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Public Regeneration Processes for Wider Inclusivity

Processi di rigenerazione pubblica per una maggiore inclusività

In risposta all'attuale crisi politica e programmatica, cresce la consapevolezza dell'impatto del cambiamento climatico e del degrado ambientale. Attualmente, le amministrazioni pubbliche sono sollecitate ad adottare nuove strategie e strumenti per promuovere una rigenerazione urbana diffusa, in linea con i 17 Obiettivi di Sviluppo Sostenibile (Agenda 2030 delle Nazioni Unite), i criteri del modello ESG, il Green Deal europeo e i principi Do No Significant Harm del PNRR.

Per affrontare queste sfide, l'Agenzia del Demanio ha collaborato con l'Unità di Ricerca ENVI-Reg del Dipartimento ABC del Politecnico di Milano per sviluppare una serie di linee guida per il miglioramento della qualità ambientale e sociale degli interventi. L'articolo presenta una panoramica degli obiettivi della ricerca, concentrandosi sugli aspetti teorici, metodologici e operativi delle "Linee guida per la qualità sociale", attualmente in fase di applicazione sperimentale.

Le Linee guida danno priorità al rapporto tra inclusione sociale, fruibilità e accessibilità dello spazio pubblico, nonché alla qualità ambientale e al benessere psico-fisico. Inoltre, definiscono i requisiti prestazionali e i criteri di valutazione per gli interventi di rigenerazione urbana sul patrimonio esistente, offrendo metodi di verifica durante le fasi di progettazione, realizzazione e post-costruzione. Il contributo espone gli obiettivi sociali illustrati nelle Linee guida, compresi i principali indicatori per la valutazione, nonché i metodi e gli strumenti per la verifica.

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Introduction

The climate emergency poses a major challenge to human health and the healthcare system. Increased exposure to air pollutants from wildfires and human activities contributes to higher mortality rates, additionally, global warming disrupts ecosystems and facilitates the spread of vector-borne diseases and invasive species adapted to warmer conditions (Luschkova *et al.*, 2021).

International organizations and countries around the world have proposed criteria and action plans for sustainable development, such as ESG (*Environmental Social Governance*), to address the growing global issues and establish a comprehensive and sustainable framework for the development of society. In 2015, UN member States approved the *2030 Agenda*, a program that contains 17 goals for sustainable development. In 2020, the European Commission approved the *European Green Deals*: a set of policy initiatives with the aim of making the European Union (EU) climate neutral in 2050. In the same year, in accordance with Regulation (EU) 2020/852 enacted by the European Parliament and Council, the principle known as “*Do No Significant Harm*” (DNSH) was introduced. This principle is applicable to all actions resulting from the implementation of the *Recovery Funds*.

The concept of regenerating urban areas comes from a deep understanding of the causes of economic and social deterioration in industrial cities and the need for corresponding policy measures to combat these issues (De Magalhães, 2015). Urban regeneration is a multidisciplinary approach that encompasses the revitalization, improvement, and renewal of urban areas to tackle social, economic, and environmental challenges: successful projects depend on effectively managing all these interconnected processes (Losasso, 2015). It's important to emphasize the procedural and systemic aspects of urban revitalization, going beyond traditional methods of intervention in the built environment. This involves initiating extensive and multifaceted transformative processes that encompass urban planning, social, cultural, economic, and fiscal measures simultaneously (Mussinelli, 2022). Urban regeneration views the built environment as existing “capital” that needs to be enhanced using appropriate EU financial tools. In the current socio-economic phase, the *European Next Generation* (NGEU) program and, at the Italian level, the *National Recovery and Resilience Plan* (NRRP), play pivotal roles in renewing procedures and technical approaches to interventions. This includes a focus on buildings and public works, aiming to enhance their feasibility and environmental sustainability through technological and green innovation (Tartaglia, 2018).

Urban regeneration, focused on enhancing the value of public property, has driven governments to launch various initiatives for the utilization of state assets. Efforts have been made to define a path toward environmentally sustainable and green architecture, resulting in the development of numerous guidelines by different agencies and states. These guidelines have paved the way for various certifications promoted by governments and associations, continuously updated to align with evolving factors and objectives. On the other hand, when it comes to matters of social inclusion and accessibility, there is a lack of comprehensive guidelines highlighting the strategic significance of these requirements within urban regeneration interventions, except for normative references with specified limitations.

The Agenzia del Demanio (AdD) is the public authority that manages the State assets in Italy. The public works planning, design and management model shows numerous limitations and inefficiencies. AdD has adopted a systemic approach to the regeneration of state-owned real estate with the creation of guidelines and policy documents, currently in the experimental application phase, to guide and monitor the development of project proposals and to trigger valorisation and regeneration processes at the scale of the wider environment, in terms of social impacts as well as maximum resilience to climate change. To accomplish this ambitious goal, the AdD entered into a Collaboration Framework Agreement with the Research Unit

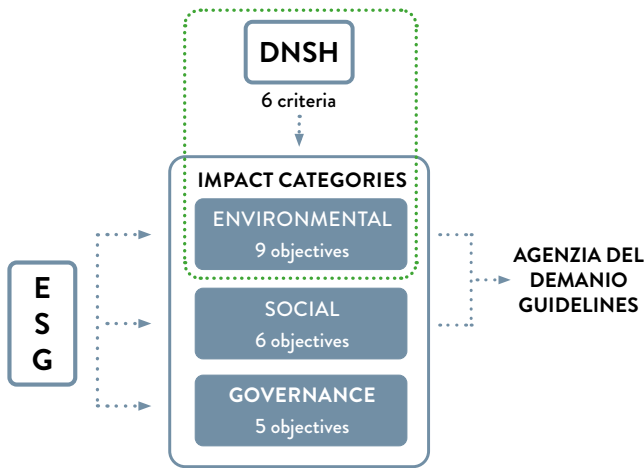


Fig.01 Model adopted by the AdD for the integration of ESG strategy with the European policies for climate.

ENVI-Reg, from the ABC Department, Politecnico di Milano. The developed tool covers issues related to climate change and environmental quality, but also pays much attention to social issues, such as ensuring well-being and safety, through indoor environmental quality and ensuring conditions of accessibility and enjoyment of public spaces, through consolidated strategies such as Universal Design (European Commission, 2021). The goals of the AdD's ESG strategy and its guidelines are in harmony and fulfil the DNSH requirements, ensuring they are in line with the European-level strategic guidelines for climate policies (Fig. 01.)

State of the art

It has been shown that important factors such as air quality and psycho-physical well-being are strongly influenced by the presence of greenery and the quality of urban space. Our well-being is directly impacted by the environment we inhabit and the distinctive physical characteristics that define the city we live in. Public Health encompasses more than just safeguarding and advancing well-being. It is both a personal and group state, profoundly shaped by the surrounding environment and urban areas and the measures enacted by local authorities (Capolongo *et al.*, 2020). The quality of urban spaces reflects the ability of the built environment to meet the qualitative and quantitative needs of its residents (Gianfredi *et al.*, 2021). The European Union and WHO Europe are actively advocating for policies that endorse Health Enhancing Physical Activity. The promotion of physical activity that enhances health is crucial in combating the prevalent sedentary lifestyle, which contributes to a gradual rise in obesity, diabetes, and various chronic non-communicable diseases.

Moreover, effective project design should ensure that public spaces and services enhance accessible overall well-being and social inclusion, adhering to the principles of Universal Design (equality in use; flexibility of use; simplicity and intuitiveness of use; readability of information; error tolerance; low physical effort; size and space for approach and use). The existing Italian legislation concerning the removal of barriers and obstacles (Ministerial Decree 236/1989; Presidential Decree 503/1996) already presents itself as aiming to cater to a broader range of users. This is evident in the definition of an architectural barrier as any physical obstacle that causes discomfort for anyone. However, this legislation adopts a descriptive approach based on physical characteristics, which needs to be surpassed in favour

of a more demanding approach focused on performance. Specifically, Article 9 of Ministerial Decree 236/1989, which outlines the “Conforming Technical Solutions,” is often interpreted as strictly imposing minimum dimensions, thereby inadvertently imposing further unnecessary limitations. Design responding to the needs of the greatest number of people is encouraged, in relation to the vulnerabilities that may afflict each category of users, without identifying a specific disability (Arengi, 2007). The aim is to ensure that users with different needs have an equitable experience and use of the built environment regardless of age, gender, culture, abilities, or disabilities (Mace, 1985).

A multiplicity of tools already exists for analysing, assessing, and certifying the environmental performance of projects (Butera *et al.*, 2022), just as there are numerous technical solutions that can improve performance at the building and urban scale (Bologna *et al.*, 2020). The most frequently used certifications focus the majority of their impact categories on environmental topics. On the other hand, social issues, such as environmental quality and mobility, are often reinterpreted from an environmental perspective, with an emphasis on reducing pollutants rather than promoting a healthy lifestyle. Approximately 75% of impact categories of the most common certification (LEED, BREAM, CASBEE) rely on environmental aspects. The approach is different in the case of WELL Certification, which puts the user at the centre of the evaluation and focuses on the health and well-being of buildings occupants. However, the limitation of this tool lies in its particular focus on the indoor environment and neglect of urban spaces.

Methods and tools

The methodological scheme developed for the realization of the Guidelines of AdD is based on the identification of impact categories – environmental and social – developed into objectives. For each objective, strategic actions have been defined: the operational aspects that were followed started from the general and went into detail.

To approach the individual objectives, an in-depth study of existing certifications, regulations, guidelines and tools on the topics concerned was undertaken. From an overview of the existing tools, it was possible to define strategic actions and technical solutions related to the individual actions. Once the most appropriate technical and design solutions had been identified to optimise the themes of the individual objectives, an attempt was made to translate their positive effects into indicators.

The guidelines developed are divided into two macro-areas (environmental and social) each characterized by objectives: nine for the environmental macro-area and six for the social macro-area, for a total of fifteen objectives. Each objective then corresponds to individual strategies and design indications.

In the specific case of the objectives related to the social impact category, one of the main challenges was to return quantitative data. In contrast to purely environmental issues, for social objectives, it has been difficult to translate best practices into tangible effects that can be measured by indicators. For this reason, it was preferred to turn to a more qualitative methodology that would also allow broader concepts to be translated into a numerical indicator.

In the social quality scenario, the research project aims at promoting diversity by encouraging inclusive psycho-physical well-being as a fundamental strategic development action (AA.VV., 2022). The main objectives that cover the topics are “Ensuring conditions of accessibility and enjoyment for all” and “Ensuring well-being and indoor environmental quality” (Fig. 02).

In coherence with the objective “3.1 Ensuring the well-being and indoor environmental quality”, to foster a physically active way of life and general well-being, it is essential for these initiatives to consider the principles of active mobility and the creation of outdoor areas that

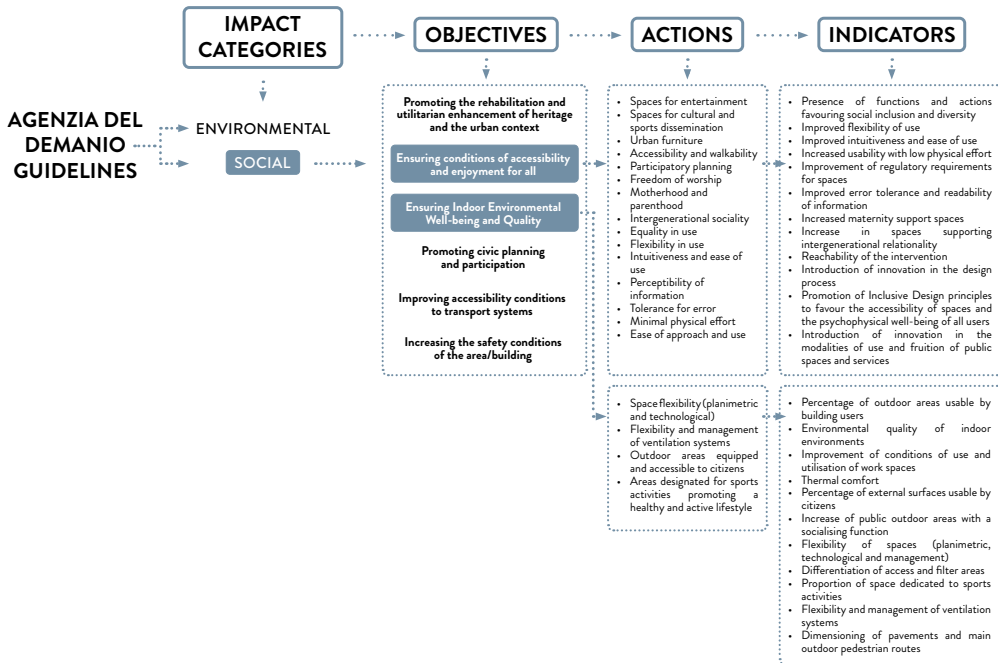


Fig.02 Structure of the AdD Guidelines.

are easily accessible to users and the large public, in order to encourage engagement with the surroundings and social interaction. The identified actions are:

- **Spaces flexibility:** Enhancing the adaptability of spaces to increase their safety and resilience against various factors, such as evolving institutional, occupational, or functional requirements, as well as potential emergencies.
- **Equipped and accessible outdoor areas:** Equipped and accessible outdoor areas, if present and of quality, outdoor spaces can stimulate healthy behaviour sense of belonging to the neighbourhood/location and positive social behaviour.
- **A space dedicated to sports activities and open to citizenship that promotes a healthy and active lifestyle:** The provision of sports facilities accessible to the public plays a central role in encouraging a healthy and active way of life. Engaging in physical activities is a crucial protective measure against various illnesses and conditions.

And the selected indicators are:

- Percentage of outdoor areas usable by building users.
- Environmental quality of indoor environments.
- Improvement of conditions of use and utilisation of work spaces.
- Thermal comfort.
- Percentage of external surfaces usable by citizens.
- Increase of public outdoor areas with a socialising function.
- Flexibility of spaces (planimetric, technological and management).
- Differentiation of access and filter areas.
- Proportion of space dedicated to sports activities.
- Flexibility and management of ventilation systems.
- Dimensioning of pavements and main outdoor pedestrian routes.

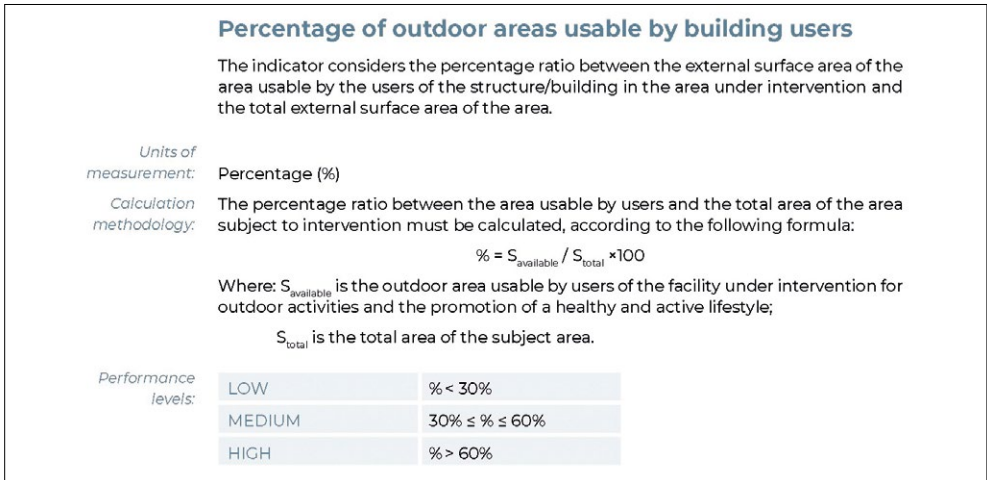


Fig.03 Calculation and evaluation methodology for the indicator “Percentage of outdoor areas usable by building users”. *Extracted from the Guidelines*

The indicators follow a consistent structure, starting with a brief description of the subject matter, followed by a detailed explanation of the calculation methodology and formulas for numerical evaluation. Achievable performance levels (low, medium, high) for each topic are then defined based on the calculated values. Figure 03 illustrates this structure using the example of the “Percentage of outdoor areas usable by building users” indicator.

The objective “3.2 Ensuring conditions of accessibility and enjoyment for all” is instead based on the principles of Universal Design, which are then used to organize the framework of actions and technical solutions: equality in use, the flexibility of use, simplicity and intuitiveness of use, legibility of information, tolerance of error, low physical effort, size and space for approach and use, autonomy in approach and use. The Actions are:

- Reachability and walkability: accessibility is the main characteristic of the inclusiveness of places. The concept to be reinforced is that of the “City of 15 minutes”.
- Intergenerational sociality. This aspect seeks to foster intergenerational coexistence and promote diversity and social inclusion. It aims to utilize project tools to facilitate interactions between different age groups, challenging negative stereotypes that younger individuals may hold about older people. By creating opportunities for older individuals to engage with people from other generations, this initiative encourages the mutual exchange of knowledge and experiences (Carvalho, 2012).
- Equality and flexibility in use. The project ensures equal access and utilization of all spaces and equipment by a diverse range of users. The goal is to create an environment where the majority of users can utilize spaces and equipment in a similar manner, while also ensuring equivalence for all other individuals, thus preventing the exclusion of specific groups.

The indicators are:

- Presence of functions and actions favouring social inclusion and diversity.
- Improved flexibility of use.
- Improved intuitiveness and ease of use.
- Increased usability with low physical effort.
- Improvement of regulatory requirements for spaces.

- Improved error tolerance and readability of information.
- Increased maternity support spaces.
- Increase in spaces supporting intergenerational relationality.
- Reachability of the intervention.
- Introduction of innovation in the design process.
- Promotion of Universal Design principles to favour the accessibility of spaces and the psychophysical well-being of all users.
- Introduction of innovation in the modalities of use and fruition of public spaces and services.

Results and development perspectives

The output of the research consists in an evaluation tool that aims at fostering quality from a broader point of view, analysing environmental and social aspects. The Guidelines and their impact categories are organized in two complementary documents: *Guidelines for environmental quality* (GLE) and *Guidelines for social quality* (GLS). In these documents, indicators define the environmental and social performances requested, setting ambitious targets above legal standards, but proportionate to the complexity of the interventions. This tool must adapt to multiple contextual situations and to a varied panel of interventions, differing in size, type, and implementation methods, based on the sensitivity of the contexts and the magnitude of the environmental benefits potentially generated by each intervention.

The Guidelines are currently in the experimental application phase, in order to understand the strengths or limitations of the tool created. For the testing of the guidelines, projects at different stages of realization were considered in order to verify their applicability over the entire life cycle of buildings. This important stage of the research thus allows improvements to be made to the tool to make its applicability optimal. The tool is designed so that the indicators can be used during all phases of the building life cycle. In this regard, an essential perspective for the development of this research lies in deepening the use of indicators during the monitoring of building use.

Conclusions

Environmental and social aspects need to be interpreted through a holistic sense, circular economy, and life cycle point of view. This view must compete simultaneously in the construction of the idea of quality work and in the promotion of sustainability aspects. Public administrations have to effectively integrate an ESG perspective from the first phases of the project, in order to be able to achieve the ambitious goals that this current crisis requires.

The AdD has set itself the goal of taking a systemic approach to real estate development. Its tool aims to direct project processes to ensure challenging levels of performance. The most innovative aspect is the willingness to undertake monitoring actions to verify the maintenance of high performance. Only by ensuring quality through the entire life cycle of the works, it is possible to truly activate urban regeneration phenomena.

The Agency is structured to be also a support to other Italian public entities. In this context, its intention is to transpose the Guidelines outline to disseminate the essential requirement and active participation of all relevant institutional actors, in order to be the initiator of an ESG model that must be embraced and implemented collectively.

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Il volume affronta il tema del benessere psico-fisico promuovendo l'inclusione nel progetto degli spazi e presentando i risultati di studi, ricerche e sperimentazioni progettuali, raccolti in occasione del convegno dal titolo *Specie di Spazi*, organizzato a Firenze il 20 novembre 2023. Il progetto che ha reso possibile questa antologia strutturata di esperienze nasce dalla volontà dei componenti del Cluster Accessibilità Ambientale della Società Italiana della Tecnologia dell'Architettura (SITdA) di continuare il percorso di costruzione di un modello di riferimento scientifico interdisciplinare per una progettazione responsabile, declinata alle diverse scale, sempre più mirata alle persone e alla complessità dei diversi bisogni inseriti nell'ampio contesto della tutela e della promozione dei diritti umani.

This book addresses the theme of psycho-physical well-being by promoting inclusion in the design of spaces and presenting the results of studies, research, and design experimentations collected at the Conference entitled *Species of Spaces*, organised in Florence on 20th November 2023. This structured anthology of experiences stems from the desire of the members of the Environmental Accessibility Cluster of the Italian Society of Architecture Technology (SITdA). The project aims to continue constructing an interdisciplinary scientific reference model for responsible design, declining at different scales, increasingly focusing on people and the complexity of the various needs in the broad context of protecting and promoting human rights.

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