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5th Open European Day

Conference Report







Cities standing up for climate change

International conference shows why local climate adaptation action matters

The consequences of climate change for cities have been scientifically proven and extensively documented. Climate change impacts have direct environmental, social and economic implications for which cities need to prepare. Adaptation to climate change must be prioritized on local, national and international agendas if extreme weather events and hazards are to be effectively and quickly addressed. In their efforts to attract investors and drive momentum for climate resilience, cities encounter a lack of funding, lack of technical expertise, low political support, silo thinking, weak coordination between departments, non-existent or limited citizen engagement, difficulties in identifying existing adaptation frameworks and a lack of guidance.

Since 2013, the annual Open European Day has given cities across Europe the opportunity to exchange on the state of the art for urban climate adaptation and resilience, offering a platform for networking and discussion between peers on common experiences, good practices and resiliencebuilding actions.

On 25th April 2018, over 150 participants from more than 30 countries gathered in Bonn, Germany for the fifth edition of the Open European Day (OED). As in previous years, the event was organized by ICLEI -Local Governments for Sustainability and the European Environment Agency, back-toback with ICLEI's Resilient Cities Conference[1]. Throughout the day, the participants - mainly representatives from cities and local governments, as well as experts and professionals in the field of climate change adaptation and urban resilience - engaged in a number of interactive panel discussions, breakout sessions and, for the first time, training workshops.

[1] The Resilient Cities Conference is the Annual Global Forum on Urban Resilience and Adaptation hosted every year in Bonn. For more information, visit last edition's website: https://resilientcities2018.iclei.org/



"We need to think further about what adaptation [actually] means" - LIFE Programme

Participants chose between three thematic streams: collaboration and stakeholder involvement for urban adaptation, mainstreaming and incorporating adaptation into existing local practices, and implementation and monitoring of urban adaptation action. Within these thematic streams, a variety of topics, such as implementing naturebased solutions, climate adaptation of cultural heritage and insurance for urban adaptation were addressed. Three tailormade training workshops offered an opportunity for capacity building on the themes bottom-up climate action and citizen engagement, protection of critical infrastructure, and financing and funding for urban adaptation. The discussion and training sessions were complemented by a lively Marketplace that showcased a number of projects and initiatives on urban adaptation and resilience, and provided an excellent opportunity for exchange and networking.

The Deputy Mayor of Bonn, Reinhard Limbach opened the event by emphasizing the importance of being prepared and ready for the extreme impacts of climate change. Mr. Limbach introduced some of Bonn's most recent adaptation activities, as well as the city's current efforts in finalizing its first local sustainability strategy; directly linked to the Agenda 2030. He acknowledged that other regions in the world may face already more intense climate change impacts, but emphasized that European cities need to plan and implement appropriate adaptation measures, making use of nature-based solutions and the available technical expertise.

During the opening plenary, the current state of urban adaptation was discussed, as well as ways to mainstream it into current local sustainability strategies, the need to look for funding sources beyond the local level and the importance of international networks in supporting cities in understanding the bigger picture and adopting consistent approaches with regard to adaptation. Representatives from the cities of Genoa and Bologna involved in the EU Urban Agenda partnerships for Climate Adaptation and Sustainable Land Use and Nature-Based Solutions respectively, both launched in 2016, shared their insights into the initiatives, providing with an overview of objectives and partners involved. Without funding allocated, the mechanism was equally considered successful by the cities, willing to engage in a voluntary basis as long as the benefits of the initiatives are reflected on the whole community. The position can inspire other cities to be part of the initiatives when it is proved that local policies have a direct impact in the quality of life of the citizens.

The Urban Agenda for the EU was launched in May 2016 with the Pact of Amsterdam[2]. It represents a new multi-level working method promoting cooperation between Member States, cities, the European Commission and other stakeholders in order to stimulate growth, livability and innovation in the cities of Europe and to identify and successfully tackle social challenges.[3]

This report synthesizes the main points from the discussions of the day, highlighting emerging themes, success factors, experiences, challenges as well as good practices and lessons learnt.

^[2] https://ec.europa.eu/futurium/en/content/pact-amsterdam[3] https://ec.europa.eu/futurium/en/urban-agenda-eu/whaturban-agenda-





"All the effort that cities put into economic growth is going to be wiped out by climate change if we don't act immediately", Glasgow Region

Estimating the costs of hazards

Insurance for urban adaptation

While climate change has already caused economic losses to cities, the real costs are still not understood. According to Finance Norway, [4] the organisation for the financial industry in Norway, representing 240 financial companies with 50,000 employees, this is partly because there is a general lack of technical expertise within local governments and municipalities that hinders a proper data collection on loss of assets and the costs of hazards and disasters. Such loss can materialize in various ways, all together affecting the city's functionality; from material damage in housing and infrastructure, to degradation of ecosystem services, or disruptions in basic services and transportation. In order to prioritize potential adaptation measures, it is essential to carry on in-depth assessments of the economic value of urban resources natural, social, human or infrastructural.

The City of Budapest provided an illustrative example of the benefits of a quite successful and innovative insurance scheme for natural systems, such as urban forests and landfills, whose economic value is often overseen or disregarded. The city covered an area of 200ha of forest with agricultural insurance, which proved to be highly valuable when an extreme hail storm (2015) caused major damage to the area and its surroundings. The insurance then helped to compensate for the damage caused in 30% of the affected area. This experience helped the city recognize the need for insurance and expand its coverage.

Insurance plans need to be based on accurate calculations, so that claims following extreme hazards can provide enough compensation for full recovery. A thorough risk assessment could help in better planning for possible losses, and therefore, in developing proper insurance schemes. In some cases, such as in Kristiansand, Norway, technical data and information from the local government can be easily made available, but city practitioners often lack guidance and ideas on how to make use of it.

Reinforcing collaboration across multiple levels of governance

The value of multi-level governance is increasingly being recognized, and the growing number of international networks and organizations offering partnerships play an important role. These networks support cities in strengthening their capacities and scaling-up activities through access to the international community and city-to-city cooperation. This type of exchange serves to link interests, identify commonalities, sort out what works and what does not and explore opportunities for future collaboration. Benefits from this sort of cooperation range from access to a wider pool of resources and knowledge, cocreation and integrated stakeholder engagement processes, introduction and adoption of different perspectives on key sustainability topics and initiatives and access to funding and financing sources and programmes.



To illustrate the value of partnerships in strengthening local adaptation action, the City of Wroclaw presented the 44MPA project [5]. The project is led by the **Environmental Protection National Research** Institute and technically and financially supported by the Polish Ministry of Environment, and supports the development of climate change adaptation plans in the 44 biggest cities in Poland, all with over 100 thousand inhabitants. The project assists cities in assessing climate vulnerability and risk by providing them with data and designing a common methodology that allows to benchmark and compare the results. Additionally, the project helps the cities to adopt a participatory approach to discuss adaptation measures with citizens, NGOs and experts, enhancing the value of intersectoral collaboration.

Indeed, cooperation needs to be implemented at all levels of governance and across sectors and disciplines to be fully effective. IHOBE, the Basque Environmental Management Company, introduced the governance system within the Basque Region, where national, regional, provincial and local governments support each other in finding the best development pathway for adaptation and environmental planning. Multi-level governance is essential to ensure that cities' needs are taken into account and fulfilled. Adopting this approach allowed 200 Basque municipalities to be heard via an open participatory model that enabled cross-sectorial collaboration in the region.

[5] Learn more about the 44MPA project: http://44mpa.pl/urban-adaptation-plans/?lang=en

"National government needs to work hand in hand with the cities and set clear roles and division of work within this collaboration scheme", Polish Ministry of Environment/44MPA project

Stakeholder engagement and citizen participation

Successful adaptation needs well-informed and active citizens. But, how can local authorities take them along this journey? In one of the training workshops, the participants learned factors for good communication about climate change that mitigates so-called 'climate change fatigue' with positive messaging that empowers audiences and encourages action. According to the session's facilitator, from the communication agency OnSubject, good experiences have been made with meeting people where they are - and engaging head, heart and hands. Participants of this training from local governments, but also research institutes learned about a structured approach to understand their audiences' values and motivations, and choose from a number of proven strategies and approaches to communicating climate change to draft a communication plan around climate change adaptation.



To better illustrate this notion, several cities shared their insights and experience working with local communities and citizens.

The City of Thessaloniki highlighted how citizen participation was crucial in moving the Kipos3 project[6] forward, a community garden initiated and managed by residents and under the municipality's stewardship. Three years after its conception, the project remains economically sustainable supplying residents with vegetables, and has been included in the 2030 strategy of the city of Thessaloniki. The level of citizen commitment achieved was only possible because of community engagement in each phase of the initiative, through door-to-door canvassing, workshops and a wide-reaching communication campaign, supported by local NGOs and the city council of Thessaloniki.

Representatives from the Scottish Borders Council shared their experiences with how organized communities can successfully cope with climate related risks. In the Resilient Communities[7] initiative, the Scottish Borders Council trained 50 community groups on actions enhancing resilience to flooding events, such as waterways monitoring, clearing the drains and maintaining green spaces, but also on response mechanisms during flooding. These included placing sandbags and domestic floodgates in risk areas to prevent flooding or to assist vulnerable individuals who resulted in fewer injuries during storms and deeper community engagement.

[6] Kipos3 has run the urban gardening project within the framework of the Angelopoulos CGIU Fellowship by Angelopoulos Foundation since 2015. An academic paper on the project can be found here: http://www.fupress.net/index.php/rivista/article/download/17588/16480
[7] For more information on Resilient Communities, see: https://www.scotborders.gov.uk/info/20008/emergencies_and _safety/191/resilient_communities/1 The Region of Emilia Romagna emphasized the importance of explaining the reasons and concept behind an initiative to ensure citizen engagement. In some cases, the language used in the project LIFE PRIMES[8] in which the region was involved had to be reshaped to ensure that different stakeholders were able to reach a common understanding. In retrospect, this challenge could have been avoided if the community was involved in the planning process from the beginning allowing the stakeholders to share their needs, shape the language, and build trust.

The City of Wroclaw has many green spaces to offer but some of them are underused or neglected. What is stopping people from making use of them? This, in the case of adults, can be partly explained by a lack of understanding of the areas' true benefits. Attention is diverted from urban greenery to topics that are considered more relevant such as unemployment or health. In the case of young people the reason is different: in the era of technology, it is difficult to compete with the latest trends and devices. A suggested solution was to reshape the language used to refer to adaptation challenges and measures, making it more accessible and attractive. The ability to do so depend on local innovation and creativity, such as the use of applications and social media, promotion of integrated information systems, and organisation of festivals, performances and artistic acts.

The City of Athens and Greece's National Observatory have developed an application for smart-phones with the purpose to help residents and tourists to come through the summer heat waves striking the city. The application "EXTREMA"[9] that was released recently uses meteorological and other data so that the application user is warned of potential heat strokes. It also provides locations of cool areas in the City of Athens along with directions on how to get there. 'Next Day' alerts are also among the features offered by the application as well as practical tips.

Good communication strategies; based on frequent, clear and transparent exchange, are key to ensure the engagement and cooperation of stakeholders in adaptation projects. But communication is frequently overlooked by project managers and policy makers, that are not always effective in persuading citizens in their projects.

Key outcomes of the session: From information sharing to active leadership

- The communication in between policymaker/project manager and citizen should be bidirectional, while needs and goals from both sides require to be equally exposed,
- There is not such a thing as a general audience, different social groups need to be identified, and the communication, tailored to each one of them,
- Communication is constantly evolving and there is not a one and only method – the most suitable ones need to be identified for each circumstance and could vary from a written text or a speech to an advertising slogan, a workshop, a performance or an art piece,
- It is useful to identify a particularly driven individual within a group, who could be an ambassador of the message and use his/her influence to reach others,
- There is a big difference between 'communicating TO citizens' and 'communicating WITH citizens'.

^[8] LIFE PRIMES project description can be found here: http://ec.europa.eu/environment/life/project/Projects/index.cf m?fuseaction=search.dspPage&n_proj_id=524
[9] EXTREMA, the Emergency Notification System for Extreme Temperatures, uses real time condition updates during the ongoing event that could help prevent undesired consequences. More info here: https://extrema.space/

Adapting cultural heritage to climate risks

The impacts of climate change on Europe's unique cultural heritage are increasingly being discussed and addressed. The actual and potential effects of climate change on cultural heritage and its management depend not only from the specific city and the expected or already felt climate change impacts local context, but also the type of heritage. Identifying knowledge gaps in relation to different types of heritage and assessing climate change impacts related to the cultural assets are key to address these successfully. Participants discussing this topic agreed on the fact that climate change adaptation is as much a cultural issue as it is a technical one. There is a deep need for behavioral change that must involve decarbonization of cultural industries and of our societies, active involvement of citizens and securing political support. Some key questions that were raised bringing adaptation of cultural heritage into a larger picture were: what are the opportunities for integrating adaptation within the cultural values? Is our society sustainable? If not, how is this transition possible?

Some cities showcased their initiatives within the field of cultural heritage. Bologna, for example, participates in the HORIZON 2020 project ROCK[10] which includes a locally implemented living lab, serving as an incubator for innovative activities that increase accessibility and sustainability and promote a new culture of production. In the case of Glasgow, Historical Environment Scotland[11] has made important progress on the conservation of sites of historical interest also taking into account the environmental factors. In Greater Manchester, the link between carrelated pollution and the degradation of the façades of some historically relevant buildings has been used as a leverage to decrease the use of private transport. In this way, addressing the protection and resilience of historic buildings has helped to support a more sustainable kind of mobility and transport in the city. In Edinburgh, Creative Carbon Scotland[12] intends to connect arts with sustainability through programmes such as the Green Arts Initiative[13].

Cultural heritage could serve as a driver to restore degraded areas using the principles of sustainability, thereby returning the cultural identity of an area while incorporating adaptation measures. Participants highlighted the importance of culture and art in making citizens aware about the importance of climate adaptation and supporting making this sometimes as complex perceived issue more tangible. In the city of Edinburgh sustainability is a main theme of some festivals and events. Artists use innovation and creativity to address the complexity of sustainability and climate change, often without vast resources, but nonetheless with relevant results. Therefore, art could help in communicating climate adaptation, but artists and cultural organizations must be involved in decisionmaking, and cultural organizations and local authorities must be willing to transform spaces.

[10] ROCK develops an innovative, collaborative and circular systemic approach for regeneration and adaptive reuse of historic city centers. More info: https://rockproject.eu/
[11] The Historical Environment Scotland is the lead public body set up to investigate, care for and promote Scotland's historic environment

[12] Creative Carbon Scotland is a Scottish Charitable Incorporated Organisation working to put culture at the heart of a sustainable Scotland. More info:

https://www.creativecarbonscotland.com/

[13] Green Arts Initiative is an interactive community of Scottish arts organizations working to reduce their environmental impact.





"Cultural heritage can help us to create socially sustainable and resilient cities" Creative Carbon Scotland"

Protecting critical infrastructure from climate change impacts

During the training session on resilience of critical infrastructure, Strathclyde Business School trained participants on using the Risk Systemicity Questionnaire[14], one out of five tools developed in the HORIZON 2020 project Smart Mature Resilience[14]. The Risk Systemicity Questionnaire, available as an Excel spreadsheet, helps to identify and prioritize risk scenarios as part of a preliminary risk assessment. After completing questions about the likelihood of a series of defined risk scenarios (clustered under ten topic areas, including extreme weather events, but also critical infrastructure, health and social inequalities), users receive a list of risk mitigation actions for each scenario, including interrelations with other risks and their cascading effects. In order to pool knowledge and prompt discussion, the questionnaire should ideally be completed by a group with diverse areas of expertise.

In a parallel training addressing the same overall topic of resilient critical infrastructure, researchers from the Fraunhofer Institute for Intelligent Analysis and Information Systems (IAIS) provided a training on methodology to assess climate related risks and impacts.

The Impact and Vulnerability Analysis of Vital Infrastructures and built-up Areas (IVAVIA) methodology was developed in the HORIZON 2020 project RESIN - Climate Resilient Cities and Infrastructures[15] in collaboration with the cities of Paris, Bratislava, Greater Manchester and Bilbao. IVAVIA is a seven-module methodology to assess climate-related risks and their effects. It provides guidance on how to prepare, gather, and structure data for your assessment; to quantify and combine vulnerability indicators; to assess risk; and to present outcomes. Of most use during the risk assessment phase, the results of a full analysis with IVAVIA assessment also provide a sound basis for prioritising adaptation actions, once a city's risk 'hotspots' have been spatially located.

[14] More information on the Risk Systemicity Questionnaire and on the rest of tools produced by the HORIZON 2020 SMR project can be found here: http://smrproject.eu/home/

[15] More information on the IVAVIA methodology and on the HORIZON 2020 RESIN project can be found here: http://www.resin-cities.eu/home/

Implementing Nature Based Solutions for urban adaptation

Nature Based Solutions (NBS) have gained momentum and become an increasingly prominent element in cities' approaches to addressing climate change impacts while also tackling other urban environmental and societal challenges. Nature-based solutions (NBS) means planning and designing natural features, such as trees, plants and green spaces, in a way that can help address urban challenges[16]. The idea behind NBS is not new and builds on other familiar concepts such as ecosystem services or green infrastructure.

In the Cloudburst Management initiative[17] of the City of Copenhagen, NBS are included in the existing water management plan and integrated into the built environment in a simple yet ambitious way: dividing the city into small catchment areas where streets, vegetation and green areas are added to retain or transport water as needed. Engaging investors in the project was tricky as, according to Copenhagen's representative, "NBS is not a terminology that works with people who like to work with money". The cross-disciplinary nature of the project and the early engagement of the community and the acknowledgment of its needs helped the project succeed.

The City of Cascais stressed the importance to incorporate NBS in the Adaptation Action Plan of the city and the urge of creating an identity for NBS, referring to the need of making the concept more attractive both to investors and users. According to the City of Cascais, NBS are enormously advantageous since their benefits tackle a variety of challenges at once – economic, social and environmental - and they are flexible and adaptable to changing environments, contrarily to traditional grey infrastructure.

Key messages on how to plan and implement Nature-Based Solutions successfully

- There is need to find ways of better quantifying the economic value of NBS,
- It is essential to fully involve the local community in a bottom-up approach throughout the planning, implementation and maintenance of NBS by establishing effective communication, listening to stakeholder needs and incorporating them in the decision making,
- Modeling could be an effective tool to adapt NBS to changing scenarios or identifying the most suitable ones to implement in each case,
- It is important to ensure flexibility in the planning process to account for uncertainty.



[16] http://clevercities.eu/the-project/[17] A link to the plan can be found here: http://en.klimatilpasning.dk/media/665626/cph_-_cloudburst_management_plan.pdf

Identification of funding opportunities

Funding is crucial to ensure that cities can address climate change impacts appropriately, but often financial resources are limited. In light of limited local budgets, the participating cities agreed that identifying new financing opportunities and securing funds for adaptation is key for a successful implementation of local adaptation measures. In the case of limited municipal and national funding, cities need to look for alternative resources.





"Cities must be encouraged to do ambitious projects and to obtain funding", IHOBE, Basque Government The City of Athens has been able to overcome economical and technical constraints following the adoption of the National Adaptation plan for 2030 with the support it obtained from external networks such as ICLEI, C40 and 100 Resilient Cities, as well as the financial leverage provided by the European Investment Bank (EIB) through its National Capital Financing Facility[18]. The significance of the EIB's technical assistance - provided as a loan - in building local capacities to implement the measures outlined in the city's resilience strategy was highlighted by the Deputy Mayor of Athens.

The City of Paris gave insight into her involvement with the City's work in setting up three Green Bonds[19] linked to specific environmental actions within the city. She underlined the longer term perspective that Green Bonds can offer a city administration, which is otherwise often constrained by short term political cycles.

For biodiversity and climate adaptation projects, the EIB's Natural Capital Financing Facility offers tailored loans and investments, whereas the European Commission's programmes, such as LIFE or HORIZON 2020, help finance environmental and European projects on sustainability in which cities can take part. According to the city of Paris, Climate action investments should not be expected to generate a financial return, but should rather be financed by taxes, with loans, grants and bonds used as supporting instruments, rather than displacing the need for public investment.

[18]http://www.eib.org/en/products/blending/ncff/index. htm

[19] Green bonds are financial instruments created to fund projects that have positive environmental and/or climate benefits.

Tracking and assessing progress

Regular monitoring and evaluation is essential to assess the effectiveness and efficiency of the adaptation actions and activities implemented and to adjust and tailor measures if needed to best respond to the city's changing needs. Nevertheless, it seems that although monitoring and evaluation are essential components in research-related processes, they remain underdeveloped in the field of local climate adaptation. Many local governments struggle to develop and implement the correct monitoring and evaluation frameworks. Despite the challenges with regarding to monitoring and evaluating climate adaptation, a few good experiences exist.

The city of Thessaloniki shared the case of the Thessaloniki Resilience Strategy for 2030/2050 and how monitoring and evaluation plays, and will continue to do so, an important role in the subsequent implementation process. These were considered since the very beginning of the strategy development where, in the first year, a preliminary assessment of the people's perception towards resilience was undertaken and, in the second one, the identification of suitable data to consider for further monitoring and evaluation activities was done. During this process, a range of challenges were faced including data availability and selection, data ownership and protection issues.

The Greater Manchester Combined Authority noted that while data are easy to monitor and evaluate for mitigation measures (which are often quantifiable), it is far more challenging in the case of adaptation where impacts are much harder to quantify.

The City of Paris has an adaptation plan since 2015, which receives yearly feedback from a steering committee involving policy representatives such as the Deputy Mayors, and biennial feedback from an appointed technical committee. Both committees analyze new data gathered and work towards the development and adoption of resilience indicators.

Key outcomes of the session: "Monitoring and evaluation for urban adaptation"

- The selection of data used for monitoring and evaluation purposes is essential and frequently represents a serious challenge for cities,
- Data should be selected in relation to its availability, meaningfulness and reliability,
- There is an increasing need for climate adaptation and resilience indicators
- Cities sometimes experience a lack of capacity within the departments in charge of monitoring and evaluation, for which support must be found outside,
- Obtaining data from external sources often depend on a good communication strategy,
- It is important to maintain solid collaboration relationships among stakeholders, for which networks and platforms as points of reference are useful.

Conclusions

While cities have progressed much when it comes to adaptation planning, it became evident during the day that they still have to overcome certain challenges especially regarding funding and political support. In this sense, it is relevant to know how to 'sell' projects, and to come up with thoughful communication strategies and robust costbenefit analyses. Bottom-up initiatives, once rare, are now becoming more and more frequent especially in projects involving NBS which are gaining strength and acceptance amongst stakeholders. Additionally, important steps have been made in terms of monitoring and evaluation, with an emphasis on the quality, meaningfulness and reliability of the data chosen.

The importance of collaboration (within departments, with external stakeholders or amongst policy-makers and citizens) has been reflected throughout the sessions and has proven to be a success factor in many cases of good practices: In such a crosscutting field as adaptation, the more levels of collaboration, the better. In this context, the power of communication cannot be underestimated. Communication strategies should be designed in a reflective way, using accessible language to all, adapting to the different groups constituting society, and integrating innovation. The inspiring stories shared throughout the day - story-telling, art and emotions - show how different audiences can be reached in an effective manner.

Climate change has a cultural angle that can be provide a source of innovation opportunities. Adaptation needs to be embedded in culture, and culture can be a driving force for adaptation which, naturally, cannot be achieved without the involvement of citizens.

The biggest challenge is to engage actors and stakeholders and encourage them to play anactive role in local adaptation planning, so that to encourage their cities to investi in innovative engagement initiatives. The combined action of science and culture (such as in theater performances or expos) can help to reach out to more layers of the public. Climate change has a cultural angle that can be provide a source of innovation opportunities. Adaptation needs to be embedded in culture, and culture can be a driving force for adaptation which, naturally, cannot be achieved without the involvement of citizens. The biggest challenge is to engage actors and stakeholders and encourage them to play anactive role in local adaptation planning, so that to encourage their cities to investi in innovative engagement initiatives. The combined action of science and culture (such as in theater performances or expos) can help to reach out to more layers of the public.

According to the Greater Amman Municipality representative: "regardless of the city (location, population, finance) – we all face the same challenges; most of us have coordination problems. It's all about engagement – inside the community and also on a national and international level". When asked what European Cities could learn from her municipality, the answer was clear: "in Amman, it is not the cities that are resilient or well-adapted, but the people".



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