EURBANITIES

OUR NEIGHBOURHOODS' HEROES

Stories on Citizen Participation in Local Development in European Cities

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EURBANITIES – collected experiences
Our Neighbourhoods Heroes
Stories on Citizen Participation in Local Development in European Cities.

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Chapter 1

Our Neighborhoods' Hero Journey'
An Introduction

From storytelling to scenario building – local experience of citizen participation in European cities

Judit Keller, Krisztina Keresztély, Tünde Virág

INTRODUCTION

The present booklet is the outcome of the first phase of the **_EURBANITIES_** project aiming at the realization of a game-based pedagogical tool for empowering civil participation in local urban development on neighbourhood level. The project is built upon 4 main phases: 1) construction of a set of local experience representing different situations of public participation in European cities¸ 2) constitution of scenarios of participation based on the local cases; 3) development of an online game tool based on the scenarios and 4) development and testing of a pedagogical curriculum permitting the use of the game tool in trainings for local activists, trainers, experts in local development and in general, for all citizens willing to act in a proactive way for their urban environment.

The present booklet contains the description of 20 cases from 9 European countries representing Northern, Western, Southern, and Central and Eastern Europe[1]. The evaluations were elaborated between December 2015 and September

2016 and were presented at two transnational project meetings in poster format in March and July 2016.

The experiences represent a large variety of urban situations, from the very small city (Rónakeresztes in Hungary for instance) through middle sized regional centres (Brighton, Sassari, Krakow), to large-scale European capitals and urban regions (Budapest, Berlin, Bucharest or Ile de France (Colombes)). They all reveal some specific social conflict between local stakeholders, civil society and local inhabitants, whose resolution unfolds during the development project.

THE TYPOLOGY OF THE EXPERIENCES OF CITIZEN PARTICIPATION

Based on the initial state of affairs and on the evolution of the analysed processes, a typology of the cases of local experience have been identified and tested by the project partners. The 20 cases were classified by forms of participation, referring to the general direction of stakeholders' interactions and the kind value of this interaction. The general direction of stakeholders' interaction describes the role played by the different stakeholders in the project.

A **bottom-up state of affairs** concerns actions initiated by actors _without political power_, such as NGOs or citizens. Projects initiated by an intermediate NGO can also be considered as bottom up, even if they are not rooted in the given community.

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[1] Belgium (1), Finland (2), France (1), Germany (1), Hungary (6), Italy (2), Poland (3), Romania (1), Ukraine (3) and the United Kingdom (1)

Exceptions are the cases when the NGO is acting through an assignment on behalf of the local government or any other local authorities.

A **top-down state of affairs** describes all projects initiated by the local governments or other stakeholders *with political power*. The top down character does not directly qualify the local embeddedness of the project: in several cases the local

government is an important element of the local community. However, political power enables the initiators to implement the project even if the other stakeholders or/and citizens are against it.

Furthermore, stakeholders' interaction can also range from reactive to proactive according to their position in the given situation. A **reactive state of affairs** describes the initial nature of the

top-down

1. Teleki Square, Budapest, Hungary

2. Chylonia Estate, Gdynia, Poland

3. Malachowski Square, Warsaw, Poland

4. Pidzamche, Lviv, Ukraine

5. New England House, Brighton, UK

6. Community House, Ronakeresztes, Hungary

7. Nadas, Budapest, Hungary

8. Santa Caterina, Sassari, Italy

reactive   **proactive**

1. Hunyadi Square, Budapest, Hungary

2. Molinay, Seraing. Belgium

3. Tempelhofer Feld, Berlin, Germany

4. Civil Protest for the Poor, Budapest, Hungary

5. Hala Matache, Bucharest, Romania

Merk-Rastila, Helsinki, Finland

1. Social Housing Reconstruction Camp, Nagykanisza, Hungary

2. lets give a hand, Sassari, Italy

3. DIY Tikkutehdas, Tampere, Finland

4. Can B Done, Kraków, Poland

5. R-Urban, Colombes, France

bottom-up

Figure 1 Classification of Eurbanities experiences according to the forms of participation

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participative action that responds to an exclusionary policy decision or step of another actor (e.g. local government). In these cases, the developmental goal also includes putting pressure on the actor with exclusionary decisions to perform inclusive decision-making and engage in a dialogue with other actors. In the case of a proactive interaction, the stakeholders mobilize themselves upon an existing social problem through cooperative initiatives. A **proactive state of affairs** concerns a situation, when the participatory or developmental process was triggered as a response to an existing urban or social problem of the above types. Proactive initiatives can be regarded as forms of innovation.

The distribution of the cases of experiences shows a relative balance among three states of affaires (Bottom Up Proactive, Bottom Up Reactive and Top Down Proactive), with a slight over-representation of the top-down proactive type. Here, 7 from the 9 experiences are from Central and Eastern Europe. This might reflect the different socio-political background of these post-socialist environments, where NGOs have less financial resources to launch independent participative processes and therefore the civil sector is more dependent on the local authorities' initiatives and assignments, then in other European countries.

The fourth quarter of the matrix **(top-down reactive**) could not be filled as such cases only exist when a public authority intervenes as a reaction to an external event, e.g.: a natural disaster, a strong political conflict or a social conflict caused by political circumstances - for instance the

refugee crisis. These cases mainly happen at a higher territorial (administrative) level, such as the national, regional or even international levels. However, these situations can be the base of local projects (on neighbourhood level) initiated by NGOs (for instance, education or integration programs for refugees living in a neighbourhood).

INTERPRETATIONS: EXPERIENCE AS A PROCESS

Experience

Experience has been defined as a long term, non-linear process that can last over an extended period (years) and is affected by several external and internal factors, changes and events. In this vein, the experience narratives describe processes in diverse contexts and present the way the positions, objectives and strategies of different stakeholders transform as they attempt to achieve their goals.

The narratives apply the methodology of storytelling. They focus on the logical construction of the experiences, the successive follow-up of actions and their consequences and are destined to lead to the elaboration of different *types and scenarios of participation*.

In order to ensure a general pattern for comparability of different routes and outcomes designed by the experiences, a single structure (grid) was developed for the story-telling. This was based on a methodology retrieved from theories of (local) development that define **development as a process of social change** which ultimately concerns the

transformation of institutions (Bruszt, 2007; Evans, 2004; Farrell-Knight, 2003; Ostrom, 1996; Sabel, 1994; Sen, 1999).

This is not a linear process, since participants of the development project can make mistakes, false starts as they meet and overcome obstacles (Hirschman, 1958; Sabel, 1994). According to this approach a minimum of four factors should be satisfied in order to achieve development:

i. **deliberation**: the will to solve initial problems, to solve gridlocks;

ii. **reflexive spontaneity**: in other words, knowing oneself, the partners in conflict, what needs to be done;

iii. realization of mutual vulnerability and dependence;

iv. **dialogue** among cooperating actors whose relations are determined by equally distributed rights in making decisions.

Ultimately, it is in a dialogue that parties must define and redefine their positions, understand the issues at stake. This **constant re-elaboration of intent can produce a common understanding and alignment of interests** (Sabel, 1995).

Based on this approach, neighbourhood level development of EURBANITIES is considered as a **long-term, non-linear process**, during which actors – stakeholders in the story – interact with each other in different ways and to various degrees. As the story of development and of the interaction unfolds, the process can

be organized into **phases** separated by **turning points**. A turning point can be **an event** such as a sudden change in the general political or economic context, or the breakdown of negotiations between stakeholders **that transforms the positions of stakeholders in a way that affects the entire development process and its outcome**. The position and points of view of stakeholders (civil, public, private) are redefined at each turning point.

Turning Points

Turning Points are crucial elements of the stories and the scenarios as they introduce a change in the flow of events. They lead to a cut of the logical sequence of stakeholders' actions and reactions and often a radical change of their position and mutual relationship. Turning points might be crucial with regards to the final outcome of the processes, they can turn a positive process into a negative one and vice versa.

The local experiences include a large variety of turning points, such as different events, decisions, changing attitudes, arrival of new stakeholders etc. Overall, turning points can be classified according two main types of transformations:

Internal transformations: These changes are related to the reactions of the stakeholders included in the story: reactions of local stakeholders to a social issue or to the behaviour of other stakeholders during the story. Each story begins as a reaction to a pending social issue or challenge of either one of the two major types of stakeholders (the NGOs or the local authority/local government). In

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this sense, the coming about of the initiative can be regarded as the first turning point in the flow of events, in the sequence of the narrative.

Following this initial turning point, four types of internal turning points have been identified.

a.) The stakeholders' subsequent reaction to each other's positions in the unfolding story triggers further turning points that can transform the general situation and lead the story into a different scenario. In the case of positive turning points, the stakeholders' reactions to initiatives, proposals or actions are embraced by the other side (1st scenario), which can lead to the institutionalization of partnership between the stakeholders and eventually to concrete local changes.

b.) Negative turning points are those moments in the sequence of the narratives when the reaction to an initiative by the other side is direct rejection or resistance. These turning points can trigger protest actions that can lead the story either into a positive scenario, to further negotiations or to the breakdown of negotiations and the initiative (narrative) itself.

c.) The lack of reaction (neglect) can also be regarded as a negative turning point in the flow of events, as it can lead to the breakdown of negotiations and eventually of the narrative itself without any local changes.

d.) During negotiations and actions, stakeholders can reconsider their original points of view, redefine their goals to bring about some common understanding and shared vision in the goals of the

development initiative. This type of internal turning point can lead the story into a positive scenario, or to further negotiations.

2. **External changes:** These transformations denote events external to the jurisdiction of stakeholders within the community that local actors cannot influence but that can have an impact on the evolution of the development story.

a.) External changes can be, for instance, the appearance of a new (external) stakeholder or a facilitator who can help local actors redefine their goals and points of view or can introduce new ideas that both sides of stakeholders can identify with. In this positive scenario, the external actor can change the storyline for the better by helping local stakeholders reframe their narratives about cooperation and dialogue.

b.) Turning points can also be triggered by external events, such as the transformation of the political context because of municipal or regional/national elections; a sudden change in the financial capacities of either of the participants; a general economic and/or political crisis, a transformation of the physical environment or the social composition of the area, the appearance of new funding tenders.

Scenario Building

The above presented typology has been elaborated according to the initial state of affairs and the turning points as they appeared in the experiences. From the relative common starting points, the stories may follow very different paths,

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determined by the different turning points that cut the story into phases. Identifying these paths has been a first step in the building of the **scenarios of participation**.

Scenario building can be regarded as a practice of **simplification**: the main objective is to draw **general development paths** based on the stories. As typologies in general, instead of highlighting the small differences between the experiences, scenario building also intends to **create large categories** and thus to hide the small details. This exercise has been an important step towards the creation of the game tool, in which the processes are presented in a simplified way.

Scenarios for storytelling were developed through the assessment of the initial state of affairs, the turning points of the stories, tools of participation used by stakeholders and the outcome of the participation experience. The initial state of affairs among stakeholders changes as the story of the experience unfolds through turning points and the transformation – or stagnation – of the interaction among participating actors.

The **scenarios are not isolated** from each other: at certain points, there are possibilities for passing from one scenario to the other. Depending on the evolution of the initial state the position of the stakeholders and the tools used by them, one scenario may turn into the other at certain points of the story. For instance, a bottom-up reactive scenario may turn into a bottom-up pro-active one in case of a positive collaboration between the stakeholders and the strengthening of the

local community. Or, a bottom-up state of affairs might change into a top-down situation in case the local authority takes over the initiation as a result of financial, political or other reasons.

Type 1: Experiences with a bottom-up proactive initial state of affairs

The departing situation of bottom-up proactive experiences is an initiative launched by an NGO or a group of citizens, local stakeholders to resolve a local problem persisting since a certain time.

At the first turning point the municipality responds to the initiative either by embracing, ignoring or rejecting the NGOs proposal.

1st scenario: If the initiative is embraced, the NGO becomes a partner of the municipality in the implementation of the development project. NGOs tools will change according to its role: as its initiative is embraced and it works as a collaborator, it will rely on cooperative work and the media. During the evolving partnership of the local government and the NGO, a local community is shaped (or reshaped) as developmental decisions become embedded within the fabric of the local society. *Experiences: Social Housing Reconstruction Camp (HU); Skateboard planning, Tampere (FI)*

2nd scenario: If the initiative is ignored, NGO stakeholders remain in a pending position and might continue to push for the realization of the proposal. In order to attract the authorities' attention, the NGOs may rely on demonstrations and petitions. When facing the ignorance of the local

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government, the NGOs must reconsider and recalibrate their initiatives to draw more attention to the subject in question. *Experiences:* *Let's Give a Hand, Sassari (IT),* *CanBDone, Krakow (Poland)*

3rd scenario: If the initiative is rejected in a straightforward manner, the NGO can turn into an open opponent of municipal policies. If the initiative is rejected by the local government, the NGO can rely on mobilizing international networks and organizations. When faced with the rejection of the local government, NGOs must also reconsider and recalibrate their initiatives to trigger more positive responses about the subject in question. *Experience:* *R-Urban, Colombes (FR)*

The outcomes of this first type of participative process will vary according to the scenarios: in case of a positive development, a partnership may develop between the municipality and the NGO, the latter can even institutionalize and change the scale of its activities. Thus, important solutions are found for the initial problem.

In the case of a negative development, the NGO remains in an isolated position, it becomes an enemy of the local authority. Instead of the research of common solutions, the tools used by the civil society might be stronger: protest and demonstrations against the municipal policies.

Type 2: Experiences with a bottom-up reactive state of affairs

In this second type of participative experience, local NGOs, citizens or other stakeholders with no political power launch an action to resolve a political or social conflict, often caused by an imminent political decision on behalf of the municipality or other stakeholders with political power.

1st scenario: In the most positive scenario, the NGO can eliminate the resources of the immediate social conflict and positively influence local policies. Constructive tools of action can be used in this case: participatory planning, networking, social media, flash mobs, trainings and workshops. *Experience: Molinay, Seraing (BE);*

2nd scenario: In a most negative scenario, the reaction of the municipality to the civil society's initiative is rather negative, but, although the associations cannot reduce the imminent danger of the conflict, the local community finds itself reinforced as a result of its action. The local community is thus able, in a second phase, to turn to more radical tools and actions to achieve the dissolution of the conflict. *Experience: Hunyadi, Bp (HU);* *Meri-Rastila suburb development, Helsinki (Finland);* *Tempelhof, Berlin (Germany);* *Civil-Protest for the Poor, Budapest (Hungary)*

3rd scenario. In the most negative scenario, the conflict cannot be eliminated and/or it may even aggravate and the new and stronger conflict may generate new tools to trigger partnership. These can be demonstrations, meetings, petitions, media, and expertise. In this case the outcome can either be a change in the scale of intervention or the transformation of tools by the local authorities. If a solution to the conflict cannot be generated, new problems may appear, which does not negate the evolution of a good community through constant negotiations. *Experience: Hala Matache, Bucharest (Romania)*

In the case of **a positive scenario**, in a second phase of the process, the NGO can begin to work on the strengthening of the local community capable to initiate solutions to local problems. In this case, the process **may turn into a bottom-up proactive one.**

Type 3. Experiences with a top-down proactive state of affairs

Top-down proactive experiences are based on a community building initiative launched by the local government. The realization of these projects is often assigned to local NGOs that is why sometimes it is difficult to differentiate this type of action from the bottom-up proactive ones.

1st scenario: The local authority's initiative is adopted by the community, in which case the citizens' involvement in the implementation of the project is rather strong. The tools used in the course of such collaboration can range from meetings, FB posters and network building. The outcome of this scenario is the empowerment of the local community through dialogue between the authorities and the society, which demonstrates an additional achievement of the initiative compared to the original goals. *Experience: Rediscovery of Teleki Square, Budapest (Hungary); Małachowski Square, Warsaw (Poland); Chylonia estate revitalization (Poland),*
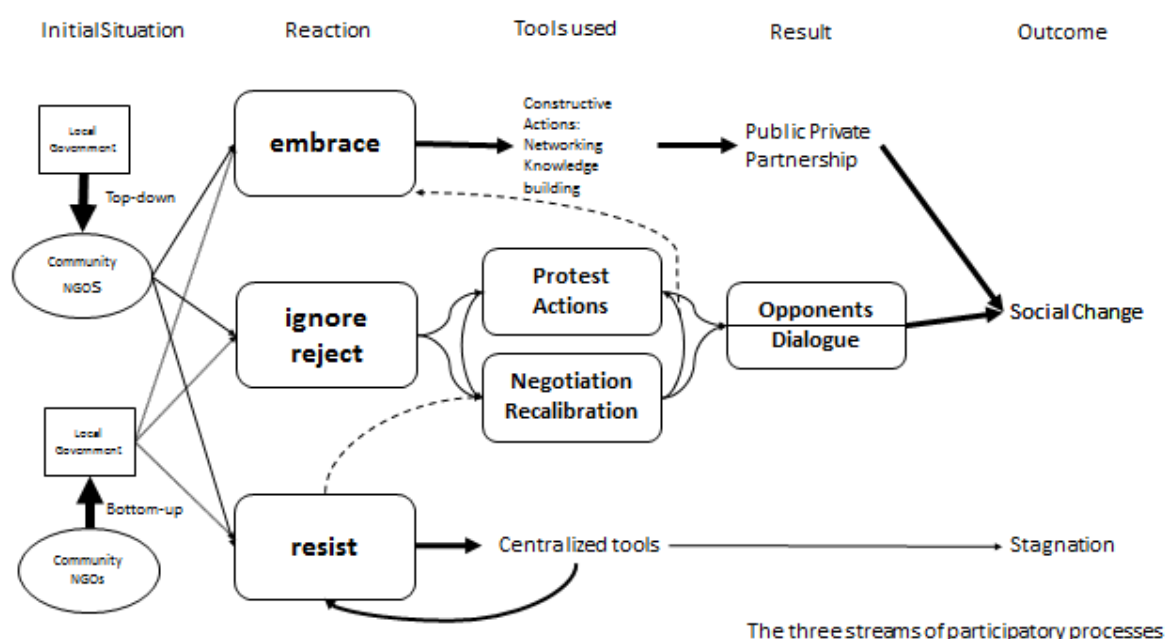
Figure 2 The three streams of participatory processes

New England House, Brighton (United Kingdom)

2ⁿᵈ scenario: If local authorities' initiatives meet the resistance of the local community, the latter can turn to tools of protest, such as demonstrations, flash mobs or petitions. As a result of such reactions, the local government can decide to adapt its initial plans to the needs of the community. In this case a positive scenario will take place. _Experience: Community House, Rónakeresztes (Hungary); Roma empowerment, Nádas (Hungary); Tale of Two Centres, Sassary (Italy); The Revitalization of Pidzamche Backyards, Lviv (Ukraine)_

3ʳᵈ scenario. If the initiative of the municipality is rejected by the local community and the authority does not show any willingness to adapt the plan to the requirements of the local community, the scenario can **turn into a traditional top-down process** as the local government abandons the dialogue with the society. The outcome in this case is the failure of community building. _Experience: An Unrealised Project, Lviv (Ukraine)_

Based on the narratives of the experiences three main types of scenarios, or participatory processes could be identified:

Tools

Tools are types of actions and mechanisms deployed by local actors in their reaction to each other's initiatives, proposals, actions and/or to the new situation triggered by internal and external events. Tools can vary according to the actor who uses them and the scenarios in which they are used. Some tools can be used by both types of

actors and in several scenarios, others are specific to the actor and the situation.

I. In the first scenario: EMBRACE, where the result is COOPERATION, PARTNERSHIP, constructive tools can be deployed by both the NGO and the LG.

Constructive tools

Local Government (LG): online platform for input from the community, public hearing, participatory planning, survey, workshops, leaflets, billboards, instawalks, popups, social media, participatory research, trainings,

NGO: participatory research and planning, workshops, networking, knowledge building, social media, surveys, trainings

II. NEGOTIATION, where the result can be either OPPOSITION or DIALOGUE, recalibration tools can be deployed.

Recalibration tools

LG: large-scale surveys, social media, facilitated meetings, case studies from other LGs, public hearings, leverage: cooperation incentives to get more support (?), local media, community events

NGO: crowdfunding, putting pressure on politicians by flashmobs, demonstrations, social and local media, leaflets, involving external expertise, demonstrations, petitions

III. RESIST or REJECT, where the result can be STAGNATION or

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DIALOGUE, protest tools can be deployed.

Protest tools

LG: media exposure, centralized decision-making without participation

NGO: crowdfunding, politicizing the issue through media exposure, flashmobs, demonstrations, petitions, legal challenging of centralized decision, involving external experts, international organisations and platforms

CONCLUSIONS FOR EURBANITIES

The above analysis contains several important conclusions for EURBANITIES project. The scenarios, turning points and tools identified will be used for the definition of the main elements of the game. The general conclusions of the experiences, regarding the main challenges for realizing successful participative processes will be integrated into the pedagogical curriculum and the trainings to be provided by the end of the project.

Participative processes are never ending stories. Unlikely development projects that have a clear frame based on the project cycle, participative processes are long lasting stories, that may contain several projects themselves. In any case, participation only exists if it is continuous and sustainable. Even in the case of a negative turning of a story (for instance the rejection of an initiative by the local municipality), there remains a possibility of the reinforcing of the community or of the

launching of new participative methods. Thus, although for the sake of simplicity and scenario building, the experiences are presented here with a clear beginning and a clear ending these stories should have (or should have had) further turning points and phases.

There are only some specific cases when the stories end suddenly, with no possible way of follow-up. These cases might be considered as real negative ones, where participation probably was not based on the effective need of the local community. In these cases, any external or internal problem (lack of financial resources, political tensions etc.) may blow up the whole process of participation.

As mentioned before, the above described types of participative processes and the scenarios of participation are the results of an exercise of simplification. They allow us to draw some overall conclusions about elements that are present in every process, including the identification of the main dangers, challenges participative processes have to tackle, and the main tools the stakeholders can use in their practices. In spite of common features, **each story is different, unique and unreproducible.** Each story is the fruit of many efforts, reflection and work on behalf of people who are active on the ground and who are the real experts of their own cases. Any time we want to draw generalities of participative processes, we should keep in mind that it is not possible to speak about participation without a permanent feedback from the ground. The following 20 experiences should also be read through this optic: as individual stories, reflecting very different local

situations, stakeholders with different backgrounds and results that give them various perspectives.

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Chapter 2

Citizens initiatives towards social change - Bottom-Up Proactive experiences

Social Housing Reconstruction Camp

The renovation of social housing units by the tenants.

Katalin Fehér, Judit Keller, Tünde Virág

THE INITIAL PROBLEM AND CONTEXT

Nagykanizsa is a mid-sized town with less than 50 000 inhabitants, situated close to the Western border of Hungary. It began to prosper as an industrial city at the turn of the 19th and the 20th centuries with many factories and with the oil industry. The city was also a significant military and railway centre, but declined with the economic transition. The factories closed, some of them after a century of operation. The former factory workers were mostly left without jobs or had to find employment in the lower segments of the labour market. However, the settlement is in a relatively advantageous economic position due to its geographic position and the economic developments.

At the time of the first social housing reconstruction camp (2010), there were two segregated areas in Nagykanizsa for low-status Roma and non-Roma residents. Citromsziget was a former great military barrack embedded in the urban fabric. It functioned as a social housing estate and provided services for homeless people. It consisted of 100 substandard flats (they have a water supply, but no private bathroom), providing homes to more than 400 people.

The other segregated neighbourhood is Ligetváros, situated at the southern edge of the town, separated from the central areas by an industrial zone (railway buildings and areas, smaller industrial units and warehouses). This area was mainly built in 1916 as a military hospital and later provided temporary shelter for residents migrating from the territories Hungary lost after WW 1. The colony of 110 houses began to function as a housing complex after World War 2, providing

homes for residents of a lower status and later workers of the railway company. After the fall of communism, it remained the main social housing estate of Nagykanizsa besides Citromsziget. In 2001, the colony with a suburban-atmosphere was also completed with 46 newly-built, lightweight social housing units, providing homes for around 400 people.

The political and social context

In Hungary, following the economic transition, the privatization of the housing stock became a dominant strategy for local governments. Nowadays the rate of home ownership is high and only 3% of the housing stock is offered as social housing to be rented below market prices. Besides the shortage of affordable housing, the poor physical condition of social housing also causes a major problem. The most vulnerable social groups (unemployed, unskilled workers, low-income groups, large families, the disabled, the Roma, etc.) were the worst affected, they were those who could not afford to buy their homes from the municipality in the privatization process, even if the prices at that time were not so high. In many cases, these tenements are substandard and run down. The utility costs (and especially the heating) were also relatively higher for these tenants, because of the outdated and run-down technical conditions of the housing estates. Therefore, people living in social housing units are often unable to pay the costs of housing and utilities regularly and so they accumulate rent and utility arrears.

It is especially difficult for such tenants to climb out from the debt spiral. Eviction is a constant threat –tenancy agreements are terminated or not renewed after a couple of months of rent arrears. The underfinanced local governments who are the owners of the social housing units are interested to minimize the maintenance costs of their social housing stock and thus get rid of their tenements in bad condition and of the tenants who are unable to cope with the high costs of housing. Only a very few new units are built, depending on the availability of EU tenders. The willingness to renovate them is very low – the substandard units are subtracted from the stock of social housing in most cases. This situation indicates that a comprehensive national housing strategy is needed to reconcile the financial interests of local governments and the social aspects towards low-income groups and to solve the deep-lying problems of the housing crisis in Hungary.

The initial problem

In 2009, the local government decided to deal with the long-standing set of problems in Citromsziget by emptying the housing complex. During this process, they decided to provide new housing only for those without rent arrears and with existing tenancy agreements (who met their legal obligations). They began to evict the vulnerable tenants without rental agreements and with rent arrears. At the same time, some of the former tenants of Citromsziget moved to Ligetváros, the other segregated neighbourhood of the city in a slightly higher social status. This drew the attention to the threat of further degradation of this area and the reproduction of the former social problems in a new location.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

The local government of Nagykanizsa

They decided to eliminate Citromsziget by emptying the whole building complex and changing its functions on the long-term. They took a strong stand against the tenants with rent arrears and decided to solve their financial and other problems regarding the management of their social housing stock. A rigorous procedure was enforced to improve the poor payment practices.

A group of volunteer students (later Social Reconstruction Camp Association)

In 2009, an informal group was formed within the frame of the College for Advanced Studies in Social Theory at the Corvinus University of Budapest. University students coming from different fields of social sciences were in contact with the "People from the Street", a former network of activists working against evictions and homelessness. They had known a particular eviction case from Nagykanizsa (Cirtomsziget) and travelled there to gather further information. This experience led the rather theory-based group to work on a concept that could help the people threatened by eviction and to carry out a program based on this concept in Nagykanizsa.

The tenants of the social housing units

The residents of the social housing units are usually struggling to make ends meet. Many have a limited relationship with the labour market, but most of them are working in the black or grey market segments, for a low income with very uncertain conditions. Tenants are strongly interested in keeping their tenancy and to reduce and pay their rent arrears to secure their long-term housing. In many cases, they are not informed about the administrative possibilities they can apply for e.g. debt management services. Some of them are cooperating with the local Family Care Services, but some are completely left alone with their problems.

THE STORY

Phase 1: Initiating a new model of refurbishing social housing units

The initial visit of the informal volunteer group in Nagykanizsa town was followed by consultations with the local government about a development program in the Citromsziget area. The group of volunteer students proposed that the indebted tenants should refurbish their tenements. The increase in the value of the buildings brought about by the renovations was to be credited to the tenants, reducing their rent arrears. The project would be carried out with the cooperation of volunteers and local tenants, financed by sources identified by the volunteers. The local government was hesitant about the program, but later decided to approve it if the volunteers could obtain the financial

resources for such a large-scale program. However, they did not agree to conduct the project in the original place of the eviction case that brought the concept into existence (Cirtomsziget), but proposed to implement it in the other low-status neighbourhood of Ligetváros.

It was partly because they insisted on their original objective to empty the building of Citromsziget, but they were open to renovate the houses of Ligetváros and upgrade this neighbourhood on the long term. In fact, the program also matched the physical conditions of the one-storied old buildings of Ligetváros better.

In parallel with the negotiations with the local government, the volunteers also started to contact the tenants in Ligetváros to explore their attitude towards such a program. After getting a positive feedback from several families, the organizers were convinced that at least some of the tenants would cooperate after providing more suitable information and after making efforts for their involvement.

After gaining the difficult approval of the local government, the group of volunteers started to prepare the project in Ligetváros: besides looking for appropriate calls for proposal, applying for grants' and writing applications, they also started to enlarge their capacity of human resources: law and architecture students joined and started to work on the practical side of the future renovation. The group also won the support of Habitat for Humanity Hungary (an international NGO working to improve poor housing conditions, with a background of construction experience) in the technical design and management.

Turning point 1

After a far-reaching preparation and negotiation phase, the organizers waited for the outcome of their tenders. Finally, they won the support of the Norway Grants to cover the cost of the renovation.

Phase 2- The first social housing reconstruction camp in Nagykanizsa

The success of the application came as a surprise for everybody. New rounds of negotiations started with the local government and the property management company about the details of the reconstruction.

At the same time, the organizers frequently travelled to Ligetváros to get a better knowledge of local residents and inform the people with rent arrears about the opportunity and its conditions. Regular visits to the families strengthened the personal relations that the project could rely on later. Several people could become leaders among the locals and their support motivated other more sceptical tenants to join the program.

Renovations of the first two houses started in April 2010. In the first phase, two buildings were renovated with 4 flats each. During the four weeks of the construction work, 37 local residents and numerous volunteers participated: 70 volunteers organized by the volunteer groups, from which 40 were involved from Habitat for Humanity. In August, during the second phase, the group renovated another building with 4 flats with the participation of 25 residents.

The Norway Grant only covered the costs of the renovation; the organizers were working as volunteers. Other resources were also needed as unexpected costs appeared. Based on the network of the organizers, individual donations came to complement the grant and hard efforts were also made to get sponsorship from several construction and other companies. The program was a great success regarding the reduction of a significant amount of rent arrears. 5600 forints[2] were written-off from the residents' rent arrears for a day's work. Thus, during the whole construction, arrears were reduced by 1.6 million forints (more than 5000 EUR). This was a relatively high amount considering that the Norway Grant provided 11 000 EUR. Besides its effect on the direct reduction of rent arrears, the program also proposed sustainability: most of the reconstruction works focused on improving insulation – thus the almost 100 years old, energetically inefficient buildings were transformed into nice and efficient buildings.

The success of the concept was also indicated by the cooperation of the local tenants and volunteers, who worked together and got to know each other very well. The program hosted volunteers from abroad, which meant a great experience for the locals.

The project reached the attention of the media and it was documented by several articles and TV spots.

Turning point 2

After the reconstruction camp completed the works, the project got many positive feedbacks as an innovative bottom-up project with a real impact. The concept won the Sozial Marie grand prize in 2011 (by the Unruhe Private Foundations), which awarded socially innovative projects in Central Europe since 2005.

This success motivated the informal group of organizers to institutionalize their activity and carry out other projects. The Social Reconstruction Camp Association was founded in 2011. Their activity aimed to fight housing poverty paying special attention to the deteriorating social housing sector. They also conducted smaller programs at other locations.

Phase 3 Second housing reconstruction camp in Nagykanizsa

In May 2012, the newly founded Association returned to Ligetváros. The application for funding supported a new project with a similar concept, but with a more professional background and more complexity. This time, the Association hired a full-time employee to organize the program – her work was still supported by a group of volunteers (members of the association). The program was integrating smaller side projects related to energy efficiency or to household economics (people could hear about small tactics to reduce everyday costs). A playday for children and several community events

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[2] Approximately the daily wage of an unskilled worker.

(e.g. campfire) were organized as well and a more extended monitoring was introduced.

The approach of the local government changed a lot this time, they became very cooperative and quickly sided with a new round of renovation. The association also succeeded to get more financial commitment from the asset management company (owned by the local government) – they invested into the renovation of the social housing units. With this, the Association achieved their general objective to change the attitude and practice of local governments in a cooperative way.

The reconstruction was also preceded by a phase of informing and involving the local tenants. It was easier this time because of the embeddedness of volunteers. They could also involve the same households again (besides others), indicating that even though the one-time opportunity of the 2010 camp helped many people, the structural problems of employment and other issues still hindered the long-term elimination of indebtedness. During the construction, a building with 9 flats was renovated with the participation of 31 local residents. Having carried out a successful campaign for donations (Donate only a square meter of insulation!), the association could insulate the roofs of other three buildings' during the reconstruction camp.

CONCLUSIONS

The social housing reconstruction camp, as a bottom-up initiative aimed at providing an opportunity to tenants struggling with a debt spiral and to change the policy and practice of social housing management. The project proposed a sustainable solution intervening into a structurally burdened social problem of housing and energy. It was very successful in the short run, combining different aspects of improving the life of low-status people living in a segregated neighbourhood and contributed to the renewal of a decaying neighbourhood. It opened the place, focused the attention of the local government as well as the general population on the problems of the residents.

The project made the issue of social housing visible and important through the media campaign and the involvement of many volunteers.

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Hongrie: Rénover son longement pour payer son loyer (Rtbf.be)

EURBANITIES

Let's Give A Hand

Ecological regeneration of a public square in Sassari

Maria Grazia Pirina, Roberto Solinas

Via Daniel Bovet, 07100 Sassari SS, Italien — Largo Budapest, Via Mosca, Via Washington, Via Rockefeller, Piazza Rockefeller, Piazza Bovet, Via Parigi, Via Vienna — Imagery ©2017, CNES / Airbus, DigitalGlobe
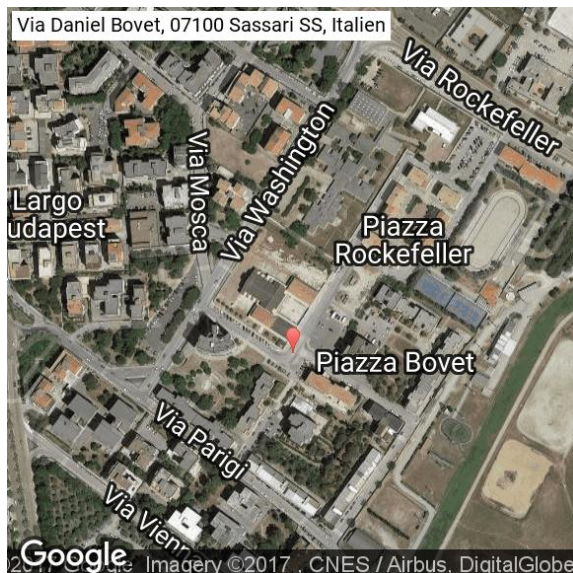
THE INITIAL PROBLEM AND CONTEXT

Piazza Bovet is a public square in the historical centre of Sassari (Sardinia) with a population composed by long term residents, first and second generation immigrants. The square is in an area traditionally characterized by rampant unemployment, lack of quality public services, petty criminality (related to young people) and early school leaving. Social and economic marginalization is reflected and amplified by a general decay of green areas and infrastructure, drug addiction and a general lack of public policies in respect of social care and the maintenance of public spaces.

The stakeholders and their initial position

The Public Stakeholders

The *Municipality of Sassari*: owner of the green public area, without any particular policy for the maintenance of the place.

The Stakeholders from Civil Society: Local citizens have given up using the place as a public area of gathering due to decay and insecurity.

Local youth: groups of young people who are used to gather in the square to chat, play etc., but do not seem to be interested in or bothered by degradation, infrastructural as well as visual decay.

The local associations and NGOs-working in different fields as education, cultural, youth support etc. The requalification of the area is not included in their priorities and they have not proved to be capable to involve local citizens in bottom-up social initiatives to reclaim public spaces.

THE STORY

Phase 1: An Unsuccessful Competition in the City for Waste Collection

In Spring 2014, the Municipality of Sassari organized a public training course for local volunteers to support the municipal waste-collection service. The course focused mainly on differentiated waste collection.

The course did not live up to the expectations: the involvement of citizens was lower than expected, the proposed actions were ineffective, thus the potential impact of the initiative to act against urban decay remained low. There was a wide dissatisfaction among the participants of the training.

1st Turning Point: Eco-Citizens in Action

In October 2014, five activists who had participated in the course decided to launch a bottom up initiative for the regeneration of urban spaces, called ***Eco-Cittadini (Eco-Citizens)***. The movement's main objective was to raise citizens' awareness to the need of taking responsibility for the maintenance of degraded neighbourhoods and the requalification of public spaces.

The programme of the movement is stimulating, planning and directing citizens' actions for cleaning, renovating and requalifying public spaces in a "green" perspective.

Phase 2: Testing Eco-Citizens: Cleaning-Up Piazza Bovet

The newly established Eco-Cittadini decided to test its inspiring principles and methods through an action at Piazza Bovet. The authorization of the municipality was granted for managing the maintenance and requalification of Piazza Bovet.

Furthermore, a massive campaign of communication (Social Media, local newspapers) was launched to attract

interest and participation of locals along with Eco-Cittadini's staff of volunteers.

The main challenges of the project were to attract a growing support on behalf of the public authorities, to increase the resident's participation and ensure the sustainability of the action.

Eco-Cittadini's programme of the cleaning and requalification of Piazza Bovet was supported by a wide participation of local residents. Eco-Cittadini's volunteers, in cooperation with local citizens were cleaning the square through selected garbage collection, the renovation of local infrastructure (painting public benches, changing trash-cans, removing graffiti) and the embellishing of the area through planting flowers and plants. In a few weeks, the area changed beyond any recognition: there was no waste littering the ground and the graffiti which defaced the walls had been removed; plants and flowers embellished the square. Eco-Cittadini's plantation efforts managed by all means to turn a degraded square into an attractive "Green Area". Eco-Cittadini's initiative in Piazza Bovet became a widely known, cited and appreciated best-practice in the field of citizens' action throughout the whole island of Sardinia.

The position of stakeholders in the programme

The Municipality: the programme was developed with no substantial contribution from the Municipality. At the same time, the Municipality used Eco-Cittadini's actions as a source of positive return in terms of publicity and visibility. Other public authorities provided more effective

support: for instance, the State Forestry Corps supplied plants for the garden established by Eco-Cittadini in the square.

Local citizens participated in high numbers in the cleaning and requalification initiative. They were enthusiastic of being able to make use of the public square for their children and for themselves in safety and acceptable urban conditions.

The local youth did not seem to be interested in the action. Only a few young people participated in the programme. *The local NGOs* supported Eco-Cittadini's initiative by providing publicity and visibility, implementing joint activities with the associations, for instance, by inviting key responsible persons of Eco-Cittadini to their premises for delivering presentations and implementing awareness raising workshops on urban, environmental and recycling issues.

2nd Turning Point: The Garden is Given Back to the Municipality

As a formally agreed conclusion of Eco-Cittadini's requalification programme in Piazza Bovet, the square was returned to municipal management. The conditions of the square at the time of this change were optimal: citizens put in place an efficient system of selective waste collection, the garden areas were flourishing, the public infrastructure was renewed and refurbished.

Phase 3: A Garden with No Gardeners

After a few weeks of municipal management, all kinds of waste littered

the public space again, the public infrastructure turned back into decay and the green areas turned into complete disarray. Socio-economic degradation and unsafety were back to their previous level. Eco-Cittadini accused the Municipality of having spoiled the entire effort undertaken by citizens and volunteers due to incompetence, mismanagement, lack of care and commitment. In particular, because the Municipality had referred the maintenance of Piazza Bovet to the category of "urban" spaces instead of "green areas", many of the flowers and plants planted by volunteers were simply uprooted by the cleaning service.

The position/approach of the stakeholders in the new situation

The Municipality rejected all allegations put forward by Eco-Cittadini and the local citizens' groups, claiming that the place had been subjected to regular care and maintenance. The municipal service performed regular rounds of waste collection, infrastructures and public spaces were regularly cleaned and maintained. They said that the degraded socio-economic context should be blamed for the condition of disrepair of the square.

The local citizens experienced and suffered from the renewed social and urban decay of the area, many them abandoned the use of the square as a place of meeting and leisure for their children. Citizens continued to praise the work of Eco-Cittadini and squarely put the blame of the present condition on the municipality.

The local youth did not show any interest or support during the cleaning programme, nor did they seem to be interested or concerned by condition of the square returning to decay.

The local associations continued to consider the work of Eco-Cittadini as a milestone in the citizens' action and management of public urban areas. Representatives of the association were constantly invited to deliver speeches, presentations and activities. They joined Eco-Cittadini in blaming the Municipality for degenerating urban conditions in Piazza Bovet.

Towards a 3rd Turning Point: a Proposal for the Creation of a Synergic Garden

In 2016, Eco-Cittadini engaged itself in a dialogue with the Municipality for achieving a change of policy to stop negative management practices in Piazza Bovet. The Municipality declared to be open to make concessions over many of the points raised by the association and recognized the worsening state of maintenance in the area.

A proposal for the green development of Piazza Bovet in a sustainable perspective was presented to the Municipality by Eco-Cittadini and it was submitted to discussion. The proposal entails the transformation of the green areas in the square into a "Synergic Garden". Synergic gardening is a system of organic gardening. The system is strongly influenced by permaculture. After establishing the garden, there is no further digging, ploughing or tilling and no use of external inputs such as manure and other fertilizers or pesticides. Soil health is maintained by the selection of plants, mulching and recycling the plant residues.

The success (albeit short-term) of the initiative in Piazza Bovet has provided visibility and impulse to Eco-Cittadini's activities. The association became a well-established third-sector entity conducting initiatives in the fields of urban requalification, waste recycling and environmental education across the entire urban circuit of Sassari. Eco-Cittadini's initiatives brought about the large-scale participation of local associations and residents partly by providing them a legal entity with opportunities of recruiting. Up to 2016, Eco-Cittadini's core staff of volunteers has grown to 15 units from the initial 5. The association also began to disseminate the approach and methodologies of the Piazza Bovet experience in other disadvantaged neighbourhoods of Sassari. Eco-Cittadini has been participating at the public call for tender for the management of the municipal public garden in Latte Dolce, although it failed to submit a formal proposal.

CONCLUSIONS

The experience has very important positive outcomes, as follows:

- Strengthening of the civil sector: Eco-Cittadini has consolidated itself, its approach and methodologies in a great part due to its involvement in Piazza Bovet. It has grown stronger and implemented more actions with a

considerable support by the citizens.

- Acknowledgement of the problem by the authorities: The Municipality recognized, at least partially, the failure of standard, one-size-fits-all policies and procedures in addressing the challenge of urban requalification and development in disadvantaged contexts.

- Increased social dialogue: Eco-Cittadini and local citizen groups managed to establish a public-private dialogue with the Municipality to adjust urban policies to a more participatory approach.

Nevertheless, a potential policy-framework of participatory urban management is still in the early stages of the realization. Although the Municipality is obviously willing to take Eco-Cittadini's insights into consideration, it has not yet come up with any intention to change its policies.

The experience clearly shows the potentials of public participation in local development. Once provided with a meaningful framework of participation, citizens are willing to participate in seeking a solution for the problems faced by the community.

In the same time, it is also clear that a one-off social action aimed at removing the tangible effects of comprehensive socioeconomic issues (i.e. urban decay as one of the consequences of socioeconomic deprivation and/or degradation as in the case of drug addiction) is in and by itself not capable of producing any sustainable change if not accompanied by a constant

synergy between bottom-up participation and top-down responsiveness.

DIY Tikkutehdas Skatepark in Tampere, Finland

Timo Hämäläinen

THE INITIAL PROBLEM AND CONTEXT
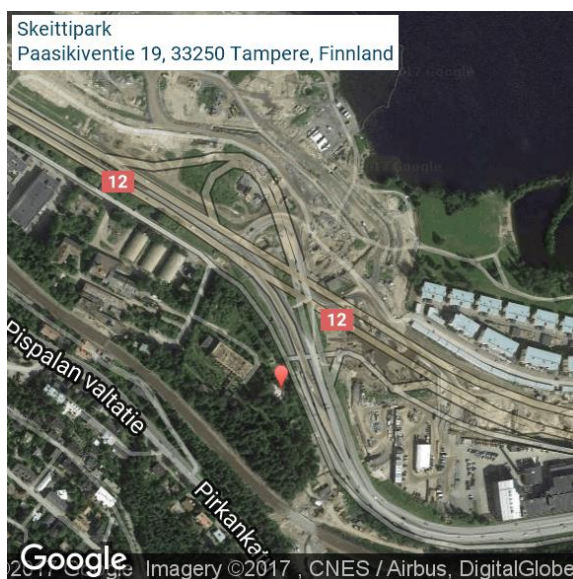
This is a story of how active skateboarders managed to transform skatepark planning in Tampere, Finland. Skateboarding is a youth sport which quickly found its way to Finland in the 1970s after its emergence in the U.S. The sport has particularly gained popularity in Finland since the late 1980s and the third generation of skateboarders were roaming the streets in the early 2000s.

Following these developments, the city of Tampere has gradually developed their skateboarding infrastructure. But since this sport doesn't have a strong international or local association (The

Finnish Skateboarding Association was founded in 2003), the official lobby for developing skateboarding conditions has been marginal. Consequently, the local skateboarding infrastructure often tends to be scarce, too general and poorly laid out since the city officials have no expertise or guidance in building skateparks. Furthermore, the local skateboarding scene is rather fragmented.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

The main characters are an active group of skateboarders in their 20s, representing the civil society. They want better skateboarding facilities, but have no power, resources or allies to pursue their cause.

City officials, representing the recreational and sports facilities implementation work of the city of Tampere. Their position towards recognizing skateboarding as an area that requires public services and building skateboarding facilities is rather indifferent. Other projects are prioritized.

Politicians have the power to re-allocate resources and change priorities, but

similarly to the city officials, they neglect the topic.

The wider skateboarding community and local businesses both have resources (helping hands or financial/material assets). But the skateboarding scene is rather fragmented due to the lack of an available organization and infrastructure. Due to the marginality of this sport, it has not become a popular area of sponsorship for local businesses.

The landowner, who owns the site of an obsolete factory a little bit outside central Tampere. The owner is waiting for an appropriate time to develop the land.

Photo 1 The Tikkutehdas industrial area. Photo: Mikko J. Putkonen.

THE STORY

Phase 1: Too few skateparks and inspiration from abroad

At the beginning of the 21ˢᵗ century, it became clear that the city of Tampere lacked proper facilities to satisfy the growing demand of an increasingly popular sport. The local skateboarding community at large makes constant pleas for improvement to city officials. At the same time, some members of the skateboarding community learn about do-it-yourself

(DIY) skateparks around Europe during their travels and studies. Particularly neighbouring Sweden has a more advanced skateboarding culture and its influence starts flowing to Finland and Tampere. The increasing presence of social media also makes it easier to spread ideas. For instance, Swede Pontus Alv's movie on building DIY skateparks has inspired skateboarders globally.

Turning point 1

In 2008, it seems that the skateboarders' demands for building more skateparks are finally heard. The city officials reveal a big and expensive skatepark development proposal. However, nothing is eventually done to implement it. The frustration grows and just asking and waiting for the city to act begins to look like a useless strategy.

Phase 2: Adopting the role of an active initiator

In 2009, the local skateboarding advocates discover Tikkutehdas, a sleepy former industrial site waiting for redevelopment. The group starts pondering about the possibility of building a skatepark by themselves.

The next summer in 2010, the group decides to proceed with their DIY idea. The construction begins and the skateboarders try to raise funds by collecting empty bottles, contacting local companies and via fundraising events. The core group also gets help from other skateboarder groups as well as younger kids that hang out in the area.

Photo 3 The construction of the Tikkutehdas DIY skatepark. Photo: Niklas Pedersen, Pirkanmaan Kaarikoirat Ry

Shortly after the work begins, a concerned local resident contacts the landowner to let him know about the developments at his industrial site. The landowner arrives to check everything. But instead of forbidding the skateboarders to use his land, he is inspired by their project and the responsible use of the area. He gives his consent and the work can continue.

The project continues little by little in the conditions of available workforce and resources. The skateboarders continuously benefit from their network, connections and inspire local companies in their work. For example, construction companies give away leftover materials, free use of a van by a skateboarding brand and altogether 3 cubic meters of concrete were given for free by companies.

Photo 2 : The new co-created public skatepark in Tampere. Photo: Leo-setä/Flickr (CC BY-SA 2.0).

Turning point 2

In 2012, the group discovers a competition announced by a tissue paper brand, which is organised to fund a great community initiative. The group decides to take part to earn more money for their project. Using social media, they engage fellow skateboarders to vote and win. The 5000 € prize money enables the group to finalize their skatepark in style. To be able to receive and use the prize money without too many problems, the group forms an official association around their cause.

At the same time, the discussion towards local authorities and politicians for better public skateboarding facilities continues. A petition for public skateparks is launched, with a scaled-up potential for collecting names as the local skateboarding community has by now become more unified than ever. The new association also proves to be a useful tool for talking with the public officials. The skateboarders for example are able to build a dialogue with the city's deputy mayor responsible for developing skateboarding infrastructure.

Phase 3: Institutionalization and policy turnaround

Following the competition award and the interesting nature of the initiative, the media features the group and their cause. From then on, several follow-up stories are made. The media attention and growing dissatisfaction towards the city's skateboarding policies push high-profile politicians to react. A complete policy turnaround follows, led by the deputy mayor.

Several hundred thousand Euros are provided to support public skatepark development. At this time, the skateboarders estimated that their DIY skatepark has cost 20 000 € worth of material resources.

In 2013, big development plans re-emerge on the city officials' planning tables. To walk the talk, the city launched a project to build a 1 200 sq. metre skatepark called Iso-Vilunen.

Turning point 3

Following the success of the activists' DIY skatepark and the city's experience of struggling with facility development, the city realizes that they understand nothing about good skatepark design. A partnership between the local authority and the citizens unfolds. The city hires a skater consultant and invites the local skateboarders to share their expertise in advising the city in the design and implementation of Iso-Vilunen.

Phase 4: A maturing partnership

The collaboration shapes a new kind of trust between the skateboarders and the city officials. For example, in 2015, the activists spot large useless roadside stones and ask if the city could place them in the city centre to attract skaters to an

underperforming plaza. The city did. The skateboarders and the city also organize a big skateboarding event, Manserama, together in Iso-Vilunen. By the end of 2015, the park has become known as the best skate park in Finland.

CONCLUSIONS

The events of the story have led to a stronger cooperation between the skateboarder activists and the city officials. The skateboarders are now involved in several park development projects. And there is an emerging discussion about providing a long-term public youth service by them to conquer a new area of cooperation.

The story shows how a new generation of proactive and resourceful young citizens can stand up to shake the system from within, not only by complaining about the status quo, but by actively proposing or even creating something better. Rather than waiting for local municipalities to improve their neighbourhoods, people are increasingly starting initiatives on their own and thus shaping the way cities are being developed - from the bottom up.

The big question is how government organizations can support socially constructive activism, so that the actions of citizens and the administration contribute synergically to the development of great cities.

CanBDone (aDaSie) project

Reactivating the Kliny neighborhood in Krakow

Agnieszka Świgost, Agnieszka Mucha

INTRODUCTION WHAT IS CanBDone?

DaSie (CanBDone in English) is a social, non-profit initiative which brings together inhabitants of Cracow to create friendly local communities. The group's name is related to the frequently repeated statement which can be heard in Polish offices: "Nie da się" meaning "Cannot be done". CanBDone is an informal group that enables volunteers to co-create community and improve city life.

CanBDone has been operating since October 2013 and still gathers new supporters. Currently, more than 1,150 people have joined the Facebook group which is 1,5‰ of Krakow's inhabitants. Most of them are young people aged 25 to 35. The functioning of the group is based on volunteerism and cooperation. It is important that the implemented measures are associated with a small financial investment. CanBDone is both, a place for discussion and an opportunity to diagnose social problems, share ideas and develop creative solutions. Despite the informal nature of the group, all activities are preceded by a thorough analysis of the problem and investigation whether

adequate offices have already started to handle the matter. What is more, CanBDone brings ordinary citizens together to help them solve urban problems.

The criticism towards the institutions that fail to complete their tasks and the lack of any political character of the group are among features that distinguish CanBDone from other social movements. The main idea behind this initiative is to focus on solving problems of the city instead of trying to identify the people who caused them. Agata Bloswick, one of the idea originators, said: *„The whole idea is that each and every inhabitant of Krakow can join CanBDone and invent and perform an action in his or her neighbourhood, do something positive for the city or implement an idea seen on a trip to another country."*

THE INITIAL PROBLEM AND CONTEXT

Pizzeria Kliny
Zawiszy 10, 30-440 Kraków, Polen
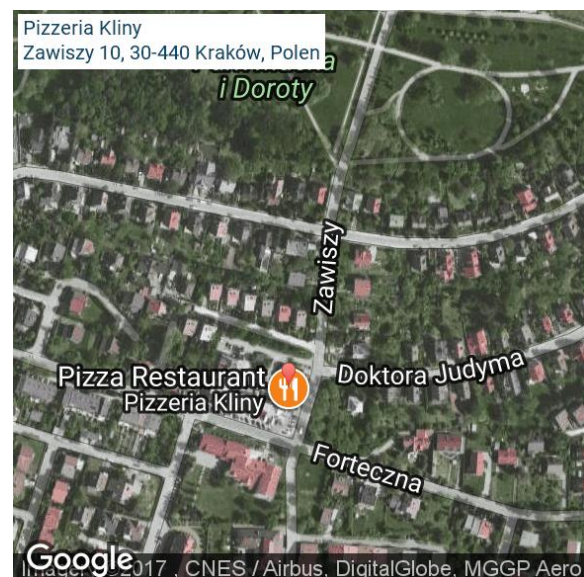
One of Krakow's housing estates called Kliny is characterised by big social differences between residents. The area is directly adjacent to Swoszowice spa and another developing residential area. The social differences are quite visible due to the presence of council flats and many senior or low-income residents. A part of the estate which is inhabited by less affluent residents is characterised by insecurity, a weak sense of belonging to a community and numerous acts of vandalism. Residents complain about groups of hooligans who vandalise public places - paint walls, devastate benches and playgrounds. Moreover, it was commonly known that the attitude of the residents of the area was reluctant or passive.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

Public: representatives of the local authority

Private: shop owners

NGOs and others: volunteers - the initiators of the project and the founders of CanBDone, Kliny estate residents

Among those who were involved in the action, the most important were volunteers - the initiators of the project and the founders of CanBDone. The main objective of volunteers was to show the residents that it was possible to change the city. Over time, the project was joined by residents, shop owners and representatives of the local authorities. It was noteworthy that almost all the shop owners were also residents. For them,

there was a double objective –repainting the walls of the shopping complex on the one hand and do something for the local community on the other hand.

THE STORY

Phase 1: The choice of the first activity for community building

The project implemented on Kliny estate had several stages which were carried out between November 2013 and June 2015.

"Daubs repainting - CanBDone" project had been preceded by a confrontation with the local authorities and municipal guards. The action involved organising a picnic and mobilising the residents to repaint the walls. Because of the ambiguous ownership of the buildings, local officials could not (and did not want to) be involved in the project. The idea of the picnic was abandoned to focus on repainting the pavilion of the neighbourhood. CanBDone volunteers went from shop to shop and asked for permission to repaint the vulgar graffiti. The dominant reaction to the idea was reluctance. Shop owners did not believe in the long-term effect and shifted the responsibility for the aesthetics of the area to the local authorities. Initially, the activities had not been welcomed by both residents and shop owners. Over time, several bystanders were involved in the work - mostly by offering paint and painting equipment.

1st turning Point: painting the walls

In February 2014, one of the walls of the pavilion was decorated with a mural made

free of charge by a Belgian graphic artist. The whole process of change was initiated by the volunteers. This attempt to animate the residents worked as a snowball - more and more people became involved in the project.

Photo 5 Before and after – repainting the pavilion (www.facebook.com/adasie.org; access: 07.2016)

Phase 2: Extending the community

Thanks to the success of the first action, the residents of the two blocks near the pavilion contacted the volunteers and initiated the repainting of the walls next to their blocks. The main problem the residents faced was the lack of a sense of community - the neighbours did not know each other. CanBDone organised a family picnic to keep up the momentum caused by the painting action. Despite the unfavourable weather conditions – the rain melted the snow – the meeting was attended by a few dozen inhabitants. Not only a discussion concerning community problems and the possible solutions took place, but also activities for children such as the most beautiful snowman competition. While the children were busy creating cardboard snowmen, their

parents had time to talk openly and drink a cup of hot tea together. It was considered as a success and residents realised that the problems they faced were also shared with their neighbours. As a main result of the picnic, a decision was made to implement a new action: to repaint another wall of the pavilion.

Photo 4 Painting in progress (www.facebook.com/adasie.org; access: 07.2016

2nd Turning point: A sudden support from the Municipality

The participants of the project began to collect the necessary materials when, to everyone's surprise, the local authority decided to help. It was easier to buy the necessary equipment with the financial support. Earlier, the local authorities had

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had no intention to cooperate with the volunteers; that is why no one expected them to help.

Phase 3: Strengthening the community through a new successful action

The beautiful weather attracted several families who joined CanBDone volunteers in the process of renovating the vandalised wall and after that, the painting of a mural. The mural was designed together with the residents. It refers to a famous resident of the estate - Stanislaw Lem, the author of science-fiction books. Work on the mural was divided due to difficulty. Easier spots were designated for less experienced painters, while those requiring greater precision were done by specialists. Participants from different age groups were involved in the work. <u>During the work, children participated in art classes referring to the work of Stanislaw Lem.</u>

Photo 6 February picnic – snowmen were done! (www.facebook.com/adasie.org; access: 07.2016)

Because of this positive action, the sense of community was reinforced and allowed more actions on the estate.

CONCLUSIONS

Initially, as far as the residents were concerned, the voluntary initiative was pointless – tilting at windmills. The residents made many unsuccessful attempts to engage local authorities in removing and preventing further acts of vandalism. The residents decided to adopt a passive attitude due to the frequent refusals and failed attempts. The slow change in their demeanour was influenced by the stubbornness of the volunteers. After the success of the first action, a joint effort on a mural (both the decision about its appearance and the subsequent realisation) and small following actions contributed to the improvement of neighbourhood relations and gave the people faith that they can influence their immediate surroundings.

The walls of buildings renovated by the residents and volunteers have not been covered by new graffiti (until March 2016). This success created the sense of belonging to the community

Moreover, the inhabitants who participated in the family picnic began to take an active part in other CanBDone campaigns and even initiated their own actions, for example they planted flowers in old and neglected flower pots and abandoned squares, cleaned the estate or try to remove illegal advertising from posts, lanterns and signs.

The activities of CanBDone, especially the described project, prove that it is possible to change the immediate neighbourhood even without huge financial assets. The involvement of Krakow residents shows

that there is a group of people who want to participate in the formation of the civil society, hoping for a better functioning of the city. The failure of the participatory process is often associated with the lack of sense of responsibility and belonging to a community. A well-made diagnosis and a strong commitment to the relation building between residents is a key to success in urban activities.

Photo 7 New look - block of flat on Kliny estate (www.facebook.com/adasie.org; access: 07.2016

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R-Urban In Colombes

A laboratory for urbanism

Irina Rotaru

THE CONTEXT AND THE INITIAL SITUATION
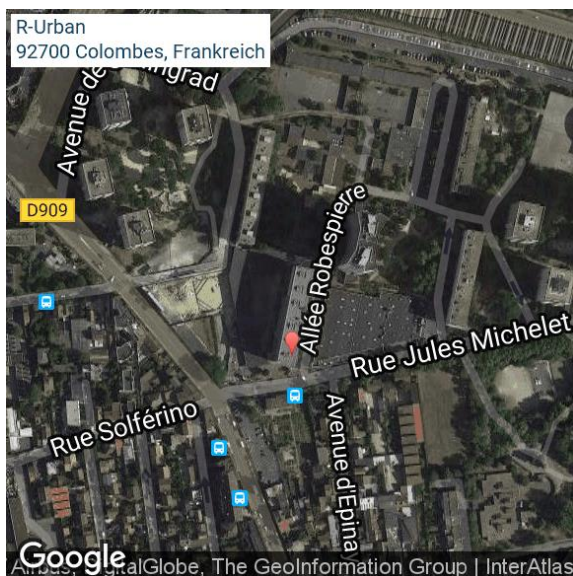
R-Urban is an experience on two plots (one of about 3000 m² and a second one of around 300 m²) in a residential neighbourhood in Colombes of 80,000 inhabitants in the north-western suburbs of Paris, Ile de France.

R-Urban is a bottom-up initiative aiming to empower people, encouraging self-sufficiency and the emergence of alternative models of living, producing and consuming between the urban and the rural areas. The core idea is to promote sustainability (considered by the initiators as an urban right) by creating local collaborative flows and circuits so that to

'produce what we consume and consume what we produce' as philosopher Andre Gorz says (cited by R-Urban's initiators). In order to obtain this, the project proposes a flexible network based on some prototype production units (built according to the eco-architecture principles – wooden constructions using recycled materials, straw insulation, green roofs and walls, rain water recycle systems) with complementary urban functions bringing the emerging projects of citizens together and actively involving local people:

• *AgroCité* – an urban agriculture facility which consists of a micro-experimental farm, community gardens, educational and cultural spaces and devices for energy production, composting and rainwater recycling. The crops are distributed in the local network through the store-local shop of the agrocité.

• *RecyLab* – a recycling and green building organised around a series of equipment for the recycling of urban waste and transformation into materials for eco-construction and repair workshops

• *ECoHab* – a cooperative and ecological residential unit, consisting of several experimental units and community spaces which are partly self-built.

• <u>*AnimaLab*</u> – a domestic farm located in the Agrocité, a blend of micro-structures, like a beehive and a chicken coop.

Theory Forum:

R-Urban: Resilience through civic networks and local circuits

Doina Petrescu

THE STAKEHOLDERS AND THEIR INITIAL POSITION

<u>*AAA (Atelier d'Architecture Autogérée)*</u> – a French NGO founded in 2001 by 2 Romanian architects; researchers and urban activists – who conceived and initiated R-Urban.

The Municipality of Colombes – initially co-opted as a partner in the project (that obtained funding from the <u>European Life + Programme</u> of environmental governance), turned against it afterwards following the change of political power (Républicains), pursuing to evict the

production units of the project and replace them with a temporary parking area necessary for the 2 years of renovation of some blocks of flats nearby.

The local community in the area, where these first experimental production units were inserted – generally enjoying the new facilities and glad to discover the novel opportunities opened for them

The regional and national authorities – asked to assume the role of an arbitrator in this conflict (between the local authorities and the project's initiators)

The European Commission – the main financial supporter for the initiation and implementation of the project

The French Ministry of Ecology, Ile-de-France Regional Council, Hauts-de-Seine Department Council, ADEME (Agence de l'environnement et de la maîtrise de l'énergie – Environment and Energy Management Agency), Fondation de France and Fondation Carasso – national /regional / local financial supporters for the initiation and implementation of the project

THE STORY
Phase 1: A project supported by a large-scale collaboration

The first pilot production network was established in a derelict area of Colombes and was supposed to act as a catalyst for the development of local practices concerning recycling and ecological construction, urban agriculture and cooperative housing. Three units: Agrocité, <u>Recyclab</u> and AnimaLab exist already, a forth unit (ECoHab) should have

been realised there since 2014, but it was no longer built because of the political conflict.

The partnership for the project was started by AAA in 2009. At that time, the Municipality of Colombes agreed to host it and to contribute €240.000 over 4 years (2011-2015). More than €1.240.000 were raised by the initiator from other sources including the European Community (the EU Life+ Programme of environmental governance), the French Ministry of Ecology, the Conseil Régional Ile-de-France, the Conseil Départemental Hauts-de-Seine and the Fondation de France. In 2013, the first R-URBAN building units were completed in Colombes: Agrocité (Urban Agriculture and Environmental Pedagogy with an AnimaLab structure included) and Recyclab (Recycling, Social Economy and Eco-construction). They were built on some plots owned by the Municipality that made them temporarily available, being strongly committed throughout the Life+ contract to guarantee the dissemination and durability of the project.

Subsequently, more and more residents were co-opted, the activities were multiplied and diversified and the project developed by itself. Several hundred local users have been involved in urban farming, bee- and poultry-keeping, recycling, eco-design and organic waste processing. Several dozen people have been working on the development of the project or have initiated their own small enterprises in this context. The numerous activities currently taking place are generally guided and moderated by the residents themselves depending on their competencies and aspirations. Around 10 permanent or temporary jobs have been created through this initiative in Colombes. Besides, it allowed a reduction of 6 % of the annual CO_2 emissions of the Agrocité users, 24 tons of organic waste recycled each year, 50 tones/year water economy and 3 tons/year of organic vegetables' production.

The value of R-URBAN units has been attested through various international prizes (Zumtobel, Curry Stone, EIB Social Innovation and the European Public Space Prize). Besides, numerous visitors (professionals, urban stakeholders, students, researchers, political representatives etc.) are recurrently coming here from other cities in the region, as well as from other parts of France, Europe and other continents (Harvard GSD, MIT, UCL London, University of Sheffield, West University Sydney, Municipality of Seoul, Municipality of Montreal, MoMA New York).

1st turning point: The change of the municipality's attitude

In March 2014, after the elections, the municipal team changed and in June 2014 the new one asked Agrocité (sort of modular urban farm on 3000 m^2) to leave its location without proposing any relocation site. The Municipality claimed the need to build a temporary parking area there during the 2-year renovation of the nearby residencies. However, according to a municipality release dating from December 2014, no public works were planned in the area before 2019 or 2020.

Phase 2: Constructive proposals, search for a new collaboration

Following the numerous exchanges between R-Urban's initiators and the local authorities, the decommissioning of the project has been fixed for September 2015. Besides, Recyclab was also forced to leave by 30 September 2015, without any concrete reason. AAA argued that this action could not have a positive impact on the neighbourhood, on the contrary, after serving as a parking area for 2 years, the Agrocité's site would become derelict again, because no other project was proposed for 2018. In order to find a solution, AAA has mapped several available plots nearby for alternative parking options, allowing Agrocité to continue until its relocation, if necessary, after 2018. Since July 2015, AAA initiated 2 online petitions addressed to the Minister of Ecology, Mrs. Ségolène Royal; to the Mayor of Colombes, Mrs. Nicole Goueta; to the President of the Conseil Départemental des Hauts-de-Seine, Mr. Patrick Devedjian; and to the President of the Région Île-de-France, Mr. Jean-Paul Huchon in order to save the R-Urban pilot project in Colombes and the French version. Besides, it started to develop its network looking for support from new international partners.

2nd Turning Point: Evictions despite a growing national and international support of the project

In late August 2015, the preparation for the United Nations Climate Change Conference (COP 21) held in Paris from 30

November to 12 December 2015 was seen by AAA as a great opportunity to increase the visibility of the project and gain terrain in the dispute with the local authorities in Colombes. Several supporting articles and interventions were published in the national and international media, so that R-Urban was tolerated for some more months. Subsequently, in the spring of 2016 the municipality restarted the eviction process sending a bailiff.

Phase 3: A temporary solution and a clear fight between the civil associations and the municipality

AAA challenged the Municipality's decision in front of the Prefect of Hauts-de-Seine and a new deferment was eventually given in April 2016, so that R-Urban could keep its sites in Colombes during the summer of 2016. Due to the lobbying activity and the international network, R-Urban succeeded in preserving its initial locations. However, it is just a temporary agreement and starting from 1 March 2016, the organisers must pay 50 euro / day of penalties for having refused to dismantle their units.

In May 2016, the project obtained the European prize for Urban Public Space (between the 25 finalists selected among the 256 nominalisations), it was displayed at MoMA New York and it was also shown

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in the French Pavilion at the <u>Architecture Biennale in Venice</u> and in one of the exhibitions of the Bucharest Design Week. It was furthermore presented in several conferences, a short documentary gathering the testimonies of the residents was <u>published on vimeo</u> and another one was broadcasted by ZoomIn France TV.

In order to obtain the money necessary for pursuing the trial with the municipality, AAA opened a <u>crowdfunding campaign on the ulule platform</u> that is supposed to come to an end on 1 September 2016.

Several other towns have offered to host the project on their territory. The project's initiators were glad to acknowledge these suggestions, but claimed that they would not like to relocate everything to another town and they would rather keep this pilot structure in Colombes (even if on a different site, if needed) and develop new units where people are showing interest. They have decided to continue their actions in Colombes despite the political problems as they do not want to let down the residents there with whom they have developed and worked in the project and for whom this production network and the activities organised around it are particularly meaningful.

CONCLUSIONS

The pilot project in Colombes was also a very positive experience due to the relations created among the neighbours and to the reinforcement of the local community. The mix of collaborating people, of different origins and social backgrounds is impressive and motivating at the same time, helping things advance.

The greatest success was the powerful network created around this project that also had an important role in determining the authorities to postpone the eviction of the R-Urban units from Colombes. Besides, the defence process wisely developed by AAA brought a large notoriety to the project and many requests to reproduce it in some other cities and countries. Hence, the initiative attained its primary purpose of becoming a pilot experience, fully demonstrating its qualities and receiving numerous national and international awards.

The fact that R- Urban is officially supposed to be still in place only for some more months, the eviction threat being still present and the trial ongoing, might be regarded as a partial failure. However, the project initiators are supported by many reputed researchers and partner institutions and R-Urban has become a reference of urban resilience. The project continues to be introduced as an exemplary experience and to receive various distinctions so that it becomes more and more difficult for politicians to act against it.

Chapter 3

Local conflict resolution –
Bottom-Up Reactive experiences
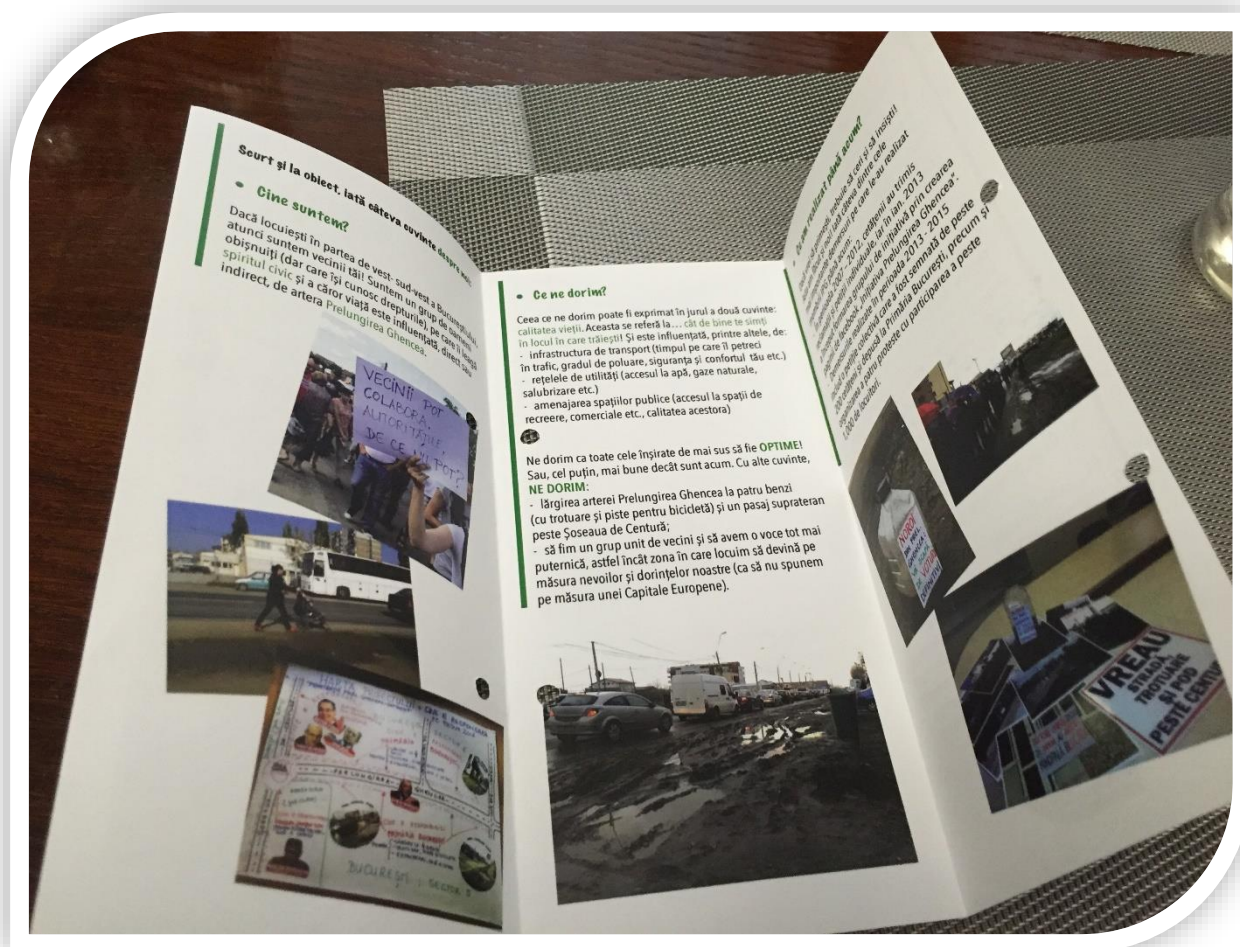
Hunyadi square in Budapest

Civil protest movement to save a square

Krisztina Keresztély

THE INITIAL PROBLEM AND CONTEXT
Hunyadi Square and the market
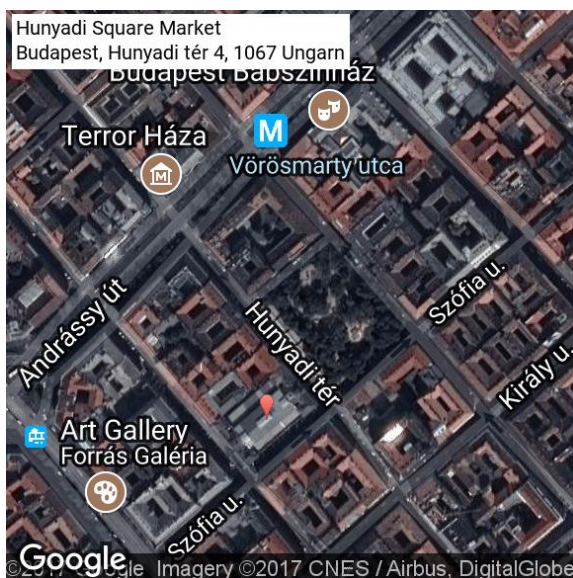
Hunyadi Square is in the city center of Budapest, it is the main green square in the densely built urban fabric of the historical residential area of Terézváros, the 6th District. The 13 000 m2 territory concerned by the project includes:

A park that was strongly run-down, in the mid-2000s, dirty and abandoned, a meeting point for drug users etc., avoided by families and residents

Photo 8 View onto the square. Photo: Krisztina Keresztely

A covered market constructed at the end of the 19th century, part of the cultural heritage of Budapest, but in need of renovation.

Photo 9 Facades in need of repair. Photo: Krisztina Keresztely

An open-air market providing fresh products by farmers during the weekends, attracting people from all around the city (the only open air market in the city center).

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Photo 10 Open-air market on the square. Photo: Krisztina Keresztely

The historical and political context

Initially a rather well-off, elegant area, located near the classical Andrássy Avenue, the neighbourhood's status gradually declined after WWII: urban planning under the communist regime gave a priority to the construction of new neighbourhoods rather than the renewal of the "bourgeois" historical districts. This historical central area of Budapest was strongly abandoned by the urban policies under the different political regimes; there was no urban renewal for places like this, where most of the buildings had been constructed at the turn of the 19th and the 20thcenturies.

After the fall of communism in 1990, the transfer of tasks and competences from the state to the local governments gave a high level of autonomy to the district governments allowing them to deal with their own real estate portfolio. This situation often generated corruption among the representatives of local authorities. This was the case of the 6th District as well, where several historical buildings were sold to private investors for low prices during the 1990s.

From the 2000s on, different protest movements arose in Budapest against local corruption and in defense of the urban heritage. At this time, these social movements were mainly dealing with the physical and environmental aspects of urban renewal and the social aspects appeared only indirectly: they were fighting against the cutting of trees, the construction of underground parking lots or the selling and transformation/demolition of historical heritage buildings.

In 2004, Hungary joined the European Union and local authorities became eligible for European funds for local development (for instance, the European regional development fund, ERDF). The main condition to apply for an ERDF funding in the frame of the Regional Operational Programs was the creation of Integrated Urban Development Strategies. These processes were partly based on an obligatory participative procedure through the involvement of local inhabitants and associations in the planning process.

The Initial Problem

In 2007, the 6th District's local government announced the start of the

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rehabilitation of Hunyadi square, through the following actions:

- Transforming the market into a 'House of Europe' and transferring the market activities to the underground level of the covered hall.

- Constructing of an underground parking lot under the square and the park

- Reconstructing of the entire park

The implementation of the project was planned to be based on a concession contract to be signed between the local government and the private investor called "Amelus". Amelus was a project company with mixed ownership, created in 2005, 25% owned by the local government and 75% by private investors. According to the concession contract, Amelus obtained the right to use and modify the park and the market for 50 years.

This announcement, which meant that the park and the market were in danger of disappearing, led to the mobilization of local inhabitants and users of the park and the market, wishing to annul the concession contract and save the square.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

The NGO sector

The story of Hunyadi Square is based on a group of local dwellers, activists and visitors of the market created in 2007, called '*The Market is Our Treasure –*

Hunyadi Square" Kincsünk a Piac – Hunyadi tér KAP HT'

Their objective was to force the local government to renovate the parks and the market by maintaining their original functions. The group wanted to develop the open-air market and to create a friendly green urban neighbourhood in Hunyadi Square. Their relationship with the other stakeholders was based on this main objective; the group had no other political or other engagements.

The 'Market is Our Treasure' group was supported by several NGOs and citizen groups since the beginning, the most active and important were as follows:

Protect the Future (Védegylet) – NGO for environmental protection, founded in 2000 is providing personal and technical assistance to KAP HT, such as: mobilizing people for protest actions, collecting signatures, giving advice, realizing calls for proposals in the name of the local civil group, launching legal procedures with the contribution of their lawyer activists.

Clean Air Action Group (Levegő Munkacsoport)– NGO for environment protection founded in 1988. Personal and expert assistance to the local civil group in environmental questions, such as quality of life, quality of air, the condition of the trees in the square, the importance of the organic food market etc.

Szindikátus Association, NGO founded in 2008, gathering the above listed NGOs and groups and others, with the objective to organize large scale technical, personal and legal assistance to any local protest

movements in Budapest fighting for "saving urban values".

Citizens' groups in the district

Andrássy 21 Group: a group of residents on Andrássy Avenue, active in protesting against the real estate privatization process of the district municipality. Direct participation in the Hunyadi square project, collecting signatures, writing official letters etc.

Nagymező Group: a group of activist and residents protesting against the project of the 6th District municipality to build an underground parking lot under one of the most fabulous green streets in another neighbourhood of the district. They extended their activities to Hunyadi Square, by providing their experience in protest actions and legal affairs.

The Public Sector

The citizens' main adversary was the 6th district local government and more specifically, the mayor who had already been accused in several corruption cases related to the district. In the beginning of the process, the mayor represented the political majority, composed by the left wing liberal parties: MSZP (Hungarian Socialist Party) and SZDSZ (Alliance of Free Democrats). Their opposition, the right-wing FIDESZ (Alliance of Young Democrats) supported all forces that were against this majority. During the period of the left-wing majority between 2002 and 2010, Fidesz was an important ally of the citizens' movement, regardless of the eventual differences between the political

orientation of the party and that of the citizens' movement

What an opponent we mean

Studio Metropolitana, the urban planning bureau of the Budapest City Council was another adversary of the citizens. The bureau functions as a research center on urban and architectural issues financed in major part by the Municipality of Budapest and in a smaller part, by EU projects and funding schemes. Although the bureau has no direct political influence on the decision-making process within the city, it should represent the city's interests. In 2008, the company was responsible for the preparation of the Integrated Urban Development strategy of the 6th District and as such, it launched the participative planning of Hunyadi Square during 2008. Contrary to their posture presented as being an intermediary position between the local governments and the citizens, while in reality they supported the district against the citizens, for instance, by supporting the plans of the underground parking space.

The Private sector

Amelus, the project company was created in 2005; its ownership was permanently changed. The private sector played a

'passive' role in the story: their interests were mostly represented by the district government (a part-owner in the project company).

Vendors at the covered and the open-air market: they are supporting or integrating into the civil group for the defence of the market. Some of them became activists at the different events and participate at the demonstrations.

THE STORY
PHASE 1 – Protesting (summer 2007 – January/February 2009)

Between 2007 and 2008, the citizens' movement and its supporters were launching various protest actions: petitions and flashmobs were organized and followed by a media campaign to call the attention of the dwellers and the media; a legal procedure was launched against the concession contract between the local government and Amelus. Partly thus, the head of the real estate management of the district was jailed.

Figure 4 Facebook poster

Posters as part of the media campaign: In the beginning of 2008, Studio Metropolitana was appointed to conduct the participatory process in the frame of

the Integrated Development Strategy of the 6th District. Regular meetings were organized with the representatives of the local inhabitants and NGOs and they designed the plan of the square together. As nothing was mentioned about the underground parking space, citizens believed that this plan had been cancelled. They learned only after the planning process had been completed that the parking space remained part of the strategy, despite the clear rejection of this plan by the citizens. As a result of the strategy, the local government decided to cut 14 trees in the park and to launch a procurement tender for the reconstruction works.
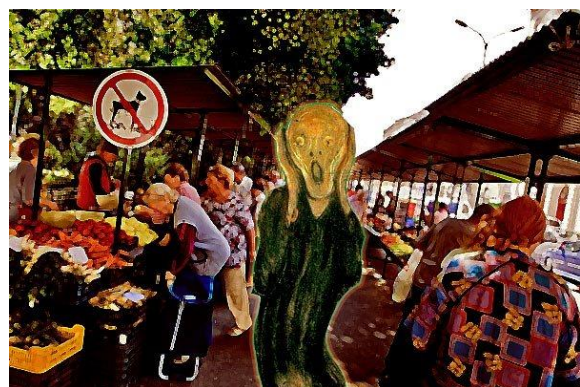
Figure 3 Protest poster with local motiv

The protest movements accelerated. 3300 signatures were collected in 2 months and an expert was invited to give an

independent opinion about the trees in the park.

Photo 11 Collecting signatures for the petition. Photo: Krisztina Keresztely

Photo 12 Protest Banner. Photo: Krisztina Keresztely

1st TURNING POINT – Withdrawal of the private investor (January/February 2009)

The German private investor, was the only bidder in the procurement tender withdrew. Because of not being able to find an investor, the concession contract for the renewal of the square and the market was suspended. The idea of the underground parking garage remained, but the possibilities of the Municipality to construct

it became more and more limited. The general climate around the project has changed in favour of the NGO movement that was strongly supported by the local inhabitants and the vendors at the market.

PHASE 2 – Community building and partial renewal of the park (February 2009-October 2010)

In this favourable environment, the citizens' movement had more time to put a greater emphasis on community building events and on the management of the movement. With the support of NGOs, the movement could respond to calls for proposals for community building (call of the SOROS Foundation and the Norwegian Fund) and due to this financial support, they could launch community building events: a bicycle party, a kids' day in the market, an exhibition about the movement and the market in one of the city's leading cultural centres.

Besides these, they continued their protest activity against the cutting of trees in the park through petitions and legal procedures.

The local government also slightly changed its behaviour. Despite the suspension of the concession contract based on the procurement tender, the mayor decided to launch the partial renovation of the park: the playground and the 1956 memorial point. As the works were done *without* procurement, the local government was even fined HUF 4M (~€13000). The liberal majority of the district council tried to re-adapt the plan of the parking in early 2010,

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but it was definitely rejected by the opposition and even by the coalition party.

Photo 13 Community building: kids day. Photo: Krisztina Keresztely

Photo 14 Revue on the square. Photo: Krisztina Keresztely

2nd TURNING POINT – The changing of the political colour of the local government (October 2010)

Municipal elections in autumn 2010: after the national elections, the local elections gave the absolute majority to the right-wing party, FIDESZ. Coming to power, the new majority consented to launch the reconstruction of the park following the principles of the civil movement: maintaining and modernizing the open-air market; no functional change of the market hall; no underground parking lot;

the reconstruction of the park based on community planning.

PHASE 3 – Reconstruction of the park, mainstreaming and dissolution of the civil movement (October 2010-December 2012)

Led by the new local government, the reconstruction of the park was launched in 2010. In this new situation, the role and position of the citizens' movement strongly changed. It had lost its protesting position (originally the base of its functioning) and became one of the several stakeholders participating in the planning process led by the new local government. The citizens' movement slowly lost its momentum (several members left the area, the supporting NGOs have changed their positions as well). They even gave up some of their original requirements to reach compromises. For instance, they accepted the construction of fences around the park that had originally been contrary to their principles.

The local government maintained the previous engagement of the former opposition for a human and family friendly reconstruction of the park and the maintenance of the open-air market. They launched the reconstruction also because it was a basic condition of the support by the inhabitants. Nevertheless, the right-wing majority represented several principles that are against those of the civil movement or at least the emphases are different. Exclusion and anti-homeless policies appeared in certain decisions. Instead of employing park keepers, the park has been closed with fences to

prevent homeless people to settle inside. The open-air market had been in the core of the protest movement but remained limited in the final version: fewer new tables were planned than demanded by the civil activists, the light roof was not waterproof, only temporary tables were installed instead of permanent ones also to prevent homeless people using the tables when the market was not functioning.

The reconstructed park was inaugurated in December 2012, but the reconstruction of the market hall, originally included in the Municipality's plans, was taken off their agenda.

THE PERSPECTIVES

The area in general is still in need of refurbishment/rehabilitation: the market hall, many buildings, the pavement are still in bad shape. At the same time, Hunyadi Square became an extremely popular urban area to live. There are practically no civil actions right now in the area. The character of civil movements has completely changed during the last 10 years. Civil movements today are more socially oriented and less related to one specific area/neighbourhood, whereas during the mid-2000s the social element of the movements was weaker and appeared mainly indirectly, embedded in other themes. For instance, the maintenance of the open-air market was an important issue to support farmers, providing good conditions for selling their local products… Following 2010, the already quite extended network of NGOs and local civil groups has been rapidly shrinking because of cutting the financial resources and the strong

political pressure by the ruling right wing government on the civil sector.

Therefore, it is difficult to identify the possible ways out, as they strongly depend on the general political development in the country and in the city of Budapest. Nevertheless, the movement contributed to the gathering of know-how on the local level concerning a wide range of subjects, going from public policies to legal processes and pressing forward to the basic technical issues of community planning and building. This know-how base might be quickly activated for the sake of a new urban challenge. In this sense, the movement in Hunyadi square has contributed to the long term empowering of the civil sector in Budapest.

CONCLUSIONS

The success of a bottom-up action is to be found in its complexity and the capacity of the actors to overview the processes, to understand the impact of the different actions on one another and to mobilize tools and experts if needed to ensure the professional character of their activities.

One stakeholder can change its character during the process from negative to positive or vice-versa. This also reflects the complexity and the relativity of the characters: you cannot speak about a "bad" or a "good" person in real life, the assessment of the role of someone in a situation depends largely on his or her relation to the others. But the game must be simple, so it is very likely, that the characters will need to be simplified and outlined.

A turning point can be a very sharp, clear event – for instance, the result of an election changing the entire political structure in the area. And it can also be a smaller event that symbolizes the result of a process or the peak of a process – such as the investor's withdrawal, influenced by the rising audibility of the civil movement's arguments.

The type of activities of the civil movement depends on their role and the political constellation:

In Phase 1, the urgency of defending the marking explains that there were only protest movements. In

Phase 2 this urgency was attenuated and more attention could be paid for community building. At the same time, protest activities became more strategic.

In Phase 3, the civil movement became mainstreamed due its alliance with the political power; its actions became limited to the participation at consensus meetings organized by the local government.

The story of the Tempelhofer Feld in Berlin

From a closed space to a symbol of freedom and community

Martin Barthel

THE INITIAL PROBLEM AND THE CONTEXT

The transformation of an urban space in 100 years.

The Tempelhofer Feld is the largest and one of the newest parks in Berlin. It is located just south of the city centre and consists of the area and buildings of the Tempelhof Airport. It is situated between the Kreuzberg, Neukölln and Tempelhof quarters, which are densely populated and belong to the poorest areas in the German capital. The park has an area of 323 hectares, including the monumental building of the former airport that covers 30 hectares. The park mostly consists of the former runways, wasteland with birds' nests, sport facilities, barbecue areas, community gardens and gastronomic facilities. Further on, the airport buildings today accommodate a couple of companies, provide event venues and an emergency refugee shelter, however the majority of the building is empty.

The historical and the political Context
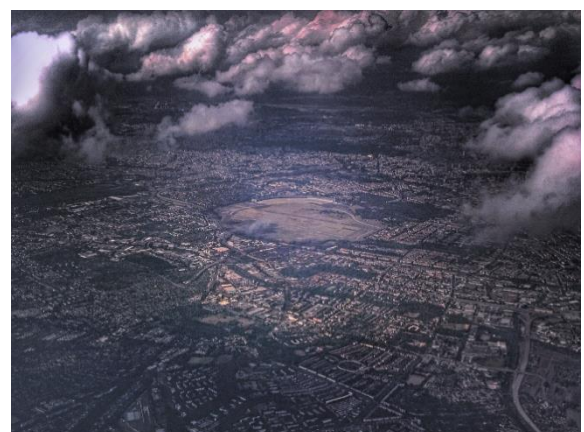
Photo 15 Aerial view onto Tempelhofer Feld. Photo: Martin Barthel

The Tempelhofer Feld consisted of farmland and open meadows for a long time. The area was used by the Berliners for weekend excursions and soon became a community area where the organized

sport movement started. The field was shared with the Prussian army, which used it as training grounds. However, it was freely useable and was perceived as a generally open and public space.

The open field became a test ground for the first flight pioneers as well. Their extensive experimentation and the rise of modern air traffic lead to the opening of an airport with one of the first terminals in Europe in 1920. The field was closed and fenced in with the growth of air traffic. When in 1933 the NSDAP regime was established, the Tempelhofer Feld became a key project for Hitler's plans to make Berlin the so-called world capital of Germania. Until 1939, the 30-hectare terminal and hangar building was erected, covering a length of 4 kilometres. At the same time, an extended system of underground factories, tunnels and storage spaces were added, making it one of the largest buildings in the world until today.

Photo 17 the terminal building with reminders of the Nazi era. Photo: Martin Barthel

Perceived as a symbol of the Nazi regime, the building suffered only little damages during World War II and it was soon used by the US Air Force as their Berlin headquarters. The airport became a

symbol during the so-called Berlin Airlift in 1948-1949. The Soviet Union wanted to gain control over all of Berlin and blocked all roads, train lines and waterways connecting West Berlin with West Germany. The airport became the lifeline for the Western half of Berlin – with airplanes landing every minute, bringing supplies, products and even power plants. The airport was the symbol for the will of survival and fighting for freedom and democracy. However, the site remained inaccessible. The building was periodically used for civil aviation and it was opened to the public in 1985.
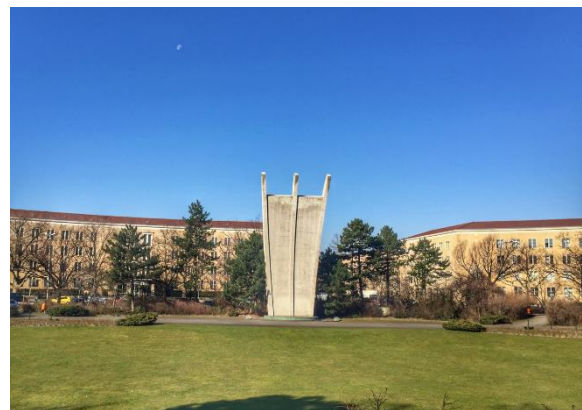
Photo 16 the airlift memorial in front of the Terminal, a landmark of West Berlin, nowadays quite forgotten. Photo: Martin Barthel

When the city decided to build a new airport in the late 1990s, it was decided to close this airport. That was the moment

when the airport and its future became the subject of a public debate.

The Initial Problem

The Berlin Senate – the city government, decided to close the airport in May 2007. The decision lead to a broad public debate about the future of the airport. A group of activists supported by the conservative CDU party and local entrepreneurs demanded that the airport should stay in service permanently, while the local government, environmental and neighbourhood activists insisted on closing the airport and transforming it into an open public space. The groups however, did not agree on how to use this area in the future.

The groups supporting the commercial airport gathered enough signatures to launch a referendum in 2008.

THE MAIN STAKEHOLDERS AND THEIR INITIAL POSITION

The two campaigns and their supporters

Stakeholders' position at the 1st referendum on closing the airport in 2008:

The first referendum was launched to urge the city government to keep the Tempelhof Airport open for aviation. The local government planned to close the unprofitable airport in favour of the two remaining airports in Berlin. The majority of votes (60%) were in favour of keeping the airport open. However, the referendum did not reach the quorum of 25% and failed.

In favour of keeping the airport open:

Interessengemeinschaft City-Airport Tempelhof (ICAT), 'be-4-tempelhof' association

Consisting of local businesses, airline enthusiasts and especially older, West-Berlin citizens.

The supporters and the mentors: conservative and liberal party (CDU, FDP), Chamber of Industry and Trade, Berlin Tourist Marketing, West-Berlin establishment.

Against keeping the inner-city airport:

Bürgerinitiative flugfreies Tempelhof (citizens group flight free Tempelhof) (BFT).

Formed by a coalition of three neighbourhood initiatives of citizens, demanding the airport to be closed.

The supporters and the mentors: the city government, liberal and left-wing parties (Die Linke, Die Grünen, parts of SPD), neighbourhood and environmental groups, younger Berliners.

Photo 18 the former runway turned into a sport course. Photo: Martin Barthel

2nd referendum on preserving the Tempelhofer Feld as a park

After the closure of the airport, the city government had no continuity plan for the area. The well-established park soon became an attraction for the citizens of the whole city. In 2012, the local government presented a master plan to develop the area – it was foreseen that a third of the area would be used for housing and industry. The plan was opposed by various groups, who wanted to keep the park as it was and initiated a referendum to preserve the park for now and ever by forbidding any building activity in this area.

The referendum was held in 2014 and reached the quorum with a 46% participation, of whom 64% voted for preserving the area as it was.

Photo 19 The Urban garden Almendekontor, one of the supporters of the park. Photo: Martin Barthel

In favour of preserving the area:

The main character: the citizens' initiative 100% Tempelhofer Feld, which became a coalition of neighbourhood groups and parts of the former BFT.

The supporters and the mentors: Left-wing parties (Grüne, Linke and Piratenpartei),

neighbourhood groups, environmental activists, anti-capitalism groups*.*

Against preserving the area:

The main character: The Berlin government (consisting of the social democrats (SPD) and the conservatives (CDU).

The supporters: Chamber of Industry and Trade, the liberal and the conservative parties.

THE STORY
PHASE 1

Local government decides to close Tempelhof Airport with the aim to develop the area into a park, housing and commercial area (initially 1996, final decision 2007)

NGO Actions:

In favour of the airport: launching a referendum for keeping the airport open. The referendum gets enough signatures and is launched in 2008. The referendum is supported by local businesses, a local tabloid and the Conservative party, claiming to save the symbol of freedom.

Against the airport: As a response to the referendum, the Bürgergruppe Herrfurthstraße/Oderstraße and two citizen groups demanding the closure of the airport already since 1996, join the BTF. They present concepts on turning the airport into an open park with leisure and sports facilities. The campaign is supported by left-wing parties and several neighbourhood and ecological groups. However, the media campaign is shaky

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and there was no campaign until the last weeks of the project.

The local government: The Berlin senate is not supporting any campaign, since especially the social democratic SPD was divided on the topic. Towards the referendum, the local government is however, strengthening the arguments against the airport, remarking that legal binding contracts exist and keeping the airport open would cost too much. The senate is pleased with the results.

The general discourse: The question of closing the airport is disputed in public. It is worthy to note that the debate as well as the turnout of the referendum was stronger in the western part of the city. The debate soon became rather emotional than rational *.* The argument that the airport 'deserved' to stay open was discussed, thanks to the role it played during the airlift*.*

The 1st turning point

The referendum did not meet the quorum of 25%. Although the majority of votes had been in favour of keeping the airport open, the decision was made to close it. The turnout became so low, since the contra-airport campaign told its supporters simply not to vote.

The airport was closed for two years, while the local government kept the future plans unclear. As a reaction, a campaign called 'squat Tempelhof' occupied the area briefly and tried to open it for the public. The senate finally opened the area as a 'temporary' park and postponed the decision about what to do with it until an urban development plan would be made.

At the same time, the pro-airport campaign initiated further unsuccessful referenda and initiated the protection of the airport infrastructure as a historic monument in the hope of a potential reopening in the future.

Photo 20 Entrance to the fenced-in park. Photo: Martin Barthel

PHASE 2 – creation of the urban development plan by the Senate and the second referendum on the future of the Tempelhofer Feld (2014)

NGO Actions:

The initiative became a spin-off the previous initiative, gaining more support from the neighbourhood, since the campaign focused not just on preserving the park but also to prevent gentrification.

While public debates concentrated on keeping the airport as a space open to all citizens, the initiative continued the notion of Tempelhof as a special, symbolic place of the city, which had to be preserved. In this way, the activists continued the arguments of the rather conservative 'keeping the airport open' lobby from the previous referendum.

The local government:

While the Berlin Senate was supporting the initiatives during the first referendum, they were upset by the second referendum. However, there was no official campaign launched to support the counter-arguments. The governing social democrats and the conservative CDU launched contra campaigns just when it became clearer that the referendum would take place and might be successful. Still, instead of introducing more participatory tools while developing the master plan, the Senate kept the decision process going on, creating the image of ignoring the citizen's opinion.

TURNING POINT 2 – the 2nd and referendum May 2014

Although the park was opened rather provisionally, it turned into a huge success. Some parts of the field were given to urban gardening activists, organised as Almendekontor. Other parts of the area were used for sports, as well for barbecues, picnics and even birdwatching. While the park was developed, the close neighbourhoods became areas of gentrification. After the air traffic was stopped, the socially underdeveloped area

of the so-called Schillerkiez obtained an influx of new, young, creative and rather wealthy residents. Empty stores were turned into cafes, bars and galleries and the rental fees were raised.
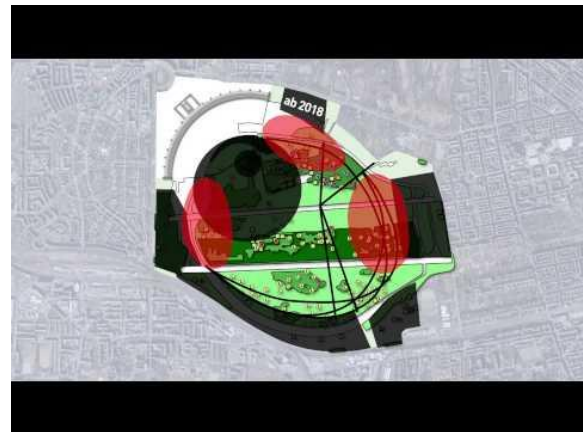
The airport building itself remained largely unused. Some parts were used for the fashion show Bread and Butter, but a concept, for the building and for the whole area was missing.

In 2012, the Berlin senate started to develop a master plan, which foresaw to build up a third of the area with 'high standard' apartments, a business park and the new city library. The park was planned to be reshaped, including a giant water surface, taking almost a fourth of the area.

The master plan was created with little participatory elements. As a result, the neighbourhood organisations from the Schillerkiez, the gardening project Almendekontor and other activists created the new initiative 100% Tempelhofer Feld, advocating a second referendum on stopping the master plan and passing a law to forbid any building activities in the park. The demand was quickly adopted by the opposition parties (Die Linke, Green Party and Piraten). The referendum, was held in

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![Erasmus+ logo] Erasmus+
This project is funded by the European Union.

EURBANITIES

May 2014, reaching both the quorum and the majority of votes. The senate had to write and pass a law, protecting the park and consequently to stop any further activities with the master plan and building activities.

Photo 21 Poster by left activists, critizising the local government on creating the refugee camp. Photo: Martin Barthel

PHASE 3 – 2015/2016 turning the airport into the biggest refugee shelter in Germany

NGO actions:

Protecting the outcome of the referendum by rejecting the idea of the camp. Later: concentrating on helping the refugees and criticizing the conditions of the existing camp.

Being a watchdog on tendencies of softening the Tempelhof law, disguised as humanitarian relief.

The local government:

Turning the hangars in October 2015 into a shelter for up to 12000 refugees. The senate asked the courts to suspend parts of the Tempelhof law providing for humanitarian relief.

THE END OF THE STORY?

In the wake of the refugee crisis, the senate managed to soften the Tempelhof law. Although the refugee shelter was just created with the building, which had not been a part of the Tempelhof law, the whole law is currently suspended 'until the crisis is over', meaning that construction and development projects are possible. The citizen's initiative already protested against what they call 'violation of democracy' and they monitor all activities. The park however, is still used by the Berliners as an open space, dedicated to them – the citizens. However, in the wake of launching the new airport in the south of Berlin, a first initiative is calling for keeping the second airport in Tegel open.

PERSPECTIVES

The struggle for developing the Tempelhofer Feld has just begun. Every government which will start to develop the area must justify the plans and fight against a strong resistance. It is clear that no developments will take place without the involvement of the activists and the neighbourhoods. As Berlin is growing, the conflict between building houses and

preserving recreational space will further escalate, putting pressure on both the activists and the local government. At the same time, the activists are under pressure from the ongoing gentrification around the park, which is changing the population and their interests. The whole process is overshadowed by the high symbolic value of the place for the identity of at least West Berlin. A local dispute may become one which concerns the whole city and even the whole nation. The story has just begun and no end is to be seen.

Photo 22 Agitation and Information wall against gentrification in the Schillerkiez. Photo: Martin Barthel

CONLUSIONS

The main finding of the case study is the lasting power of local symbols shaping local identities. The vast discourse and the citywide, partly even national debate on the future of the airport was caused by the imaginations and the meaning the place had on the individual and the collective memory. The city government underestimates this notion until today. No solution will be found without an honest participatory approach.

The question of ownership might be crucial for the game design as well. It could be that the players have to build or own

something first, which then becomes a subject of change. This might help to attract the players to continue playing.

As in other case studies, there is no real hero. All actors change positions, interests and arguments. The activists start to act in coalition with the government to open the park, while the government becomes the villain, selling the open and the activists remain the heroes. However, the government gains higher moral grounds with the influx of refugees and the activists are perceived to block the project. In the game, it is important to keep in mind that all actors can change, giving the plot more and surprising twists.

The case of Hala Matache in Bucharest

Demolishing old buildings to give more place for cars

Vera Marin, Irina Zamfirescu

THE INITIAL PROBLEM AND CONTEXT

A Place Next to The North Railway Station

Since 2000, it has been a permanent political ambition on behalf of the City to make more room for the cars on the North-South direction in the centre of Bucharest. The political ambition was sustained by the fact that this trajectory connects two places of power: the Government and the Parliament. This ambition particularly affected two streets situated next to each other: Berzei and Buzești. The General Master Plan of 2000 also included the idea of a better circulation on this North-South axis but this was not a detailed plan yet.

The problem started in 2006, with the approval of an urban planning documentation aiming at the enlargement of the two streets. It was not a complete Zonal Urban Plan: it was not based on the necessary sets of data and analysis that should have been made for an urban planning documentation and did not provide any urban regulations for the remaining plots after the demolition and the permits for the Ministries.

The area concerned by the project is near the main railway station of Bucharest. It hosts several historical heritage buildings used for commercial, residential and cultural (cinema, galleries) purposes, completed by an important maternity hospital. The building of Hala Matache (food market hall) was a symbol for the area's image, but it also was a landmark. It is the heart of the story and it will become a symbol for the struggle of the NGOs.

OBSERVATOR
▶ URANUS OCOLEȘTE HALA MATACHE

The Historical Context

The modernization of this axis was first mentioned by the 1935 development plan of Bucharest representing the objective to make the city of Bucharest a capital city for a relatively new nation state at that time.

The Plans of the 1930s aiming at the modernization of the city of Bucharest had been elaborated before the huge demolitions accompanying the construction of the *House of the People*, that completely changed the morphological and functional context of the area.

During the communist regime, the buildings of the area were nationalized and inhabited by the tenants of the Municipality. Despite the lack of any public maintenance, the area remained very vivid, the food market was prosperous due to its central position and the vicinity of the North Railway Station.

A few elements of the context

In 2006, urban planning documentations were not subject to compulsory public information procedures yet. Between 2006 and 2010 (the date when the demolition started), there was no real professional debate about the project and no information had been provided to the media concerning what was supposed to be a major intervention in the city – the first „*urban project*" in Bucharest after 1990.

Only few people knew about this project, even though, one of the analysis that had been ordered for the elaboration of this urban planning documentation pointed out the importance of social dialogue in this area. As a result, after the approval, the Municipality started the expropriation procedures without any previous communication or involvement of the stakeholders concerned.

Some information was provided in 2009 by the Union of Architects' Monthly Newsletter about the meetings of the Urban Planning Technical Commission dedicated to debate the construction of the road's next section – from Dambovita River to the Flowers Market area in the South of the city. The discussion was about to dig this street connection underneath the Parliament hill.

Following closely the activity of the Bucharest Municipality Council as well as district level local councils, the Save Bucharest Association tried to reach the revocation of the decisions concerning this area several times, but only a few close supporters of the NGO knew about their struggle. At that time, there was very little media coverage of such subjects.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

The mayors – gaining popularity among car drivers

Car ownership is a very important issue in Bucharest: it is a sign for prestige on the one hand and a necessity on the other due to the bad conditions of public transport in the city. Affluent people possessing a car are less numerous than those who cannot afford any, but this latter segment of the population has less political influence.

2004 to 2008 was the period of mayor Videanu's second mandate. He had a personal commercial interest in street investments because he owned shares in a Titan Mar Company producing street paving materials. The schematic Plan for urban Zones (PUZ) of 2006, elaborated during his mandate, was the most feasible way to evaluate the costs for this intervention over the street, with little concern for other aspects. Many street surfaces were improved during his mandate but there were complaints about the quality of these works deteriorating after only few winters.

The NATO summit event in April 2008 revealed, in the eyes of the political leaders of the Municipality, a problematic connection for high level officials between the Government and the Parliament. In June 2008, Oprescu became the elected mayor of Bucharest promising ambitious infrastructural projects in the city. In 2012, the same mayor was re-elected without much debate and one of the topics attracting the media's interest was the suspended (urban) highway. These facts prove that the general approach of the decision-makers was very much in line with the mobility of cars.

NGOs involved in heritage protection

In 2010, several NGOs experienced in watchdog activities in relation to heritage protection are active in Bucharest:

Save Bucharest association is in the core of the events around Matache, since the

approval of the PUZ, when they went to court against the Municipality. Apart from their legal actions, they also act as a watchdog.

PRO DO MO Association is an NGO involved in heritage protection, applied research with case studies, comparative approach with mechanisms in place in Western countries, but also with legal actions against local authorities that do not fulfil their obligations.

Another stakeholder representing civil interests is the Urban Observatory of the Union of Architects, with its main objective to attract the public's attention with professional arguments.

Also, important stakeholders are the young professionals who have blogs and websites becoming more and more visible and visited. One article published at the end of November 2010, with the title RECVIEM (1) FOR HALA MATACHE3, presented the demolished buildings in details.

The professionals who reject the project

Unfortunately, until the start of the demolitions, the majority of experts and scientists were not aware of the real danger represented by the plans of the municipality. The number of experts rejecting the plan grew considerably following the start of demolishing the buildings in the area.

Several other organizations have joined the movement such as: SUB - Spaţiu Urban Bucureşti (Urban Space

Bucharest), GDL - Grupul pentru Dezvoltare Locală (Local Development Group), ATU - Asociaţia pentru Tranziţie Urbană (Urban Transition Association), Centrul de Cercetare şi Dezvoltare "Anthropoesis" (Research Centre for Culture).

The professional supporters of the project

Urbis 90 was the group that prepared the schematic urban planning document in 2006 for the enlargement of Buzesti Berzei and Vasile Parvan streets. It was not an urban regeneration approach, but a document addressing traffic issues and the juridical status of the land for street widening. The group of professionals was in favour of this intervention because a coherent circulation network was given higher priority over the sacrificed buildings.

In 2010, the same team was assigned by the municipality to prepare the Urban Planning Documentation. This time, the new PUZ was prepared with more concern for the urban design since this time it had to provide urban regulations for plots on both sides of the streets to be widened.

THE STORY

PHASE 1: 2010 – 2011: expropriations and demolitions in the area

In November 2010, the associations engaged in the area held a press conference with the title "The Legality and the Opportunity of the Buzesti Berzei". Side by side with the objective of exposing

the failures of the project regarding contemporary urban planning principles and sustainable mobility, this study highlighted the high costs of the planned interventions and the importance of heritage protection.

Hala POATE rămâne pe loc!
Circulaţia POATE FI imediat deschisă pentru traficul rutier!
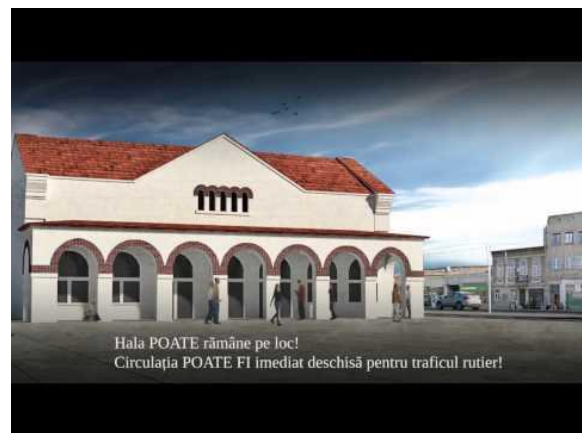
After the awareness raised on the internet and some coverage in the media, there were the first signs of concern expressed by the civil society and some of the professionals. The Municipality ordered the elaboration of another PUZ to follow the steps of the elaboration procedure and to get all the permits from the various ministries.

The 3D simulations presented to the public showed a new boulevard with buildings requiring more space than what was left after the expropriations. A significant densification of the area was foreseen through the construction of 7-storey buildings. The simulation intended to prove their feasibility and their compatibility with the existing urban tissue. These images were considered not only false but also damaging for the area and enraged part of the professional community.

In May 2011, several organizations of architects, planners and anthropologists launched an online call for participants

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called <u>Alternative Bucharest Workshop -</u> <u>Interdisciplinary Approach.</u> Young graduates and master students responded to the call and the workshop resulted in proposals for urban regeneration interventions in the area. Authors of studies elaborated for the PUZ were also invited; they claimed that the conclusions of their studies had not been taken into consideration by the PUZ.

The organizers and the participants agreed that the renewal of the road should have been realised through an integrated approach as part of a complete urban regeneration program. Interviews carried out with the inhabitants and the owners of the shops and small restaurants in the area supported this argument.
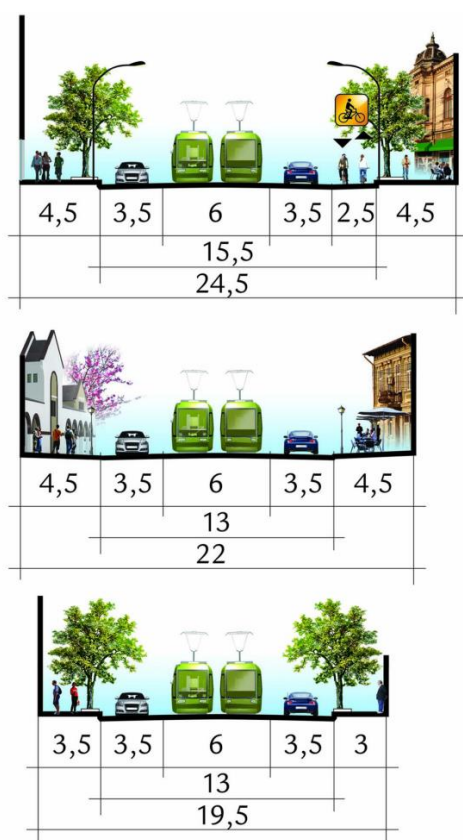
Photo 23 . simulation of the street atmosphere of the area after urban regeneration – source: ATU, Alternative Bucharest Workshop

1st turning point: the Ministry of Regional Development intervenes as a mediator

In April 2011, the Court of Cluj revoked the general council's decision of 2016 concerning the adoption of the PUZ as well as one of the building permits issued for the plan. The court decisions did not stop the demolishing of the area and on the 2nd of June 2011, the NGOs organized a protest in front of the Ministry of Regional Development asking to close the working site and to start a public debate about this project. They also continued to struggle to attract the attention of the media and the citizens. The Ministry of Regional Development invited the NGOs to a meeting, where high rank public servants from the Ministry also participated and agreed on the principles and ideas presented by the group. They seemed to be convinced that this intervention was made without a proper consideration of all aspects and made promises to organize a negotiation process.

PHASE 2: Facilitated Negotiations: June-August 2011

As a result of the involvement of the Ministry as a mediator between the NGOs and the Municipality in June 2011, the demolitions were stopped in the area. Negotiations were held in June and July. Several meetings were organized, facilitated by an academic specialized in public, appointed by the Ministry and accepted by the Municipality. The negotiation period was short, the parties had to find quick solutions for the existing situation. The meetings at the Municipality and the NGOs were attended by various

external experts and representatives of the Union of Architects.

At this point, there were no comments coming either from the expropriated inhabitants or shop owners. They were not directly present in the meetings. Some of the expropriated owners and the evacuated families had been previously interviewed by the Human Rights NGO called Active Watch. Some of the shop owners expressed their hope that the working site would not last long and that it would bring modernization to the area. They were not aware of the major changes in the area after the intervention.

Hence, the decision of the halt of the project was unpleasant to both the remaining inhabitants and shop owners.

Because of the negotiations, on 1st of August the Municipality promised to maintain Hala Matache in place and to narrow the lanes for the cars; on the other side the NGOs accepted the traffic solution with 2 lanes on each side even though they wanted only one lane on each side for the benefit of the historical character of the area. Both parties agreed with the Ministry to launch a call for tender of expertise to elaborate an urban regeneration study.

Meanwhile, the Municipality was supposed to offer temporary shelter for commercial and cultural activities in the area. It was supposed to be the first example of urban regeneration project in Romania.

2nd turning point: The fall of the National Government

The Central Government of Romania fell in autumn of 2011. The situation was used by the Mayor for re-launching the intervention

PHASE 3: The Municipality withdraws the promises - autumn 2011

The terms of the agreement reached in August 2011 were reconsidered by the Municipality and the Transport Director insisted on the relocation of Hala Matache through demolition and reconstruction. Tension grew between the representatives of the Municipality and the NGOs.

The mayor called the public opinion to consider the bad effects on the city, if this project was on hold for too long. He even publicly asked for the support of the inhabitants and the shop owners to express their interest in the reopening of the working site.

Meanwhile, a group of professionals called Volunteer Architects presented a design solution to the Municipality that allows the street widening with preserving Hala Matache at the same time. The good will of the volunteering professionals met resistance from the representatives of the Municipality: the issue of the sewage network in the area was brought up as an

argument to reject the solution offered by the Volunteer Architects.

The new PUZ had to follow the compulsory public information procedure and permits were requested from various ministries. The discussions were often very technical. Many people from the initial heritage protection group got tired. The danger of demolishing Hala Matache remained present even though it was hard to believe that it would get the approval of the Ministry of Culture.

3rd turning point: the shop owners want a deal with the Municipality

Local shop owners organized themselves to ask for solutions from the municipality to unblock the area.

PHASE 4: Matache becomes an issue of a long lasting political struggle in the city April – June 2012

A group of inhabitants and shop owners established an NGO called Pro Matache. They organized press conferences explaining the difficult conditions they must live with because of this never ending working site.

In spring 2012, several shop owners and inhabitants attended a meeting with Mayor Oprescu, who made promises to continue the works and to rebuild the Market Hall if the shop owners publicly showed their support for the project.

The NGOs representatives warned the inhabitants and shop owners about the

lack of reliability of the Mayor in fulfilling his promises made in the meetings.

On the other side, the NGOs began to use specific tools of activism: they organized flashmobs, demonstrations and workshops to get public attention and support from the other inhabitants of the city. The issue of Matache became subject to a political struggle and it also became an issue at the coming municipal elections.

Photo 24 Drawing Workshop.
http://www.hotnews.ro/stiri-esential-8298208-protest-aparate-fotografiat-creioane-sevalete-hala-matache.htm

Autumn 2012 became a period of fatigue for the NGO group. The NGOs' calls for demonstrations were bringing less and less people together. Nothing seemed to be able to deter Mayor Oprescu from his decision to get rid of the market hall and all the other old buildings staying in the way of the street widening. The Ministry of Culture denied to have any competence to refuse the permit for the operation of the so-called relocation. During the process of approval of the new PUZ started in 2010, official letters came back and forth from the Municipality to the Ministry of Regional Development. The quality of the analysis as well as the viability of the solutions were questioned as the latter still failed to provide any real operational solutions for

![Erasmus+ logo] Erasmus+
This project is funded by the European Union.

EURBANITIES

the remaining plots. The final approval imposed several conditions. An urban regeneration program was requested and the project for this new boulevard was to be the basis for social, economic and environmental projects aiming at an integrated and sustainable development.

The Group of *Volunteer Architects* published a book entitled *Who is afraid of Matache Neighbourhood*? It was an attempt to present the market hall in the spatial relationship with the North Railway Station area. The 3D simulations show a lot of concern for urban composition and even though the theoretical references speak about urban regeneration, the proposal is focused on urban design.
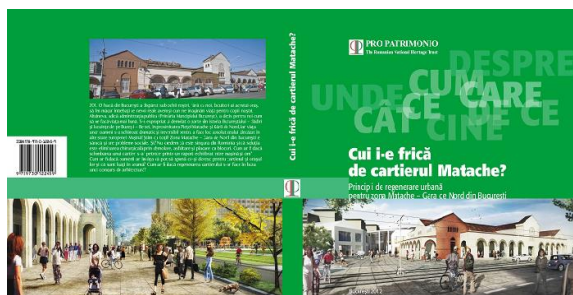
Photo 25 the cover of the publication – Who is afraid of the Matache Neighbourhood? , 2012,

4th turning point: The demolition of the Hala Matache

Hala Matache was demolished on Saturday night, 25th of March 2013.

PHASE 5: A complete break of the community

An online emergency call was organized by the NGOs after the start of the demolition to form a human chain around the building. The system worked, even if the demolition started on a Saturday night, but the building was surrounded by policemen, so

the people who arrived on the site in a hurry could not approach the building. The event had an important press coverage, but it did not matter.

After the demolition, both the group of NGOs, the inhabitants and shop owners went through a phase of depression. The communication among the defeated organizations involved in heritage protection was weak.

The demolition was made in a hurry and the elements of the building were not taken away with care. There are experts who claim that the reconstruction will have very little from the original substance of the building if ever this reconstruction will take place. The boulevard was opened – less pompous than expected. The impact on the overall fluency of circulation in the city was not evaluated.

During 2015, in an attempt for reconciliation, the chief architect worked with the Bucharest branch of the Union of Architects to organize an urban design competition around Hala Matache REBUILT in the future. In summer 2015, Mayor Oprescu had a corruption trial and he was removed from office.

CONCLUSIONS

The important conclusion for the Matache experience is that the legitimacy of the NGOs is not always accepted. Even though there were people with a lot of professional knowledge involved, they failed to convey their message about the principles of sustainable mobility. It may have happened also because the people concerned by the heritage protection or the quality of public spaces were not experienced in dealing with economic and social issues as well. There was no solidarity in the society of Bucharest with the evicted people. They were evicted during winter from the apartments owned by the Municipality. Human Rights NGO Active Watch presented their situation, but the rhetoric of the mayor on cleaning the area of old buildings and socially unsuitable inhabitants received more public support.

One of the main reasons of the failure was the lack collaboration between the professional NGOs mostly composed by intellectuals and architects, and the group of local inhabitants and shop keepers. As a result, the latter could be mobilized against the former group. Community building, an important tool for the development of common interests, was not successful in this case.

The mainstream media covered the story only occasionally, when the events were somewhat spectacular. Substantial materials were only published in a few specialized magazines. The level of the discussion was too often very technical, making the debate rather inaccessible to most people.

Centre d'Action Laïque (CAL) in Seraing, Belgium

Changing scales of intervention for empowering local inhabitants.

Krisztina Keresztély

THE INITIAL PROBLEM AND THE CONTEXT
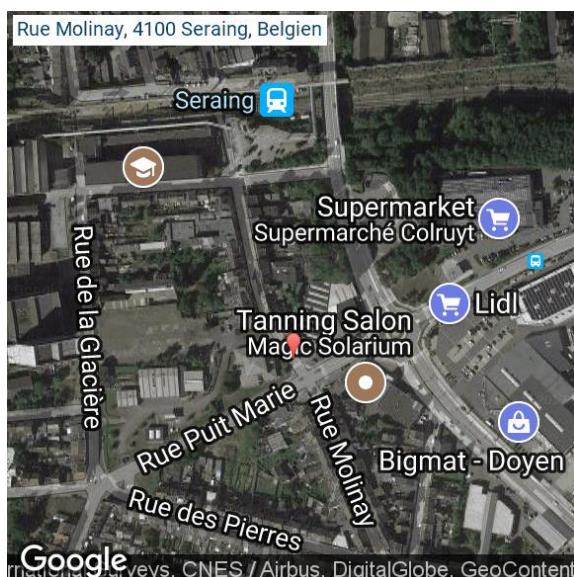
The Place

Molinay is a neighbourhood in social and urban decline, situated in the heart of Seraing, a former industrial town of 61 000 inhabitants in the agglomeration zone of Liège. Seraing itself suffers from high unemployment (17% in 2007) [4] and poor urban conditions (high percentage of

brownfield areas, lack of a real town centre). Molinay, 1700 inhabitants, had been a prosperous commercial area within the industrial city until the 1980s. The industrial decline brought the disappearing of its traditional commercial activities and the changing of its local society. By the 2000s, Molinay became a multicultural area, with most young population suffering from uncertain living conditions and lacking future perspectives. The local society was suffering from strong individualism because of the lack of social and cultural facilities and the bad connectivity to the town centre.
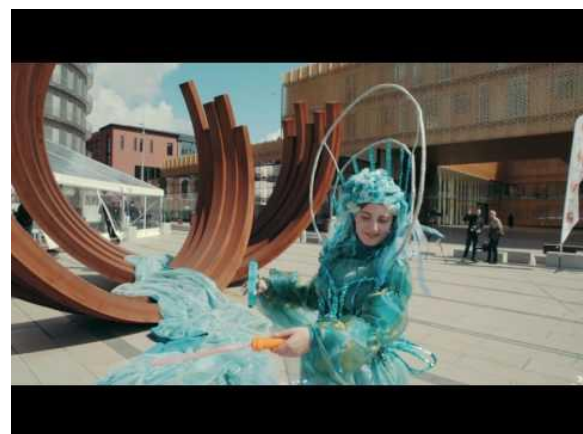
The Historical and Political Context

In 2001, Seraing became one of the 15 beneficiary cities of the Belgian "Federal Plan for Big Cities"[5], a national program providing financial support for cities suffering from social restructuring and deprived neighbourhoods. This program helped Seraing to launch the process of its urban reconversion and to prepare its Master Plan. In 2003, the management of the last important industrial plant,

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[4] Allyson MAREK, Anne-Marie VEITHEN & Yves DEMEUSE – 31/10/2007

[5] Federal Urban Policy of Belgium launched in 1999 (see annex 2)

Cockeroll decided to withdraw its activities from the Province of Liège. In the case of Seraing, this decision lead to further important job losses and made the reconversion/restructuration of the city an even higher priority: the preparation of the Master Plan became a real political issue.

The Initial Problem

The first version of the Master Plan was completed in 2006. The mayor asked the Centre d'Action Laïque (Centre of Actions for Secularism) CAL, a national level NGO actively involved in the Molinay neighbourhood to communicate the MP towards the local citizens. The CAL realized that Molinay had been left in blank by the Master Plan. Instead of communicating the MP on the local level, the CAL decided to launch a participative process in Molinay to make a list of the main needs of the neighbourhood community to be integrated into the MP and to be presented at the end of the process to the mayor of the city.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

NGO Sector

Centre d'Action Laïque (Centre of Actions for Secularism) CAL

Created in 1969 as an NGO for the defence and promotion of secularism in Belgium, CAL is a network of different NGOs, constituted of 7 regional centres – the CAL

of the Province of Liège (CAL/Lg) created in 1977 being one of them. Its vocation is: "…fighting for all individuals and against discrimination, exclusion and injustice. For the Centre of actions for secularism this fight means actions sustaining equality, solidarity, democracy and active citizenship."[6] In Seraing, CAL works with approximately 10 permanent members.

CAL has been active in the Molinay quarter of Seraing since 1997. They led several activities aiming at community and neighbourhood development, such as the development of a playground and a park with the citizens' participation; the support of local citizens creating their own NGOs; lobbying at the municipality for the creation of a neighbourhood committee. Based on their experience, they developed a series of principles of a successful public participation. Most particularly, the principle of the "triangle of participation". Accordingly, one of the main conditions of successful participative processes is the good interaction and repartition of competences and tasks among the three main types of actors: citizens, elected politicians and technicians.

CAL plays an intermediary role between the inhabitants and the City Municipality.

Destrée Institute

The Destrée Institute is an independent non-profit association created in Wallonia in 1938. Acknowledged as a general service for lifelong learning and research centre with an inter-university calling, the

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[6] « Etre laïque, c'est militer pour la dignité de chaque individu, en combattant les pratiques discriminatoires, les exclusions et les injustices. Pour le Centre d'Action Laïque de la Province de Liège, cela se traduit par des initiatives en faveur de l'égalité au sens le plus large, d'une solidarité, d'une démocratie et d'une citoyenneté renforcées. »

Destrée Institute works as a permanent think-tank, while publishing studies and implementing activities related to regional development issues.

The Public Sector

Seraing Municipality

The main objective of the municipality since the beginning of the 2000s has been the revitalization of the town of Seraing through the creation of a Master Plan together with the inhabitants and experts. The main axes of the municipal policies regarding revitalization are the following:

- Creating a town centre, as it is lacking because of the historical development of the town

- Creating employment

- Creating a new town image and making the town more competitive

- Relaunching the real estate market through the active intervention of the municipality - buying, renovation and selling of real estate.

Seraing Cultural Centre

Founded in 1975, the cultural center of the town of Seraing is in the Molinay neighbourhood, whereas it is a public institution on town and even on province level. It is partly financed by the town and

partly by the French community of Belgium. The Cultural Centre joined the participative reflection on Molinay's future, and became the most important partner of the CAL on the long run. This collaboration helped the CAL to obtain a larger visibility in the town even outside the neighbourhood.

THE STORY
PHASE 1 – 2006-2008
Participative foresight "Molinay 2017"

As a response to the lack of consideration of the Molinay neighbourhood in the Master Plan, the CAL decided to launch a participatory planning process in partnership with the Destrée Institute. The latter provided them a double support: professional on the one hand and financial on the other, by integrating the Molinay 2017 process into its running Interreg project: Futurreg (Futures For Regional Development)[7]. In this context, the CAL

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[7] The aim of this project financed in the frame of „Interreg C" was to create a toolkit for regional foresights, bringing together the different approaches represented by the project's partners and helping regional authorities facing some important challenges of regional

development. The project lasted from September 2005 till the end of 2007. Molinay 2017 had been integrated into the project in 2007 as one of the case studies that contributed to the shaping and testing of the regional futures toolkit. Through the Futurreg project, the Destrée Institute

![Erasmus+ logo] Erasmus+
This project is funded by the European Union.

EURBANITIES

engaged itself to play an intermediary role between the local government and the citizens of Molinay to reinforce future collaborations, instead of launching a protest movement against the first results of the Master Plan.

The main outcome of the Molinay 2017 process is a study presenting the diagnostic and the main challenges of the territory, as they had been defined with the local population during the Molinay 2017 process and during previous interviews and common events.

The participatory planning was organised along the following steps:

- *Nine debate workshops* were held in spring 2007, in order to establish a common vision on the neighbourhood, following the method of "world cafés" with 200 participants

- *The design of the main challenges by the Steering Committee,* formed by the main partners of the project: the CAL and the Destrée Institute. 21 main questions and 16 challenges were identified.

- A *lunch workshop* at the occasion of the 10th anniversary of the CAL in Seraing in October 2007 permitted to gather a great number of local inhabitants and to work with them on the elaboration of a common vision concerning the previously determined challenges.

- As a last step, a *panel of experts* was organized to obtain a professional feedback on the challenges identified. 4 further transversal challenges have also been defined by the same panel.

- Following the results of these meetings, the *hierarchy of social, urban, and economic challenges* was worked out by the Steering Committee.

The project ended in December 2007.

TURNING POINT 1 – Adoption of the results of Molinay 2017 by the municipality

The report was presented at the Municipal Council by the CAL in January 2008. As a main result of the project, the Mayor and the municipal council of Seraing acknowledged the high importance of Molinay 2017 and adopted some of its elements into the Master Plan.

PHASE 2 – 2009 – 2011: A limited response to Molinay's needs given by the Municipality

The position of CAL slightly changed, as it became a collaborator of the municipality, but it continued to keep distance and remain critical in the same time.

The Municipality adopted certain points of Molinay 2017 into the new version of its Master Plan, by identifying 4 new elements as follows:

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contributed to the financing of the Molinay 2017 project with 40 000 euros.

- Renewal and enlarging the pathway under the rails relying Molinay to the other parts of the city

- Enlarging the Molinay kindergarden

- Transforming the main street of Molinay into a pedestrian area

- Lighting the Cultural Centre to make it visible from the other parts of the city.

In the meantime, the idea of demolishing the neighbouring buildings has been rejected.

Between 2009 and 2011, an underground pathway connecting Molinay and the city centre was built, financed by the city and the Walloon region. By its inauguration in 2011, it was presented as the main act for the integration of the Molinay neighbourhood into the town of Seraing.

Meanwhile, the CAL was following its community building activities in Molinay, based on three main axes:

- Capitalisation of the Molinay 2017 process (making a film, meeting with inhabitants, participation at international conferences)

- Strengthening the self-image of the neighbourhood (edition of a book on the participative processes, visits, alternative walks in the area, postcards, street animations)

- Educational programs: a complex program to fight against school failure, to facilitate the transition towards higher education and to help teachers in their work.

TURNING POINT 2: 2012- Change in the CAL's strategic reflection on Seraing

A study for the European Commission's Directorate for Regional development was realized in 2010 in the frame of the "Cities of Tomorrow" project where the case of Molinay 2017 was analysed as one of the ten good city practices presented as examples for tackling the challenges of European cities. Accordingly, the results of Molinay 2017 were taken only partially into account by the physical interventions launched by the municipality, as several basic social and cultural questions such as education, mobility or security accentuated by the inhabitants were not integrated in any municipal policies.

Based on this reflection, it became clear for the CAL that the Municipality's efforts made towards the physical regeneration of the city were not sufficient for a socially cohesive urban regeneration of Seraing.

The CAL acknowledged that their local (neighbourhood) level actions had not made enough echo effects to be able to change the whole city's policy, so they decided to change their strategy and to open up their activities on the city level in order to draw the attention of the municipality to the need of social and cultural approaches as well in order to achieve integrated urban regeneration.

Phase 3: 2012- City level action for social and cultural integration – Fieris Féeries

In 2012, CAL decided to initiate a cultural event – a parade - to be organized in the

streets of Seraing able to gather the inhabitants of the entire city and to reinforce social and cultural cohesion on town level.

Due to this decision, the position of the CAL changed: by extending its activities to the whole town, they had to reduce their activities to the Molinay neighbourhood. Fieris Féeris gave a new position to the CAL in Seraing, it became an increasingly important actor on the city level, supported by the Cultural Centre of Seraing.

At first sight the municipality was sceptical regarding the expected results of the event, but remained open and gave some limited support to the program.
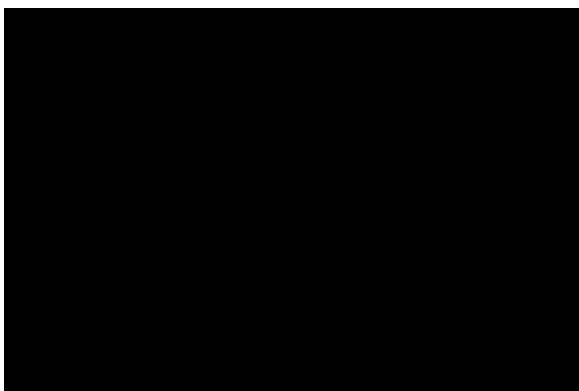
The main elements of the parade were worked out based on a series of participatory workshops organized by the CAL, integrating people from all neighbourhoods. 3 series of workshops were organized to reply to 3 questions:

- What do people think about Seraing in general?

- What are the positive things to be associated with the city?

- What should be the main message and state of mind leading the Parade?

Based on these workshops, the program and the main elements were worked out.

The protagonists of the Parade are the 4 "fieris", figures symbolizing the proudness of Seraing: the Meuse (river); the Crystal; the nature and the industries. These life-size human figures were leading the parade. The first parade was held in 2013, attracting 3000 spectators, the second took place in 2015 with 8000 spectators.

The Parade has already had an impact on the town. Not only the citizens felt themselves to be more and more engaged, but the City as well. The "fieris" have become real symbols of the city: they were invited to be the ambassadors of the city at the inauguration of the newly constructed city hall, one of the main project elements of the Master Plan.

As a more indirect effect, the idea that programs for social and cultural cohesion are needed seems also to be slowly adopted on town level. A new project of the town is now to launch a co-reflection for the integration of the topic of culture into its urban strategy.

A Happy Ending that is not the END

The CAL is a real partner of the municipality now, but the real improvement in the social integration of neighbourhoods (and especially of Molinay) is still not visible.

CONCLUSIONS

The experience of the CAL in Molinay shows some important conclusions on participation and community building. Protesting can be one, but not the only way to change local policies. The empowering of local inhabitants can also be seen as a long procedure facilitated by an intermediate actor (in our case, the CAL), transferring information about the needs and requirements of the inhabitants to the local government. Of course, a good constellation and especially the openness of the municipality towards suggestions and ideas on behalf of the local actors is necessary.

In order to achieve its objectives: changing local policies, reinforcing social cohesion etc., the changing of the scale of the participative processes might be necessary. This requires a reflection on the methods, a good choice of partners and of the type of intervention.

Civil protests for the poor

experience from the 8th District of Budapest

Katalin Fehér, Judit Keller, Tünde Virág

THE INITIAL PROBLEM AND CONTEXT
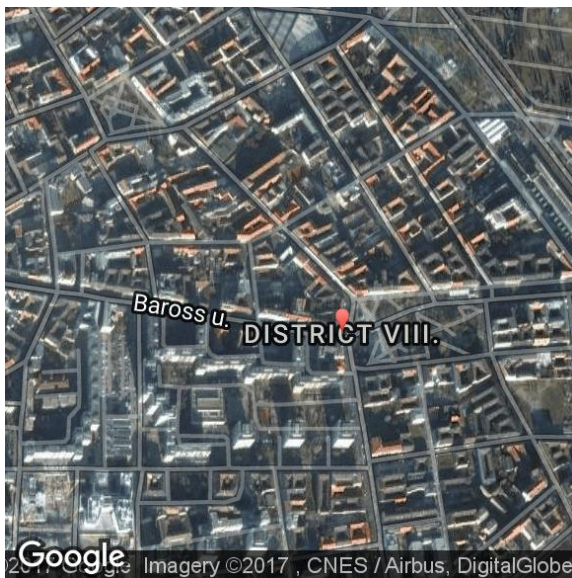
The Place

This neighbourhood development has taken place in the 8th District of Budapest, located in the heart of Pest, the eastern side of the capital.

The historical development of the district, also called Józsefváros (Josefstadt), can be traced back to the period of intensive industrialisation of the capital city in the 19th century. After the 1838 flood of the Danube, the district's characteristic feature of being only a tenement house stock was changed. It was (re)built and the district became populated by artisans, the poorer segment of the Budapest Jewry and well-off music playing Gypsy families. The prosperity of artisans in Josefstadt came to an end around World War I and 90% of the houses were damaged during World War II.

Tenement houses were nationalized during the 1950s, but the state did not invest in their renovation. Bad housing conditions speeded up the process of change in the population composition skilled labourers moving out and unskilled people with low social status moving in. Since the 1990s, despite various attempts to resuscitate the district's development, Józsefváros still has the worst housing stock in Budapest and a high ratio of rental apartments. Compared to any other districts of the capital, Józsefváros has a high ratio of low income families and Roma population. The latter has led to an image of the district as a Roma ghetto.

The Historical and Political Context

Hungary has a residual portfolio of social housing. Most of the social housing was privatized after the fall of communism and

this tendency is still going on. Now the municipality owns housing units mostly in marginal urban areas, in a run-down condition and the tenants are almost exclusively of low social and economic status. In Hungary, every local government is responsible for the housing policy on its administrative territory, hence, developing or maintaining the existing social housing system depends on their own decisions. Generally, the municipalities aim to reduce their social housing stock, because it is maintained inefficiently, and it only causes 'problems'. They aim to sell the buildings or the land for investors or to rent the apartments for a market price. On the other hand, municipalities would also like to get rid of 'problematic' or poor tenants, who are struggling with various disadvantages thus, from time to time, they are late paying the rent. If they do not live in their district, they block social expenditures as well as any legal bonds to help these families.

Since Hungary's EU accession, renewed attempts have taken place to break the image of the 8th District as the Roma ghetto of Budapest. The development projects of the early 2000s aimed at building the image of a multicultural district supported by community building projects. As part of this process, the district's traditional craftsman neighbourhood, which became a slum in the previous decades, began to be redeveloped. The dilapidated 19th century housing stock is cleared to make way for large office blocks and housing developments. After the change of government in 2010, a new direction in local regeneration and development policy

began, supporting the gentrification of the district; i.e. driving the poor out of the district, replacing them by middle-class families.

The Initial Problem

The antecedents of the story of the neighbourhood development in Józsefváros can be traced back to this period. Following the resignation of the previous mayor of Józsefváros in 2009, the candidate of the centre-right Fidesz party, Máté Kocsis was elected mayor. The new mayor, in line with the government's discourse of a workfare society, introduced a punitive approach in the handling of poverty and homelessness.

Some of these punitive initiatives included the banning of scavenging (2010), forbidding homeless people to dwell in public spaces (2010), closing a drug ambulance and needle exchange centre, the prohibition of begging and inequitable evictions of residents from social housing facilities. The overall goal of gentrification (moving 150 public servants to vacant apartments) was supported by a plan to sell apartments or rent them at market prices and market conditions.

Several dozen protestors staged a sit-in at the mayor's office as part of the protest. The mayor claimed that this was "the umpteenth time" that he had "offered collaboration", but the demonstrators had not taken up his offer. In the meantime, the municipality began to force the poor out of the district without scandals and publicity: 305 evictions took place between January 2014 and July 2015, while 300 families were evicted between January and October 2015. The NGO's called for more equitable social housing conditions. The debts were not rescheduled by municipal officials.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

The local municipality – since 2009, policy initiatives were aimed to punish the poor: inequitable evictions based on court decisions, lack of dialogue with tenants, with the NGO; lack of initiatives to implement a more equitable housing policy. The development projects of the early 2000s regarding a multicultural district are turned into projects of gentrification by the new leadership.

The City Is For All (NGO) – The members of the NGO are people who are affected by housing poverty (currently or formerly living in homelessness, housed in structures improvised by themselves, living in deprived, unsecure, overcrowded or unhealthy homes, threatened by eviction) and their allies (activists for secure housing), who all work together for housing rights and for an egalitarian and just society. *The City is for All* organizes campaigns and actions to defend housing rights, to advocate the interests of people living in poor housing conditions and to change the negative social perception of homelessness and poverty.

The NGO has an extended portfolio of empowerment initiatives and human rights

activities, including the Housing working group (to call the attention of decision-makers and citizens to the consequences of the lack of a housing policy), the Interest-ed working group (to protect the rights and interests of homeless people living in social institutions or on the streets), Homeless Women's Alliance (HaNEM), The City Is for All Academy (personal and professional development for members), the StreetLawyer program, where lawyers volunteer to give homeless people free information and legal advice every week on one of the main squares of Budapest. *The City is for All* has an extended network with other stakeholders, such as legal rights organisations (TASZ, Helsinki Committee), local tenants, academics, intellectuals living in the district and cooperating with the media to raise public awareness. Its continuous presence at eviction cases often took forms of non-violent civil resistance (civil disobedience), such as living chains, sit-in protests.

The tenants – families with a low capability to represent their interests. They were denied to represent their interests in many cases. They sporadically attempt to trigger changes with the local government. A more common stance was established with the help of the NGO. Their overall goal is to keep their housing facilities without having to pay the market price.

The media – The evictions have taken place for a long time without drawing much public attention. The media has gradually grown into the role of a partner as the NGO began to pursue a more deliberate policy of media appearance.

Your Business Civil Society and other local NGO(s) – partner organisation(s) of *The City is for All.* This NGO comprises academics and residents, intellectuals who have a deep knowledge of policy procedures and the legal framework. The organizing principle of the organisation is to provide a forum for locals to participate and make initiatives for local development and policy making. In this single-issue case, its methods were different from that of The City is for All, it refrained from civil disobedience and rather provided individual support for tenants in placing their requests for debt rescheduling, in preparing for meetings with municipal officials.

THE STORY

Phase 1 The eviction story

The eviction story is of a family with two children (one minor sick child), a kidney patient husband and a working mother with a brain tumour. The family had accumulated a considerable amount of debt in rent payment. Consequently, in 2009, the local government had terminated the tenancy agreement, changing their legal status from 'tenant' to 'user of the dwelling' and accordingly, they had to pay a higher rent. In the following years, the family could not change their legal status and could not pay their debt. Their situation could have been arranged if they had a legally binding rental agreement, but without changing their legal status ('user of the dwelling') they were not entitled to get any help from the LG and they were denied the possibility of rescheduling their debt. Based on a court decision, the local municipality initiated the eviction of the family without offering them

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any alternative dwelling. As a result, the sick child had to be placed temporarily in a children's home, while the mother and father stayed with friends/relatives, separated from each other.

Turning point 1

Similarly, to previous attempts, *The City is for All* organized a living chain protest in front of the family's apartment. Unlike other cases before, the NGO had called the media's attention to the upcoming eviction scene this time. Thus, pictures of activists being dragged away by policemen and stuck up in police cars, the forcing of the family to leave the apartment was shown in various on-line and printed media sources.

Photo 27 Protest during the eviction

Photo 28 Police activities during the protest

The results

Although activists were dragged away and brought to court for their action of civil disobedience, the family was evicted, the immediate consequence of the NGO's action was that the mayor suspended further evictions until the end of the eviction moratorium (during winter months) and ordered to review the legal procedure of the evictions.

Photo 26 Arrest during the protest

Phase 2 (October 2015 – January 2016)

In subsequent months, the NGO began to exert continuous pressure on the local municipality to initiate a formal dialogue and to make changes in the district's housing policy. It was carried out by the NGO in close cooperation with the Your Business Civil Society, other local NGOs and some local politicians. Each group used different means to achieve the overall objective, i.e. forcing the municipality to

revise its housing policy and include local stakeholders in local social policy making.

The Activists of the City is for All – daily "bugging" of municipal officials, the mayor and the vice-mayor to open dialogue, confronting them with previous decisions (following the eviction, the municipality promised to "examine in more depth" the eviction cases at a public hearing).

The Activists of Your Business and other NGOs – brought up related issues, loopholes in the governance of social and housing policy, e.g.: specific cases that proved the malfunctioning of the local Family Support Service.

Member of the local assembly – asked specific questions about the legal background of evictions at an assembly meeting, to which the mayor was unable to provide proper answers. This clearly proved the misgovernance of local social and housing policies, as well as the mismanagement of the local social housing management company.

Turning point 2

Activists of *The City is for All* were taken to court for disobeying police orders at the eviction scene. The court hearing was fully covered by the online and social media. Media attention to the activists' court procedure (pictures of young activists, a moving speech at court by one of the leaders of the movement) raised awareness of the case of Józsefváros in more extended groups of non-district residents of Budapest. (see attached photos)

The results

The activists were found guilty by the court and fined in January 2016, which exacerbated the anger/motivation of the members of local NGOs who began to increase their pressure on municipal officials.

Phase 3 and the current situation

The right-wing mayor and municipal leadership of Józsefváros was caught between the frontlines: NGOs kept confronting them with earlier concessions, promises, while due to increased public attention through the media, he/they had to provide explanations to their political allies and supporters about why they gave concessions to opposition (leftist!) groups in the first place, how would they represent the policies of the centre-right in the future. Although the mayor tried to make the case as quiet as possible in front of his own constituency, the raising of several related issues of mismanagement eventually forced him to make a "smile offensive" towards local NGOs.

In early March 2016, the local municipality agreed to open talks with representatives of the NGO. At the meeting, the vice-mayor of the 8th District made several concessions and a declaration of intent about the renewal of the district's housing policy. These included:

i. the municipality agrees to be more cooperative with tenants regarding debt rescheduling

ii.   the extension of the eviction moratorium period to May

iii.   "No one can be put to the street", i.e. no eviction can take place without getting an alternative lodging

iv.   the rehabilitation of the district will not result in driving out the poor from the district

v.   continuing dialogue between the NGO and the municipality in shaping a more equitable housing policy.

PERSPECTIVES

The change in the municipality's attitude towards the NGO and the question at large is recent and certainly too abrupt, given the history of non-cooperative and hierarchical forms of governance. It is unpredictable what concrete directions the story will take in the future, whether we can talk about a happy or a sad ending. Subsequently, it is for the future months to show whether a proper institutional transformation is taking/has taken place in the 8th District regarding housing policies, policies about financial transfers and the policy of district rehabilitation.

The 8th District story, however, can be regarded as a success story from the perspective of the NGO, a bottom-up organisation that managed to force the municipality to enter dialogue and to amend local policies. Various aspects of the story – some deliberate and others as unintended actions – contributed to make changes in the institutional setup. These included:

i.   extended networking with other local NGOs whose membership had expertise in local policy procedures

ii.   continuous, that is day-to-day, presence of the NGO – and its partner organisations – at the municipality

iii.   deliberate use of the media to raise public awareness and to put the municipality into a position where it must explain – that is, make its decisions transparent – towards both its own and the opposition's constituencies.

iv.   the "presentability of the case" in the media, i.e. images of young activists' vs policemen, the evicted family is non-Roma, which made stereotypical and condemnatory opinions impossible.

CONCLUSIONS

This story is best told from the perspective of the NGO that brought media attention to the inequitable housing policy practices of the 8th District Municipality through a series of civil disobedience actions. This enables the game to outline

a.)   various protest tools used by bottom-up organisations to force the officials to implement urban participation at the local level, i.e. to include a civil society organisation in decision-making and to take diverse interests into consideration and view

b.)   highlight differences among these tools, i.e. between non-violent

forms of resistance, the use of media, "bombing" the officials with legal and procedural issues, etc.

c.) the variety of cooperation mechanisms available for these organisations (e.g. cooperate along a single issue, cooperate along multiple issues, how to bring rivalling ideas and interests together for a common goal

d.) how to build networks, etc.

The success of this bottom-up action lies in the use of multiple channels of resistance, the complexity of tools used to exert pressure on the officials and the cooperation of several local NGOs along a specific as well as a variety of policy issues concerning local poverty. In this sense, the game should make use of a list of "pressure tools" available for a bottom-up organisation that the avatar can choose from and should offer options for potentially joining partners with a detailed description of their cutting-edge expertise, membership, interests, goals in general and in the specific story. Choices should also be provided in the game for different strategies of cooperation and conflict resolution among associating partners.

Ideas about Urban Change in Helsinki's Meri-Rastila Suburb

Timo Hämäläinen

THE INITIAL PROBLEM AND THE CONTEXT

Finland's capital Helsinki is a quickly growing city, which constantly needs to find solutions for housing new residents and expanding its legally developable stock of land. The city worked towards a new general plan, called "Masterplan 2002", around the turn of the century to update its framework for managing new development projects.

One aspect of the plan (among many others) was the introduction of the idea of intensifying, expanding and upgrading a far-flung suburb called Meri-Rastila. This very low-density neighbourhood had been

built only a decade earlier during a time of intense economic recession.

Much of the new building stock consisted of social housing. It was quite disconnected from the rest of the city earlier, but Helsinki's metro system was expanded to service the area at the end of the 1990s. Suddenly Meri-Rastila became a location with a large potential for infill development on the City Planning Department's table.

Photo 29 Helsinki's Meri-Rastila suburb. Photo: Timo Hämäläinen.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

The planners of Helsinki's City Planning Department, who are interested in densifying the city, ensuring that there is room for future Helsinkians and correcting bad planning decisions of the past. Actoras are an active group of residents, who are interested in protecting the main forest area next to their neighbourhood. The land and property owner of the commercial centre in the suburb. They are not interested in developing Meri-Rastila. The construction industry/developers who are interested in participating only in low-risk investment schemes and the OURCity project's people who arrive as external help for the locals to help them draft an alternative plan.

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THE STORY

Phase 1: The City's top-down masterplan awakens residents

The "Masterplan 2002" framework was introduced to the residents at a meeting in the spring of 2003 as part of the standard public hearing procedures. Shock and outrage were the dominant feeling among those Meri-Rastila residents who attended the city's meeting to unveil the goals of the draft plan. They discovered that the "Masterplan 2002" map's development markings also covered a local stretch of forest between the suburb and the sea. The residents took this as a serious threat of opening the door to the clearcutting the forest to expand the built-up area.

The concerned residents formed a working group to collect opinions from the neighbourhood and draft an official feedback letter to the city's plan proposal. The residents' general wish was that the forest should be saved and all necessary development should be allocated around the centre of the suburb - where the new metro station is located.

Despite critical feedback from Meri-Rastila as well as various other areas in the city, the City Planning Department didn't change the city-wide plan and the local government approved it in late 2003. The general line of thought was that, due to the solely guiding role of the general plan, the neighbourhood conflicts are best left to be solved at the level of detailed planning later in the next phases.

The residents' attempt to amend "Masterplan 2002" through official participation channels at this phase was unsuccessful. Nonetheless, determined to amend it later, the concerned residents decided to keep the dialogue running. They began staging events in the threatened forest area to raise awareness within the suburb on the one hand and they started a petition and re-wrote their demand for changing the plan on the other hand. The latter was handed over to the planning department and the local city councilors in autumn 2005.

Turning point 1

Starting from 2009, the next phase of planning was started and the city's plans began to evolve towards a more detailed level. The City Planning Department explored three scenarios for allocating new housing into the suburb according to the "Masterplan 2002" framework. Much in line with what the residents also preferred, some of them suggested focusing development on the centre area next to the metro station.

Photo 30 : Meri-Rastila's commercial center. Photo: Timo Hämäläinen.

Phase 2: Negotiating the masterplan's enforcement

But these ideas for intensifying Meri-Rastila eventually stumbled into significant challenges. First, the owner of the shopping centre next to the metro station wasn't interested in developing their land to fit new housing there. Second, voices

from the construction industry were claiming that the social-housing-dominated centre of the suburb was a too risky location for investing into building new higher profile housing units. However, the stretch of forest next to the sea would be a different scenario.

With the pressure of delivering plans according to the "Masterplan 2002" requirements, the planners needed to choose between the conflicting interests of different stakeholders. The chosen model for developing Meri-Rastila was to design a separate housing estate in the forest area – next to the sea and slightly separated from the social housing blocks.

This was again a shock for the residents. What they had feared from the beginning was now about to happen. A new, stronger wave of resistance through official and unofficial channels was sparked to save the forest patch. The tools used at this time were fairly similar to the ones before, but the media's increased interest in the conflict was now making it a city-wide issue. Also, a growing number of local politicians were starting to react on the issue, pondering their stance on the forest area and citizen pleas.

Nonetheless, the City Planning Department continued its work according to the formal procedures. In 2011, following the results of the project's impact evaluation studies and discussions with stakeholders (civil society, private sector and other government bodies), the planners came across a need to amend their area plan.

This was because the government agency "Centre for Economic Development, Transport and the Environment" indicated

that the construction had been designed too close to the sea by the draft plan for developing the forest area. Natural values and continuity of city-wide green areas would be compromised that way and a wide enough stretch of the forest should be kept as it was.

Following this central government statement, the planning board had to send plan back for revision. A new version was needed with a free shoreline but keeping the same volume of construction.

For the residents, this appeared as a moment of hope. Could it be that the planning board had heard their pleas for saving the forest? By this this time it was well-known that several politicians were also against the construction. The residents thought that the forest could potentially be saved after all.

Turning point 2

But the residents soon discovered this was not the case. A version of the Meri-Rastila plan came out after a few months. Only a little bit of the forest by the shoreline was saved and much of the area was still to be developed –with even taller buildings than before. The residents began to understand

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that driving their cause through the city's official participation channels was not leading anywhere. New tools were needed and an idea emerged to design the residents' own development plan.

Phase 3: New and old tools for resistance – an alternative plan and legal review

A purposeful partner for the alternative plan project was found with the World Design Capital initiative (Helsinki was World Design Capital in 2012) OURCity, which had been launched separately as a cultural project to "*develop Meri-Rastila into a more communal and lively part of town*". The residents' alternative plan idea was woven into the OURCity project and it was launched in early 2012 with the help of a group of professionals and students to showcase how Meri-Rastila's development goals could be accommodated with infill development so that the locals would be happy with it.

Generally, after a series of four citizens-to-citizens' workshops, the OURCity plan suggested saving the forest and concentrating construction near the metro station and on underperforming spaces within the suburb. The residents' plan gained a lot of media attention, resulting in a growing uncertainty among local politicians, whether to support or ignore the residents' pleas.

Despite the much more powerful criticism from the residents and an increasingly polarized political atmosphere, however, the amended plan was just barely approved by the planning board in May 2012 and later in December 2013 by the city council. The votes were close; 5-4 in

the planning board and 44-39 in the city council.

Truly dissatisfied with the outcome, the residents used the last option they had to save the forest. They filed official complaints against the city's plan. This sent the case to the courts, stopping all planning and development activity of the forest area until a final court ruling of the legitimacy of the plan (a process which can take up to a few years).

Photo 31 The Meri-Rastila forest area under threat of future construction. One of the specialties of the forest is a shoreline formation from the ice age (it was however not threatened). Photo: Timo Hämäläinen.

Turning point 3

In 2015 the residents' complaints have stalled the proposal to build more houses in Meri-Rastila for over a year. From the point of view of the entire city, the chronic shortage of housing keeps on getting worse, following this and similar results from around Helsinki.

Phase 4: Changing attitudes and new densification tactics

However, a new opportunity to build more in Meri-Rastila emerges: the owner of the commercial centre area change their mind on the potential for developing the centre of the suburb. They inform the city that they are interested in the city's densification proposal.

The City Planning Department launched a new phase for retrofitting the suburb. Now the aim is to finally build new homes for 3 300 to 4600 people inside the neighbourhood. The planners take residents' OURCity plan as their starting point to accommodate resident wishes. With the exception that the city is proposing much higher volumes of development than the original OURCity plan did.

After many years of tension coming from the fate of the forest area, the residents are once more faced with a new feeling of shock. Now there are suddenly plans to cut the stretch of forest as well as to introduce significant infill development within the rest of Meri-Rastila – and the city is using the residents' own plan to do so.

The first big public meeting about this new phase of development will be organized in the fall of 2016. Both sides are preparing for a fight.

CONSLUSIONS

This participation experience from Helsinki paints a picture of the realities in developing a quickly growing city. Who has the right to the city and to what extent: those who already live there or those in need of settling there in the future? And it's not solely about the residents'. Commercial interests and power over land are significant factors that push

developments into certain directions. Also, the decisions made by previous planners to build a sprawling urban fabric have created a fertile ground for conflicts due to the necessary of infill development.

Overall, Helsinki's planning department could have handled the situation in a more constructive way. In this example the residents opinions were not taken into consideration at all, except until it was beneficiary to the planning department in the ongoing retrofit phase. Furthermore, the residents' activities outside the official participation process (organizing events, signing petitions, drafting their own alternative proposal) underline that it is often possible to have meaningful dialogue only through resorting to unconventional actions, too. An especially interesting detail is that a citizen-driven plan can actually turn into an official development when the conditions are right. And above all, the city's participation process focused too little on exploring and understanding issues that are important to local residents (such as the green areas).

Finally, after a stressful and unsatisfactory participation process in the first detailed planning phase, the second round for retrofitting the centre of the suburb with the help of the residents' own plan has come much too quickly for wounds to heal.

Chapter 4

Local governmental development initiatives Top-Down Proactive experiences

The Rediscovery of Our Own Space

Community Building in Teleki Square

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THE INITIAL PROBLEM AND

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Imagery ©2017 CNES / Airbus, DigitalGlobe

CONTEXT

The Place

This neighbourhood development has taken place in the 8th District of Budapest, which is located on the Pest side of the capital, in the heart of the city. Teleki Square, with its dynamic and noisy atmosphere, is in a multicultural section of the district. Besides the high ratio of unskilled inhabitants and a high percentage of Roma families, new migrants from Africa and Asia are also settled here, the best Turkish food store and the only Sephardic orthodox apartment synagogue (prayer house) in Budapest can also be found here.

The historical development of the district, also called Józsefváros (Josefstadt), can be traced back to the period of intensive industrialisation of the capital in the 19th century when the area was populated by artisans, the poorer segment of the Budapest Jewry and well-to-do, Gypsy musician families. Since its inception in the 1850s, Teleki Square served as a market place (horse and cattle, second-hand products, food), its atmosphere has been defined by multicultural poverty and deprivation up to present times. In the early 20th century, people travelling to Budapest by rail arrived in this part of the city – due to the vicinity of the Józsefváros railway station – that was the harbour for the poorest rural Jews, Poles, and Galician Hassids. In the interwar years, it was the meeting point of casual labourers, while the market was mostly frequented by Roma women of „Gypsy musician dynasties" who settled in the neighbourhood.

During the 50s, the square functioned as a food market, with ramshackle booths and lots of poor people. The park had its heyday in the 60s and 70s, when many people used its chess tables, benches and resting places. The English term "slum" can most easily be explained to people from Budapest by saying "you know, what's in the 8th District." In the 80s, you could find everything here you can expect from a slum area: a high crime rate, prostitution, population change, very poor quality of public spaces, falling real estate prices. By 2013, however, the park had become an uncontrolled, deprived area frequented mainly by homeless people and drug dealers.

Photo 32 Teleki Square

Photo 33 Situation on the square

The political and social context

The municipal government of Józsefváros adopted its first urban rehabilitation strategy in 1998 and established Rév8 Ltd. for the programming and planning of urban rehabilitation. This strategy had but limited effects: it designed three pilot projects for socially sensible urban renewal in three deprived areas. One of these areas was the neighbourhood of Teleki Square, officially called Magdolna Quarter, where eventually the first social urban rehabilitation program of Budapest was launched.

The Magdolna Project consisted of three phases and it was launched in 2004. Besides social rehabilitation, it aimed at the renewal of the building stock and the urban infrastructure. The implementation of the first phase was funded by the local governments of Budapest and the District, whereas the second and third phases of the program was mainly financed by the EU. Community building has also been one of the main elements of the social rehabilitation program - although conceived in different ways in the different phases of the project. Following the rehabilitation of a local Glove Factory as a Community House and the neighbourhood of Mátyás Square as a community meeting point in the first and second phases, the third phase was about the renewal of Teleki Square.

The initial problem

The renewal of Teleki Square is an excellent example of social architecture[8], which, besides the rehabilitation of the physical environment of the market area was also about the reconfiguration of its functions as a commercial and social centre. The renewal of the market area has been on the agenda since the late 80s due to the growing number of alcohol vendors. The rehabilitation of the public park, the heart of Teleki Square, also became a pressing issue as the park turned into a centre of social conflict between residents and drug dealers, drug users and homeless people residing in the park. It was not only the locals' wish to rehabilitate the park for the public, the public health authorities also prompted the municipality to act due to used needles scattered around in the park. Some residents still remembered the heyday of the park and market in 60s and 70s and hoped for its rebirth.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

RÉV 8 Ltd.

The municipal government of Józsefváros owned 60% and the municipal government of Budapest 40% of the shares, of the Ltd. whose task was to coordinate the programming and planning of the urban rehabilitation project among diverse stakeholders.

Új irány (New Directions Landscape Architects – UIArchitects)

For the specific project of the rehabilitation of Teleki square, the municipal government contracted the company called Új Irány (New Directions Landscape Architects – UIArchitects), which is a studio founded by young architects and landscape architects in 2000, working on interdisciplinary projects in the form of design groups. The discussion based working method allows to develop a strong

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[8] The late 1990s witnessed the evolution of a new trend in architecture: small-scale projects for smaller local communities based on voluntary organisation and social responsibility. The new trend has been referred to as social architecture, short for socially responsible architecture. Social

architecture is about the personal presence of architects and involvement of local residents, the innovative use of local resources, cooperation based on the distribution of knowledge and information. It focuses on marginalized communities living in precarious conditions.

concept-based design in all projects. Projects range on a large scale: urban design, interior design, exhibition design and public art. All works are related to the city and the people who use it, which is the starting-point of the urban regeneration and design process.

The inhabitants

The opportunity to participate in the planning process and the design of the public park was attractive for mostly middle class residents who lived in the 19th century apartment houses of Teleki Square. Moreover, they were rather the members of the older generation which still remembered the heyday of Teleki Square, who participated most actively in the planning process. One of the central characters of the locals was Marika, a local pub owner, whose pub served as a meeting point for the participants. It was in this pub where inhabitants established the Partners for Teleki Square Association (Társak a Teleki Térért) that has organized various events for the maintenance of the renewed park through its own Facebook group.

The inhabitants of small single-floor houses in streets surrounding Teleki Square comprise the poorest segment of the local community in the quarter. This group of residents did not react to the call for common planning and stayed away from meetings organized by the other group of residents. Nevertheless, once the rehabilitation project finished, this irresolute group of locals became one of the most active users of the renewed park.

THE STORY
Phase 1 – Launching the dialogue with residents

The tender for rehabilitation, issued by the local government, was won by the Újirány Landscape Architecture Group who had previously worked on the design of one of the most popular recreation areas of Budapest, Millenáris Park and initiated several projects of community arts and actions. Although the mandate was given for the realization of a community planning process, the requirements on behalf of the municipality were limited to five public forums. The planning team however undertook the challenge of a real community planning process and does not seem to regret this decision: "The whole planning process was one great common experience." – says one of the planners in a short film documenting the design process, pointing out that members of the local community were considered not only as users, but also as fellow designers.

They started with spreading flyers and posters, involving the inhabitants of the surrounding apartment houses. In the first meeting, participants found it difficult to evaluate how much trust they should have in the professionals addressing them, but

they quickly felt that the intentions went beyond an ordinary public forum. The planners and facilitators of the process reinforced this belief by presenting foreign examples of participatory planning and managed to persuade the residents to have a say in the project. "The third time I came down, it was simply because I felt good. (…) By now I would be suffocating if I couldn't tell what I think." – said one of the participants.

The architects of *New Directions* believe in the power of participatory planning that treats the users of the space as equal partners in planning. This also redefines the role of the architect, whose function is to help to create structures from the users' ideas and wishes in this context. The rehabilitation project of Teleki Square was also seen as a therapy for all participants gaining a lot of positive energy from the rich history of the neighbourhood.

Due to budgetary limitations, the professional objective was to create a base structure of a rehabilitated square, composed of high quality, permanent and simple elements, materials that residents can later develop themselves through project funding. *New Directions* was contracted by the municipality to organise 5 residential forums to ask the opinion of the residents. Instead of residential forums, however, the social architects of *New Directions* entered a dialogue with the residents to plan the structure and the outlook of the future square together.

Photo 34 During the Workshop visit

1st Turning point– Community cohesion

The first turning point of the story is about the emergence of community cohesion; i.e. the evolution of cooperation of the residents with each other and with the social architects of the project. Its inception had three aspects.

Phase 2 – Community planning

After workshops held at the community house, the group usually visited the spot to continue planning.

Various other events and common activities on the site were also part of the process. The ideas and desires for the space which had been raised in the first meeting were written on cards and hung on the trees for other people to read. In the process, the team has always placed great emphasis on the presentation and visualization of ideas and results. Modern forms of communication were not left out and the planning process had its own Facebook page, named "What should Teleki Square look like?" Each meeting was filmed and posted on YouTube so that other residents could also follow the

process and join decision-making if they wanted to.

During the work with the locals, ideas were gathered, the park's outline was shaped and a local community took shape. It was an important step at this stage to determine which ideas or desires fitted into the available financial frames, and what compromises (such as using cheaper materials) were needed to keep certain ideas in the plan. "Therein lies the power of collaboration that already we have been able to explain to each other" – says one of the participants.

Relying on their memories, older residents tried to capture and describe an overall atmosphere of Teleki Square they wished to experience in the rehabilitated park as well. They conducted individual research on the history of the square that helped them to draw a basic conception of what values and functions the park should convey. Participants agreed that multiculturalism and openness, defining characteristics of the original park, should be the underlining features of the rehabilitated park as well. The design, simple and geometric forms, evolved out of this conception.

An excellent example of the planning process and relying on the residents' functionalist motives and the conception they drew together was the shaping of pathways across the park: several discussions took place about what shape the pathways should take, somewhat bent or straight or in zigzag. Residents argued that formal pathways should follow the pattern people take when crossing the park and as a result, pathways eventually had straight broken lines. The three genre

sculptures at the entrance of the park also reflect the decision of the residents, just like the final structure of the park: separate areas are designed for pensioners who like to sit around and chat, for teenagers and for little children in the playground, for dogs, for playing football, etc. – reflecting the multicultural background of residents.

Photo 35 Open workshop on the square

2nd Turning point–The institutionalization of the local community

By this time, "cooperation" had already been the key word in the planning process. In the summer of 2013, residents involved in the planning process formed and registered the "Partners for Teleki Square Association". The establishment of the association can be considered as the pledge of long-term sustainability of the project and the community.

Phase 3

The legal form of an NGO, in addition to providing a good framework for various common events, gave a sense of ownership to its members. The local community hopes that ideas dropped from the plan due to financial constraints can

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later be implemented through future applications for grants or other resources. These may include for instance a stage and some more expensive playground elements. The work of the Association and the responsibility they take is recognized by the municipality. A contract was

Photo 36 Playground on the square

Photo 37 Activity on the square

prepared to give a legal framework for the Association's park maintenance and development activities. Another plan was that the local government would make a common space available for the Association, which can give space to additional community programs and meetings.

The attitude of the residents during the community planning process and the

responsibilities they took as described above are quite unique in Budapest. The local community not only took part in an open space development process funded by the European Union and ordered by the local government, but it has also taken control of the best use and further improvements of the square and in an area where alienation and hopelessness were the dominant attitudes earlier.

The words of a participant from the short film reflect this clearly: "Everyone is afraid of participatory planning because a public forum is a messy stuff. (…) But I think that this is very different, and I think even the local authority will take courage, especially seeing the success. (…) And residents can also see that they may substantially affect the developments. Yes. Let's do this everywhere!"

CONCLUSIONS

The story of the renewal of Teleki Square can be regarded as a success story not only from the perspective of the rehabilitation of the physical environment but also from the rehabilitation of the community that emerged during the planning process. The most powerful way "to tell the story" would be from the perspective of the inhabitants, relying on the sequence of this parallel process of rehabilitation with an emphasis

on the community. From the perspective of game development, the sequence of community rehabilitation can be grasped through the following aspects:

i. Residents see flyers, hear news of first meetings from neighbours

ii. Residents, rather sceptical about the project go to the first meetings "to see what is this about"

iii. "It really counts what we say and what we want": Residents begin to realize their own potentials in planning as urban architects treat them as equal partners. Thus, the residents' self-consciousness is strengthened as they experience a positive reinforcement of the value of their participation in planning. Positive reinforcement of the significance of their ideas and wishes was the most important aspect of community development.

iv. This further deepened their insights about "how to cooperate" (what are the tools of association) and residents actively tried to find common solutions together to conflicting issues (e.g.: such as the locking of the park and the employment of a park guard. Some residents thought it was unfair not allowing homeless people sleep in the square, others argued for safety and the preservation of better hygienic conditions for children in the park's playground. Eventually, the residents themselves agreed and recommended to have a park guard and locked gates for the nights.)

v. Residents spontaneously begin to use participatory tools of democratic decision-making. Through their active involvement, residents gather social capital (improved relationships, extended contacts), human capital (architectural knowledge, budget planning and how to match goals with resources as well as a know-how of using participatory tools of democratic decision-making.

- listening to each others' opinion

- building up their argument, reasoning

- getting encouraged by seeing others' reactions to their arguments, getting reinforcement from agreements

- building consensus, try to find common solutions together to conflicting issues

vi. A sense of ownership emerges along with the community of participating residents

vii. Residents establish the Association for maintaining cooperation and the sustenance of "their" park. The renewed park becomes the symbol of the multicultural nature of the district as poorer families, who did not participate in the planning, also begin to use the park, adopting a sense of ownership from the park planners.

A Tale of Two Centres

The struggle of youth participation in Sassari's Old Town

Maria Grazia Pirina, Roberto Solinas

THE INITIAL PROBLEM AND CONTEXT

The "Santa Caterina" Youth Center, owned by the Municipality of Sassari is in Sassari's historic centre. The area where the Youth Center works is characterized by a composite ethnic and cultural background, socio-economic discomfort and marginalization, high unemployment rate, socio-economic marginalization and an overall feeling of insecurity (youth deviance and petty criminality). The traditional visitors of the Youth Centre are Unemployed young people not engaged in education or training aged 14 to 29, as well as a considerable number of second generation young immigrants. The area in general suffers from a lack of spaces for being together in a sensible way, cultural and recreational activities for young people and for all the local citizens.

THE MAIN STAKEHOLDERS AND THEIR INITIAL POSITION

Mine Vaganti NGO (MVNGO) is a local association working in European project management, consulting and education. It has been involved for a long time in the Historic Centre in cooperation with local associations and the local authorities

Public Stakeholders

The Municipality of Sassari is the owner of the Youth Centre. The municipality was looking for a new concessionaire to take up the management of the Youth Centre and boost its activities.

Informagiovani is a public authority working in support of youth mobility and employability at the local level. It has been cooperating with Mine Vaganti in several local activities.

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The Municipality Offices occupy the upper floor of the Youth Centre building. Their main concern is to keep up with their work with no distraction (noise, disturbing etc.) by young people.

The Schools in the surrounding area would be interested in cooperating with a new Youth Centre management willing to implement educational activities for young students in the Centre.

Private Stakeholders

Local businesses are concerned about the economic decline of the area and hope for a policy solution to stop it. At the same time, they are concerned about the insecure and socially complicated environment of the Historic Centre.

Stakeholders from the civil society

Young people, aged 14 to 29, many of whom belong to the NEET category, have always considered the Centre as the only space and opportunity of gathering in the area

Local Associations and NGOs of the area and of Sassari covering different fields of action (environmental protection, human development, advancement of students' rights etc.) are interested in the Youth Centre's facilities as potential spaces for their activities.

Locals organized in the "Santa Caterina Committee" are concerned about the general and fast progressing degradation and impoverishment of the area in social, security and economic terms. The

Committee works to raise awareness of the local municipality to the necessity of implementing policies to support security and development in the area as well as to the necessity that the young audience attending the Youth Centres is kept in check so as not to menace public order and safety.

THE STORY
PHASE 1: A New Script for the use of the Youth Centre (YC)

The Erasmus Plus KA1 project "SPACE" was implemented by MVNGO in Sassari's Historic Centre. The project foresaw the use of civic activism as an instrument to revitalize degraded urban spaces. The ensuing reflection encouraged Mine Vaganti to make a bid in the municipal call for tender for the management of the Youth Centre that was awarded to Mine Vaganti.

According to the MVNGO programme, the YC would function as a hub of development for local young people and the whole Historic Centre through:

- European contacts and initiatives (Erasmus+)

- Non-Formal Education workshops and cultural events for young people and citizens

Mine Vaganti presented its programme for the YC to local citizens and young people and contacted local NGOs and associations with a view to implementing common activities. Mine Vaganti now keeps the centre open from Monday to Friday for local young people aged 14 to 29. Several indoor and outdoor activities, workshops

and local projects are implemented for young local people.

These are supported by, all stakeholders in general, except the residents' groups who are concerned about the related side effects of the Youth Centre and troubled youth since the beginning of the project.

The Municipality of Sassari kept in contact with MVNGO, supporting its activities and monitoring compliance with the Convention on YC Management. Informagiovani fully supported MVNGO activities in the YC. Municipality Offices urged MVNGO to make YC customers comply with rules of respectful behaviour in terms of behaviour and making noise. Local Schools cooperated with MVNGO in implementing activities for young students in the YC. Local NGOs and associations implemented several open activities in the YC demonstrating interest and commitment in cooperating with the NGO Mine Vaganti.

The "Santa Caterina" Committee of residents did not show any interest in YC activities but started voicing concerns related to the presence of troubled NEET young people at risk of problematic behaviour (drug, alcohol consumption, violence etc.) among YC visitors.

After the first few months of functioning (May-Mid July 2015), frictions started to develop among MVNGO staff and some sectors of the young audience related to recurring episodes of intemperance, disregard for rules and misbehaviour of various nature, for instance, damaging the YC building and furnishing, behaving in a disrespectful way towards YC staff. The Municipality started to address the

complaints of concerned local community members regarding the YC young audience. Informagiovani continued to support MVNGO, but they also had problems with the young people's behaviour.

Municipality Offices formulated express and reiterated complaints related to the excessive noise coming from the YC Music Room in hours when it shouldn't have been open in daytime working hours. Local businesses manifested impatience with the perceived degradation and turbulence caused by the gathering of a large number of noisy young people in the public spaces adjacent to the YC, but did not raise any strong complaints. Local citizens expressed the strongest complaints and allegations towards the YC management. The Santa Caterina Committee claimed that the YC had developed into a place of insecurity, degradation and a place of gathering for young people with a problematic behaviour. Young visitors used to gather in the public square near the YC to play, chat and play musical instruments, leading to frictions with the citizens on many occasions. Because of the complaints to the Municipality, a campaign was conducted against the YC by the Committee and heavy attacks were made against it.

Turning Point 1: Breaking Point – vandalism

The external surfaces and internal spaces of the "Youth Center" Santa Caterina were defaced by unidentified vandals by perpetrators with paint.

Phase 2 - Towards De-Escalation

The NGO Mine Vaganti started reconsidering its commitment to the YC and asked for new terms of operation suited to a more complex environment. The Municipality asked for details over cautionary measures taken by the YC management, the background of the act of vandalism and called for a proper investigation on the responsibility for the latter. Informagiovani insisted on providing support to MVNGO and its programme of activities. Municipality Offices reminded of the past misconducts of young visitors of the YC.

Local citizens ("Santa Caterina" Committee) blamed young visitors of the YC for the responsibility of the act of vandalism and alleged that the latter was the inevitable consequence of the incapacity of the management to impose basic rules and standards of behaviour to the young visitors.

Mine Vaganti and the Municipality engaged in consultations with a view to elaborating a new framework for the YC to answer the concerns of the local community.

The YC Management arrangements were composed of the following features:

- Access to the Youth Centre allowed to young people aged 14 to 29 from Monday to Friday.

- Open and undifferentiated workshops and activities for all age-groups on every weekday.

- Monopolization of spaces by young people and little role of local associations.

- Use of the Music Room allowed every weekday afternoon with some overlapping with working hours.

- Loose enforcement of the existing rules.

The consultation provided a framework for each party involved to clarify its position, grievances and expectations as well as to engage in a wider bargaining among diverging interests. The MVNGOs collected and submitted the opinions and interests of the young visitors, local associations and of Informagiovani arguing in favour of the necessity and the advantages related to continuing the experience of MVNGO Youth Centre management, although recognizing the need for substantial changes in terms of policies and monitoring. The Municipality was directly addressed by the "Santa Caterina" Committee and the local businesses, who pointed out the disturbances, caused by past misconducts and asked for a general discontinuity of the Youth Centre management practices. Bilateral consultations prove to be particularly effective in turning a challenging dialogue among parties with a deep resentment and distrust towards each other: for instance between the young visitors and the "Santa Caterina" Committee.

The consultations led to an agreement about the set of problems with the current policy:

- Effective exclusion of a large part of the young audience aged 14 to 29 because of the monopolization of the YC spaces and facilities by a very small group of young people (some of them with a problematic behaviour).

- Exclusion of a large part of youth targets caused by the lack of distribution of activity days to the different age groups, with a view to ensuring a comfortable experience to young users aged 20 to 29 willing to use the YC Study Room.

- Problematic behaviour of some young visitors who caused tensions with the local communities.

Turning point 2: A Brand New Set of Rules for a New Equilibrium

A new Convention stipulated between the MVNGO and the Municipality, after consulting with the involved stakeholders in the local community contained the following modifications to the existing YC management practices:

- Access to the Centre divided according to days and age-groups (14 to 19 allowed on Wednesdays only, 20 to 29 on all the other days)

- Stricter enforcement of the existing rules of the YC

- Differentiated activities per days and age groups, detailed in a programme published on the YC's Facebook page and hanged on the

YC's door to be immediately accessible to the local community

- Increased role of local associations with a dedicated meeting between them and the MVNGO staff in the YC every Tuesday

- Restriction of the use of the Music Room to Wednesdays and to strictly non-working hours

Phase 3: Muddling Through: Act II?

MVNGO ensured the ordinary implementation of the new programme agreed upon with the Municipality with no particular issues to be reported. Since the adoption of the new terms, MVNGO has introduced several local and international activities in the Youth Centre involving local young people and making comparisons between the local and the European examples.

The Municipality expressed a general satisfaction with the new deal of the YC, although giving suggestions for an enhanced recreational scope and a target of the YC for young people aged 14 to 19. Informagiovani is fully satisfied with the new course of the YC. Municipality Offices have not made any more complaints, taking note of the strikingly positive evolution of young people's behaviour. Local businesses have expressed satisfaction with the more sustainable and civil environment developed in the Historic Centre. After a short period since the implementation of the new rules, the "Santa Caterina" Committee of local citizens substantially changed its opinion about the YC and the young people

attending it. No further complaints about incidents and interfering were reported, while the local community's opinion about the young visitors substantially improved. At the same time, an increased range of educational workshops and cultural activities, some of which with an international scope, implemented by the MVNGO managed to convey the image of the YC to the local opinion as a driver for the revitalization, development and opening towards Europe and the World of the Youth Centre.

CONCLUSIONS

Negotiations are underway between the MVNGO and the Municipality to ensure an additional day of access to the YC and the Music Room to the visitors aged 14 to 19.

The relationship with the local community has known a sensible improvement and there is no further turbulence in sight

The general improvement in the YC and its surroundings allowed the MVNGO to make the YC a central focus of its international activities in Sardinia, in the way of making it a hub of local human and social development

The approach of uncompromising inclusion and not supported by filters and adequate monitoring fall short of averting problems caused by disturbing behaviour, when working with difficult target groups in demanding environments.

The establishment of coordination, communication and conflict resolution arrangements among interested stakeholders with both converging and diverging interests is a fundamental

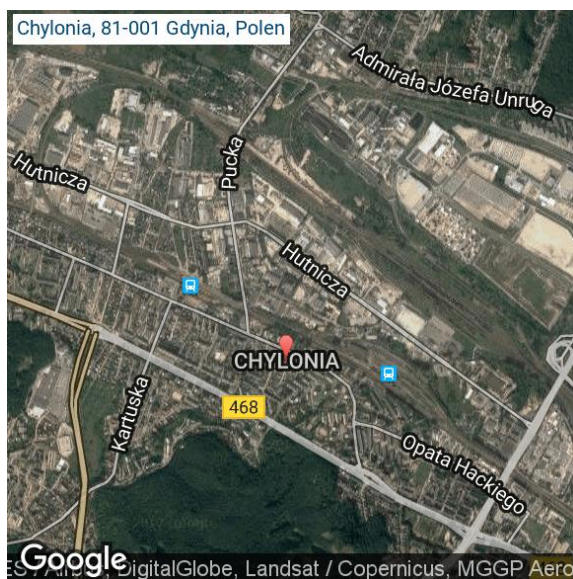measure to avert misunderstandings and the escalation of conflicts.

Gdynia – the revitalization of Chylonia estate

Agnieszka Świgost, Agnieszka Mucha

THE INITIAL PROBLEM AND CONTEXT

Chylonia Estate (Gdynia) is a neglected area, dominated by old blocks of flats (built before 1988) and low-standard social housing. The majority of residents are unemployed or depend on social assistance. The estate was characterised by low neighbourly bonds and the inhabitants were constantly in conflict with each other. The area was lacking cultural and sports institutions, community clubs, entertainment, neighbourhood meetings, playgrounds, parking spaces, green areas and proper roads. A large part of the estate consists of industrial and railway areas. The estate is seen by locals as a crisis area, a so-called Bermuda Triangle, which is a

problem for the residents who are aware that they are perceived as an "inferior stock of people".

The Social Revitalisation of Chylonia Project included several stages. The first stage was a systemic investigation of the area - there have been numerous meetings with residents and experts. Priorities and activities were set up later through a participative planning process. The project started in 2007 and has not been completed yet (2016) due to financial difficulties. The main objective of the project was to revitalise the settlement based on the strategy of building trust with the authorities. Revitalisation was based on the "discuss everything with residents" principle.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

Public: local government of Gdynia City, representatives of the Police, schools, social workers

NGOs and others: residents of the Chylonia estate, The Foundation for Social and Economic Initiatives, Kretywni Fundation, volunteers

The main objective of the local government was the revitalisation of the district with a

special regard on its social aspect. Revitalisation was thus based on the principles of participative planning and community building. The idea was to involve representatives of the police, the schools and social workers for whom this was a first opportunity to discuss the problems together. They decided about the main problems and issues and later they started to cooperate with the residents of the Chylonia estate.

The local authority was supported by The Foundation for Social and Economic Initiatives and Kretywni Fundation. The Foundation for Social and Economic Initiatives started to work on the project right at the beginning. Their objective was to create a framework for activities aiming at constant, define ways of responding to the most urgent local needs, concentrating on solving problems and using existing local resources. Kretywni Foundation started to cooperate with volunteers from the "Apteka" community club. They organized neighbourhood picnics and meetings together.

Photo 39 The „Apteka" community club (http://apteka.kreatywni.ngo; access: 07.2016

THE STORY
Phase 1: Investigating the general conditions of the housing estate

In the first phase of the project, the Municipality launched a survey to determine the estate's condition and establishing a cooperation with an interdisciplinary team of the representatives of various institutions operating in the neighbourhood. In the frame of a participative research, several meetings were held with the citizens to identify the community's problems and prepare thematic meetings for participative planning.

The 1st Turning point - Changing attitude of the citizens

The cooperation of „professionals" – the local institutions' representatives – and the citizens through the participative planning meetings held by the municipality was not only an opportunity to decide on the matters together but it was also a decisive point that contributed to the change of the citizens' traditionally negative attitude towards the project.

Phase 2 – The different elements of participative planning

One of the first measures was the opening of "My dream playground" designed by children in September 2009. In order to prepare this, children, under volunteers' care, visited several playgrounds in the city to see and try various solutions. Later, a debate was held concerning which toys

and equipment should be on the new playground and children took part in an art contest. When the winner of the contest was collectively chosen, the designed playground was completed and its opening was accompanied by a neighbours' picnic.

The next important element was the opening of a community club called „Apteka" („Pharmacy"). At the beginning of 2009, a pharmacy located in the estate was closed. The building was owned by the city and the authorities decided that it should not be rented again, but rather given to the social centre to be converted into a community club. A place for neighbourhood meetings, integration and activities was created from the financial support of the city authorities and the European Social Fund. The club runs free activities for kids, teenagers and adults, e.g. English, Italian and Spanish classes, yoga, gymnastics and dance classes, movie nights, art workshops, one-to-one tuition and activities for seniors. A neighbours' cafe was also opened there. It is a place where not only current issues are discussed, but thematic meetings are also organised (cuisine, board games, dance parties and picnics).

The residents are responsible for the events and the workshops. Between September 2009 and May 2010, the number of residents involved in the organisation and realisation of events increased from 15 to 35.

In the 3rd year of the project, public consultations were held with architects to design the revitalisation of the neighbourhood based on the residents' ideas. The question of green areas and parking proved to be a matter of heated debate, but the residents managed to solve the problem themselves by counting all the cars on the estate. Many other elements modernising the estate were also included in the revitalisation project, as the revamping of green areas, the creation of parking lots and streets as well as of new playgrounds and outdoor gyms.

Photo 40 Boarding games at community club (http://apteka.kreatywni.ngo; access: 07.2016

The 2nd Turning Point: Withdrawal of the municipality due to a lack of funds

In May 2011, the revitalization project was sent to the city authorities, but due to a lack of funds, it has not been realised. To compensate this, a couple of smaller projects received some financial support e.g. for the refurbishment of staircases (the residents selected a project which included the Arka Gdynia football club's

motives and colours) and for the enlargement of flowerbeds.

Phase 3 – Loss of trust again

Photo 41 Neighbors' picnic (http://fundacjakreatywni.pl; access 07.2016

The sluggishness of the authorities in the redevelopment of the estate resulted again in the loss of faith and trust of the residents.

It is thus a question how the community will survive this negative turn. The „Apteka" community club still operates well 7 years after the opening. Various activities for kids, teenagers, parents and seniors are held every day. Moreover, the residents organise picnics, charity campaigns, thematic meetings and dance parties. In the same time, the residents complain about the fact that the authorities concentrate on „soft" matters while the

development plan remains neglected. The estate is in a terrible condition and its renewal was an important part of the revitalisation project – due to this negligence, the residents felt that they had been cheated.

CONCLUSIONS

A high commitment of the project coordinators and the residents contributed to the creation of a strong neighbourhood community. The realisation of many activities would not have been possible without the social capital built within the community. The process of investigation and adjusting the whole revitalisation project to the needs of the residents is a perfect example of participatory approach in a city. However, due to the prolonged process of the estate's renewal, the residents' trust was lost and the relations between the residents and the authorities, which were consolidating for a couple of years, worsened.

Public consultation for the regeneration of Małachowski Square in Warsaw

Agnieszka Świgost, Agnieszka Mucha

THE INITIAL PROBLEM AND THE CONTEXT

The characteristics of the neighbourhood

Małachowski Square is situated in the central part of Warsaw, between Królewska, Traugutta, Mazowiecka and Kredytowa Streets. The square is part of Warsaw's registered cultural heritage sites and hosts several historical buildings with cultural and religious values such as the Edward Raczyński Tenement House, the National Museum of Ethnography, Zachęta, the National Gallery of Art, The Holy Trinity Evangelical Church of the Augsburg Confession and the HOCHTIEF Development Poland company. The square is also surrounded by walking paths – Saxon Garden and Krakowskie Przedmieście Street.

The square was created in the nineteenth century, when a couple of buildings, which blocked the view of the church, were demolished. At the beginning of the twentieth century, the place got its name after Stanislaw Małachowski – the first Prime Minister of Poland. After the war, the reconstruction of the buildings was initiated, but the square itself remained neglected.

Despite its role in the city's cultural heritage, the square is basically used for transit and parking. The traffic obviously generates noise, while the cars parked on the pavement limit the pedestrian area. In addition, the square has been covered with concrete cobblestones and the scarce greenery and trees were neglected. However, the appearance and functioning of the square was not indifferent to the institutions and companies located there; therefore, they began to talk about possible changes.

*Photo 42 The view of Małachowski Square - June 2016
Photo: Jacek Mucha*

The main objective of the project

The project called „Małachowski Square. Centre of the city. Centre of the events?" aimed at realizing a public consultation and planning process to change the use and the spatial structure of the square and to make it attractive for residents and tourists. The initiative aimed also at the creation of a public-private partnership to be the base of the future revitalisation process. The most important elements of the project were the collection of stakeholders' opinion and the launching of an architectural competition for the best development plan based on the results of this public consultation. The jury was composed by NGO members and specialists representing the public and the private sector. All of them took part in the whole process.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

The main objective of the project

The project called "Małachowski Square. Centre of the city. Centre of the events?" aimed at realizing a public consultation and planning process in order to change the use and the spatial structure of the square and to make it attractive for residents and tourists. The initiative aimed also at the creation of a public-private partnership to be the base of the future modernisation process. The most important elements of the project were the collection of stakeholders' opinion and the launching of an architectural competition for the best development plan based on the results of this public consultation. The jury was

composed by NGO members and specialists representing the public and the private sector. All of them took part in the whole process.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

Public: Śródmieście district authorities, students of environmental psychology from the Department of Environmental Research of the University of Warsaw, Holy Trinity Lutheran Church Parish

Private: owners of the institutions located nearby: Zachęta – National Gallery of Art, National Museum of Ethnography, HOCHITIEF Development Company

NGO's: Foundation – Centre for Social Communication, M20 (a group of activists interested in urban space)

The local government of Śródmieście district, Holy Trinity Lutheran Parish Church and the private stakeholders (HOCHTIEF Development Company, Zachęta Art Gallery and National Museum of Ethnography) were the official initiators of the project. M20 group had also an important role in the organisation of the public consultations.

Photo 43 The working meeting Author: m.st. Warszawa

The initial relationship

The idea of giving back the life to this public space came from Institutions and the NGO. The group initiated several consultations with the district authorities and the conservation officer about the possibilities of modernising the square and a necessary guidance according to the current policies of communication and local development. As a result, a group of five stakeholders, the National Museum of Ethnography, the Zachęta – the National Gallery of Art, the Holy Trinity Lutheran Church Parish, the HOCHITIEF Development Company and the local government formed an association. After some time, the investor (HOCHITIEF Development Company) made a comprehensive modernisation of one of the buildings located near the Małachowski Square: the Raczyński tenement house. The process of repairing this building

began in 2012. At the beginning of the project a cooperation was established between the M20 Group and the association formed by institutions. They requested a public consultation: the Centre for Social Communication was assigned to hold the consultations with the users of the square. This research was supported by a group of students from the University of Warsaw.

THE STORY

Phase 1 – First round: Consultations with the users of the square

The first stage of the project was destined to evaluate the use of the square and its perception by residents, tourists and

passers-by. The purpose was to identify a group of people who use this site every day and their expectations in case of its modernisation. During four days (from 14th to 18th of February 2013) the students of environmental psychology counted approximately 6000 people who passed through the Square. Furthermore, the volunteers made 40 interviews with pedestrians on Małachowski Square. People were also asked to prepare their

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mental maps of the area. According to these interviews, the square was mostly described as a boring and neglected place with a purely transit function. On the other hand, people recognized this area as a place with a potential, because many cultural objects are located there. People's expectations were concentrated on the transformation of the outlook and the functions. The dream area combines cultural, religious and recreational features.

Photo 44 The public consultation – guide walk. Author: m.st. Warszawa

1st Turning point– Obtaining a first vision on the use of the square

The first round of the consultations permitted to obtain a general picture of the vision of the users on the square and the possible orientations to be taken by the planning process.

Phase 2 – Extending the public consultations

The second, extended round of the public consultations took place between 18th February to 17th March 2013 with the participation of the association and other institutes and owners of services located near the square (for example: a bank and

a hotel). Moreover, the association tried to communicate with the District Council, the residents of the tenement houses and the clients of services situated near the square. An information campaign was also launched on the Warsaw Platform for Public Consultations providing an opportunity for all residents of the city to comment about the square. The NGOs and the students-volunteers disseminated the leaflets and brochures of the project and shared information on social websites and on the participatory portal of the city of Warsaw: www.konsultacje.um.warszawa.pl. The main target groups were the owners of service providers and institutions located around the square, partly in the hope that their engagement would raise the possibility of enlarging the already existing association of stakeholders. Further, residents and stakeholders from all over the city were welcome at the process.

The consultations were accompanied by workshops organized by the NGOs in some of the facilities located around the square. The meetings were attended by a dozen of people – residents, activists and other members of non-governmental organizations. The discussions were conducted by moderators. On the last day, a guided walk was organised around the square in order to present the history of the place. A group of 150 people was present. During the walk, participants filled a questionnaire including questions e.g. 'How to make Małachowski Square vibrant?' or 'What should be preserved and what should be changed?'. About 100 comments were collected and discussed during the meeting. There were seven types of topics to discuss: greenery, small

architecture, parking area, traffic organization, surface, cultural events and 'others'.

The desired results of the consultation process were following: 1) to create the rules of the competition, which would take place after the stakeholders' discussions, 2) to talk about the future functions of Małachowski Square, 3) to find inspirations in line with people's needs and expectations 4) to discuss the visual style of the square compared to the city's other spaces 5) to discuss the probable solutions based on similar spaces in different cities and lastly 6) to discuss the consequences for the stakeholders and users of the square.

2nd Turning point – Launching the architectural competition

Based on the results of the consultations and workshops, an architectural competition for the creation of the development plan Małachowski Square was organized by the local government and the private and the public stakeholders forming the association on the square. 51 projects were presented at the competition.

Phase 3 – An unexploited opportunity

Among the 51 applicants, two projects were awarded by the jury as winners of the competition, and one of the winners was assigned with the preparation of the modernization plan. The winner project took in consideration the results of the public consultations as well as the local authorities' interests. The whole process was prepared with the Chief Monument Conservator and the transport and communication specialist of the city, so the possibilities of changing the place could not interfere with the planning rules.
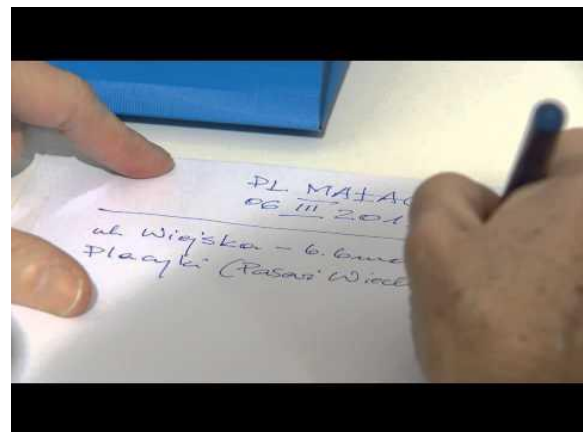
The realisation of the comprehensive modernisation of Małachowski Square has been planned for 2016. According to the plan, the renovation of the Count Raczyński tenement house was the first step of the process. Pre-war shopping floors were discovered and uncovered during the renovation. It was decided that these premises would be used as storefronts, cafes etc. in order to attract more people inside. Following these first steps, no further development of the modernization project took place until the moment when the present study has been

accomplished (June 2016). According to the available unofficial information, works on the square stopped after the architectural competition. No official information was provided by the municipality or the other stakeholders about the reasons of the suspension of the project. According to unofficial source the reason could be administrative or political (local government).

CONCLUSIONS

The Małachowski Square modernisation project is not a "novelty" for the residents of Warsaw: several similar initiatives have already been undertaken in the city. However, as a large part of them have never been implemented, the information about the idea of the square's modernisation did not attract much attention.

The process of community participation has been professionally prepared and conducted. In this case, the coalition proved to be crucial as far as public interest was concerned. The participation of activists and other entities in the pilot studies and the information campaign allowed to investigate the functioning of the area. The understanding of the current and the potential users allowed adequate preparation of the project. A good attendance and the participants' involvement prove that the consultations were properly conducted. The detailed information concerning the pilot study and the survey results are available in the form of reports on the www.konsultacje.um.warszawa.pl website. In addition, as a result of the clear commitment of the private actors, the modernisation project could be implemented effectively. The citizens' participation in similar activities provide an opportunity to show the city authorities that users and other entities can become partners in the joint shaping of public spaces.

Despite the successful public participation in the consultations, and other forms of participation, the plans could not have been implemented and thus the process has to be considered as terminated. Guidelines prepared by residents can be used as a reference point during the creation of architecture projects from scratch - owing to that fact, these projects have the potential to achieve the expected results.

EURBANITIES

The case of Rónakeresztes

A community house with a changing target group

Katalin Fehér, Judit Keller, Tünde Virág

THE INITIAL PROBLEM AND CONTEXT

The Place

Rónakeresztes[9] is in the inner periphery of the country. The town of some 20000 inhabitants has been historically an agricultural town with all the important educational, health care and social care institutions.

The segregated neighbourhood of Rónakeresztes is situated on the edge of the small town. According to different local estimations, 1800 to 2000 people live in this neighbourhood, but their proportion of the total population is less than 10 percent. It has been a mixed multi-ethnic community of the poor Roma and non-Roma people since the 1940s. Due to selective migration trends after the fall of communism, this part of the town tended to be a dominantly Roma neighbourhood: while non-Roma residents left the neighbourhood, former Roma residents who had moved to work elsewhere were constrained to return, and faced the decline of the local economy (especially for unskilled workers). Everybody who lives in

this part of the town is a Roma according to the majority society. Nowadays, the area- or as the inhabitants of Rónakeresztes called it, the 'Gypsy-Town' - where mainly Roma live, can be considered as a pocket of poverty: the conditions of the houses, streets and the living standard of the population are much lower there than in other parts of the town. Recently, this neighbourhood has emerged as a *stigmatized and criminalized* area, an ethnic ghetto and a 'no-go area' for the regular townspeople.

The Political and Social Context

In the last fifteen years, the development concepts of the town leadership have mostly focused on the renewal of the town centre and the modernisation of public institutions. In addition to carrying out developments, the local government initiated the expansion or downsizing of services and institutional capacities according to the needs of the local elite. In a continuously changing regulatory environment, it aimed to keep the rights to access institutions and services under its supervision; more precisely, to determine which groups of the local society would have the right to use them. Beyond limiting the right of access, there has been an increasing demand to create a *parallel set of institutions* for the socially and/or ethnically stigmatised group. The town's development concepts, the formal and informal regulation of the use of institutions serve the goal to make poor families in the 'Gypsy town' *invisible* and to make sure, that social and ethnic conflicts

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[9] We changed the name of the town to a fictional one. See more Keller et al 2015.

http://intersections.tk.mta.hu/index.php/intersections/article/view/176

or problems would not spread beyond the increasingly more visible walls of the stigmatised district.

The Initial Problem

The life of the poorest Roma families in the segregated neighbourhood (constituted by the former Gypsy colony and in the cheap unfinished social houses) is characterised by uncertainty and helplessness. Their daily life is all about improvised solutions for a day-to-day survival. Low level of education, exclusion from the primary job market, early parenthood and many children: all these factors are interrelated, keeping families in the poverty trap. Fear, lack of personal security is felt mostly in the former colony and in the neighbouring streets. This group has only limited social ties, functioning almost exclusively within this segregated area, primarily through kinship and neighbourhood relations.

In the obviously problematic neighbourhood, treated by the local government as invisible, a local development program was initiated by the Development Office of the local government: a Sure Start house project won the support of the EU funds. The project aimed to renovate a house and create a community space for the most disadvantaged families living in a segregated neighbourhood. The project's primary target group is the poorest families with small children: their early development and the programs for their families are to improve their situation in the long term and ease the problems caused by their living conditions and other structural factors.

THE STAKEHOLDERS AND THEIR INITIAL POSITION
The local government

The Development Office, a separate department within the Town Hall is responsible for the planning of integration programs. Its manager is satisfied with the planning process, which is – according to him – based on regular meetings with representatives of the ethnic minority and the civil society. In his narrative, no doubt is raised about the efficiency of the projects as long as the planning of projects fulfills all formal requirements. All in all, the interest of the Town Hall is that projects are developed, submitted adequately and accepted accordingly.

Staff of the community house (Sure Start house)

Due to the lack of local expertise, it is hard for the local government to find tender experts for Roma integration projects. It happens often that the preparation of social integration projects is too challenging for those settlements where integration as a policy goal only appears on paper in tender documents. At the same time, the lack of dialogue between the actors is rather visible: the whole process from planning to implementation tasks are delegated and only executed by the staff of the municipality.

The Sure Start program was not planned together with the future social workers and community house staff, but they were selected afterwards. This predicts that the integrated understanding of the program

may be harmed by the actual staff in the field.

Roma Ethnic Minority Self-Government (RMSG)

The local government maintains a balanced, but unequal relationship with the RMSG's representatives; by involving them in the distribution of social transfers and public work opportunities, it delegates them responsibility, as well as the conflicts coming from the scarcity of sources. Meanwhile, the local government grants a kind of *gatekeeper role* to the RMSG members, whose function is to keep the members and problems of the Roma community away from the town and the local government offices. Accepting the gatekeeper role presumes loyalty towards the town leadership on one hand and it means the expropriation of institutional relationships pointing outwards to the families living in the Gypsy town (e.g. distributing the welfare and developmental resources granted to colony-dwellers) on the other hand. We could say that a *hierarchical chain of existential and political dependencies* has taken shape, where the president and the members of RMSG are loyal towards the town leadership, but are representatives of power towards the colony's Roma.

Apart from a weak RMSG, there are no Roma NGOs or expert organisations that could represent the interests of the poor and Roma people and act as partner organisations of the local government in the planning of development projects.

The residents of the "Gipsy town"

Residents are socially as well as spatially stratified in the Gipsy town. The poorest people maintain a strong distrust towards the institutions with which they do not have many connections. At the same time, they are strongly dependent on the resources distributed by the gatekeeper RMSG: social benefits, public work, seasonal and agricultural work.

THE STORY
Phase 1 - Establishing a Sure Start house for the poorest people

The Sure Start program was launched in 2009 in Rónakeresztes. The local

government – however, was not interested in "making the neighbourhood visible" – but they were willing to bring EU resources to the development of the segregated neighbourhood.

The established community house is in the neighbourhood of the segregated part of the Catholic school (segregated school for only Roma children from the neighbourhood), situated at the utmost parts of the settlement. As a result, the house is at an uncomfortable walking distance for a mother with small children from the poorest areas of the settlement. All in all, the Sure Start house is located in a mixed Roma and non-Roma neighbourhood, close to a stigmatized institution, which defines its positions at the symbolic level and explains its stigmatization in the eyes of the town' residents.

Initially, a former public worker had become the manager of the house. Her task was to involve the target group, local residents from the poorest strata of the segregated neighbourhood in the project.

Turning point 1 – The former manager of house leaves

The first manager of the community house soon left for maternity leave, before the actual program of the house could have started. The task of finding the suitable successor was delegated to the new manager. It proved to be a hard task, local teachers with an advanced professional career were not keen to work for the Sure Start House and the expert pool was quite narrow in the small town. As a result, she has been appointed as the manager,

because as a retired teacher she was also motivated to find employment.

Phase 2 – The operation of the house with a new management

The new manager of the Sure Start house is well integrated in the local public life, she enjoys the confidence of the mayor and she cares about the residents of the settlement as the elected local territorial representative.

The Sure Start program is based on the inclusion of the Roma as employees to enhance the integrated operation of the community house. One of the three employees of the Sure Start house in Rónakeresztes is the president of the local RMSG. Due to his character, his presence strengthens authoritarian practices rather than trust-building. *"They fear him because he is a leader in the public work program and he can say that you shouldn't come to work tomorrow."* (Manager of the Sure Start house) This situation depicts local circumstances; the way the authoritarian male leader of the RMSG becomes the „Roma colleague" in the community house mostly frequented by women. His role can be understood as the watchdog of the local authority over the community. His gatekeeper position in all the programs targeting the poor and Roma population (public work, different social projects) legitimates and enhances the strongly hierarchical system in which the poor Roma cannot directly contact the local institutions (a parallel institutional system).

The other Roma employee of the Sure Start house is a young woman with a

university degree, who formerly had worked in the employment centre, in the Family Care Centre and in other projects. Nevertheless, she has never been employed in a permanent position, because "*they don't like if a Roma is overqualified*". She is very devoted to the question of Roma integration just as her father who had been a member of the RMSG for years. Thus she can really identify herself with the aims of the program and the role of a support staff.

The Sure Start house has made several efforts to reach its target group, the poorest families and to make programs attractive for them. Besides giving out leaflets and appear at different events, the Roma employees and the district nurses personally visited and informed the inhabitants. However, the visiting Roma employee was perceived by the residents as a representative of the authorities as they confused her position with the Family and Child Care Services' workers. They feared that he would see the deficiencies of their households and they would suffer some negative consequences. This confirms that an institutional system based on hierarchy and exclusion feeds mistrust, therefore cooperation and symmetrical partnerships are unfamiliar for all the actors. There are no institutional mechanisms for the local community to participate in the work of the Sure Start house as it is primarily linked to personal relations of the manager. Older residents of the neighbouring streets sometimes get involved and help in the programs, but people living in the settlement do not come to work as volunteers.

Programs are organized in line with tendering requirements. Some mandatory services such as laundry are not used by the locals. According to the manager, poor families are ashamed to bring their clothes to public places, even though it would help them to save money. In spite of recognizing this problem, local authorities in Rónakeresztes have been unable to find a convenient solution. In this settlement, authorities have not been able to mobilize the poorest Roma families to participate in the activities of the community house. In addition, the daily schedule of Roma families does not match the strict opening hours of the house; when it is open, women must do their housework. Offering one or two hours of warm shelter in a day and some food is not a solution for those living in extreme poverty because they have to ensure their livelihood in the remaining time as well.

Turning point 2 – Finding a new target group

The strategies of involving the original target group, the poorest group of the segregated neighbourhood did not succeed; they were not open to participate in the programs. The staff of the house started to involve a new target group in order to fulfil the administrative duties.

Phase 3 – A success story with a new target group

According to the official program of the community house, it aims to address disadvantaged families living in the segregated area of the town. In practice, however, the house is open to all disadvantaged families. As a result, the

target group of services offered by the community house has shifted to *lower-middle class families* who are unable to pay for services at a market price. According to the manager of the Sure Start House, being disadvantaged is not only a financial question. A young woman can also be regarded as disadvantaged if she arrives by car, but gets no help from her family in the childcare and if she is left alone with her problems.

By also targeting other people than the poorest, the staff of the Sure Start house could reach the appropriate amount of people to match the formal requirements of the project. Many functions – e.g. the laundry machine, shower – are not used at all, because these program elements are specifically designed to those who do not have running water at home. However, the program became a success story and one of the most recognized Sure Start Houses in the country. The local government was satisfied with the operation of the house, because it was succeeding along the indicators and also could be shown as an effort for the advancement of the poor townspeople.

CONCLUSIONS

The case of the Sure Start house in Rónakeresztes implies that people participating in the implementation of the program do not address long-term integrational aims and visions. While the leader of the house is working to fulfil the requirements of the project, the RMSG representative appears in an authoritarian role in the local setting. Only their young Roma colleague contemplates the integration opportunities from the point of

view of the local residents. While the original idea behind the Sure Start House was to reach the poorest people, it could not be adapted to local circumstances in a flexible manner. In this way the house, instead of pursuing an inclusion strategy, only follows an administrative routine and thus reproduces existing hierarchical relations.

This micro-story gives an example of how local development funds were diverted to reach the lower middle class instead of a territorially based development for the poorest people, while the whole story of the community house was perceived and communicated as a successful development and integration project. In practice, however, the absence of staff committed to the principles of the original project led to a situation in which statistical project benchmarks were met during implementation, while the unequal treatment of people and exclusion continued, hierarchical relations were recreated.

New England House, Brighton

Irina Rotaru

THE INITIAL PROBLEM AND THE CONTEXT

New England House

is a former light industry building in Brighton that became the core of a well-known creative hub. The eight-storey building was erected in Brighton (England) by the City Council in 1963 as a flatted factory, with a rough aspect of exposed concrete and no reception area, for the small clean manufacturers who came into the town in the 50s and 60s, looking for production spaces.

The building was managed by a specialised company for the municipality, but it had maintenance problems since the beginning. A newspaper article was written

about a pipe leakage after only 18 months from its inauguration. Yet the structure is very solid, as it was designed to support machinery on every level [10]. Along the years, there was not much money spent for maintenance works, so its condition has constantly deteriorated. Because of this, the first tenants started to leave.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

The City Council – owner of the building, seeing it as an asset and trying to do the best of it so that to support the local economy and respond to local needs

The national / regional administration – aims for the prosperity of each local administration and the region/country as a whole, while avoiding the need of additional funding

The creative people (artists, initiators of small businesses) - interested in installing their offices and workshops in a central, affordable and inspiring place

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[10] According to the report, "New England House Masterplan" produced in 2004 by Robinson Low

Francis, who explored the options for the redevelopment of the complex

The real estate developers – pursuing to get the best value for any potential investment

The local community – wishing to benefit of a pleasant lively neighbourhood and generally opposing large developments while favouring small entrepreneurs

Wired Sussex – the representation and supporting organisation of the digital companies in the area[11]

THE STORY
Phase 1: The spontaneous formation of a creative hub

In the 90s, the building was let for lower rates, so many artists and creative ventures moved in. There were mainly the cheap rents, the flexible terms (lack of a long term lease obligation for instance), the central location, the proximity to the railway station and the fascination of the building's brutalist architecture that attracted young creative people at the beginning of their business careers[12]. The process was so strong that the council could notice a clustering tendency around the year 2000. Understanding its potential, the authorities wanted to encourage it. Hence, money from a regeneration fund available at that time at local level was directed for the redecoration of the hallways and the reorganisation of the floor areas into smaller units of about 40 square meters each. This operation has been done only on three of the levels of the building. The refurbished areas (workshops and office units) became very

popular for digital companies with a long waiting list to access them. Still, the exterior degradation problems had not been solved at that time.

1st Turning Point: Acknowledgement on the Municipal Level

Starting from 2004, the municipality acknowledged the progressively stronger cluster formed there despite the building's condition going worse from one year to another and began to consider what could be done to support this grassroots growth. Meanwhile, there were also some real estate developers who showed interest, trying to convince the municipality to sell the building to them.

Phase 2: The Municipal Business Plan for New England House

More recently, a business plan was made by the City Council associated with Wired Sussex and the University of Sussex in 2010 in order to encourage the advancement of this project, naturally developed into a media hub. The intent was to find the necessary resources to renovate the exterior of the building, to improve its environmental performance, to replace the obsolete infrastructure and enhance the concentration of digital and creative businesses. The idea was to create a joint venture vehicle aimed at supporting the workspace, training and growth requirements of the digital media sector in the city. In Brighton, most of the work

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[11] It has a membership of around 1,700 businesses, over 1,400 of which are based in the Brighton area

[12] As a result from interviews and complementary discussions in 2013

spaces available are suitable for micro and small businesses up to around 20 people. The digital media ventures typically start very small, but tend to grow quickly, reaching 20-50 employees within three to five years. Then some of them grow significantly more, arriving at 100-120 persons and are confronted with increasing difficulties in finding an appropriate and affordable space in Brighton. Given its dimensions and flexible structure, the New England House was considered as having the capacity to address this market gap, thus preventing the relocation of the successful companies (out of the city and sometimes even in another region) and attracting larger inward-investing businesses as well. Besides, it could be also easily sub-divided in smaller units where, although the accommodation shortage in the city is not so acute, the benefits of clustering will be more pronounced for a business' prospects.

One of the main issues that preoccupied the owner (the local administration) was how to make the needed improvements while keeping the rent rates down enough without discouraging the small innovative

firms that have given the present character and reputation of the New England House. This was also the main reason why the City Council remained very keen to maintain the ownership of the building, rejecting even a partial privatisation as suggested by the higher (regional and national) levels.

2nd Turning Point: Changing Scales: New England House considered as a hub of regeneration

Considering the nature of the creative sector [13], the redevelopment of New England House as a hub was not meant to be limited to providing a workspace, but also took into account the dedicated network and business support. As a start of this, the Fusebox has been created in the New England House at the beginning of 2013.

[13] That «*depends heavily on complex networks of supply, skills and joint working*» - New England House, Brighton Digital Media

Innovation & Enterprise Hub Joint Vehicle Business Case, Final Report, October 2010

Phase 3: New England House as part of a European project for creative industry based rehabilitation

The Fusebox assumed the role of a pilot testing space and also a sample of what could be done on a larger scale in the long term. It was delivered in the framework of the European project Re:Create, with the city council providing the space (and its property expertise) for the project as match-funding and Wired Sussex assuring its management. It is a kind of open access, joint creative working space, where various experts also provide advice. It could be regarded as the living embodiment of the Fuse research referring to the conditions that favour the development and growth of innovative businesses. Members of the creative and tech sectors are invited here to take part in generating and testing ideas. Those meetings could contain anything from mentoring, mindfulness training, peer-to-peer support groups, creative and innovation workshops, hackathons and much more.

Now the rehabilitation process is still in progress, a partnership is negotiated between the Local Council, the National Government and the private sector. Rents will probably go up, but the local authorities are trying to impose a ceiling.

CONCLUSIONS

The positive development of this story was highly determined by the general attitude of Brighton's local authorities recognising the creative workers as an instrumental cultural and financial asset for the city. On the occasion of the Research Festival organised by the University of Brighton in June 2013, Donna Close, Arts & Cultural Projects Manager at the City Hall, affirmed that «*the reputation of this city is so dependent on the health of its creative sector that the Council includes the arts and creative industries in its strategic thinking and planning*». Given the development of this city in the last decade and the interviews I had with the various stakeholders involved in the NEH project (representative of businesses settled there, cultural associations, residents, civil servants), this is not just a political statement but a sort of ideology carefully and constantly followed along the years.

Brighton's public administration may be qualified as a very active one. Involved in many European and international projects, it has a very well-structured policy of allocating funds. A business case study is prepared for each investment project in order to evaluate the added value produced in a longer time. Beyond the effective impact on the quality of life of the residents in an area for instance, if a public investment succeeds in attracting enough subsequent private investments (over 7 times as much as the public money allocated), it is considered as a good investment.

Through the decisions taken, the local authorities proved a clear understanding of the fact that much of the development trend depends on the built environment so that it is indispensable to improve the living conditions at the same time in order to maintain and encourage further growth. This approach is also motivated by the

lobbying and the pressures from the residents organised in various associations, particularly present when they consider their rights affected.

In 2002, a special body (The Arts & Creative Industries Commission) was created to support the arts, the creative industries and the cultural sector in Brighton & Hove. It was initially set up on the occasion of Brighton's bid for the title of European Capital of Culture. Since then it has been working to connect artists, creative businesses and to develop the city's cultural offer, aiming «*to help maintain the city's profile as a world class cultural city where excellent and innovative art is made, nurtured and presented […] the role is to look outward, coordinating the priorities of the members with local, regional and national opportunities and facilitating a shared vision for Brighton & Hove as a cultural city*».

Regarding the NEH, the efforts of the municipality are now concentrated on its development as a core of the creative sector in Brighton. Therefore, one of the main concerns of the municipality is to prevent the gentrification of this highly popular place. The City Council has changed the leasing policy so that to foster the media cluster. The leading idea was to increase innovation rather than get the highest amount of money on the short term. Sustainability issues keep being brought to the fore, every potential intervention is evaluated from the perspective of long term consequences as well.

The biggest success consisted in the rise and consolidation of Brighton's media cluster, wisely anticipated and supported by the local administration. When referring to the NEH, you cannot talk about a real failure, as there was none. The only disappointment may come from the fact that the bodies on national and regional level could not be convinced to invest / contribute as well in this promising revival of the NEH, whose relevance has rapidly gone beyond the scale of an urban block to that of a neighbourhood, consequently effecting the development of the entire city and seeming to influence a progressively extended area.

The revitalization of Pidzamche backyards in Lviv, Ukraine

Agnieszka Świgost, Agnieszka Mucha

THE INITIAL PROBLEM AND THE CONTEXT
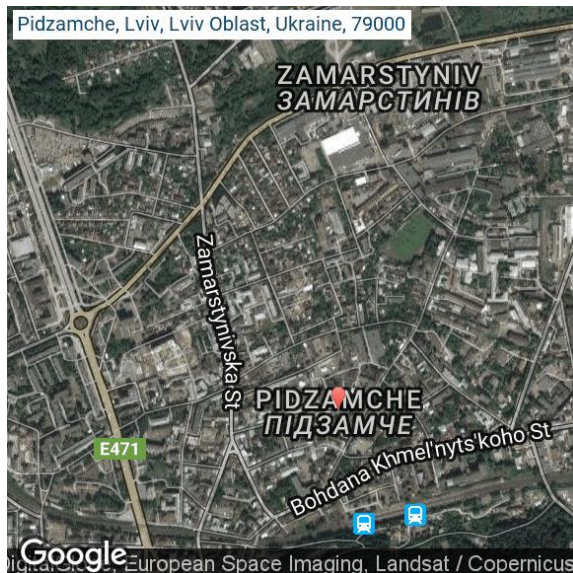
The characteristics of the neighbourhood

Pidzamche is one of the oldest parts of Lviv. It stretches along the northern and western parts of the castle hill. In the past, the district had fulfilled industrial and housing functions, but there was a partial outflow of citizens and a degradation of this part of the town due to the relocation of the factories that had functioned in the times of socialism. The problems of Pidzamche have many aspects. The spatial issues are particularly important – the neighbourhood is being characterized by a

large number of ruined housing stock (apartment houses from 19th and 20th centuries) and neglected objects of cultural heritage, included in the UNESCO World Heritage list since 1998. In this context, the neighbourhood also suffers from social disintegration related to poverty, alcoholism and a general distrust and passiveness of its inhabitants. An additional physical barrier hindering any spatial and social changes is a railroad line separating the northern part of Pidzamche from the rest of Lviv. This is the reason why the development impulses generated in the city centre have not reached Pidzamche so far. Furthermore, the difficult situation is further exacerbated by a low budget for public investments and the presence of precaria.

The Lviv-Pidzamche revitalization programme (2013-2015)

The actions taken within the revitalization programme of Pidzamche included the animation and integration of the local society through the renewal of its public spaces, and the promotion of local cultural heritage. Social participation was crucial for the success of this project, as it permitted to gain acceptance of the

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planned changes, to mobilise additional resources and to ensure the effectiveness and the stability of the results. Through these physical and social aspects, the actions also aimed at improving the image of the Pidzamche area.

The social participation included the direct participation of the citizens in the consultations, planning and the realisation of the jointly selected objectives. The financial and social potentials of the interested parties were also taken into consideration. The efforts concentrated around defeating the social stagnation, including distrust, passiveness and the feeling that changes are pointless. Because of that, the decision was made to conduct several small and thematically diverse investments.

Photo 45 Discussion about residents expectations. Photo: Karol Janas, 2013

The main barriers to the implementation of the project were the lack of systematic solutions in the field of complex actions for revitalisation for both the city and the country and the lack of stable means to finance the actions. The project was co-financed by the Polish Development Assistance programme of the Polish Ministry of Foreign Affairs and by several private stakeholders.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

The revitalisation programme was prepared in 2011 and then coordinated by the Institute of Urban Development (IRM) in cooperation with the City Institute (CI). The realisation of the project was also conducted by other partners:

Public: Lviv City Hall and Council, Cultural Heritage and Monuments Protection Department including the City's Chief Architect, Chief Monument Conservator, Sports and Recreation Department, Shevchenkivskyi Raion Administration, where Pidzamche is located

Private: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) - a German organization implementing the downtown revitalization programme on behalf of the government of the German Federal Republic

NGOs and others: citizens of Pidzamche and organizations Lypneva.com, IOTA, Cultural Industries Association, Centre for Urban History of East-Central Europe, Kickit Artistic Collective and Hodkiewicz Culture House

The cooperation within the three sectors (public, private and social) was the guarantee of the success of the project. In the field of organisation, the City Institute, the Institute of Urban Development and the City Hall were the main operators, whereas the role of project coordinator was given to Jaryna Melnyk (form CI). The remaining partners were an external help, without them the implementation of the programme would not have been possible.

The main role in this process was played by the citizens of Pidzamche for whom the programme was implemented. The Institute of Urban Development (IRM) of Krakow was responsible for creating the revitalization programme, the final shape of which was influenced by the decision of Pidzamche's citizens. A team of young architects from the lypneva.com association working on innovative solutions for the district played an important role in the process as well. Their main goal was to raise local awareness of the possibility to change the surroundings, which would positively influence their quality of life. IOTA, Cultural Industries Administration, Centre for Urban History of East-Central Europe were the cultural associations which supported the projects in organising workshops for all age groups and organising the 1st Pidzamche Neighbours' Festival. The Kickit Artistic collective, which produce street-art, prepared projects of murals which took part in the contest. The graffiti chosen by the citizens was made on the selected parts of the ruined apartment buildings in order to improve their character.

The cooperation between the stakeholders aimed at the realisation of several objectives listed in the programme such as: the renovation of the backyards and gates of the selected apartment houses, the organisation of the 1st Street Art Festival, consisting of a street gallery of murals and graffiti, the elaboration of a guide of Pidzamche based on the information gathered from the local community on the invisible sides of the neighbourhood. The plan also consisted of settling information panels at the cultural heritage sites of the area, designing a

tourist trail and creating a summer cinema. Furthermore, the creation of a large Neighbourhood Festival for Pidzamche has also been initiated, with a programme including cultural events (concerts, shows, movies) and workshops (gardening, artistic, crafting and cooking).

THE STORY
Phase 1 – The launching of participatory planning

The programme of revitalizing the backyards of Lviv went through several stages. The first task of the organisers was to conduct social consultations, which were a key element for the project's success. For that purpose, the group of designers met the citizens a number of times. The meetings were held directly in the backyards to be renovated. That way the citizens became the hosts of the land instead of the designers.

In this first phase the idea that people from the outside (Institute of Urban Development) were going to change the immediate surroundings of the area raised suspicion among the residents.

During the process of building up partnership, it was necessary to select leaders among the citizens at the consultation stage. Their main task was to facilitate communication between the operators, local authorities and the citizens. The emergence of local leaders was a real breakthrough - they gradually

allowed to overcome reluctance and mistrust on behalf of the local community.

Photo 46 Central phase of planning. Photo: Karol Janas 2013

1st Turning point: A coalition of citizens is built

As a result of the engagement of local leaders and a growing number of local residents in the process, a wider coalition has been created in Pidzamche for the revitalisation of the backyard at Chmielnickiego St. 87. The participants decided to pull down a part of the building that was a safety hazard in order to implement the changes on the terrain.

Phase 2 – The follow up of the participatory planning with the citizens

The society's trust was established by this common decision. The participatory planning process went on according to the following steps:

1) agreement on the revitalisation program of Pidzamche

2) decision about the project governance

3) selection of a community leader

4) exploration of the potential of citizens to actively participate in the action

5) collection of ideas through discussions with the citizens and visualization of the proposals

6) elaboration of several variants of the spatial intervention based on the proposals

7) general discussion on the role of the citizens in the completion of the project.

2nd Turning point - Financial barriers reinforcing the community

The extremely high costs of demolition turned up as a real barrier to be overcome for the sake of a successful implementation of the project. The limited funds paradoxically lead to a reinforced mobilization of the citizens, who decided to act through direct help in completing the projects and thus lowering the costs. The changes that took place in the consciousness of the citizens and their engagement were huge. The stakeholders felt responsible for the terrain, which was an important result especially considering the difficult conditions linked to poverty and limited external resources.

Phase 3: Realisation of Pidzamche backyards revitalisation

With a strong engagement of the local residents, the following actions have been implemented :

Renovation of 5 backyards and revitalisation of 5 public areas (including 3 playgrounds and 2 squares)

Restoration of 3 monumental gates of apartment houses and creation of 4 murals

Organisation of the 1st Street-Art Festival in Pidzamche and contests

Creation of the Pidzamche guide and marking 12 monumental objects with information tablets, as well as the creation of the Pidzamche tourist trail.

Photo 47 Playground at Pidzamche - the result of revitalization. Photo: Karol Janas 2013

Starting the regular Neighbours' Festival in Pidzamche, including a number of cultural events (concerts, film presentations etc.), workshops (backyard gardens, artistic classes and contests for children, handcraft and cooking classes), a contest and a degustation of local cuisine.

Creation of the Pidzamche Internet portal (www.pidzamche.org.ua)

CONCLUSIONS

The Pidzamche Revitalization was a challenge not only for the organisers, but also for the participants of the programme. At first sight, Pidzamche residents did not see the point of changes suggested by the designers. However, when they saw the first effects of the activities carried out in the backyards and realised that more and more neighbours were interested in them, they began to be engaged, too.

The completed programme is a model example of revitalisation, where all citizens of Pidzamche could take part. This example shows the great potentials of citizen participation. The proper attitude of the organisers and designers created a chance to stimulate the local bonds and

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responsibility for the areas, an example of which can be found in the citizens' intervention in the case of thefts in the revitalised backyards.

Using many small investments showed that the changes in Pidzamche are possible. Showing the meaningfulness of the changes to the citizens, that their active participation positively influenced the feeling of responsibility and trust. This resulted in further actions. The revitalisation programme is continued with the support of the city and the citizens are interested in the new cultural projects which are undertaken.

References

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Lviv – an unrealised project

Agnieszka Świgost, Agnieszka Mucha

THE INITIAL PROBLEM AND THE CONTEXT

The characteristics of the neighbourhood

A neglected district with interesting, but damaged buildings, poor citizens, stagnation – these are a few words to describe the situation of the oldest part of Lviv – Pidzamche. The general view of this district shows mostly ruined building elevations and monuments – for example post-industrial factories (Baczewski vodkas and jam) and remains of Jewish heritage. Although the district's urban composition is neglected, it is also valuable. Pidzamche has been awarded UNESCO World Heritage status in 1998. The residential part of the district comprises workers' tenement houses from the 19th and the 20th centuries. The workplaces of the Soviet period have been closed or relocated, resulting in the increase of out-migration. As already mentioned in the description of another experience in Lviv, the railroad connecting Lviv to Kyiv, crossing the northern part of Pidzamche is another important barrier of the development of the area.

These factors contribute to the otherwise bad living conditions of the neighbourhood. Two schools and three nurseries located here need to be renovated. There is a lack of public spaces and playgrounds for children. The local society is dominated by elderly and poor residents. People are suffering from health and social problems. Residents are passive and their activities are limited to their immediate environment, without establishing any social relations. From the point of view of the specialists – the Polish IUD (Institute of Urban Development) and the Ukrainian CI (City Institute) - the area was a perfect spot for revitalisation. There were no doubts, that Pidzamche needed support and investments. A specific example of such an area were the backyards of the tenements buildings of 11 and 13 Pidzamche St. The backyard occupies a small area, with damaged tiles and an almost complete lack of greenery (apart from one tree and a couple of bushes). Besides, the square has some devices used by residents e.g. clothes lines, a few benches and equipment for a playground with a sandbox.

Photo 48 The view of 11, 13 Podzamcze Street (Jarczewski W., Huculak M., Janas K., (red.), 2013, Rewitalizacja podwórek, Instytut Rozwoju Miast, Kraków)

The political context

Until recently, revitalization in Ukraine has been an unknown and unused tool in creating city spaces. Although the problems in the town were very visible, the limited resources in their budgets did not

provide for the basic needs of the inhabitants, for example: street lighting or new means of transport. The lack of social capital is the main barrier to participation, otherwise needed for the revitalization project.

In 2009, the City of Lviv Institute (IM) was assigned by the City Council to tackle the general crisis of the area. Its mission was to achieve strategic objectives through the integration of three main local stakeholders: the residents, the local authority and the private sector in cooperation with the Institute of Urban Development in Krakow (IRM), implementing the 'Lviv-Pidzamche revitalization programme 2013-2015', a Community Led Local Development (CLLD) project co-financed by the Polish Development Assistance from the Ministry of Foreign Affairs. The main objective of the project was the renewal of public spaces with the participation of the residents. Participation and community building were crucial parts of the project.

One important element of the revitalization programme, as defined by the above described project was the renewal of the backyards of the tenement houses at 11 and 13 Pidzamche St. (*see experience The revitalization of Pidzamche backyards in Lviv, Ukraine*). The main objective was to improve the social relationships and the quality of life of people living there through the renewal and provision of new functions to the backyard. According to the plans, the place had to obtain a recreational and integrative role - owing to a playground for children and a recreational space arranged for adults and elderly people – as well as to serve practical issues – for instance, by

designating part of the area for an outdoor clothes dryer.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

The stakeholders

This project was supported by a similar team as the one working at the whole idea of the revitalising Pidzamche:

Public: Lviv City Hall and Council, Cultural Heritage and Monuments Protection Department including the City's Chief Architect, Chief Monument Conservator, Sports and Recreation Department, Shevchenkivskyi Raion Administration, where Pidzamche is located

Private: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) - a German organization implementing the downtown revitalization programme on behalf of the government of the German Federal Republic

NGOs and others: residents of Pidzamche and organizations such as Lypneva.com, IOTA, Cultural Industries Association, Centre for Urban History of East-Central Europe, Kickit Artistic Collective and Hodkiewicz Culture House

The residents of Pidzamche constitute the main stakeholders of the story. In the beginning they were rather passive they did not see any possibilities to change their urban environment. In addition, the potential 'investors' aroused their distrust and they were afraid of being obliged to contribute financially to the investments. As a result of the lack of experience in renewal projects in the neighbourhood,

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they were not aware of the advantages of participative planning. For this reason, the residents could not evaluate the potentials of the participative process for changing their environment, at least at first sight.

THE STORY
Phase 1: Public consultations held in an atmosphere of suspicion

According to the programme, the residents were involved in the decision-making from the very beginning of the planning process. Young architects from the Lviv Polytechnic were engaged in a process of public consultation. They prepared a preliminary design concept (figure 2). According to the plan, the backyard would have been equipped with benches, tables, greenery and other accessories that could have been used by all inhabitants of these buildings. The revitalization project was planned to begin in 11 and 13 Pidzamche St. and to be continued in other parts of Lviv.

The first task related to the backyard revitalization was to hold social consultations, considered as a key element of the project's success. The meetings were held directly in the backyards to be renovated – thus changing the position of the planners and the residents in the process, because the local residents became hosts instead of being only guests. This was for a period of community building and an example of changing the bias towards an outside entity.

Nevertheless, in the case of 11 and 13 Pidzamche St the residents remained suspicious of the process, they were convinced that the outsider planners want to get some benefits from them and the renewal of the backyards was only a pretext. The consultations between planners and residents were characterized by this atmosphere. However, a diagnosis was made, showing the requirement of three main items: 1) a place for relaxing for adults and elder people, 2) a place for playground for kids and 3) space for a clothes dryer. Then the specialists started to prepare their propositions for the residents.

Photo 49 Proposal of renewal backyard in 11, 13 Podzamcze Street (Jarczewski W., Huculak M., Janas K., (red.), 2013, Rewitalizacja podwórek, Instytut Rozwoju Miast, Kraków).

Turning point 1 – Lack of convincing

Once the proposals based on the three requirements outlined at the consultation was presented to the residents, most of the inhabitants turned out to be against the revitalization project. One of their main argument was that the renovated backyard would attract other people from Pidzamche. In addition, a new aesthetic and safe playground would "pull in" a huge number of kids who would make noise.

Phase 2 – Abandonment of the participative planning in 11 and 13 Pidzamche St.

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All attempts to define the needs and expectations of the residents on the development of their backyard failed.

Besides the renovation of the surface, the residents could not identify any specific solutions to improve their quality of life. Meetings, discussions and mediations with the community continued without any effects. The residents could draft only one proposition: they wanted to renew the main gate of their tenement house. This action was not included in the objectives of the project, as they were considered as certainly not having any special influence on community building. The renewal of backyards with the participatory issues was the main objective of the program. Finally, the opposition and the distrust towards the outside team which "interfered" in the immediate vicinity of the stakeholders proved to be an insurmountable barrier. Therefore, planners and their collaborators decided to abandon the idea of regenerating this backyard after three meetings.

CONCLUSIONS

Although 'The revitalization of Lviv - Podzamcze 2012-2015' has been a considerable success, the discussed experience was clearly a failure. The residents thought the right choice was not to take part in the project. However, they admitted in the following conversations that the observed changes and revitalisation effects on other backyards were positive and, as a result, they regretted their decision.

The problem of 11 and 13 Pidzamche St. has not been resolved; however, it showed

a certain perspective and provided some important experience in the use of the participatory tools, namely public consultations. In addition, however, there is a chance that the residents will take part in future projects, if an investor is found. The other solution is that they "take a chance" and try to influence the functioning and the appearance of their surroundings on their own following some similar experiences in other parts of Pidzamche – in this case the community building effect of the public consultations should be approved.

The experience shows that organisers of a public participation must be aware that the projects may fail when the residents do not express their consent. Such a discord, although it cannot be considered as a creative technique of problem solving, is a social activity - the community unanimously and jointly adopted a position in the case. The experience also shows that flexibility and understanding is certainly needed on behalf of the planners, who should be open to adapt their original concepts of the revitalization according to the real needs, as defined by the residents.

The failed project in the Pidzamche St. was the first stage of the revitalization project. It permitted the designers of the project and their collaborators to draw conclusions for the other parts of the programme. In addition, despite the fact that the residents lost their chance to renew the backyard, they still had an opportunity to take part in consultations and learn that outside entities do not want to "scam" them. It is proved by the positive outcome and the changes of other Pidzamche backyards projects.

The possibility and limitation of Roma empowerment

Katalin Fehér, Judit Keller, Tünde Virág

THE INITIAL PROBLEM AND CONTEXT

The Place

Nádas[14] is located in the eastern periphery of Hungary, near the Romanian border and despite the fact that it has a town status, it is rather a larger village with only 6300 inhabitants. Small towns represent a special category in the Hungarian settlement structure not only regarding their size, but also their economic and administrative position. Although they officially have a town status and some administrative public service functions, in fact, they are rather underdeveloped economically and they function as centres for the surrounding rural settlements.

The Political and Social Context

The settlement is situated in an economically and socially disadvantaged region where the lack of workplaces is combined with a low educational level. During the socialist period, people commuted weekly to the capital city. Later,

many of them, mostly non-Roma, young and educated people moved away from the town of Nádas to the capital city. Due to this selective migration process, the social composition of the settlement has been changed.

The town has a high rate of Roma population now. According to a national census based on self-identification (2011), every fifth local resident is Roma. In this ethnic group, there are two social and cultural subgroups are distinguished: the Vlach Roma and the Romungro [15]. According to different estimates, the rate of Vlach Roma is 5 to 10% and the rate of Romungro is 20% of the town's inhabitants. There are also two separate Roma neighbourhoods in the settlement characterized by different features making the distinction between the socially and culturally different Roma subgroups visible. The majority of Romungro families live in a stigmatized ghetto, while the Vlach Roma group lives in an ethnically compact neighbourhood in the vicinity of non-Roma residents. The ethnic and social boundaries between the Vlach Roma and the Romungro are sharp; the need for separation and distinction is more powerful, than the boundaries between any Roma group and the non-Roma inhabitants. From a non-Roma point of view, the Vlach Roma are better educated and wealthier, their housing conditions and family structure (having only one or two children) are more close to those of the

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[14] We changed the name of the town to a fictional one. See more Keller et al 2015.
http://intersections.tk.mta.hu/index.php/intersections/article/view/176
[15] According to different surveys in Hungary, at least three main Roma groups have to be distinguished. The Hungarian Roma identify themselves as Hungarian

and/or Musician Roma and speak exclusively Hungarian (they are called Romungro in the scholarly literature). The Vlach Roma speak Romani besides Hungarian and identify themselves as Vlach Gypsies, while Boyash people speak an archaic dialect of Romanian language and identify themselves as Boyash Gypsies.

non-Roma, while the majority of the Romungro are uneducated, unskilled, live in poor, mostly unkempt buildings and have many (sometimes five or more) children.

Besides the distinct social circumstances and livelihood strategies, a crucial source of the differences between the Vlach Roma and the Romungro is their relationship to Roma culture and traditions: the Valch Roma are usually proud to use the Romani language and dance tradition. However, in recent years, development programs aiming at alleviating poverty built bridges between these two Roma communities, where the Vlach Roma were involved in the design and the implementation of the projects and in the majority of cases, they worked with the Romungro in order to advance.

The Initial Problem

The lack of Roma community space and Roma NGOs is one of the initial problems for this story. The local government offers a community house in the town centre where different cultural events related to Hungarian folk culture are organized, e.g. the Pensioner's Club for local elderly people. Roma families are not excluded from the community house but there are no opportunities for presenting Roma culture and there is no space for the Roma community's specific events. The local government also started to operate an

'Ethnic Minority Office', whose function is supplementary to the Roma Ethnic Minority Self-Government [16]. The Ethnic Minority Office is staffed with young educated Roma people. In the first years, exclusively Vlach Roma people were recruited, but nowadays the Romungro are also employed. They help people in need: they write requests for them, prepare tax returns, record applications for public work and help to submit requests for utility providers.

The Local Government had an empty run down old 'peasant' house in the town centre, but had no money for renovation. For the non-Roma inhabitants, this is a symbolic place of peasant tradition and it represents the history of the settlement.

THE STAKEHOLDERS AND THEIR INITIAL POSITION

The local government and its institutions

The current mayor, elected a decade ago, deliberately began to build a network of experts and professionals working for Roma integration and facilitated the transformation of some of the local institutions to enhance social cohesion. He appointed a new leadership and staff in the Family and Childcare Services and initiated additional development programs. His commitment to organizing coalitions can be seen as linked to his willingness to form

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[16] Although the political position of the president of the Roma Ethnic Minority Self-Government (RMSG) has been stable for years, his local acceptance and reputation has been controversial among the Roma and non-Roma population. Due to his political position, he could influence the recruitment of local participants in public work programmes as well as the distribution

of emergency welfare assistance. Moreover, as a building contractor, he could offer jobs for Roma men, though he did not become the partner of the local government in development projects for Roma integration. The members of RMSG were not invited to the development programmes.

a team with the head of the local Social Centre and work together in close cooperation in the implementation of local development projects. Both leaders are deeply embedded in the local society and they have the recognition from diverse local social groups. The reputation of the mayor is based on a diversity of social roles: his family is part of the non-Roma local elite, and he is also a presbyter of the Protestant community. Their recognition helped them in their efforts to integrate conflicting local interests under the umbrella of one concept for local development.

Autonómia Foundation

Autonómia Foundation (AF) is a nationwide private foundation established in 1990. Their efforts focus on strengthening the civil society and supporting marginalised social groups with a special emphasis on Roma integration. Their activities include local trainings, project generation, community development and supporting community initiatives, identification and presentation of good practices (mainly through study visits). The Foundation aims for the social integration of disadvantaged social groups and the creation of

partnerships and cooperation. An especially important objective is to facilitate the effective use of European development funds to improve the living conditions of disadvantaged Roma communities.

One of the objectives is to bring these funds closer to the Roma communities. The staff of the Foundation helps the beneficiaries to articulate local problems, to shape ideas and to come up with possible solutions, to write applications, while supporting them in building local partnerships.

The Roma inhabitants

As stated before, Vlach Roma inhabitants are better educated and wealthier than the Romungro and have a diverse social relationship to the non-Roma local elite, which enables them to represent their own interest. However, due to the lack of a Roma community space and the possibility for practicing their own music and dance culture in the local events, they do not feel as fully esteemed and accepted members of the local society.

The Romungro inhabitants are mostly uneducated, unskilled, living in poverty

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and excluded from most of the town's institutions and they are not able to represent their interests.

THE STORY
Phase 1: Establishing a Roma community house in the town centre

Roma integration projects took place gradually, initiated by different actors. The local government was a top-down initiator in several projects, where they combined different kinds of funding in various project cycles to create, maintain and enlarge Roma community houses in the settlement.

The Autonómia Foundation (AF) played a major role in generating these projects and in empowering the local Roma minority. The local government decided to apply to the AF MtMt (Making the Most for EU Funds for Roma) programme. In addition to the mayor and the head of the RMSG, the coordinator of AF came in contact with the head of Family and Childcare Services and the staff of the Roma Ethnic Minority Office. This role was performed by a Vlach Roma woman at the time. '*I was very surprised to see that there are people who fight for Gipsies.'* - this is how this Vlach Roma woman recalls the appearance of the experts of AF. The Autonómia Foundation project generating activity aimed to develop capacities for a subsequent bottom-up and socially embedded development. This initiation was strengthened by the social network created through the Foundation's trainings

and the emancipation policies of the local government.

The initiator of the changes was the above mentioned Vlach Roma woman, who had begun her carrier as a cleaning lady in the neighbouring town's hospital at the age of 20. She has become a crucial actor in the integration programs in Nádas. From the hospital, she moved to work at the Ethnic Minority Office in Nádas, then at the Family Support Service. During this time, she received her high school diploma and a college degree. Her carrier was supported by the mayor and the head of the Social Centre of Nádas, who treated her as a partner on equal terms. After the successful application to the Social Renewal Operational Program (SROP) she was appointed as the head and the Vlach Roma Women's leader in integration projects. She served as a positive example for the local Roma population: an increasing number of local Vlachs and Romungros perceived education as more important than before and an increasing number of them restarted their (adult) education.

As a result of these external efforts, an NGO was founded by local Vlach Roma women, who they could implement numerous minority programs with the support and financing of other NGOs and corporate social responsibility (CSR) programs.

As a result of the SROP project, a community house was created in the town centre in the empty peasant house owned by the local government. It practically serves as the community space of Vlach Roma. Several Vlach Roma worked in this community house partly employed in the

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development programmes and partly in public work programmes. Different programmes were organized to support disadvantaged Roma children, to empower and support Roma women in education. Several cultural events were also held here when Roma, especially Vlach Roma music and dance was presented for the inhabitants of the town. The staff of the community house, also mainly Vlach Roma, often cooked and had lunch together and company for a coffee was also available any time. At the same time, the operation of the community brings attention to a very important local problem: the development and implementation team consists mostly of Vlach Roma and they are also most often the target group of the programs, while the original target group of the projects were the Romungro families living in the segregated neighbourhood.

Turning point 1 – Ending of the EU financing

At the end of the EU financing period of the SROP programme, LG takes over the funding. This period falls between two EU funded development programme.

Phase 2 - In between two development programmes: limitation of Roma empowerment

At the end of the first SROP grant, the management of the community house was taken over by a new team who won a tender for the Complex Settlement Program, aiming to develop the stigmatized ghetto populated by the Romungro. This program also contributed

to the maintenance of the community house previously led by the Vlach Roma woman, but the space had now different social functions.

The Vlach Roma woman previously worked for the development programs and she was also appointed as expert manager of the Complex Settlement Program as one of the founders of the community house. Even though her professional competence is unquestionable, some people in the town's leadership and in the local society have been critical about her fast upward social mobility: "*a Gipsy cannot be the leader of a project spending hundreds of millions of forints.*" A local non-Roma woman became the manager of the house and she was paid through a different project funding by the local municipality. The former manager of the house and the kitchen workers - all ethnic Roma – were laid off and replaced by a new non-Roma staff. This reflects the new fragile position of the Roma community and the empowered developmental elite, emerging through previous development projects.

The central community space serving the Roma integration program started to be used to host civic organisations of the non-Roma majority. In general, the integration of Roma and non-Roma organisations in a common space could be seen as a success. However, the change of staff overshadows this interpretation and implies an exclusionary process. The community centre, the old peasant house located in the town centre thus became the place of symbolic struggles over urban spaces.

Turning point 2 – Creation of a second community house

Based on another EU Fund, the Complex Settlement Program, a new community house was established at the edge of the town for the Romungro living in the stigmatized ghetto.

Phase 3 – The success of the new Roma community house at the edge of the town

At the edge of the town, a newly purchased house was renovated in order to function as a new Roma community house in the vicinity of a stigmatized Romungro neighbourhood. Residents of the Romungro neighbourhood regularly pass by the house on their way to the town centre. Social and developmental professionals have a daily contact with the residents of the neighbourhood. The project manager of this program formerly worked at a foster home in a neighbouring town for 5 years, so she knew almost every family in the settlement.

The house has two Romungro employees, both of them from the neighbourhood, which was an important aspect in their selection. Due to the project leader and her colleagues, social experts are not perceived as authorities by the poor Roma families of the settlement but as supporters.

The leadership of the town supports the house financially as well as symbolically. The mayor and the Protestant reverend attended the opening ceremony of the house and they have visited the house weekly since then.

One of the most important community-shaping activities of the house is volunteer work. In order to receive social benefits, you have to provide annual documentation proving 30 days of official employment. Public works can only employ a limited number of people, so it is challenging for many people to bring evidence for 30 days of work a year. As a solution, the unemployed person can sign a contract with the Family Care Service for volunteer work in the community house. They take care of the garden and of the house, plant flowers etc. "*We do not have a cleaner, a guardian, or a repairman, but these works are all provided by the volunteers. Thus we do not have the problem that somebody is working for money and the other person for nothing.*"

A kitchen garden has been created in a part of the backyard and the products of the garden are cooked in the kitchen of the community house. This kind of operation requires almost non-stop opening hours to fit the daily life of the Roma families. Officially, the house is open from 8 am to 6 pm, to 4 pm on Saturdays. But on winter evenings, people stay there to watch TV and to chat only in order to save on heating costs. So the leaders decided to remain open for the locals' convenience. Although voluntary work to cover the 30 days of mandatory public work is rooted in a structural constraint, it provided an opportunity for social workers to get in touch with many families living in extreme poverty and isolation until then, as well as with the retired non-Roma residents of the neighbourhood. These people have become active members of the Community House since then.

CONCLUSIONS

The creation of a new Roma community house at the edge of the town could be seen as a replacement of the old central community house, which was symbolically taken over by the non-Roma, however these spaces do not have the same social functions. The groups they target and reach are completely different: the new community house is exclusively frequented by the poorest Romungro group living in the stigmatized neighbourhood, while the old community house served as a community and cultural centre for the Vlach Roma and later on for the non-Roma residents. The present set does not serve the long term integration of the non-Roma, Romungro and Vlach Roma groups, but it strengthens the institutional segregation. Despite the steps towards integration of the local government and other stakeholders, the top-down Roma empowerment could only be maintained for a limited time period, until the EU funding provided financial resources to renovate and maintain a symbolically important urban area. After the end of direct investment, the hierarchical relations reverted to the traditional schemes.

Rita LAKATOS
Zsolt's mother

FRANCE 24

Chapter 5

The EUrbanities Partnership

The EUrbanities Project

EURBANITIES

Website: www.eurbanities.org

EUrbanities – Empowering Civil Participation through Game-Based Learning – is an ERAMUS+ project for the creation of a game-based pedagogical tool and curriculum. EURBANITIES is a European project for adult education, aiming *to facilitate the participation of civil stakeholders in neighbourhood-level development programs,* through the establishment of a *pedagogical curriculum* based on a *game tool* dedicated to local stakeholders, activists, trainers, and urban development professionals.

Photo 51 Author: Martin Barthel

The EURBANITIES game will function as an online game for individual use as well as a pedagogical tool for a training program. Its aim is to *stimulate the strategy-making process of civil activists and residents* that are actively participating in neighbourhood-level urban development projects. EURBANITIES will help them advance their actions in a strategic way,

based on know-how accumulated through the analysis of already existing experiences from around Europe. The game will be built according to several *scenarios of participation* established following the *evaluation of experiences of participation* in neighbourhood-level development*. Around 20 on-going or already finalized projects from 10 countries will be presented in the form of narratives *following a common grid of storytelling*.

Photo 50 Trasnlating the Experiences into storylines. Author: Martin Barthel

The experience evaluations focus on the strategies and actions taken by the main stakeholders in each project and their re-adaptation at turning points that shape the processes. The scenarios of participation will be built following these main lines of action and turning points identified in the experiences.

The scenarios will serve as a skeleton of the online game, which will be constructed in the second year of the project. To facilitate using the game in a pedagogical context, *a pedagogical curriculum* will be formulated parallel to the game development work. The game and the curriculum will be tested in a series of training events and workshops during the third year of the project. EURBANITIES is realized through the

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cooperation of 7 partners from 6 countries that represent three main types of expertise necessary for the successful accomplishment of the project's objectives:

- Experts in urban development issues (Comparative Research Network, Berlin; Institute for Regional Studies, Budapest; Institute for Urban Development, Krakow; UrbanisTimo, Helsinki; Association for Urban Transitions, Bucharest)

- Experts in intercultural training and education (Comparative Research Network, Berlin; Mine Vaganti, Sassari; Association for Urban Transitions, Bucharest)

- Experts in communication and gamification (UrbanisTimo, Helsinki; EuroNet, Potenza)

The diverse themes are closely interrelated and one partner generally represents several types of expertise. You can read more about the project partners here. EURBANITIES is a three-years-long project. It is organized around 10 international meetings and 1 multiplier event, and the co-creation of the project's main products: a booklet of the experience evaluations, a booklet of the main scenarios, a pedagogical curriculum, and an online game.

Figure 5 Demovideo on the game. Author: Euro-Net

Comparative Research Network

Comparative Research Network:

Berlin, Germany
Website http://www.crnonline.de

The Comparative Research Network was founded in 2007 and worked since then in the field of adult education and research. The CRN Network is specialised in training activities within the fields of intercultural competences, intergenerational learning, mobilities and migration. Additionally, the CRN is specialised in creating and performing evaluation and dissemination processes. CRN lately gained through various projects both as coordinator and participant expertise in game design in education, storytelling and community reporting, where the network is currently carrying out training for several target groups.

Due to CRN being organised as a transnational network, it has an international scope. At the moment, it employs 4 permanent and around 10 freelance staff, and has a network of more than 120 members, located in almost every European country. Major target groups of the CRN are beside trainer marginalized groups, such as persons living in remote rural areas, seniors and unemployed. Generally, CRN is seeking to link social science with civil society actions - that is why CRN joined itself various local, national and transnational networks. In its European Work as adult training provider, CRN coordinated already 4 Erasmus Plus Partnerships and participated in two more. During our intercultural training courses, more than 200 facilitators (teacher, trainer) from all programme countries participated in three years.

Photo 52 Working during the meeting in Bucharest. Author: Martin Barthel

In the research department CRN participated as impact partner and facilitators in a few FP5-7 and Horizon 2020 projects. CRN has an outreach to more than 30 universities across Europe. As the latest achievement CRN started to edit and publish scientific and educational papers and books. All publication receive ISBN but are accessible open source and free of charge.

CRN developed the project and is the co-ordinator of EUrbanities. Our aim was to support local communities in their struggle to activate their citizens by providing a research based, interactive, blended methodology to motivate through the game learners to get involve and local facilitators and educators with a cross-sectoral, intergenerational training module to teach and simulate participation.

Regional Research Institute at the Hungarian Academy of Sciences

Pecs, Hungary

Website: http://www.rkk.hu/en/

The Centre for Economic and Regional Studies of the Hungarian Academy of Sciences (CERS HAS) was established on January 1st 2012 with the merger of three academic institutes (Institute of Economics, Institute for Regional Studies and the Institute of World Economics). The basic activity of the Centre is the scientific analysis of the Hungarian economy, the international economic and political environment, and of economics in general. The Centre aims to undertake theoretical and empirical studies in the fields of nation and world economics, in regional processes and in other interdisciplinary areas of the Social Sciences. The purpose of the Centre is to publish and promote new research results, develop the scientific tools needed for research and also the databases appropriate and necessary for social, economic and regional research projects.

The Institute for Regional Studies (IRS) as a member of the CERS HAS conducts multidisciplinary research projects related to local and regional development in Eastern, Central and South-eastern Europe. Bringing together expertise in social geography, sociology, anthropology and economics, IRS studies spatial and social inequalities, urban and rural development processes and their related policies, such as labour policies, education and care policies, and service provision. By studying the "sociology of development", IRS focuses on institutional factors that influence local development and gear towards local social change. Our main expertise lies in qualitative methodologies based on the approach that development is about the ways various types of local actors can have a say in the definition of developmental goals and means. Hence, IRS's field research generally focuses on participatory processes and employs in-depth and semi-structured interview techniques in order to assess which stakeholders, with what kind of mandate were included (or excluded) in (from) the decision-making processes of developmental coalitions.

Photo 53 Playing Sociopoly during the 1st meeting in Budapest. Author: Martin Barthel

IRS's participation in the Eurbanities project was driven by our special interest

and experience in applied research. In the course of our work, we often find tension between local development policies and citizens' interests expressed through bottom-up initiatives. Moreover, in Central and Eastern Europe these bottom-up initiatives are often missing from the developmental field due to the general weakness of civil society and civic interest representation.
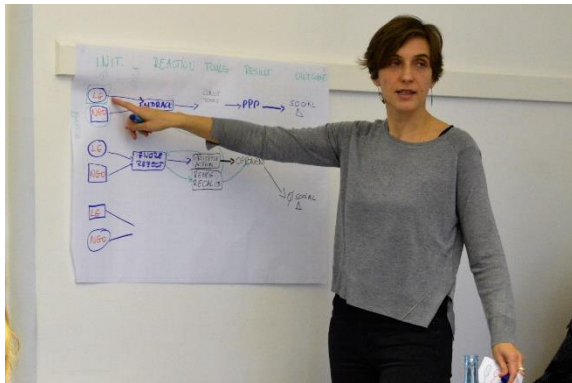

Photo 55 Impressions from the Eurbanities Meeting in Bucharest. Author: Martin Barthel

Photo 54 Discussing the game scenario during the 2nd meeting in Berlin. Author: Martin Barthel

Therefore, IRS finds the project goals of the Eurbanities project to facilitate the participation of civil stakeholders in neighbourhood development programs through the establishment of pedagogical program and a game tool, especially relevant in the Central and Eastern European context. We believe that Eurbanities game tool will be extremely beneficiary for many of our local partners in stimulating the strategy-building of activists and local citizens to make initiatives in local policy-making and social change happen in their neighbourhoods. The Eurbanities game tool and pedagogical background will also trigger the interests of activists and students of social sciences, thus pave the way for the expansion of participatory techniques for next generations growing up in the region.

The Institute of Urban Development (Instytut Rozwoju Miast - IRM)

![IRM INSTYTUT ROZWOJU MIAST]

Krakow, Poland
Website: **http://irm.krakow.pl/**

The Institute of Urban Development (Instytut Rozwoju Miast - IRM) located in Krakow, Poland, is one of the leading Polish research and development institutions in the field of urban and regional studies. The Institute was established in November 2002 following the decision of the Polish Ministry of Infrastructure. Its legacy contains a rich tradition and achievements in the areas of research and applied studies in:

• urban regeneration, • community-led local development, • urban policy, • spatial planning,
• regional development, • socio-economic geography, • environment shaping and protection,
• municipal and housing economies

The Institute's personnel is composed of 50 persons constituting an interdisciplinary team of researchers representing the following areas: urban and spatial planning, human geography, architecture, economy, sociology.

The results of research works are used by the Polish Ministry of Infrastructure and Construction, Polish Ministry of Development and other government agencies, parliament committees and regional and local governments as well as international institutions such as UN-HABITAT.

Photo 56 workshop 'Let's speak about revitalisation', Olkusz, 2016, author: Mateusz Kulig

The Institute maintains contacts and collaboration with foreign organisations, research institutions and universities.

Apart from the research and advisory projects, IRM conducted several community-oriented projects at the neighbourhood level such as:

Creation of the Youth Entrepreneurship Incubator in Lviv (Ukraine), Polish Development Aid Programme, 2015

Revitalization of Pidzamche district in Lviv – phase III, Ukraine, Polish Development Aid Programme 2014. The success and the sustainability of the project has been reached by involving residents into implementation of the programme.

Programme of the renovation of backyards in the city of Chorzów (2014) – IRM has

organized dozen of consultations, participatory planning meetings and design charrettes

The Leader method – transferring V4 countries experience to Georgia, Visegrad Fund, 2014-2015

Preparation of the pilot implementation of a food cooperative in Gorlice county within the framework of the URMA – Interreg IVc project (Urban-rural partnerships in metropolitan areas), Interreg IVc programme, 2012-2014

Revitalization of backyards in Pidzamche area in the city of Lviv, Ukraine, 2013

Photo 57 IRM presenting their case studies during the Eurbanities Panel at the URBOTECA conference 2016. Author: Martin Barthel

Photo 58 workshop: 'Let's speak about revitalisation', Olkusz, 2016, author: Mateusz Kulig

IRM took part in plenty of revitalization project. For that reason, we know how important is participation process. Because of our scientific and practical experiences, we recognised the need to include the social and economic actors in the spatial planning process. Furthermore, it is important to use new forms and channels of education to stimulate attitudes and behaviours in young people that they become active and aware citizens.

The Association for Urban Transition (ATU)

Bucharest, Romania

Website: http://www.atu.org.ro

The **Association for Urban Transition (ATU) is a Romanian non-governmental organisation** with 16 years of experience in projects involving diverse spatial settings: historical centers, collective housing estates, slums, green infrastructure, rural microregions, brownfields. We function as a think-tank and work on defining methods, encouraging encounters and exploring alternative means of disseminating knowledge through art, public engagement and academia.

Photo 59 Urboteca project experience: producing games and events to encourage curiosity about the city Author: ATU

Our goal is to facilitate the sustainable transformation of space by acting as a feedback mechanism between university, public authorities and civil society. We believe that the process of transformation should be negotiated among all stakeholders and analysed from an interdisciplinary perspective.

We have always maintained strong links with academia. Many ATU members teach in various faculties, inspiring their students to use our organisation as a platform for conducting their own research by accessing our know-how and professional network, applying for project funding or organising exhibitions and conferences. The association benefits a great deal from the work of students as well. The theory and methods fundamentals of their Masters or PhD degrees provides ATU with an up-to-date knowledge pool of contemporary research topics providing a high quality basis for our applied research projects. Bachelor students are invested volunteers who experience live learning through on-site participatory projects or during our summer schools.

ATU is not focused on a single topic. Our portfolio gets richer with every new member who is willing to coordinate a project—be it about sustainable mobility, transparency for good governance, urban pedagogy, housing or heritage policies, history of architecture or contemporary urban dynamics.

Out of our more than 70 members, Urban Education Live's (UEL) Bucharest team is made up of Vera Marin, architect and urban planner, Daniela Calciu, architect, Răzvan Zamfira, urban studies

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researcher, Alexandra Ștef, anthropologist, Gruia Bădescu, researcher in geography and urbanism and Andra Dumitru, sociologist and social anthropologist.

Photo 60 Summer 2017 – Urban Education Live project http://www.urbedu.live/ Author: ATU

Our role in UEL is to develop social mapping methods by documenting local patterns, as we do outreach in Berzei—Buzești, an area in central Bucharest under fast transformation. Drawing from our experience with Urboteca, a mobile lab for public engagement with urban development travelling around Bucharest's neighbourhoods, our fieldwork establishes a baseline of indicators tracking change, while also building up a local urban agenda for the neighbourhood. The resulting social mapping tool will help on-site interventions such as establishing local hubs (arrival strategy), as well as evaluating progress thoughout the project and across UEL partners.

Motivation / reflection to be part of Eurbanities

Since the very beginning, the group of young professionals who have established ATU have considered the importance of the need for urban pedagogy in Romania. During the communist regime, the decision making process was very top-down and

very few people were involved in processes of space transformations. The transition towards a market economy was basically a period when those who had information were in the front line of privatization, of real estate development, etc. The civil society and the active citizenship were not common and there was very little opposition from the inhabitants. In the last years, there are civic initiative groups here and there, and, with the help of social media, the people who share values about their cities and neighborhoods come more often together.

The idea of the EURBANITIES project was very appealing especially because it has to do with the online as well as with the offline activities of urban pedagogy. It comes at the right time for the context in Romania.

ATU team is very proud to be part of an international consortium that is financed by the European Union because this demonstrates the importance of the civic involvement and of the awareness building instruments that can be considered as urban pedagogy.

Photo 61 The city – an user manual and then the Club for high school students, June 2016. Author: ATU

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UrbanisTimo

Helsinki, Finland

Website: http://urbanfinland.com/

Organization

UrbanisTimo is a Helsinki-based sole proprietorship owned and operated by Timo Hämäläinen. The business offers advisory and consulting services within the fields of urban policy, urban planning and citizen engagement, ranging from research & analysis, presentations, and partnerships to content creation & communications. UrbanisTimo harnesses the latest insights in 21st-century urbanism and their goal is to help build more humane cities in Finland and beyond. In UrbanisTimo's work, emphasis is particularly placed on the integration of bottom up perspectives and institutional ambitions.

Photo 62 Timo Hämäläinen. Photo: the author

UrbanisTimo is excited to participate in the EURbanities project for its goal and contemporary approach to share knowledge about the opportunities for

acting to improve neighborhoods from the bottom up. The game and curriculum around it has potential to assist grassroots movements advance their work as well as to empower individuals to become changemakers in their everyday environments. All this is much needed in an era where much of the development in cities comes in the form of large-scale projects that are disconnected from local communities. EUrbanities offers tools to heighten the discussion for creating highly livable cities across Europe.

Figure 6Urban Helsinki Project. www.urbanhelsinki.fi

Mine Vaganti NGO

Sassari, Italy

Website: http://minevaganti.org/

Mine Vaganti NGO is a no-profit organisation born in Sardinia in 2009. MVNGO has 4 offices in Sassari (where MVNGO managed a Youth Center for 2 years), Uri, Olbia and Tempio Pausania covering all the North of Sardinia with other branches in the rest of Italy.

MVNGO promotes intercultural dialogue, social and green entrepreneurship, social inclusion through Sport, Formal and Non-formal Education including disadvantaged targets as migrants and people with disabilities. MVNGO is part of 3 international networks such as YEE, ISCA and MV International. MVNGO is an educational training provider at local and European level. MVNGO has a consultant role for public and private bodies to promote and develop European and trans-continental projects in Youth/Adults/VET/HEI/Sport Sectors. MVNGO works on Erasmus+, Horizon 2020, Cosme, Europe for Citizens, Creative Europe, EuropeAid, EaSi, Life+, IEE, the UN programmes (UNDEF) and foundations as EYF, Fondazione con il Sud, Anna Lindh and Open Society.

OUR APPROACHES TO URBANISM

Since 2009, MVNGO is delivering trainings on various topics and it is highly committed in stimulate active citizenship through non-formal education workshops creating moment of inner reflection among participants and their relationship with urbanism of the main cities in Sardinia. Through NFE, we conducted social campaigns, Photovoice sessions, round table with Municipalities representatives and social inclusion methods for revitalizing a depressed area of Sassari (Piazza Santa Caterina). Here we managed the Youth Centre "Santa Caterina" where a series of local activities were conducted to revitalize the city centre.

In 2014, MVNGO delivered a Training Course called "Space" (Social inclusion in Public spaces and Active Citizenship through non-formal Education) aimed at bringing together youth workers and representatives of local bodies from Italy, Spain, Portugal, Greece, Norway, Sweden, Denmark and Romania to discuss about urban issues affecting young people. The participants worked on four main thematic areas: risk of social marginalisation and exclusion in urban environments; opportunities for the cultural and economic revitalisation of the old town through art, sport, food and culture; sustainability and public transports; active citizenship and cooperation of young people with the decision makers to propose solutions to urban challenges.

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EURO-NET

Potenza, Italy

Website: www.synergy-net.info

EURO-NET is a not for profit association that is member or associated member of 58 international networks (5 of them are EU networks: EUROPE DIRECT, EUROGUIDANCE, EURODESK, SOLVIT and EBN-EUROPEAN BUSINESS & INNOVATION CENTRE NETWORK). EURO-NET gives to children, young people and adults these services:

- information and project development center

- organization of training courses, exchanges and cultural, artistic or sport activities

- sector study, research

- counseling, crisis support and prevention

- e-learning, networking, partnerships, training courses and workshops

- publications, newspapers and web sites.

It has realized more than 360 European projects, especially with Youth and Youth in Action, Socrates, Leonardo, LLP, Progress, Daphne, Life, E-Aid, Culture, Creative Europe, Erasmus Plus (KA1, KA2 and KA3), Representation in Italy of E.C., European Youth Foundation, Council of Europe, etc.

EURO-NET is also the leader of a consortium (called CONCRETO) that is managing a "Creative Centre" (called TILT) in Marconia di Pisticci (province of Matera): the aforementioned centre is composed of multipurpose open spaces according to the "Visioni Urbane" programme's style (a project of "Patto con I Giovani") realized by REGIONE BASILICATA together with MINISTERO DELLO SVILUPPO ECONOMICO (Ministry of Economic Development) and financed by the FAS, meaning Underused Areas Funds. It covers an indoor area of about 400 sq mt, a 700 sq mt parkland, a 400 sq mt terrace, a 1000 seats auditorium (with a stage of 300 sq mt) and a large parking. The Centre for Creativity can be suitable for live performances (theatre, concerts, stand-up comedies and so on), fairs, training courses, meeting, sport events, cultural exhibitions, movies (there are also a well-equipped editing hall and a recording studio).

Photo 63 Euro-Net during the work meetings. Author: Martin Barthel

EURO-NET was chosen 2 times from the European Commission in the Pan-

European Working Groups for its competences and 3 times published for its

Photo 64 Study of the storylines. Photo: Martin Barthel

best practices in the field of media and communications).

The Association co-operates with many public Administrations with which it has particular agreements for the diffusion of juvenile and adults activities and helps all juvenile organisations and any other type of organisations to realise European programs.

The staff EURO-NET, that is very skilled in development of web platforms, videos, e-games and cartoons, is working in the project especially in the realization of the electronic games, following all the indications and suggestions coming from all partners.

The project EURBANITIES is very innovative and EURO-NET is very pleased to be part of it. We are specialised in the realisation of cartoons, electronic games, videos and movies. The association thinks

that it will be very useful and will involve and facilitate the civic participation of neighborhoods.

EURBAN iTiES

Our Neighbourhoods' Heroes - Stories on Citizen Participation in Local Development in European Cities.

Elaborated by the Erasmus Plus Strategic Partnership EUrbanities - Empowering Civil Participation through Game-Based Learning.

COMPARATIVE RESEARCH NETWORK: