



# **Collaborative Governance Models for District Management – Building Local Innovation Ecosystems**

Case Study Report for Zorrotzaurre,  
Bilbao  
January 2022



T-FACTOR HAS RECEIVED FUNDING UNDER HORIZON 2020  
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Dortmund, January 2022



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# T-FACTOR

## PARTICIPATORY FUTURES

### REGENERATING CITIES WITH TEMPORARY USES

**T-Factor** is a **Horizon 2020 Innovation Action** dedicated to the topic of **temporary or meanwhile uses in urban regeneration**. In the project, we argue that the time factor in urban regeneration can become a **strategic asset** when it is used as a means of collective place-making, in light of stable uses and functions. It includes all stakeholders such as governments, developers, academia, business, grassroots organizations, communities, and citizens. **Our mission is to build a full portfolio of tested innovations embracing design, organisation, management, governance, funding and regulatory aspects of temporary spaces**, so as to contribute to unlock their **transformative potential** toward inclusive, sustainable and thriving cities. We work across different regeneration initiatives in Europe and beyond - both advanced and at early stages, developing an international platform of **city-making** support, mentoring and knowledge exchange in this emerging field.

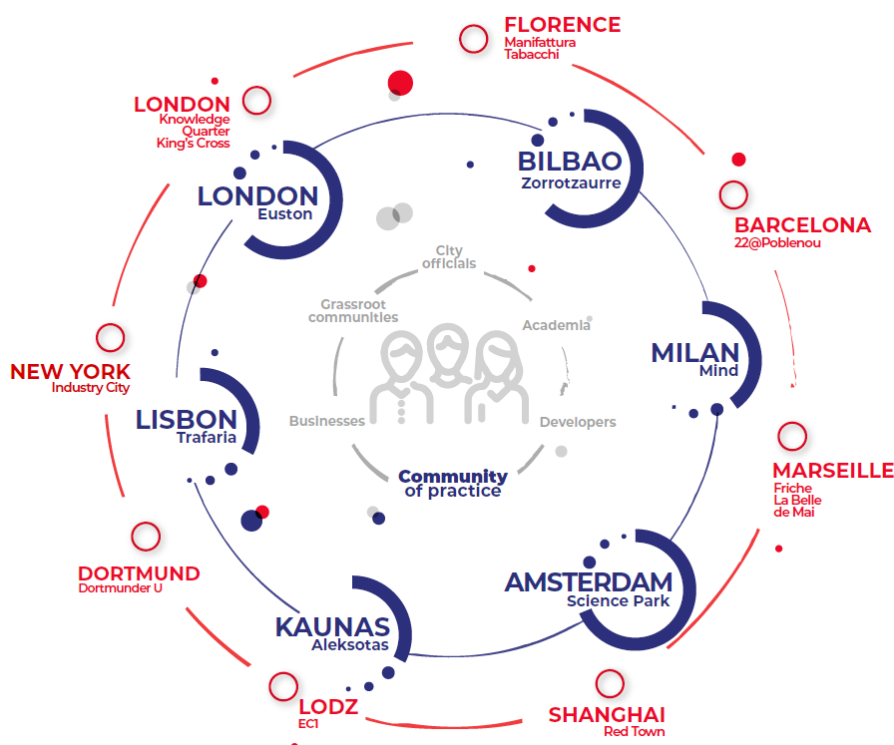


Figure 1. T-Factor Pilots (Blue) | T-Factor Advanced Case Studies (Red)

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# About the Document

The T-Factor consortium supports the emergence of temporary initiatives in the 'meanwhile' of urban developments. Often, these initiatives are key to build shared public value and rewire the social, cultural and economic fabrics of the areas under regeneration.

The vision of facilitating progressive, participatory, and citizen-driven urban regeneration processes will be realised by six pilot cities across Europe and with support from seven thematic Transformations-Labs (T-Labs).

**T-Labs** are framed as knowledge clusters, where different project partners work together on specific themes such as:

- T-Lab 1 - Arts, Culture & Creativity
- T-Lab 2 - Urban Production and Digitalisation
- T-Lab 3 - Citizens-led Smartness
- T-Lab 4 - Urban Design for Sociality and Wellbeing
- T-Lab 5 - Circular and Collaborative Economy
- T-Lab 6 - Social Innovation and Social Inclusion
- T-Lab 7 - Urban Climate Change

With a rich mix of theoretical and practical knowledge, the **T-Labs** in T-Factor support pilot activities throughout Europe to prototype participatory urban futures. They help to support new urban regeneration models and tools to keep pace with complexity, rapid change, and emerging needs in neighbourhoods and communities.

This report is the result of a T-Lab activity within **T-Lab 6 - Social Innovation and Social Inclusion**, led by partners from TU Dortmund University, Germany. It presents an explorative case study collection about collaborative governance models for district management. The aim of the report is to foster a critical discussion about possible outlines of a collaborative governance model for Zorrotzaurre, Bilbao—one of the pilot sites of the T-Factor project.



# Introduction

The aim of the report is to foster a critical discussion about the possible outlines for a collaborative governance model in the island and district of Zorrotzaurre (Bilbao, Spain) as one of the T-Factor project pilot sites.

Zorrotzaurre is currently the largest urban regeneration project in Bilbao. The regeneration, led by the Bilbao City Council, will convert a semi-abandoned and decaying industrial area into a new mixed-used 24/7 business district that will have an impact on the entire city. Thanks to the strong legacy of temporary uses in Zorrotzaurre and the long-standing involvement of several agents, the pilot shows many opportunities for the implementation of T-Factor. There are however many challenges that T-Factor will encounter, many of these related to the current urban decay and isolation of Zorrotzaurre as well as the need to build a strong urban ecosystem for the future of this area. Nevertheless, T-Factor may contribute to addressing many of the current challenges in Zorrotzaurre, especially those related to the promotion of economic activity, collaboration between actors, and scaling-up of existing initiatives [1].

This report is an explorative case study collection about collaborative governance models for district management that will contribute to building a strong urban ecosystem in Zorrotzaurre and to strengthen collaboration between its many different actors.

## **The role of collaborative governance in district management**

The practice of many cities all over the world shows examples of collaborative district and neighbourhood management with a large variety in organisational and legal models, as well as the missions and inclusiveness of actors involved.

Collaborative governance can be defined as, “a governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets” [1]. In essence, collaborative governance supports the cooperation of different actors from public bodies, research, business and civil society, so that new communities of shared responsibilities can be defined and joint action can be agreed on to tackle problems, and to solve them locally. Collaborative governance arrangements in urban development touch upon topics such as co-production, governance mechanisms for stakeholder coordination, district management & joint urban planning.

The challenges of the future that cities face are evident, among other things, in the need to change the way municipal services are fulfilled. Depending on the municipal services to be designed and the framework conditions of administrative development, the collaborative cooperation for solving such challenges can be (well) designed in different ways. The commitment of political leaders, sustainable networks

and the creative potential of urban society are particularly important in municipalities with a tight budget and financial situation. This is especially the case when the goal is to find sustainable solutions for maintaining infrastructure and services and to develop projects for a sustainable city. Coalitions between private, public and civil society interests increase the possibilities for public actors to shape the city, because new resources in the local production of space are thereby tapped. However, this new cooperation also requires a change in administrative action and new forms of urban governance [3].

## **Models of district management in urban development**

Among the most widely spread concepts of collaborative governance forms in urban development is the so-called Business Improvement District (BID). A BID combines the power of property owners and local authorities in a defined geographic area (e.g. a neighbourhood, a city centre or a community). The governance model builds and legitimises a stable and long-term cooperative organisation to both develop urban visions as well as routinely, daily activities for the management and care of a specific area [4]. The merit of this type of collaboration lies in the assumption that one actor alone cannot tackle problems of an area, but a collection of actors can, in a way that adds value to the urban district. The core organisational model of a BID usually includes only property owners and public bodies. However, BID's activities are often addressed towards different stakeholders such as citizens living in the area, visitors, workers, businesses, property owners, the municipality and society at large [4].

One critical remark regarding BIDs concerns the fact that areas in need of community development and economic revitalization are likely to have smaller budgets and less political leverage than larger, wealthier districts [4]. Therefore, additional governance instruments for urban development are likely required to go hand in hand with the implementation of a BID. Another critical remark concerns the level of improvement to a district. Even though BIDs work well as a legal and organisational model, they might fall short of delivering inclusive place-making for neighbourhoods and contribute to citizen's displacement in certain cases [5].

The BID model has been widely adapted around the world. In Europe, collaboration forms such as Urban Improvement Districts, Housing Improvement Districts or Neighbourhood as well as Climate Improvement Districts have been developed, with the BID serving as the starting point. However, most of these models are still in the early stages of consideration and development. Therefore, good practice examples are often experimental.

## **Innovation in the Law: Barcelona's adaptation of the BID model**

In 2020, Catalonia approved a law that established a new form of public-private entities that enable district improvement; the Area of Urban Economic Improvement, or APEU, for its initials in Spanish and Catalan. The APEU is an adaptation of the Canadian concept of the Business Improvement District, which takes into account the Spanish

context from a fiscal, economic, and urban perspective [6]. It adapts the BID model by incorporating certain operationalization aspects that Germany has used in its own implementation of the concept, due to the fact that the fiscal system and governance models in Germany are more similar to Spain's, than those of Canada.

The BID and APEU share many characteristics. A most remarkable one is that these districts are delimited and created thanks to private initiatives and are financed by mandatory contributions from those businesses who belong to the district. Table 1 summarizes and contrasts the 7 primary characteristics of a BID and an APEU.

**TABLE 1. Differences and similarities between the BID and APEU. (Based on Esteve Pardo, 2018).**

BID	APEU
1. It is initiated by private initiative; usually merchant groups whose goal is to improve their competitiveness.	1. The initiative to establish it must come from a significant proportion of the economic actors in a given area.
2. It is backed by the public sector.	2. The collaboration between the APEU and the government is formalized through an agreement where the APEU commits to the execution of an action plan.
3. The entity is specialized and has the capacity to develop feasibility studies and planning.	3. It is a private, specialized entity that has developed a strategic plan and a budget.
4. Its creation is decided democratically, through the vote of those who will be affected by its establishment (i.e. all potential contributors.)	4. The structure, governance and function must be democratic, joining this structure should be voluntary. Additionally, its creation should be backed by extensive proof that there is no significant opposition to its creation.
5. Its goal is to provide supplementary services to the delimited area, so that it may become a more attractive and competitive area.	5. The supplementary services cannot compete or replace those provided by the public sector.
6. It is financed primarily by the mandatory fees which is paid by all those business owners who will benefit by any improvement to the area.	6. The financial contributions are mandatory and payable by all who belong to the designated area. The management of these fees corresponds to the municipal government and it is collected with other real estate taxes.



7. The BID entity is only valid for a limited time, usually 5 years.	7. The municipality is responsible for overseeing that the APEU keeps up with the proposed plan and actuation period.
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Spain and Barcelona have a history of initiatives that seek to promote urban commerce and economic improvement [6]. The APEU is the evolution of interventions such as the Open Sky Malls (Centros Comerciales Abiertos), Zones of Business Initiative (Zonas de Iniciativa Empresarial), and commercial axes (ejes Comerciales), which have not been as successful as expected due to three primary aspects:

- The fact that the management of these interventions is not professionalized, and thus, focused only on the challenges related to retail, ignoring urban commerce challenges in general.
- The fact that large businesses and retail chains, as well as very small businesses do not participate in these schemes.
- The fact that financing is not sufficient nor stable, and that the costs of launching such interventions are assimilated only by a voluntary few, though the assimilation of the cost ends up benefiting the whole community, thus creating “free-riders” who are usually large commercial chains [6].

The APEU looks to address these issues by establishing a new form of public-private collaboration to strengthen and boost the local urban economy, by leaving behind the need to rely on voluntary contribution and formalize the inclusion of all benefited actors in an area that is delimited by urban and business improvements.

In the case of Barcelona in particular, the adaptation of the BID into the APEU comes directly from the commercial axes implementation. Commercial axes are an implementation led by the Barcelona Comerç Foundation, an entity that steers the development and management of 24 commercial axes in Barcelona. In principle, the objective of a commercial axis is similar to that of an APEU: it is a delimited urban area which is subjected to urban improvements as well as economic promotion activities, with the objective of revitalizing the area both economically and from an urban perspective [7,11].

In 2017, Barcelona Comerç, together with the Open Barcelona foundation, started the development of two APEU pilots with two commercial axes: Sant Andreu, and El Born [7]. At the same time, the government of Catalonia had begun developing the project of law that institutionalized the creation of Areas of Urban Economic Development.

The main objective of this new law was to favour the creation of a new compact city model, which is based on the development of urban hotspots where economic activities are integrated towards a more sustainable provision of goods and services [8]. Similarly, it looked to halt the deterioration of commercial activity in urban areas and revitalize neighbourhoods, and to provide the legal framework for the fiscal and jurisdictional provisions needed to operationalize the APEU. Following these goals, one

of the main points in this new law is the establishment of the financing model for the APEU.

The APEUs are financed by a system of mandatory contributions, which is ruled by the area delimitation itself, the budget established by the steering entity of the APEU, and the number of members that are found in the area, versus those who vote to commit and contribute to this entity.

Ultimately, the reason for this financing system is the fact that the level of association to initiatives like the commercial axes is low despite the benefits they bring to the area. For example, it was reported that after the pandemic, the best-performing axes in Barcelona, among which there is Sant Andreu—one of the examples in this report—have a trade closure rate lower than 5% while the median in the whole of Barcelona is situated close to 20% [9]. With the implementation of the new APEU law, the hope is that both responsibilities and benefits are more equally shared among the different members of such an entity. But there are also a few reservations regarding their implementation. The criticisms are mainly whether their grounding is a democratic process and what their role will be in terms of provision of public services, given the concern that the APEU might be a means to outsource important public services. According to the law, these initiatives won't be carried forward if they don't have at least 50% approval from the potential members. In regard of public service provision, the APEU's services will not constitute an outsourcing of critical services, waste management for example, but instead they will be a supplement to those managed by the government [7].

The new law for APEUS was only launched in 2020 and its implementation began in early 2021. However, although the two pilots—the commercial axes of Sant Andreu and El Born—have been studied before and are beginning implementation, the framework containing them and their full range of activities are still being developed, and they are expected to be functional by the end of the year 2022 [10].

In urban development, many other forms of governance configurations for neighbourhood and district management have been developed. For example, other than BIDs there are also a variety of platform-based models, community trusts or public collaboration labs. The explorative cases chosen for this report try to grasp this variety.

## **Case Study Design**

This case study report is an explorative study about collaborative governance models for district management. The case selection focuses on central European Cities' neighbourhoods. We have chosen three cases from Spain, four from Germany, and one case each from the United Kingdom, Denmark and Sweden. The ten cases cover a broad variety of organisational and legal models for district management. The spectrum ranges from models based on the Business Improvement District concept to non-profit cooperatives and network models. The cases also vary in terms of mission, tasks and activities.

Each case comprises a brief description about the governance model for district management which is based on the following questions:

**1. Purpose and mission**

- What is the purpose and mission of the collaborative governance model?

**2. Organisational model and legal statute**

- What is the organisational and legal model of the case (public, non-profit, for-profit, association, network etc.)?
- What are the legal articles of association (if there are any)/legal statute?
- What kind of regulation applies in the case?

**3. Stakeholders**

- How many actors are involved?
- What kind of actors are involved?

**4. Operation & tasks**

- Who/which organisation is steering the case?
- How is the case operated on a daily basis?
- Which tools are used?
- Are activities evaluated?

**5. Activities**

- What kind of activities are organised and supported by the initiative?
- Which tools are used?

**6. Funding**

- How is it financed?
- Did the funding structure change over time?

**7. Challenges and Opportunities**

- What are the challenges?
- What are the chances and opportunities?

For this explorative study only publicly available documents and website content of the organisations were used as a data source. Additionally, reports and research papers were used to complement the information. Where no data was found this is indicated with the legend, "This information is not publicly available".



# CASE STUDIES

# 22 Arroba Barcelona S.A. (Barcelona, Spain)

**Location:** Poblenou, Barcelona, Spain

**Website:** [https://www.barcelona.cat/en/coneixbcn/pics/attractius/el-22\\_99400387418.html](https://www.barcelona.cat/en/coneixbcn/pics/attractius/el-22_99400387418.html)

**About:** Not to be confused with the 22@BCN Network, 22 Arroba Barcelona, S.A.U. (22 Arroba moving forward) is the fiscal entity that was formed to steer the development of the 22@ Innovation District from a municipal perspective. It is denominated as an anonymous society (S.A.) with a juridical character of “Private Municipal Society” (Sociedad Privada Municipal) and it is also referred to as 22@Barcelona or 22@.

## 1. Purpose and mission

The purpose of 22 Arroba Barcelona is to develop and execute all the urbanistic interventions in all the industrial and productive areas which are labelled with the 22@ denomination (i.e. the denomination marked for urban regeneration and/or transformation into part of the Innovation District or Knowledge Neighbourhood). This society intervenes in all the activities that are related to the planning, negotiation, equipping, development, and management of the urban development aspect of the 22@ district. Notably, though, the statute of this society notes that it oversees any and all 22@-denominated areas, which means they may have jurisdiction outside of Poblenou (the neighbourhood where most of the 22@-denominated areas are) if the general government of Barcelona or Catalonia adds further denominations outside this district.

## 2. Organisational model and legal statute

22 Arroba is an anonymous society (S.A.) with the juridical character of “Private Municipal Society” (Sociedad Privada Municipal). It abides by the both its legal statute and the Law of Local Regimen (Leyes de Régimen Local), the Barcelona Municipal Use Map (Carta Municipal de Barcelona) and its regulations, as well as the Law of Anonymous Societies (Ley de Sociedades Anónimas). It is constituted by four governance bodies: The General Board, the Administration Council, the Deputy Adviser, and the Executive Director.

## 3. Stakeholders

The association in itself is steered by the General Board, the Administration Council, the Deputy Adviser, and the Executive Director. The names or affiliations of these stakeholders were not found in open documentation.

It should be noted that Arroba 22 does not operate alone in the management and development of the 22@ district. It works in collaboration with multiple actors, but explicitly, it has signed collaboration agreements with two: the anonymous association “Barcelona Activa”, and the Barcelona Municipal Services association (BIMSA). The former is the municipal agency for local development and it oversees activities related to entrepreneurship, economic development, innovation, and professional development. The latter is also a municipal entity, whose interaction

with 22 Arroba is to facilitate services for the purpose of financial management and administration, as well as juridical management.

#### **4. Operation & tasks**

The operations of 22 Arroba are steered by the Administration Council, and according to its statute, they are as follows:

1. To represent the society in all kinds of acts and contracts.
2. To acquire and utilize goods and real estate
3. To steer the business organization of the society and its affairs.
4. To grant contracts and agreements, as well as to acquire them.
5. To administer and manage goods and real estate.
6. To grant, acquire and manage pay orders.
7. To open, manage, and cancel accounts in banking institutions and other official financing organizations.
8. To appoint a Council President, to appoint directors, representatives, and staff, as well as to sign employment contracts, transportation contracts, and business handover contracts.
9. To represent the society before any type of courts, tribunals, and auditing exercises.
10. To request, obtain, utilize, and manage concessions, patents, and licences.
11. To grant and sign public and private documents, and collect payments and invoices.
12. Execute the agreements generated by the General Board.
13. To grant and manage power of attorney.

#### **5. Activities**

The activities of 22 Arroba are stipulated by its statute as follows:

1. To draft urbanization projects, and to steer and control their execution.
2. To draft urban planning and management tools.
3. To execute the urban planning that has been approved by the municipality.
4. To act as beneficiary of expropriations.
5. To sign collaboration agreements for the 22 Arroba areas.
6. To sell, if necessary, the empty plots that result from urban use reorganization.
7. To manage implanted services until they are assumed by corresponding entities.
8. To manage adjudication processes in infrastructure and equipment concessions.
9. To receive subsidizations and grants, and to access the capital market via loans and other resource-capture activities.
10. To intervene, take part in, organize, and develop mercantile activities related to the object of 22 Arroba.
11. To promote and divulge the economic opportunities in the industrial 22@ areas, and to attract and stimulate the settling of companies and economic activity in 22@ areas.

#### **6. Funding**

The foundation of 22 Arroba was financed with a starting sum of 60.500 EUR as social capital, which was paid in its entirety by the Barcelona government. The

capital was divided into 605 shares. These shares can be purchased in single or multiple quantities and the shareholder has the right to dispense as many single or multiple share titles as they own. These transactions are recorded in accounting processes.

According to the statute, in addition to these transactions, the social capital can be reduced or increased according to the requirements stipulated by the laws and regulations binding the society.

### 7. Challenges and Opportunities

This information is not publicly available.

### 8. References

BCNROC. Repositori Obert de Coneixement de l'Ajuntament de Barcelona: Estatuts de la societat municipal 22 Arroba BCN, SA (2000)

<https://bcnroc.ajuntament.barcelona.cat/jspui/handle/11703/89164>

BCNROC. Repositori Obert de Coneixement de l'Ajuntament de Barcelona: Conveni de col·laboració relatiu a la encomana de gestió entre Barcelona Activa SAU, 22 Arroba Barcelona SAU i Barcelona d'Infraestructures Municipals SAU, pel desenvolupament de les accions en matèria de promoció econòmica de Barcelona (2010)

<https://bcnroc.ajuntament.barcelona.cat/jspui/handle/11703/109878>

BCNROC. Repositori Obert de Coneixement de l'Ajuntament de Barcelona: Acord de col·laboració entre Barcelona d'Infraestructures Municipals i 22@BCN, per a la prestació de serveis relatius a la gestió econòmica- administrativa i de contractació 22@BCN (2010)

<https://bcnroc.ajuntament.barcelona.cat/jspui/handle/11703/110786>

## 22@BCN Network (Barcelona, Spain)

**Location:** *Poblenou, Barcelona, Spain*

**Website:** <https://www.22network.net>

**About:** 22@BCN Network is an association that brings together important actors in the 22@ Innovation District, such as companies, private actors, educational institutions, and public organizations, with the objective of consolidating the “innovative” character of the district through a series of activities and interventions.

### 1. Purpose and mission

The purpose of this association is to carry out the activities that consolidate and perpetuate the 22@ district in Poblenou as an Innovation District. It achieves this by maintaining a program of yearly activities, working groups, events, and other outreach and involvement activities.

According to article 2 of their constitutional statute, the main goals of the association are to:

1. Involve itself actively in the configuration and activities of the 22@ district, as a space with technologically advanced infrastructure and high quality of life and work.
2. Participate actively in the economic and social promotion of the district through its activities as an innovative environment with high knowledge content.
3. Generate research and lend supporting services in the areas of information, training, and mentoring, according to the necessities of the companies in the district or those that wish to settle in it.
4. To create physical or virtual environments that may facilitate the establishment of cooperation relationships between companies, institutions and administration agencies that interact in the 22@ district.
5. Establish cooperation relationships among civic and cultural entities, as well as academic institutions, that interact in the 22@ district.
6. Perform any complementary activity, related to any of the previous five points.

## **2. Organisational model and legal statute**

The 22@BCN Network is registered as a non-profit association known as “Associació d'Empreses i Institucions 22@Barcelona” in the Catalanian Register of Associations of the General Directive of Law and Juridical Entities (Registre d'Associacions de la Direcció General de Dret i Entitats Jurídiques).

There is a legal statute that binds this association but it is not available to the open public. Nonetheless, according to the website of the Department of Justice of Catalonia, an association like 22@BCN Network is bound by four Catalanian laws or norms and three national laws:

Catalonian Law:

- Law 4/2008: Modification to book 3 of the Civil Code of Catalonia in relation to legal persons.
- Decree 259/2008 23-12-2008: on the Accounting Plan for foundations and associations bound to the Government (Generalidad) of Catalonia.
- Decree 6/2008 21-01-2008: on the reassignment of responsibilities between the Department of Justice and the Government of Catalonia in regard to the declaration of public utility associations and the application of fiscal benefits to associations and foundations.
- Decree 206/1999 27-07-1999: Regulation on the organization and function of the registry of associations.

National Spanish Law:

- Organic Law 1/2002 22-03-2002: Regulation on the right to association
- Royal Decree 949/2015 23-10-2015: Approval of the Regulation on the National Register of Associations
- Resolution of 26-03-2013 by the Institute of Accounting and Auditing: Approval of the State Plan of Accounting for non-profit entities.

## **3. Stakeholders**



The association is constituted by an advisory board, a board of directors and administrative team. Additionally, the network is also populated by members and collaborators.

The overarching body of the association is the advisory board, which is constituted by the board of directors, thematic commissions, and representatives from big companies. The board of directors is constituted by eight members belonging to the following companies: CINC Centre de Negocis, Cuatrecasas, T-Systems, ALTRAN-CAPGEMIN, Leitat Technological Center, Telefónica Catalunya, Universitat Pompeu Fabra, and Bosch.

The thematic commissions are split among 9 themes: Companies and environment, urbanism and territory, entrepreneurship, innovation, creativity and culture, women, talent, and mobility. These commissions are led, respectively, by PichArchitects, Cushman & Wakefield, Bcombinator, KIM Global, Fundació IRES, FAD, INETUM Catalunya, Valkiria Hub Space, and Unibail-Rodamco.

Finally, the advisory board also sits representatives of 17 large companies that are present or involved with the 22@ district: Mediapro, Fhios, Indra, Seidor, Bac Engineering Consultancy, Agbar, Mobile World Capital Foundation, Netmind, Leitat, Vistaprint España, Beabloo, Inlea, UPC School, Pasiona, Cuatrecasas, Barcelona Activa, and Cisco Systems.

In addition to the members of the advisory board, the network also houses 216 different organizations that are either members or collaborators with the network and the district itself, and they are split into 22 different categories.

#### **4. Operation & tasks**

In practical matters, the association is steered by the board of directors and its administrative staff. At the moment, the company sitting as the president of the association is CINC Centre de Negocis.

The operations and tasks of the association are split between their projects—which are split among the nine thematic work commissions, and their events. Among their events, there are regular assembly meetings, though further information on the mechanics of these gatherings are not available to the open public: One must be member of the association to gain access to this information.

#### **5. Activities**

The association has eight permanent projects in which the nine thematic working groups collaborate: Volunteering 22@ (Voluntariado 22@), 22@START Award, Scrap Store 22@, IP22@ Label of Distinction, education map, sustainable buildings, tours of the district, and education centres.

Each thematic group works in different configurations and collaborations, depending on the topic of each activity. For example, 22@START is an award primarily led by the entrepreneurship working group, while Scrap Store 22@ is led by the “companies and environment” working group. In all, these activities are geared towards the recognition of 22@ as an Innovation District, but also as a trendsetter or legitimizing entity of sorts, for entrepreneurship and innovation inside and outside the district.

In addition to the activities, the association also coordinates a series of recurring and one-time events. These events are geared towards creating the opportunity for members of the network to interact and inspire each other. In varying formats, these events bring together the members to socialize in informal settings, to

discuss emerging trends relevant for the 22@ ecosystem, and to discuss how to further carry on the leadership and legacy of the district.

#### **6. Funding**

This information is not publicly available.

#### **7. Challenges and Opportunities**

This information is not publicly available.

#### **8. References**

Generalitat de Catalunya. Guia d'entitats: Associació d'Empreses i Institucions 22@ Barcelona (2021)  
[http://justicia.gencat.cat/ca/serveis/guia\\_d\\_entitats/index.html?idEntitat=57097#](http://justicia.gencat.cat/ca/serveis/guia_d_entitats/index.html?idEntitat=57097#)  
Generalitat de Catalunya. Associacions i federacions: Normativa de Catalunya (2021)  
[http://justicia.gencat.cat/ca/departament/Normativa/normativasectorial/entitats\\_juridiques/associacions/](http://justicia.gencat.cat/ca/departament/Normativa/normativasectorial/entitats_juridiques/associacions/)  
22@Network BCN (2021)  
<https://www.22network.net/web/Cercador-empreses/#colaboradores>  
22@Network BCN: Consell Assesor (2021)  
<https://www.22network.net/consell-assesor/>

## **Commercial Axes L'Eix Sant Andreu (Barcelona, Spain)**

**Location:** Sant Andreu, Barcelona, Spain

**Website:** <https://eixsantandreu.com>,  
[http://www.eixosbcn.org/es\\_eixos\\_presentacio.html](http://www.eixosbcn.org/es_eixos_presentacio.html)

**About:** The commercial axes of Barcelona are entities that bring together merchant associations in a given area with the objective of improving its urban development to promote its commercial activity. Though there are 24 commercial axes in Barcelona, the case of Sant Andreu stands out because it was utilized as one of two pilots to incorporate the Urban Economic Promotion Area (APEU) model. The APEU model is Barcelona's adaptation of the Business Improvement District (BID) model to its context and just this last 2020, Catalonia launched a law to institutionalize its implementation. The implementation of the APEU model began in 2021.

#### **1. Purpose and mission**

The purpose of a commercial axis is to gather the merchant associations existing in a given territory and equip the area to generate economic improvements. In the case of the APEU axes, these have the objective of revitalizing both urban commercial zones and industrial plots. The difference between a regular

commercial axis and an APEU is that the APEU is a new formalized model of public-private legal constitution.

## **2. Organisational model and legal statute**

The organization of the commercial axis is a public-private association. In the case of Sant Andreu, this association is additionally consolidated as a pilot of the APEU. As a commercial axis, Sant Andreu is part of the Barcelona Comerç Foundation. In 2017, it was used as a pilot, together with the El Born commercial axis, to develop the APEU model and began implementing it in 2021.

As an APEU, the Sant Andreu is bound by the Catalan law 15/2020, which establishes the regulations for the creation, implementation and management of the areas of urban economic promotion. According to the law, the APEU is managed by private, non-profit entities, who are constituted by owners of the businesses inside the area that has been delimited as an APEU.

## **3. Stakeholders**

The Sant Andreu commercial axis is part of the patronage of the Barcelona Comerç Foundation. It is constituted by 191 businesses.

As an APEU pilot, according to the law, it should be constituted by a Management Body, which is constituted by a general assembly, the presidency, the secretary, the management, and the treasury.

A notable difference between the commercial axis model and the APEU pilot is that the membership of the commercial axis is voluntary. The 191 businesses that are members of the axis have joined by their own accord. Meanwhile, when an APEU is consolidated, all businesses inside the area belong to it. The consolidation of an APEU is not arbitrary, there are a series of requirements the Managerial Body must fulfil to register it, among them, having at least 50% of favourable votes among the potential members of the APEU.

## **4. Operation & tasks**

As a commercial axis, Sant Andreu is operated by Barcelona Comerç Foundation. The operations of the Foundation are to implement the axis in three phases, all of which Sant Andreu has already performed: To define the territory of the axis, the administrative team, and assess feasibility; to organize a management structure to execute the marketing and urban revitalization plan; and to implement the axis brand through promotional activities and support for the member businesses.

As an APEU pilot, the functions of the Managerial Body are determined by the action plan that is part of the APEU statute. According to the law, the functions of the Managerial Body should be at least as follows:

1. To promote economic, tourist, and commercial activity within the area.
2. To organize promotional and entertainment events.
3. To capture investment and reduce vacancy.
4. To improve public utilities such as lighting, signalling, decoration, and waste management.
5. To share the development and management of services with and for the members of the area.
6. To develop training activities.
7. To improve security in public spaces within the area.

8. To perform functions which may be related to the improvement and revitalization of the urban environment in the area.

### **5. Activities**

The activities of a commercial axis entail the purchasing and managing of services for the benefit of the delimited area (for example, lighting), and to collectively participate in meetings with policy-makers, consultations, and action proposals. The activities that are specific to the Sant Andreu axis are to promote the identity of the area and to facilitate and potentiate the visibility of the businesses that are members of the axis. They also offer support and training for artisan businesses, promote the revitalization and use of public space, and keep an agenda of events and workshops that are organized or benefit the businesses.

### **6. Funding**

There is no information regarding the funding scheme of a commercial axis. However, the APEU law indicates that they are financed with mandatory member fees, which are calculated according to the area that would be delimited as an APEU and the minimum number of members needed for its constitution.

### **7. Challenges and Opportunities**

This information is not publicly available.

### **8. References**

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Eix Sant Andreu (2021)  
[Info - Eje Sant Andreu \(eixsantandreu.com\)](#)

# InWest District Cooperative (Dortmund, Germany)

**Location:** Union Quarter, Dortmund, Germany

**Website:** <https://www.unionviertel.de/inwest-eg/>

**About:** The InWest District Cooperative was founded in 2011 with the objective of accompanying and supporting an urban redevelopment process. It was involved in several activities of the masterplan for the urban regeneration of Rheinische Straße, which took place from 2008 to 2018. These activities dealt with the coordination and organisation of the district and its citizen participation. It primarily focuses on visibility, public relations, and funding projects in the district.

## 1. Purpose and mission

In 2011, the District Cooperative InWest was founded with the aim of accompanying and supporting the development process initiated by the urban redevelopment funding. Resources and competencies were pooled and new offers and services developed for the district. The district cooperative's main objective is to ensure the sustainability of the urban redevelopment and promote the opportunities of the neighbourhood as a creative district.

According to the statutes, the purpose of the cooperative is to promote the economic improvement of its members, and their social or cultural interests through joint business operations.

## 2. Organisational model and legal statute

The InWest district cooperative has regulated its statutes in a cooperative constitution formed in 2016, which is available for download on its official website (see references). The form of the cooperative offers support structures to promote and support self-organisation as well as networking among the businesses.

## 3. Stakeholders

The founding members of the district cooperative include the Planning Office "Planning Group Urban Office" ("Planungsgruppe Stadtbüro"), Union Gewerbehof GmbH, a company focused on the development of environmentally and socially compatible technologies, EWEDO GmbH, a company dedicated to professional qualification projects, and the non-profit association for inter-cultural services of Dortmund. In addition, the Union Quarter Association as well as the association New Colony West ("Neue Kolonie West e.V."), an association of artists in the neighbourhood, were also involved in the founding. The entity was implemented in cooperation with the urban renewal, the economic development and the cultural offices of the municipality of Dortmund.

## 4. Operation & tasks

The InWest Cooperative comprises three governing bodies: 1) General Assembly, 2) Supervisory Board and 3) Executive Board. The general assembly is convened by direct notification of all members. Each duly convened General Assembly constitutes a quorum and each member has one vote. The General Assembly elects the members of the Supervisory Board and determines the number and term of

office of the Supervisory Board. The Supervisory Board shall supervise the management of the cooperative, appoint the Executive Board and determine the number and term of office of the Executive Board.

## **5. Activities**

According to the articles of association, the cooperative's objectives are implemented by the following actions:

1. Renting vacant properties or properties threatened by vacancy, and subletting them.
2. Managing properties.
3. Providing vocational and supplementary training for unemployed people and others in need of assistance to integrate into the labour market.
4. Advising and qualifying companies and entrepreneurs.
5. Public relations for district marketing and promotion.
6. Supporting and implementing social and cultural projects.

In cooperation with the urban renewal, business development and cultural offices of Dortmund, InWest has initiated and worked on the so-called "creative business incubator" UNION QUARTER.CREATIVE ("UNIONVIERTEL.KREATIV"). It is a creative business incubator that creates an optimal ecosystem to support creative entrepreneurs. The creative incubator had three focal points: Real estate, network and marketing. The district cooperative InWest eG rented commercial space on a long-term basis and sublet it to artists as part of this initiative. In 2016, this was about 4,000 square metres of shop space and office space. The benefit was that entrepreneurs enjoyed flexibility for the lease and contracting of rental spaces, while the landlords were granted the security of a stable tenant. On the other hand, InWest eG and its events provided a good breeding ground for networking and exchange. The project was accompanied by a marketing and PR campaign. Part of this was the specially created website 'www.unionviertel.de'. In the course of UNION QUARTER.CREATIVE, new restaurants also settled in the neighbourhood.

As part of the urban regeneration Rheinische Straße from 2008-2018, InWest eG organised and managed the residents' jury for the neighbourhood fund. Every year, the jury decided on a wide range of civic projects, from events to workshops and courses on public relations and image improvement, actions to promote intercultural coexistence and neighbourliness, cultural and youth projects, and much more. This neighbourhood fund, which was started as a project for activation in urban redevelopment, passed into the responsibility of InWest eG in 2017, which took over and continues the management. After that, the fund was fed by resources from the district council and the income from a solar plant (12,000 euros per year). The cooperative advises on the development of project ideas, supports the application process and takes care of the organisation, documentation and management of the jury meetings that vote on the submitted applications. Until 2018, the business activities of InWest eG were concentrated in the three business areas of real estate and location development, district-related services and project and regular funding. To date, this has been accompanied by visible public relations and image work measures.

InWest has been commissioned with the continuation of the neighbourhood management that was created in the context of the urban redevelopment in a reduced form (as of 2018).

## 6. Funding

InWest eG was initially financed with funds from the ESF-Federal Programme "Education, Business, Work in the Neighbourhood" (BIWAQ). This was later followed by funding from the urban development programme Urban Redevelopment West ("Stadtumbau West") with funds from the federal government, the state of North Rhine-Westphalia and the city of Dortmund, as well as income from renting. The district cooperative also financed itself through the counselling and qualification of business founders through ongoing programmes of economic development or cultural programmes of the city of Dortmund. The necessary funds for the project were raised by Union Gewerbehof and totalled 1.3 million euros over 5 years. The cooperative's statutes as of 2016 state that each member of the cooperative must take over at least 10 shares with a value of €10 per share. Occupying or renting members have to take over one share per square metre or part thereof of rentable space at the beginning of the tenancy relationship. Employed members have to take over one share for every € 100 or part thereof of the gross wage or salary.

## 7. Challenges and Opportunities

This information is not publicly available.

## 8. References

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[https://www.netzwerk-immovielien.de/immovielien/wp-content/uploads/2017/06/Satzung-InWest-eG\\_final\\_20160524.pdf](https://www.netzwerk-immovielien.de/immovielien/wp-content/uploads/2017/06/Satzung-InWest-eG_final_20160524.pdf)  
Stadt Dortmund. Ein Viertel wird Union (2018)  
[https://www.dortmund.de/media/p/stadterneuerung/unionviertel\\_rheinische\\_strasse/pdf\\_rheinische\\_strasse/Doku\\_Umbau\\_Rheinische\\_Str\\_2018-2018\\_web\\_2s.pdf](https://www.dortmund.de/media/p/stadterneuerung/unionviertel_rheinische_strasse/pdf_rheinische_strasse/Doku_Umbau_Rheinische_Str_2018-2018_web_2s.pdf)  
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# Gänge Quarter (Hamburg, Germany)

**Location:** Gängeviertel, Hamburg, Germany

**Website:** <https://das-gaengeviertel.info/gaengeviertel/verein.html>

**About:** With the aim of creating a space in Hamburg's inner city where new things can emerge through art, culture and conversations, in studios, flats and social projects, an initiative was formed in 2009 to create Gänge Quarter cooperative 2010 eG, and in the same year the association Gänge Quarter e.V. The association provides spaces and sees itself as a platform and meeting place for dialogue on urban development, art and culture, politics and society. The Gänge Quarter cooperative 2010 eG was founded to manage the buildings of the Gänge Quarter, which are all owned by the City of Hamburg.

## **1. Purpose and mission**

The aim of the association and the cooperative is to create a non-commercial, political, artistic and social place for everyone; a place in the city centre where working and living mix, and people who would otherwise have few points of contact come together. The aims of the association are the promotion of art and culture, the protection and preservation of historical monuments as well as tasks in the field of education. Anyone interested can become a member of the association and participate in decision-making as an active member.

The objective of the Gänge Quarter cooperative 2010 eG is the restoration, preservation and management of the historic buildings of the Gänge Quarter, as well as the organisation and implementation of offers and services needed for living, working and cultural use. Membership in the cooperative is also possible. In the annual general meetings, the cooperative members can have a say in the fundamental decisions concerning the cooperative and thus the future of the Gänge Quarter with a maximum of one vote. Self-management in the cooperative makes liveable and affordable living and working possible in the middle of Hamburg.

## **2. Organisational model and legal statute**

Both the Gänge Quarter e.V. association and the Gänge Quarter cooperative 2010 eG are non-profit organisations. With the Gänge Quarter, they pursue a project oriented towards the common good.

The association and the cooperative have each regulated their statutes in a charter: the "charter Gänge Quarter e.V." ("Satzung Gängeviertel e.V.") in the version of 2021 and the "charter Gänge Quarter cooperative" (Satzung Gängeviertel Genossenschaft 2010 eG) in the version of 2019 (see references).

## **3. Stakeholders**

The association consists of approximately 190 active members. The cooperative has 402 members with 1,108 subscribed shares (as of December 2019).

The initiative "Get Going" (Komm in die Gänge), from which the association and the cooperative emerged, included people with different professions and incomes. In addition to artists and creative people, social workers, teachers, social security recipients, geriatric nurses, psychologists, retail salespeople, tradespeople and craftspeople were among those involved.

The "Get Going" initiative is closely linked to many Hamburg cultural institutions and groups that have joined forces in recent years under the theme "Right to the City".

## **4. Operation & tasks**

Every active member of the association is entitled to vote at a general meeting, which is held at least once in each financial year. The general meeting is quorate if more than 30% of the members of the association are present. In addition to active membership, there is the possibility of becoming a passive member of the association, so that the association is supported through membership without being active and entitled to vote. An extraordinary general meeting must be convened at the request of at least one fifth of the members or by decision of the executive committee.



All members have a maximum of one vote at the annual general meetings, regardless of how many shares a person has subscribed for. At the general assemblies, members can have a say in fundamental decisions concerning the cooperative and thus the future of the Gänge Quarter. There is an office of the association and the cooperative with opening hours in the Gänge Quarter.

### **5. Activities**

In summer 2009, the “Get Going” initiative celebrated a courtyard festival with exhibitions, film screenings, readings, concerts and discussion events in the Gänge Quarter, which was attended by 3,000 citizens and documented by the press. From autumn 2009, tens of thousands of visitors from all over the world attended exhibitions, discussions, parties, the Open Monument Day and the birthday celebrations of the quarter within the following four years.

### **6. Funding**

The Gänge Quarter e.V. association (“Verein Gängeviertel e.V.”), founded in 2009, is financed by annual membership fees of 60€ or reduced 30€ per calendar year. A share in the Gänge Quarter cooperative 2010 eG (“Genossenschaft Gängeviertel 2010 eG”) costs 500€ plus a one-time administration fee of 50€ regardless of the shares subscribed.

For the creation of the meeting place Gänge Quarter with living, working and education, the association Gänge Quarter e.V. operates in solidarity, sustainably and without profit maximisation, so that shares of sold artworks, donations and all event income flow into one pot. This is used to finance future and less profitable activities. The maintenance of the houses and joint projects can also be financed proportionally.

In order to make it economically feasible for tradespeople, artists, residents of the neighbourhoods and the interested public to participate, the respective offers are financed crosswise: professionals stand in for amateurs, large businesses for small ones and rent-paying residents for discounted socio-cultural spaces. In combination with low-interest loans, a high degree of personal contribution and a long-term financing strategy, the project remains economically viable and sustainable for the whole community.

The level of rents has an influence on the social and commercial mix in a neighbourhood. The aim of the “Get Going” initiative is to offer affordable rents to enable a broad spectrum of uses. Therefore, the rents for commercial, studio and socio-cultural spaces are staggered according to the financial capacity of the individual users. In addition, the amount of the rents is determined by the construction costs and not by the location of the property (cost rent), since the redevelopment of the Gänge Quarter serves to preserve the substance and not to increase its value.

### **7. Challenges and Opportunities**

A great opportunity lies in the self-management of the governance model, as only interested people are involved in the project and can contribute to varying degrees. Thus, social resilience is built up in the neighbourhood.

### **8. References**

The Gängeviertel e.V. Association (2021)  
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## Innovation Quarter Steilshoop (Hamburg, Germany)

**Location:** Wandsbek, Hamburg, Germany

**Website:** <https://www.hamburg.de/bid/4350668/innovationsquartiere-start/>

**About:** On the basis of the “Law for the Strengthening of Residential Neighbourhoods through Private Initiatives” (“Gesetz zur Stärkung von Wohnquartieren durch private Initiativen”) (GSW), which came into force in Hamburg in 2007 and is based on the model of Business Improvement Districts (BID), the Senate of the Free and Hanseatic City of Hamburg decided in 2012 to establish the Steilshoop Innovation Quarter. Through the concept of innovation districts, private initiatives for district development are also made possible in areas with residential development and owners are supported and accompanied in their own initiative. One aim of the law is for owners and tenants to increase the attractiveness of their immediate surroundings and to identify with their residential location.

### 1. Purpose and mission

The establishment of the innovation quarter aims to increase the quality of life in the Steilshoop housing estate. The special feature of the concept of innovation quarters is the active involvement of private initiatives in district development in areas with residential development, in this case the large housing estate of Steilshoop.

### 2. Organisational model and legal statute

The Steilshoop Innovation Quarter is based on a network of public and private actors. Companies from the housing industry are also involved. Prior to the 2012 resolution, the affected owners had the opportunity to object to the application for the establishment of the Housing Improvement District (HID). Based on the “Law for the Strengthening of Residential Neighbourhoods through Private Initiatives”, which came into force in Hamburg in 2007, the establishment of the “Steilshoop Innovation Quarter” was decided by the “Ordinance on the

Establishment of the Steilshoop Innovation Quarter of 27 November 2012" ("Verordnung zur Einrichtung des Innovationsquartiers Steilshoop vom 27. November 2012"). The 2007 law prescribes the information of residents under certain circumstances. Through the 2012 resolution, the Owners' Location Association has come into being not as a purely voluntary, but on the basis of a legal ordinance and a legally regulated procedure. This increases the degree of formalisation, but at the same time guaranteed implementation. A contract under public law between the city and the public authority regulates the implementation of the HID. The HID has no legal personality of its own. As a managing director, a task-bearer assumes responsibility for the implementation of the measures and financing concept and is controlled by the steering committee, the city and the Housing Credit Agency.

### **3. Stakeholders**

The settlement's approximately 6,400 residential units, spread over 87 plots, are owned by about 50 landowners, mainly larger housing companies. The steering committee included representatives of housing companies and building cooperatives, the responsible district office of Wandsbek and the Authority for Urban Development and the Environment (BSU), as well as HafenCity University Hamburg as an advisor. The entire process was coordinated by a procedural management, the "Procedural Management HID", which was financed through the research programme "Experimental Housing and Urban Development (ExWoSt)" of the "Federal Institute for Research on Building, Urban Affairs and Spatial Development". The task managers were two companies, Otto Wulff BID management and ProQuartier Hamburg corporation. Other stakeholders involved were the residents, the neighbourhood management, the Wandsbek district office, the Hamburg Authority for Urban Development and the Environment, the Hamburg Credit Agency, HafenCity University Hamburg and Hamburg city cleaning.

### **4. Operation & tasks**

The City of Hamburg was the project executing organisation. Since 2007, regular meetings of the landowners with representatives of the city and external experts have taken place in the steering committee to discuss and define measures for upgrading the district, which are to be jointly implemented and financed within the framework of an innovation quarter. In summer 2011, information about the project was provided at a meeting with around 120 residents. At the same time, existing participation structures such as the district advisory board or representatives of the coordination conference were continuously involved in the process. In addition to the regular meetings of the steering committee, all owners were involved and informed about important events at owners' meetings. The initiative "Innovation Quarter Steilshoop" was included twice in the preparatory phase as a model project in the research programme "Experimental Housing and Urban Development" (ExWoSt) of the "Federal Institute for Research on Building, Urban Affairs and Spatial Development" (BBSR). Following that, the research field "Municipal Concepts: Housing" focused on the question of whether and how the new instrument of innovation neighbourhoods can achieve sustainable success in

upgrading and stabilising urban residential areas, the second research field "Owners' Location Communities" dealt with various approaches to cooperation between owners in neighbourhoods. One of the results was that such initiatives can succeed in creating a communication and cooperation structure for flat owners and thus make cooperation to strengthen their own neighbourhood more effective or even possible.

## **5. Activities**

In the "Ordinance on the Establishment of the Steilshoop Innovation Quarter of 27 November 2012", design measures in the area of the pedestrian connection within Steilshoop (the so-called central axis), cleaning and maintenance in the area of the central axis, improvement of orientation within the settlement, as well as marketing measures to improve the image of the neighbourhood are specified to increase the quality of living and life in the settlement. The upgrading of the central axis is carried out by renewing the pavements, green spaces, squares, lighting and street furniture. Furthermore, the creation of a central public square is in the foreground. In 2007, an open space planning ideas competition was launched with the participation of the steering committee. A planning office was commissioned with the subsequent preliminary planning in order to convince the owners who were not yet actively involved in the process.

## **6. Funding**

Some of the owners have assumed the costs already incurred before the establishment of an official HID (including preliminary planning). The costs for the HID amount to just under 4.1 million euros over the 5-year term from 5 December 2012 to 5 December 2017. The measure is financed by a levy that all owners residing in the HID area have to pay proportionately. The city is investing around 3.3 million euros in the central area of the settlement in the course of the HID. In the "Ordinance on the Establishment of the Steilshoop Innovation Quarter", a one-time lump sum of 20,000 euros was set to cover administrative expenses.

## **7. Challenges and Opportunities**

One challenge was to convince the owners of the HID who were not yet actively involved in the process. For this purpose, after the open space planning ideas competition, a planning office was commissioned with the subsequent preliminary planning. The support of the owners is important to ensure that the objection rates are not reached when the application for the establishment of the HID is put on public display.

The preparatory phase for the application for a HID is a complex and elaborate process with a considerable amount of work, which would hardly be manageable without a central procedure management.

## **8. References**

Hamburg Authority for Urban Development and Housing (2021)  
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## Quarter Bavarian Square (Berlin, Germany)

**Location:** Bayerischer Platz, Berlin, Germany

**Website:** <https://www.quartierbayerischerplatz.de/>

**About:** The association acts for the residents of the neighbourhood by, among other things, maintaining the green spaces of the neighbourhood. It also organises events that take place on one day in the whole neighbourhood or with a fixed day and time in a specific place. In addition, the association wants to convey the history of the neighbourhood, which was a centre of Jewish life at the beginning of the 20th century. For this purpose, volunteers of the association are available at the Contemporary History Portal "Cafe Haberland" to explore and explain the permanent exhibition on Jewish life in the Bavarian Quarter and also for guided tours.

### 1. Purpose and mission

The aim of the Quarter Bavarian Square association ("Quartier Bayerischer Platz e.V.") is to increase the attractiveness of the neighbourhood around Bavarian Square and make the public more aware of the uniqueness of this historic quarter in the Schöneberg district in Berlin. Furthermore, it also wants to support and strengthen the diversity of tradespeople in the area and thus improve the quality of life for local residents. This includes promoting the quarter both as a business location as well as a residential location.

### 2. Organisational model and legal statute

The name of the association is Quartier Bayerischer Platz e.V. It is registered in the registrar of associations of Berlin – Charlottenburg. It is a non-profit association. The association's statutes were adopted in 2007 and amended in 2016 by resolution of the general meeting.

### 3. Stakeholders

For 12 years now, more than 80 business people and fellow citizens have been working together for their neighbourhood Bavarian Square ("Bayerischer Platz"). Cafe Haberland, which is located above the Bavarian Square underground station, has become a focus of "visitBerlin", the city's official marketing agency. In this context, a promotional 3-minute film with important landmarks in the districts Schöneberg and Tempelhof, including the Bavarian Quarter, was produced. The aim of the cooperation is to draw the attention of tourists from Germany and abroad to local sights off the main tourist routes. In addition to the Quarter Bavarian Square association, the cafe is also supported by the Berlin Transport Authority (BVG), the Tempelhof-Schöneberg district office, the Lotto Foundation Berlin, and the Berlin Forum for History and Present Age.

#### **4. Operation & tasks**

The association consists of the board and the general meeting. The general meeting is the supreme body and is held annually. An extraordinary general meeting is held if at least a quarter of the members request this in writing. Every duly convened General Assembly of Members constitutes a quorum. The majority of the valid votes cast are decisive in the adoption of resolutions at the General Assembly of Members. Members have equal voting and election rights at the General Assembly. Transfer of voting rights is not permitted. The General Assembly of Members is not open to the public; it may admit guests with a simple majority. As part of the visitor service at Cafe Haberland, volunteer members of the Quarter Bavarian Square association are available daily from 12 noon to 6 p.m. to show the exhibition, answer questions or make appointments for guided tours. According to the statutes, the aims and purposes of the association are to be realised through the following measures:

1. organisation and implementation of neighbourhood festivals and events for residents and businesses,
2. preparation and implementation of cultural events in the contemporary-historical portal Cafe Haberland,
3. public relations work, planning and implementation of measures with the aim of communicating the historical and cultural significance of the Bavarian Quarter and a cooperation with schools and other educational and training institutions.

#### **5. Activities**

Every month, the Quarter Bavarian Square association offers events on various topics from culture, politics, art or music at Cafe Haberland, which are published on the website.

Once a year, the "Long Friday" takes place with about 50 participating tradespeople and numerous activities, which is very well received by residents and guests.

There is a working group that takes care of a flower bed created by the association on Bavarian Square. In March 2020, the Quarter Bavarian Square association took over the planting and maintenance of the raised flower beds at the underground station. The association has ensured that the green space on Bavarian Square has been re-designated from street land to a protected green space.

Every year, the association participates in the "Berlin Making" campaign and, together with many neighbours, cleans the green space and adjacent streets in the neighbourhood to keep the square inviting and beautiful. Independent of this

annual event, cleaning campaigns also take place on the green space at Bavarian Square to rid the beds of waste. The dates are published on the website. Together with the Berlin Transport Authority (BVG), the Tempelhof-Schöneberg district office, the Lotto Foundation Berlin, the Berlin Forum for History and the Present Age, the association supports Cafe Haberland as the location of the "Contemporary History Portal on the History of the Bavarian Quarter". The cafe is the venue for various events and offers information and tips about the Bavarian Quarter. Volunteers from the association are available on weekdays at Cafe Haberland to explore and explain the exhibition and also for guided tours. Free guided tours of the Bavarian Quarter for groups, school classes or students are also offered by appointment.

In 2021, the association drew attention to its commitment to the Tempelhof-Schöneberg "Tripping Stone" initiative ("Tempelhof-Schöneberg Stolpersteine Initiative"). By laying more tripping stones in the streets of the district, the association not only wants to commemorate the victims of the Holocaust, but it also sees the tripping stones as memorials against hatred, exclusion and anti-Semitism in our society.

The association initiated the upcoming conversion of the Bavarian Square underground station building with its own project idea years ago.

During the COVID19 pandemic, the association supported people from the at-risk groups by having association members around Bavarian Square keep in touch with people from the neighbourhood by phone, go shopping for them, pick up the lunch they ordered or accompany them on walks, taking into account the distance. The association also acted as a mediator between offers of help and requests and established contacts.

## **6. Funding**

The Quarter Bavarian Square association was founded in 2007. The annual membership fee is 60€, for couples 90€ and for pupils, students and low-income earners 30€.

## **7. Challenges and Opportunities**

This information is not publicly available.

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# BID Gamlestaden (Gothenburg, Sweden)

**Location:** Gamlestaden, Gothenburg, Sweden

**Website:** <https://bidgamlestaden.se/>

**About:** BID Gamlestaden is a partnership of approx. 50 different property owners and housing associations in Gamlestaden – a district in Gothenburg. It was founded in 2001 and is based on other international models for Business Improvement Districts. The BID has driven forward a large number of regeneration projects in Gamlestaden, of parks, streets, squares and places. It enables Gamlestads residents to influence the development of their neighbourhood and it carries out studies and ensures that decisions about the future of Gamlestaden are based on knowledge of local conditions.

## 1. Purpose and mission

The purpose of BID Gamlestaden is to create joint action in order to improve the district's quality for residents, businesses, tourists and other actors. In the beginning, the work centred around making the district safer and more pleasant as it was characterised by a certain decay back in the 2000s.

A basic idea of the initiative is to get active in place-making and to overcome the territorial division of responsibilities in the district between different categories of property owners and public actors such as the municipality. This way, different actors with different responsibilities, competences, knowledge and resources cooperate on a common purpose.

## 2. Organisational model and legal statute

"Fastighetsägare i Gamlestaden" (Property Owners of Gamlestaden) is a non-profit association that conducts business activities, holds an F-tax certificate and is registered with the Swedish Companies Registration Office. It was founded in 2001. In 2018, BID Gamlestaden was formed by the property owner association as well as eight administrations and companies within the City of Gothenburg. Legally, the BID is created by a cooperation agreement between all partners. The agreement was in place for three years and has now been signed again.

Sweden does not have a BID legislation. Therefore, initiatives like Gamlestaden can be framed as BID-inspired collaborations.

## 3. Stakeholders

In 2020 BID Gamlestaden comprised about 50 members. Stakeholders include private property owners, private housing associations, municipal housing associations, private individuals, the municipality and non-profit associations like the Church City Mission of Gothenburg.

Membership is open to all property owners, housing associations, housing companies, property developers and builders in Gamlestaden. Membership requires paying a membership and service fee to the association. Invitations to join are sent out to all property owners in Gamlestaden a few weeks after the Annual General Meeting.



In 2021 a new cooperation agreement with the Municipality was signed to create "BID Gamlestaden 2021". It includes:

- the Property Owners' Association in Gamlestaden, and
- eleven Agencies of the City of Gothenburg,
  - Social Welfare Committee, Northeast Gbg
  - Property Management Administration
  - Traffic Authority
  - Parks and Landscape Administration
  - Environmental Administration
  - Sports and Associations Administration
  - Consumers' and Citizens' Rights Administration
  - The Framtiden Housing Group
  - Gothenburg Energy
  - Business Region Göteborg
  - Försäkrings AB Göta Lejon, and
- the Swedish Police Authority, Greater Gothenburg Northeast

#### **4. Operation & tasks**

Since the foundation process, there has been continuous consultation with leading municipal politicians and officials. The head of the district administration has been an adjunct to the board since its formation.

The agreement of 2018 sets out the following three objectives for collaboration within the Gamlestaden BID:

- Establishing stable, effective and dynamic structures of cooperation between actors whose actions determine the quality of neighbourhood development.
- To establish and develop venues for the exchange of ideas, knowledge sharing, formulation of common visions and improved quality of decision-making.
- To strengthen the conditions for tackling problems through joint action.

The agreement also regulates the decision-making procedures, the parties' obligations and financial responsibilities, and the parties' autonomy of action. The cooperation agreement is currently being updated, and a new version of the agreement is planned to be signed by additional administrations and companies within the City of Gothenburg in 2021.

The development work in Gamlestaden is based on the dedication and expertise of many people. Especially, the collaboration between those hired by Gamlestaden property owners, and those employed by the city through the BID agreement, is a prerequisite for the development that takes place. Specific responsibility for various cross-cutting elements of the development process include the work of:

- operations coordinator for Property Owners in Gamlestaden.
- BID coordinator through a position at the City of Gothenburg.
- Co- BID coordinator through a position at the City of Gothenburg.
- Financial management for Gamlestaden property owners
- Project manager for Gamlestadsgalej (annual festival) for Property Owners in Gamlestaden
- Security coordinator for Property Owners in Gamlestaden
- Project Managers for "Living Street Plan" (Coaching and empowering local traders), Property Owners in Gamlestaden

## 5. Activities

When a new cooperation agreement was drawn up for 2020/2021, the activity plan for Gamlestaden property owners was redesigned so that the various activities are better linked and match the activities to be carried out within the Gamlestaden BID.

The new activity plan outlines 9 different areas of activity:

1. Urban development and new construction: This area deals with cross-cutting issues for the district—how things are developed and built on, how the district is held together and where businesses can develop.
2. Living Gamlestaden: This area of activity is about developing attractive places and a vibrant neighbourhood by working with all partners. There are several activities around cleaning, such as clean up scrap cars, clear shopping carts as well as a district cleaning with school classes and coordinated litter clean-ups. Regarding district security, the BID conducts safety meetings and has a coordinated procurement of security guards.
3. Security and crime prevention: This area of activity is a large area with many different parts. The backbone of the safety work is the Safety Meetings to which all actors in the district are invited twice a year.
4. Culture, history, events and strengthened local identity: By creating events and meeting places within the district, people feel more comfortable and proud of the district they live in and visitors are attracted to Gamlestaden. The annual city festival “Gamlestadsgalej” is a recurring and important event for Gamlestaden.
5. Green transition and sustainable mobility: This is a relatively new area of activity for the association that has grown rapidly - both the environmental challenges, the city's objectives in this area, and the requirements of the 2030 Agenda have made this a focus area for the BID as well.
6. Digital urban development: Digital tools are becoming an integral part of urban development. Therefore, the BID will develop digital tools for joint marketing communication, problem management and for discovering the history and places of the district.
7. Networking and influence: This area of activity is about disseminating knowledge about district management, participating in national and international contexts to learn more, being a lecturer and communicator in various forms.
8. Analysis and research: Local development work should be based on local knowledge, analysis and evidence-based methods. Therefore, over the years, the Gamlestaden property owners have carried out regular research and follow-up activities.
9. Communication and participation: Communication and participation are in many ways fundamental to several of the other areas. Disseminating information, sharing knowledge and creating opportunities for residents and different stakeholders to be involved in what is happening is fundamental.

## 6. Funding

Members' fees finance the association's activities and membership determines the association's power of action. The Board budgets for 2021 membership and service fees of SEK 1.3 million.

Certain activities require external funding. Therefore, partners also work on project applications.

### 7. Challenges and Opportunities

This information is not publicly available.

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## Knowledge Quarter Sustainability Network (Liverpool, UK)

**Location:** Knowledge Quarter, Liverpool, United Kingdom

**Website:** <https://www.kqliverpool.co.uk/sustainability-network/>

**About:** The core aim of the Knowledge Quarter Sustainability Network (KQSN) is to enhance the sustainability of the Liverpool Knowledge Quarter and be a model for the wider City Region. The KQSN promotes sustainability and environmental issues through Liverpool's Knowledge Quarter and encourages active collaboration and partnership. Its members comprise a broad range of sustainability skills and are well-placed across leading organisations and community groups alike to realise change and promote the sustainability agenda in Liverpool.

### 1. Purpose and mission

The KQSN operates as a collaborative cross-sectoral forum to support, facilitate, and coordinate projects around sustainability on-site for the Knowledge Quarter Liverpool area and beyond. The KQSN supports projects through collaborative activity and enables members to access specialist advice available through the network. Through its membership, the KQSN is primed to develop metrics for demonstrating SDG-aligned activity happening in the Knowledge Quarter. The KQSN has scope to increase its level of implementation arising from its shared values, with a renewed focus around the SDGs. The overall aim of the network is to identify collaborative opportunities, to improve sustainability in and around the Knowledge Quarter.

## **2. Organisational model and legal statute**

The KQSN is a non-profit, non-formal membership network. Its initiators come from higher education and health care institutions in the Knowledge Quarter Liverpool board. The KQSN network meets each spring and autumn and is open to anyone. Members take turns to host meetings and there is no cost to attend or to be part of the network.

The Sustainability Network reports its progress to Knowledge Quarter Liverpool (KQ Liverpool), and supports KQ Liverpool's transformative vision for the area. KQ Liverpool is a 450-acre Mayoral Development Zone and a formal partnership. Its board was formed in July 2016. The KQ Liverpool board consists of Liverpool School of Tropical Medicine, the University of Liverpool, Liverpool John Moore's University, The Royal Liverpool and Broadgreen University Hospitals NHS Trust, Liverpool City Council, Liverpool Vision and The Hope Street Community Interest Company. KQ Liverpool receives KQSN meeting minutes, and KQ Liverpool's strategic vision specifically references the network, stating that KQ Liverpool intends to assist projects identified by KQSN, including local food growing, creating green corridors, and responsible waste management.

## **3. Stakeholders**

The network has currently about 35 members. Membership to the network is open to public sector, third sector and non-governmental organisations operating in and around Liverpool's Knowledge Quarter. Furthermore, other interested parties from across the City Region who can support and contribute to the aims of the KQSN can also apply for membership. Therefore, KQSN has an inclusive membership, making it an original multi-disciplinary sustainability platform for neighbouring organisations in and around Liverpool's Knowledge Quarter. KQSN also welcomes new members, who want to work with the network's existing partners to enhance sustainability and environmental performance in the area.

## **4. Operation & tasks**

Chairing and administrative responsibilities are shared between different actors, for example, the University of Liverpool's Sustainability Officer, Liverpool John Moores University's Environmental Adviser, the head of Sustainability from Royal Liverpool & Broadgreen University Hospital Trust, as well as a Sustainable Food Advisor from The Food Domain.

The network has a closed LinkedIn group where members can join to access the minutes of previous meetings and make contact with other members.

The network targets projects and interventions in the following fields:

- Air quality (including travel and transport)
- Climate change and resilience
- Green spaces
- Health and wellbeing
- Sustainable energy and water
- Sustainable food
- Sustainable and ethical procurement
- Circular economy (including responsible waste management)

## **5. Activities**

The network establishes sub-groups between members which are able to facilitate these on their own. They map sustainability across the Knowledge Quarter, including alignment with the United Nations Sustainable Development Goals. Furthermore, they host an annual event recognising sustainability achievements in the Knowledge Quarter and successful network collaborations. One activity example is the “The Walking Guide”. In this project, a map was created with suggestions for several walking tours to motivate people to walk more, e.g. during their commute to work, at lunchtime or in one’s spare time. The Walking Guide encourages people to see new places and landmarks around the quarter. The Guide shows short and simple routes and links organisations across KQ Liverpool. It also includes a table showing how walking burns off calories. Furthermore, it is highlighted that walking is carbon neutral and the most sustainable form of travel available. The Guide is available for download and hard copies at locations across the KQ Liverpool were also distributed.

## **6. Funding**

Costs for chairing and administration lie with the initiating members. Additional funding is necessary for project implementation. There is no cost to attend or to be part of the network.

## **7. Challenges and Opportunities**

The KQSN demonstrates the cross-sectoral nature of the network, and shows how two anchor organisations can share best practice in working to the SDGs. Moreover, the presence of the UN-approved “2030hub” in Liverpool – and its membership of the KQSN – encourages an enhanced focus on the SDGs, with the KQSN network focusing even more on collaboration for the SDGs.

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# Ørestad Innovation City Copenhagen (ØICC) (Copenhagen, Denmark)

**Location:** Ørestad, Copenhagen, Denmark

**Website:** <https://en.oicc.dk/>

**About:** Ørestad Innovation City Copenhagen (ØICC) is Copenhagen's green innovation district. ØICC brings city district actors together, including universities, start-ups, public institutions, and private companies, in a strong innovation partnership. Through networks and cross sector partnerships, ØICC catalyses sustainable business development.

## 1. Purpose and mission

ØICC operates as a neutral platform where members come together with the intentions of constituting sustainable innovation, that makes Ørestad an attractive area of Copenhagen. Ørestad has been developed as an innovation district to build a community with an intentional focus on creating new products, technologies, and market solutions through the convergence of diverse sectors and specializations. The innovation district today comprises established organizations, including top-tier international companies, small and medium sized enterprises that cluster and connect with cutting-edge research institutions, public organizations and start-ups.

## 2. Organisational model and legal statute

ØICC was founded on January 31st 2017 by its board of directors. It was founded by actors from companies, organisations, educational and cultural institutions with links to Ørestad. The board consists of 7-13 representatives, elected among existing ØICC members for a period of 2 years at a time. ØICC's secretariat supports member companies when new ideas and projects are realized. They facilitate professional network meetings, arrange international conferences, create smaller pop-up events, and support ØICC members who seek funding in order to strengthen Ørestad as an innovative district, either through value-creating research or development projects. The secretariat consists of a CEO a project coordinator, project manager and two project assistants.

ØICC can be described as a formalised cross-industry collaboration. No information is publicly available about its legal statute.

## 3. Stakeholders

The ØICC partnership has been established based on the components of the Triple Helix model. This ensures that key representatives from both academia, the state and industries of relevance are all present in the networks.

The ØICC secretariat encourages members to choose participants for networks and projects of their interest, who will have capacities and willingness to act as "knowledge brokers" on behalf of their organization in the networks.

Membership is open to stakeholders living and working in Ørestad, but alliances and partnerships outside of the city district – also internationally – are of strategic importance and membership for non-district placed stakeholders is possible.

In 2021, ØICC had 41 professional members.

#### 4. Operation & tasks

Many projects emerge out of ØICC's five partnership networks, where people exchange ideas and challenges that makes natural synergies evident. These four networks include: Network of Communication, Network of Technology, Network of Urban Development, the Network of "Destination Ørestad" and the Investor Forum Network.

- Network for Communication: The Network for Communication creates a space for constructive exchange of experience across sectors and equips participants to act in the new circumstances posed by the world around them. Ørestad can be used as a common reference, lab and case when the subject of communication is put into play in the creative, innovative and knowledge-based framework that is the Communication Network.
- In the Network for Urban Development, the aim is to share knowledge and experience about what creates a well-functioning, green and 'liveable' city - for the benefit of those who live, move, study and work in the district. The ambition is to use Ørestad as a testbed for testing different solutions to challenges that are current, but not necessarily unique to Ørestad. In this way, Ørestad as an innovation district can become a source of inspiration for other cities and innovation districts in Denmark and the rest of the world.
- Innovation & Technology Network: New technologies, new business models and increased global competition have created a pronounced need for rethinking and innovation among established companies and organisations. In the Innovation & Technology Network, we look at how to develop and incorporate an entrepreneurial mindset in established companies and use it in a business perspective.
- Destination Ørestad network: Within a number of years, almost one in four Copenhagengers will have a relationship with the district by either living, working or studying here as Ørestad is constantly growing. At the same time, Ørestad has become a destination for many international tourists and other visitors who are on a business trip, going to a concert, a sports event, a conference or other. This is partly due to the many cultural offerings in Ørestad and partly to the good infrastructure that links the district together. The metro makes it quick and easy to get to the city centre, but also to the airport.
- Ørestad Investor Forum: Ørestad's business sector is growing, and the Ørestad Investor Forum brings together those with investments in building land and commercial property rentals. By bringing together business investors in Ørestad through the ØICC, it will be possible to exchange data and information between the players on an objective and neutral basis. Themes addressed in the Ørestad Investor Forum include supply, letting stakeholder analysis, urban development, activities in Ørestad, relevant statistics, etc.

Subsequently, the ØICC secretariat aids these projects through coordinating activities, catalysing and informing relevant stakeholders, and applying for funding. Participation in a network is facilitated by invitation. This is to ensure trust between members, and to establish conditions where participants will confide in one another. Each network is held in collaboration with the secretariat and one of the

expert partners and network facilitators, whose professional expertise ensures the relevance and quality of the content during held meetings.

## 5. Activities

An important part of this is the ØICC Advisory Board for Sustainable Urban Development, composed of leading experts whose task is to inspire, advise and qualify ØICC projects. Together they attempt to raise the bar for what partnerships can do, and develop sustainable solutions that can be scaled and provide value beyond Ørestad's borders. Green transformation is high on the agenda of members. This is why sustainable urban development and the SDGs have become a key strategic focus for the ØICC. The first working groups are looking at how to incorporate sustainability into construction, transport and hospitality.

Additionally, ØICC conducts a number of development projects to create value for the members of the Innovation Partnership. A development project must involve at least two ØICC members, and will typically fall under one of ØICC's five focus areas: the built environment, Ørestad's experiences, technology, education and research, and Ørestad as an innovation district.

Furthermore, ØICC collaborates with a number of external actors to ensure that their work is qualified and that projects have an innovation value:

- Cooperation and knowledge sharing between innovation districts in the Nordic regions (Denmark, Norway, Sweden, Finland)
- Network for companies on district Amager with focus on climate and sustainability
- Network for Sustainable Innovation as a forum of non-profit actors working to accelerate sustainable change
- Cooperation and knowledge sharing between innovation districts in Greater Copenhagen

The ØICC regularly produces reports (evaluations and analyses) on topics of particular relevance to its members and the partnership as a whole:

- Mobility analysis: Which urban planning conditions promote green mobility practices?
- Analysis of Ørestad tourism: How do businesses, residents and travellers experience Ørestad?
- Membership Survey 2019: Qualitative analysis of members' satisfaction with ØICC

In addition to approximately 20 professional network meetings, ØICC organises three conferences and events annually, where all members can participate and bring interested staff. The conferences bring knowledge to the district and allow everyone to participate. ØICC runs annual communication campaigns, send newsletters and actively use Social Media platforms. They produce their own articles, run PR efforts, plus an extended activity wheel to ensure their members' activities are communicated. Each year ØICC is also asked to give a series of external presentations and talks about the innovation partnership in Ørestad.

## 6. Funding

Copenhagen City and Port Development Corporation (publicly owned, privately run organisation) financed the major part of starting-up the Ørestad Innovation City whereas at the moment the funding is rather more equally split (50-50 public and



private) and despite having a member base of mostly private firms (approx. 80%).

The operational costs of Ørestad Innovation City are shared as follow:

- ca. 35 % is provided by the City and Port Development Corporation

- ca. 65% is split between the remaining public partners and the private ones (whereas the terms for membership for tenant companies are the same as for the real estate developers).

Contributions to funding the operations are directed from the different members to the ØICC secretariat by means of a membership fee.

## **7. Challenges and Opportunities**

This information is not publicly available.

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# Recommendations for Zorrotzaurre

## Collaborative District Management

Summarising some of the insights from the explorative case studies we would like to highlight the dimensions of **Legal Statute and Organisational Model, Inclusiveness** and **Sustainability**.

### Legal Statute and Organisational Model

Collaborative governance models for district management are able to provide a (more or less) formalised organisational model for long-term cooperation between many different actors with the aim of place-making at a specific site in the city.

The legal statute, terms of references or articles of association of these models determine to a great extent the purpose, tasks, participation, decision-making procedures and funding structures of the organisation. Structures can be developed that put *collaboration* as a defining principle in all these dimensions (purpose, tasks, participation, decision-making procedures and funding). Notably, this form of district management should be about improving and expanding existing public services and not about replacing them [5]. However, a collaborative governance arrangement often results in better communication and networking with public bodies. This enhanced form of relation and access to public officials and politicians commits all members to providing and creating arenas and platforms for discussion and information exchange between actors whose actions affect or can affect the development of the district. Hence, a legal statute likely increases visibility and outreach of a network of actors and their common goals.

### Inclusiveness

Different legal and organisational models are related to the level of inclusiveness and openness towards participation in a governance form for district management. Research about the presented cases shows that city-making previously mostly focused on closed governance models that only included the public bodies and private investors as property owners, often leaving residents outside [5].

For example, BIDs often allow membership for property owners on site, but do not offer a membership possibility to other actors such as residents, local business tenants etc. Therefore, the lack of inclusiveness of certain district management models results in a promotion of exclusion of specific groups, mostly vulnerably groups [5]. This contradicts with participatory approaches in urban development [5, 12, 13]. Public policies and planning need to guarantee broader, larger scale perspectives on urban inequalities and socio-economic segregation. More integrated programmes than the core BID -model and similar overall private-driven partnerships are required for an inclusive urban governance [14]. For example, in Germany the national urban development programmes include funding for neighbourhood management concepts developed and implemented in the framework of the 'Socially Integrative City' [13]. There is broad consensus that efficient implementation of programme objectives requires cooperative political and administrative structures as the basis for realizing measures, activities and mobilization and revitalization processes deemed necessary by the neighbourhood [13].

Notably, place making and branding that is not inclusive to many actors in a neighbourhood often fails to fundamentally change how the city is identified with if residents perceive the branded image as opposing their lived reality [14]. Starting with an analysis of residents' lived space is important. This way, contradictions and resentments against representations of space and place identity become apparent. This is strongly linked to resident's willingness to engage in place making activities [14]. Inclusiveness is of course a very important cross-cutting topic around different Sustainable Development Goals (SDGs). Furthermore, the focus of SDG-related district management yields a great variety of activity fields for collaborative governance arrangements.

### **Sustainability**

Generally, governance models such as BIDs could provide a platform for sustainable area development that has the potential to achieve common goals, such as a vibrant, safe, attractive and sustainable place [4]. However, this is determined to a great extent by the choice of the legal statute and organisation model which then determines the activities carried out and its relation to SDGs.

**The depth of SDG-relations in the collaborative governance arrangement might characterise it as an instrument of transformative urban governance (or not).** The term transformative governance describes new distributions of responsibility, principles, procedures and material criteria that are developed to steer the societal transformation process towards sustainable development [15,16]. A sustainability-related research and innovation policy on local level is also significant in this context, especially with regard to the promotion of suitable innovation infrastructures. Policy and administrative innovation as well as sustainable innovation policies both relate to **transformative urban governance.**

## **Connecting the District Governance Model with the Innovation Model**

**As one idea for Zorrotzaurre the collaborative governance model could be framed as a Sustainable Improvement District, connecting the governance model with the innovation model of the island.**

The basic idea would be to create a transformative governance model that relates to transformative innovation policies that are applied in Zorrotzaurre. This refers to recent European political strategies such as Mission-Oriented Innovation and Industry 5.0 to achieve wider social and policy aims as well as economic goals with respect to the SDGs [17, 18].

For example, the Swedish Innovation Agency Vinnova supports Swedish cities in building up local innovation systems such as Future by Lund. Future by Lund is an innovation platform that promotes smart and sustainable solutions for the city and its residents. It includes a variety of participatory approaches for co-productive place

making. Future by Lund is led by the Municipality of Lund and is part of the Office of Economic Affairs. The work is funded by Vinnova, Lund Municipality and participating partners such as the university and industry partners.

A focus on Responsible Research & Innovation as well as Mission-oriented innovation also leads to a shift from Triple Helix Innovation frames to **Quadruple Helix Innovation** models [19, 20]. The Quadruple Helix is an innovation model where government, industry, academia and civil society actors work together to co-create. Compared to the Triple Helix the Quadruple adds civil society in the partnership. The model has been increasingly discussed and encouraged [19, 20, 21].

In order to build a **strong urban ecosystem**, the cultural dimension of the island needs to be considered as well. Zorrotzaurre is special because of its history of temporary uses and the relevant role these take in the regeneration process. Often, famous creative districts have risen in a sphere partially left both by public authorities and private investors. Social and physical requirements that are able to spur creative and economic opportunities should become a focus in urban development of these kinds of districts. For example, ensuring an SME-friendly environment and supporting artistic education, instead of trying to rigidly design urban creativity can become a priority [22]. Here, temporary uses can play a vital role in supporting urban development [22].

Finally, the current reality of Zorrotzaurre cannot be understood without the cultural initiatives that have occupied vacant warehouses since 1997, becoming a driving element of the transformation process. The urban regeneration process of Zorrotzaurre and its potential for meanwhile activities has been analysed in-depth in the T-Factor Report "[T-Factor Pilots. Regeneration Projects, Masterplans, Temporary Uses](#)". As Zorrotzaurre has a special history of temporary uses and the relevant role these take in the regeneration process, there is already a large variety of actors and initiatives to build on. This report contributes to fostering a critical discussion about possible outlines of a collaborative governance model for Zorrotzaurre as a district of culture & innovation in Bilbao.

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