassroots and with resolution of Naples City Government n. 446 approved on 27 May 2016, other seven public proprieties were recognized by the City Council of Naples as "relevant civic spaces to be ascribed to the category of urban commons": Ex-Convento delle Teresiane; Giardino Liberato; Lido Pola; Villa Medusa; Ex-OPG di Materdei; Ex-Carcere Minorile – Scugnizzo Liberato; Ex Conservatorio S. Maria della Fede; Ex- Scuola Schipa. For some urban urban commons the recognition has still to be finalized with appropriates agreements after the communities managing the space will draft a Declaration of Civic and Collective Use, on the model of those of the Ex-Asilo, through which they secure inclusivity, accessibility, impartiality and usability in the assets co-governance mechanism. In the future, the list of urban commons is expected to be enriched with more urban assets and resources to be recognized as urban commons.

The first assets where unutilized or under-utilized urban buildings and spaces, that where informally occupied and re-generated by informal communities that currently animate them and still contributes to their regeneration. In many cases the renovation works could not be completed at the beginning of the informal management and are carried out through self-funding schemes throughout the time. Such regeneration has to be intended in the direction of a «civic profitability», i.e., not in a merely economic or

aesthetic way, but above all with regard to its social effect. These assets constitute the civic patrimony of the City of Naples, co-used, co-managed and probably co-owned by Naples' city inhabitants for realizing activities pursuing the general interest.

A key aspect of the Good Practice implementation was the methodological approach adopted by the City of Naples which was centered on one hand on a participatory approach (the so called "Naples Lab", which carried out participatory labs in the City and consultations to involve city inhabitants on the decisions on possible uses and governance of urban commons) and on the other hand on the creation of an infrastructure within the City "ad hoc public governance" system. To the latter aim, the City Council mandated a political coordination - carried on by the Urban Planning Councilor - and a technical coordination devolved to an Inter-directional Project Unit for the development of integrated urban policies: this method was successfully tested during several projects, above all USEAct and 2nd Chance URBACT projects, to overcome the sectorial organization of the Administration and to work in a cross-cutting way.

Concerning stakeholders, the policy path involved both administrative and civic stakeholder. At administrative level, the system of political and inter-departmental coordination, designed to better organize the involvement of all municipal departments potentially interested in the delivery of a project, is managed by Representatives of the Urban Planning, Rights to the City and Common Goods Department, while the technical coordination of the projects is assigned to the Inter-directional Unit "URBACT projects and networks for the development of integrated urban policies". At the civic level, main stakeholders are informal groups, political and social collectives, local associations, NGOs and social and solidarity cooperatives, Universities, Research Institutes, Heritage Preservation Trust, Campania Region and Regional Authorities in genre, the third sector organizations, local businesses (e.g. artisans, typical organic food shops) and private entrepreneurs. This group is composed of key stakeholders (territorial and non-territorial) and their involvement is foreseen through different kind of meetings (according to the specific needs): "one to one", "territorial", "cross-sectional key", "plenary". This, to better adapt the participatory process to the different requirements of the target groups identified. To better coordinate the actions of the network, the ULGs will be organized in specific topic groups, common to all partner cities. This will allow to have moments of transnational meetings and exchange among stakeholders.

The assets (buildings and infrastructure) that the City of Naples recognized as urban commons constitute the civic patrimony/estate of the City of Naples, co-used / directly-managed by Naples' city inhabitants, the State-Community (working in coordination and alliance with the State - Apparatus), to carry out services of general interest. This might be the birthplace of a an urban community-based welfare state system. Such civic estate will need to improve its maintenance, financing and operational techniques. This

step will be reached through the promotion of new forms of "Urban Civic Communities" and the definition of innovative schemes of PCPs to gain the interest of potential long-term investors. Civic Development Institutional Ecoystems would become drivers to boost the overall social, cultural, environmental, economic sustainability of the neighborhoods and to experiment innovative financing schemes. The Civic eState TN will address these issues by supporting mutual exchange between Naples and the cities of the network which might be facing similar issues or are in the process to adopt also thanks to the Urbact TN the urban co-governance approach in the form of civic/collective use, management, ownership. The aspect of the Good practice which might be improved through the network's activity and key lessons is the sustainability model of the civic and collective urban use. The sustainability model would generate solutions for shared responsibility in monitoring activities and managing the security of spaces and innovative forms of social-economic models for financing projects, job opportunity and civic selfentrepreneurship. The public and city-owned assets play a central role in the Civic eState process, as fostering new forms of collective planning and civic use means not only a valuable human and social income, by giving strength to new forms of social inclusion, urban commoning and innovative financing schemes (e.g. crowdfunding, micro-credit, fund raising, etc.), but also means raising the potential of disused and underused public spaces. Therefore, the valorization of the municipal assets can be understood as a process by which it is possible to confer a greater social and economic value to the good by increasing its level of enjoyment by the community. The latest resolution no. 458, approved by the City Council of Naples on August the 8th 2017, in compliance with the principle of financial sustainability, has identified new challenges and strategic actions for the valorization of the municipal heritage, identifying participated procedures aiming to generate a valuable income for the redevelopment/maintenance of the premises and to guarantee the sustainability of social/cultural initiatives, ensuring the autonomy of both parties involved: the citizens and the public administration. The Naples' City Council Resolution of August 8th, 2017 indeed encourages the commoners to design and submit "pilot projects" characterized by prevailing social aims, for the valorization of underused and disused municipal assets which can be redeveloped and transformed to experiment new uses such as:

• social-care facilities;

• reception centers for migrants and asylum seekers;

• educational gardens, collective and urban gardens;

• playgrounds for children and youngsters;

• artistic installations/exhibitions;

• activities aimed at promoting "urban creativity";

• regeneration of public spaces in genre as "civic flourishing environments".

1.3. The object of the transfer

Co-governance of urban assets/services/infrastructures through PCPs face similar issues in terms of administrative and maintenance costs, financing, accounting and legal issue, in different cities. It will be one of the objectives of the Civic eState project to establish how to create economies of scale and better management of urban commons by pooling resources and establish forms of cooperation between the different urban commons. Civic eState will be aimed at completing the pre-feasibility study of solutions addressing these issues also through consultation and exchange with transfer cities that are members of the Civic eState network which might be facing similar issues or are in the process to adopt also thanks to the Urbact Transfer Network the urban co-governance approach. Drawing from the detailed analysis of the GP, we can draw the conclusion that the object of the transfer is the following:

"the urban co-governance principle in the use, management and ownership of urban commons and the creation of public through local legal hacks (such as the example of the urban civic uses successfully experimented in Naples)."

This action can in fact be directed in different ways and towards different urban commons which are urban tangible and intangible assets, services, infrastructures and it might be implemented through adaptive legal hacks, rooted in the legal framework and administrative culture of the specific contexts.

By enhancing commoners' proposals and their active role in the "care of the City", the Administration is also willing to promote new forms of "Urban Civic Communities" and to define innovative schemes of PCPs to gain the interest of long-term investors. In this way, the designed Civic Development environments would become a driver to boost the overall economic sustainability of the process and to promote innovative financing schemes. The most challenging goal of the transfer is to grab the attention of potential long-term investors (territorial and non-territorial) aiming to support the PCP model and to help the urban civic communities in boosting the overall economic sustainability of the process and experimenting innovative financing schemes.

As a matter of fact, according to empirical evidence, collective governance is more sustainable and long enduring when resource pooling and cooperation between five possible categories of actors is in place: social innovators or the unorganized public, public authorities, businesses, civil society organizations, and knowledge institutions. This has been defined as a model of "quintuple helix governance of urban innovation". These co-governance arrangements have three main aims: fostering social innovation in urban welfare provision, spurring collaborative economies as a driver of local economic development, and promoting inclusive urban regeneration of blighted areas. Public authorities play an important enabling role in creating and sustaining the co-city,

implementing a policy approach consistent with the Lefebvrian approach of the right to the city. The mechanism proposed by the City of Naples, although routed in the Italian legal system, is characterized by a high degree of adaptability to other European urban contexts as it is based on largely shared ethic, legal and social values, already widespread in other countries and especially in UK, France, Belgium Spain and Portugal. Both civic uses and the basic design principle of this policy and legal tool are at the core of already many local policies. In these years, moreover, many meetings, conferences and working groups are arising between Neapolitan community of civic users and Italian and European commons movements. The mobility of this good practice may encourage a mutual learning process on innovative tools to foster an integrated approach in urban regeneration and redevelopment processes. The transfer cities would help build and establish generating new community-led sustainability models through non-conflictual process of dialogue with and cooperation among citizens. As already noted, this process makes bottom-up initiatives recognizable by the city administration for their inner value, ensuring the autonomy of both parties involved, on the one hand the citizens engaged in the reuse of common goods and on the other hand the city administration. A profitable exchange with other European cities could then help to improve the system of shared responsibility in monitoring activities and in managing the security of the sites.

To finalize the Civic eState transfer, both a legal and a management/financial innovation is necessary. For the legal innovation, the activation of responsive institutional innovators within different sectors of City bureaucracy, working alongside City innovative lawyers and multidisciplinary experts when needed. For the management/financial innovation, an intense work of institutional innovators and creative lawyers on the sustainability scheme, alongside networking with long term investors at the urban or national level is needed.

The Civic eState GP transfer can be synthesized in a set of legal principles extracted from the Naples resolution on civic uses that will shape the local legal innovations that will be realized by cities and tested during the project through adaptation by means of the guidelines/policies/regulations produced at the local level and the trans-national exchange and learning activities. The set of legal principles extracted from the Naples GP will then be validated and prototyped after the final event of the TN.

The first version of the legal design principles is the following:

1) civic autonomy, self-organization, direct administration: the City recognizes the right of the urban commons to self-organize themselves;

2) co-governance implies cooperation with the city and other stakeholders, it can have different degrees (i.e. sharing, collaboration, polycentricity);

3) civic entrepreneurship: urban commons are not risk averse and aim at being economically independent from the public and the private sector;

4) external mutualism and social justice: urban commons act in the general interest, not just in the interest of those who cooperate, advancing social justice and solidarity goals;

5) economic, environmental and social sustainability: urban commons adopt economic models inspired by the social and solidarity, circular, collaborative, creative/cultural economies and other economic models that imply commoning or cooperation;

6) measurable public-community value: metrics to measure the social, economic, cultural and environmental value produced by the urban commons are adopted;

7) additionality: the urban commons do not crowd out public investment, they mobilise resources that would not have been otherwise mobilized;

8) openness and inclusivity: urban commons guarantee diversity and inclusiveness;

9) trust and reciprocity: conflict of interests are not tolerated, social sanctions and monitoring systems should be put in place;

10) proximity and experimentalism: urban commons are about practice that are neighborhood-based or district-based and adopt an applied, iterative, adaptive approach in each neighborhood.

The main challenges of the transfer can be identified in the following way:

1. Risk of fragmentation and isolation of institutional innovators within City bureaucracy;
2. Obstacles to overcome within City bureaucracy:
   • risk aversion;
   • legal challenges: the transfer needs legal hacking to be properly carried out;
   • fragmentation between different city departments and policy sector;
3. Securing the interest of philanthropic, social, ethical and long term investors and identify a sustainability model that leverages the social capital and/or social cohesion/services produced by and therefore the social infrastructure nature of these co-governance mechanisms.

To implement the Civic eState GP, each city must come up with a solution adaptive to the local conditions. The actions to implement and the object of the co-governance mechanisms vary across cities and communities. The transfer ultimately consists in the implementation of an experimental public-community co-working method and partnership through a legal hack aimed at tackling policy challenges at the intersection of different policy sectors.

1.4. Our city's position in relation to the good practice

- What is the challenge the good practice addresses?

The main challenge for the city of Gdansk is the implementation of a right to the City framework, related to the commons and social innovation and social – _solidarity economy. On one hand there is a lot of active citizens who get involved in the policy making processes but on the other hand they are not ready to take over the responsibility to manage common goods in a way which will secure the interests of all groups of citizens. The particular interests usually dominate over the common good. The implementation of principles of self-management, cooperation and mutualism, and strengthening individual and collective responsibility makes a big challenge. During the URBACT APN **BoostINNO** – ULG, the City of Gdansk was working on social innovation theme and one of main identified challenges for our city was lack of physical space for social innovators and meeting place for people interested in social innovation development. The creation of a physical HUB for social innovation and integrated community around that space is one of core elements of the Gdansk Integrated Action Plan in BoostINNO. Civic eState would be natural continuation of the work started and developed in BoostINNO. There are several regenerated areas with empty buildings in Gdansk.

The entire project in Gdansk will be focused on **conducting three pilot experiments.** The first one - creation of a "Citizens' House" in Gdańsk (Civil HUB), - a space for supporting social innovations and urban activism in the empty building at Dolna Brama Street. The second will be related to the community management in on one of the existing neighbourhood houses - strengthening and extending the involvement of neighbourhood residents in co-management. The third one will work out a methodology for co-management of tenement in the social housing at Orunia district – Ubocze 24 str. -
Each of these pilots will consider formal and legal terms in the national and local legislation frame and on the other hand will work on **building a community around the physical space ready for co-management** and taking responsibility of the place according to the "Italian principle" of public- civil partnership.

www.urbact.eu

- Has your city tried to address this challenge already – if so how?

- Have you already tried to design and implement an approach like the URBACT Good Practice? If so, with what results?

In the **first pilot** the municipality has decided to assign one of empty buildings in regeneration area (Dolne Miasto – Down Town), which used to be a college, for common use for urban communities: innovators, social entrepreneurs, informal groups, activists, local civil society organizations. We have already carried out a co-design process with future space users and are preparing for renovation work. Main aim of the process is to create a friendly space with new services for the neighbourhood as well as an inspiring location for new activism, a space to generate new projects and innovative solutions to local challenges.

In the second **pilot experiment** in Orunia district, local community from another regeneration area Orunia, effectively conducts backyard regeneration processes, which will be comanaged by them. This process would not have been possible without the involvement of the Gdańsk Foundation for Social Innovation, acting as an animator. This foundation will be the coordinator of the second pilot.

The City sees the Civic eState transfer process the chance of transferring knowledge and practice in co-managing urban public spaces and a chance of engaging in a learning process on how to promote urban co-governance mechanisms.

- What assets does your city bring to the transfer process

There are some new experiences in Gdansk in running participatory processes aimed on co-management of common spaces, associated with the processes of revitalization of courtyards in the districts covered by the Gdańsk revitalization program. These projects are carried out by local NGOs with the participation of local communities - the neighbors living in the area surrounding the yard.

The city has many experiences in co-creation of the city polices and their implementations but not in joint undertakings of multiple stakeholders. The City has a relevant experience with promotion of social inclusion through innovative governance schemes. The case of the "So Stay Hotel1", which is also an URBACT Good Practice, is exemplary, together with the "Social Innovation Foundation" which will constitute the baseline for the development of the Gdansk adaptation of the policy transfer. Foundation The City carried out participatory processes regarding to co-creation, co-

management and co-implementation of social policies, such as the as the "Immigrant Integration Model2". Some experiences with community centers run together by 2 or 3 NGOs have given more negative than positive results. The conviction that the success of the place will depend on the participatory processes which will take place from the very beginning made Gdansk to decide to join the Civic eState Transfer Network, for which there is a strong political support. This transfer will help to facilitate the participatory processes, which have to take place to enable such a common use of public building, to make it stable and fruitful for the actors involved as well as the neighborhood and local community. The working name for the place is Social Solidarity Hub and its spaces will serve the whole community and will be used to experiment participative democracy.

- What barriers might you face in trying to adapt and transfer the good practice?

In trying to understand the specific situation of individual experiment pilots in the course of the GP transfer process, together with ULG will carry out SWAT analysis.
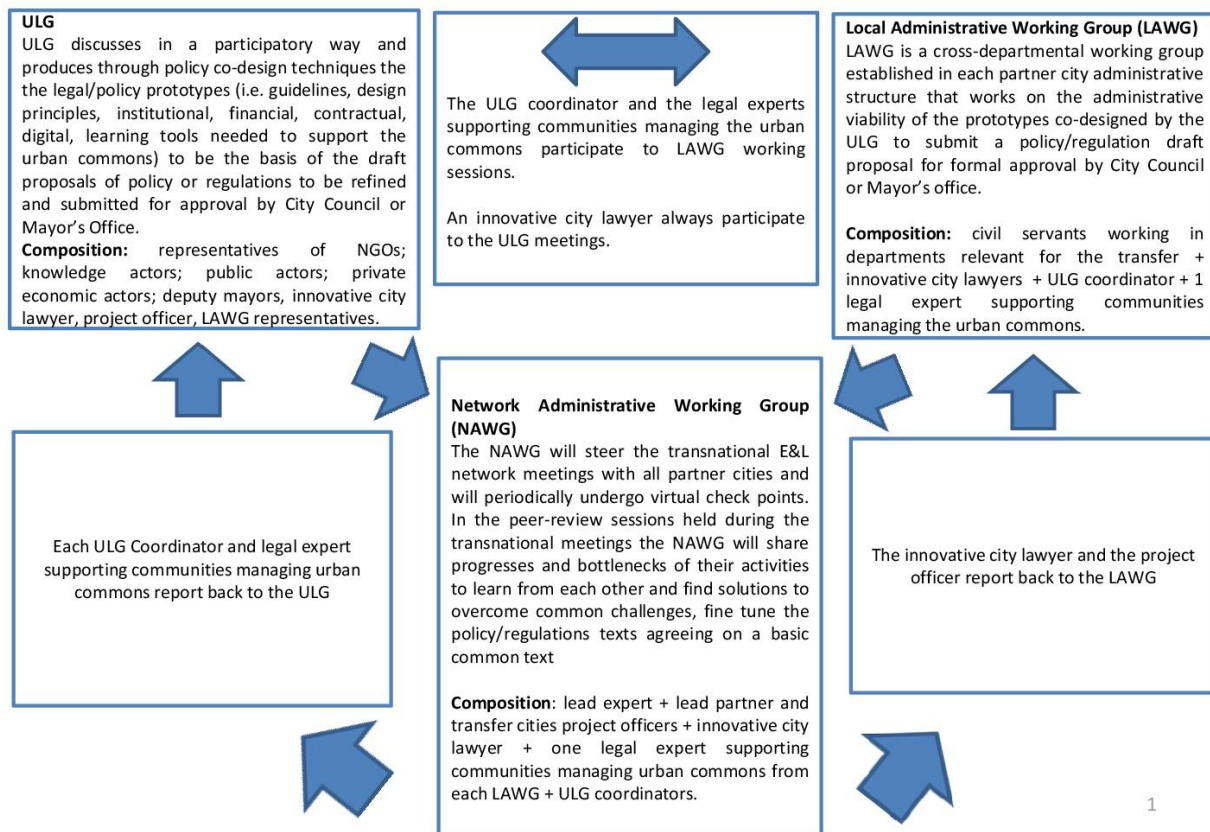
2.   How we are going to do this

2.1. Our transfer methodology

The Civic eState transfer methodology is composed of 4 main elements: the TN methodology infrastructure (the ULG and the LAWG); the Experimentalist Transfer protocol (consisting in the set of phases and activities through which cities can generate the practices to carry out the transfer at the local level); the transfer process (consisting in the set of phases, meetings, outputs through which the Network can carry out the transfer).

THE TN METHODOLOGY INFRASTRUCTURE

Civic eState Organizational & Flow Chart (ULG + LAWG > NAWG)

ULG
ULG discusses in a participatory way and produces through policy co-design techniques the the legal/policy prototypes (i.e. guidelines, design principles, institutional, financial, contractual, digital, learning tools needed to support the urban commons) to be the basis of the draft proposals of policy or regulations to be refined and submitted for approval by City Council or Mayor's Office.
Composition: representatives of NGOs; knowledge actors; public actors; private economic actors; deputy mayors, innovative city lawyer, project officer, LAWG representatives.

The ULG coordinator and the legal experts supporting communities managing the urban commons participate to LAWG working sessions.

An innovative city lawyer always participate to the ULG meetings.

Local Administrative Working Group (LAWG)
LAWG is a cross-departmental working group established in each partner city administrative structure that works on the administrative viability of the prototypes co-designed by the ULG to submit a policy/regulation draft proposal for formal approval by City Council or Mayor's office.

Composition: civil servants working in departments relevant for the transfer + innovative city lawyers + ULG coordinator + 1 legal expert supporting communities managing the urban commons.

Each ULG Coordinator and legal expert supporting communities managing urban commons report back to the ULG

Network Administrative Working Group (NAWG)
The NAWG will steer the transnational E&L network meetings with all partner cities and will periodically undergo virtual check points. In the peer-review sessions held during the transnational meetings the NAWG will share progresses and bottlenecks of their activities to learn from each other and find solutions to overcome common challenges, fine tune the policy/regulations texts agreeing on a basic common text

Composition: lead expert + lead partner and transfer cities project officers + innovative city lawyer + one legal expert supporting communities managing urban commons from each LAWG + ULG coordinators.

The innovative city lawyer and the project officer report back to the LAWG

1

www.urbact.eu

The Civic eState network methodology is centered on:

a. the **Urbact Local Group (ULG)**;
b. a **cross-department Local Administrative Working Group (LAWG)** within each City administrative structure;
c. a series of **network-level E&L virtual check points**.

The ULG

The ULG in Civic eState is composed by representatives of the five helixes of the co-governance of urban innovation:

1. Organized social sector:
   o representatives of national NGOs;
   o representative of local NGOs
2. Social and civic innovators
   o legal experts supporting communities managing the urban commons;
   o individuals and groups involved in the management of existing urban commons;
3. knowledge actors:
   o schools;
   o universities;
   o research centers focused on urban issues active in the City;
4. public actors;
   o innovative city lawyer;
   o the project officer;
   o LAWG representatives;
5. private economic actors:
   o Neighborhood level businesses (e.g. artisans, local food shops, other local shops, etc.) to bring the necessary know-how and competences in relation with the local economic context;
   o local institutional foundations and other local philanthropic investors; business and start-up incubators.

The ULG might be integrated with:
• Managing Authorities of Operational Programmes (whether ERDF or ESF);
• Representatives of the neighborhood, metropolitan city and regional level – government;
• deputy mayors;
• representatives of ethical, philanthropic and social investors, promotional banks and long term investors (*e.g.* National Promotional/Development Public Bank,

www.urbact.eu

Council of Europe Development Bank; European Investment Bank - EIB; European Investment Fund; European Bank for Reconstruction and Development – EBRD).

The **LAWG**

The **LAWG** is a cross-departmental working group established in each partner city administrative structure that works on the administrative viability of the prototypes co-designed by the ULG to submit a policy/regulation draft proposal for formal approval by City Council or Mayor's office. The set-up of the Local Administrative Working Groups is crucial for the Civic eState organization. The LAWG is supposed to be an administrative cross-department Local Administrative Working Group (LAWG) within each City.

The LAWG is composed by civil servants working in departments relevant for the transfer (e.g. urban planning, environmental, energy, social services, CTOs, youth and equal opportunities) and is integrated by innovative city lawyers, the ULG coordinator and a legal expert supporting communities managing the urban commons.

The LAWG will play a facilitating role for the city and represent the entry point (a single point of contact) into city administration for proposals and initiatives of the ULG. Civil servants will co-create administrative and legal solutions enabling urban co-governance and act as brokers between the urban commons initiatives participating to the ULG and the different city departments that need to give administrative or financial support, on providing them a network or supporting them build a network, coaching them in designing a business or management model.

The LAWG works through **cross-department meetings** with departments/areas that might contribute to the process because they can share a good practice, or because they are responsible for policy areas involved by the transfer, and steers the implementation of the transfer plan. The LAWG also participates to ULG meetings, in particular those organized with commoners and other stakeholders involved in the ULG to run the pilot project and draft the guidelines of the legal hack.

The ULG coordinator and the legal experts supporting communities managing the urban commons participate to LAWG working sessions. The LE and the LP participate online and offline to the meetings as much as possible. LE and LP will involve Naples' ULG members and members from Naples City departments that was or are currently involved with the GP. They will participate to the online and offline on site visits when appropriate.

The virtual check points

The **virtual check points** are the transnational, network-level working tool steered by the lead expert and lead partner, and participated by the transfer cities project officers, the

transfer cities innovative lawyers, the legal experts supporting communities managing urban commons in each transfer cities, the ULG coordinators.

The virtual check points will be periodical online meetings. The goal of this online meetings is to report the efforts that cities are undertaking at the local level designing the appropriate policy and legal tools to transfer the good practice and improve those efforts through mutual learning.

THE EXPERIMENTALIST TRANSFER PROTOCOL

The transfer will be carried out at the local level through an **experimentalist transfer protocol.** LAWGs are in charge of carrying out the 3 steps of the transfer protocol:

1.   cheap talking and mapping of good practices within the City

The cheap talking and mapping can be carried out both online and offline. In this phase cities must identify the urban assets (buildings or infrastructure) to be transformed into urban commons and experimental pilot project. The cheap talking and mapping phase will ultimately results in two outputs:

- a knowledge kit and a communication tool to gain support for an experimentation on the existing and potential assets/infrastructures/services in the city that can be managed through co-governance mechanisms;

- identification of the asset/project area for experimentation. The asset/project area can correspond to one neighborhood or an assemblage of different parts of neighborhoods/districts that share relevant features;

2.   practicing and experimenting

During this phase, cities will carry out pilot micro-projects and an experimentation that will allow them to practice with the GP transfer. This phase will allow them to understand whether they provided the appropriate adaptations and to review their strategy.

3.   co-designing and prototyping

Based on the results of the practice and experimentation phase and the training and learning activities, cities will extract guidelines and engage in a co-design phase with ULG.

Output of the experimental transfer protocol: a prototype of a co-governance mechanism to be shared and defined with ULG.

www.urbact.eu

The ULG will produce **Tranfer Diaries**. The ULG coordinator and two "citizen diarists" will be nominated by the City to produce at least 4 diaries entries for the transfer diaries. Transfer diaries must narrate the actions implemented and challenges faced during the application of the experimentalist transfer protocol.

To communicate the activities carried out to the external audience, cities must produce two set of outputs:

1) Transfer stories (one per partner);

2) Vox pop (3 per partner).

THE TRANSFER PROCESS

The Civic eState transfer process foresees 7 transnational network meetings (February 2019; May 2019; September 2019; November 2019; March 2020; June 2020; November 2020) and 3 virtual check points (July/August 2019; January 2020; May 2020).

Network meetings are multi-lateral. In network meetings, representatives of the LAWGs share their progresses and good practices. To achieve this goal, the design of the meetings foresees the participation of at least 5/7 participants from each city:

- The **LAWG representatives and co-leaders** (*i.e.* the local TN project coordinator, the city innovative lawyer);

- **ULG members** (*e.g.* ULG coordinator, the local legal hacker, representatives of the communities playing management roles in the urban commons initiatives, representatives of the local knowledge/cultural, social and private sectors);

- *See the summary table on transnational meetings for details on structure and content of the meetings.*

Transnational Network Meetings have a threefold structure:

- An **inspirational session.** During the inspirational session, inputs from LE and LP, members of the ULG from the hosting city will share relevant details and solutions implemented to improve the GP and sharpen the transfer process;

- A **thematic session.** During the thematic session, inputs from ad hoc experts working for the project, local experts from the hosting city and guest speakers from other networks will share their knowledge of the

thematic cluster on which the meeting is focused and relevant best practices they are aware of.

- An **exchange session.** The exchange sessions are structured as co-working sessions. The participants are divided in groups and carry out structured discussions and analysis sessions with the support of a service designer acting as a facilitator. The goal of the exchange session is to transfer the inputs received during the inspirational and thematic sessions into lessons to be applied for the local transfer process. Here is where actors involved with the transfer at the local level will share their outputs and learn from each other.

Network meetings outputs

To ensure appropriate transfer of the knowledge produced at the transnational level to the local level, E&L network meeting and virtual check points will produce an output to transfer the knowledge generated at the transnational level is the most appropriate way. After the thematic meetings, **five thematic reports** (a detailed report of the meeting summarizing the main content, findings and learning points produced by the meetings that could shape the experimentalist transfer protocol at the local level); after each E&L network meeting, **follow-up materials** (a toolkit composed of the meeting agenda; PowerPoints of project's participants; pictures and videos from the study visit, etc.) will be distributed digitally to the partner cities' stakeholder, in particular the LAWG members and ULG members. It is suggested that ULG meetings are organized before and after each transnational network meeting to ensure proper transfer.

In some cases **video tutorials** elaborating on key findings of each network meeting might be produced also to feed the learning toolkit.

Drawing on the Transfer diaries and the E&L network outputs, the TN network will produce a **Transfer Treasure Box** to communicate the project's process and lessons learnt.

Work plan:

The first period of Phase 2 (month 0-3) have been dedicated to the following tasks:

- Setting the local administrative working group (LAWG);

- Setting up ULG and plugging in with the network > contracts, communication, outreach;

- Getting to know each other inside the Network and the ULG);

- Completing transfer plan.

The second period of Phase 2 (month 4-18) will be dedicated to the following activities:

1) Ground Experimentations

The LAWGs will carry out the ground experimentations, internal meetings and meetings with local stakeholders (radial model).

The meetings of the LAWGs and of the ULG are responsible for the implementation of the experimentalist transfer methodology at the local level. The realization of the three Experimentation rounds (April/June 2019; September/November 2019; February/March 2020) is the most delicate part. During experimentation rounds, internal meetings and meetings with ULG will be carried by cities out to implement the transfer process. The ULG discusses in a participatory way and produces through policy co-design techniques the the legal/policy prototypes (i.e. guidelines, design principles, institutional, financial, contractual, digital, learning tools needed to support the urban commons) to be the basis of the draft proposals of policy or regulations to be refined and submitted for approval by City Council or Mayor's Office.

Here, the use of the radial transfer model is more appropriate because it allows the GP City, the City of Naples, to exercise its coaching role. The LE/LP will participate, through 1 virtual meeting and 1 site visit, to and representatives from the urban communities that are informally managing the urban commons in Naples and/or members from the City team that is responsible for the implementation of the GP.

2) Transnational E&L

All partner cities will share their experience and peer review each other during the transnational E&L network meetings with and will periodically undergo virtual check points.

The virtual and on-site transnational network meetings gather participants from all partners. The meetings are designed as moments of structured discussion, deep analysis and exchange between all networks' partners. The meetings' goals are to promote knowledge transfer and discussion over thematic clusters; to ensure the exchange and mutual learning between mature and less mature cities; to enable discussion between network partners on the challenges they are encountering with the transfer of the Civic eState GP. The ULG has a crucial role that in the transfer process. The GP analysis revealed that the Civic eState network enhance and strengthen the feature of the collaboration between different actors in the cities with the "quintuple helix" model. The transnational network meetings are designed as moments when the actors involved at the local level in all cities can share their progresses, the challenges encountered and the solution implemented to ensure an effective and inclusive collaboration of urban actors. During the transnational E&L network meetings the peer review will take place. In

particular within the peer review and exchange meetings held during the transnational meetings cities will share progresses and bottlenecks of their activities to learn from each other and find solutions to overcome common challenges.

Through the peer review sessions, LAWGs, ULGs representatives, innovative city lawyers and legal experts involved will be able to fine tune the policy/regulations texts agreeing on a basic common text.

To ensure proper transfer from the transnational to the local level, it is suggested that after each E&L network meeting and possibly right after the E&L network meetings output are shared, a ULG meeting and a LAWG working session are organized. This will help the knowledge transfer Each ULG Coordinator and legal expert supporting communities managing urban commons report back to the ULG for questions and requests of clarification and the innovative city lawyer and the project officer report back to the LAWG, to share with the entire groups the solutions to administrative bottlenecks and legal tools that came out or were co-created with the other partners' cities team.

## 2.2. Our city's transfer network journey

In Gdansk, ULG will consist of three working groups dedicated to each pilot (1. HUB group, 2. Neighborhoodhouse group, 3. Tenement house group). All groups will work individually, with their own dynamics. In the meantime, all-group meetings will be held together to exchange information and experience. Detailed timetable in Annex 1.

www.urbact.eu

2.3. Who is round our table?

A list of key stakeholders, including ULG and LWAG members, can be found in Annex 2.

If the group determines that any key stakeholder is missing, the coordinator asks each time and his / her identification and invitation to work. Each invitation is completed with

Civic eState Transfer Network Methodology Outline
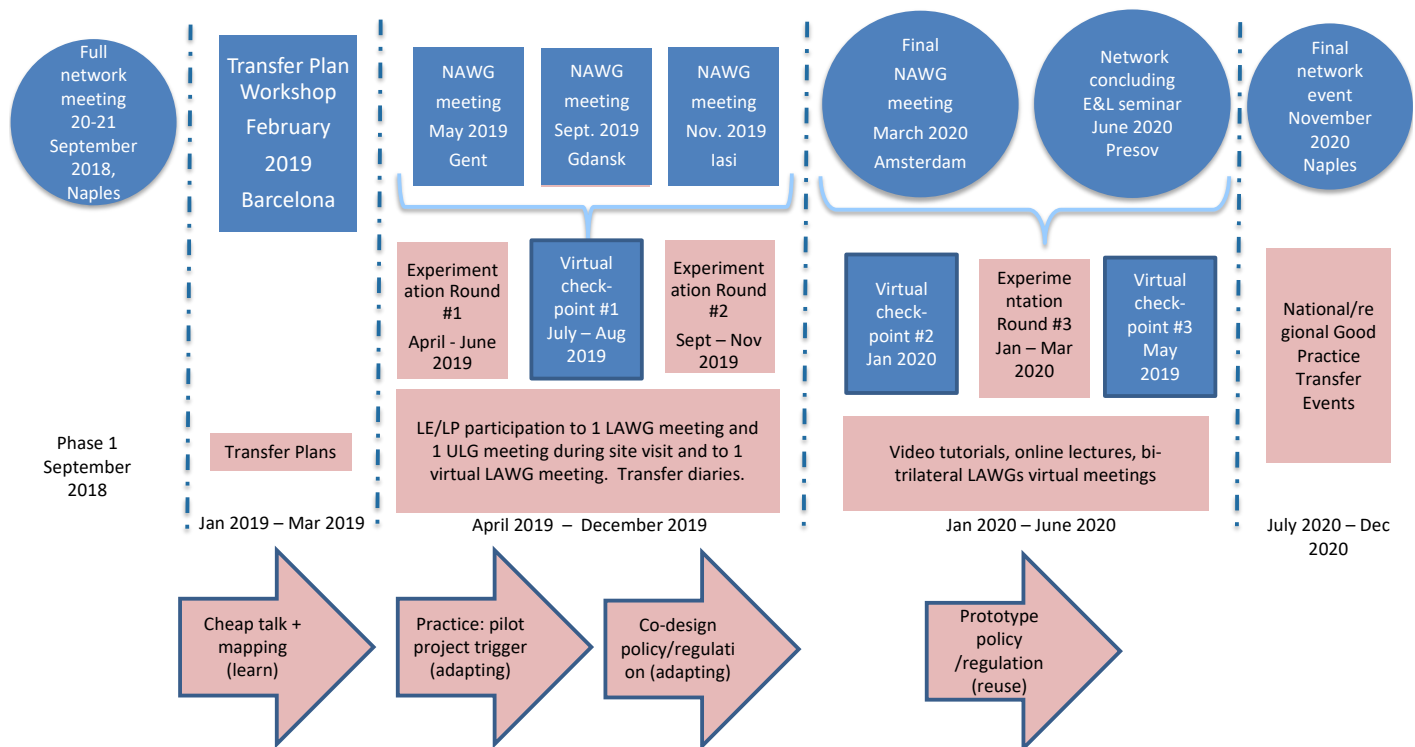
an introduction to the project.

2.4. Your city's contribution and added value

Gdańsk, recognized in this project as a mature city, brings the experience of a post-soviet city that has gone the way of creating local self-government based on a representative democracy to a city co-managed by its residents in a spirit of participatory democracy. As a city we have experience, still rare in Europe, in providing civil assemblies, in which the sociological sample of residents, makes decisions on a selected topic regarding the development of the city. We are convinced that from these experiences, both European cities with a similar history as ours, and the city of Western Europe can benefit.

2.5. Resources

What resources does your city bring to the transfer process? In relation to the proposed adaptation and transfer activity, what can your city bring in terms of:

- Political support – do you have the active backing of elected officials in your city? Is there a particular political champion for this URBACT work?

  We have strong support from the deputy mayor for social policy, Mr. Piotr Kowalczuk. As the political champion we can recognize Mr. Karol Ważny the city councilor of Gdańsk, who is strongly involved in the project.

- Human resources (which might include paid and volunteer time, specialist inputs etc.)
  - experienced administrative team inside the city hall,
  - ULG consisting of experienced leaders of non-governmental organizations, activists, and socially involved entrepreneurs,
  - legal think tank - dealing with administrative law and issues of local and metropolitan self-government – Metropolitan Institute Foundation

- Support resources (which might include access to specialist equipment, use of physical spaces, production of materials etc.)
  - building at Dolna Brama 8 str.
  - communal tenement house with the possibility of separating a special premises for neighborhood activities,

- Are you satisfied with the available resources? Will they enable your city to achieve its objectives for the project?
  - the budget could provide more funding for the pilot testing process, but anyway the resources should be sufficient for the pilot GP transfer

www.urbact.eu

3.   How far can we go?

3.1. The transfer potential of the good practice in our city

The transferability study assessed three degrees of transfer:

- Lighthouse cities (Barcelona and Ghent) will work towards the establishment of a regulatory framework that allow them to help urban communities express their full potential. The regulatory framework will stress the aspects of the sustainability mechanisms;

- **Mature cities (Gdansk and Amsterdam) have policies already implemented going in the direction of enabling collective action; an experienced administrative staff; resources available for the transfer. Mature cities need the policy transfer to filter the most promising policy initiatives, therefore focusing their efforts on them;**

- Learning cities (Presov and Iasi) will share their experiences between each other and will learn from lighthouse cities and mature cities' experiences. Through the sharing and coaching activity, cities will mutually learn, possibly exchanging tools and completing each other.

Our ambition is to implement two levels of transfer. The first level is the analysis of the legal framework for the transfer of GP in the national and local legislation:
- if local law requires a change - preparation of a change project and presenting it to the City Council of Gdańsk,
- if national law does not allow for the implementation of GP - preparation of recommendations for changes.

The second level concerns **building a community around the phisical space ready for co-management** and taking responsibility of the place according to the principle of public- civil partnership.

3.2. Our good practice transfer expectations

The Civic eState transfer methodology is based on three degrees of transfer:

- Lighthouse cities (Barcelona and Ghent) (Barcelona and Ghent) are those cities that are more likely to finalize a full transfer within the project's timescale;

- **Mature cities (Gdansk and Amsterdam) are likely to produce the transfer plan, adapt and partially re-use the GP;**

- Learning cities: Presov and Iasi will produce the transfer plan, engage in a learning process and identify the aspects to be transferred and resources to support the process.

Consequently three possible end results of the transfer process might be foreseeable:

- Lighthouse cities output: a regulatory framework that allow them to help urban communities express their full potential. The regulatory framework will stress the aspects of the sustainability mechanisms;

- **Mature cities output: policy/ administrative guidelines on urban co-governance;**

    - we will have legal framework analysis,
    - we will have local law project – if needed,
    - we will have tree adaptations pilots of the Good Practice,
    - we will have a set of methods and recommendations for co-managing spaces

- Learning cities output: pilot project on urban co-governance.

Please address all your questions to **tnp2@urbact.eu**

URBACT

www.urbact.eu