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The Urban Lab of Europe !

The TAST'in FIVES Project Journal N°1

Project led by the City of Lille



**URBAN
POVERTY**

The TAST'in FIVES project

The city of Lille, through the TAST'in FIVES project, wants to reverse negative trends of urban poverty in the deprived neighbourhood of Fives. As part of a larger urban brownfield regeneration development, the project aims at (re)introducing productive activities centred on food. At the heart of the brownfield, a building of 2050 m² will be renovated to host an innovative combination of activities in the fields of urban agriculture, production, food processing and catering.

A central food hall will be created and will mix cooking, productive and food-services activities. As part of this project, a « community kitchen » will be established and is conceived as a tool for sharing and empowering, a place to gather for the simple pleasure of cooking. Local residents will be strongly involved in the design and running of this "community kitchen" which will support new economic and social activities as well as training and job opportunities for the area. Unlike usual public infrastructure, this community kitchen will respond to an original collective governance and aims at becoming financially autonomous through an innovative business model building on the private activities generated by the food hall.

TAST'in FIVES will also integrate a technological dimension by developing an experimental module for vertical urban farming and "contact-free" technologies to design smart stock management systems. It will notably help reduce food waste and facilitate the distribution of meals in collaboration with social NGOs.

Partnership:

- Ville de Lille
- Métropole Européenne de Lille (MEL) - Organised agglomeration
- Société de Restauration et Rénovation de Lille (SORELI) - Public/Private Company
- Institut Supérieur d'Agriculture (ISA) - Research Centre
- Centre National de la Recherche Scientifique (CNRS) - Research Centre
- Association "Les sens du Goût" (LSG) - NGO
- Fédération du Nord du Secours Populaire Français (SPF) - NGO
- Maison de l'Emploi de Lille, Lomme, Hellemmes (MDE) - Public Agency
- La Sauvegarde du Nord (SN) - NGO
- Le Centre d'Innovation des Technologies sans Contact (CITC) - Private Company
- Rencontres Audiovisuelles (RA) – NGO

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1 Executive Summary

This Implementation Journal is dedicated to the TAST'in FIVES project funded under the Urban Innovative Actions initiative. It aims at sharing what is happening, at local level, as an innovative and integrated urban project is implemented.

With the TAST'in FIVES project, the municipality of Lille has decided to address urban poverty issues in one of the most deprived neighbourhood of the city: Fives. As such, it aims to address an EU level priority, that is at the core of the Europe 2020 strategy and one of the 5 targets for 2020: 20 million less people at risk of poverty in 2020 compared to 2010. While it is clear today that this EU target will not be reached, cities are still working hard to combat poverty and social exclusion at local level.

The TAST'in FIVES project was initiated as a result of the 1st call for projects launched in the framework of the Urban Innovative Actions in 2015. It is embedded in a wider urban regeneration project targeting the industrial brownfield site of the former Fives-Cail-Babcock (FCB) factory, located in the Lille district of Fives. Fives is a former a working-class neighbourhood, heavily impacted in the 1990s by the closing of important industrial sites. Today, the district is among the most deprived of Lille, characterized by a high level of poverty (30% of the population below the poverty threshold), unemployment (22% of the active population) and exclusion. The project aims at building a community kitchen in one of the industrial halls of the Fives-Cail brownfield site, along with a number of food-related activities (a food court, an urban farming demonstrator, an incubator...) to create a productive and inclusive ecosystem.

By setting up the Cuisine Commune facility, the municipality of Lille and the project partners intend to achieve a number of objectives dealing with social, economic and governance-related issues:

- To combat poverty and social exclusion
- To address malnutrition issues and promote healthy diets through education
- To foster economic activity, facilitate access to employment and the development of trainings tailored for a low skilled work force
- To foster the empowerment of local residents and stakeholders and their involvement in the redevelopment of their neighbourhood

In this Journal, we will look at the first steps taken in the implementation of the project. These relate to the launch of a temporary facility on the brownfield site, l'Avant-Goût, where the actual community kitchen will be delivered in 2019. The aim of this temporary facility is to kick-start the activities and the involvement of residents, NGOs and economic players in defining the operational model of the future Cuisine Commune.

The journal is focused on exploring the innovative dimensions of the project, as well as the main challenges faced by partners during the first months of the implementation phase. For TAST'in FIVES, the current challenges are linked to its core objective: inventing a business and governance model that will ensure benefits generated through the productive and economic activities can sustain and fuel social inclusion activities.

2 The policy context: Urban poverty in the EU

With the TAST'in FIVES project, the municipality of Lille has decided to address urban poverty issues in one of the most deprived neighbourhood of the city: Fives. As such, it aims to address an EU level priority, that is at the core of the Europe 2020 strategy.

We will first check what the situation is and how this problem is envisaged at EU level. Then we will “visit” the Fives district to get a grasp of the specific context and definition of the problem in the area targeted by the project.

2.1 Reducing urban poverty, a key target of the Europe 2020 strategy

Poverty reduction is a key component of the [Europe 2020 strategy](#) adopted in 2010. By setting a poverty target, the EU has put social concerns on an equal footing with economic objectives in its attempt to tackle the impact of the global financial crisis. It also stressed how much addressing poverty issues depended on succeeding in other priorities of the EU 2020 strategy such as providing better opportunities for employment and education.

Measuring poverty and social exclusion requires a multidimensional approach. While household income has a big impact on living standards, other aspects, such as access to labour markets

and material deprivation, also prevent full participation in society. To address this, a broad ‘at-risk-of-poverty or social exclusion rate’ indicator has been adopted to serve the purposes of the [Europe 2020 strategy](#). When referring to the number of people at risk of poverty or social exclusion, the indicator refers to the number of people affected by at least one of the three types of poverty:

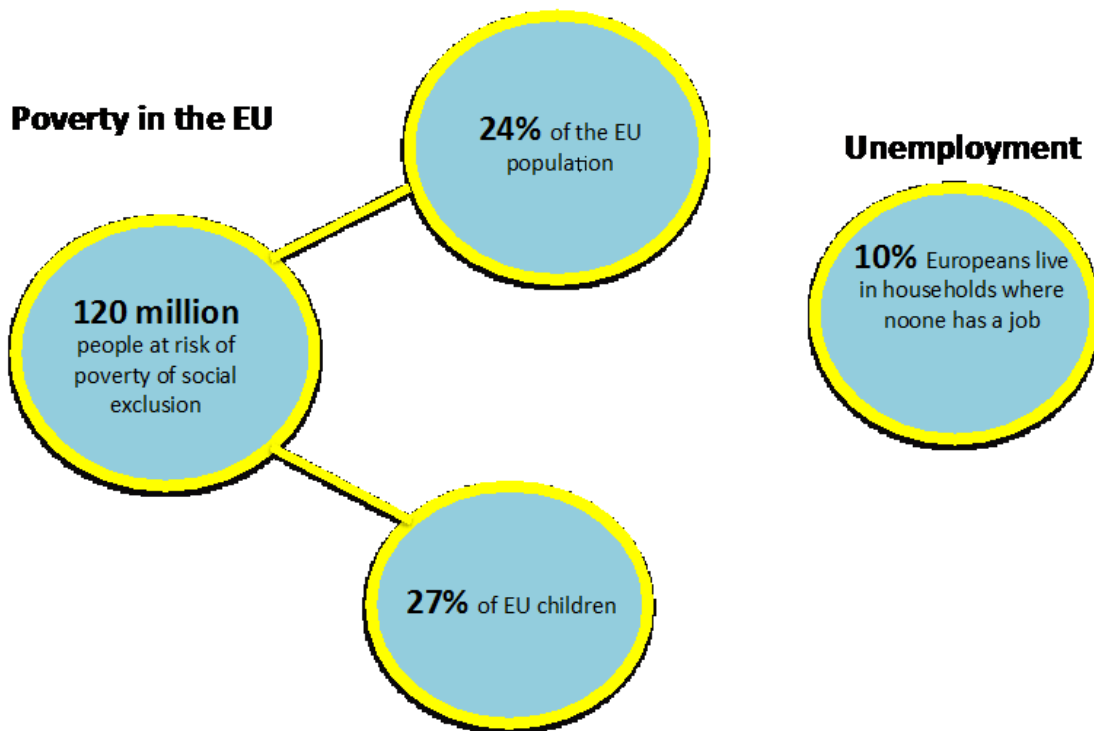
- income poverty (people at risk of poverty after social transfers)
- material poverty (severely materially deprived people)
- people living in households with very low work intensity

The 5 targets of the EU 2020 Strategy

The EU needs to define where it wants to be by 2020. To this end, the Commission proposes the following EU headline targets:

- 75% of the population aged 20-64 should be employed
- 3% of the EU’s GDP should be invested in R&D
- The “20/20/20” climate/energy targets should be met (including an increase to 30% of emissions reduction if the conditions are right)
- The share of early school leavers should be under 10% and at least 40% of the younger generation should have a tertiary degree
- 20 million less people should be at risk of poverty

Poverty in the EU



To achieve the ambitious objective of lifting 20 million people out of the risk of poverty or social exclusion (in 2020 compared to year 2008¹), the European Commission launched a series of initiatives and programmes such as the flagship initiative “The European platform against poverty and social exclusion” (see box below). Member States were also expected to translate EU targets into their national targets and trajectories.

The EU Platform Against Poverty & Social Exclusion

The European platform against poverty and social-exclusion is one of seven flagship initiatives of the Europe 2020 strategy for smart, sustainable and inclusive growth. It aims to deliver action to fight poverty across the policy spectrum (for example, in relation to

Healthcare, education, housing, or access to services). The goal of the flagship initiative is to come to an integrated approach to fight poverty, by joining up various policies in the economic, fiscal, social or single market areas. It also relies on a partnership approach between civil society, social partners and Member States. The initiative identifies commitments for the Commission in 5 areas, (i) delivering actions across the policy spectrum, (ii) ensuring greater and more effective use of EU funds to support social inclusion, (iii) promoting evidence-based social innovation, (iv) working in partnership and harnessing the potential of the social economy and (v) fostering enhanced policy coordination among Member States. For more information: <http://ec.europa.eu/social/main.jsp?catId=96>
1

¹ Due to the structure of the survey on which most of the key social data is based (EU Statistics on Income and Living Conditions), a large part of the main social indicators available in 2010, when the Europe 2020 strategy was adopted, referred to 2008 as the most recent year of data available. This is why 2008 data for the EU-27 are used as the baseline year for monitoring progress towards the Europe 2020 strategy's poverty target. Since 115.9 million people were at risk of poverty or social exclusion in the EU-27 in 2008, the target value to be reached is 95.9 million by 2020.

2.2 The EU target on urban poverty is unlikely to be met

In its [stocktaking of the Europe 2020 strategy in 2014](#), the European Commission acknowledged there was no sign of a rapid improvement in the situation and expected that the number of people at risk of poverty might remain at about 100 million by 2020. It became clear that the EU had drifted away from its target and there was little sign of progress to remedy this situation.

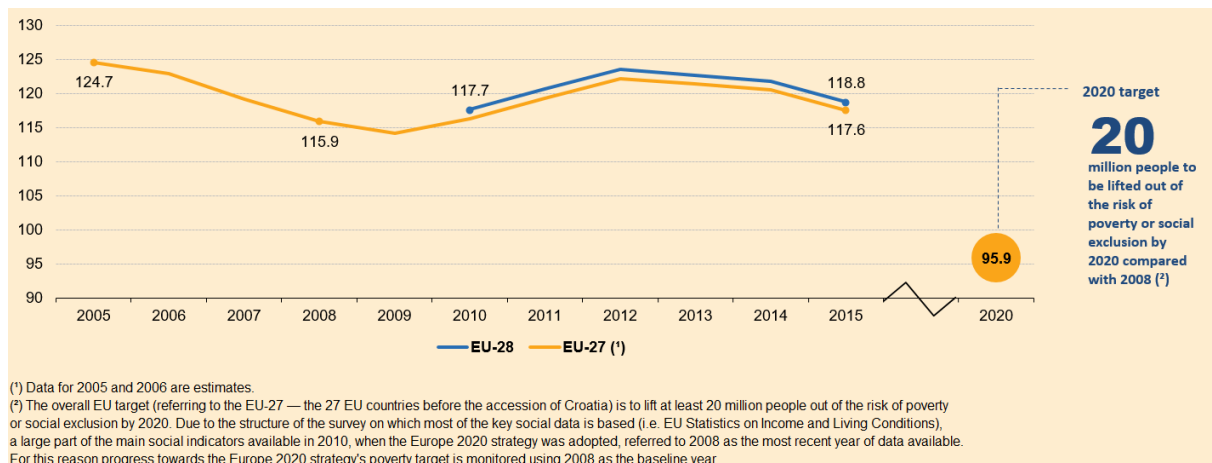
“Progress towards the Europe 2020 targets has inevitably been mixed. The crisis has had a clear impact, particularly on employment and levels of poverty (...) The number of people at risk of poverty and social exclusion in the EU increased from 114 million in 2009 to 124 million in 2012.”²

The years until 2009 were marked by a steady decrease in the number of people exposed to poverty or social exclusion (around 114 million people at risk of poverty or social exclusion in 2009 against more than 124 million in 2005). However, the crisis led to a rise in the whole EU,

with the number of people at risk of poverty or social exclusion increasing to more than 118 million in 2010, more than 121 million in 2011 and more than 124 million in 2012.

The situation is particularly aggravated in certain Member States and has been driven by increases in severe material deprivation and in the share of jobless households. Based on recent trends and according to the latest projections, the EU target of reducing the number of people at risk of poverty or social exclusion to 96.4 million by 2020 is unlikely to be met.

Recent figures produced by Eurostats in 2015 show that the rate of poverty or social exclusion in the EU has returned to around the 2008 level. In 2015, almost 119 million people (23.7 % of the EU population) were at risk of poverty or social exclusion, roughly one in four people in the EU, out of which 34 million people living in cities and 24 million in towns and suburbs.

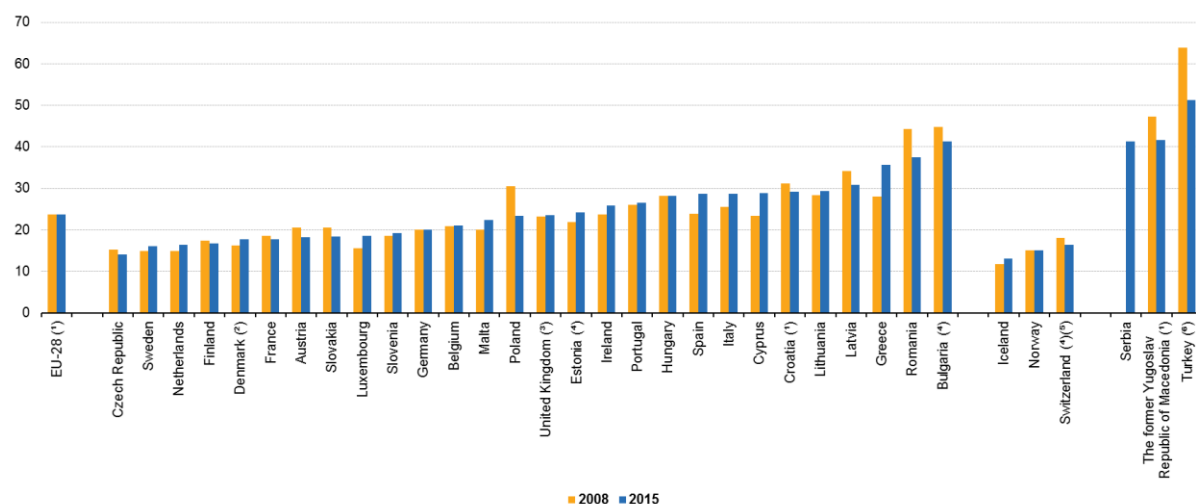


*People at risk of poverty or social exclusion, EU-27 and EU-28, 2005-2015 (million people) –
Source: Eurostat online data code.*

² Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions - Taking stock of the Europe 2020 strategy for smart, sustainable and inclusive growth, March 2014.

Behind the EU average figures, the levels of individual countries varied widely. The country with the lowest share of poor or socially excluded people among its population in 2015 was the Czech Republic (14.0 %), followed by Sweden (16.0 %), the Netherlands (16.4 %) and Finland

(16.8 %). At the other extreme were some southern and eastern European countries, in particular Bulgaria (41.3 %), Romania (37.4 %) and Greece (35.7 %), where more than a third of the population was affected by poverty or social exclusion.



(*) 2010 data (instead of 2008).

(†) break in time series in 2011.

(‡) break in time series in 2012.

(§) break in time series in 2014.

(¶) 2014 data (instead of 2015).

(§) 2013 data (instead of 2015); break in time series in 2013.

People at risk of poverty or social exclusion, by country, 2008 and 2015 (% of population) - Source: Eurostat.

The situation between urban and rural areas also varies across Member States. The share of the population at risk of poverty or social exclusion is particularly high among those people living in cities in much of western Europe, while in eastern and southern parts of the EU it is more common to find the highest incidences of the risk of poverty or social exclusion among those living in rural areas. In 2014, there were 7 EU Member States where the share of the population that was at risk of poverty or social exclusion was

highest among those living in cities: the Netherlands, France, Germany, the United Kingdom, Belgium, Denmark and Austria. France, Cyprus and Luxembourg were also the only Member States to report their highest at-risk-of-poverty rate among those living in towns and suburbs.

As such, although cities in Western Europe are generally more affluent, they are also characterised by a greater risk of poverty or social exclusion.

2.3 The Pact of Amsterdam 2016: a renewed effort to combat urban Poverty

During the Dutch Presidency of the EU in the first half of 2016, EU Ministers responsible for Urban Matters adopted the Pact of Amsterdam, with the objective to achieve a higher involvement of urban authorities in the creation of EU

legislation, EU funding and knowledge sharing. In order to ensure that the urban dimension be reflected by EU legislation, funding and knowledge sharing, an Urban Agenda for the EU was defined.

The Urban Agenda is composed of 12 priority themes essential to the development of urban areas.

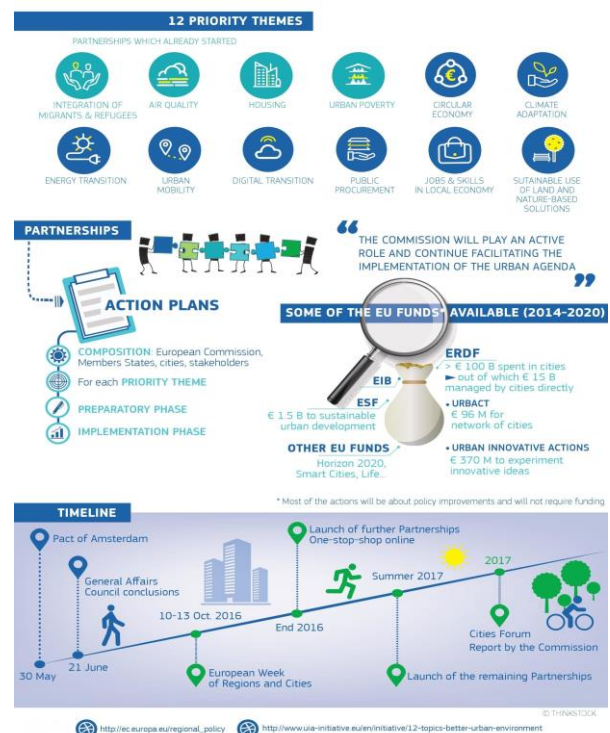
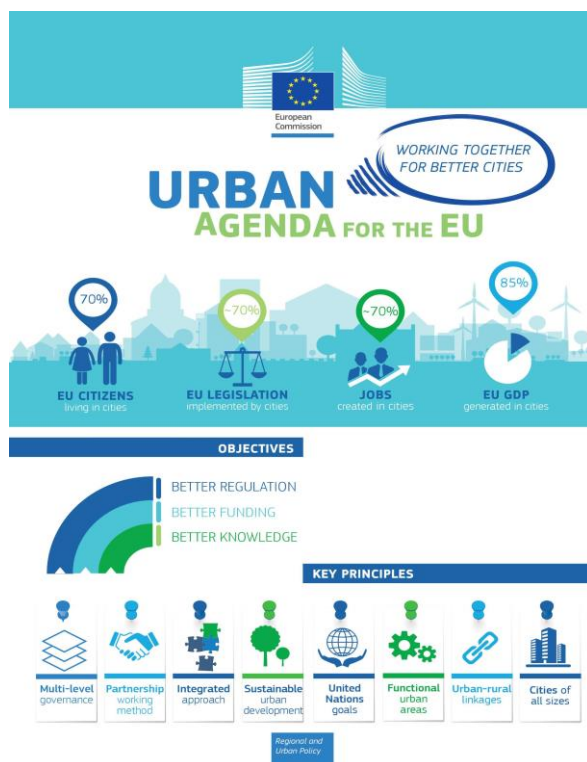
For each theme, a dedicated Partnership has been set up, which brings together urban authorities, Member States and European institutions. Together, the Partnerships aim to implement the Urban Agenda by finding workable ideas to be articulated in an action plan.

The partnership on urban poverty was part of the 4 pilots set up in 2016 and as such, is expected to deliver its action plan by the end of 2017. According to the Pact of Amsterdam, “urban poverty refers to issues related to structural concentration of poverty in deprived

neighbourhoods and solutions that need to be designed and applied with the integrated approach:

- 1) place-based solutions: urban regeneration of deprived neighbourhood;
- 2) people-based solutions: socio-economic integration of people living in neighbourhoods.”

In the process leading to the Pact of Amsterdam, France proposed to take the lead of the partnership, building on its longstanding commitment to regenerate disadvantaged neighbourhoods at national level. France revised this policy in 2014, defining priority areas as being those where more than 50% of the population live below the poverty threshold (60% of the median income).



Today, the Partnership on Urban Poverty is being coordinated by France (CGET-General Commission for Territorial Equality) and Belgium (PPS Social Integration). Lille is the French city involved in the partnership that consists of 23 members, representing Member States, Urban

Authorities, Regions, stakeholder organisations at EU and international level and the European Commission.

More specifically, members are:

- 5 Member States: Belgium, France, Germany, Greece, and Spain

- 7 Urban Authorities: Birmingham (UK), Daugavpils (LV), Kortrijk (BE), Keratsini-Drapetsona (EL), Lille (FR), Łódź (PL) and Timisoara (RO).
- Regions: Brussels Capital Region (BE), Ile de France Region (FR).
- 7 Stakeholder organisations: EAPN, Eurochild, Eurocities, FEANTSA, UN-Habitat, EUKN and URBACT
- The European Commission: DG for Regional and Urban Policy and DG Employment, Social Affairs and Inclusion.

Four specific priorities were endorsed by the partnership on urban poverty:

- 1) Child poverty
- 2) Regeneration of deprived neighbourhoods
- 3) Homelessness
- 4) Vulnerability of Roma people.

For each priority, the Partnership has identified bottlenecks, policy gaps and elaborated potential actions, taking into account the Urban Agenda's focus on Better Regulation, Better Funding, and Better Knowledge. Thematic linkages with other partnerships have also been explored. As a result, 13 actions have been developed by the Partnership to date (see table).

A consultation on this action plan was recently conducted, building on an online open process (the *Public Feedback*) and on an inter-service consultation within the European Commission. The results of this consultation are now being incorporated into the Action Plan to be published by the end of 2017. In any case, it remains clear that there is much to do in terms of generating innovative solutions to combat urban poverty. And urban authorities have a key role to play in this area.

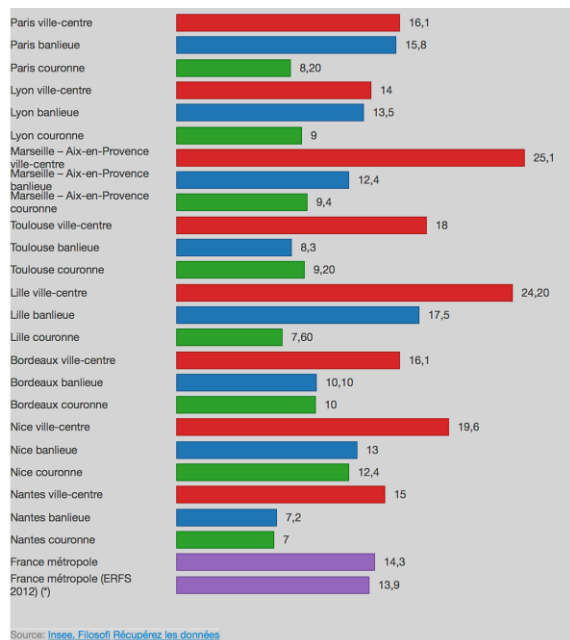
The 13 actions included in the Urban Poverty action plan under consultation³

Integrated actions
1. Cohesion Policy post-2020: Block grant for urban authorities to fight poverty 2. Setting up one-stop-shop in EC website on data on urban poverty based on national observatories experiences 3. Further development of EU-SILC to incorporate comprehensive and specific indicators related to child poverty at the local level and to harmonise data collection on homelessness 4. The provision of statistics on poverty to local authorities, including data on Roma and homelessness
Child poverty
5. Adoption of a European Child Guarantee 6. Progress towards a directive on investing in children based on the Recommendation Investing in Children: Breaking the Cycle of Disadvantage
Regeneration of deprived neighbourhoods
7. Cohesion Policy Post 2020: Setting up a new Urban Thematic Objective 8. Cohesion Policy Post 2020: Local Pact for the Regeneration of Urban Deprived Areas
Homelessness
9. Ending homelessness by 2030, through the reform of social inclusion strategies at national level 10. Capacity building for the use of the EU funds to end homelessness
Vulnerability of Roma people
11. Adoption of an Integrated Roma Framework from a Multi-Level Governance Approach 12. Strengthening the de-segregation principle in EU urban areas 13. Ease urban authorities' access to EU funding in parallel to introducing local ex-ante conditionalities regarding – among others – Roma inclusion

³ More information available at https://ec.europa.eu/futurium/sites/futurium/files/background_paper_to_public_feedback_-_urbanpoverty_0.pdf.

2.4 The urban poverty issue in Fives, one of Lille's most deprived areas

In France, poverty affects over 14% of the population (INSEE statistics 2015). It tends to concentrate in urban areas, and more especially in city-centers of large urban areas, where poverty rates are 20% higher than the national average.



Poverty rates in the French 8 largest urban areas in 2015 - City center & periphery (% of residents).

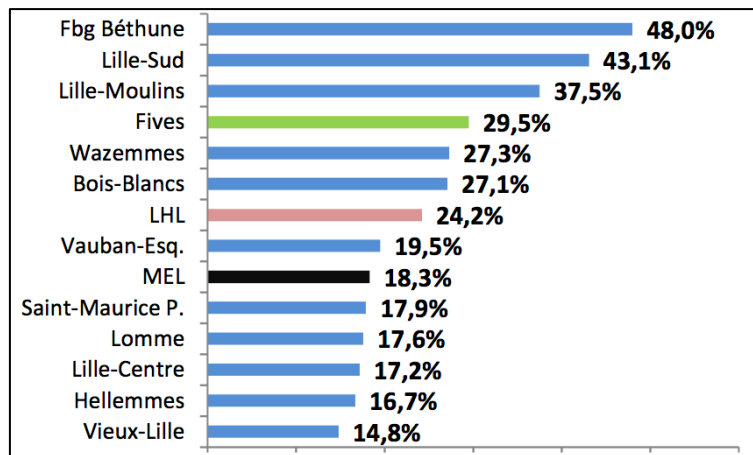
Lille is located in the *Hauts-de-France* region, where poverty rates are about 5 points above the French average rate. In this region, the most affected are those living in the center of large urban areas compared to those living in the suburbs. The region is also characterized by high unemployment rates. One-third of young people aged 15-25 are officially unemployed and about 30% are categorized as NEETs (not in education, employment or training) when the French national average is 20%.

When considering all French cities, Lille ranks 22 with an overall poverty rate of 25% and an unemployment rate of 18%. Located in the eastern part of the city, the FIVES district is part

of the most deprived areas of the city, with a poverty rate reaching 41% of the population and an unemployment rate of 22%, twice as high as the national average. It is also characterized by the presence of large industrial brownfields due to the delocalization of many steel and car factories in the 1980-1990s.

The town of Fives was annexed by the city of Lille in the middle of the 19th century and became a working-class neighbourhood, home to important spinning and steel factories. For over 2 centuries, the neighbourhood revolved around two industrial giants: the Peugeot factory, built in 1898 by the French auto-maker, which employed 3000 workers in the 1970s, and the Lille-Fives-Cail factory, born in the early 1860, which became one of the first French metallurgy players by the beginning of the 20th century, employing up to 8000 workers. As a result of the industrial crisis of the 1970-1980s, the two factories closed at the end of the 1990s, leaving thousands unemployed (10.000 jobs lost) and huge brownfield areas to reinvest.

The Fives district ranks 3rd in terms of inhabitants and its population has been increasing since the 1990s, which shows some degree of attractiveness (affordability of housing, and number of recent social housing building programmes). The population is young (28% aged below 18) and the number of families with children is increasing, with a significant part of single parent-household (38% of district families in 2013). Fives stands as one of Lille's most deprived district, after Faubourg Bethune, Lille Sud and Lille-Moulins, with a poverty rate close to 30% of the population in 2012, and an unemployment rate over 22% of the active population (30% for young people).



Poverty rates, in % of the district population, in 2012 (Source INSEE).

Moreover, while being located less than 1 kilometer away from the city center, close to the business district of Euralille and to 2 main train stations of the city (Lille Europe and Lilles Flandres), it is separated from the rest of the city by 2 significant transport infrastructures: the railways taking trains into the city and the Lille ring road. As a consequence, and despite it being accessible by the metro, the district is perceived, by Lille inhabitants as well as district residents

themselves as physically segregated from the city. Since the beginning of the 2000s, the city of Lille and the metropolitan authority (Lille Metropole - MEL) have targeted the district as part of various urban regeneration projects.

The Tast'in Fives project was initiated in the framework of the regeneration of the Fives-Cail brownfield. The following section will be dedicated to the presentation of this project.



DISTRICT

- Former industrial district
- 10.000 jobs lost in 1990s
- significant brownfield areas
- located less than 1 kilometer away from city center
- yet separated from the rest of the city by large railways and ring road
- accessible by metro

POPULATION

- 20.000 inhabitants
- 50% aged below 30
- 45% households below the poverty threshold
- 22% unemployed

3 The TAST'in FIVES project

The TAST'in FIVES project was initiated as a result of the 1st call for projects launched in the framework of the Urban Innovative Actions in 2015. It is embedded in a wider urban

regeneration project targeting the industrial brownfield site of the former Fives-Cail-Babcock (FCB) factory, located in the Lille district of Fives.

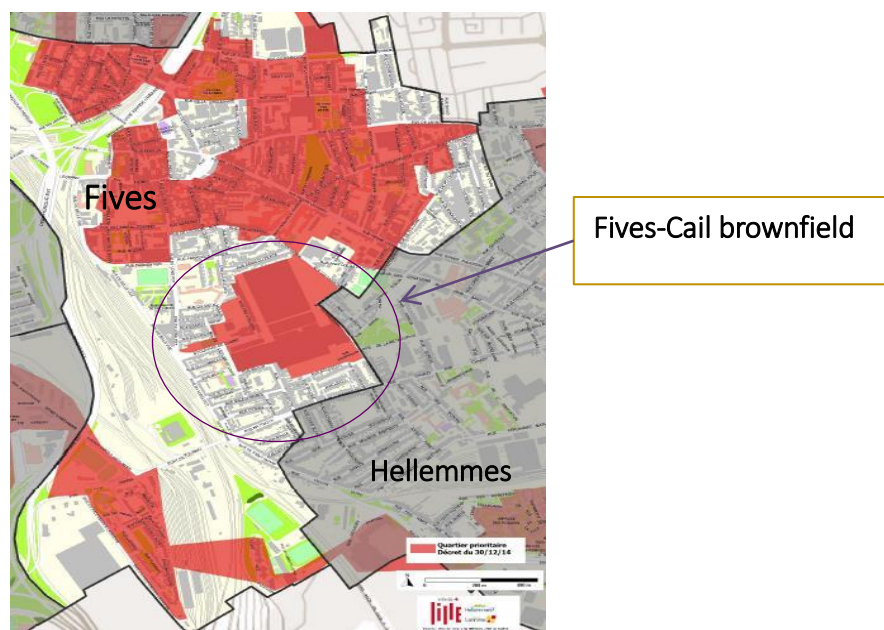
3.1 The Fives-Cail-Babcock brownfield regeneration project

In 2000, Lille Metropole (MEL) decided to invest in the Fives district and make it a new urban center as part of the development of the wider metropolitan area. In 2014, Fives and the neighboring municipality of Hellemmes (which is associated to the city of Lille and as such part of Lille Metropole) were both included in the 1500 deprived areas identified as priority intervention areas of the French Urban Policy (*géographie prioritaire*). Along with 2 other districts (Lille-Sud and Porte de Valenciennes), the revitalization of Fives was part of Lille's *Grand Projet de Renovation Urbaine* (GPRU, Large Urban Regeneration Project, a tool of the French national urban policy).

The GPRU targets highly deprived areas and is structured around 3 priorities:

- To enhance the socio-economic development of the targeted neighbourhoods
- To improve the quality of life of their residents
- To build new affordable housing units.

In Fives, urban regeneration programmes target the district center aiming to refurbish public spaces, foster retail activities and increase residential attractiveness while maintaining socially mixed population. Yet, the Fives-Cail-Babcock (FCB) brownfield is today outside the scope of the GPRU.



Priority areas for national Urban Policy interventions as per the 2014 decree (in red), in *Le portrait de Fives 2016, Observatoire Local du Développement Economique et Social*.

The FCB site, today called FC site, hosted the Fives-Cail-Babcock steel factory from 1861 to 1997. All throughout its lifespan, Fives-Cail-Babcock stood as a national fleuron of the steel industry, building the first steam-powered locomotives, the elevators of the Eiffel towers, the components of the Alexander III bridge in Paris and more recently parts of the Channel Tunnel. Since the closing down of the factory, it remains a key landmark of the district's history and beyond.

The FC site is a 170.000 square meters walled site, home to a series of vast brick and steel halls that are emblematic of the industrial revolution architecture. Considering its size, its location and its industrial heritage value, it offers exceptional opportunities for the development of the metropolitan area.

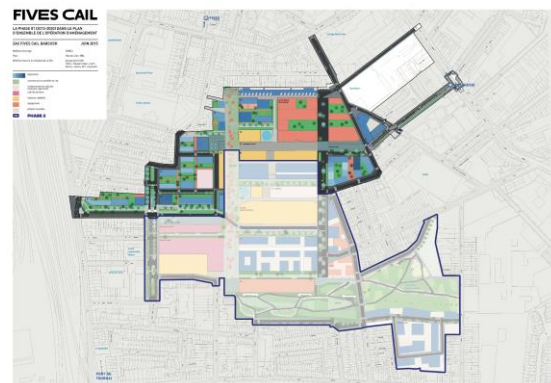


Bird's eye view of the Fives-Cail-Babcock brownfield, Géoportail, 2017.

Since early 2010, FCB is at the core of a 250.000 m² joint development zone (ZAC, Zone d'Aménagement Concertée) including:

- housing programmes (1.200 new housing units to be delivered by 2022, among which 1/3 social housing)
- business and retail facilities

- an international hotel and catering school
- public infrastructures such as a swimming pool, a school and day care facilities, green spaces...



Source: SORELI.

SORELI⁴, a semi-public company owned and controlled by the city of Lille and Lille metropole, was entrusted with the project development in the framework of a real estate development concession (*concession d'aménagement*). As part of phase 0 of the project, the international hotel and catering school, Lycée Hôtelier International de Lille, built on the site of 2 industrial halls, has opened in 2016. As part of phase 1, first public spaces and housing units should be delivered in 2019-2020. By 2019, one of the main industrial halls to be kept on the site, HALL 6, will be transformed into a Food Hall (*Halle Gourmande*). This is where the Tast'in Fives project and its community kitchen come into play.

⁴ Created in 1982 by the city of Lille and Lille metropole, SORELI is a French semi-public company (Société d'Economie Mixte - SEM) in which the local authorities own the majority of the capital. Setting up a SEM is a way for the public authority to benefit from the agility of a private company while ensuring general interests are secured.

3.2 “The Food Hall” and the Tast’in Fives community kitchen: a virtuous ecosystem

In the core of the FC development programme, Hall F6 is to become a “Food Hall”, where the community kitchen of the Tast’in Fives project will be embedded in a wider set of food-related modules.

The “Food Hall” project initiated a few years ago with a study commissioned by the developer SORELI, on how to recreate production activities in the district. This study triggered informal exchanges with a group of food-related business owners around the idea of setting up a food-related economic pole as part of the FC redevelopment. The objective was to create a hub of businesses and retail activities revolving around the food industry but favoring local, quality, ethical products and gastronomy. Study visits to Lisbon, Rome or Amsterdam were then organized to explore options.

The project of a food court in Hall F6 of the FCB brownfield was thus in the pipeline when the first call for projects was launched by UIA in 2015. The financial opportunity offered by UIA triggered a new step. Building on the food-related approach, the city of Lille decided to design a project that would address, in an integrated manner, pressing social issues faced by the local population. Tast’in Fives consists in setting up a community kitchen coupled with a vertical farming demonstrator, in Hall F6, where the food court will develop.

With the *Cuisine Commune* (community kitchen), the Tast’in Fives project aims to take part in the revitalization of the neighbourhood and limit some of the negative effects resulting from such regeneration projects. As a matter of fact, the overall FC redevelopment programme will bring

about an improved living environment, new public facilities and economic activities and make the area more attractive. As experienced by many European cities, such regeneration programmes often result in the displacement of local populations who cannot afford to live in the area any more, gentrification processes and increased socio-spatial segregation at the scale of the metropolitan area. For the city of Lille, the key challenge is to ensure that residents become active players and beneficiaries of the district transformation that will also attract new residents.

Thanks to an active policy of transnational cooperation, Lille is exposed to practices from all over the world and was thus inspired by other experiences such as the community kitchens in Quebec or other European cities pioneering in the domain of sustainable food for urban communities (among which Bristol, Milan, Lyon, Rome, Sodertalje and many more; at EU level, see for instance the [Sustainable Food](#) or the [Agri-urban project](#)). Such practices are spreading across the EU and beyond, showing that *“in the public agenda, food is no more considered just as a commodity or as a necessity; it is an emerging multidimensional policy challenge, which cuts across ecological, social, economic and spatial dynamics”* (in [How the food sector can help reduce youth unemployment in European medium-sized cities](#)).

In line with these policy trends, Lille has decided to build on the food chain (production, distribution, consumption) as a driver to combat exclusion and poverty in the Fives neighbourhood.

With the Cuisine Commune, the city of Lille aims to take part into the district redevelopment by using food-related actions to:

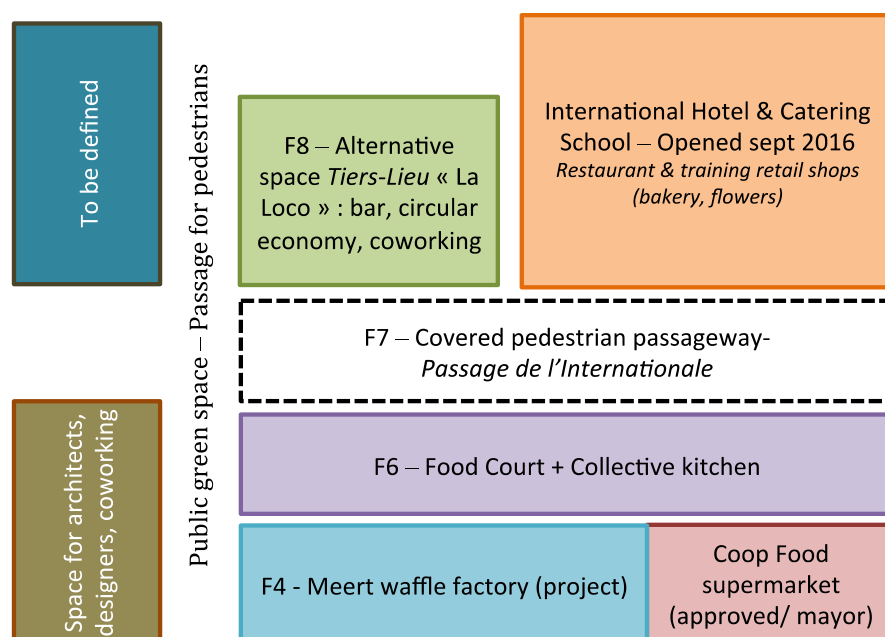
- Reintroduce economic activity in the center of the neighbourhood
- Involve inhabitants and local players in a new socio-economic dynamic and in the wider transformation of their district
- Combat the effects of poverty such as the lack of job opportunities, food precariousness, social isolation and the exclusion feeling

The Tast'in Fives project is thus part of a wider integrated ecosystem that combines several elements, located in Hall F6 and nearby facilities on the FC site:

- a food court that will host shops, food counters, a collective dining room (1250 square meters in Hall F6)
- a community kitchen that will be open to local residents and NGOs (550 square meters in Hall F6)

- a vertical farming demonstrator for pedagogic activities (150 square meters in Hall F6)
- the international Hotel and Catering School (Lycée hotelier international de Lille)
- other food related production facilities (the famous Lille waffle maker, Meert, could move part of their production facility to the FCB site – discussions are ongoing at this stage)
- other circular economy type of projects that are still to be defined (a cooperative supermarket ? co-working places ? alternative café ?)

Combined together, the food court project and the Tast'in Fives project funded by UIA should form a *“virtuous ecosystem in interaction with the district socio-economic environment that will function as an anchor for inhabitants and allow them to play an active role in the transformation of their neighbourhood”* (UIA application form, 2016).



Possible uses of space surrounding Hall F6, 2017.

3.3 The Tast'in Fives concept: Focus on the community kitchen

Time to dive into Tast'in Fives and the Cuisine Commune project! What is the solution proposed to address poverty and exclusion dynamics affecting the population of the neighbourhood? How will the project turn residents into active players of the transformation of their living environment and conditions?

- **The community kitchen: an integrated vehicle to combat poverty issues**

Socio-spatial segregation is the result of complex and intricate forces. Area-based approaches or sectoral policies developed in isolation have proved not to be efficient in dealing with all aspects of socio-spatial segregation. It is now acknowledged that it takes an integrated approach to problems, combining social, economic and physical interventions. The Tast'in Fives project builds on the integration of several policies mobilized to promote sustainable urban development: regeneration of a brownfield site, local economic development, employment and

vocational training, fight against inequalities, citizen participation, public health, urban farming...

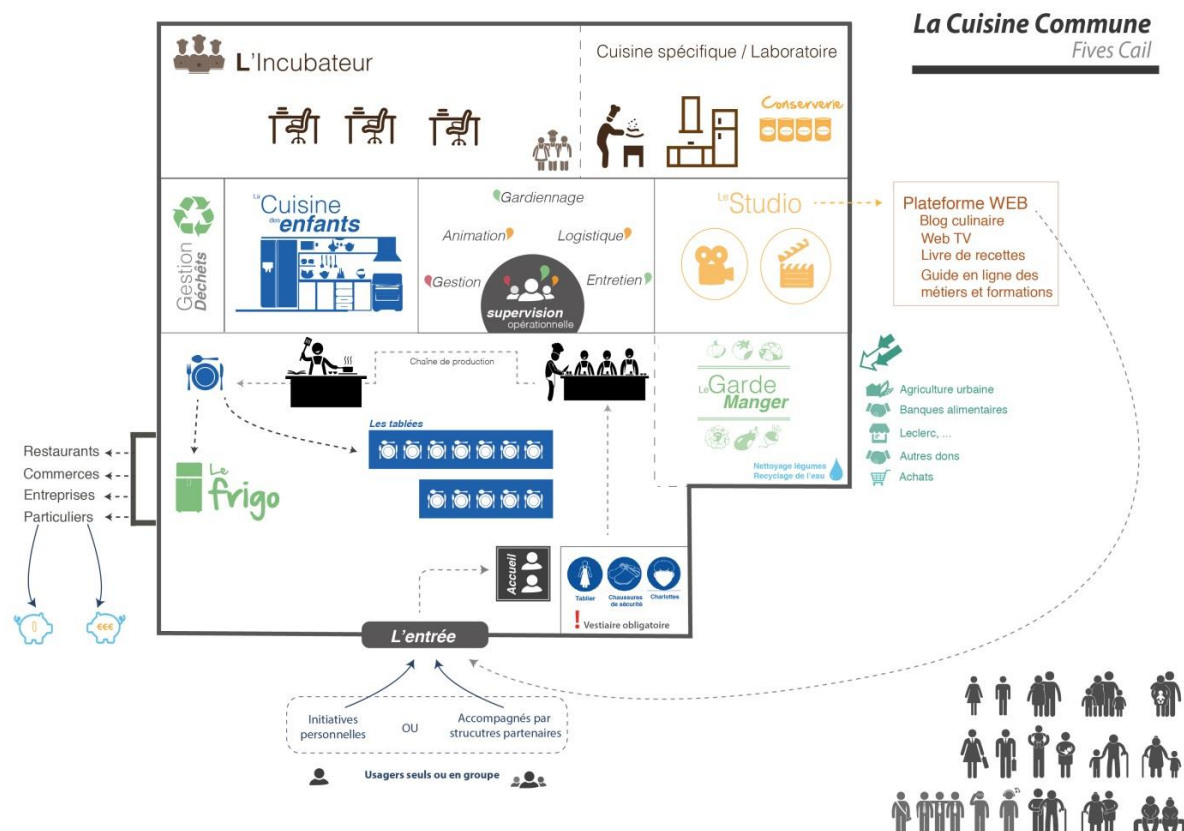
By setting up the Cuisine Commune facility, the municipality of Lille and the project partners intend to achieve a number of objectives dealing with social, economic and governance-related issues (UIA application form):

- To combat poverty and social exclusion
- To address malnutrition issues and promote healthy diets through education
- To foster economic activity, facilitate access to employment and the development of trainings tailored for a low skilled work force
- To foster the empowerment of local residents and stakeholders and their involvement in the redevelopment of their neighbourhood

Project Objectives

- To combat poverty & social exclusion
- To address malnutrition issues and promote healthy diets
- To foster economic activity & facilitate access to employment
- To empower local residents and stakeholders

How will these objectives be achieved?



Scheme of functions to be performed in/ through the final facility, early 2017.

• What are the key components of the Cuisine Commune

The Cuisine Commune will be home to a set of activities targeting local residents of Fives and Helemmes, as well as NGOs, especially those dealing with the most excluded groups such as children, young people at risk, the Roma community, single-parent families and the elderly. Activities will include:

- cooking workshops for educational purposes or leisure
- trainings focused on food-related jobs (catering, food-processing, retailing, etc.)
- stimulating economic opportunities to facilitate access to the job market
- experimentation and demonstration activities related to food growing and processing (role of the vertical farming demonstrator)

NGOs will be invited to develop and run activities using the facilities offered by the community kitchen. It also foreseen that, occasionally, the kitchen will be open for use by residents or groups of residents for social activities.

The Cuisine collective will include 2 kitchen areas and additional components for complementary and integrated activities:

- a public kitchen, with a dining room, open to the wider public (residents and NGOs) to organize workshops, trainings and social activities including meals, which will include cooking facilities for kids and educational programmes
- a “professional kitchen”, open to cooking professionals willing to experiment or get trained, and platform for start-ups incubation
- a studio for the creation of video products dedicated to the food chain and to activities

deployed in the Cuisine commune and beyond (links with the wider environment of the Food Hall and nearby players of the food eco-system)

- a space for fridges and a pantry, connected via a smart management system linking the various stocks of goods (goods receipt and issue), the consumption of goods and the meals cooked as a result (tracking the availability of goods and meals for the efficient running of the kitchen and possibly for NGOs involved in food distribution)

- a space for waste management
- a vertical farming demonstrator

It is clear that building bridges with the environment -food court, international hotel and catering school, food production units to come, etc.- will be key to the success of the Tast'in Fives project. To build this complex ecosystem, the city has gathered various partners, both in the official Tast'in Fives partnership and in the wider circle of players involved in its implementation.

3.4 The Tast'in Fives partners

The Tast'in Fives project relies on the collaboration of 11 partners gathered to secure an integrated and participatory implementation of the project: 4 institutional partners, 4 NGOs and 3 education/ research institutions.

Institutional partners:

- **The city of Lille**, project coordinator, also responsible for organizing the implementation of the project, communication activities, and supporting the setting up of an innovative model for the collective governance of the Cuisine Commune;
- **Lille Metropole**, in charge of setting up the food incubator;
- **SOREL**⁵, a semi-public company owned and controlled by the city of Lille and Lille metropole, entrusted with the FCB project development in the framework of a real estate development concession (*concession d'aménagement*); in charge of the construction works of the kitchen and

farming module ; also in charge of setting up temporary modules for the kitchen to start operating before the delivery of the facility scheduled in 2019;

- **The employment agency (*Maison de l'Emploi*) of Lilles-Lomme-Hellemmes**, in charge of organizing training activities focused on the food-industry, to facilitate access to the job opportunities;

NGOs

- **Les Sens du Goût**, specialized in the delivery of cooking workshops involving professionals and inhabitants, in charge of organizing educational programmes around cooking and tasting, on site and in local schools, and training other stakeholders on delivering educational activities;
- The local section of the **Secours Populaire Français**, a nation-wide NGO in charge of supporting people experiencing extreme poverty situations by supplying food, clothes, and other basic goods, holiday

⁵ Created in 1982 by the city of Lille and Lille metropole, SORELI is a French semi-public company (Société d'Economie Mixte - SEM) in which the local authorities own the majority of the capital. Setting up a SEM is a way for the public authority to benefit from the agility of a private company while ensuring general interests are secured.

vouchers, etc.; in charge of organizing workshops around waste limitation and cooking;

- **La Sauvegarde du Nord**, a local NGO dedicated to the protection and promotion of the regional socio-cultural heritage ; in charge of organizing encounters focused on food-related cultural heritage of migrant and Rom populations;
- **Les Rencontres Audiovisuelles**, a local NGO specialized in the use of video to support social projects; in charge of organizing audio-visual creation workshops targeting young people and of setting up a video studio in the community kitchen.

Higher education and research institutes

- **Yncréa Hauts de France-Institut Supérieur d'Agronomie**, a higher education institute specialized in agronomy ; in charge of setting up the experimental vertical farming unit that will become a support for training activities;
- The **Maison Européenne des Sciences de l'Homme et de la Société (MESHS)**, a national research institute located in Lille specialized in social sciences; in charge of supporting the project with evaluation issues and assess the results of implemented actions by means of an action-research programme and research workshops;
- The **Centre d'Innovation des Technologies sans Contact (CITC)**, a research center specialized in contactless technology; in charge of developing tech solutions to monitor stocks in fridges and cold rooms and push recipes in relation with goods in storage.

As a matter of fact, few partners, included among the NGOs, are actually from the target area (Fives or Helemmes). It turned out difficult to get local

potential partners officially involved in the short time frame of the preparation of the project application. Some of them have been informally involved right from the start, due to their institutional positioning or active role in the district such as the district city hall, the Helemmes city hall, social and cultural centers and some NGOs. Nevertheless, a significant effort to get them on board is to be expected in the first months of implementation to achieve the co-production ambitions of the project.

The 11 official project partners are in charge of specific work packages defined in the Tast'in Fives application to ensure efficient implementation of the project. For the city of Lille, beyond the Projects Department, the integrated nature of the project requires the support and contributions of various departments: urbanism, local economic development, social and circular economy, citizen participation, legal affairs, finance, etc. The city has also commissioned a consultancy office, Baluchon – Le Merle Blanc, to provide project management assistance, with a specific focus on participatory approaches. When appropriate, architects will also be involved by means of public tenders for the design of the facilities on site.

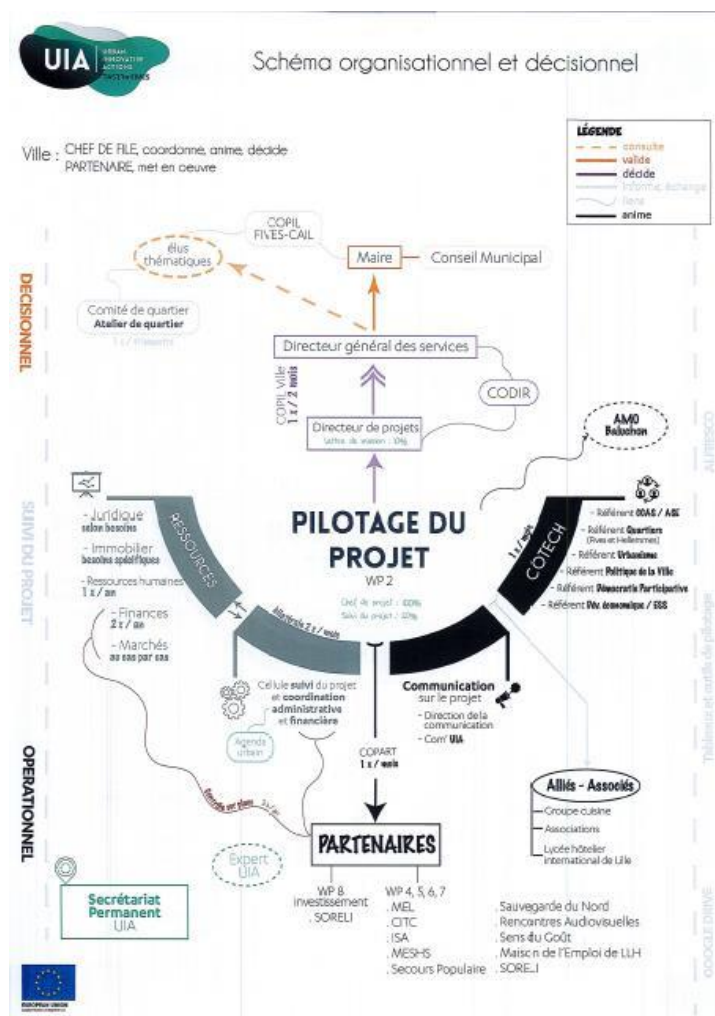
An interesting feature of the Tast'in Fives project is that, while the city of Lille is responsible for the smooth implementation of the project and administrative and financial reporting, the city does not lead the implementation process. A collective governance model has been set up, building on a series of bodies in permanent interaction:

- a partners committee (*comité des partenaires* - COPART), gathering all 11 project partners, to share the advancement of the project, discuss and validate options

- for implementation by specific partners, etc.
- a technical committee (*comité technique* - COTECH) was foreseen to gather all the relevant city services. A more flexible approach has been implemented, based on ad hoc meetings or working groups active on specific issue, for a limited amount of time
- an executive committee (*comité de direction* – CODIR), involving the director of the Projects Department and the Director General of the city administration to report on progress in the implementation, request for arbitrations at political level, check the risk matrix and alert on specific issues when needed

- a steering committee (*comité de pilotage* - COPIL), involving the municipal council and the Director General of the city administration to gather when necessary (as part of the municipal council) to make decisions on strategic orientations for project implementation

All operational issues related to the implementation of the different work packages by partners are discussed and dealt with in the partners committee, which makes it the cornerstone of the project governance. Recently, as part of the implementation process, an enlarged partners group has been set up, that involves those local partners (institutions, NGOs, etc.) necessary for the project to achieve its objectives.



The Tast'in Fives organization: A collective governance scheme.

4 Innovation and related challenges in the Tast'in Fives project

Urban Innovative Actions is all about city innovation and integrated approaches to sustainable urban development. What is so innovative about the Tast'in Fives project and

what are the related challenges faced by partners in the implementation phase? This is what we will explore in the following section.

4.1 What is innovative about the Tast'in Fives project?

As one associated partner put it, “these days, we see food courts, food halls and community kitchens popping up every other week on former industrial or abandoned sites. Forty years ago, it was all about culture. Today, it is all about food”. Indeed, the Cuisine Commune, the facility, is not the most innovative part of Tast'in Fives. What makes it innovative then?

While the city of Lille and players involved in the Fives-Cail (FC) redevelopment programme agreed on the project of setting up a community kitchen in one of the industrial hall of the former factory, the way to design and set up the facility was to be paved. At the outset of the project, partners committed without a predefined description of what the facility would be, what it would offer, how it would operate and how it would be managed.

At the outset of implementation, it clearly appeared that the first innovative dimension of the project lied in its core objective: to create an economic model that would bring together players with very different stakes (businesses, inhabitants, NGOs, public institutions, etc.) and allow the community kitchen to be profitable (economically speaking) so as to support social inclusion activities.

How to ensure that the economic added-value generated by the community kitchen (and beyond) would allow to generate a social added-value for the neighbourhood and its population? A specific model had to be invented for the project. In such a model, general interest activities would be funded not through tax-collected money but by redistributing benefits generated by the entity supporting the community kitchen.

The second innovative dimension of Tast'in Fives lies in the method proposed to get there, that is the co-production of the solution so as to achieve an ambitious political objective: make sure the redevelopment of the area would not lead to more socio-spatial segregation and gentrification but benefit to the socially deprived residents of the neighbourhood.

In Tast'in Fives, all aspects of the facility are to be defined and co-designed with the beneficiaries and with the stakeholders who will play an active role in running the facility. As the actual Cuisine Collective will be delivered in Hall F6 in the 2nd semester of 2019, the whole Tast'in Fives project is dedicated to prepare the launch of the facility by involving residents and stakeholders in the definition of the content and uses of the Cuisine

Commune. The co-production approach builds on setting up temporary modules close to the site of the future Cuisine Commune and to experiment different uses of the community kitchen to be built. Both the temporary modules and the activities to be deployed on the temporary site called “L’Avant-Goût” have been subject to participatory processes by means of workshops, field research including interviews with NGOs, residents and stakeholders, collection of suggestions/ ideas/ needs and expectations during public meetings, etc.

The process will be iterative and ongoing until the actual Cuisine Commune comes to life (see following chapter for more details on the prefiguration process). This method should allow partners and local stakeholders to define, together, a unique solution, a solution that will be adapted to the local context and needs. This will make the future facility, still in the making, an innovative solution.

The third innovative dimension of the Tast’in Fives project lies in the positioning of the local authority in the project development process and in the future running of the Cuisine Commune.

The city of Lille has provided the first impulse and secured funding through the UIA initiative but does not intend to be in a command-and-control role. An option could have been to delegate the management of the operation to a business company. The local authority decided to stay on board but not in a leading position.

A key objective of the temporary modules of L’Avant-Goût is to define and experiment the economic and governance model that can be deployed when the community kitchen will be

ready in 2019. A model where economic benefits would be used to support social activities, and in which the city would be partner but not in control. This model should allow the local authority to be associated partner so as to guarantee that the general interest and the social objectives are taken on board, while allowing the facility to be financially sustainable.

The option that is currently being explored is the cooperative society of public interest, the French Société Coopérative d’Intérêt Collectif (SCIC) created in 2001. The SCIC is a company that gathers, around a specific project, employees running the project, beneficiaries (clients, users, residents, providers...) and contributing partners (NGOs, public authorities, volunteers...) to produce goods or services of general interest for the benefit of a specific territory or a specific supply-chain of activity.

As part of the experimentation in the temporary facility, an association is being set up to test a governance model involving a multiplicity of stakeholders (including the city, but not in a “command and control” position). It will also be the platform where the stakeholders will start building a viable economic model, taking into account financial risks to be endorsed as well as the social added-value to be generated and its costs.

In the Tast’in Fives project, the solution is thus being developed along the way, as a result of the experimentation taking place in the temporary modules and involving stakeholders and beneficiaries. In addition to its innovative character, the Tast’in Fives project, due to its very integrated and participatory nature, is bound to face a number of challenges at the implementation stage.

4.2 Overview of the UIA Challenges

As well as supporting cities directly through the initiative, UIA also aims to identify and share the key lessons learned through these projects. Many of the implementation challenges are shared with other cities, and in this section we consider Lille's through a framework established

by the UIA. In each journal we will revisit the UIA challenge grid and assess progress made and lessons learned.

The table below provides an overview of the identified UIA Challenges and how these challenges translate for TAST'in Fives.

TABLE 3: MAPPING TAST'IN FIVES AGAINST THE ESTABLISHED UIA CHALLENGES

Challenge	Level	Observations
1. Leadership for implementation	LOW	TAST'IN FIVES enjoys political support at the highest level. While the city of Lille, along with the developer SORELI, took the initiative to set up the TAST'IN FIVES project as a response to the UIA call for proposals, the aim is to develop a collective leadership on the project. Through the participative approach and the governance model of the UIA partnership, this collective leadership is being built, step by step. Nevertheless, it is frequent that partners turn to the Lille's project team for orientations and drive.
2. Public procurement	LOW	The procurement challenge is limited for TAST'IN FIVES. Tenders have been and will be launched to set up the temporary facilities of L'Avant-Goût which do not imply complex arrangements. The participative/ co-production approach should be embedded in all tenders which could be an interesting aspect to highlight.
3. Integrated cross-departmental working	MEDIUM	The Lille's Projects Department has established good working relationships with a number of other departments in the framework of TAST'IN FIVES. However, as with all relationship management, it requires ongoing attention and activity. The Projects team note that too often, services behave like service providers and tend to operate in a very hierarchical, top-down way. For the Projects team, it remains a challenge to develop innovative approaches in a framework that is not "accustomed" to different ways of working (especially by means of experimentation).
4. Adopting a participative approach	HIGH	This is the cornerstone of the TAST'IN FIVES project. The project's success will largely rely on the city's ability to co-create the Cuisine Collective with residents so as to empower them, turn them into active players of the district redevelopment (including by supporting social inclusion processes). Local NGOs and public services will support the involvement of beneficiaries in the co-production process. Platforms will be set up as part of the project implementation to allow residents and NGOs to contribute to the design and running of the facility (temporary modules and future facility). Yet reaching out to socially excluded populations remains a significant challenge.
5. Monitoring and evaluation	HIGH	Measuring the impact of TAST'IN FIVES presents a number of technical challenges. Although the project has clear targets, these relate to improving people's quality of life (eg improving access to healthy food) and tackling exclusion processes (eg improving people's employability, revitalizing social relationships). Beyond issues related to definition of the evaluation framework, there are many factors in play that will influence the achievement of expected results. Consequently, attributing impact for the outcomes is complex and not free of risk.
6. Financial Sustainability	MEDIUM	Financial sustainability will be built over the project life time, in the perspective of launching the future facility in 2019. In the meantime, the temporary facility L'Avant-Goût, will allow some experimentation in this regard. Nevertheless, many aspects of the financial sustainability will have to be explored once the community kitchen will be embedded into its real environment, in connection with the Food court and other food-related business players. The ecosystem will not be fully operational during the lifetime of the TAST'IN FIVES project, thus financial

		sustainability may still be an issue at the end of the project, when activities are transferred from the temporary site to the actual facility.
7. Communicating with target beneficiaries	HIGH	Communicating on the project is a pressing challenge for TAST'IN FIVES, especially in the first phase of implementation. The challenge relates to the target area and groups (deprived neighbourhood) and to the object itself, the community kitchen, as it is in development.
8. Upscaling	LOW	The upscaling challenge of the TAST'IN FIVES will be related to the transfer of the temporary activities developed in L'Avant-Goût, to the actual Cuisine Commune, when it is delivered in 2019. Yet, it will mainly be a matter of time and creating linkages between the facility and the wider ecosystem (food court, etc.).

The above table shows that 3 of the 8 UIA challenges pose particular challenges for Tast'in Fives: the participative approach challenge, the communication challenge and the monitoring and evaluation challenge. These are considered in more detail here.

• The participative approach challenge in Tast'in Fives

The challenge related to the participative approach is two-fold. It is first linked to the project's objectives and the targeted population, and second to the fact that the project is to be embedded into a wider ecosystem involving business players.

The participative approach is the cornerstone of the Tast'in Fives project. One of the project's objectives is actually to empower residents, turn them into active players of area's redevelopment and more especially of the definition and governance of the Cuisine Commune to be delivered in 2019. The UIA application form states that district residents, as main target group of the project, should be involved in co-producing and managing the facility. It is expected that this involvement will ensure that the future Cuisine Collective responds to the needs and expectations of future users, on the one hand, and that some co-responsibility processes develop on the other hand, to empower residents (empowerment as a driver to

reduce social exclusion and make people active players of their own future and quality of life).

As it could be expected, getting residents on board has proven to be a challenge during the first months of project implementation. The local population experiences severe deprivation features: high level of dependence on social services and subsidies, little access to the job market, illiteracy problems, health problems, isolation... Part of the district residents are "out of the radar" of social services and NGOs. Reaching out to residents and convincing them to come and share ideas on a project that is still a concept makes the participative approach extremely challenging in such a context.

The NGO Les Sens du Goût was in charge of organizing cooking workshops in the neighbourhood as a mean to reach out to specific target groups. When implementing its work package, the NGO faced serious difficulties in ensuring sufficient participation in its activities. The city of Lille decided to set up a dedicated action plan to address these difficulties and make progress on the identification of needs and expectations of the population vis-à-vis the future Cuisine Commune.

The action plan aimed at answering 3 main questions:

- How to get local residents on board to collect specific needs?

- How to encourage the residents that are far away from public life and institutions to speak out and get involved in the project?
- How to develop residents' ownership vis-à-vis the project?

A strategy was then developed before the summer by the partnership, with the support of an intern recruited by the city of Lille and working on participation processes. The strategy was deployed around 4 main axes:

1. Setting up a programme of meetings with local NGOs from Fives and Helemmes (mapping relevant local NGOs to contact, identifying active individuals and organisations, organizing dedicated workshops to involve them in the definition of the project)
2. Elaborating a programme of weekly or monthly activities to be deployed in the temporary modules to be launched in October 2017 (setting up dedicated working groups associating UIA partners and local NGOs or institutions willing to get involved in the animation of the temporary facility and to use its premises)
3. Conducting surveys among residents targeted by the project (identifying the most concerned target groups with the support of local NGOs, interviewing individuals during workshops or activities proposed by local NGOs, during social events organized in the neighbourhood, in NGO premises, socio-cultural centers, etc.)
4. Designing and implementing an intuitive communication campaign focusing on the added-value and results to be expected, by local residents and stakeholders, from Cuisine Commune project

As a result of the implementation of this action plan, new local NGOs have been coopted in the

project, and more especially when it comes to use the temporary facility and to offer activities on site for residents. The qualitative enquiry among residents has identified a number of orientations for the format and content/activities to be delivered in the temporary facility L'Avant-Goût. And awareness around the project has significantly increased through the different workshops involving local NGOs and institutions. Yet, some significant efforts remain to be made in the coming 2 years, building on the temporary facility and its activities, to refine the contour and content of the future Cuisine Commune.

While things are progressing on the side of getting local residents and NGOs on board, an upcoming challenge for Tast'in Fives will be to connect the work on the Cuisine Commune to the ongoing reflexion on the food court and other economic projects. The prefiguration phase aims to prepare the launch of the Cuisine Commune in 2019, including the way it will play a role in the wider ecosystem consisting in the food court and other food-related businesses that could settle in the vicinity. This integration will require setting up an ongoing dialogue between players of the food retailing/ food processing business and the Tast'in Fives partners (a majority of which have a social inclusion background and objectives, which may not be the case for business stakeholders).

• The communication challenge

Communicating on the project appears as a pressing challenge in this first year of implementation. The challenge for Tast'in Fives is many-fold. It is first related to the site. The Fives-Cail-Babcock brownfield, where the community kitchen is being built, is a walled site, embedded in a residential working-class neighbourhood, so not very visible to the public eye. District inhabitants, apart from those living close the site

and those who used to work in the factory, do not know the site. As the project coordinator puts it: “how do you communicate on a site that is not even referenced on Google Maps?”

The communication challenge is also related to the object per se: the community kitchen does not exist yet. It is not tangible, there is no visual available, except from photos from the former factory and Hall F6 where it should be built (still being depolluted). “Communicating on something that does not exist and is a concept, to a socially-mixed population, experiencing language or literacy problems and not very connected, is actually pretty challenging” (project coordinator, city of Lille).

These aspects made it difficult for the project team, at the outset of the implementation phase, to communicate and engage local residents and stakeholders in a co-production process, which is the cornerstone of the project.

In the first months of the implementation phase, communication was scarce and going through institutional channels (Fives and Hellemmes city halls, social/ cultural centers, partner NGOs). Since September and the launch of the temporary facility, L’Avant-Goût, things are getting easier. There is now a physical place people can visit, offices for key project partners involved in the animation of the temporary facility. Residents can access the brownfield site as a gate has been opened to provide access to the temporary modules in front of Hall F6, etc. So even if the Cuisine Commune does not exist yet, physical elements can relate residents and stakeholders to the project being developed.

Nevertheless, while residents start to come to L’Avant-Goût and take part in the first workshops and activities in the temporary facility, reaching out to targeted beneficiaries still requires a

significant effort. The progressive involvement of local NGOs and institutions in using and running the temporary facility will be key in spreading the word and getting more beneficiaries on board.

Last but not least, the communication challenge also relates to the global image to be built for the project. With the Cuisine Commune and the Food Hall, the city of Lille and Lille Metropole expect to attract not only residents but also people from the whole metropolitan area. It is part of the economic model to ensure sufficient turn-over for businesses that will settle on the site. It is also part of the redevelopment programme that the food-related activities will be a driver for the local economic revival of the neighbourhood. In this perspective, it should attract stakeholders from beyond the neighbourhood itself, especially economic players. Communication should thus foster attractiveness without deterring local residents and NGOs who may think “it is a trendy, alternative, hipsters’ place, and not for them”. This concern informs the communication around “L’Avant-Goût”, even though the challenge there is less pregnant.

• The monitoring and evaluation challenge

In the current programming period, the European Commission has stressed the importance of measuring the impact of programmes (rather than outputs) and has requested significant steps be taken to deliver on this evaluation agenda, at all levels. It is thus expected that UIA beneficiaries also abide by this requirement. More generally, it is now acknowledged that monitoring and evaluation are to be embedded in the definition of policies and action plans, and deployed as tools to adjust these during the implementation process.

Considering the prevalence of the social dimension in the Tast’in Fives project, it will be

important to find ways to measure the impact of the project on the local residents. The expected results of setting up the Cuisine Commune, as formulated in the application form, refer to:

- strengthened social relationships
- renewed trust vis-à-vis social institutions
- people playing an active role in improving their own situation
- improved coordination between institutions and NGOs engaged in combating poverty
- change in dietary habits and shift to healthier diets
- improved health conditions and well-being
- decreasing unemployment rates thanks to new job opportunities, businesses setting up in the neighbourhood, etc.

Measuring some of these results, related to well-being and behaviors, will be key for Tast'in Fives, especially as it aims to ensure local residents are primary beneficiaries of the facility. A key issue at this stage is what kind of impact can be expected

and measured in 2-year time, and more especially as a result of the actions deployed through the temporary modules and activities?

This represents a strong challenge for Tast'in Fives and is the object of a dedicated work package in the UIA application. A research institute specialized in social sciences, the Maison Européenne des Sciences de l'Homme et de la Société, is the partner in charge of delivering on this work package. It is foreseen that research activities (through the involvement of a Masters programme and various workshops) will result in the production of recommendations, indicators and assessment of the project at the end of the project lifetime, in September 2019. The activities in this work package are just starting. Special attention should nevertheless be paid to the ways the research will build on the activities deployed in the temporary modules and feed into these activities, so as to make the most of the experimentation to design a relevant evaluation framework for the future facility.

4.3 Additional challenges faced in the implementation of the Tast'in Fives project

Beyond the challenges identified by the UIA initiative, the partnership faces additional challenges in this first year of implementation. These relate to the integrated approach and more especially the social VS economic dimensions, to the UIA timeframe, and to what will happen after 2019.

- **Ensuring that the economic dynamics sustains and fuels social inclusion objectives**

Urban programmes aiming at the regeneration of deprived neighbourhoods often result in gentrification processes and increased socio-

spatial segregation, by displacing local residents in further remote urban fringes or increasing the divide between socially excluded residents and new wealthier residents attracted by the access to affordable housing and brand new public services.

At the end of the prefiguration phase, in 2019, the community kitchen will be embedded in a wider ecosystem that will be driven by economic players (food court, food production facilities and other food related businesses). The latter will operate under profitability constraints and aim for relevant levels of turnover, thus trying to attract consumers with a certain purchase

power. The community kitchen itself will have to find ways to be financially self-sustaining. It will then be particularly important to find ways to ensure that the Cuisine Commune remains at the service of the project's original objectives: to combat poverty and social exclusion among the local residents. This challenge is currently being explored by looking at the governance model of the future Cuisine Commune. The partnership has opted for a cooperative model that should allow public authorities, and more especially the city of Lille, and the beneficiaries to be associated in the management of the facility (SCIC – see section 3.1.).

- **The “UIA time” challenge**

UIA funding runs on a 3-year period. Projects should deliver their expected results in this limited timeframe so as to claim for total funding allocated at the outset. The city of Lille was awarded the UIA grant in October 2016. This grant covers 80% of the costs of the project estimated at 6.2 million euros. The project includes a 3.5 million investment related to setting up the Cuisine Commune facility by the end of September 2019, in a brownfield site that has to be depolluted and involving residents so as to improve their living conditions and perspectives.

Time is a challenge per se, as for all complex urban regeneration projects. Yet it is even more a challenge for Tast'in Fives as it is expected to develop innovative solutions, and to do so with a strong co-production component. While it is acknowledged that innovation goes hand in hand with experimenting and taking risks, the UIA timeframe does not allow for a lot of trial and error. Time pressure has a positive impact in keeping the project implementation in line with the initial calendar. It can also put the project at

risk in pushing partners to make decisions based on the UIA calendar and not on a decision-making timeline that would be relevant/ suitable for the local authorities or other stakeholders involved. While we all know European programmes, initiatives and fundings have to be bound in time, this raises the question of the “time of innovation” VS the time of EU projects...

- **The post-2019 challenge**

All UIA funding has been allocated to the preparation of the Cuisine Commune to be delivered and operational in the second semester 2019. The shift from the temporary Avant-Goût site to the actual facility in Hall F6 will have to be managed. The facility will be bigger than the temporary site, include additional components such as a professional kitchen/ lab, the smart management system for fridges, cold rooms and goods receipts and issue, the business incubator... Resources have to be secured for a smooth transition and upscaling of activities to fit into the new premises. Moreover, embedding the facility into the wider ecosystem including the food court in Hall F6, other food related businesses in nearby halls, etc. is presented as a key success factor for the Cuisine Commune. Yet, Hall F6 is still under construction work. The food court project, among others, will just be starting when the Cuisine Commune will be operational. It may take time to gather all businesses on site and virtuous relationships to emerge between businesses and the Cuisine Commune.

For 3 years, the project management relies on UIA funding for a significant part. Post-2019, the facility will have to be economically self-sustaining, which has to be anticipated from today onwards, while experimenting on the temporary site and designing the future facility.

5 Where are we in the implementation process?

One first year into implementation, important steps have been taken, that reflects a high commitment of all partners to the success of the project. Beyond sorting out technical legal issues related to property of the future facility, efforts

have been focusing on engaging with local NGOs and residents to initiate the co-production process and launching a temporary facility, “L’Avant-Goût”, to kick-start activities on site. Let’s take a closer look at these two steps.

5.1 Defining users’ needs and expectations

The future facility ‘La Cuisine Commune’ will be built in Hall F6 in 2019, along with the vertical farming demonstrator and the food court. As already introduced, a key component of the project is the co-production approach: engaging local residents and NGOs in the definition of what the facility will offer, in delivering the activities and in managing the facility. A key component and a challenge (see section 3). What has been done so far in that respect?

Tast’in Fives has implemented a number of activities aiming at involving local NGOs in the project as these had not been involved in the preparation of the UIA proposal for time reasons. The partnership also worked on reaching out to local residents, so as to collect their needs and expectations vis-à-vis the future facility and to secure further involvement in the definition of the facility itself (and eventually, in the governance model that will be applied for the Cuisine Collective).

Achievements include:

- a) A series of food-related workshops delivered in the neighbourhood by the NGO Les Sens du Goût; participation in these workshops resulted in being rather low ; yet they allowed to identify some issues related to the difficulty of existing NGOs and

institutions to retain participation in such activities on the long term ; they also allowed to identify the need, among local residents, for more social interactions at neighbourhood level, for access to affordable fresh produce and for increasing their capacities to cook with fresh produce in a variety of ways.

- b) Engaging local NGOs and local institutions in the project, and organizing workshops with UIA partners and local associated partners, to work both on the Cuisine Commune and on the temporary facility (content, organization, user charter, etc.).
- c) A study based on interviews with 12 local NGOs and institutions (more especially social services) based in Fives and Hellemmes, interviews with 45 local female residents and interactive workshops. This study allowed to identify needs to be addressed by the project: lack of spaces for social events in the neighbourhood, existing spaces not fully equipped for cooking or not open to individuals to organize food-related events; need to have spaces to host neighbourhood parties and meals; spaces equipped for barbecues and open to families for private events; need for educational workshops around healthy food, etc.

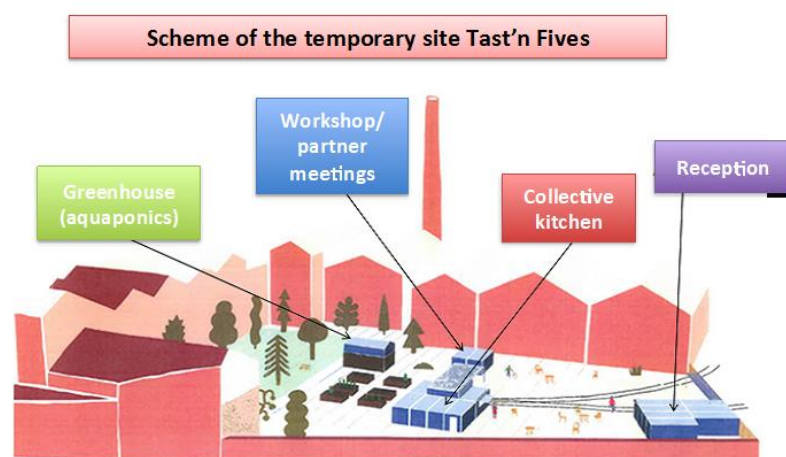
These actions thus provided inputs for the definition of orientations for the future Cuisine Commune as well as operational recommendations for the design of activities to be delivered on the temporary site. They

allowed establishing a basis of stakeholders on which build further on to continue the participative process. They also increased awareness, among the local population and NGOs, about the upcoming facility.

5.2 The temporary facility “L’Avant-Goût”: a taste of the community kitchen

The solution proposed by Tast’in Fives is a community kitchen dedicated to local residents and NGOs, coupled with a vertical farming demonstrator, to be embedded in a wider food-related ecosystem on the FCB redevelopment site. The construction works of the community kitchen and the farming facility in Hall F6 are

planned over 2 years. To prepare the facility expected in 2019 (kitchen + farming demonstrator), engage local stakeholders in the project, anticipate on potential risks and explore the future governance of the facility, Tast’in Fives has planned a forerunner temporary project: L’Avant-Goût.



This temporary project, located on the FCB brownfield in the vicinity of Hall F6, will consist in a transitory and experimental version of the main components of the future Cuisine Commune:

- a bungalow hosting the community kitchen, a dining room and on a outdoor terrace;
- a container hosting a forerunner of the urban farming demonstrator;
- a bungalow hosting the UIA partners who will play a key role in running the site;
- green spaces open for outdoor leisure and social activities, composting, etc.

The objectives of the temporary sites have been defined as follows:

- To allow residents and stakeholders to get to know the future Cuisine Commune project
- To provide local NGOs and residents with facilities and material to cook, produce and process food
- To provide all inhabitants with an open space for social activities several days a week
- To develop a regulatory framework adapted to the objectives of the project (user

manual, hygiene and safety rules, etc.)

- To develop consensus among inhabitants and stakeholders when it comes to make decisions about the functioning and use of the Avant-Goût

Setting up the temporary modules on the brownfield site itself, close to Hall F6 where the actual facility will be located, has requested a number of steps implemented in a tight timeframe (between June and September 2017):

- tendering for an architect studio to design and build the temporary modules/ site
- clearing the land in front of the Hall F6 (abandoned for about 20 years)
- securing the industrial halls surrounding Hall F6 (removing glass windows, rotten pipes and other building elements that could present a danger for users investing the temporary site)
- establishing an occupation agreement between SORELI, the developer of the site, and the city of Lille, responsible for the temporary facility
- building the temporary bungalows and installing the container to prefigure the urban farming demonstrator

The whole temporary project has been and will be used as an opportunity to engage with local NGOs and residents, following the Tast'in Fives objective of turning inhabitants into active players of the revitalization of the neighbourhood. In the preparation phase, different activities have been implemented to involve them in the definition of the format and content of the temporary site (see above). Participative processes have been embedded in the construction of the temporary facility: a call to recycle construction material and kitchen equipment has been launched by the developer SORELI, while the architect and builder company

(Studio 204) made the most to reuse material and elements collected on the brownfield site. It is foreseen that the temporary farming module will be set up as a collective construction workshop involving volunteers.



The kick-off on 30 September 2017 was organized as a moment for residents to invest the site. The event was organized in collaboration with at local NGO, *L'Ecole et son Quartier*, that organizes an annual event for all families of the neighbourhood: *La Fête des Familles*. This allowed conveying the message that the site and its facilities are open first and foremost for the local population.

A free buffet lunch was organized, based on the principle: a free lunch against a donation for the future kitchen. Participants were invited to bring plates, glasses, cook books, cooking devices and all possible items that could be used in the future facility. Beyond providing first equipment for the kitchen, the objective was to start building a sense of ownership among local residents.



5.3 What's coming up in Tast'in Fives?

- **An ongoing participative process**

The involvement of local NGOs and residents will continue, building on the first steps taken since spring 2017. A programme of workshops to be delivered in the temporary facilities is being developed with the participation of the UIA partners (and more especially Les Sens du Goût, les Rencontres audio-visuelles, Le Secours Populaire Français...) to kick-start the activities and have residents taking part.

On the residents' side, Baluchon – Le Merle Blanc, the consultancy office assisting the city with the management of the project, has elaborated a programme of participative workshops aimed at involving residents in the definition of the format, the activities to be proposed and the functioning of the Cuisine Commune. During the kick-off of L'Avant-Goût, on 30 September, participants have been invited

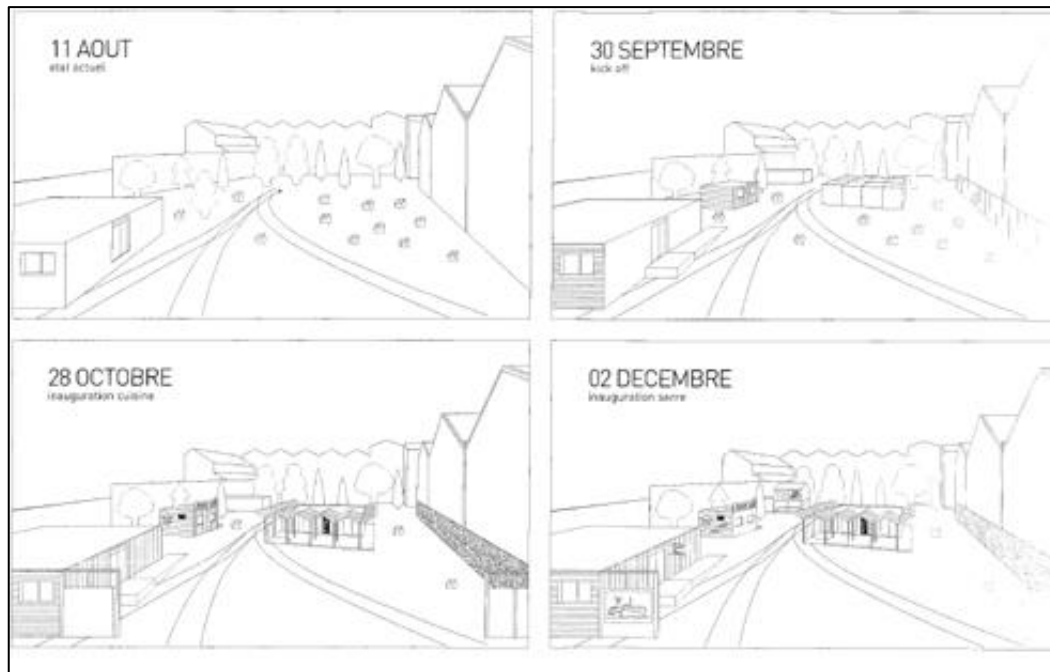
to declare their interest for the various workshops and leave their contact details so as to be informed. These 2-hour workshops will be co-organised by Baluchon – Le Merle Blanc and relevant UIA partners on the temporary site and should involve about 30 participants each, to touch upon the key components of the future facility:

- the collective “family kitchen”
- the professional kitchen
- urban farming
- cooking and video
- food retail shops
- kitchen organization and the role of inhabitants
- meeting with the architects at the beginning and at the end of their conception work.

- **Construction work in progress**

By the beginning of 2018, all temporary modules composing the Avant-Goût temporary site will be delivered and open to the public. Following the

opening of the site on 30 September, the community kitchen will open end of October and the farming module end of November. In parallel, the depollution of the Hall F6 should be completed by mid-2018 (lead, asbestos).



Calendar for setting up the temporary modules of L'Avant-Goût – Working group meeting 09/09/2017.

- **Defining an economic and governance model**

An important task of the next period will be to explore options for the economic and governance model to be established for the future Cuisine Commune. In this perspective, an association is being set up to run the temporary site L'Avant-Goût. As a matter of fact, while UIA partners are all involved in defining and delivering activities in the temporary facilities, it is necessary to create a legal independent body to run the facility, get non UIA partners on board and invent a collective governance of the facility.

Provided some additional funds are secured outside the UIA budget (this was not foreseen in

the UIA application), the new association should recruit a person to manage the temporary site and coordinate partners/ activities.

Meanwhile civic service volunteers will be mobilized to help running the site. This association will allow to experiment and explore the economic and governance model of the future Cuisine Commune. So far, the privileged option for the Cuisine Commune would be a SCIC, Société Coopérative d'Intérêt Collectif (see section 4).

The coming months will tell whether this option is actually appropriate and how to design it taking into account the local context and ensuring residents are still on board. Stay tuned!

Urban Innovative Actions (UIA) is an Initiative of the European Union that provides urban areas throughout Europe with resources to test new and unproven solutions to address urban challenges. Based on article 8 of ERDF, the Initiative has a total ERDF budget of EUR 372 million for 2014-2020.

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