



URBAN AGENDA FOR THE EU

ENERGY TRANSITION PARTNERSHIP

GUIDANCE TO EXPLAIN HOW TO CREATE, DEVELOP AND OPERATIONALIZE THE DEPLOYMENT DESKS FOR CITY RETROFITTING.

ANNEX. REFERENCE MATERIAL

Gobierno de Navarra / Nasuvinsa

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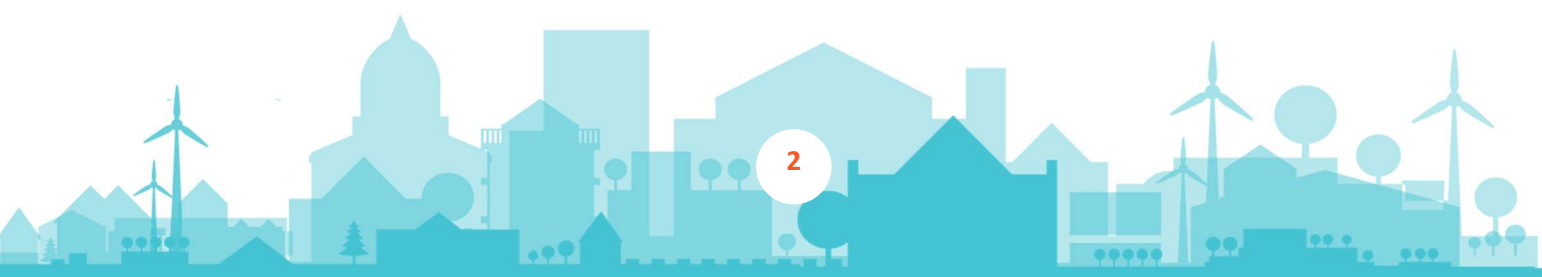


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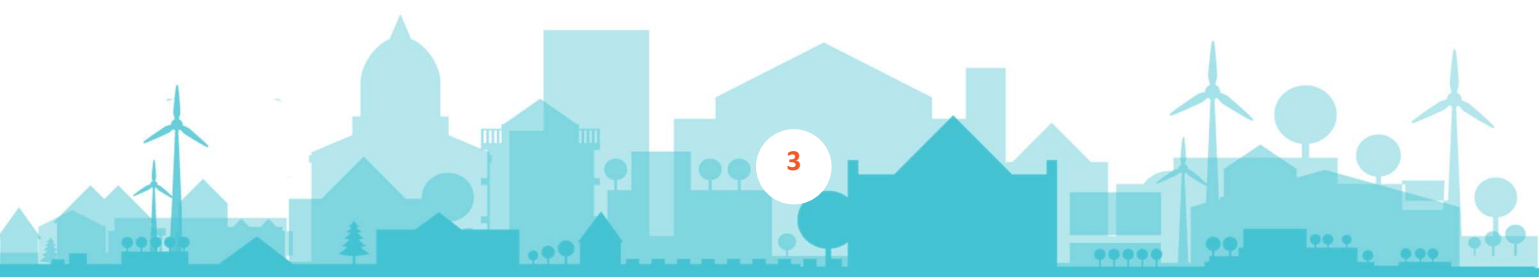


Table of Acronyms

ACRONYM	COMPLETE NAME
CAPV	Basque Country Autonomous Community
CO2	Carbon Dioxide
DPD	Deployment and Proximity Desk
DPTURU	Directorate of Territorial Planning, Urban Planning and Regeneration of the Basque Country Autonomous Community
DSO	Distribution Network Operations
EIB	European Investment Bank
ESCO	Energy Services Company
ESIF	European Structural and Investment Funds
ETS	Emission Trading System
EU	European Union
FA	Functional Areas
GD	Guidance Document
GV	Basque County Government
IEE	Building Evaluation Report
IFR	Final Renovation Report
ISE	Social and Economic Report
ITE	Technical Building Inspection
LMC	Land Management Commission
LMG	Land Management Guidelines
MEA	Area Management Entity
MEL	Local Managing Entity

MEMP	Managing Entity of Master Plan for Building Renovation
MOU	Memorandum of Understanding
MPBR	Master Plan for Building Renovation
PPP	Public-Private Partnerships
PTP	Partial Territorial Plan
STP	Sectorial Territorial Plan
TEVM	Technical and Economic Viability Memory
UA	Urban Agenda

1. ANNEX. REFERENCE MATERIAL

It is worth highlighting several experiences of Deployment Desks, some little known experiences, in which the social, technical, management and participation aspects integration have allowed us to overcome a large part of the existing barriers are worth mentioning:

- **At the Urban Area** scale it is the “Integral Renovation of the “Caño Roto Directed Village” in Madrid”, developed since 1992 to 1998¹.
- **At the City level**, the “Local Program for the Rehabilitation of Urban Areas Built in Zaragoza since 1945 to 1975”, directed by the Zaragoza Housing Municipal Society, between 2004 and 2011² and ³
- **At Regional level**, the creation, development and coordination of the “Integrated Territorial Network of Technical and Management Offices of Aragon Autonomous Community” since 2006 to 2011. This Network included the Technical Office of Urban Rehabilitation of Zaragoza, constituted by the public company “Zaragoza Housing”
- **Likewise, at the regional level**, the creation and operation of the “Deployment Offices Territorial Network of Navarra”, since 1986 to date, constituted by the Regional Government.

¹ Ruiz Palomeque, Luis Gerardo (2000). “Rehabilitación Integral del Poblado Dirigido de Caño Roto. Un modelo de intervención en grandes conjuntos urbanos”. En: “Premios calidad Arquitectura y Vivienda 99+98”. Dirección General de Arquitectura y Vivienda.CAM, Madrid, pp. 146-151. ISBN 84-451--1863-3. <http://oa.upm.es/14587/>

² Ruiz Palomeque, Luis Gerardo y Rubio del Val, Juan (2006). Nuevas propuestas de rehabilitación urbana en Zaragoza. Estudio de Conjuntos Urbanos de Interés. Sociedad Municipal Zaragoza Vivienda, Zaragoza. Depósito legal Z-3121-2006 <http://oa.upm.es/cgi/export/14586/>

³ Ruiz Palomeque, Luis Gerardo (2014). Gestión de la rehabilitación sostenible en Grandes Conjuntos de las periferias urbanas por las administraciones públicas locales. Informes de la Construcción Vol. 66, extra-2, m025 octubre-diciembre 2014 ISSN-L: 0020-0883. <http://dx.doi.org/10.3989/ic.14.047>

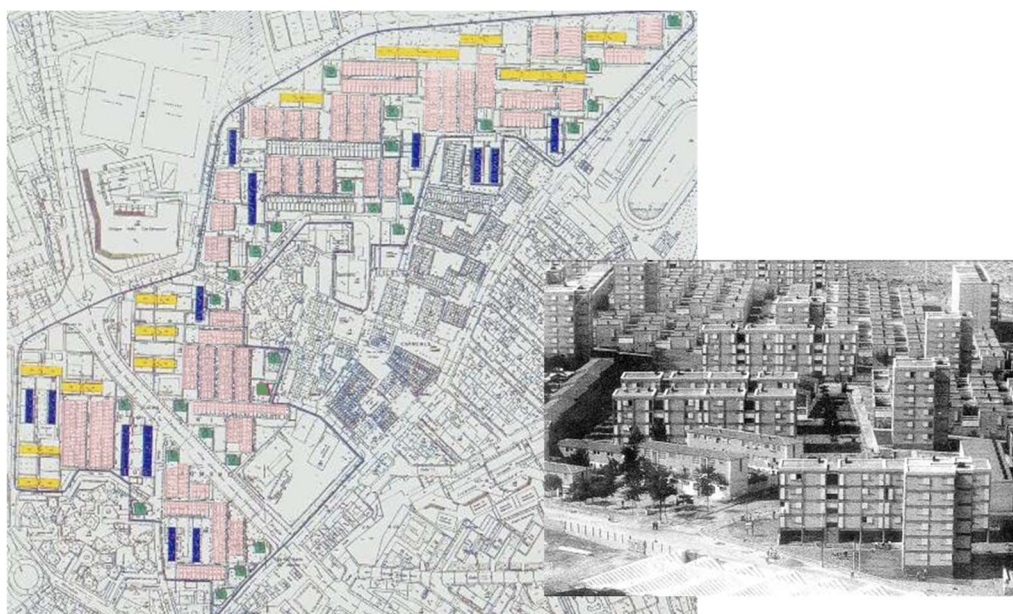
- In relation to the population participatory processes, the “Innovative Methodology of Citizen Participation in Urban Regeneration Processes Applied to the Pilot Coronation Neighborhood in Vitoria-Gasteiz”, since 2017 to 2018⁴

These good practices, which show different actions in building renovation over the last 30 years, although they are in the same state of the EU, respond to very different situations and urban and regional scales, and allow us to better understand the model of "Deployment Desks" which is developed in the following chapters.

1.1 Integral Renovation of the “Caño Roto Directed Village” in Madrid

Background

Figure 1. Situation, location and view of the buildings in the “Caño Roto Directed Village” (plan of own elaboration and aerial photography of the Madrid City Council)



The “Caño Roto Directed Village”, designed by the architects José Luis Íñiguez de Onzoño and Antonio Vázquez de Castro, was built at the beginning of the 1960s.

⁴ Ruiz Palomeque, Luis Gerardo (noviembre 2017). “Metodología Innovadora de Participación Ciudadana en Procesos de Regeneración Urbana Aplicada al Barrio Piloto de Coronación en Vitoria-Gasteiz”. Informe final de asistencia técnica para VISESA y la Dirección de Planeamiento, Ordenación del Territorio y Regeneración Urbana del GV.

<http://oa.upm.es/55473/>

1,606 homes were built: 1,004 in high-rise buildings and 602 in single-family buildings. The design of the Village responds to an open building rationalist model, with public spaces of adequate scale.

The high-rise buildings can be grouped into three different categories/types/typologies:

- Aligned blocks: 29 portals that include 232 dwellings of 80 m²
- Tower blocks: 27 portals that include 324 homes of 63-74 m²
- Duplex blocks: 14 portals that include 448 homes of 80-99- 110 m².

The construction system of every buildings is common: reinforced concrete structure, with beams section 55x12 cm, exterior view; façade cloths flush with the structure frames of silico-calcareous bricks; and flat "Catalan roof". The single-family dwellings were built with load-bearing walls of the same brick, with the ground floors seated on concrete slabs. They have private backyards.

The diagnosis of problems, pathologies and inadequacies of the buildings was made based on the knowledge that the technical team possessed about the village as advisors to the Association of Neighbors, as well as the information contained in the 'Study of the Current State of the Caño Roto Directed Village', carried out in 1992-1993 by the UTE Aroca Partners and Euroconsult.

The problems affecting multifamily buildings correspond to the insecurity in structures and some foundations, the degradation of materials, the logic inadequacy to the technical requirements of the 90s, the existence of architectural barriers and the disorder of the gaps and shutters because of its modifications made by the neighbors.

The resolution of the problems in the single-family homes presented a greater difficulty due to the arrangements and extensions made by the neighbors, and because of the absence of Homeowners communities, despite the existence of common elements and mutual affections among them.

The habitability conditions of the dwellings and other privative elements were very adequate. Many of them had been retrofitted with satisfactory results. Only a small number of families with social precariousness required intervention on their private elements to provide them with the minimum habitability conditions.

Consequently, the intervention affected the structural and functional adequacy of the common elements, and included how many actions were necessary to achieve maximum adaptation to the regulations in force at the time for the equivalent construction of a new construction. These were:

- Repair and reinforcement of structures and foundations,
- Improve of access and the removal of architectural barriers, including the installation of elevators in the buildings that requested it
- Fit the sealing conditions, facilities and general services,



- Improve of safety against accidents, and especially,
- Improve of the integral energy efficiency in buildings (including the folding of carpentry and the installation of new “Mallorcan shutters” and returning to the facades an orderly architectural design)

Management and Citizen Participation

The state ‘Ministry of Public Works, Transportation and the Environment’, the Regional Autonomous Community and the Madrid City Council signed an “Agreement for the Renovation of the Caño Roto Directed Village” in May 1994. A maximum public subsidy of 50% of the performances cost was granted. Homeowners contributed the remaining 50%. ; This amount was possible because of qualified loans.

The management ,which began in 1992 and had the Neighbors Association of the “Caño Roto Director Village” strongly implanted in the area, had the help of an advisory technical team that shaped the claims long held by that through the elaboration of a series of basic works that included:

- The diagnosis, scope and proposals for action in the field
- An advance of the necessary constructive actions
- The estimated valuation and possible financing of the interventions

A document was prepared for the dissemination of this proposal among the neighbors , and the subsequent negotiation and agreement between the agents involved (Neighbors Association, Local and Regional administrations and technical advisors) was performed.

The “Managing Entity for the Renovation of the Caño Roto Directed Village” was established before a notary in July 1994 by the Regional Autonomous Community, the Madrid City Council and the village homeowners.

Its Directors Board included three administration representatives and three homeowners. This Directors Board was chaired by one of the Administration representatives and advised, with voice but no vote, by:

- The Village Neighbors Association,
- The contracted Management and Administration company, and
- The Architects' Team.

The Management Entity had the capacity to manage the entire process, particularly its sequence, contracts and financial viability, including the receipt of subsidies granted by administration. The advance of between 5 and 10% of the budget was enough sufficient to start the actions, as they are:



- Previous technical studies,
- Management company contract,
- Projects by building typology, and
- Systematic dissemination campaign that facilitated a quick accession of stakeholders, giving rise to the definition of the annual phases.

The adhesion of the homeowners, lessees or usufructuaries to the Managing Entity required the formal individual sign of the statutes, rights and commitments (particularly, the financial obligations).

The Management Company was hired to create a “Proximity and Impulse Office” of the actions, that was installed in a street-level location into the village. The following staff worked in this office, with full dedication for five business days a week:

- A Manager, lawyer who was the office head
- An Architect
- Two Technical Architects
- Two Administrators in charge of customer service

Results obtained

The renovation of the “Caño Roto Directed Vorage” had some effective results in the fulfillment of its objectives that have been difficult to overcome in other rehabilitation activities of large Urban Areas to date.

Figure 2. Images of the renovated buildings in the “Caño Roto Directed Village” (photographs taken by the author)



The 1,004 homes located in high-rise buildings and not less than 350 single-family buildings of the existing 602 (in total about 1350 homes) were renovated during five annual phases since 1994 to 1998. The temporary development was as follows:

- The previous works and the dissemination and participation processes were carried out since 1992 to 1994,
- About 40 dwellings were renovated in a 1st phase during 1994
- About 1320 dwellings approximately were renovated, in four phases since 1995 to 1998.

The development of the projects and construction of these buildings resulted in what is shown in the images in Figure 2.

1.2 Local Program for the Renovation of Urban Areas Built in Zaragoza since 1945 to 1975

Background

The “Caño Roto Directed Village” Renovation was a model in terms of its effectiveness, undoubtedly derived from its participation and management process. On the other hand, the

“Local Post-War Urban Areas Renovation Program in Zaragoza” was also a model, this time, on the constructive and formal quality of the results obtained in the development of its projects. The Zaragoza Program is a direct result of the systematic application of the method and lessons learned during the Caño Roto renovation, to a large extent.

The intervention strategy proposed in Zaragoza intended to lay the foundations for the refurbishment of up to 8,560 dwellings, organized in 21 Urban Areas. The situation of these Areas in the city is dispersed, their heterogeneous size, their physical and social environment have differential characteristics and the renovation work had to be carried out by several technical teams.

The main contribution of this work is the elaboration of a method of its own, but of general application, based on the systematic and interactive treatment of the:

- Collection of physical and social information,
- Diagnosis of the problems,
- Proposals for intervention,
- Channels of citizen participation processes in decision-making,
- Constitution of the organizational and management structures, and
- Ways of financing.

Systematic building classification

Existing buildings were ordered according to a system of categories, models and types. The origins, designs and constructive technologies of the building of the 21 neighborhoods constitute a relatively homogeneous universe, despite its apparent heterogeneity. Based on this, the buildings could be divided into a hierarchical and reduced series of:

- Categories and Models of buildings
- Types and portals

Each category was formed by all those buildings that had their time of design, construction and promoting entity in common. The constitution of a category is not related strictly to its actual design or construction date, but to the productive model and the promotional objective in which it is integrated. The categories were divided into models, determined by the formal and functional constitution of buildings and dwellings, their technology, construction systems and materials, and how many other features allowed their unitary conceptualization.

The categories considered here serve as an example for their potential generalization. They were the following ones:



- **Autarchic Buildings.** Architecture of the immediate postwar period, during 40's, built without steel and under state promotion (Devastated Regions.,)
- **Single Family Buildings.** Rural nature architecture, from the decades of the 40s and 50s, built under state promotion (Institute of Colonization,...) aimed at the settlement of rural immigrants in the city. Grouped Housing and with own plot/plot of land/ .
- **Social Cheap Housing Buildings.** Architecture of the end of the Autarchy, under the Limited Income Housing Act of 1954, built under public promotion (Home Trade Union Work, Housing Institute, ..) or private non-profit (large companies, social work of church). Very homogeneous models of IV-V floors, central staircase and two dwellings per floor.
- **Private Initiative Buildings.** Architecture under private promotion for profit, from the 60s, after the first Development Plans. Greater variety of models with speculative character, buildings of greater height and diverse groupings.
- **Middle Category Housing Buildings.** International Architecture, typical of the development of the 70's, under private speculative promotion aimed at the middle classes of the population.

The inclusion of different existing portals in each model was carried out following a purely geometric-quantitative criterion. Its objective was to allow quick constructive solutions measurement, to obtain enough approximate assessment of the actions. This geometric definition allowed to make data sheet for each type whose treatment entailed the development of a specific computer application.

Building inadequacy to current regulations

The established quality criterion assumed that the refurbishment was aimed at the complete adaptation of the buildings to the regulations in force at the time for a new equivalent work. The regulations from all administrative levels that were applicable to the case were compiled. Data sheets of the categories and models constructive characteristics were developed from the perspective of their potential inadequacy to the previous regulations, and, consequently, to the renovation objectives to comply with that in each one.

Typification of the problems and the diagnosis of the building

The same building period implies the pathological risks and deficiencies homogeneity derived from their design, construction and setting in a common environment. Consequently, there is a homogeneous building degradation. That way, it allows an easy systematic classification of the problems and their solutions. This typification/classification is adapted to its computer processing, developing a database of the buildings systems and elements and the listings of the problems associated with them.



Solutions and proposals for action. Price base

The number and types of viable constructive solutions that exist in the market for the problems detected was limited and easily definable. The solutions or proposals for standard actions were organized in another database, every ones associated with a parallel price base. An application was developed to assign the desired solutions to each intervention unit and automatically calculate the renovation budget, which included both direct and indirect foreseeable costs (reports, technical and management fees, social expenses, urbanization, taxes, etc.)

Social profile in homogeneous Urban Areas

The socio-economic analysis of the population of the homogeneous Urban Areas revealed a common profile, which also presents notable similarities, saving local and scale differences, with that expected in the rest of the Large Urban Areas throughout the state.

It was, in general, a population of the following characteristics:

- **Greater aging than the average** and, as a consequence, the dependency rate was very high, old couples or widows abounded, and the homes had low occupancy.
- **High index of the foreign population.** This entailed high degrees of overcrowding, coexistence problems and high indebtedness.
- **Reduced incidence of the Roma population.**
- **Population with limited social, cultural and economic resources** (levels far below the city average). It is a poorly trained and economically disadvantaged population layer, with low active population percentages, low skilled workers, and high unemployment and precarious rates.
- **Unorganized, participatory and / or claim population.** Many buildings did not have a homeowners community, and the associative network was scarce, weakly implanted and with a reduced mobilization capacity.

Citizen Participation and Management

The creation of an associative mesh of the following characteristics was a priority objective of this work:

- Sufficient capacity to collect from the administration all available information about the process and to disseminate it among the population.
- Inserted in a management model appropriate to the population, in order to achieve their active participation in collective decisions making.



The success of the operation had its being *raison* in the creation of a process based on the permanent support given to the inhabitants from the local administration, in the management, and from the three administrations (local, regional and state), in the financing.

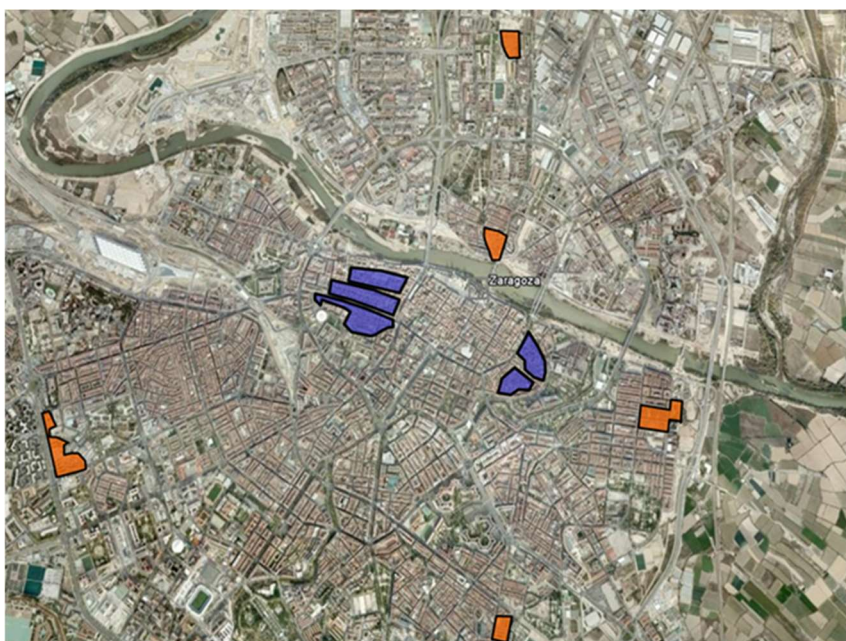
In previous phase the method described above was developed. Afterwards, four pilot projects were selected.

An Office for Coordination and Technical Management (OCGT) of the selected Integral Rehabilitation Areas was set during 2006, in order to promote renovation among the beneficiaries and to develop communication, information and support activities for the management of the actions, including the processing of the planned grants.

A mixed team (technicians and social workers) of "active management" was set, whose staff underwent an intensive training course adjusted to the objectives of the work to be carried out and taught in three blocks: diagnosis and general proposals, basic mandatory regulations and diagnosis and specific proposals in each area.

"Active management" is considered as opposed to "passive management." In this one, the renovation offices act in the hope that, on their own initiative, the possible beneficiaries will initiate the proceedings. This "passive management" has amply demonstrated its poor effectiveness in previous experiences in other cities. The active management is based on a systematic work of capturing "door to door", "staircase to staircase", "building to building", "building model to building model" and "area to area", distributing leaflets, constituting homeowners communities, convening and developing neighborhood meetings, in such a way that the essential understanding and acceptance of renovation by them is generated.

Figure 3. In orange: Situation of Urban Areas with pilot projects (own elaboration)



The culmination of this process resulted in the convening of a contest for the award of extraordinary grants to the Homeowners Communities for the drafting of projects and the construction of pilot renovation works. His conditions were as follows:

1. Constituted Homeowners Communities.
2. Comprehensive agreement for rehabilitation in each community.
(Minimum of 60%, with exponentially increasing score up to 100%)
3. Adjacent portals in a single building. Maximum score for complete buildings.
4. Conformity Community Agreement with the technical proposal given by “Zaragoza Housing”, with the regulatory and financial conditions, and with the grants provided.

Zaragoza City and the Government of Aragon launched the **Technical Office of Urban Renovation of Zaragoza**, in 2008, which allowed the procedures simplification, the grants management, the preliminary projects preparation, the execution projects, the construction direct monitoring of, etc.

Zaragoza Housing Municipal Society carried out the management, developing a Management Agreement for these Areas, signed by the three administrations. **That Office had proximity delegations in each one of the areas**, in order to give immediate advice to the neighbors.

The objective of this Office was to extend the proposed model in the pilot projects to every delimited areas. **Its staff was organized in two types of multidisciplinary operational teams:**

- **The Evaluation Team**, responsible for the previous works of the renovation, from the initial contact, until the achievement of favorable agreements by the Homeowners Communities and the “Zaragoza Housing Society”.
- **The Monitoring Teams**, responsible for the preparation and processing control of the renovation project, the works development, the certification control and the management of the financial support, until the final settlement of the actions.

The development of the projects and works of these pilot buildings resulted in the results shown in the images in Figure 4



Figure 4. Images of the pilot buildings renovated in Zaragoza (photographs taken by author)



1.3 Integrated Territorial Network of Technical and Management Offices of Aragon

A works set was developed under this generic heading between 2005 and 2011, and was integrated by the author of a document for the Government of the Aragon Autonomous Community, in order to define, coordinate and direct the implementation and development of a Plan of Neighborhoods Renovation in municipalities with more than 8,000 inhabitants. It contains methodological approaches that may be applicable in our case. Those works were carried out in the following four phases:

- Phase 1. Delimitation of Renovation Areas**
- Phase 2. Implementation of the Renovation Plan**
- Phase 3. Integrated Network of Management Offices**
- Phase 4. Development of the Renovation Plan**

(2 and 4 Phases aren't explained here in order to avoid a large extension of his document and not be relevant to its objective)

Phase 1. Delimitation of Renovation Areas

The Aragon Autonomous Community has 47,719 km² in which 730 municipalities are included and 1,217,514 people lived in 2006. It has, therefore, the very low occupation density of 25.5 people/ Km²..

Its municipalities include its three capitals (Zaragoza with 700,000 inhabitants, Huesca with 52,000 and Teruel with 35,000), and only 13 municipalities with more than 8,000 inhabitants. It is, therefore, a sparsely populated region, and its urban centers have a very dispersed rural character.

These municipalities are:

In the province of Zaragoza: Calatayud, Ejea de los Caballeros, Tarazona, Casper and Utebo.

In the province of Huesca: Jaca, Sabiñánigo, Barbastro, Monzón, Fraga and Binéfar, and

In the province of Teruel: Alcañiz and Andorra de Teruel.

The process of delimitation of the Rehabilitation Areas was as follows:

1. Request from the General Deputation of Aragon (DGA) to the municipalities of some preliminary delimitations, as well as the basic information of the Proposed Areas
2. Conduct inspection visits to the 13 municipalities and the 3 provincial capitals in order to:
 - Provide detailed information on the Housing Plan and the objectives of the declarations of Integral Rehabilitation Areas (ARI) or Historic Center Rehabilitation Areas (ARCH).
 - Receive the Alternative Delimitation Proposals to the previous ones and their basic data on housing, population, etc.
 - Tour and inspect such Proposals for verification on the ground.
 - Make a photo report that allowed the characterization of each Area.
 - Propose its classification as Integral Rehabilitation Areas (ARI), or Historic Hull Rehabilitation Areas (ARCH)
 - Evaluate the viability of its management.
3. Propose the Definitive Delimitations adjusted to the Aragon Housing Plan and the Agreement signed by Ministry of Housing-Government of Aragon.

The process result was the signing of agreements between the Ministry of Housing, the Government of Aragon and the three provincial capital municipalities for the declaration of the following Areas and dwellings renovation:

Note: Actually, when talking about “renovated dwellings”, we mean, “renovation of the common elements of buildings that contain that number of homes”.

Table 1. Dwellings to be renovated in the Capital Cities (own elaboration)

MUNICIPALITY	AREA	AREA POPULATION	BUIDINGS	TOTAL DWELLINGS	DWELLINGS TO BE RENOVATED
ZARAGOZA CAPITAL	ARI 4 CUIs y El Rabal	4.779	22 (to be renovated)	2.398	672
	ARCH 5 ámbitos in Old Center		77 (to be renovated)	383	383
HUESCA CAPITAL	ARCH part of Old Center	3.639	447 (Area)	1.399	302
TERUEL CAPITAL	ARI Caves of 7 and Nearby			736	302
TOTAL DWELLINGS				4.916	1.659

Figure 5. Example of the delimitation sheet of the ARCH of the Ancient Center of Huesca.

Likewise, Areas were delimited in 11 of the 13 municipalities initially proposed, because the remaining ones had no means and/or interest in their development:

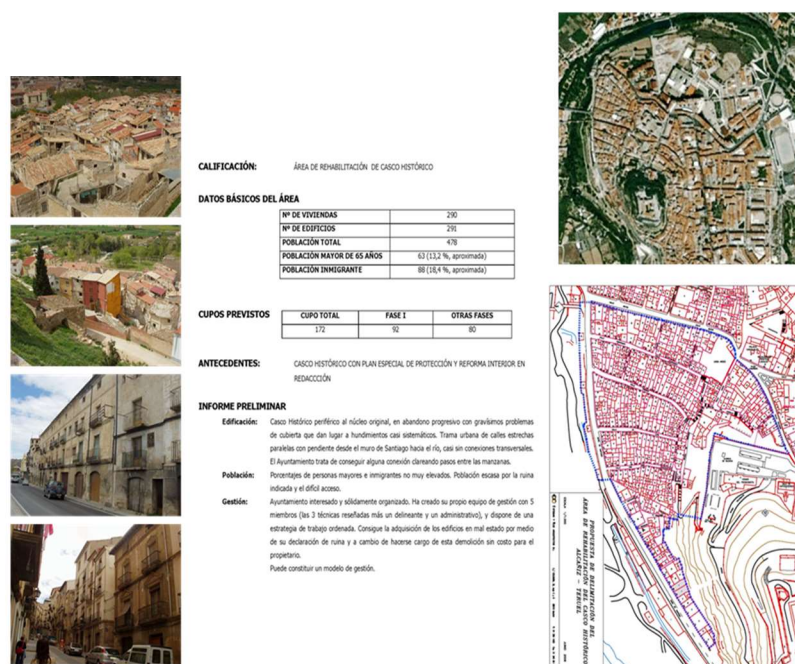
Table 2. Dwellings to be renovated in Zaragoza province municipalities (own elaboration)

ZARAGOZA PROVINCE MUNICIPALITIES	AREA	AREA POPULATION	BUIDINGS	TOTAL DWELLINGS	DWELLINGS TO BE RENOVATED
CALATAYUD	ARCH part of Old Center	963 (estimada)	186 (estimados)	386 (estimadas)	240
CASPE	ARI Area 1 of Old Center	492 (ámbito)	153	153	110
EJEA	ARI C/ Zaragoza, Huesca and Teruel and Neighborhood Bonifacio G ^a Menendez	179	19	114	114
TARAZONA	ARCH part of Old Center	280	59	153	153
UTEBO	ARI Old Center	705	304	333	130
TOTAL DWELLINGS				1.139	737

Table 3. Dwellings to be renovated in Huesca and Teruel provinces municipalities (own elaboration)

HUESCA PROVINCE MUNICIPALITIES	AREA	AREA POPULATION	BUILDINGS	TOTAL DWELLINGS	DWELLINGS TO BE RENOVATED
BARBASTRO	ARCH Bloks Romero and Market. Old Center	541 (nearly Area)	169	372	178
BINEFAR	ARI Old Center	286 (Area)	70	144	70
FRAGA	ARCH part of Old Center	1.000 (Area)	350	400	160
JACA	ARCH part of Old Center and La Paz Neighborhood	907 (Area)	291	592	186
MONZÓN	ARCH 2 Priority Areas of Old center	971 (Area)	324	391	148
SABINÁNIGO	ARI Bilbao y nearby Neighborhood	204 (Area)	17	169	130
TOTAL DWELLINGS				2.068	872
TERUEL PROVINCE MUNICIPALITIES	AREA	AREA POPULATION	BUILDINGS	TOTAL DWELLINGS	DWELLINGS TO BE RENOVATED
ALCAÑIZ	ARCH Santiago y Mazador Neighborhood	478 (ámbito)	291	290	172
ANDORRA	ARI part of Old Center	602 (estimada)	240 (estimados)	263 (estimadas)	74
TOTAL DWELLINGS				553	246

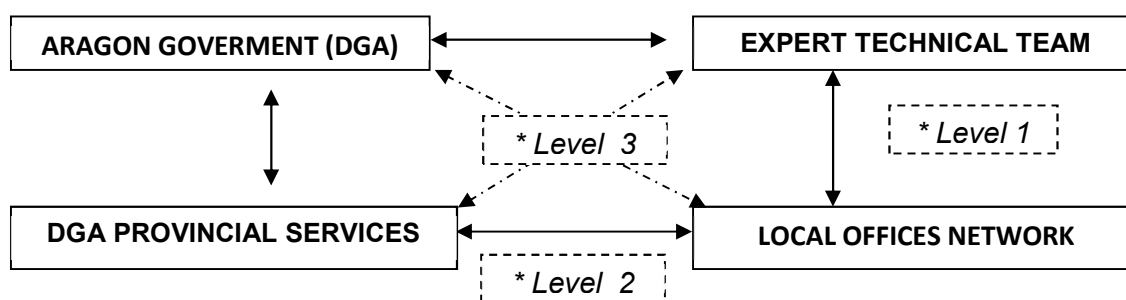
ARAGÓN TOTAL DWELLINGS	TOTAL DWELLINGS	DWELLINGS TO BE RENOVATED
	3.760	1.918

Figura 6. Ejemplo de Ficha de delimitación ARCH en Alcañiz (elaboración propia)

Phase 3. Management Offices Integrated Network

The management of the Regional Renovation Plan was carried out through a Network of Technical Offices with desks in the most important municipalities. They served the smaller municipalities with lower-level sub-delegations and had the staff professionals travel to attend them regularly.

This organization was coordinated by the Aragon Government with an expert advisory team, of which the author of this document was a part of, following the accompanying coordination scheme, described according to a document prepared for that purpose. An internal organization that functioned as a feedback circle was proposed. The coordination success depended on it and its effectiveness.



The Level 1 coordination consisted of the technical, social, administrative and operational aspects of the Management Offices. The Expert Technical Team controlled the adequate development of the works, according to the indications provided by the Central Services of the Aragon Government, as well as the

correct processing of the files. This level will generate all those documents, meetings, negotiations, etc. that were necessary to coordinate the remaining Administrations (Ministry and Municipalities).

The Level 2 coordination was eminently operational in relation to the processing, filing of documents and the management of the payment of grants.

The Level 3 coordination was developed in two ways:

- **Aragon Government** (the official attached to this work) **with the Local Offices Network:**
About every question that it concerned the contractual relationship of the company that awarded it. Mainly, about their monthly certifications favorable information and in the support to the processing in the Town Halls.
- **DGA Provincial Services with the Expert Technical Team:**
Supporting to this one from the Provincial Services of the Aragon Government for the administrative control of the Local Offices Network (statistics, processing difficulties, management errors, ...)

Monthly general coordination meetings were held to discuss every technical, social and administrative aspects that needed to be clarified in order to get a good management development. They were meetings of a decisive nature, from which a written Act was drawn, and it was approved at the subsequent meeting. The assistants were:

By the Aragon Government General Director and official attached to this work

By the Expert Technical Tea..... Director architect, social worker and business administrator

By the Local Offices Network..... Company Technical Manager and Headquarters Office Directors

By the Capital Offices 3 Office Directors

The Expert Technical Team carried out coordination in three areas:

1. **Renovation Technical Aspects:** ensure that technicians (architects and technical architects) are doing their job correctly, both in their work as an architect, and in the process that corresponds them in the offices. Responsible Architect Team Director.
2. **Renovation Social Aspects:** ensure that technicians and social workers are doing their job correctly, both in their work as social workers and in the process that corresponds them in the offices. Social Worker Team Manager.
3. **Renovation Administrative Aspects:** ensure that administrative and administrative assistants develop their work correctly, especially in management procedures and in the files organization. Responsible Graduate in Business Administration and Management of the Team

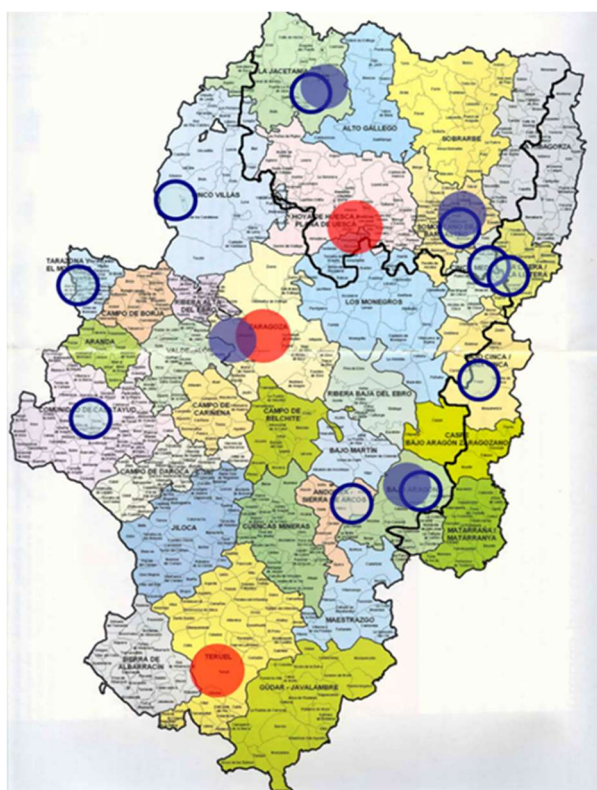


Biweekly periodic meetings were held between every members of the Expert Technical Team and their counterparts in the Local Offices, to solve the issues or problems in the corresponding aspects indicated above. The agreements taken in all these meetings were sent to those responsible of the Aragon Government, the Provincial Services, the director of the Expert Technical Team and the Heads of the Local Offices.

The performance of the Technical Management Offices Integrated Network was directed through the coordination structure described above, and with the Local Offices and its sub-offices dependent on the first ones. That organization is shown on the Aragon map that is drawn with the following criteria

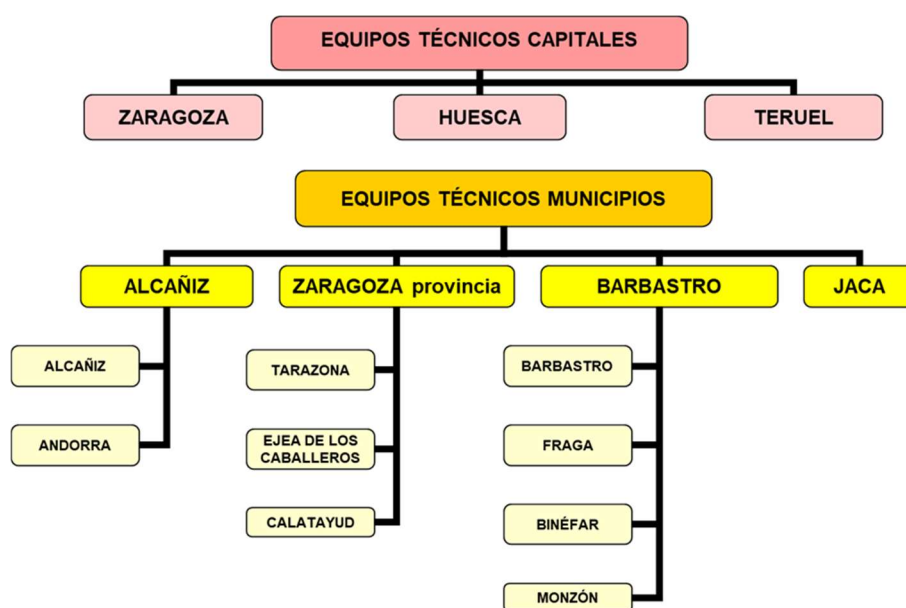
- **Red Circle: Offices of Area Renovation for the 3 capitals.**
- **Blue Circle: the 4 municipalities with more than 8,000 inhabitants.**
- **Blue Circumference: Sub-offices of Area Renovation for the municipalities with more than 8,000 inhabitants, subsidiaries of the above.**

Figure 7. Status of the Offices of the Regional Integrated Network (own elaboration)



The Organization Chart of the dependency structure of this network is shown below.

Figure 8. Organizational structure of the Network of Offices and Sub-offices (own elaboration)



he Offices had a technical team made up of the following professionals to whom specific functions were assigned:

- **Superior Architects.** Own work according to their qualification and Offices Directors. They worked at these ones, but periodically moving to the sub-offices to carry out technical work
- **Technical Architects.** Own work according to their qualification. In those Offices where there is no architect they worked as Office Directors. They also worked at these ones, but periodically moving to the branches to develop technical work.
- **Social workers.** Active information work, taking care of promoting building renovation, mediating conflicts and knowing the homeowners' community profile. They worked in the Sub-Offices where, in turn, they performed the necessary administrative work.
- **Administrative.** Support tasks for management.

1.4 Deployment Offices Territorial Network of Navarra

Navarra Charter Community has been an example of action at the Region level since 1986 when it received housing transfers from the Spanish State. At that time it had set the territorial structure of support for buildings renovation that was called "Housing and Building Renovation Offices Network" (ORVE).

This Network is organized through district Offices, which serve the municipalities included in them by providing two types of differentiated services:

Housing-related services: They are mainly intended for the organization of the renovation grants files of the Regional Government and municipalities. This service is provided to every municipalities located within the corresponding district, and its contents are included in the annex of the Regional Decree 289/1988 and the Regional Decree 363/1997, and are:

- Centralization, **processing and report of renovation files**, as well as municipal grants that may be established
- **Inspection and report of habitability certificates** or similar documents
- Assessment and **report on buildings** promoted by the City Council or the Navarra Government
- **Management of equipment and infrastructure rehabilitation files**
- Information, public attention and **processing of files derived from the management of the building and dwellings renovation.**

Urban advisory service: This service is only provided for smaller municipalities that have no capacity to provide it with their own means and are attached to it. Larger municipalities usually have their own urban planning teams. The benefits of this service are very different depending on each office and each municipality. Some of them are the following:

- Advice to the Town Halls and Councils in your area regarding urban planning
- Attention and information to the public in urban affairs generated in the area
- Issuance of reports on municipal building licenses, ...

Since the creation of the public housing company of the Government Foral (Nasuvinsa), **there are two types of Offices:**

- **The Autonomous Offices:** They are managed independently. Each of them adapts its operation and activities according to the casuistry and particular needs of the entities on which they depend and of the municipalities to which they provide services. Human resources are managed independently in each office
- **The Nasuvinsa Network Offices:** They depend on the public company, and they are coordinated by it and share resources when necessary.

The Network covers the entire territory of Navarra through the **9 Regional Offices, 5 of which are autonomous, and the rest constitute the Nasuvinsa Network.** These offices are:

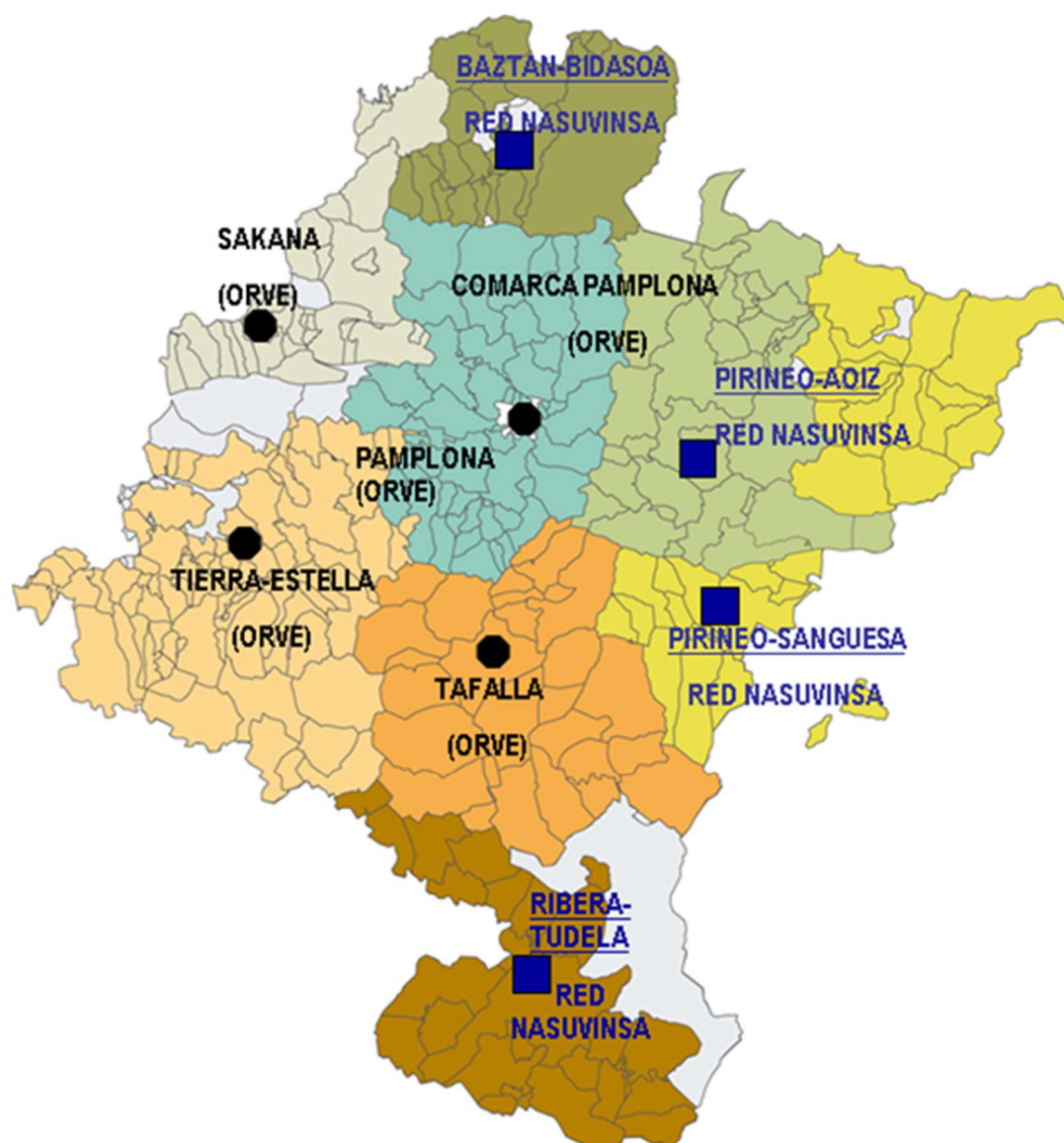
- **O.R.V.E. municipality of Pamplona**, which serves the capital of the Regional Community
- **O.R.V.E. District of Pamplona**, which serves the municipalities of the district, in excess of the capital
- **O.R.V.E. Tierra de Estella**



- O.R.V.E. Sakana
- O.R.V.E. District of Tafalla
- Office of the Nasuvinsa Network Ribera-Tudela
- Office of the Nasuvinsa Network Baztan-Bidasoa
- Office of the Nasuvinsa Network Pyrenees-Aoiz
- Office of the Nasuvinsa Network Pyrenees-Sangüesa

The territorial distribution of this Network is shown in the following map.

Figure 9. Deployment Offices Territorial Network of Navarra



Currently, the functional model of this Network is under review, understanding the Offices as elements of centralization and process management (participatory, administrative, communication, contracting, accompaniment, etc.). Two possible organizational options are considered, but even without decided:

- a. **ORVE + Neighborhood Office:** this option would keep the functions of the ORVEs separate as urban and management services. Some Neighborhood Offices would depend on those Offices. Their main function would be to attend, manage and accompany the residents, giving visibility and helping to mobilize the processes. These types of offices would act as delegations of the ORVEs.
- b. **Impulse Office:** this option seeks to unify in a single office the management, coordination and development of the different actions and processes. This centralized office must guarantee its presence at the local level in the neighborhood in which it will intervene. It would be a single agent with a presence throughout Navarre with offices in the neighborhoods in which it is acting

Nasuvinsa is operating according to the latter model in two neighborhood offices for two rehabilitation projects at this scale:

- The Txantrea Office (Efidistrict project) in Pamplona
- The Lourdes Neighborhood of the Tudela-Renove project, in the city of Tudela.
This headquarters do not offer the urban planning service offered by the other offices of the Network, but it serves the Tudela Renove project (Action C 6.8 of the LIFE NADAPTA), in the Urban Regeneration Area of the Lourdes neighborhood.

1.5 Innovative Methodology of Participation in Coronación. Vitoria-Gasteiz

Background

Vitoria-Gasteiz is one of the three cities (together with Tartu, in Estonia, and Sondeborg, in Denmark) that participate in the European SmartEnCity project, which seeks to develop the European strategy for the creation of CO2-free smart cities. (<https://smartencity.eu/>)

In the Vitoria-Gasteiz case, the project materializes through the Coronación neighborhood energy renovation. This project, which aspires to be a reference action on the way to convert Vitoria-Gasteiz into a greener, carbon-neutral city that enhances local resources and economy, began in 2016 and will be developed until mid-2021. It is a magnificent opportunity to improve the life quality of the Coronación neighbors, since it entails the energy renovation of 1,305 dwellings making them more comfortable, as well as the renovation of its streets and squares, which will make a more attractive neighborhood.

The project promoters (Vitoria-Gasteiz City Council and the Basque Government, through Visesa, a public housing development company in the Basque Country) chose the Coronación neighborhood because it was identified as a priority within the inventory of the most vulnerable districts, from the social, habitability, accessibility point of view and energy efficiency aspects. The neighborhood today contains around 5% of the dwellings and 5% of the population of the municipality of Vitoria-Gasteiz. Most of the houses in the neighborhood were built between the 60s and 70s, the image of the neighborhood nowadays (2017), is practically the same as in 1970, meaning that, in that year the neighborhood was already formed as we can see it today, without major urban changes.

The objective of the energy renovation of the Coronacion dwellings is to achieve a reduction of the homes energy demand in the order of 50%, and with this, to reduce CO2 emissions significantly. Currently, the vast majority of dwellings do not have insulation on facades, or on decks. An energy renovation action on these elements will substantially improve the homes thermal conditions and their internal comfort.

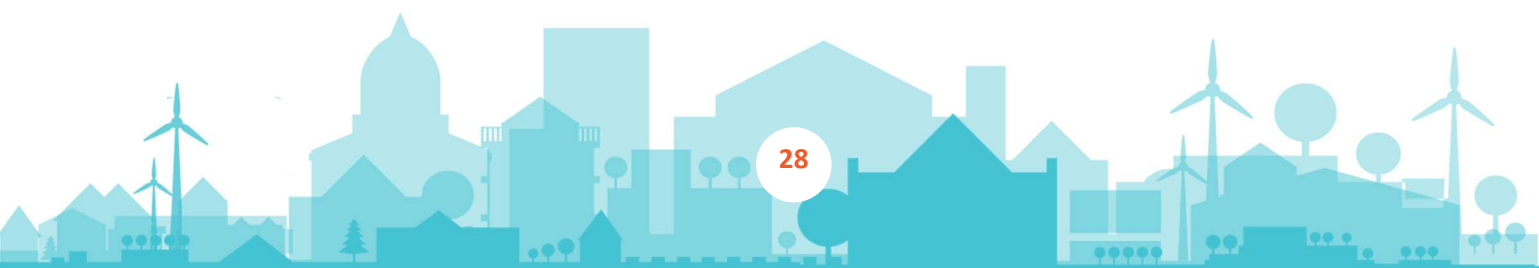
The project includes a central neighborhood system installation, for heating and hot water, fueled by biomass (District Heating). The use of efficient collective systems of heat production, based on renewable energies, means a significant reduction in family spending on heating and the greenhouse gases emission.

Both the energy renovation and the central energy network will be carried out in the area bounded by the streets Coronación, Portal de Arriaga, Founder of the Servants of Jesus, Aldave Square, Badaia and Domingo Beltrán. The communities of owners will decide freely if they connect to the district central heating service (necessary to access the grants) and if they carry out the works for the improvement of their building insulation. Visesa acts as a manager-promoter entity in collaboration with the homeowners communities, that may sign a contract with the renovation solution adapted to their buildings characteristics.

The project was in a situation of stagnation in the 2017 summer, since only 3 homeowner communities had adhered to it after more than 2 years works of the management team. Its causes were well diagnosed in the “Socio-Urbanistic Study Coronation. SmartEn City Area”, prepared by “Utemurua society” for the municipal public company “Ensanche 21”. This document says:

*“The management team has detected a series of **realities in the communities of neighbors and neighbors that is conditioning in an important way the development of the Coronacion plan**; they operate as brakes or barriers to the project. Among these realities are:*

- *The presence of **unpayment cases** in some of the communities owners.*
- *The **high rate of elderly residents** with limited income*
- *The **recent rehabilitation carried out in some of the buildings...**, with which the improvements that the project could bring to it are minimized by its recent renovation*
- *The **need to perform other types of priority renovations** in the building ... (Particularly referring to compliance with the requirements of the ITE, and to the solution of accessibility problems ..)*
- *The **low interest in energy rehabilitation**.*
- ***Non-conformance with the homeowners community payment method** of the heat network.*



- *The **difficulty in obtaining majorities to join the project.** (90% adhesion requirement)*
- *Certain **distrust manifested towards the institutions.***
- *The **neighbors have perceived a total lack of information** and a complete absence of progress in the project during the last 5 months (December 2016 - April 2017) Disappointment and frustration in relation to the project have increased exponentially.*
- *The hopes generated about the neighborhood were very important. However, now (In April 2017) **real doubts begins to arise as to whether this regeneration is really going to occur.***
- ... *[the neighbors] are aware that the project has a period of five years to carry out and practically one of them has passed without any progress.*
- *The **lack of critical information** concerning the draft decisions that neighbors must make and which has to do mainly with:*
 - *The **costs that the project development will entail** for each homeowners community.*
 - *The **characteristics of the heat network contract** and its costs. The characteristics of the credits to request in the bank and the guarantees requested by the entities for the delivery of the same.*
 - *The **minimum volume of housing needed for the installation of the network.** ”*

The technical Visesa team (public company managing the process), and the rest of the organizations involved, had carried out a series of previous works of great interest for the conceptual organization of the scope and content of future interventions in buildings, throughout 2016 and during the first half of 2017. These works were:

- Technical Data Sheets of every Portals
- Typological classification of these ones
- Estimated budgets of the renovation and heat network of every of them
- Special Urbanistic Plan of the Coronación Neighborhood
- Design of the Urban Heat Network (District Heating)
- Teams of Architects and Construction Companies selection

In spite of this, the actions and adhesions of the neighbors to the project were stagnant at the beginning of the summer of 2017. The author of this work was then hired by Visesa in order to implement an innovative participation and management method. That way of work could unlock the situation.

Figure 10. Special Plan and Heat Network of the Coronación neighborhood (plans of the City Council of Vitoria-Gasteiz)



Its objective was to ensure that were achieved the accession of 750 homes or its equivalent in m2 of commercial premises before November 30, 2017. The limited time margin available allowed a partial fulfillment of these objectives, since the existing inertia could only be overcome relatively. However, these results were successful in the sense of allowing the survival of the project and the prospect of being able to achieve its goals in the longer term.

Initial urgent actions

Immediately, the adoption of some urgent measures to be implemented during the summer of 2017 were proposed to begin to generate a change in attitude towards the project, which intensified from the following September. These measures were the following:

- **Installation of an information point (proximity office) in the Area center.**

The installation of a Proximity Office located in the area's heart was considered necessary to increase Visesa visibility as responsible for the project management, and facilitate direct access to information to neighbors. A booth with a good design quality was installed that began operating in July 2017. This information public modality demonstrated its effectiveness immediately, receiving a growing number of visits since its opening, despite being the summer month.

- **Installation of an informative poster**

In order to immediately alleviate the apparent misinformation that the neighbors alleged, it was decided to make the characteristics of the project public in a visual way and available to all of them. We proceeded to the installation of a large poster located in the mediation of the first building adhered to be very visible from the busiest areas of the field

Figure 11. Proximity office and informative poster (Photographs taken by the author)



- **Information leaflets elaboration**

In order to ensure that each neighbor will have accurate and timely information on the project characteristics, a series of leaflets were designed covering every technical, management and financial

aspects whose knowledge and understanding were necessary for those ones could make their own decisions properly.

Design and development of an innovative methodology

A methodological proposal was elaborated giving a special impact to the processes of citizen participation, in September 2017, which was dynamically adjusted during the real development of any process. This methodology was based on the following fundamental aspects;

- **Constitution of a specific technical team**

Visesa made available to the project a large technical team, consisting of the following professional profiles:

- A Project Director,
- An external advisory coordinator,
- A Coordinator with the EU,
- Three Architects, two Technical Architects, two Engineers,
- A Legal Advisor and an Economic Advisor on a timely basis.
- Two Administrative
- Also counting on the support of Customer Service and technicians of the Basque Government.

- **Development of an Action Plan**

The first work carried out from the project management was the drafting of an Action Plan that contained the strategy and the lines to follow during the process. This Plan constituted a permanent reference of the development of the actions and allowed the timely monitoring of that one. Except for the necessary adjustments during the work period until November 2017, this Plan remained in force.

- **Programming of community boards**

At this moment, the urgency in solving a series of problems was clear:

- Minimally achieve a homogeneous level of information about the project in every portal.
- Decision Meetings were being carried out at high speed in the portals in disagreement with the project without the previous or simultaneous presence of a team technician.
- A series of Information Meetings in every portals were scheduled throughout October to stop this process. Given the limited time available and the large number



of existing portals in the Area (108), those difficult-to-join buildings were not the subject of an initial Information Meeting.

- Once the hasty negative decisions of communities were stopped, they were advised to postpone the final decision to Meetings that would be convened for this purpose during the month of November.
- In practice, two or three daily Information Meetings were held, which meant a significant effort for the technical team, given their intensity and the time they took place (between 7.30 pm and 9.30 pm). Those Meetings were attended, by an Architect or a Technical Architect and a representative of the District Heating company.

Some problems were detected during the realization of these Information Meetings, which were necessary to respond in order to achieve the objectives set. These problems were linked to: the reduced assistance of neighbors to them, the potential beneficiaries of the project did not perceive the Heat Network as a solution to their needs, the contracting modality of the future supply was unacceptable to the neighbors, etc.

The following sections indicate the measures taken during the development of the process to try to solve these problems, which were aimed at

1. The reduction of neighborhood absenteeism, for which a dissemination process was developed, following several lines:

- **Door to Door Attention**

In every the Information Meetings, the homes represented by some assistant were recorded, so the absent ones could be determined. A consulting team, specialized in door-to-door dissemination work, was hired to be able to access their owners in the line proposed that no beneficiary is left without receiving the appropriate information.

- **Dissemination in the Media**

A dissemination campaign was planned in the media in order to explain more clearly the project objectives and advantages, leading to the publication of articles in the press and the issuance of advertising wedges on the local radio stations with the largest audience.

- **Start-up of a Impulse Group**

The Impulse Group began its activity in September with a meeting of volunteer neighbors. These subsequently played invaluable work according to the commitments acquired at this meeting, spreading the project to their neighbors with an appropriate language to them, both in its objectives and in the benefits it brings.

- **Visits to Similar Rehabilitation Actions**



One of the greatest difficulties that the beneficiaries of the project were dealing with was the understanding about its physical reality entails and the tangible benefits it brings. To facilitate this understanding, several neighbor visits to interventions carried out in similar projects were promoted.

- **Reinforcement of information on the advantages of the project**

A General Assembly was convened by the neighborhood members of the Impulse Group at the beginning of November. They presented with images the visit to the Efidistrict Project neighborhood (<https://www.efidistrict.eu/en/>), of the Txantrea district in Pamplona. The objective benefits achieved in the project developed therein were explained. The interest in the project had undergone a relevant trend change, consistent with the increased attendance at the Informational Meetings in October. The information process was closed and the Decision Making process began.

2. **Project adaptation to the neighbors demands.** The SmartEnCity project was born as a result of UE energy policies, and therefore does not constitute a response to a neighborhood need. In order to achieve greater adherence to the objectives of the project origin, the offer of actions must be expanded with those that respond to the neighbors needs or interests. In general, these ones are linked to respond to the requirements posed by the Technical Building Inspections (ITEs) and to those that solve accessibility to the dwellings (installing elevators and / or Level 0).
3. **Hiring and payment of performances and supplies.** The modalities proposed for contracting and payment, both of the heat supply and of the works by the homeowners communities, were not acceptable to the neighbors, who feared having to take charge of the quotas of the unpayment cases and people not adhered to the project. The form of participation in quotas related to energy supply was finally modified so that every homeowners community could choose between a collective or individual billing system. The digitalization of the consumption measurement allows this individualized billing to be easily done, so that the unpayment cases is not passed on to the rest of the community. On the other hand, the City Council of Vitoria-Gasteiz announced that In order to alleviate energy poverty in the scope of the project, it would double aid, thus preventing anyone from running out of supply.

Process monitoring

During the entire period between September and November 2017, a constant monitoring of compliance with the Action Plan and the incidents that were appearing in the process was carried out through various actions, such as the following:

- **Systematic meetings of the technical team**, with the corresponding minutes of the topics discussed and the distribution of tasks.
- **Preparation of plans of the state of projects acceptance** and the degree of information received by the communities.

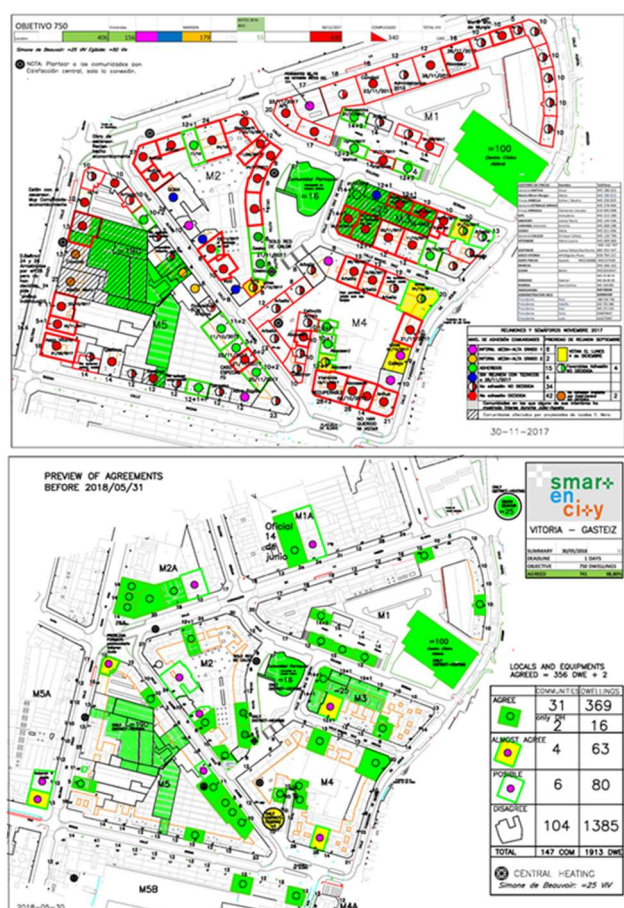


- **Preparation of expressive Tables of the level of compliance** and the evaluation of the potential scope of the objective of November 30
- **Preparation of State Tables** by blocks and homeowners communities of diverse aspects

The systematic control followed in the process made it possible to make decisions and adopt corrective measures in real time to redirect the problems that arose.

The proposed work system resulted in a significant increase in adhesions until reaching an adhered useful surface equivalent to 474 homes (between commercial premises and real homes). The evident improvement of the data obtained, together with the evident interest of many neighbors for the process and its benefits, allowed the promoter consortium to adopt the decision to extend it until May 30, 2018. In this new term the Area was extended, some aspects and original decisions that had turned out to be an important brake were modified, and a Proximity Office was installed on a commercial premise in the Area with good visibility. The consolidation achieved in the project led to its final viability.

Figure 12. Accession plans as of November 30, 2017 and May 31, 2018 (Plans prepared by Visesa)



1.6 Other good practices

This section contains reference material related to the main purpose of the document. Experiences from which lessons can be drawn for the future, and that address energy regeneration from an integrated point of view, or that are reference in the way of addressing any of the dimensions considered.

Lourdes Renove Project (Tudela, Spain)

- <http://rehabilita.eu/uploads/experience/5bc99e71ba571.pdf>
- <https://www.youtube.com/watch?v=9MbUa-d8H1E>

Efidistrict Project. Txantrea (Pamplona, Spain)

- <https://www.efidistrict.eu/en/>
- <https://www.efidistrict.eu/efidistrict-fwd/documentacion-y-descargas/>
- <https://www.youtube.com/watch?v=1hIfcGmnXVg>

Energy regeneration of the Mogel neighborhood (Eibar, Spain)

- Proyecto ZeNN: <http://zenn-fp7.eu/>
- Debegesa: <https://www.youtube.com/watch?v=9SGjHgtXUQ4>

Cityfied Project. Torrelago (Laguna de Duero, Spain)

- <http://es.cityfied.eu>

Picardie Pass experience (France)

- <https://www.pass-renovation.picardie.fr>

URBACT RE-Block Project, Zirmunai neighborhood (Vilna, Lithuania)

- Infinite Solutions (2014). JESSICA Holding Fund, Lithuania. Comparative Study.
- https://energy-cities.eu/wp-content/uploads/2019/01/infinite_solutions_comparative_analysis_web.pdf
- Jonauskis, Tadas; Muliolytė, Justina; Czischke, Darinka (2015). The path towards sustainable urban regeneration in Vilnius. URBACT II Capitalisation, april 2015. http://urbact.eu/sites/default/files/cs-04b_sr-vilnius-f4.pdf
- Nėnius, Kęstutis (2007). Initiatives of Vilnius City Municipality on renovation of Dwelling Houses Programme “Renew the house – renew the City”. 1st European Federation of Intelligent Energy Efficiency Services (EFIEES) Seminary (Vilnius, sept. 2007). http://www.lsta.lt/files/seminarai/070914_EFIEES/9_Nenius_presentation2.pdf

- Sirvydis, Viktoras (2014). The Residential Energy Efficiency Program in Lithuania. World Bank Group. http://www.worldbank.org/content/dam/Worldbank/Event/ECA/Lithuania_EE_CaseStudy%20final%20rev.pdf
- Vilnius City Municipality (2015). Local Action Plan for Žirmūnai Triangle in Vilnius. English Summary of the Local Action Plan http://urbact.eu/sites/default/files/re-block_lap_vilnius.pdf

One-stop-shops for energy renovations of buildings. Case studies

- <https://e3p.jrc.ec.europa.eu/publications/one-stop-shops-energy-renovations-buildings>

Sustainable renovation models for smarter cities. Completed projects which have included EU funding, such as EU-GUGLE, can provide recommendations and information on good practices

- <http://eu-gugle.eu/>

CITYnvest Project

- <http://www.citynvest.eu/>

Other documents

Energy transition

- <https://ec.europa.eu/futurium/en/energy-transition/energy-transition-partnership-final-action-plan-0>
- <https://ec.europa.eu/futurium/en/energy-transition/library>
- <https://ec.europa.eu/futurium/en/energy-transition>

Urban Agenda for the EU

- <https://ec.europa.eu/futurium/en/urban-agenda>

Innovative management and financing formulas in neighborhood regeneration actions

<http://oa.upm.es/54607/>

Recovering the city. Strategy for the design and evaluation of integrated urban regeneration plans and programs

<http://oa.upm.es/43244/>

