

# Considering adaptive reuse within the municipal portfolio

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How municipalities may change their decision-making process in the initiation phase of adaptive reuse when managing the real estate in their portfolio.



Marieke Slits  
-  
October 2017  
Technical University of Delft









1898

1991

1998

2000






2000

2008

2012

2016



The background image shows a large industrial building with a complex steel frame structure. The building has multiple stories and large windows. A tall chimney is visible on the left side. The overall tone is muted and blue-grey.

“Adaptive reuse is the reuse  
of pre-existing structures  
for new purposes”

*Wong (2016)*

# Added complexity, because..



More requirements



Less possibilities



Inability to estimate viability

## Extra municipal challenges..



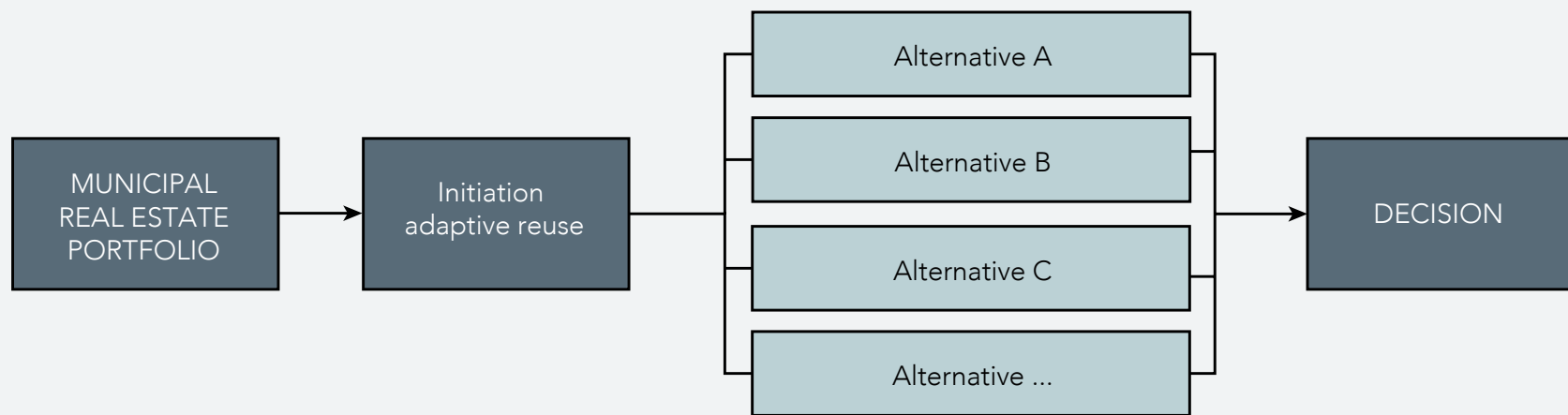
Financial and economic




Political and organisational



Societal





- 
- Policy support
  - Internal processes
  - External processes
  - Other

*Mac Gillavry (2006)*





© Escher museum





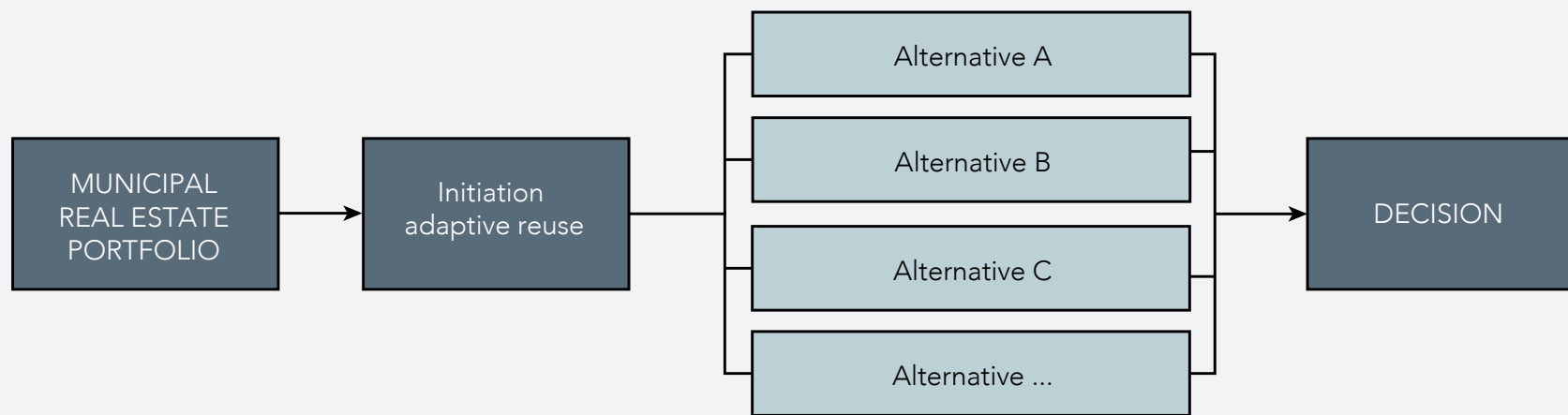
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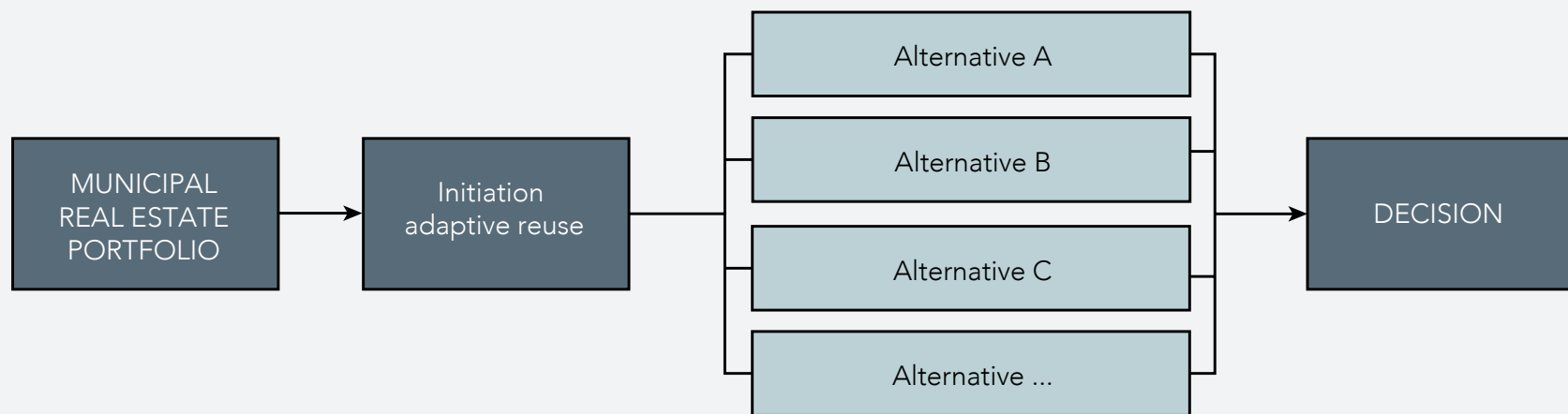


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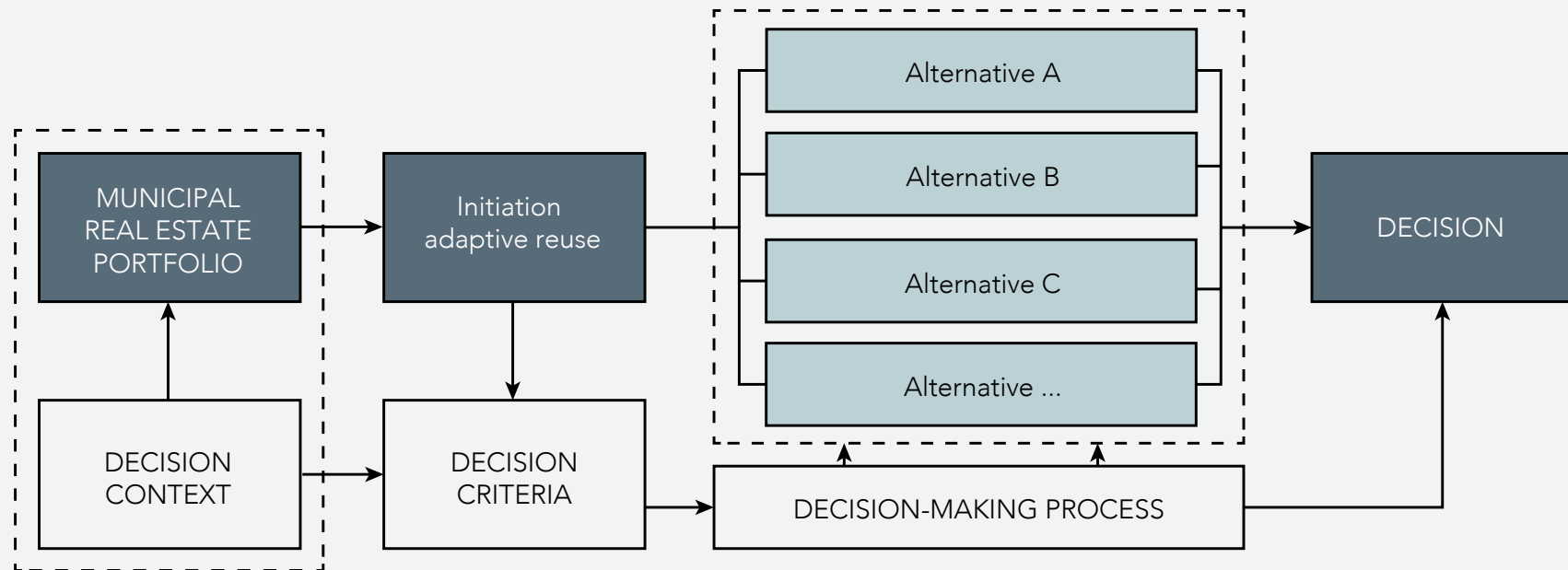


*“What criteria need to be considered when deciding upon adaptive reuse within the real estate portfolio of municipalities?”*





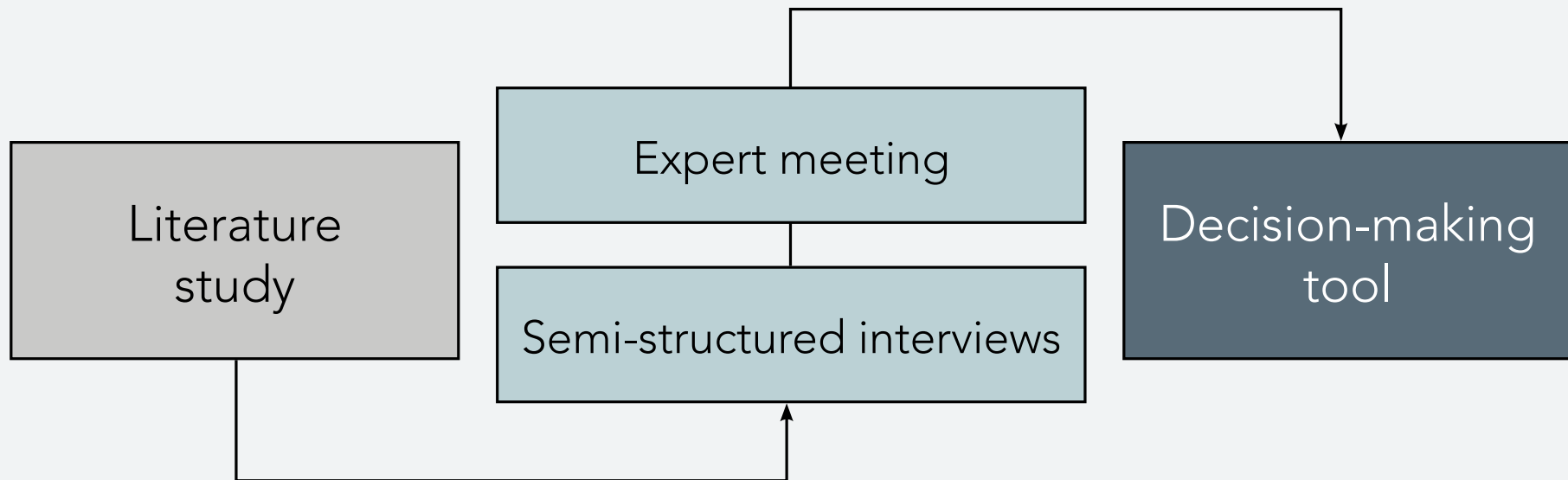
*“What criteria need to be considered when deciding upon adaptive reuse within the real estate portfolio of municipalities?”*



# Research aim

- Maximise transparency
- Stimulate critical thinking
- Initiator for discussion
- Optimisation of proceedings
- Preservation of value in the built environment

# Qualitative research









# Main findings

- In search of performance measurement, efficiency and effectiveness
- Centralisation of real estate
- Municipal real estate management described in policies
- Use of score matrixes, decision trees, score card models, etc

# Main findings

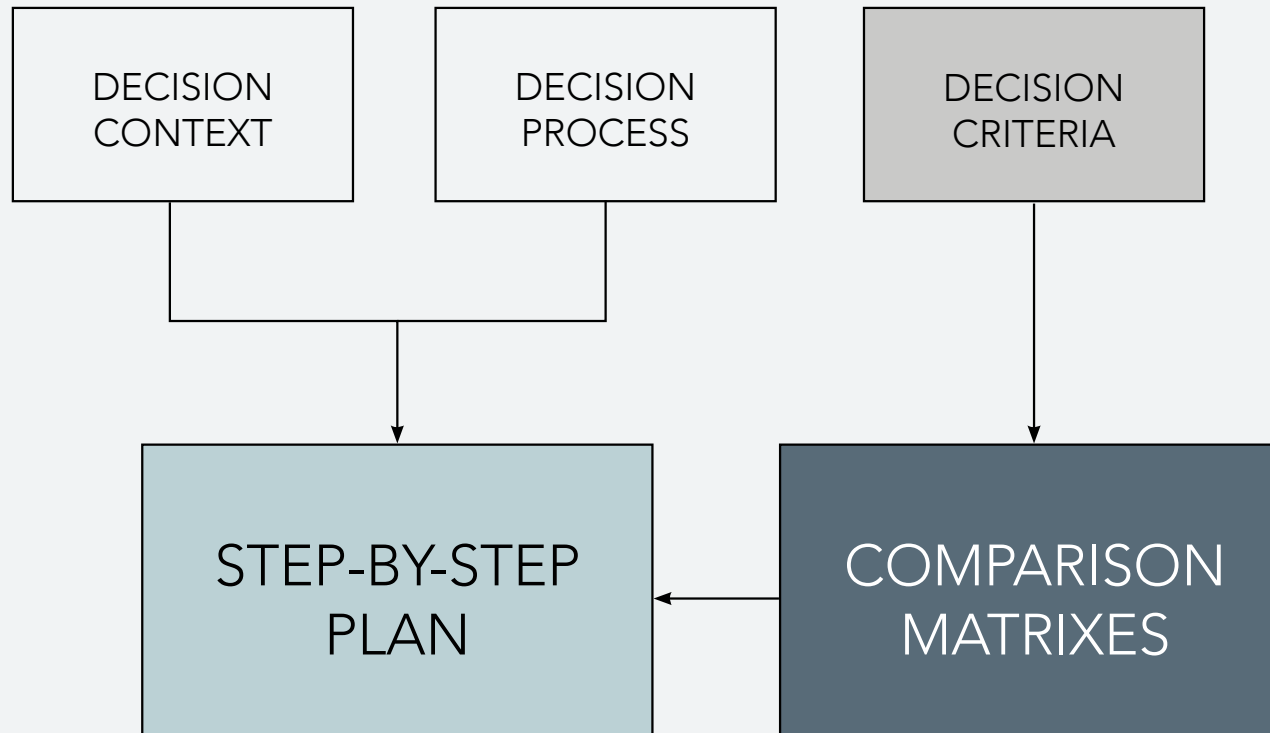
- Different perspectives on adaptive reuse
- Distrust between municipality and market
- Many opportunities
- Decompose decision into understandable parts
- Decision hierarchy



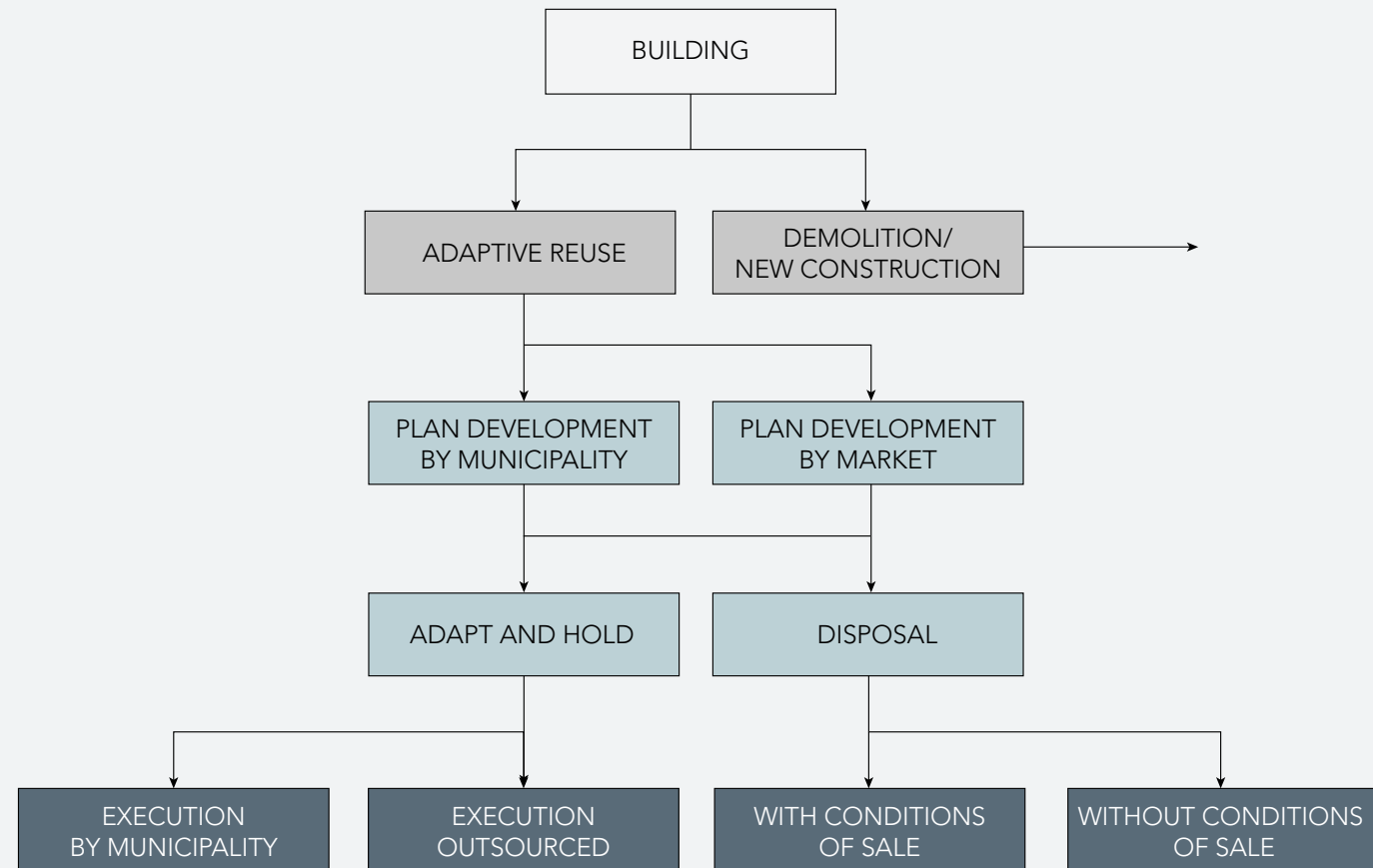
DECISION  
CONTEXT

DECISION  
PROCESS

DECISION  
CRITERIA

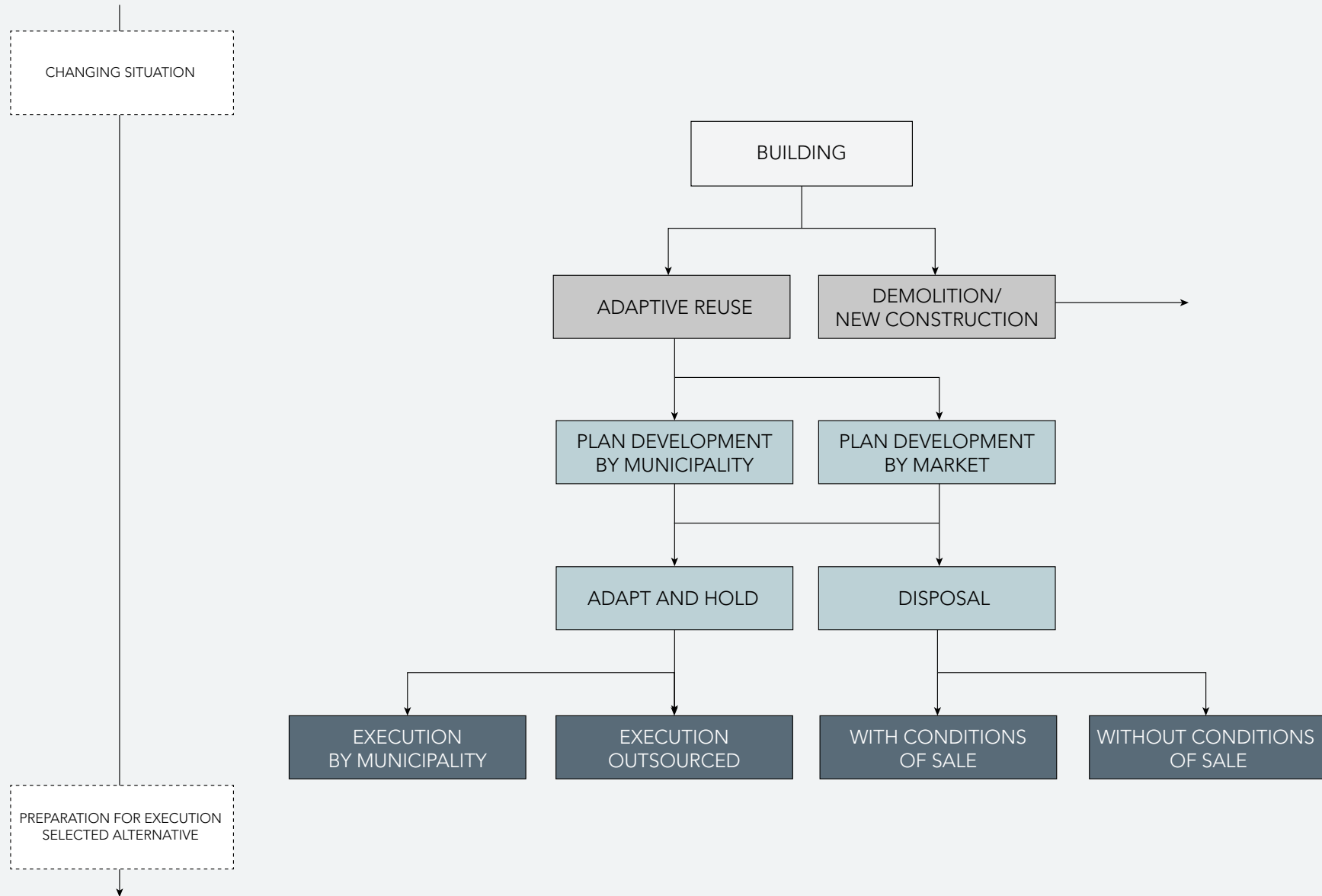


# STEP-BY-STEP PLAN

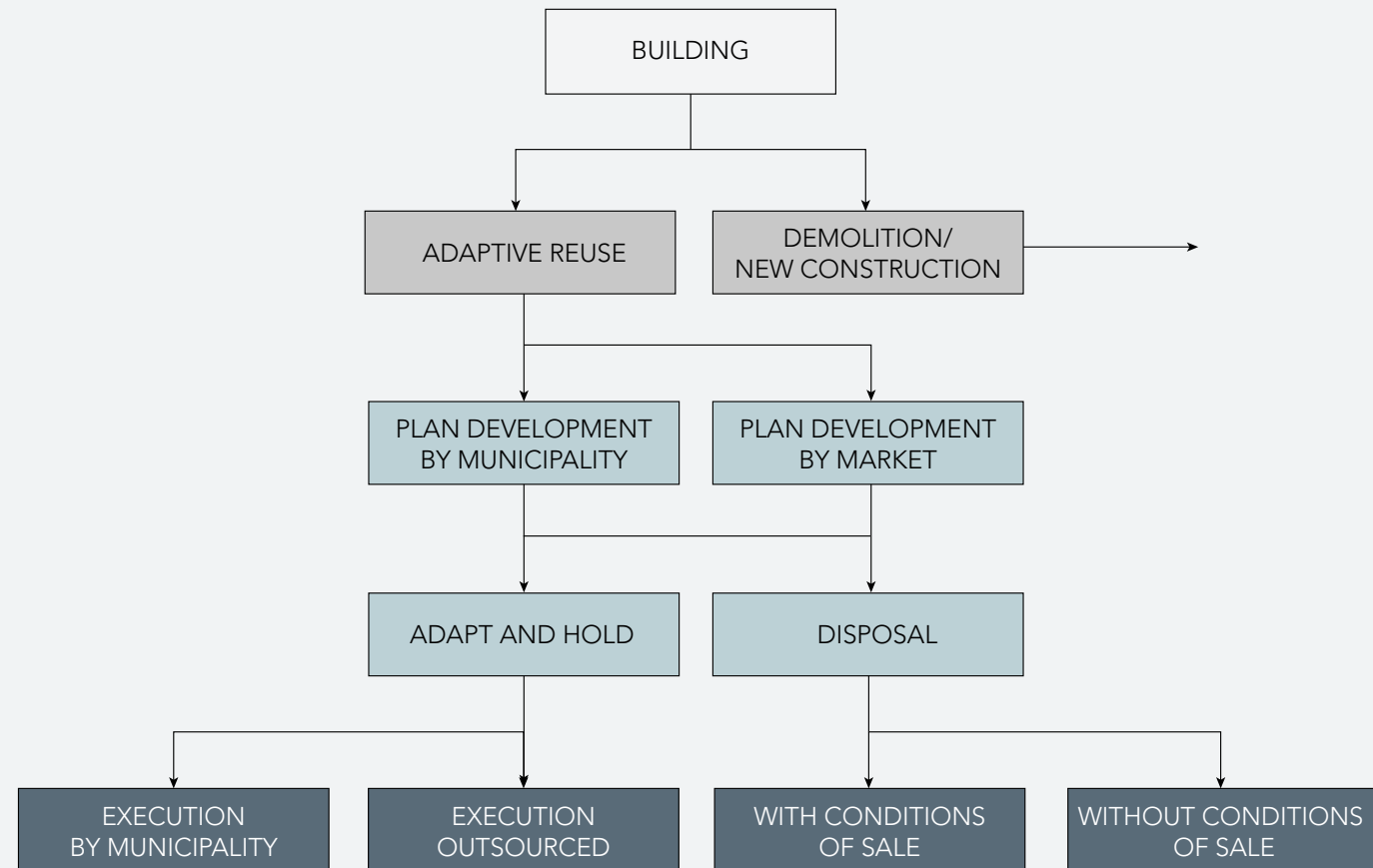
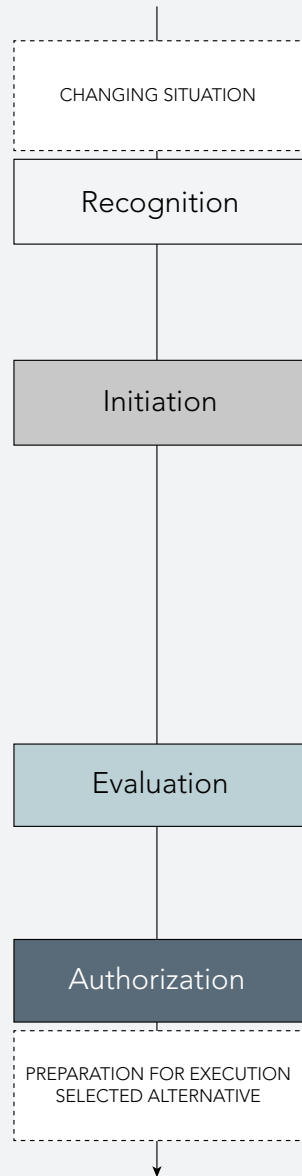




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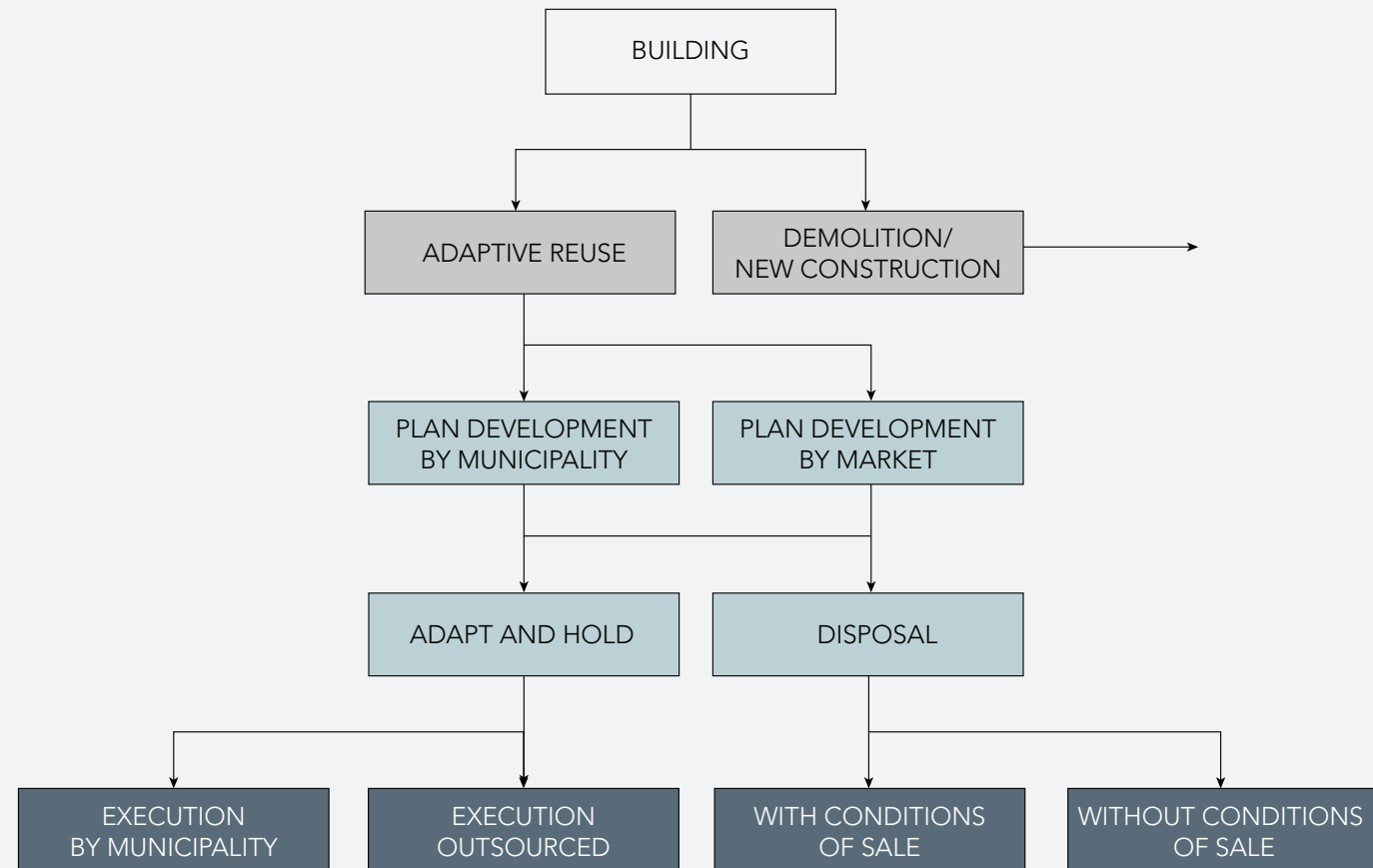
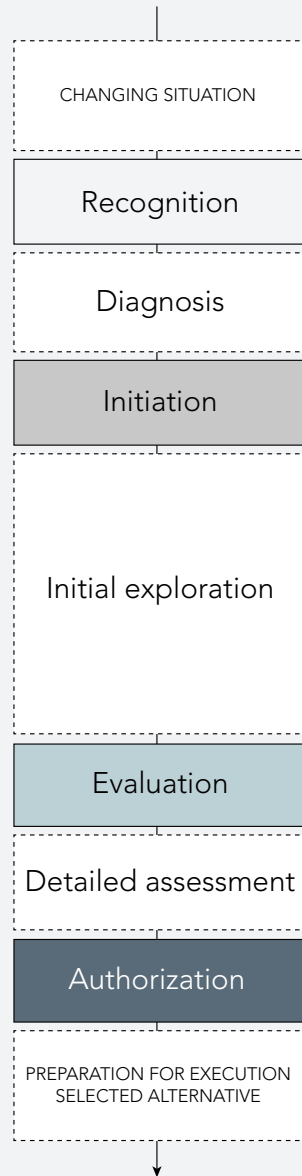


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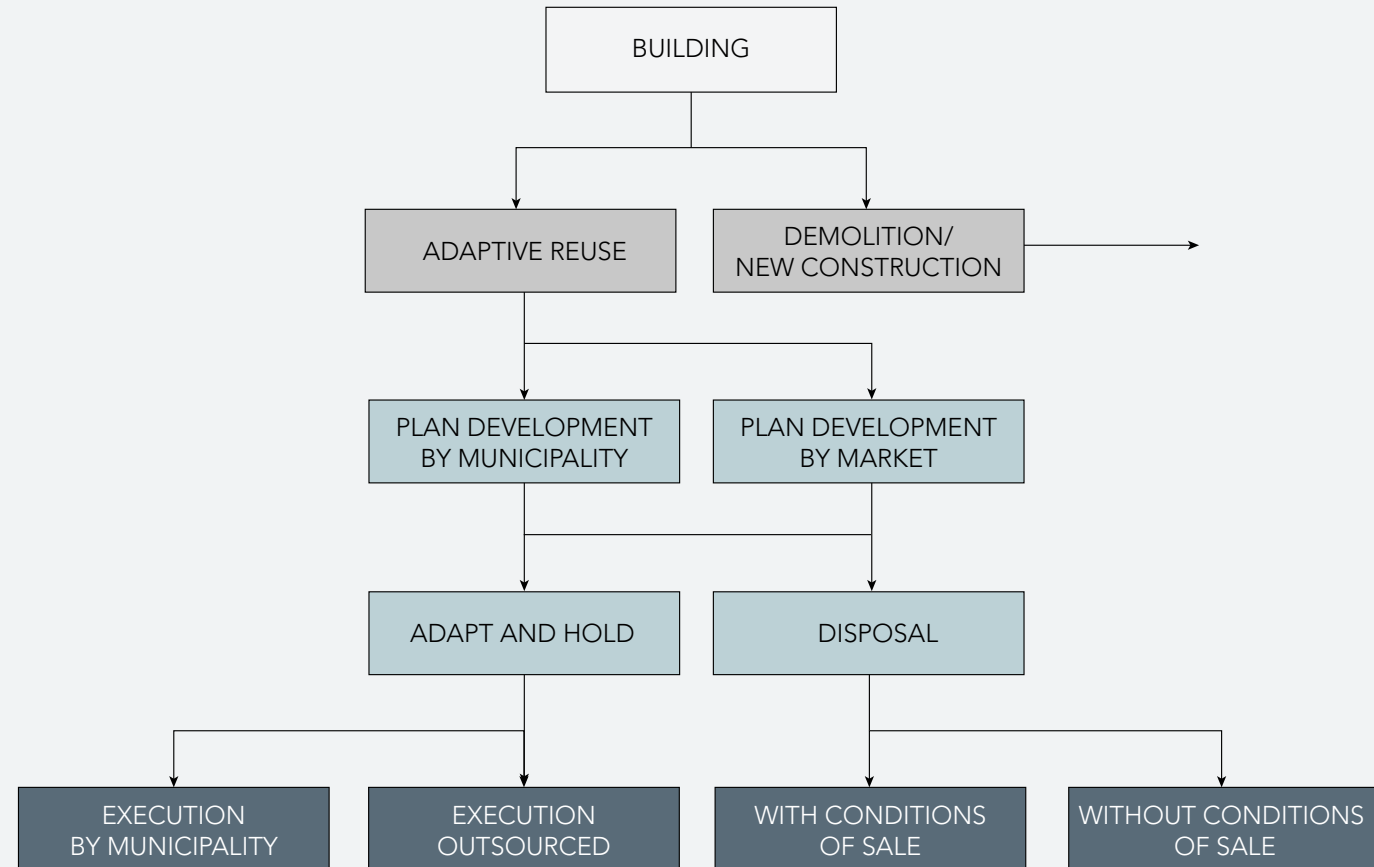
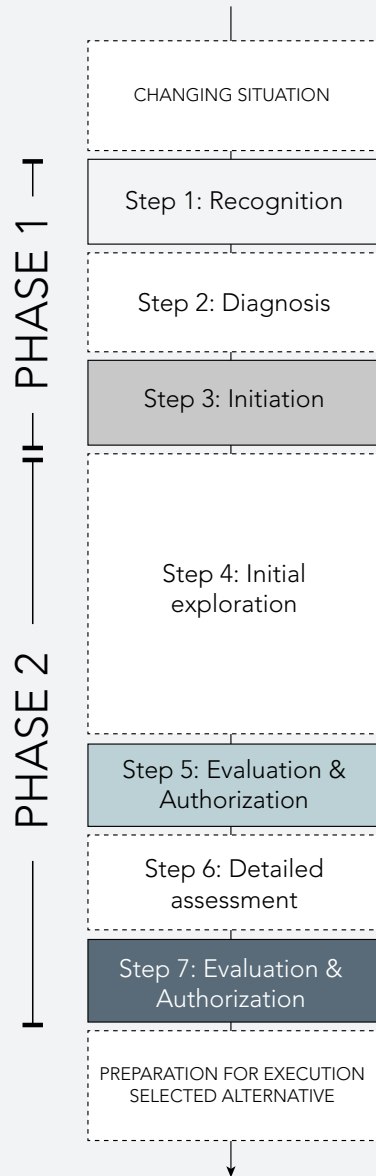




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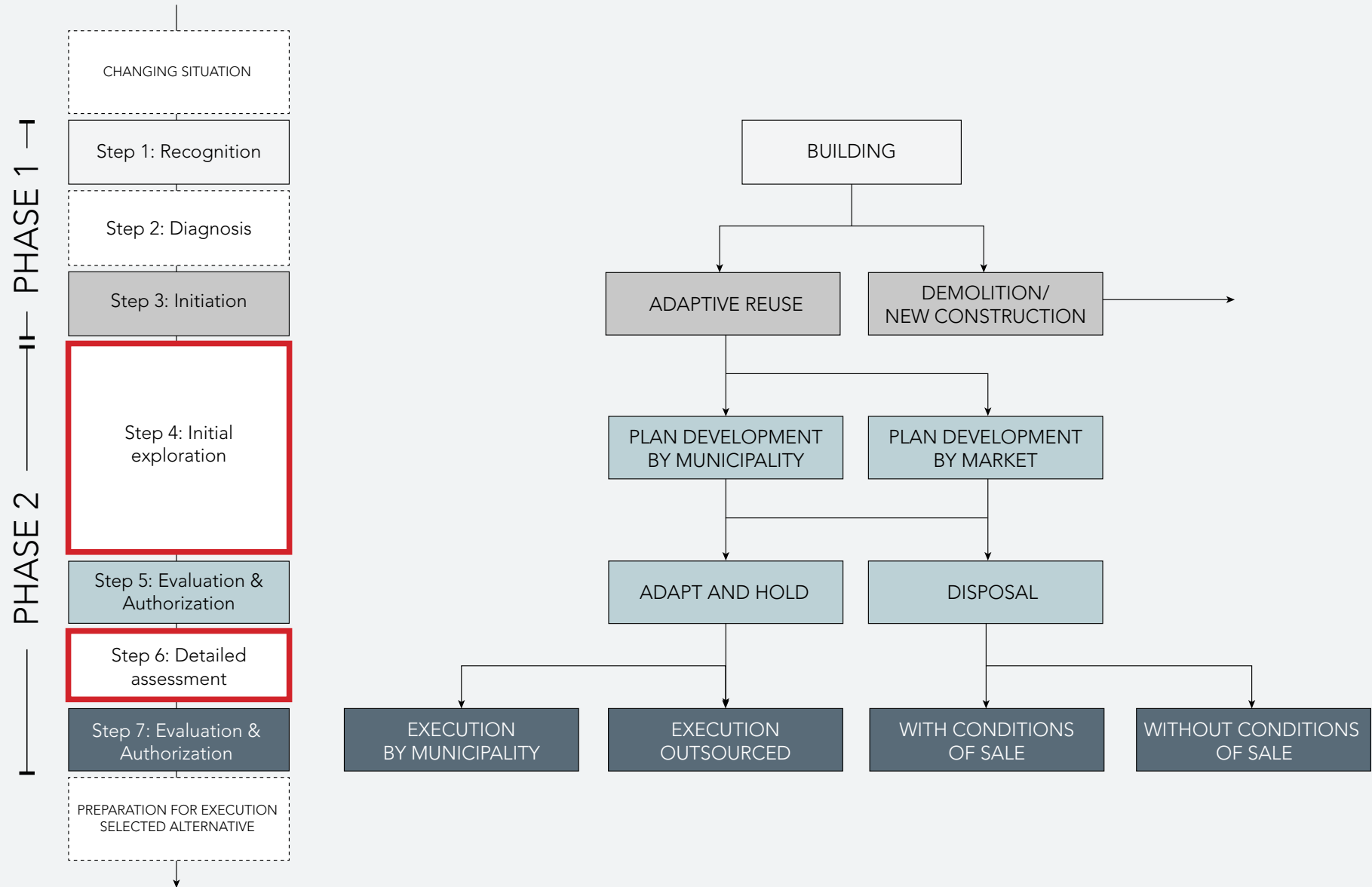


# STEP-BY-STEP PLAN





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# Key criteria

- Eligible function
- Marketability
- Strategic purpose
- Management strategy
- Initiative
- Benefit-cost ratio

## Eligible function

Whether a future function for the building has been determined and what kind of function it entails.



## Management strategy

The willingness to take control over proceedings or give direction to initiate development.

# Key criteria

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## Sub-criteria

- Representativeness
- Historical and cultural value
- Liveability
- Urban masterplan
- Size
- Complexity
- Staff capabilities
- Timing
- Planning constraints
- Partnerships



# COMPARISON MATRIX: INITIAL EXPLORATION

CRITERIA	Question	Options	Answer	Plan development by the municipality		Plan development by the market		
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BENEFIT / COST RATIO	Adaptive reuse of the object will result in a:	A	High social return;					
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	The expected net operating income after adaptive reuse will be:	A	Positive;					
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		C	Negative.					

# COMPARISON MATRIX: DETAILED ASSESSMENT

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REPRESENTATIVENESS	The object has an image-determining, aesthetic value that holds a certain sense of representativeness for the city.	A Strongly agree; B Agree; C Neutral; D Disagree; E Strongly disagree.						
HISTORICAL AND CULTURAL VALUE	The object has historical and/or cultural value that should be preserved.	A Strongly agree; B Agree; C Neutral; D Disagree; E Strongly disagree.						
LIVEABILITY	The object and/or possible future function contributes to the liveability of the area.	A Strongly agree; B Agree; C Neutral; D Disagree; E Strongly disagree.						
URBAN MASTERPLAN	Is the object located in an area described in the master plan?	A The object is located in an area described in the urban masterplan or municipal vision. This has implications on the future of the building; B The object is located in an area described in the urban masterplan or municipal vision. However, this has no implications on the future of the building; C The object is not located in an area described in the urban masterplan or municipal vision.						
SIZE	The expected financial investment of the project is?	A High; B Medium; C Low.						
COMPLEXITY	What is the expected complexity of the project?	A High complexity; B Some complexity; C Low complexity.						
STAFF CAPABILITIES	What are the capabilities of the employees?	A Sufficient employees and expertise available; B Sufficient employees available, but there is less expertise on the matter; C Sufficient expertise, but there are less employees available; D There is a minimum amount of expertise and employees available; E Expertise and/or staffing is available through an external advisor.						
TIMING	Would the adaptive reuse project fit within the current political context and departmental planning?	A Yes; B No.						
PLANNING CONSTRAINTS	The current planning constraints are sufficient to ensure the preservation of the building.	A Strongly agree; B Agree; C Neutral; D Disagree; E Strongly disagree.						
PARTNERSHIPS	Is there an opportunity for a partnership with a market party or other public organisation?	A Yes; B No.						



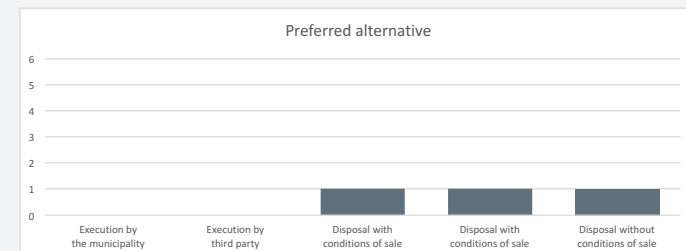


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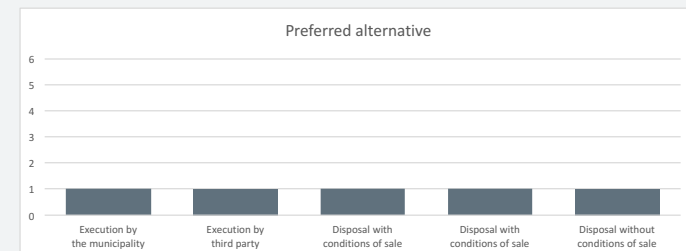
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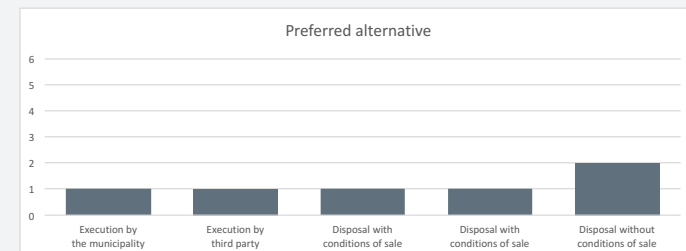
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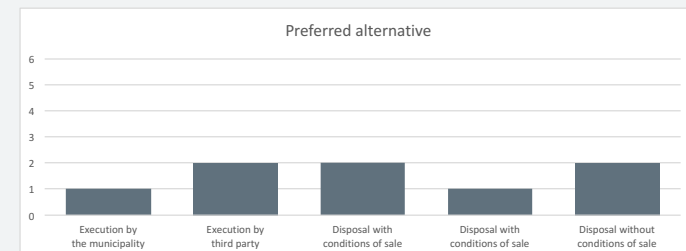
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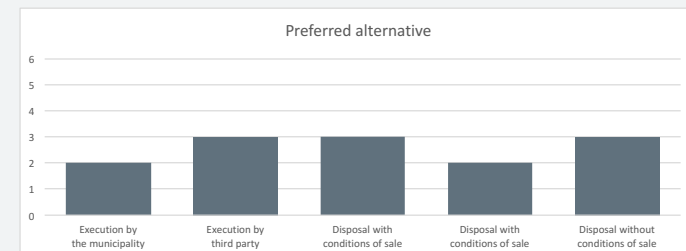
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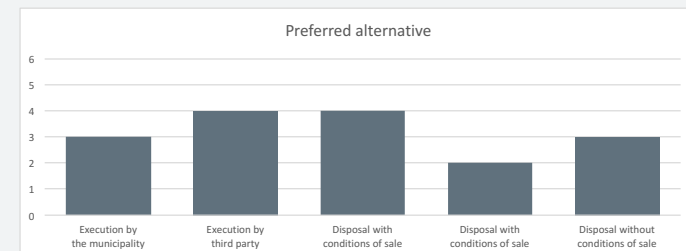
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	The expected net operating income after adaptive reuse will be:	A Positive;						
		B Neutral;						
		C Negative.						



# COMPARISON MATRIX: INITIAL EXPLORATION

CRITERIA	Question	Options	Answer	Plan development by the municipality		Plan development by the market		
				Hold		Disposal		
				Execution by the municipality	Execution by third party	Disposal with conditions of sale	Disposal with conditions of sale	Disposal without conditions of sale
ELIGIBLE FUNCTION	Is there an indication of the function that could be accommodated in the object?	A Yes, and the municipality has a legal obligation to accommodate the function;	E	X	X	V	V	V
		B Yes, the new function regards municipal office space;						
		C Yes, the new function is supportive to municipal policies;						
		D Yes, but the new function is not supportive to municipal policies;						
		E No, the new function is not determined.						
MARKETABILITY	Would the market be willing to adapt the building?	A The building is ambitiously marketable;	A	V	V	X	X	X
		B The building is reasonably marketable;						
		C The building is positively marketable.						
	Would the market be willing to facilitate the function?	A The function is ambitiously marketable;	B	V	V	X	X	X
		B The function is reasonably marketable;						
		C The function is positively marketable.						
STRATEGIC PURPOSE	Does the object hold any future strategic purpose?	A The object has a strategic purpose with regard to the function.	E	X	X	X	X	V
		B The object has a strategic purpose with regard to possible (re)development(s) of the area;						
		C The object has a strategic purpose with regard to financial aspects. It is financially more attractive to hold on to the object (e.g. because of the current market, net operating income, long term objective);						
		D The object has a strategic purpose with regard to the municipal portfolio. It provides flexibility in case of population growth or shrinkage;						
		E There is no indication of any (future) strategic purpose.						
	Is ownership required?	A Ownership is required;		X	X	X	X	V
		B Neutral;						
MANAGEMENT STRATEGY	How much control and direction is intended to be taken?	A The guiding strategy;	B	X	V	V	X	X
		B The congruent strategy;						
		C The cooperative strategy;						
		D The passive strategy.						
INITIATIVE	Was the process initiated by the municipality or by the market?	A Yes, internal (municipal) initiative;	C	V	V	V	V	V
		B Yes, market initiative;						
		C No internal or market initiative, process was triggered by obsolescence.						
BENEFIT / COST RATIO	Adaptive reuse of the object will result in a:	A High social return;	A	V	V	V	X	X
		B Some social return;						
		C Limited social return.						
	The expected net operating income after adaptive reuse will be:	A Positive;	B	V	V	V	X	X
		B Neutral;						
		C Negative.						





# COMPARISON MATRIX: DETAILED ASSESSMENT

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HISTORICAL AND CULTURAL VALUE	The object has historical and/or cultural value that should be preserved.	A Strongly agree; B Agree; C Neutral; D Disagree; E Strongly disagree.						
LIVEABILITY	The object and/or possible future function contributes to the liveability of the area.	A Strongly agree; B Agree; C Neutral; D Disagree; E Strongly disagree.						
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SIZE	The expected financial investment of the project is?	A High; B Medium; C Low.						
COMPLEXITY	What is the expected complexity of the project?	A High complexity; B Some complexity; C Low complexity.						
STAFF CAPABILITIES	What are the capabilities of the employees?	A Sufficient employees and expertise available; B Sufficient employees available, but there is less expertise on the matter; C Sufficient expertise, but there are less employees available; D There is a minimum amount of expertise and employees available; E Expertise and/or staffing is available through an external advisor.						
TIMING	Would the adaptive reuse project fit within the current political context and departmental planning?	A Yes; B No.						
PLANNING CONSTRAINTS	The current planning constraints are sufficient to ensure the preservation of the building.	A Strongly agree; B Agree; C Neutral; D Disagree; E Strongly disagree.						
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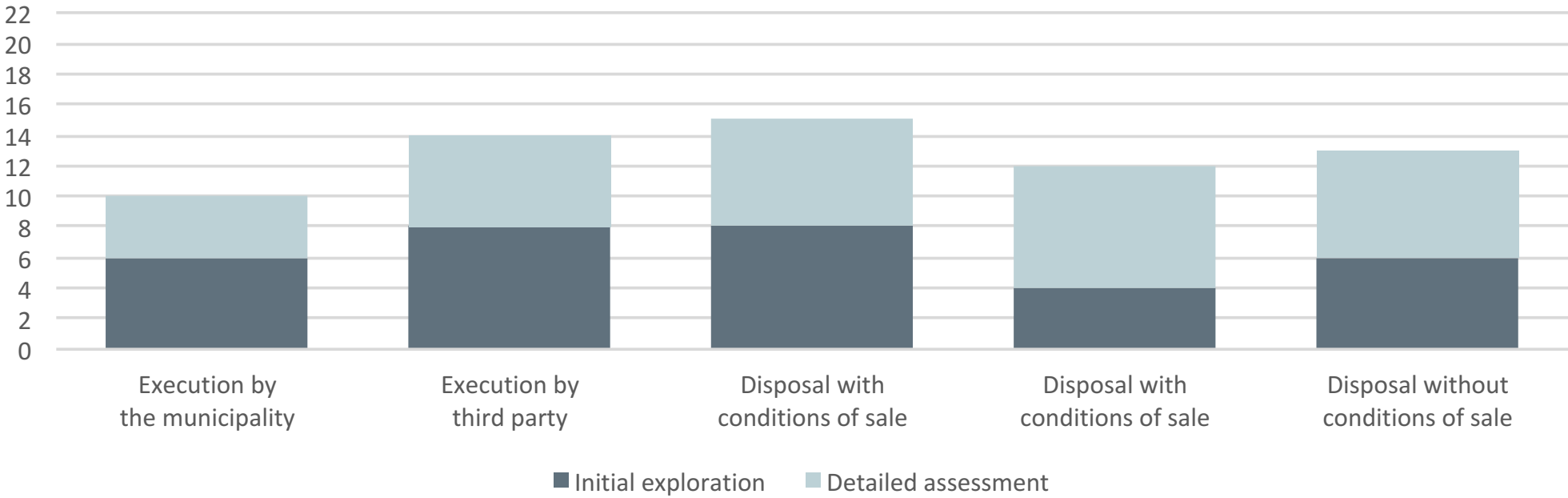
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# COMPARISON MATRIX: DETAILED ASSESSMENT

CRITERIA	Question	Options	Answer	Plan development by the municipality		Plan development by the market		
				Hold		Disposal	Disposal	
				Execution by the municipality	Execution by third party	Disposal with conditions of sale	Disposal with conditions of sale	Disposal without conditions of sale
REPRESENTATIVITY	The object has an image-determining, aesthetic value that holds a certain sense of	A	Strongly agree;					
		B	Agree;					
		C	Neutral;					
			B	V	V	V	V	X

## Preferred alternative



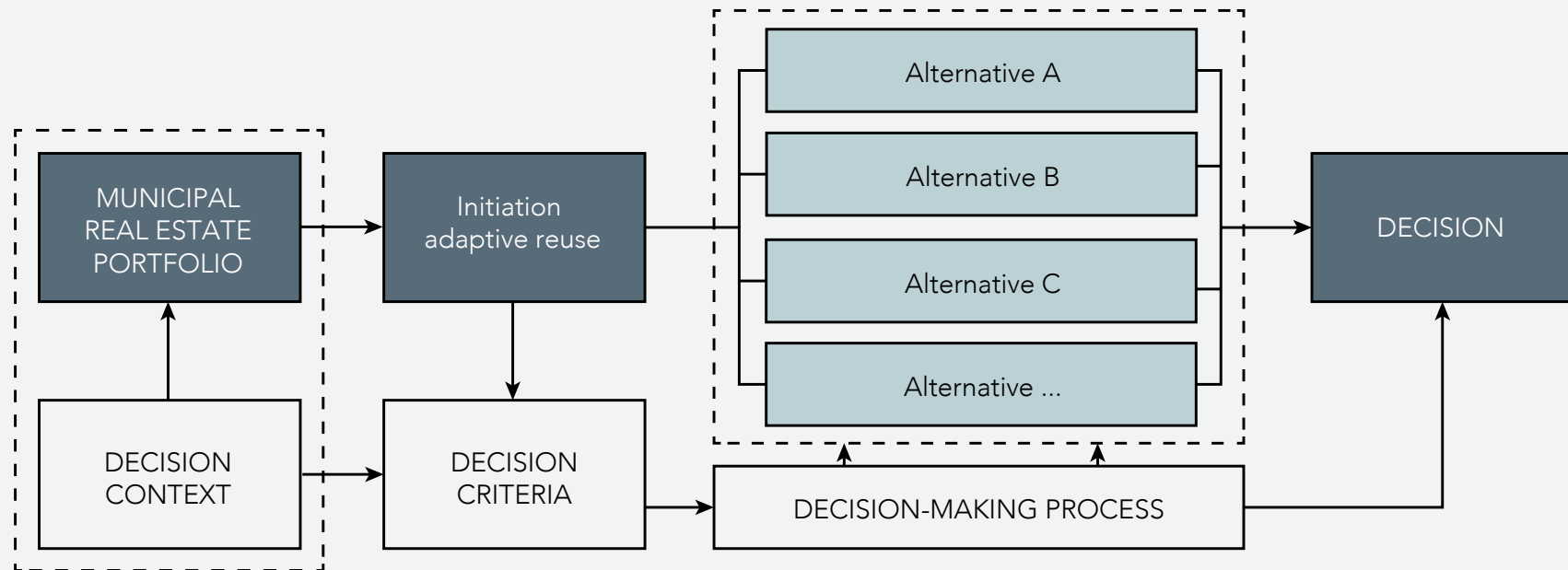
PLANNING CONSTRAINTS	The current planning constraints are sufficient to ensure the preservation of the building.	A	Strongly agree;	A					
		B	Agree;						
		C	Neutral;						
		D	Disagree;						
		E	Strongly disagree.						
PARTNERSHIPS	Is there an opportunity for a partnership with a market party or other public organisation?	A	Yes;	A					
		B	No.						
					X	X	X	X	V
					X	X	V	V	V

# Conclusion

- Adaptive reuse, as a developing strategy, is not the core task of the municipality
- Role as facilitator and moderator
- Collaboration with the market



*“What criteria need to be considered when deciding upon adaptive reuse within the real estate portfolio of municipalities?”*



# Important considerations

- Future function, related to marketability and strategic purpose
- Management strategy and initiative
- Benefit-cost ratio

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- Future function, related to marketability and strategic purpose
- Management strategy and initiative
- Benefit-cost ratio
- Value in building or location characteristics
- Risk profile
- Organisational aspects of project

# Important for the process and context

- Who is at the table?
- Devide the decision in understandable parts
- Capture “intuition” in visual decision-making process
- Leading role in the initiation of adaptive reuse

# Recommendations

- Validation of the use and practical implementation of the model
- Roles and involvement of stakeholders
- Measuring intangible values



